

# Supplementary Committee Agenda



## Epping Forest District Council

### **North Weald Airfield and Asset Management Cabinet Committee Wednesday, 5th September, 2012**

**Place:** Committee Room 1  
Civic Offices, High Street, Epping

**Time:** 7.30 pm

**Democratic Services:** Gary Woodhall  
The Office of the Chief Executive  
Tel 01992 564470  
Email: [democraticservices@eppingforestdc.gov.uk](mailto:democraticservices@eppingforestdc.gov.uk)

---

#### **7. ANY OTHER BUSINESS**

Section 100B(4)(b) of the Local Government Act 1972, together with paragraphs 6 and 25 of the Council Procedure Rules contained in the Constitution require that the permission of the Chairman be obtained, after prior notice to the Chief Executive, before urgent business not specified in the agenda (including a supplementary agenda of which the statutory period of notice has been given) may be transacted.

In accordance with Operational Standing Order 6 (non-executive bodies), any item raised by a non-member shall require the support of a member of the Committee concerned and the Chairman of that Committee. Two weeks' notice of non-urgent items is required.

#### **7.a BROADWAY REGENERATION ACTION PLAN (Pages 57 - 144)**

(Director of Housing) The original Development Options report for the regeneration of the Broadway, to be considered alongside the report (NWA-004-2012/13).

This page is intentionally left blank

# Debden Town Centre and Broadway

Development options | Final report | August 2008

Page 57



Agenda Item 7a



**J. MARKFIELD** 73  
**FUNERAL DIRECTORS**  
TEL. 020 8508 7127

The entrance to J. Markfield Funeral Directors is located on the ground floor of the brick building. It features a dark wooden double door with decorative glass panels. To the left of the door is a large display window with a red valance, showcasing various floral arrangements. To the right is another window with a similar valance. The storefront is framed by white vertical panels.

Get Now  
WIN £300

Bet Now  
BET £10 WIN £100

CAME ON

Two vertical betting advertisements are positioned on the left side of the storefront. The top one says 'Get Now' and 'WIN £300'. The middle one says 'Bet Now', 'BET £10', and 'WIN £100'. The bottom one says 'CAME ON'. The ads are colorful and feature various graphics.

# Contents

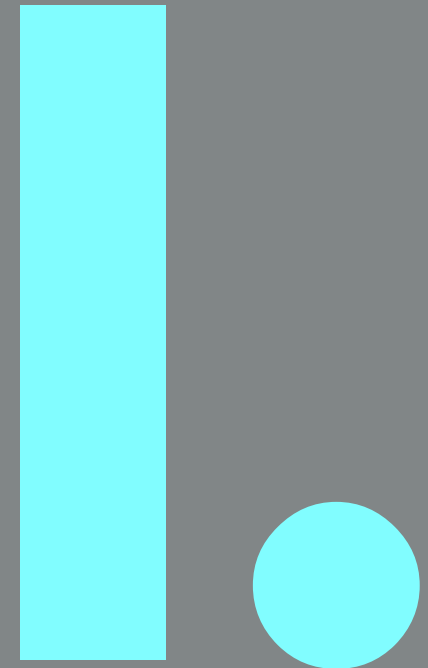
1. Executive Summary	5
2. Debden Today	15
3. Planning Policy Context	43
4. Vision for Debden	49
5. Masterplan and Development Opportunities	55



Page 50

# Executive Summary

Page 61



# I.I Executive Summary



## Introduction

Urban Practitioners has been appointed by Epping Forest District Council to prepare a Vision and Development Brief for the Debden Broadway Area, leading a team including property consultants CB Richard Ellis and transport and movement consultants Colin Buchanan. The following executive summary provides an overview of the key issues in The Broadway area, the proposed vision and the key development and infrastructure projects identified within the development brief.

## Baseline study

The baseline work and stakeholder consultation has identified the following key issues for The Broadway area:

### Urban design

- The Broadway is a strong and well defined street with robust buildings.
- There are several areas around The Broadway where the urban form is very fragmented and there is a clear opportunity for infill development.
- The western gateway sites to The Broadway are weak from an urban design point of view – the petrol filling station in particular creates a poor first impression.

### Commercial

- The Broadway currently performs well as a local shopping centre.

- There is a very limited evening economy and leisure offer.
- There are few quality national retailers.
- The existing nature of the buildings along The Broadway restrict the type and size of retailer which can easily be accommodated.
- The existing Sainsburys supermarket building is particularly poor and the store itself is a weak anchor for the main shopping centre.

### Transport and movement

- Pedestrian connections from The Broadway to the station are very weak.
- The station has a generally poor appearance and has an unappealing approach from Chigwell Lane.
- Parking needs to be carefully managed to best meet the needs of residents, retailers, shoppers and commuters - this is within the context of an existing conflict between commuter and residential parking.
- The station lacks any form of bus interchange, limiting the attraction of using the bus as a viable means of travelling to and from the station.
- The lack of proper bus facilities means that the existing arrangements for bus stops and lay-overs are necessarily ad-hoc and have a significant impact on the surrounding streets, including Vere Road and Burton Road.



# 1.1 Executive Summary

## Vision for The Broadway

A number of priorities have been identified for The Broadway area. These are set out below and together they define the vision for the area.

### Celebrating Debden

- Debden has a busy local centre with a range of good shops. This is a key strength that any development should seek to reinforce. Any new retail development should be conceived to facilitate incremental growth.

### Connect to the Station

- Debden tube station is one of the town's best assets but is poorly connected to the shopping area and hidden from view. Any new developments should aim to provide better pedestrian and vehicular access to the station and integrate it with The Broadway. Also, the profile of the station should be raised through clearer way-finding and possibly through development that acts as a gateway.

### New Transport Interchange

- While there are regular bus routes which service Debden, the stops are spread out and of a relatively outdated design. Integrating improved bus facilities with the underground station will promote the use

of public transport and increase visitor legibility of the town centre.

### Landmarks and Gateways

- While The Broadway has a distinct architectural form it suffers from a lack of a gateway to Chigwell Lane. High quality development of a larger scale on the two corner sites of The Broadway and Chigwell Lane, could better link the two roads and provide key landmarks. Further landmark sites could take advantage of the areas urban grain to provide a more interesting streetscape and gateway to the station.

### Public Realm Improvements

- Debden Broadway is currently the focus of a public realm enhancement strategy which proposes new paving and street furniture. It is important that this approach is well integrated into the surrounding area and also extended to include key approaches such as the link to the station.

### Rationalise Parking

- Debden town centre contains a large amount of surface car parking and freestanding garages to the rear of buildings. An improved layout, with car parking provision set to current standards could allow for further development. Mews



# I.I Executive Summary



developments could integrate car parking need with further homes, providing more attractive spaces which feel safer and more welcoming.

### Completing the Blocks

- A strategy of providing active frontage to the streets at the rear of The Broadway, through mews, town houses and/or flats, would extend the area of active frontages. Where possible, service areas and parking should be hidden within urban blocks rather than exposed to the street.

### Town Centre Living

- There is already a relatively high number of town centre flats due to those over the shops. There are opportunities to develop additional town centre flats and town houses providing a better critical mass of people within walking distance of both the shops and tube station.

### Better links to green space

- There are large areas of green space within relatively easy reach of the town centre. It would benefit both existing and new residents if the links to those green spaces were to be enhanced.

Improved connection to industry and business

- Langston Road Industrial and Business Park is a major employment centre but suffers from poor pedestrian access to The Broadway and Debden Station. Reconfiguring the pedestrian route from the Station could integrate this area with Debden, increasing use of The Broadway and promoting travel by public transport.

### Village Hub

- Maintaining and increasing a mix of uses in Debden town centre would enhance its feel as a village hub, providing all the services the local community needs. An important part of this would be to extend leisure and recreation provision, with the potential for new restaurants or bars, as well as improved retail. The proposals also include provision for a new combined District and County one-stop-shop building which could also include youth and community facilities.

### A Place for All Ages

- The Broadway area should cater for the needs of all local residents, regardless of their age. In particular, the needs of children and young people should be considered and opportunities sought to provide spaces and activities which are appealing and engaging.

# 1.1 Executive Summary

## Broadway Development Brief – key opportunity sites

The development brief for The Broadway sets out the following opportunities, each supported by design guidance and a commentary on the commercial viability and phasing and implementation issues:

### Area 1: Sir Winston Churchill public house

- Long term opportunity site for new development including leisure/retail space at the ground floor with residential development above.

### Area 2: Existing BP garage and Sainsbury site

- Short to medium term development opportunity to create a new anchor foodstore development plus further new retail units and a health and fitness club. The site would be suitable for a significant amount of new residential development at upper levels and an element of undercroft parking which takes advantage of the natural gradient within the site.

### Area 3: Debden Station

- Medium term opportunity to create a new transport interchange at the station framed by new development incorporating business and dwellings. The new bus facilities would include pick-up and set-down spaces and new lay-over arrangements.

### Area 4: Vere Road

- Medium to long term opportunity to remodel the existing parking and garage court area as a mews, combining the existing servicing role with more active uses to improve the environmental quality and safety.

### Area 5: Burton Road north

- Infill development opportunities, including a key site at the western end of Burton Road. The site to the eastern end of this grouping is considered well suited to a new Council and County Council one-stop-shop facility which would act as a new active presence on the car-park and could also provide other youth and community facilities.

Figure 1.1 Debden key opportunity sites



### Area 6: Burton Road south

- Opportunity for new town house development to create additional family accommodation and create new active frontage onto Burton Road.

### Area 7: Burton Road east

- Further opportunity for new town house development to create additional family accommodation and create new active frontage onto Burton Road.

### Area 8: Station car park

- Opportunity to develop the existing station car park as a new housing site whilst retaining commuter and residential parking below a podium deck.

# 1.1 Executive Summary

## Broadway Development Brief – key public realm projects

The existing plans for The Broadway will bring about significant public realm improvements for the town centre. In addition to this work, the following projects would further enhance the town centre:

### Area 1: The Broadway western end

- At present The Broadway scheme does not extend all the way to the junction with Chigwell Lane. It is considered that an extension of the scheme is necessary to maximise the benefits and to demonstrate a clear change at the key threshold to the centre.

### Area 2: The Broadway to Burton Road car park link

- At present the passage way that links The Broadway to the car park on Burton Road is of poor quality. Opportunity exists to widen the passageway to more closely match the precedent set by the link between The Broadway and Vere Road.

### Area 3: The Broadway / Chigwell Lane junction improvements

- The junction of The Broadway with Chigwell Lane is unnecessarily complicated and creates a poor environment for pedestrians. This is in large part caused by the presence of the existing service roads which run parallel to Chigwell lane, but which might be closed off, creating a simpler and safer junction for pedestrians and vehicles. It may be appropriate to consider whether this junction should be re-designed as a signalised junction, phased with the other signals further down Chigwell Lane to best manage the flow of traffic.

### Area 4: Burton Road car parks

- Opportunity exists to incorporate landscaping features to the existing Burton Road car park, potentially screening the service areas to the rear of The Broadway and providing an improved urban environment. Additional car parking spaces could be provided on currently vacant land on the south side of Burton Road, compensating for car parking provision that may be lost through development on other sites.

Figure 1.2 Debden key public realm projects



### Area 5: Station interchange

- A new bus facility at the station would create significant transport benefits for the town centre. A single location catering for most of the bus routes serving the town would allow better interchange between services, while the presence of services at the tube station would promote the use of bus transport over private cars for commuters. Creation of the new scheme would require infrastructure investment to the station forecourt area, as well as possible changes to the access road from Chigwell Lane. The cost of implementing

this project might be wholly or partly borne by the developments which are proposed for sites three and eight (see previous page).

### Area 6: Station link road

- A new pedestrian and bus-only link route from the station towards The Broadway would create a significantly clearer and safer walking route and offer the potential to improve public transport connections. This project would need to be part of the overall project to deliver the new station interchange scheme (see above)

# 1.1 Executive Summary

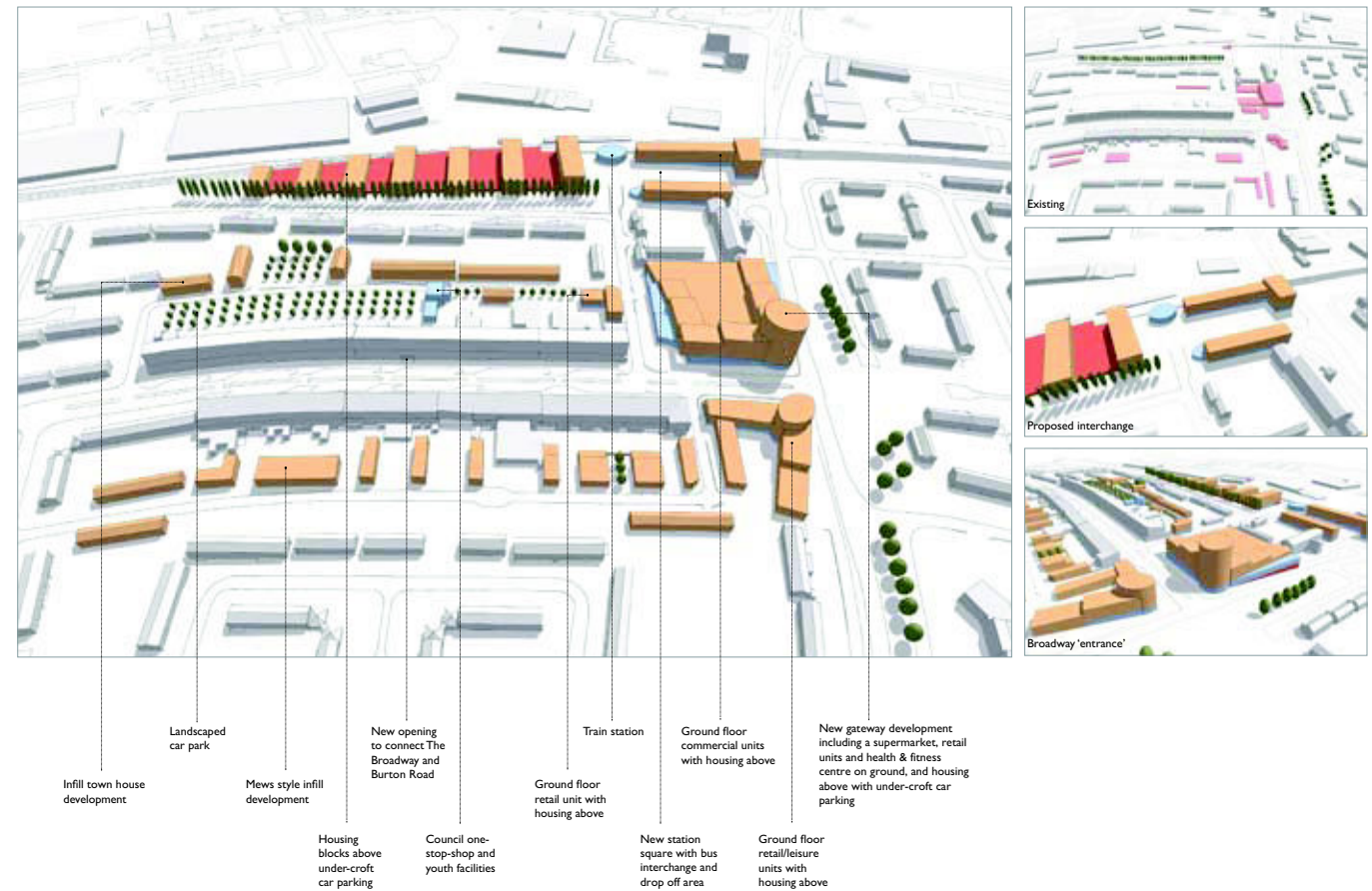
## Key conclusions

There are two key projects which have emerged from this study, both of which have the potential to substantially improve the area.

Firstly, the proposals for a new food store and other development on the existing Sainsbury and BP site are a timely opportunity, given the active developer interest in the Sainsbury site and the very short lease on the garage which would permit the Council to regain ownership of the site in the short term. This is a key gateway to The Broadway and could be used to create a striking new approach to the area which would work in tandem with the new college development to significantly improve perceptions of Debden.

Secondly, the proposals for the station interchange and bus re-routing are regarded as a significant opportunity to improve the public transport provision and integration. It is recommended that this scheme should be actively pursued with TfL in their role as both the land owner and bus operator, and with local bus operators and the County Council.

Figure 1.3 Debden executive summary overview



# I.2 - Consultation summary

## Introduction

There were two stages of consultation undertaken in the preparation of these development options. Stage one was undertaken by EFDC and Urban Practitioners as part of the preparation of the first draft report and focused on key stakeholders.

The second stage followed the approval of the draft report by Cabinet and was a broader public consultation with a number of components. Urban Practitioners was commissioned to assist the Council in undertaking this work.

Details of the first stage of the consultation are contained within the original draft version of this report. Full details of the main public consultation stage can be found in the public consultation report which accompanies this document.

## Consultation: Stage one

### Stakeholder one-to-one meetings

Members of the consultant team met with a number of stakeholders during the first stages of this study. These meetings were with stakeholders identified as well placed to help deliver the vision for The Broadway, including public service representatives and local businesses. The team met with the following people:

- Richard Bailey, Senior Transport Development Specialist, Essex County Council
- Nick Blackall, Local Bus Service Manager, Essex County Council
- Cllr Diana Collins, Leader of the Council, EFDC
- David Duffield, Stace LLP
- Kim Durrani, Assistant Director for Environment and Street Scene, EFDC
- Peter Francis, Engineering Services, EFDC

- Peter Haywood, Chief Executive, EFDC
- Robert Oxley, Sainsbury's PLC
- Nick Philips, Corporate Finance and Property Development, Transport for London
- Dave Reynolds, Senior Local Bus Planning Officer, Essex County Council
- Simon Turner, Endeavour
- Graham Wilson, Development Surveyor, Sainsbury PLC

### Stakeholders workshop

As part of the preparation of the draft report, the consultant team convened a workshop for key stakeholders in the area. This was held on Monday 11 February 2008 at Epping Forest College. It was attended by Councillors from EFDC and Loughton Town Council, members of the Traders Association and Loughton Broadway Town Centre Partnership, and representatives of local businesses.

The key issues arising from the workshop can be summarised as follows:

- Sensitive infill development would be welcomed, but needs to take account of the servicing of the existing shops;
- There are a number of pedestrian links which are weak and should be improved – particularly the link to the station;
- The presence of a larger food retailer would be welcomed. However, it should be balanced so as not to dominate the area and should be well integrated with the existing shops with the main entrance fronting onto the The Broadway;
- More attractive evening economy uses would be welcome;
- There should be a clear 'brand' understanding – Debden or Loughton?; and,
- Improvements to the station are needed, and better connections between buses and the tube would be beneficial.



Stakeholders workshop



Issues and options arising in stakeholders workshop



Annotated plan from stakeholders workshop

**Consultation: Stage two**

**Public consultation**

Following the preparation of a draft report Urban Practitioners and Epping Forest District Council ran a consultation from Monday 23 June to Friday 18 July 2008. This included the following elements:

- A consultation leaflet of which approximately 1,600 were distributed and 133 completed and returned;
- Information via the project website [www.eppingforestdc.gov.uk/broadway](http://www.eppingforestdc.gov.uk/broadway) providing access to the draft report and consultation leaflet/questionnaire;
- An exhibition in the shop window of a unit on The Broadway;
- An on-street consultation day on The Broadway, held 10 July, to meet with members of the public;
- A traders meeting held on The Broadway to discuss the proposals with local traders;



High Street exhibition

- A presentation and discussion with Loughton Town Council;
- An early morning session distributing leaflets to commuters at Debden Station and answering their questions;
- Meetings and correspondence with businesses on Langston Road;
- Meetings and communications with people whose homes might be directly affected by the proposals; and,
- Providing a direct point of contact to the key officer at EFDC and to the project director at Urban Practitioners on all the consultation materials.

The consultation also received wide coverage in the local press.

**Key findings from public consultation**

Some of the key points arising from the public consultation were:

- General support for a new bus



Station consultation

- interchange and the rationalisation of the bus service (including removal from Vere Road);
- Concern regarding car parking provision and increasing the current conflict between resident and commuter parking;
- Support for a new supermarket, but concern regarding the potential loss of the petrol station;
- A fear of over-development, particularly regarding proposals for the Sainsbury's and BP petrol station site and too many new houses in general impacting on traffic and car parking;
- Concern that infill development, particularly along Vere Road, will overlook existing housing and gardens;
- The need for more facilities for young people; and,
- Concern regarding how improvement works would be funded, especially regarding efficient use of local taxes.



On-street consultation

**Changes to the report**

Following the public consultation a number of changes have been made in finalising the report. These include:

- The inclusion in the report that a controlled parking zone could help reduce commuter parking on streets surrounding the station;
- More detailed information regarding the design rationale behind the proposals for Sainsbury's and BP petrol station site;
- More detailed information regarding design of infill development;
- The inclusion of a section within a vision for Debden entitled 'A Place for All Ages';
- Details of how development could fund public realm improvements;
- Further justification of why the centre of Debden is a very sustainable location for new housing provision; and,
- Further details of how car parking for new development should be accommodated.



Traders consultation meeting



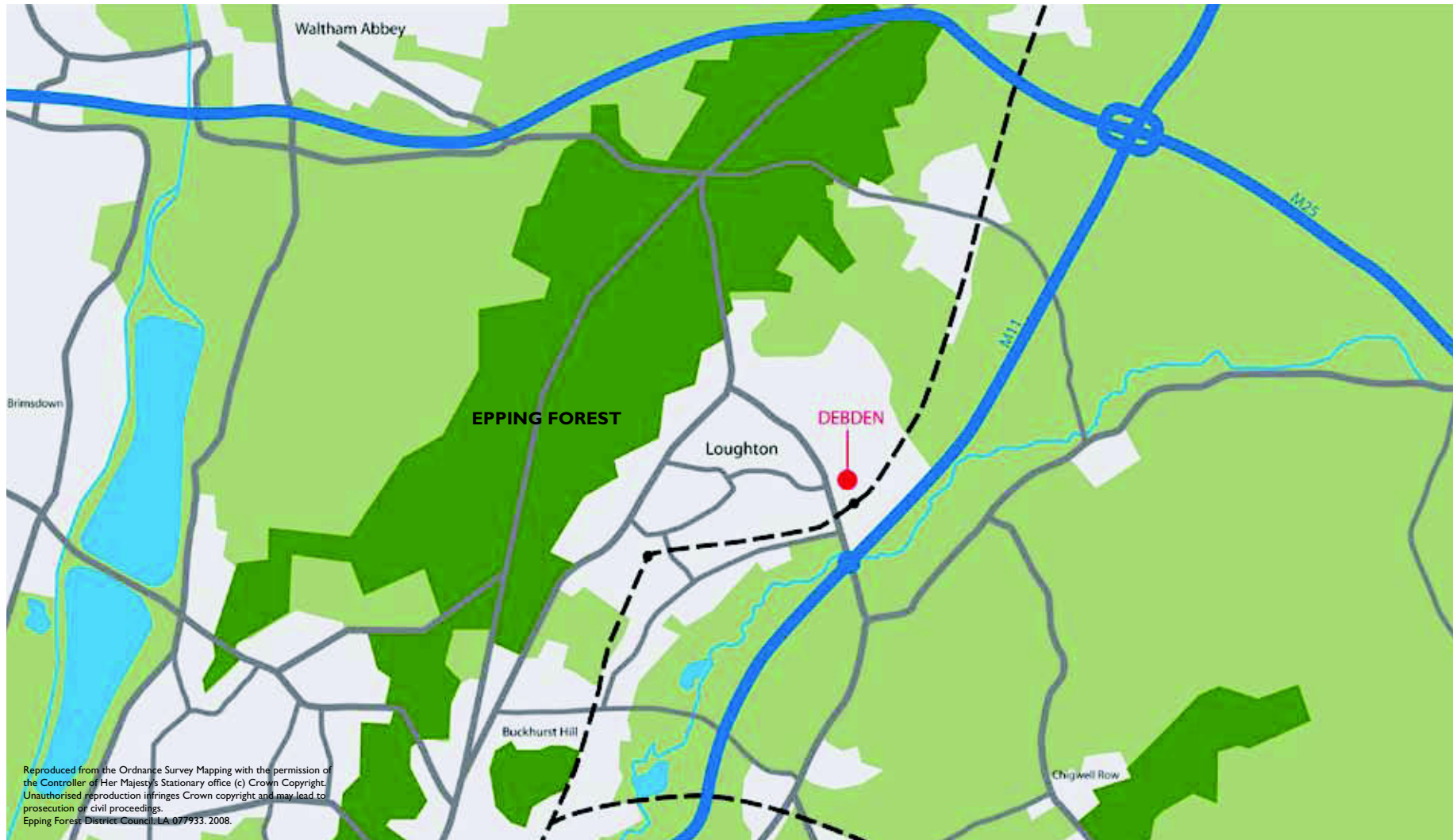


# Debden Today

Page 71



## 2.1 Site Context



## 2.1 Site Context

Debden Broadway is located to the east of Epping Forest and is a part of the larger urban area of Loughton.

The area is approximately two miles south of junction 27 on the M25, adjacent to junction five on the M11 and has its own tube station on the Central Line. The tube has been running since 1940 but the railway line dates back to 1856, previously operating as the Eastern Counties Railway to Stratford.

The town of Loughton is the seventh or eighth largest in Essex (depending on definition), with a population of approximately 30,000. However, the area has a strong relationship with London, with domestic telephones having the (020) London area code. Until 2000 it was in the Metropolitan Police District but is now covered by Essex Police.

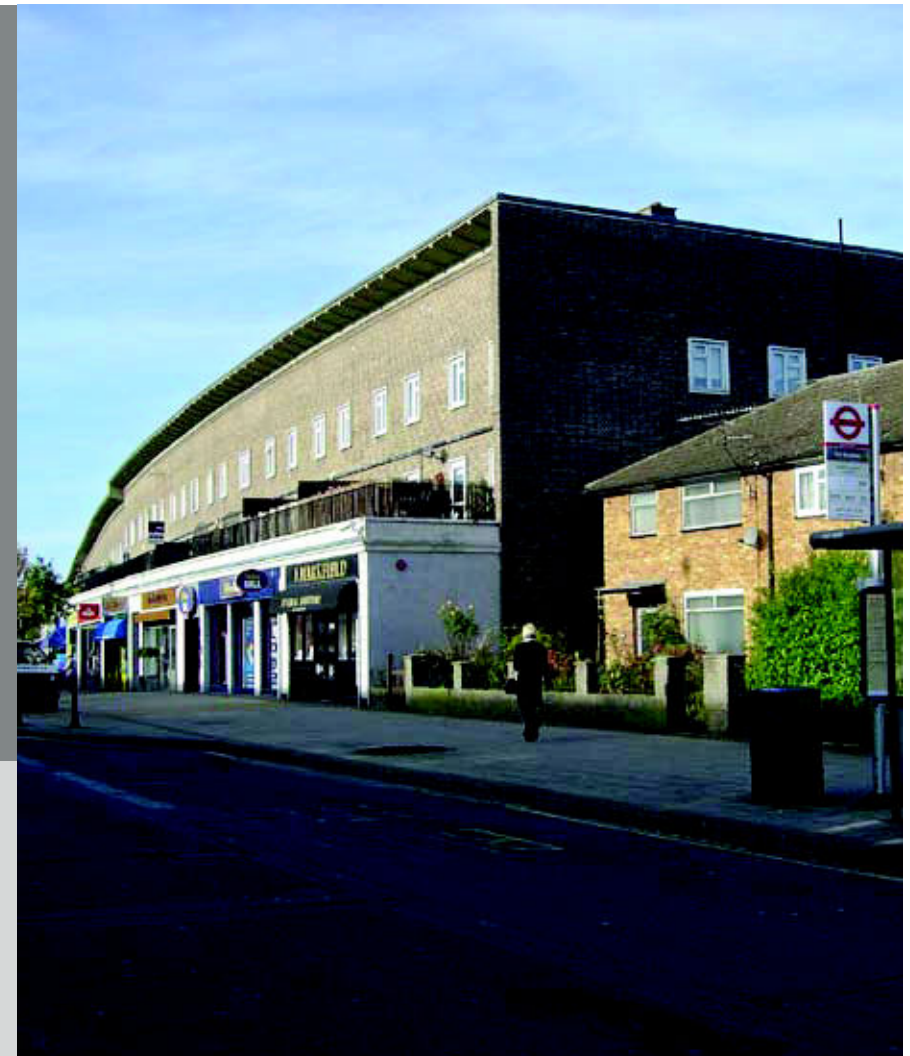
Loughton has a history of settlement dating back to the Iron Age. Debden was largely built as a suburb of the town between 1947 and 1952 by the London County Council, the intention being to rehouse people whose

homes were demolished during the Second World War.

Debden's name derives from the hamlet Debden Green, approximately two miles north of Loughton, and was designed with families in mind, largely characterised by houses with gardens and green verges to roads.

While being mainly residential Debden is home to Epping Forest College, which has approximately 6000 full and part time students, the E15 Acting School and Langston Road Industrial Estate which, among other major employers, includes the Bank of England printworks.

It also contains The Broadway shopping parade which dates from 1958 and is typical of architecture from the period. The Broadway has a low vacancy rate, and includes a number of small businesses, including butchers and greengrocers, as well as national retailers such as Woolworths and Superdrug.



## 2.2 Team's perception of Debden

<p><b>Weak visual and pedestrian links between the station and the Broadway</b></p>		<p><b>Tube to central London</b></p>			<p><b>Proximity of M11</b></p>
		<p><b>Robust architectural form of main buildings</b></p>		<p><b>Large exposed service areas and car parks</b></p>	
	<p><b>Ageing building stock</b></p>	<p><b>Good access to green open spaces including Epping Forest</b></p>			
<p><b>Close proximity to significant local employment including the Bank of England Printing Works</b></p>			<p><b>On street parking good for convenience shopping</b></p>		<p><b>Very low density residential hinterland with weak pedestrian connections</b></p>

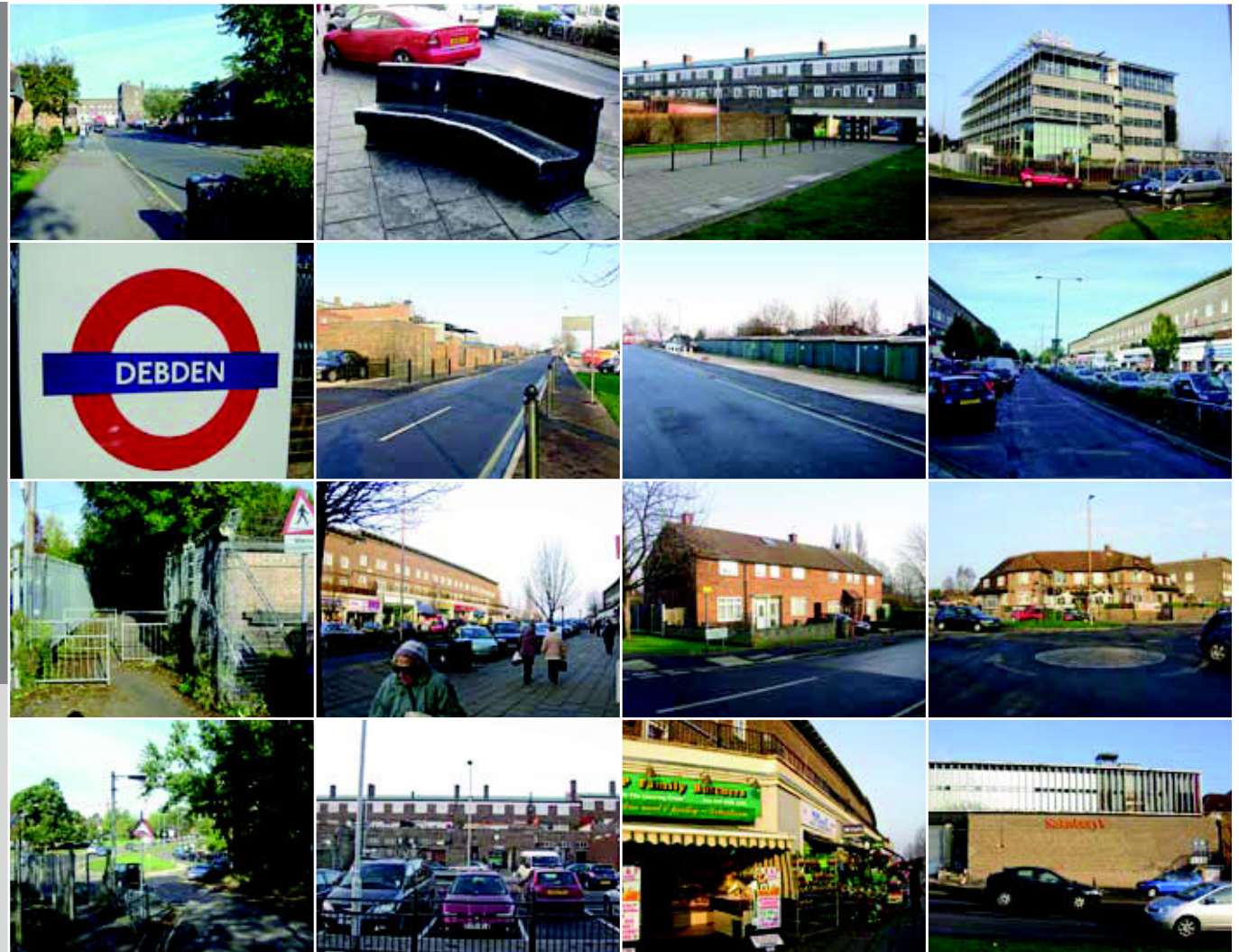
## 2.2 Team's perception of Debden

Debden benefits from excellent transport links to central London by road and tube, and is well connected to high quality rural areas, including Epping Forest.

There are also significant local employers, including the Bank of England Printing Works, Higgins, the Kier Group and Clinton Cards Head Office. However these employment sites feel separate from the town, being on the opposite side of the railway at the Langston Road Industrial Estate.

Epping Forest College has a major presence, with significant new buildings under construction and brings a diversity of use to the centre.

The Broadway itself has a strong built form but suffers from ageing building stock. Spaces to the rear of The Broadway are poorly defined, and it is not well connected to the tube station. Furthermore, the low density of the centre's residential hinterland weakens pedestrian connections, encouraging car use.



## 2.3 Urban Design Analysis

**The urban design analysis seeks to draw out the physical challenges facing Debden's development, along with new opportunities for the future.**

Our analysis includes the following:

- Strategic plan;
- Built form and block network morphology;
- Character areas;
- Building scale;
- Land use;
- Car parking;
- Building frontage and visual barriers;
- Potential development sites;
- Urban block structure: and
- Opportunity

Figure 2.3.1 Debden block structure



Reproduced from the Ordnance Survey Mapping with the permission of the Controller of Her Majesty's Stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Epping Forest District Council LA 077933, 2008.

## 2.3 Urban Design Analysis

Figure 2.3.2 Debden built morphology

Figure 2.3.2 illustrates Debden Town Centre's block structure and urban morphology through highlighting the built form.

The Broadway is well defined with a strong linear built form, but has a weak relationship with Chigwell Lane.

Chigwell Lane, despite being a major through road, is largely characterised by small scale residential buildings, although the new college building to the west and industrial units/offices to the south east provide a stronger built form.

The railway clearly divides the industrial zone to the south from the town centre, while this has advantages in maintaining the separate character of the areas it poses difficulties integrating this significant economic centre to The Broadway.

The centre's residential hinterland is low density, limiting the potential of the pedestrian catchment area.



Reproduced from the Ordnance Survey Mapping with the permission of the Controller of Her Majesty's Stationary Office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Epping Forest District Council, 11/11/2008.

## 2.3 Urban Design Analysis

Figure 2.3.3 Debden character areas

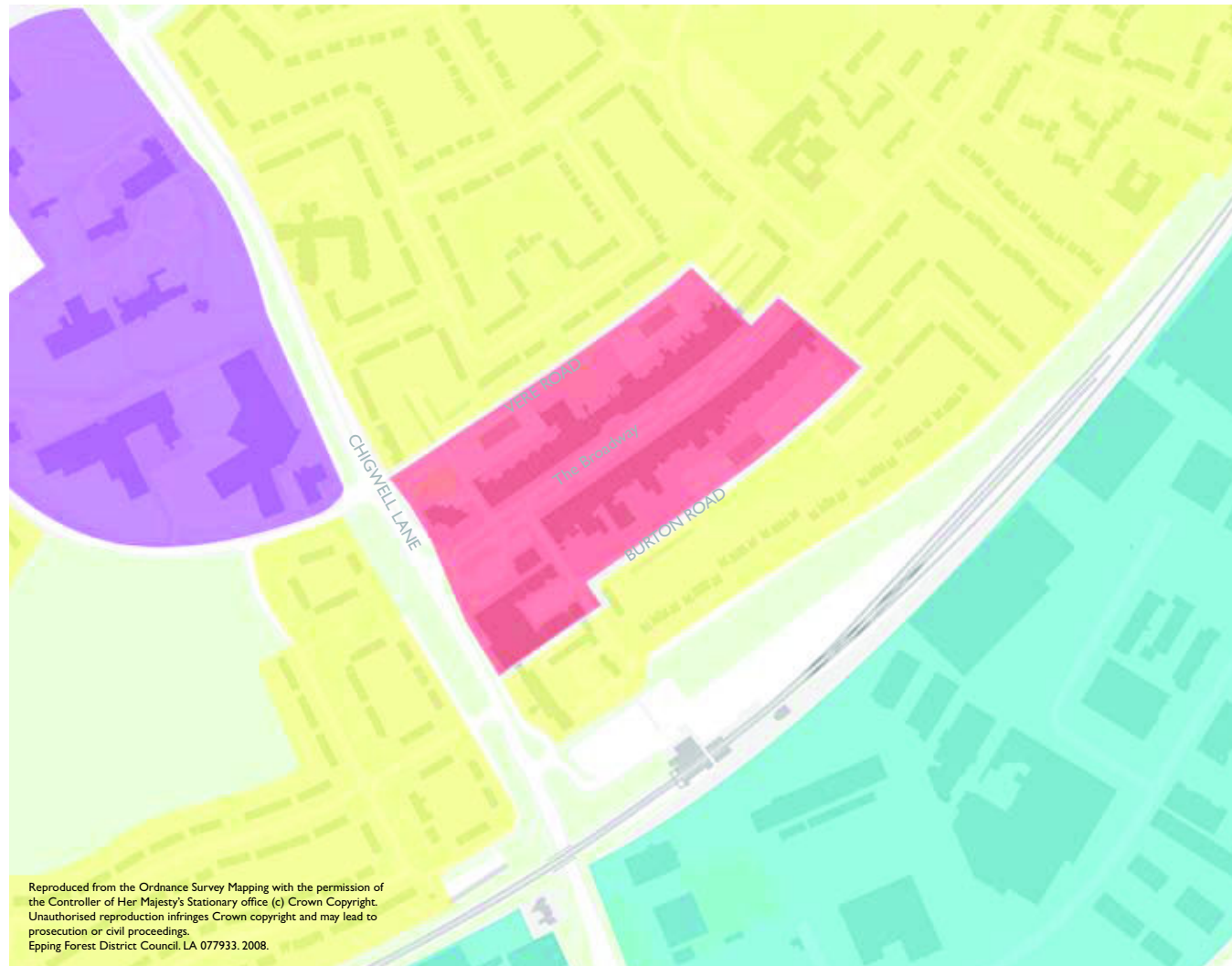


Figure 2.3.3 illustrates the areas of different character that make up Debden town centre and its hinterland.

The residential neighbourhoods have a similar character with substantial grass verges and walkways. The town centre itself is relatively compact and surrounded by residential developments. This leaves only a diagonal connecting route to the education/civic zone.

The business/industrial area is large in comparison with the town centre but is isolated from The Broadway by the railway.



- CA1 Town centre
- CA2 Residential
- CA3 Business/Industry
- CA4 Educational/Civic



## 2.3 Urban Design Analysis

Figure 2.3.4 Debden building heights

Debden is a predominantly two-storey residential area. However, within this context the three storey retail and residential strip of The Broadway has a strong presence.

Along Chigwell Lane, the newer four storey buildings set a precedent for taller developments along the road that are arguably more in-keeping with its size than the older houses.

As a development within the town centre, the one storey shopping precinct linked to Sainsbury's supermarket lacks the presence afforded to The Broadway due to its height. The petrol station is also a very modest building with weak urban character at a key gateway location.



## 2.3 Urban Design Analysis

Figure 2.3.5 Debden land uses



The land use study shows the predominantly retail focus of The Broadway with other uses focused primarily at the north-east end of the strip.

There is a good variety of retail types and few vacant units. However, there are few night-time economy uses and little that adds to a mix of uses other than shopping.

The fitness gym and snooker club above the Sainsbury's supermarket, as well as the Winson Churchill pub, provide some leisure facilities but the centre is not a strong leisure/recreation hub.

- A1 Shops
- A2 Financial and professional services
- A3 Restaurants and cafes
- A4 Drinking establishments
- A5 Hot food take-aways
- B1 Business
- B2 General industrial
- C2 Residential institutions
- C3 Dwelling houses
- D1 Non-residential institutions
- D2 Assembly and leisure
- Sui Generis
- Vacant

Reproduced from the Ordnance Survey Mapping with the permission of the Controller of Her Majesty's Stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Epping Forest District Council. LA 077933. 2008.

## 2.3 Urban Design Analysis

Figure 2.3.6 Debben car parking provision

The short-term parking along The Broadway itself is a key feature of the centre, increasing its economic viability for small scale convenience shopping.

However, the car parking to the rear of The Broadway contributes to the poor quality of the urban form with significant areas of exposed backs of buildings and service zones. The typology of The Broadway which has retail uses at ground level with housing above, complicates measures to rationalise the parking to the rear as provision for the housing needs to be maintained. This is currently achieved through a permit system and the use of stand-alone garages.

There is a large car park adjacent to the underground station which acts as a park and ride facility and is well used by commuters. However, there are still issues concerning commuter parking spilling onto residential streets.



## 2.3 Urban Design Analysis

Figure 2.3.7 Debden building frontage



The frontage to The Broadway has a high level of activity, giving it a busy and lively character. However, there is a clear separation between front and back, with the majority of The Broadway's urban blocks having relatively dead 'back' space lacking in natural surveillance. This effect is enhanced by the rear gardens that face Vere Road and Burton Road.

The section of Chigwell Lane near to The Broadway is heavily planted. While this enhances the green feel of the area, the vegetation also acts as a visual barrier reducing the relationship of the buildings to the street. This is most strikingly apparent with the tube station which is completely hidden from view from both The Broadway and Chigwell Lane.

The Sainsbury's supermarket turns its back to Chigwell Lane presenting it with a large stretch of blank frontage, enhancing the road's car orientated feel.

- Active frontage
- In-active frontage
- Visual barrier

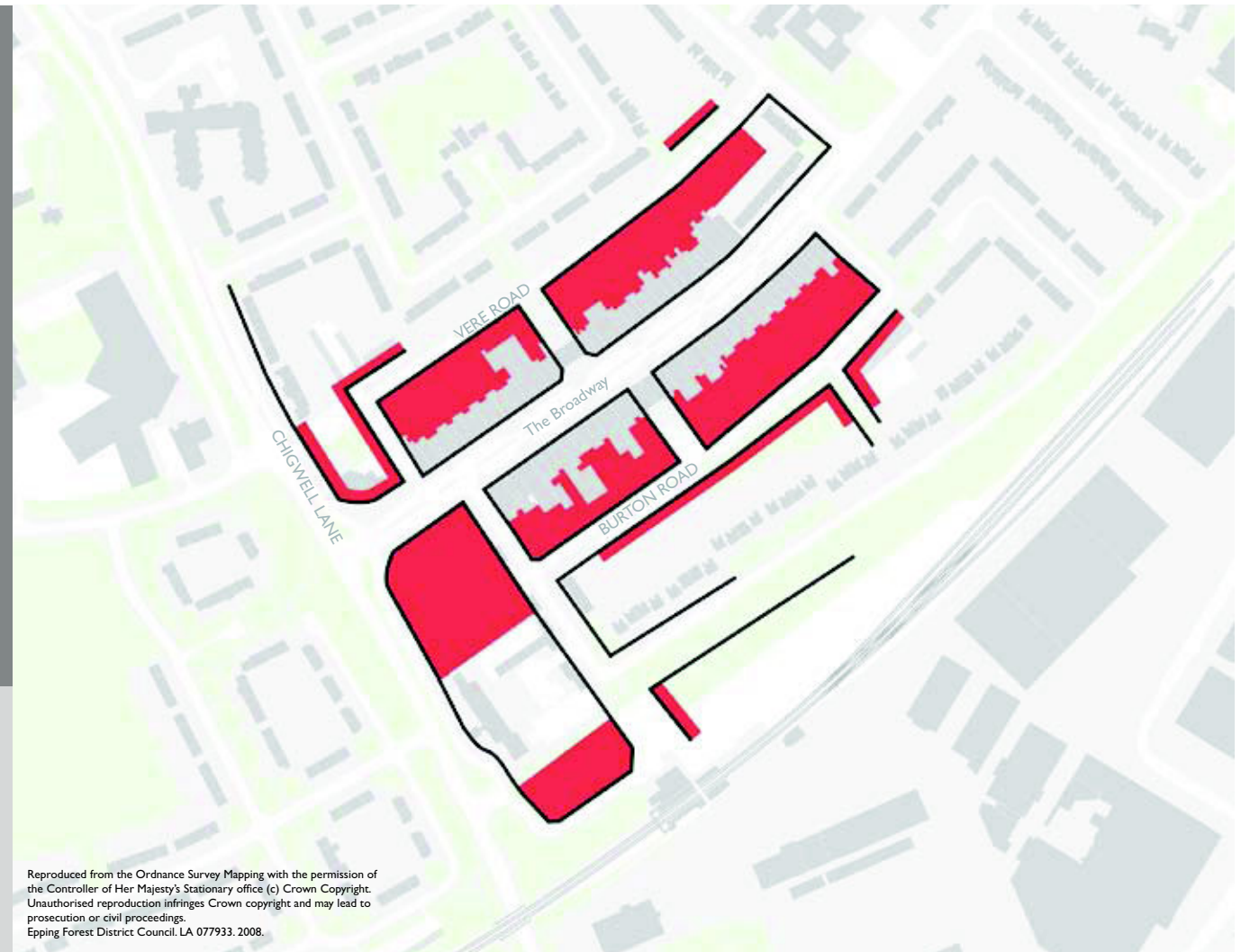
## 2.3 Urban Design Analysis

**Figure 2.3.8 Debben potential block structure**

The opportunity exists to enhance and complete the existing block structure in Debben to provide a network of attractive streets with active frontages.

The principle of working with the existing developments will require a variety of design solutions, and some parcels of land will be unsuitable for built development, but may benefit from enhanced boundary treatments or other measures to create strong public realm.

Figure 2.3.8 demonstrates how this may be achieved, subject to the normal constraints present in development.



## 2.3 Urban Design Analysis

Figure 2.3.9 Debden land ownership



Land ownership around The Broadway is configured as follows:

1. Freehold lease from Epping Forest District Council (EFDC) to BP, runs until 2011;
2. Freehold lease from EFDC to Endeavour, runs until 2112, sublet to Sainsbury's, Riley's Snooker Club, Body & Soul Fitness Club and variety of small retail stores;
3. EFDC owned land and part of housing portfolio, currently used for garages servicing housing above Broadway shops;
4. EFDC owned land, let for car parking to Body & Soul Fitness Club;
5. EFDC owned land and part of housing portfolio, currently green space;
6. EFDC owned land, currently surface car park with pay & display planned but not implemented;
7. EFDC owned land, let to Vinci Park Services UK Ltd.; and,
8. Transport for London, partially let to Loughton Self Drive Ltd, and currently used for underground station and car parking.
9. Debden Broadway shops and flats - freehold retained by EFDC and shops directly managed by EFDC.











## 2.3 Urban Design Analysis

Figure 2.3.10 Debben issues summary

The urban design issues relating to Debben town centre can be summarised as:

- Close to, but poorly integrated with the employment area;
- Proximity to the college;
- Proximity to low density housing;
- Strong urban form along The Broadway;
- Exposed backs of buildings to the rear of The Broadway;
- Large amount of surface car parking and service areas;
- Underground station poorly connected to shops;
- The railway and Chigwell Lane acting as barriers;
- Weak areas lacking in active frontage;
- Large proportion of land owned by the Council; and,
- Potential for new gateways.



	College		Council owned
	Green		Strong frontage
	Housing		Weak frontage
	Employment		Potential gateway
	Car Park/Service		Weak area

## 2.4 Property Market Assessment

### Introduction

The aim of this report is to provide an overview of the property market in Debden, with particular regard to the retail centre, known as The Broadway, referred to as the 'Loughton Broadway', and its wider environs. In turn, this will help to inform the appropriate mix of property uses for potential redevelopment opportunities.

Firstly we briefly describe the Loughton Broadway area, and general characteristics of Debden, putting the review into context. We then focus on relevant property market sectors, including retail, residential, leisure, office and industrial. In particular, we aim to highlight the specific constraints and opportunities in each of these property market sectors. Thirdly, we review and analyse the results of the retail, leisure and residential demand survey that we conducted for this report. Finally, we present our overall conclusions on the constraints and opportunities Debden's market portrays.

### Area Context

Debden is located approximately 12 miles north east of central London, within the north easterly bounds of the M25 motorway and neighbours Chingford, Buckhurst Hill, Theydon Bois, Waltham Abbey, and Chigwell. Road communications are good with the M11, M25, A110, A1068 and A121 close by.

Loughton Broadway is located within 200 metres of Debden London Underground

Station, providing direct, and regular, access into central London. Overall the centre is very accessible.

Debden is located within Epping Forest. Whilst the district as a whole is perceived as being both affluent and desirable, Debden itself has often been viewed as Loughton's 'poorer relation'. Arguably, this is partly a marketing/perception problem, and also a reflection of the socio-economic circumstances for Debden. For example, The Loughton Broadway ward has an unemployment rate double that of Epping Forest as a whole (2.8% compared to 1.4%).

The Loughton Broadway area is defined by The Broadway itself which is a typical, suburban retail centre. The area surrounding it is largely residential in character, predominantly represented by low density council housing stock. To the south of the underground line, located at Langston Road, is a prominent commercial/ industrial area.

According to the Epping Forest Local Plan (Local plan alterations – interim document July 2006), the Loughton Broadway is defined as a 'Smaller Town Centre'. This designation means that it should maintain both a choice of shopping facilities and a convenient facility for those who wish to shop locally. This gives a clear indication of the role and function of this type of centre, and therefore development proposals should seek to maintain and enhance this status.

### Property Market Analysis

#### The Retail Sector

Loughton Broadway appears to be functioning well as a local shopping destination. There is a good diversity of retail uses present, especially for meeting shorter term shopping requirements. The retail mix includes several multiple retailers; Boots, Superdrug, Iceland and Woolworths. Other occupiers on The Broadway include, amongst others, banks, the Post Office, bakeries, butchers, newsagents, DIY stores, charity stores, clothing stores, hair dressers, betting shops and cafes/ food outlets. There is also a pub and petrol station at the western end of The Broadway. Overall, this diversity is important to the strength of the centre.

Located off Torrington Drive, at the southern end of The Broadway, is a Sainsbury's Supermarket, and a number of adjacent small units, including, amongst others, two fast food outlets, a charity shop, a hair dressers, and a betting shop (source GOAD, although we understand several of these units may now be vacant).

Overall, there appears to be a healthy provision of convenience retailers in the area, with the presence of the Sainsbury's supermarket, Iceland, Woolworth, Butcher's, Bakers amongst others.

Sainsbury's, being the local anchor retailer, is a key stakeholder. It is a primary consideration that they (or similar supermarket) be included in the future

masterplan. It should be noted that the present store is relatively small and therefore cannot contain a full range of goods. It also appears to have lacked any substantial physical investment in recent years and is looking run-down. Its location, slightly detached from The Broadway is not ideal as it is not well integrated into the town centre. As such, arguably it is not fulfilling the role it should be.

A key outcome of this study may potentially be to redevelop the Sainsbury's (or other) supermarket as part of a larger mixed-use scheme. It is therefore important to note that to make their occupancy viable in any future development they would expect to pay rents of c. £20 sqft for stores of over 40,000 sqft, and rents of c. £18 sqft for stores under that size (based on recent similar Sainsbury's schemes). This must be considered by all parties in assessing the viability of any proposed redevelopment/ relocation of the Sainsbury's store.

In general, it is apparent that the majority of tenants are local traders. This is fairly typical for a centre of Loughton Broadway's scale and role. Attracting other multiple traders to the centre may however serve to strengthen the offer, subject to demand.

Retail rental values for The Broadway (as provided to us by the Council) range from c. £21 sqft to £24 sqft Zone A, the higher rate being more readily achievable toward the western/ Chigwell Lane end of the parade. This rental value is commensurate with other centres of a similar size.



## 2.4 Property Market Assessment

There is an extremely high retail occupancy rate on The Broadway, with the vast majority of units currently let. As of our site visit (20/11/07) it appeared that all units were occupied, though as with similar centres, there will always be frictional change in the turnover of units. We understand from the Council that vacant units let fairly readily (though there isn't actually a waiting list of potential occupiers), and few, if any, incentives (such as rent-free periods) have to be offered. The only exception being to occasionally offer new occupiers 2-3 months rent free periods for stripping out and refurbishing their units. This indicates good demand from occupiers and, we understand, especially from independent traders.

The above opinions on the local retail market have been corroborated by active local commercial agents, who recently acted on behalf of a tenant looking to assign a lease for a unit on The Broadway. There was a small but steady level of interest in occupying this unit, mainly from local clothing traders, though a well known bakery also entered into discussions.

Regarding commercial yields, local agents were of the opinion that a shop let to a local trader, would most likely command a yield of approximately 7%. Potentially, units let to better known occupiers could achieve stronger yields. This rent and yield profile suggests that retail development may be commercially viable. Other uses may however need to form part of a development package to create sufficiently

attractive opportunities for the development market.

A key issue relating to The Broadway is that many of the units are small, being in the region of 1000 sqft. Research from the demand survey (discussed in detail later) indicates that this is a key factor deterring larger, national, retailers from occupying units here. Potentially, this could be ameliorated by combining units together physically, thus increasing the internal floor areas. Given that EFCD are the landlord's for the entire parade, this strategy could be proactively taken forward by the Council. Alternatively any new retail development should seek to provide suitably sized units to meet occupier requirements.

Another issue that has arisen from the demand survey is perception, as mentioned briefly above. Debdon is considered inferior to Loughton town centre, which is extremely close by. Major retailers tend to perceive Loughton as being more affluent than Debdon. Due to this, Loughton has attracted a wider range of larger retailers to its high street than Debdon has. Potentially, effective marketing along with increased unit sizes could ultimately result in attracting a higher calibre of occupiers.

To illustrate this point, there are currently only 3 retailer requirements listed for Debdon (essentially The Broadway) over the previous twelve months, whereas Loughton has 25 (Source PIPNET). The total amount of floorspace required by retailers is 10,750 sqft. We discuss this in more detail below.



## 2.4 Property Market Assessment



It should also be noted that Loughton Broadway is extremely accessible. There is considerable available car parking in the area, in addition to on street parking on The Broadway itself, which is currently free (for up to one hour). This is especially appealing for daily shoppers, who wish to briefly and easily visit local convenience/ service stores. Again, this car parking provision - and especially on street - should be seen as a key strength for the centre.

In light of the above data, we consider that there may be opportunities to improve and extend The Broadway's retail offer. In particular, a desirable outcome would be a qualitative improvement in the foodstore offer. Secondly, the provision of larger units may be attractive to a number of multiple traders. Potentially, a development which meets these requirements, and provides a reasonable increase in The Broadway's retail floorspace would be appropriate.

### The Residential Sector\*

Local residential agents report that like the rest of the UK, local property prices in Debden have been rising until this year but have now begun to level off. Recent data for Loughton (the nearest available locality in terms of price trends) show house prices have been experiencing real term annual growth of 11.9% over the last 5 years (source Mouseprice.com). Property prices averaged £310,000 at the end of 2006.

\* It should be noted that this section was prepared in late 2007 and the property market situation may have changed significantly since the time of writing.

The average price breakdown for the individual types of residential properties in Loughton, based on average current asking prices, is:

- 1 Bed Flats	£170,000
- 2 Bed Flats	£222,000
- 3 Bed Flats	£278,000
- 2 Bed Houses	£267,000
- 3 Bed Houses	£353,000
- 4 Bed Houses	£588,000

(Source findaproperty.com)

The above prices tend to be fairly reflective of Debden prices (most probably as Loughton is used to include areas such as Debden). It should be noted though, that in general, Debden commands lower prices than Loughton due to its perception as being a somewhat inferior area. The housing stock in Debden is largely local authority housing accommodation built in the 1950's, and therefore arguably is not as desirable as other residential areas.

Given the relative affordability of Debden house prices, as compared to London as a whole, and the proximity to the station, local agents report a strong demand for both old and new housing stock. First time buyers and those seeking to upsize from more expensive surrounding areas are particularly keen on relocating to Debden.

## 2.4 Property Market Assessment

Developers questioned as part of the demand survey concur with the above view and indicate a strong willingness and desire to develop new housing in this location. Supply of new housing is currently severely limited with only one major new development entering the local market. This development is a Redrow scheme to build approximately 250 new homes on land that previously formed part of Epping College. This will comprise 1 and 2 bed flats, and 2, 3, and 4 bed houses. Redrow have not released full sales figures yet, but early indicative values are £195,000 for 1 bed flats, and £245,000 for 2 bed flats.

These values are largely in line with predicted new build values given by local agents. Higgins Homes, a locally based developer, and having previously built several schemes in the area, estimated new build sales values in Debden would be £400 sqft to £425 sqft, which roughly speaking equates with the above (Redrow) sales prices for average sized flats.

In our opinion the Loughton Broadway study area would be an ideal location for residential development, given its close proximity both to the local high street (i.e. The Broadway) and to Debden underground station, providing direct access to Central London. There is clearly an appetite from developers to build in this area, and we believe this would be a viable land use as part of mixed use proposals and a comprehensive masterplan.

Based on comments from agents, low-cost and affordable housing is much needed in Debden. Adopted planning policy requires a significant affordable housing provision for larger housing schemes, though this can create viability issues for developers. Were it however the case that a scheme brought forward offered other significant community benefits/S106 contributions, this may also be a justification in accepting a lower affordable housing provision. A balance may need to be struck between facilitating new development and securing a range of affordable housing and S106 commitments.

### The Leisure Sector

Commercial leisure encompasses a range of uses including health and fitness centres, cinemas, casinos, bowling alleys and amusement arcades. The leisure sector has the capacity to diversify and increase the overall attractiveness of an area, in addition Planning Policy Statement Six (PPS6) seeks to direct such uses toward town centres.

Debden and its surrounding areas currently have little commercial leisure provision, though it should be noted that there is a snooker club above Sainsbury's and a theatre close by. The nearest cinemas are approximately 5 miles away in Woodford and Romford, the nearest Bowling complex is approximately 8 miles away in Harlow, the nearest gym is 4 miles away in Waltham Abbey, and the nearest swimming pool is approximately 5 miles away in Enfield.

Most commercial leisure users tend to be land hungry and often require large units. Cinema operators for example would require a building of at least 1,115 sqm - 1,208 sqm (12,000 sqft to 13,000 sqft) and an adequate level of parking provision, and ideally parking which is not shared with another user that strongly competes for spaces at a cinema's peak trading hours. The cinema operators also typically seek a very considerable financial package, including a capital contribution in the region of £1 million, as well as a rent set well below open market value. This financial package can easily run into millions of pounds.

A critical factor for cinema operators in assessing the viability of where to locate a cinema is the mix of other uses in the area surrounding it. Typically these uses would be bars and restaurants and other major commercial leisure activities such as a bowling alley or leisure centre/gym, the latter uses being very land hungry. In particular we understand providing A4 and A5 use (pubs, bars & take-aways) in the Loughton Broadway area is undesired by the EFDC and the local traders association, and as such this would be a major disincentive for a cinema operator choosing to locate here. Therefore, in our opinion locating a cinema in the Debden area is unlikely to be deliverable or viable due to the above factors.

Another potential leisure option would be to locate a hotel here. We note that there are very few budget hotels (most probably the most appropriate type due to local





demographics and a sector which continues to see considerable growth) located in close proximity to Debden, the nearest being a Premier Lodge Hotel at Waltham Abbey and a Premier Travel Inn in Enfield.

It should be noted however that Debden is obviously not a recognised tourist destination and the present lack of a major office sector also means that there is little need to provide for business travellers in the town centre. Despite this, a hotel as part of a mixed use development at this location could add considerable diversity if demand materialised for this use.

Overall, there appears to be reasonable prospects for some viable form of leisure development in the Loughton Broadway/ Debden area, possibly comprising a number of the following: a budget hotel, a pub or bar, a relocated snooker club (on the basis that the Sainsbury's will be redeveloped), and a health and fitness club.

This is reinforced by responses to the demand survey which indicate that there is some demand from the leisure sector for a presence in Debden, with positive responses from a pub and bar chain, a health and fitness club, and a budget hotel operator.

### The Office Sector

The Loughton Broadway and surrounding area currently has a very limited supply of office space. The main local office/ commercial area at present is located on

Langston Road (the south of the centre and physically separated by the railway line). The only available office units listed in Debden are at the Loughton Business Centre, on Langston Road, a recently completed development comprising 12 office and high tech units. As of September 2007, only one of each type remained unsold (Source FOCUS). This suggests that there is reasonable demand for office premises.

We understand that several properties have received planning permission for office use in the Langston Road area, and as such will most likely be developed for this purpose, so as to cater for this, largely untapped, demand.

Local commercial agents report a strong demand for small office suites of 93 sqm – 186 sqm (1000 sqft to 2000 sqft). One agent had 46 applicants currently listed as searching for units of this kind in areas including Debden.

Occupiers tend to be local service provider firms, often being those wishing to relocate from areas such as Ilford to the more suburban areas of Loughton and its locality. The occupation rate tends to be extremely fast, with units often letting within 2 weeks of becoming available. Again, these factors point toward office space demand that is not being met.

Assuming the offices are of good quality, and provide 1 to 2 parking spaces per 93 sqm (1000 sqft), rental values in the region of £15 sqft are achievable. Incentives, such

as rent free periods, are not commonly required, due to the strong level of demand. Investment yields for offices in Debden will typically be 6.5%, depending on the strength of covenant.

We therefore believe that office provision could form part of a mixed-use scheme. Despite this good office demand profile, this rental value and yield may make such development at the margins of viability. Therefore, office development in The Broadway may need to be cross funded by other more lucrative uses such as residential.

### The Industrial Sector

There is already a sizable commercial/ industrial zone south of the railway line, located off Langston Road. This is performing well and has attracted several major car dealerships, as well as the Higgins Group headquarters, and a new office development (mentioned above).

As a rule, industrial uses do not sit comfortably in a town centre environment. Often industrial uses conflict with retail and residential uses. Given the close proximity of Langston Road Industrial Estate, we would expect such uses to be directed there. Potentially, the critical question to deal with is how the Langston area and The Broadway can be better connected, in order for these areas to function together effectively.

**Demand Survey Results**

To provide more support to our property market analysis, we have reviewed available UK retailer requirements databases (PIPNET, FOCUS, and internal CBRE retailer requirements) to understand the strength of retail demand in Debden. The demand databases indicate that since mid 2007 there have been 5 requirements from retail occupiers for Debden. It should be noted though that not all retailers log their requirements on such databases, and potentially, there may be further demand for floorspace than indicated above. Nevertheless, the results from the above databases do not indicate substantial demand from retailers for this location. The retail floorspace requirement figures from these sources are summarised in the table below:

Occupier	Use Class	Minimum Floorspace sq ft	Maximum Floorspace sq ft
Greggs - Bakery	A1	500	1,500
Cheque Centre	A1/A2	400	1,200
Coffee Republic PLC	A1	1,000	1,500
Peacocks - Fashion	A1	4,500	7,500
Retail financial services company	A1 & A2	600	1,750
Total		7,000	13,450

In order to supplement this published information and further assess the demand for potential occupiers for the Loughton Broadway area, we have completed a targeted survey of possible occupiers and developers. This survey not only covers the retail sector, but also leisure operators and residential developers.

We sent our targeted demand survey to 54 retail and leisure operators (or their nominated agent's) encompassing a broad range of companies - including food, and non-food retailers, cafés, supermarkets, health and fitness clubs, cinemas, and budget hotel chains - as well as 11 key residential developers. We received responses from 16 retail and leisure operators, equating to a 30% response rate. We also received responses from 6 of the residential developers, equating to a 55% response rate. We usually hope to receive a 20 – 25% response rate from similar surveys, indicating that the number of responses received from retailers and leisure operators, and residential developers, was above average (though it should be noted that excluding responses from CBRE agents, the retail and leisure response rate is reduced to 19%). From the 16 responses received from the retail and leisure operators, there was a spread of positive responses, tentative responses and several negative responses.

Out of the retailers, only three operators gave positive responses. These were:

- ASDA Stores – keen to locate a





supermarket in the area. Size wise, they would seek a unit of either 35,000-40,000 sqft, or 50,000-60,000 sqft, and 350-400 or 500-600 car parking spaces respectively.

- LIDL – seeking a unit of 13,500 sqft in the area, with 80 car parking spaces.
- Dreams PLC, seeking a suitable site in Epping for bulky goods retailing. They would require a unit of 7,500 sqft, with an additional 5,000 sqft mezzanine.

The following three leisure operators also gave positive responses to the survey:

- Barracuda Pubs and Bars – seeking a unit of 6,000-7,000 sqft, with a minimum at ground level of 4,000 sqft.
- Fitness First Ltd – seeking a suitable unit of 15,000-20,000 sqft with associated car parking ideally.
- Travelodge Hotels – have been interested in locating a hotel in the Debden area.

Having spoken to the CBRE in-house agent who represents New Look, Vision Express, Marks and Spencer, Blue inc, Alexon, and Burton stores, he was of the opinion that all these retailers would potentially be interested in Loughton Broadway if there were units of 5,000 to 10,000 sqft available. This could potentially be achieved by changing the current unit configuration, and combining units.

One other respondent, Lussmans Eatery, expressed a possible interest for a unit of 2,500 sqft, but not before 2009.

Finally, the following organisations responded negatively to the survey:

- Caffe Nero – not looking at Debden at the moment, “although in a few years time, and with a new retail development/ retail improvement...” a possibility.
- Next – believes Debden is of an “insufficient retail market size.... no critical mass of retailing... no strategic access capability for wider catchment.” To improve matters, they believe Debden needs a “massive increase in retail development including substantial car parking, and improvements in access from major road networks to serve a wider catchment population.”
- W.H. Smith – No interest due to already having a store on Loughton High Street which they believe serves this catchment area.

As expected there was no response from cinema operators, implying a lack of interest in exploring this location as a potential cinema destination.

General comments regarding the current perception of the Loughton Broadway, and Debden as a whole, include:

- Vibrant good working class shopping

centre

- Run down, deprived, stuck in the 60's
- Dull
- Poor relation of Loughton itself
- Relatively small in terms of catchment
- Unattractive retail location for very localised catchment/ lack of quality/ attractive retail offers
- Lots of local independent traders
- Road network and area need rejuvenation

Clearly there is much work required to enhance the perception of Debden so as to attract a higher calibre of occupier. It is encouraging though to see that there is interest (and potential interest) from a number of different categories of occupier, including supermarkets, standard retailers, Health and Fitness, and pubs and bars. A number of these though are obviously based on the above points and suggestions being taken into account as part of the redevelopment process.

Regarding residential developers, five of the six who responded, did so positively. These were Higgins Homes, Bellway Homes, Crest Nicholson, Berkeley Homes and Barratt Homes, who were all keen on developing sites in the area, and believe there is a current requirement for new (appropriate) housing in the area. Minimum site sizes tended to range from 30-50 units upwards.

Persimmon Homes was the one residential developer who responded negatively. They believe there is a “lack of residential

development opportunities” in Debden, and currently perceive the area as a “poor quality location which needs revitalisation and regeneration.”

**Key Property Market Messages**

In summary, our property market research for the Loughton Broadway study area indicates the following findings:

- Whilst there is a steady demand for retail units on The Broadway from local traders, there is limited demand from national retailers. Initial research indicates that were unit sizes to be increased to the 465 sqm (5000 sqft) mark (through a combination of units or redevelopment), this would be a major incentive in attracting a higher calibre of occupier. We believe this is a key area for EFDC to consider.
- Residential demand in Debden is strong, and the supply of new housing stock is low (with only one major scheme currently underway). As with national house price trends, local prices have levelled, but are not currently falling. Residential development would be expected to be a viable and integral part of any future scheme.
- Regarding leisure development, we are

aware of at least one fitness club, at least one pub operator, and at least one budget hotel operator, who would be interested in locating themselves in the Loughton Broadway area.

- The local office market is strong, with agents reporting waiting lists of businesses seeking small office suites of 93 sqm – 186 sqm (1000 sqft to 2000 sqft). There is a limited supply of new office stock currently available locally and we believe this use could be incorporated in future mixed use development.
- The study area is unsuitable for industrial development.



## 2.4 Transport Analysis



### Introduction

Loughton Broadway is located east of London Central on the cusp of the Essex County. The centre predominantly serves the local residential hinterlands and acts as a commuter hub for journeys into central London from Debden Underground Station (Central Line). The study area covers the Loughton Broadway's shopping precinct, Debden Underground Station and the streets immediately surrounding.

### Traffic circulation

The study area is bound in the west by Chigwell Lane (A1168) which acts as a main distributor route to serve the local area. It is a heavily trafficked road providing Epping Forest district with direct access to the strategic road network at junction 5 of the M11 (just south of Deben Underground Station). Due to this and the main industrial area (just south of the railway tracks) the route also sees high volumes of heavy goods traffic. Chigwell Lane (within the vicinity of Loughton Broadway) is a two-way, single carriageway road that offers limited opportunity for vehicle overtaking. Chigwell Lane is flanked on both sides by service roads, which adds to the dominance of the highway scene.

The Broadway is accessed directly off Chigwell Lane via a mini-roundabout. It is a duel carriageway with a single lane per directional flow and generous, planted central reservation that creates a boulevard effect. The Broadway comprises the main

retail strip with nearly all of Loughton Broadway's shops and services fronting directly onto it. Generous footways complete the boulevard image, allowing ease of pedestrian movement to the front of the parade of shops. The Broadway is also lined with short stay street parking that provides good vehicular access to the local shops.

The streets immediately adjacent are in distinct contrast to The Broadway. Essentially 'back of house' the streetscene of Vere Road and Burton Road presents a very different feel to the vibrancy and activity of the neighbouring retail strip. Main servicing for the retail units takes place here intermingled with an abundance of off-street parking. At present the off-street parking facilities are uncontrolled, though under the recent Epping Forest environmental enhancement scheme for The Broadway parking will become allocated and pay and display facilities will be introduced. This is due to be implemented in the main car park off Burton Road shortly.

Recent environmental enhancements to Burton Road has improved the streetscape south of The Broadway somewhat though a distinct lack of active frontage still causes safety concerns for users on foot.

Debden Underground Station is accessed via a cul-de-sac directly off of Chigwell Lane. Due to thick vegetation and surrounding industrial land uses it is difficult to spot from the main highway however. Attached to the station is a (pay and display) commuter car park, even still, the surrounding streets



## 2.4 Transport Analysis

appear heavily parked with commuter traffic. This could be attributed to the fact that the area is not the subject of a Controlled Parking Zone at the time of writing.

### Public transport accessibility

As an edge-of-London centre The Broadway relies heavily on bus access to serve the residential hinterland. Bordering Essex County services operating through the study area are combined with London Bus and Essex Passenger Transport services. The main operators are Arriva, Regal Bus, Blue Triangle, and the Imperial Bus Company. Presently bus interchange is convoluted with no direct transfer to tube services, and the main (terminating) bus stands are inconveniently located at opposite ends of The Broadway.

There are no significant bus priority measures along the A1168 or The Broadway itself. As a result bus reliability is greatly influenced by traffic conditions. Some eight services operate through or terminate within the study area. The routes and main destinations are indicated in the table below.




-  Bus stop
-  Underground station
-  Bus route

Figure 2.4.1 Debden public transport accessibility



## 2.4 Transport Analysis



Table 1: Loughton Broadway Bus Network

Route	Destination
H1	
20	Debden to Walthamstow Central
167	Debden to Ilford Station
240	Debden Station to Cheshunt Bus Station
541	Loughton Station to Harlow Town Centre
542	Debden Station to Loughton Station
543	Debden Station to Loughton Station
804	Chigwell to Loughton (The Broadway)

Debden Station is included within the study area, which sees frequent Central Line services and forms a part of London's underground network. Central Line services provide direct access to central London, the complete underground network, and connections to Epping in the east.

The station itself lacks a sense of arrival. Legibility is a problem, with no clear route from the station to the parade of shops and bus services on The Broadway. The station forecourt is poorly defined, as a level hard standing serves pedestrians, cars and taxis alike. No form of priority exists. Given the main pedestrian route is in direct conflict with vehicular access to the commuter car park this is considered to be a dangerous arrangement.

### Cycle and pedestrian accessibility

The heavily trafficked A1168 presents a poor environment for pedestrians and causes local accessibility problems, acting to sever communities and restrict cross movement. Although footways are of a generous width, traffic volumes and noise discourages their use. The only means of safely crossing Chigwell Lane is via a signalised pedestrian crossing (pelican) near the junction with The Broadway.

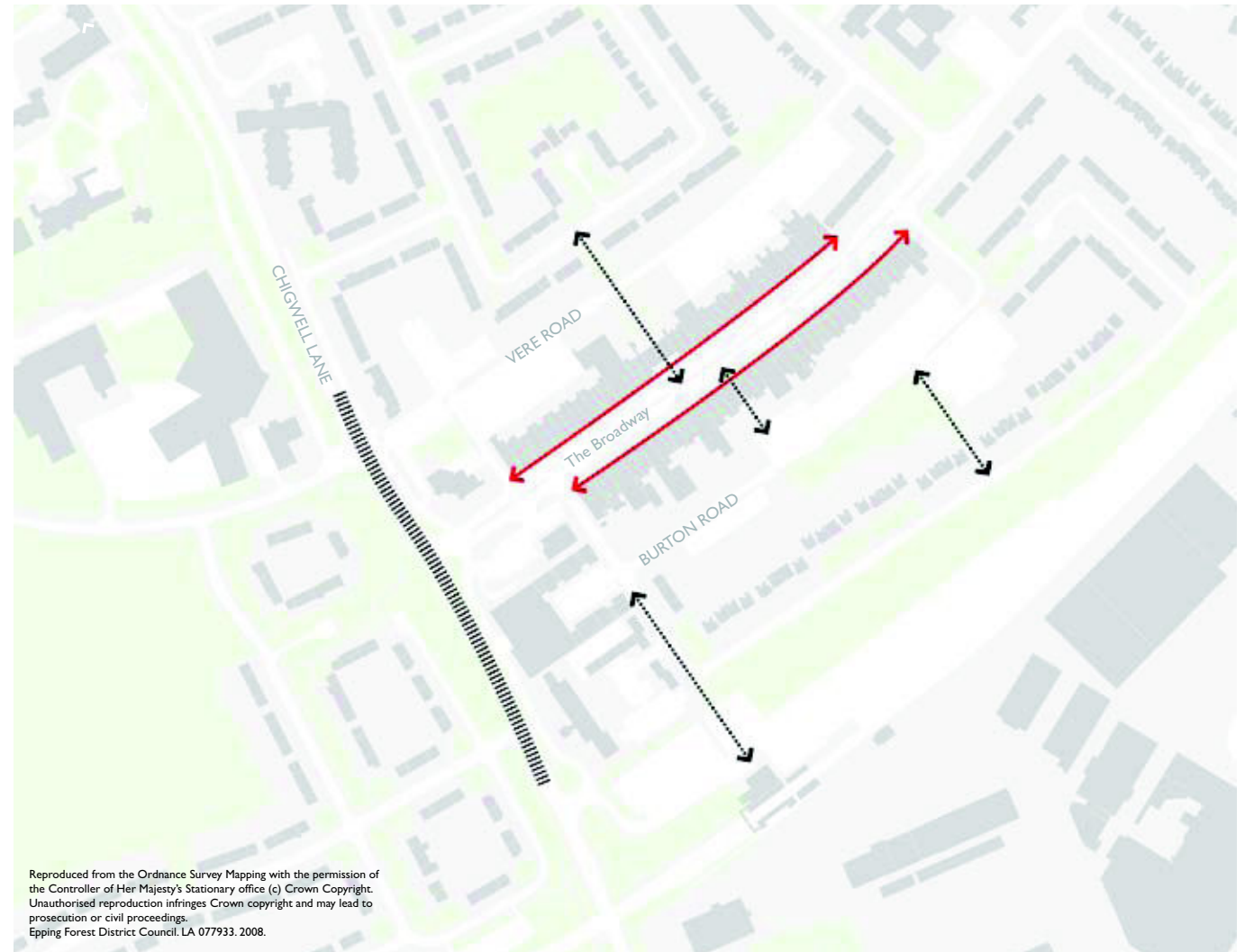
Once on The Broadway itself pedestrian accessibility is excellent. Generous footways allow for pedestrians to move freely, even on market day when stalls line the street. Connections across The Broadway are a different matter however, although several gaps in the central reservation exist they lack clarity. The plans to remodel The Broadway public realm will make a substantial difference to the existing environment and significantly improve the ease with which people can cross the street. North-south pedestrian movement is also inhibited without a coherent (connected) route through. Routes end in car parks and track through inactive fronts causing concern for pedestrian safety, particularly in the evenings and dark winter days.

Poor legibility makes Debden Station difficult to find on foot from The Broadway. Although a route from Torrington Drive does exist it is narrow, flanked by industrial uses, and overgrown. Poor lighting suggests safety is also an issue for commuters connecting to the local bus services on The Broadway.

## 2.4 Transport Analysis

There are generally poor cycle facilities within the study area. No clear cycle paths are indicated on ground and there are no formal cycle parking facilities on The Broadway for shoppers. Given the number of schools in the area introducing safe cycling routes could be a good way to relieve local roads of school traffic and encourage a healthy lifestyle amongst the local child population.

Figure 2.4.1 Debben pedestrian accessibility





# Planning Policy Context

Page 99



# 3. Planning Policy Context



The following section considers the planning context of Debden, detailing those policies which we believe have the most relevance to potential development on The Broadway and the immediate area.

## National Planning Context

### PPS 1 – Delivering Sustainable Development (2005)

PPS 1 puts sustainable development at the heart of planning policy informing all other Governmental advice and policy. Published in 1999, 'A Better Quality of Life – A Strategy for Sustainable Development for the UK', outlined the Government's four aims for sustainable development as:

- social progress which recognises the needs of everyone;
- effective protection of the environment;
- the prudent use of natural resources; and,
- the maintenance of high and stable levels of economic growth and employment.

Any development within Debden will have to address these four aims. Further to PPS 1 the Government is currently consulting on a supplement document, titled 'Planning and Climate Change', which will help meet the Government's ambition of zero carbon development. This document promotes compact urban centres close to public transport links, a feature that benefits new development at The Broadway. The document is supported by 'The Code for

Sustainable Homes' and the consultation document 'Building a Greener Future', which promote higher energy efficiency levels in new buildings and the adoption of green technologies, features that will affect future development.

### PPS 6 – Planning for Town Centres (2005)

Debden serves as a town centre of local importance and as such is covered by PPS 6, which sets out that development should be concentrated on existing centres to "encourage a wide range of services in a good environment, accessible to all". Furthermore, consumer choice should be enhanced by "making provision for a range of shopping, leisure and local services", and improving accessibility by being "well-served by a choice of means of transport".

PPS 6 promotes a hierarchy of centres within regions and it is important that any development at The Broadway does not adversely impact the identified principal centres of Epping, Loughton High Road and Waltham Abbey. However, it is also encouraged that there should be a network of centres that is not overly dominated by the largest centres and the development of Debden is important so that it can best fulfil its role at the local level.

### PPG 13 – Transport (2001)

The aim of this policy is to integrate planning and transport to promote sustainable transport choices for both people and freight, promote accessibility to jobs, retail, leisure facilities and services by public transport and reduce the need to travel by car.

This is important to The Broadway, as while accessibility by car is one of its main strengths, its public transport networks are poorly integrated. Improving these and encouraging people to use their cars less often, while not adversely impacting the economic viability of the centre, is a key challenge.

### PPG 2 – Green Belts (1995)

Green belts are one of the longest standing planning policies and the main tool for containing urban sprawl. Epping Forest District Council is part of the Metropolitan Green Belt and as such new development should be focused within current urban areas. This is an advantage for The Broadway, further encouraging a denser pattern of development around its central core.

## 3. Planning Policy Context

### Regional Planning Context

#### East of England Plan (2004)

The East of England plan is the draft revision Regional Spatial Strategy for the East of England and once finalised will provide the statutory framework for local authorities to produce more detailed local development and transport plans for their areas. The plan brings together the previously independent areas of East Anglia and the South-East, covering Bedfordshire, Luton, Cambridgeshire, Peterborough, Hertfordshire, Essex, Southend-on-Sea, Thurrock, Norfolk and Suffolk, making it one of the largest English regions. While there are no major conurbations in the region it has a population of 5.5 million and many historic towns and cities.

The spatial planning vision identified in the East of England Plan is to:

“Improve the quality of life for all people who live in, work in, or visit the region, by developing a more sustainable, prosperous and outward-looking region, while respecting its diversity and enhancing its assets.”

Debden lies to the south of the region and is part of the Stansted/M11 sub-region, the aim of which is to create a sustainable employment-led growth corridor, capitalizing on its potential as a focus for hi-tech, knowledge-based employment, related to the Cambridge clusters and London. This is within the context of Stansted Airport rapidly developing into the third largest

airport in the UK, and the southern part of the region, including Loughton, being strongly related through daily commuting, recreation and cultural facilities to London.

While Debden is not large enough to be specifically mentioned within the Stansted/M11 sub-region, Epping Forest (with associated buffer strips) is seen to have regional importance and is to be protected from inappropriate development. However, with the strategic position of the Langston Road Industrial Estate at junction 5 of the M11, Debden may experience further development pressure, especially as the East of England plan estimates that up to 40,000 new jobs could be created within the sub-region due to growth pressures and Loughton is a part of this sub-region with the strongest links to Central London.

The East of England Plan identifies that a further 508,000 dwellings will be needed in the region to meet demand by 2021, this figure is due to be altered after the Examination in Public, with the Secretary of State proposing that this becomes a minimum figure for new dwellings to meet demand. The majority of new housing within the sub-region will be located at Harlow, but the Examination in Public identifies that housing provision should be made for urban redevelopment, mixed use and small scale opportunities within Epping, Loughton and the smaller settlements in the District, that become available within the context of the tight Green Belt.

### The London Plan (2004)

Debden is outside the London Plan boundary but is well connected to London through its road links and Debden tube station on the Central Line, and the London Plan includes the M11/Stansted sub-region. This is part of the London Plan's desire to develop sustainable corridor-based development across the London boundary, with the Mayor hoping to work closely with existing and new sub-regional partnerships.



# 3. Planning Policy Context



## Local Planning Context

### Local Plan with Alterations (2006)

The EFDC Local Plan with Alterations was adopted in July 2006 and is a stop-gap document until the new Local Development Framework (LDF), being undertaken in line with PPS 12, is finalised. The Local Development Scheme, the first step towards the new LDF, was completed in March 2005 and consists of a rolling timetable for its completion.

The Local Plan with Alterations identifies several core policy aims, with the first being sustainable development and CPI outlines the key policies for achieving this as:

CPI (i) - Avoid, or at least minimise, impacts of development upon the environment, particularly in ways likely to affect future generations. Where negative impacts cannot be avoided, compensatory measures will be required to offset such impacts, taking into account that social and economic activities depend upon the maintenance of a stable and healthy environment for their continuance;

CPI (ii) - Secure the provision of sufficient types and amounts of housing accommodation, and different facilities, to meet the needs of the local population, and to retain and improve land resources to meet the recreational and countryside needs of the Metropolitan Area;

CPI (iii) - Give effect to the Epping Forest Community Strategy (produced by the local strategic partnership) which is in force at the time;

CPI (iv) - Meet the employment needs of those who are unemployed and secure/achieve a mix of local employment and commercial activities that both meet local needs and reduce the need to travel, and reduce reliance on the use of the car;

CPI (v) - Avoid further commuting, especially where it is dependent on private car use;

CPI (vi) - Help achieve prudent use of natural resources; and

CPI (vi) - Minimise the use of non-renewable resources, including Greenfield land.

Core Policy 4 covers energy conservation of buildings and states;

All new built development should incorporate principles of energy conservation in relation to the design, massing, siting, orientation and layout of buildings. Appropriate measures to utilize renewable energy resources and new energy saving/generating technologies as may become available should be provided within new buildings or developments where appropriate. These principals should also apply to the conversion or re-use of existing sites and buildings.



### 3. Planning Policy Context

Core Policy 7, Urban Form and Quality, states one of the Council's primary objectives as to make the fullest use of existing urban areas for new development before locations in the Green Belt. To this end CP7 (iv) advocates the use of higher densities where compatible with the character of the area concerned and urban design controls.

Chapter 11 of the Local Plan outlines the role for town centres and hence is of particular relevance to Debden. It references PPS 6 and aims to safeguard/enhance the role of the existing centres, while recognising the contribution that town centres make in meeting the objectives of promoting more sustainable patterns of development by reducing the need to travel for those who live and work in the district.

A hierarchy of town centres is given, with Debden defined as a smaller centre behind the principal centres of Epping, Loughton High Road and Waltham Abbey. This will shape the scale of development permitted at The Broadway as the Council aim to maintain this hierarchy, meaning that larger scale developments will only be allowed in the principal centres. However, the Council will, in principle, permit proposals which should sustain or improve the vitality of any centre.

The Local Plan recognises that The Broadway serves a large local population, being close to Langston Road and Oakwood Hill business and industrial sites as well as Epping Forest College, with its 6,000 full and

part time students. The plan also describes Debden to have a range of traditional shops and a weekly market which adds to its vitality.

In addition the plan recognises that The Broadway is less than a five minute walk from Debden tube station and is served by a number of bus routes and the recent development of a cycle lane. Retail vacancy is said to have fluctuated between 10% and 2% in recent years, but that the solid shutters on many of the shops impacts on the limited evening economy. However, the main parade of shops is said to have changed little since its original construction in 1958, and to have potential to be recognised for its design quality in the future.

Policy TC3 covers town centre function, outlining that while the centres should continue to offer a range of services and facilities, it is seen to be important for their long term viability that their main function remains retailing. Residential accommodation will be permitted at appropriate locations but not at ground floor, while proposals that do not allow for the potential of upper floors to be used for business or living accommodation will be refused. Furthermore, any proposal resulting in stretches of 'dead' daytime frontage will be refused.

Policy TC4 covers non-retail frontage and states that the Council will permit new non-retail uses at ground floor within key retail frontage areas only if non-retail frontage does not exceed 30% of the total frontage,

and there are not more than two adjacent non-retail uses, regardless of shop width. This is supported by policy TC5, window displays, which states that the Council will require developments within town centres to incorporate a window display that enhances the retail character of the centre. This policy applies to all new shop units, with supermarkets given particular reference as often having 'a very drab appearance, totally lacking interest or life'.





wimpy

wimpy

EMP IASIS  
Hairdressing

Man in green jacket walking across the road.

Person walking on the sidewalk carrying a bag.



# Vision for Debden

Page 105



## 4. Vision for Debden

A number of priorities have been identified that when treated as a whole provide a clear vision for the future development of Debden.

The priorities detailed below are the result of the design team's appraisal of the current situation in Debden and draw inspiration from best-practice guidance and the results of the stakeholder consultation.

It is important that a joined-up approach is taken in addressing these issues to ensure that Debden develops in a positive direction, enhancing its role as a centre of local importance.



# 4. Vision for Debden

## Celebrating Debden

Debden has a busy local centre with a range of good shops. This is a key strength that any development should seek to complement and reinforce.

Any new retail development should be conceived to facilitate incremental growth.

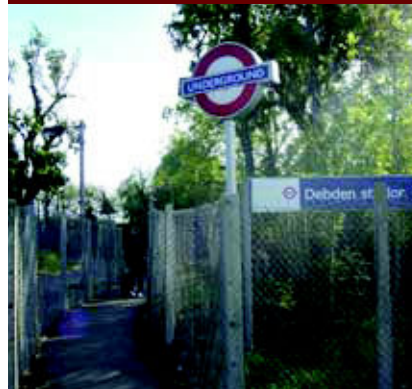


## Connect to the Station

Debden tube station is one of the town's best assets but is poorly connected to the shopping area and hidden from view.

Any new developments should aim to provide better pedestrian and vehicular access to the station and integrate it with The Broadway.

Also, the profile of the station should be raised through clearer way-finding and possibly through development that acts as a gateway.



## New Transport Interchange

While there are regular bus routes which service Debden, the stops are spread out and of a relatively outdated design.

Integrating improved bus facilities with the underground station, will promote the use of public transport and increase visitor legibility of the town centre.



## Landmarks and Gateways

While The Broadway has a distinct architectural form it suffers from a lack of a strong gateway to Chigwell Lane. High quality development of a larger scale on the two corner sites of The Broadway and Chigwell Lane, could better link the two roads and provide key landmarks.

Further landmark sites could take advantage of the area's urban grain to provide a more interesting streetscape and gateway to the station.



# 4. Vision for Debden

## Public Realm Improvements

Debden Broadway is currently the focus of a public realm enhancement strategy which proposes new paving and street furniture. It is important that this approach is well integrated into the surrounding area and also extended to include key approaches such as the link to the station.



## Rationalise Parking

Debden town centre contains a large amount of surface car parking and freestanding garages to the rear of buildings. An improved layout, with car parking provision set to current standards could allow for further development. Mews developments could integrate car parking need with further homes, providing more attractive spaces which feel safer and more welcoming.

The approach to parking needs to balance the requirements of shoppers, residents, businesses and commuters.



## Completing the Blocks

A strategy of providing active frontage to the streets at the rear of The Broadway, through mews, town houses and/or flats, would extend the area of active frontages.

Where possible, service areas and parking should be hidden within urban blocks rather than exposed to the street.



## Town Centre Living

There is already a relatively high number of town centre flats due to those over the shops. There are opportunities to develop additional town centre flats and town houses providing a better critical mass of people within walking distance of both the shops and tube station.



## 4. Vision for Debden

### Better links to green space

There are large areas of green space within relatively easy reach of the town centre. These include parks, playgrounds and playing fields within the urban area, and also local assets such as the Roding Valley Meadow Nature Reserve.

It would benefit both existing and new residents if the links to those green spaces were to be enhanced.



### Improved connection to industry and business

Langston Road Industrial and Business Park is a major employment centre but suffers from poor pedestrian access to The Broadway and Debden Station.

Reconfiguring the pedestrian route from the Station could integrate this area with Debden, increasing use of The Broadway and promoting travel by public transport.



### Village Hub

Maintaining and increasing a mix of uses in Debden town centre would enhance its feel as a village hub, providing all the services the local community needs.

An important part of this would be to extend leisure and recreation provision, with the potential for new restaurants or bars, as well as improved retail.



### A Place for All Ages

The Broadway area should cater for the needs of all local residents, regardless of their age.

In particular, the needs of children and young people should be considered and opportunities sought to provide spaces and activities which are appealing and engaging. This could be achieved through provision of new facilities or through investment in existing facilities.







# Masterplan and Development Opportunities

Page 111

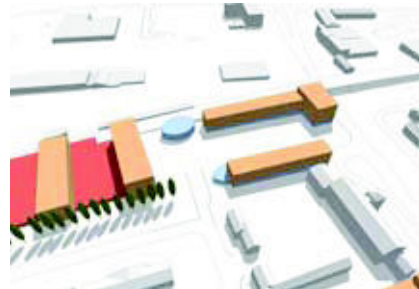
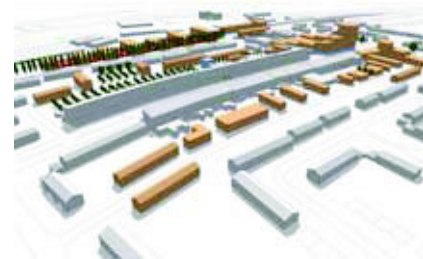
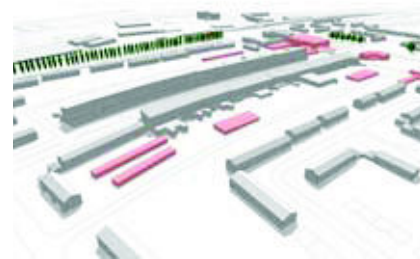


# 5.1 The Masterplan

The following section highlights the key opportunities that we believe to exist, presented within a development framework.

These opportunities originate from the urban design analysis and stakeholder consultation, and have been reviewed against property market and transport criteria.

Page 112



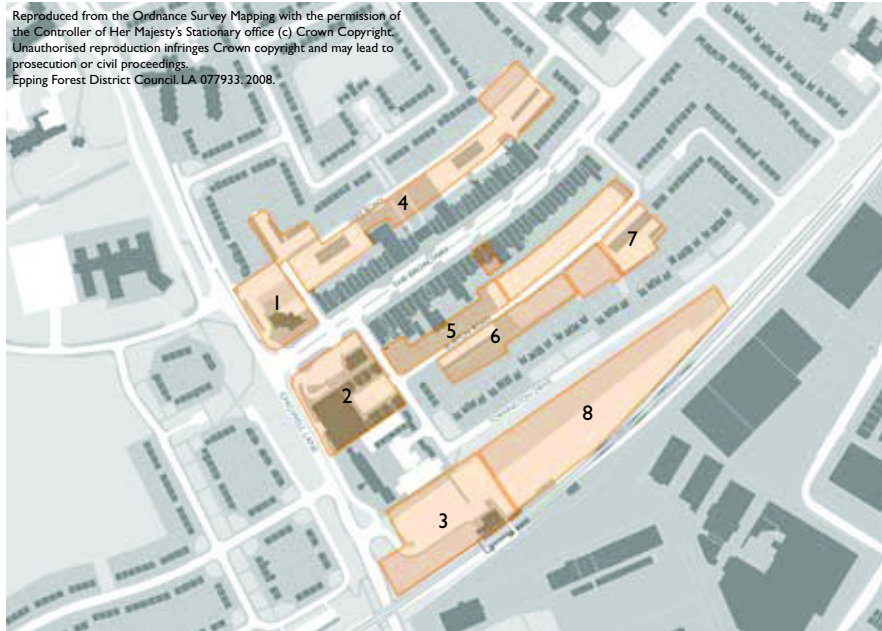
Views as existing

Views as proposed

Views as existing

Views as proposed

# 5.1 The Masterplan



## Opportunity Sites

This plan shows Debben Town Centre and The Broadway, as existing with the main opportunity sites identified through the baseline work and consultation highlighted. The numbering refers to the following site specific recommendations which are detailed in this section.

1. Sir Winston Churchill public house
2. Sainsbury's supermarket and BP garage
3. Station
4. Vere Road
5. Burton Road north
6. Burton Road south
7. Burton Road east
8. Station car park



## Masterplan Overlay

The above plan overlays the proposed new buildings over the existing layout. This particularly highlights buildings that potentially could be removed.

# 5.1 The Masterplan

## Sustainable Development

Sustainable development is a core aim of the planning system and any new development will have to be designed in order to minimise its environmental impact.

### The Masterplan

The masterplan has been configured to encourage a sustainable pattern of development including the following:

- Development concentrated around an enhanced public transport interchange.
- Mix of uses across development sites.
- Increased density of housing within the town centre.
- Utilisation of underused land through infill development.
- No loss of greenbelt.
- Creation of new public space.
- Increase in active frontage throughout the area.
- Low car parking to housing ratio.

### Individual Development

Any development that happens within the masterplan area will have to help Debden move to becoming a low carbon economy. This will involve complying with the current Local Plan core policy 4 (as outlined in section 3 of this document), and the policies of the new Local Development Framework (LDF) once adopted. National planning guidance, in particular PPS1 – Planning and Climate Change, indicates that the environmental standards required of new buildings set by the LDF will be higher than the Local Plan. PPS1 – Planning and climate change makes particular reference to the need for buildings to use renewable and low-carbon energy generation, and states that local authorities should:

‘Expect a proportion of the energy supply of new development to be secured from decentralised and renewable or low-carbon energy sources.’

The scale of the larger development sites is such that a combined heat and power approach could be adopted to help fulfil this criteria. Other approaches could include, for example, photovoltaic panels, solar heating panels, ground heat pumps or wind turbines. It is important to realise though that whatever strategy is adopted the expectation exists that new development should utilise environmental design/technology.

Furthermore, as of May 2008 all new residential development will have to be rated on the ‘Code for Sustainable Homes’. This code is intended to provide information to any prospective purchaser on the sustainability of their home. The code consists of nine categories that are used to give a star rating for a home, the design categories are:

- Energy and CO2 Emissions
- Pollution
- Water
- Heath and Wellbeing
- Materials
- Management
- Surface Water Run-off
- Ecology
- Waste

Reproduced from the Ordnance Survey Mapping with the permission of the Controller of Her Majesty's Stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Epping Forest District Council. LA 077933. 2008.



# 5.1 The Masterplan

## Ground Floor Use

### Active frontage

The ground floor uses are configured to maximise the amount of active frontage on to the streets, and development should be configured to utilise this opportunity. The key locations for active frontage are The Broadway, Torrington Drive and the new station interchange.

### Retail

Retail uses are grouped around The Broadway, extending the retail strip to Chigwell Lane and providing the opportunity for a future retail loop along The Broadway and Burton Road. To this end it is important that new retail units front Torrington Drive near where it joins The Broadway.

### Commercial

Commercial uses are clustered around the new interchange and provide the opportunity for new small business offices, among other uses. It is important that development is designed so that these commercial uses have a street presence.

### Access to upper floors

Access to upper floors should be well defined within any development and not result in large areas of blank frontage.

Reproduced from the Ordnance Survey Mapping with the permission of the Controller of Her Majesty's Stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Epping Forest District Council. LA 077933. 2008.



# 5.1 The Masterplan

## Movement and Access

### Buses

The Council will work with TfL and Essex County Council to develop a new approach to the station, incorporating a properly integrated transport interchange. Key to this is the creation of a new bus-only link from the station forecourt through to Torrington Drive and up to The Broadway which will allow buses to set down and pick up passengers at the station. This is intended to make bus use significantly more convenient for commuters and promote a shift away from reliance on cars as part of a daily commute.

In addition to the proposed set-down and pick-up arrangements, it is intended that the station area would also include new bus lay-over facilities with drivers amenities. This would allow other existing lay-over areas around the town centre to be withdrawn from use, thereby improving those spaces.

### Pedestrians

The strong new connection from the station to Torrington Drive will significantly improve the pedestrian environment by creating a clearer route, with a direct visual connection between the station and The Broadway. The inclusion of new elements of active frontage along the route will also enhance its appeal and sense of safety.

### Cycling

Secure cycle parking should be a feature of new development. This should include dedicated provision within new housing schemes. Bicycle storage facilities are especially important at the new interchange and should be located in close proximity to the station entrance (as in the concept diagram).

A wider cycling strategy, incorporating existing provision and including dedicated cycle lanes along Chigwell Lane could help promote cycling within the area.

### Private Vehicles

Private vehicle use will continue to be high within this largely suburban area and parking spaces associated with The Broadway shops are maintained.

However, roads should be planned such to prioritise pedestrians and cyclists, while discouraging high speeds. Furthermore, a 20mph speed limit could be adopted within the whole masterplan area.

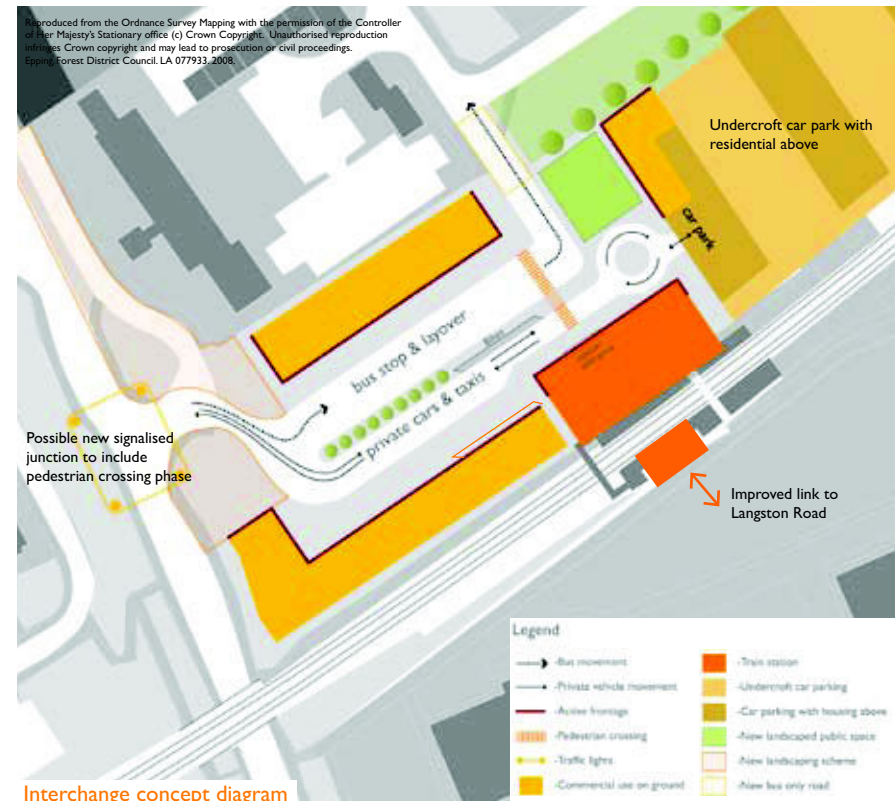
### Service access

It is important that any development to the rear of The Broadway shops does not adversely impact their servicing. However, opportunity exists for development that would utilise courtyard principles for servicing, and provide active frontage to the Vere and Burton Roads.

### The Broadway - Langston Road links

The current pedestrian links from The Broadway and Debden station to Langston Road are weak, the introduction of the new transport interchange should be used as an opportunity to explore how to improve these links.

This could involve a dedicated entrance to the new station on the south side of the railway. The viability of shortening the current pedestrian path by rerouting it through the existing private car parks should also be investigated.



Interchange concept diagram



Reproduced from the Ordnance Survey Mapping with the permission of the Controller of Her Majesty's Stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Epping Forest District Council. LA 077933. 2008.



# 5.1 The Masterplan

## Car Parking Strategy

### On-street parking

An element of on-street parking is retained in the proposals for The Broadway; this is seen as having a significant benefit for the shops and businesses in the centre. However, a modest reduction in the number of spaces will permit better use of the pavement area, both for pedestrians and also to increase the potential for market stalls, café seating areas and other street activities. The time allowed for free parking may be reduced to promote a quicker turn-over of spaces and promote their use for shorter trips.

### Mews parking

The area to the north of The Broadway will include a significant amount of garaging and parking but designed as a mews so as to significantly improve the overall quality and safety of the environment. Parking in this area will be on a designated basis for residents and businesses and will not include any short stay or pay and display parking.

### Pay and display parking

The main car park to the south of The Broadway will continue in its present form as a pay and display car park, but will benefit from having an increased amount of active frontage and better pedestrian links to The Broadway. An additional area of parking to the south of Burton Road will provide a smaller amount of additional spaces.

### Parking on the main retail site

The main supermarket site will utilise the natural slope of the ground to include undercroft / underground parking. This is expected to provide approximately 70 spaces which would serve both the shops and the residents. This would effectively increase parking at this site compared to current provision.

### Commuter parking

Commuter parking will be retained at the station under a podium deck which supports the residential development. This area of parking will continue to provide spaces serving commuters, but also possibly providing spaces for residents and workers in the blocks immediately around the station.

The quantity of parking retained at the station as part of the undercroft car park should be reviewed in conjunction with Transport for London and Essex County Council. It is clear that there will be an ongoing demand for commuter parking as well as a new demand for residential parking in the area. However, it is hoped that the proposed improvements to the station including easier transfer from the tube to the bus should reduce reliance on the car for commuters. A target figure of no overall reduction in parking is considered a likely maximum in this instance.

### Town-house parking

New family housing within the town centre should typically feature one garage or off-street parking space per dwelling. There should not be any need to provide additional visitor parking as this is effectively provided within the public parking which is widely available in the town centre.

### Parking for new development

Further to the requirements for one dedicated garage or off-street parking space to be provided with each town house, the impact on the existing car parking arrangement of all new housing development will need to be a key consideration of development control.

It may be considered appropriate for some new smaller dwellings to be car-free and not to be eligible for a residents parking permit. Car-pool schemes for new developments would also be encouraged as a way of reducing private car ownership.

### Controlled Parking Zone

The consultation process for this study has demonstrated that there is strong support amongst people living near to The Broadway for a controlled parking zone as a way of reducing the impact of commuter parking on residential streets.

Controlled Parking Zone measures are being considered by Essex County Council

and EFDC and it is considered that the implementation of this scheme will have a considerable positive benefit in the area.

Reproduced from the Ordnance Survey Mapping with the permission of the Controller of Her Majesty's Stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Epping Forest District Council. LA 077933. 2008.



# 5.1 The Masterplan

## Town Centre living

Town centre living is a key component of ensuring that places have a sustainable character and feel more safe and welcoming throughout the day and night. It is important that new housing is included within the development vision for Debden to achieve this. It is also important that a wide variety of housing types and tenures are included to accommodate a broad range of needs.

The masterplan proposes approximately 475 new homes within the centre of Debden. It should be noted that this is a long term vision and that these units are likely to be developed over a significant period of time. Also, as the proposals are subject to commercial pressures there is a high probability that not all development will be realised, reducing the final total.

The East of England Plan (May 2008) states that a minimum of 402,450 houses must still be built within the region by 2021. Of this, it is expected that 2,290 will be built within the Epping Forest District Council area.

Debden town centre - with its tube station and potential new bus interchange, local employment, retail outlets and underused, centrally located space not within the greenbelt - offers a very sustainable location for an appropriate proportion of Epping Forest's housing growth. In turn the increase of housing provision in the centre will increase its density making extra services more affordable and improving the viability of local shops. Furthermore, locating the housing in the centre will mean it is within walking distance of local amenities, this should lead to

a situation where fewer people are reliant on the car on a day-to-day basis.

The majority of housing units proposed are flats, while these should come in a range of sizes, this provides an opportunity to address the shortage of small units of accommodation available in the private sector. This is a current failing of the housing market as identified in the Local Plan with Alterations (2006).

### Town Houses

It is important that larger family units form part of the mix available with the town centre. Town houses are proposed along Burton Road, and will form an important part of framing and enclosing the public spaces which are very poorly defined at present. The town house format is flexible and can vary substantially from a modest three bed house on two storeys to a substantial four bed house on three storeys. It is intended that a mix of units should be included to meet a variety of needs.

### Flats

A number of the proposed development sites include the potential for flats. Where these have been included it is expected that a cross section of unit types would be included in each scheme, including studio, one-bed, two-bed and three-bed flats. Larger flats should be located where they can take advantage of roof terraces (for example as the first residential storey above a podium deck of

above the supermarket) as these are most likely to be the units suitable for families.

### Flats above the main retail development

The supermarket development site is capable of sustaining a significant residential development, particularly to the western corner where it would be appropriate to create a taller building. There is likely to be a significant roof space at first floor level which should act as amenity space for the lowest level of flats.

### Mews flats

Active uses within the Vere Road area will help to change its character and transform it from an empty service area and garage court into a place which has a greater level of activity and passive surveillance. The garages will be remodelled with flats above them and separation to create distinctive fronts and backs which will provide a more attractive character

### Station development

The development around the station is likely to feature residential units on upper floors. These units will need to be carefully designed to ensure that they are not adversely affected by their close proximity to the tube line. The block directly adjacent to the tube line should not feature habitable rooms facing over the

railway and where the units face onto the bus interchange consideration should be given to how the noise impact on the units might be reduced through careful design of fenestration and balconies.

The units which sit on the podium above the parking should be designed to read as pavilion blocks from Torrington Drive with a series of clear entrances. As with the units above the retail development, the podium itself should provide important amenity space.

Reproduced from the Ordnance Survey Mapping with the permission of the Controller of Her Majesty's Stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Epping Forest District Council. LA 077933. 2008.



## 5.2 Site Specific Policy

### Development sites



#### Site 1: Winston Churchill pub and surface car park

##### New ground floor uses

- Retail/leisure + residential

##### New above ground use

- Residential

##### Additional potential uses

(not included in areas)

- Ground floor leisure complex / bowling alley

##### Urban Design Issues

- The site forms one side of the entrance to The Broadway and any development should complement that on the opposite site (number 2) to help create a strong gateway.
- Any development should reconfigure Barrington Green (the slip road coming off The Broadway), to bring a built presence to Chigwell Lane.
- Any development should tier down in scale to match adjacent building heights but use extra height to emphasise the meeting point of The Broadway and Chigwell Lane.
- Ground floor residential development should not form part of the key frontage to Chigwell Lane or The Broadway.
- A bar/pub/restaurant could be incorporated on the ground floor to maintain current leisure facilities.

##### Approximate floor areas (units)

- Commercial 900m<sup>2</sup> (1-2)
- Residential 3,000m<sup>2</sup> (46)

##### Timescale

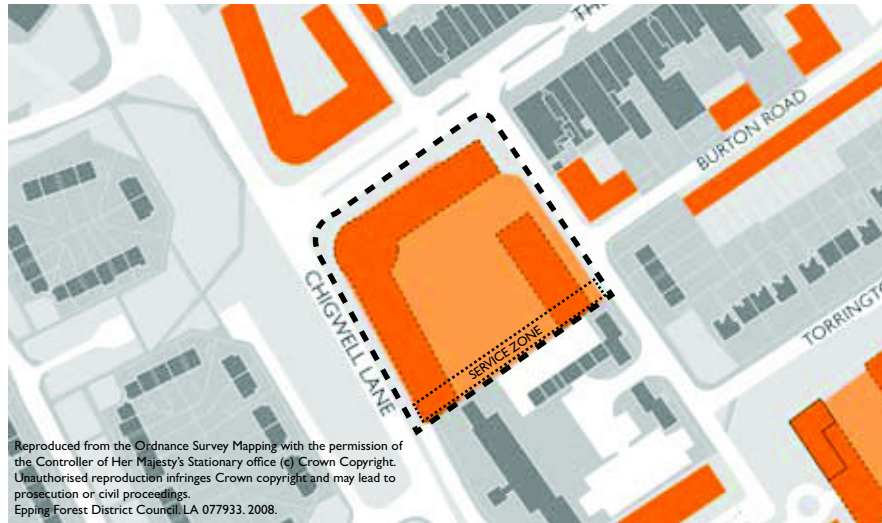
- Long term

##### Delivery partners

- TBC

# 5.2 Site Specific Policy

## Development sites



Reproduced from the Ordnance Survey Mapping with the permission of the Controller of Her Majesty's Stationary office (c) Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Epping Forest District Council, LA 077933, 2008.



### Site 2: Sainsbury's supermarket, shopping precinct and BP petrol station

#### New ground floor uses

- Supermarket + retail + leisure

#### New above ground use

- Residential

#### Additional potential uses (not included in areas)

- First floor snooker club

#### Urban Design Issues

- Any new development should become a key landmark for the area with the tower on the corner visible for some distance.
- The use of a tower also allows for development to be at a viable density while keeping the height of the rest of the block commensurate with existing buildings.
- The Council recognises the need for a petrol station in the local area and will work to identify a suitable alternative site.
- The supermarket entrance is to be located on corner of Torrington Drive and The Broadway to integrate properly with the main shopping area.
- Any development should re-configure Barrington Green (the slip road coming off The Broadway), to bring a built presence to Chigwell Lane.
- Any development should tier down

in scale to match adjacent building heights but use significant extra height to emphasise the meeting point of The Broadway and Chigwell Lane.

- Undercroft car parking should utilise the slope to the site and be designed to have minimal impact on the presence of active frontage.
- A service zone running through the building from Torrington Drive to Chigwell Lane would increase the potential for active frontage.
- Leisure facilities, e.g. health club, to be accessed from the corner of Chigwell Lane and The Broadway and to have frontage along Chigwell Lane.
- Retail units to front Torrington Drive.

#### Approximate floor areas (units)

- Supermarket 3,000m<sup>2</sup> (1)
- Retail units 600m<sup>2</sup> (2-3)
- Leisure 1,200m<sup>2</sup> (1)
- Servicing 600m<sup>2</sup>
- Residential 7,000m<sup>2</sup> (105)
- Undercroft car parking of approx. 70 spaces

#### Timescale

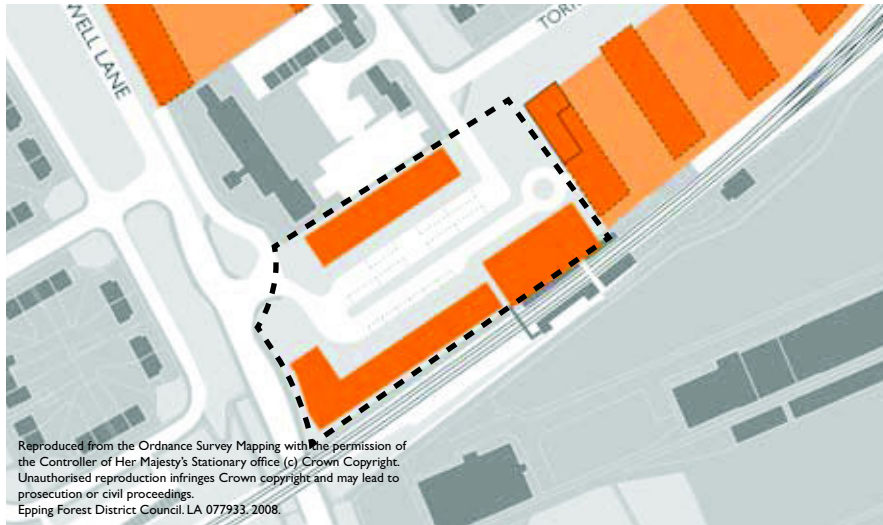
- Short to Medium term

#### Delivery partners

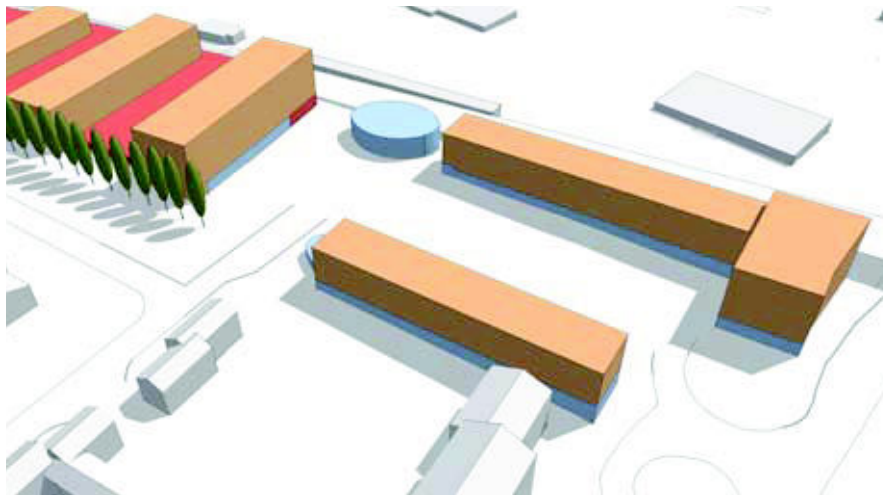
- Endeavour

# 5.2 Site Specific Policy

## Development sites



Page 126



### Site 3: Train station and new interchange

#### New ground floor uses

- Commercial + train station + small retail

#### New above ground use

- Residential

#### Urban Design Issues

- New station building to become a local landmark that is visible from The Broadway.
- Create a strong 'piazza' with sense of arrival.
- Ground floor uses to provide active frontage.
- Potential for small business office space on ground floors of residential developments.
- Interchange to be planned to allow for bus layovers, while separating bus and other vehicular movements.
- New link to Torrington Drive to be for buses only.
- Pedestrian priority should be maintained
- No car parking provision for residential units, opportunity to use spaces on adjacent site 8.

#### Approximate floor areas (units)

- Commercial 1,700m<sup>2</sup>
- Train station 1,750m<sup>2</sup>
- Residential 5,600m<sup>2</sup> (86)

#### Timescale

- Medium term

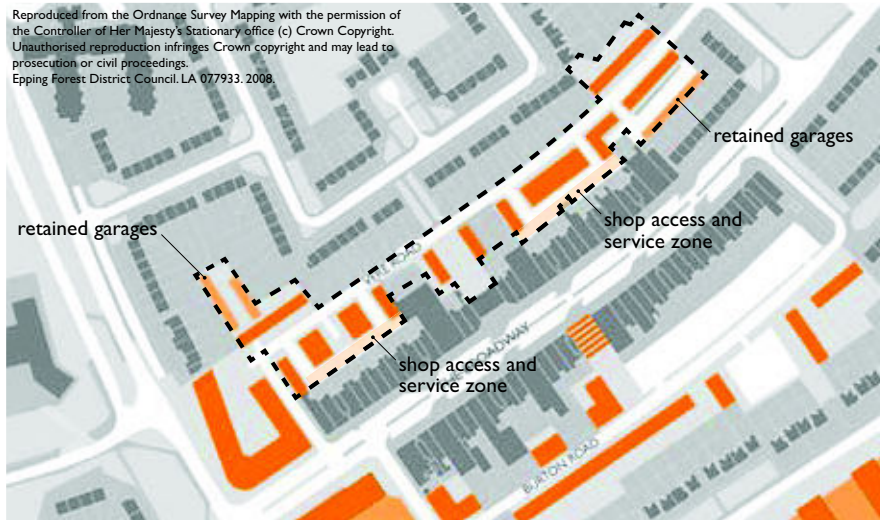
#### Delivery partners

- Transport for London
- Essex Passenger Transport Services



# 5.2 Site Specific Policy

## Development sites



### Site 4: Vere Road

#### New ground floor uses

- Parking garages + some residential

#### New above ground use

- Residential

#### Urban Design Issues

- Mews style development requiring sensitive infill.
- Any development must still allow for service access to the rear of The Broadway shops.
- Number of existing garages to be retained subject to survey of use.
- Majority of ground floor dedicated to garage car parking.
- Approximately one apartment above every three garages.
- Design and location of windows for habitable rooms to consider the need to provide overlooking and passive

surveillance of the public realm, whilst not having an unduly negative impact on the privacy of existing dwellings and gardens.

#### Approximate number of units

- New garages 87
- Retained garages 38
- Residential 41

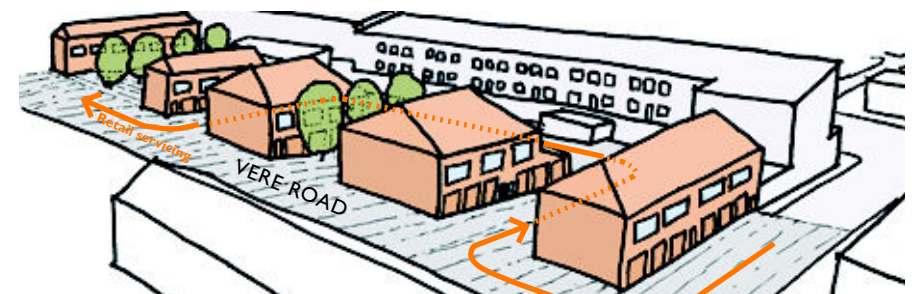
There are currently 110 garages within the site area. If developed to the numbers above, with each new residence being allocated a car parking space, then there would be a net loss of 26 spaces for existing users. This could be offset by not allocating garage space to all the new residences - allowing for no net loss of garages for existing users.

#### Timescale

- Short to medium term

#### Delivery partners

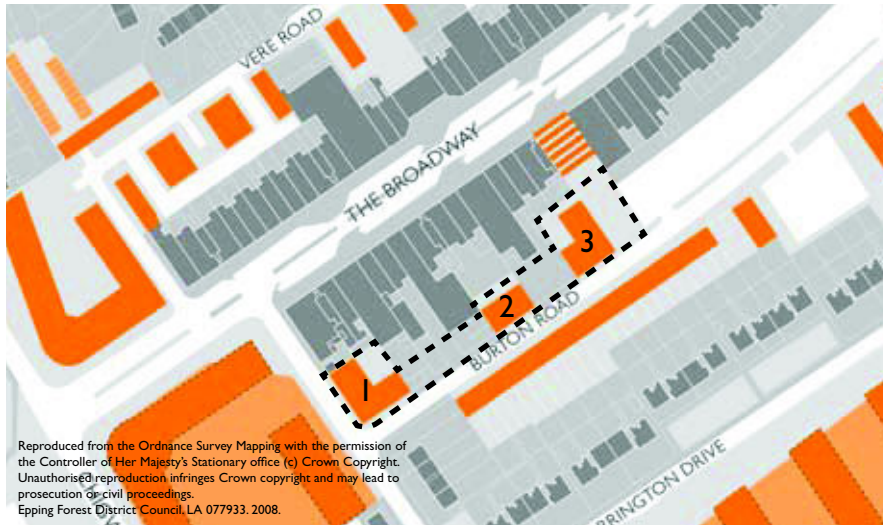
- Epping Forest District Council



View 1: Proposed mews arrangement to minimise impact on existing housing and servicing

## 5.2 Site Specific Policy

### Development sites



#### Site 5: Burton Road north

##### New ground floor uses

- Retail + residential + council offices

##### New above ground use

- Residential + youth facilities

##### Additional potential uses (not included in areas)

- Ground floor restaurant

##### Urban Design Issues

- Block one should have retail on ground (or potentially a restaurant) with residential above, step up in height to match The Broadway on Torrington Drive and complement the new supermarket development on site two.
- Block two should be residential on both floors.
- Block three should have a strong presence on the corner, help natural surveillance of the car park, and is suitable for a council one-stop-shop on the ground floor with youth facilities above.
- All development must allow for servicing to the rear of The Broadway shops.
- Boundary treatment to service areas that are not developed should be undertaken to improve Burton Road's environmental quality.

##### Approximate floor areas (units)

- Retail 320m<sup>2</sup> (1-2)
- Council 900m<sup>2</sup>
- Residential 950m<sup>2</sup> (14)

##### Timescale

- Short to medium term

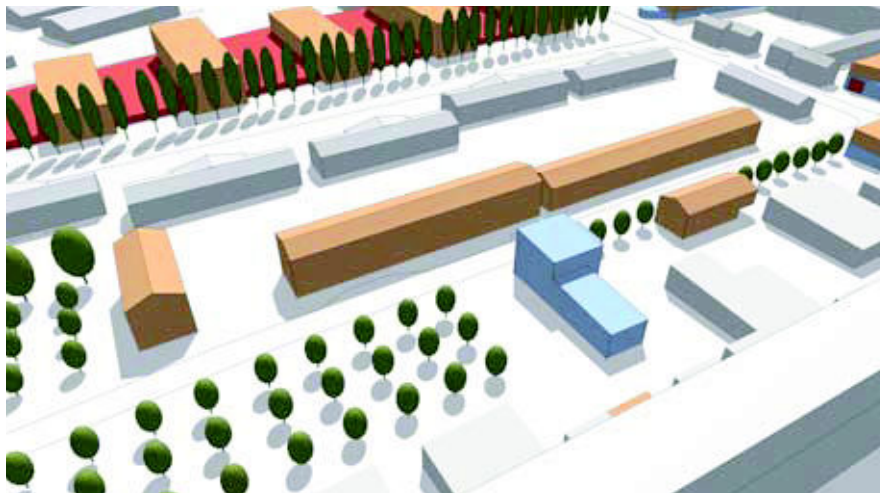
##### Delivery partners

- Epping Forest District Council

It is clear from the consultation and baseline research that there is a need for improved facilities for young people. In response to this, it has been identified that the new proposed Council building on Burton Road (block 3) which would house a one-stop-shop could also be well placed to accommodate indoor youth / community space. Whilst an outdoor gathering place such as a basketball court and/or a skateboard park would also undoubtedly be an asset to the area, these are often located so that they do not impact directly on housing. Given the nature of the town centre and the existing and proposed housing, it is considered that a parkland location may be better suited to this kind of provision and would therefore be outside the scope of this study.

## 5.2 Site Specific Policy

### Development sites



#### Site 6: Burton Road south

##### New ground floor uses

- Residential

##### New above ground use

- Residential

##### Urban Design Issues

- Town house style development.
- Development to be varied in character and engage with Burton Road.
- Units should step up in scale when facing the car parks to help define their edges.
- Corner units to be double fronted.
- Houses to have small front gardens.

##### Approximate number of units

- 2 storey town houses 13
- 3 storey town houses 14

##### Timescale

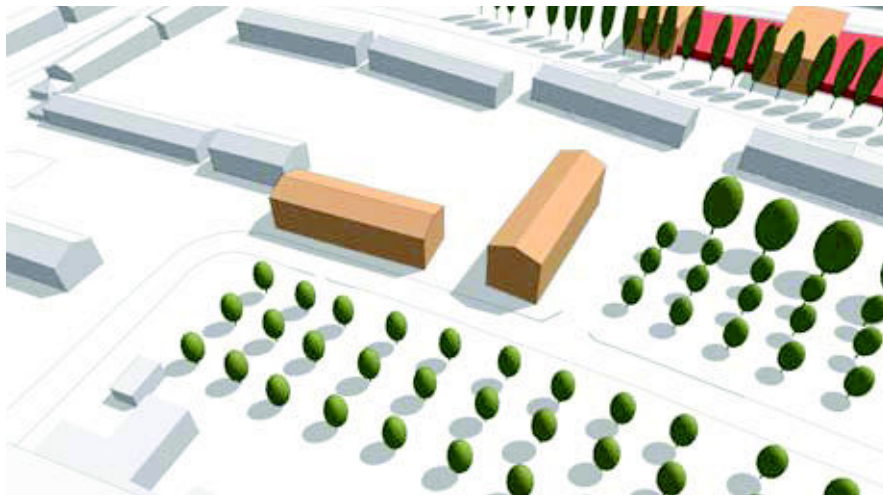
- Short to medium term

##### Delivery partners

- Epping Forest District Council Housing Department

## 5.2 Site Specific Policy

### Development sites



#### Site 7: Burton Road east

##### New ground floor uses

- Residential

##### New above ground use

- Residential

##### Urban Design Issues

- Town house style development.
- Units should be of an appropriate scale to the nearby houses, but the potential exists to step up towards the corner.
- Corner units to be double fronted.
- Houses to have small front gardens.

##### Approximate number of units

- 2 storey town houses      4
- 3 storey town houses      8

##### Timescale

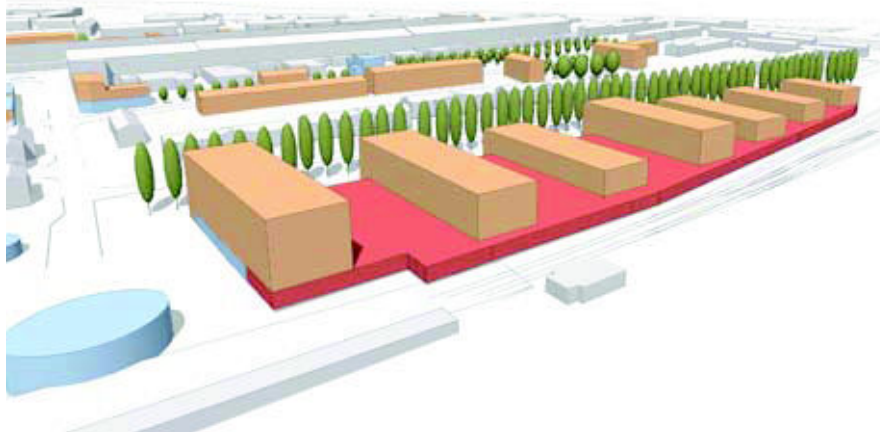
- Short to medium term

##### Delivery partners

- TBC

## 5.2 Site Specific Policy

### Development sites



#### Site 8: Train station car park

##### New ground floor uses

- Undercroft car park + commercial + residential

##### New above ground use

- Residential

##### Urban Design Issues

- Line of mature trees along Torrington Drive to be maintained.
- Undercroft car park to be naturally lit and secure.
- Car parking spaces to be shared by commuters and residences.
- Residential units to be accessed from Torrington Drive.
- Podium of car park to be utilised by residences.

##### Approximate floor areas (units)

- Commercial 250m<sup>2</sup> (1)
- Car park 9,400m<sup>2</sup> (350)
- Residential 10,300m<sup>2</sup> (158)

##### Timescale

- Medium term

##### Delivery partners

- Transport for London

## 5.2 Site Specific Policy

### Public realm improvements

#### Project delivery

A number of environmental improvement works are proposed within the masterplan and these are detailed in this section.

The environmental improvements to The Broadway, which are planned to start in the second half of 2008, are independent of the masterplan and are publicly funded.

Further public realm enhancements are most likely to be delivered alongside development projects as part of any Section 106 agreement. In this instance, the Council may choose to establish a centralised funding pot into which contributions are made and from which can be allocated budgets to specific projects.

Page 132



#### The Broadway

Environmental improvements are planned for The Broadway and work should commence in 2008.

#### Urban Design Issues

- Improved road crossing opportunities for pedestrians.
- Improved market facilities.
- New paving and street furniture.

#### Timescale

- Short term

#### Delivery partners

- Epping Forest District Council
- Essex County Council
- Stace

# 5.2 Site Specific Policy

## Public realm improvements



### The Broadway western end

The planned environmental improvements to The Broadway do not extend to Chigwell Lane. Any new development at this end of The Broadway would call for the improvements to be extended.

#### Urban Design Issues

- Match with new scheme.
- High quality public realm.
- Potential to extend on to Chigwell Lane and improve link to the college.

#### Timescale

- Medium to long term

#### Delivery partners

- Epping Forest District Council
- Developers of key sites
- Essex County Council



### The Broadway and Chigwell Lane junction

The service road, Barrington Green, serves a limited purpose and its removal could simplify the junction of The Broadway and Chigwell Lane.

#### Urban Design Issues

- This is a busy junction and traffic flows will need careful management.
- Access to Barrington Road and the housing to the north of The Broadway must be retained.

#### Timescale

- Medium term

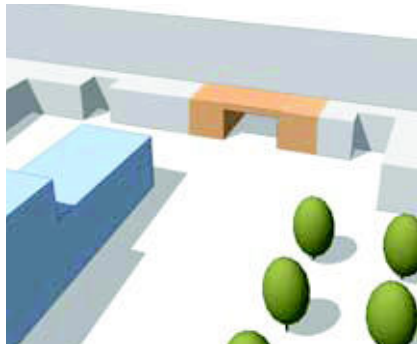
#### Delivery partners

- Epping Forest District Council
- Essex County Council

# 5.2 Site Specific Policy

## Public realm improvements

Page 134



### Broadway to Burton Road link

#### New ground floor uses

- Improved passageway linking The Broadway and Burton Road

#### New above ground use

- Retained residential apartments

#### Urban Design Issues

- The removal of shop units could allow for improved access, similar to the precedent set by the link from The Broadway to Vere Road.
- Provision should be taken to allow for the re-configuration of adjacent shop units to provide frontage onto the widened passageway.
- It should be noted that the precise location of this connection is not set, and would depend on agreement being reached with existing occupiers.

#### Approximate floor areas (units)

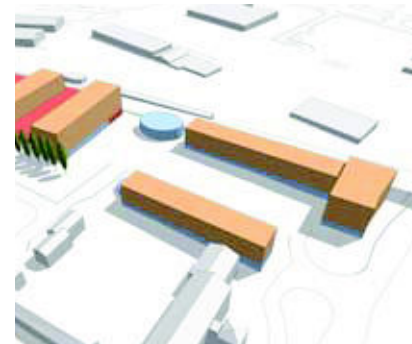
- n/a

#### Timescale

- Medium to long term

#### Delivery partners

- Epping Forest District Council



### Station interchange

Developing the land near the train station provides an opportunity for a new interchange and improved public realm.

#### Urban Design Issues

- Create strong sense of arrival.
- Pedestrian priority should be achieved.
- Need for private vehicles to access development site 8.
- Bus and private vehicle movements should be separated.
- Space must be provided for bus lay-overs.
- Shelter for people using buses should be provided.
- Active frontage to all sides of square.
- Signalised junction to Chigwell Lane to allow for bus movements should incorporate a pedestrian crossing phase as a replacement for the existing pelican crossing.

#### Timescale

- Medium term

#### Delivery partners

- Epping Forest District Council
- TFL



# 5.2 Site Specific Policy

## Public realm improvements



### Station link road

A new road linking the station to Torrington Drive would allow buses to loop past the station and better integrate the station with The Broadway.

#### Urban Design Issues

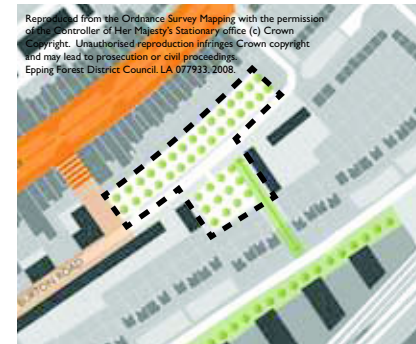
- Road should be for buses only and prioritise pedestrians.
- A clear site line should be maintained from The Broadway to the tube station.

#### Timescale

- Medium term

#### Delivery partners

- Epping Forest District Council
- TFL



### Burton Road car parks

Potential exists to utilise land on the south side of Burton Road that is currently serving little purpose and to rationalise current parking arrangements.

#### Urban Design Issues

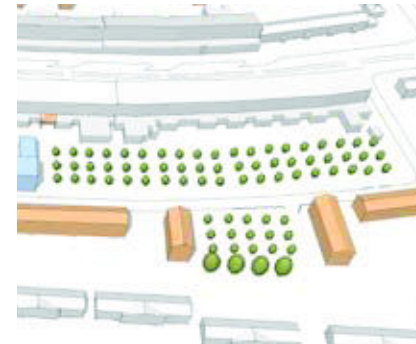
- Size of new car park on the south side of Burton Road to be calculated against need generated by new development.
- Landscaping should be incorporated to reduce the detrimental impact of surface car park to streetscape and screen service areas to The Broadway shops.
- Potential to improve pedestrian link to Torrington Drive.

#### Timescale

- Medium term

#### Delivery partners

- Epping Forest District Council



## 5.3 Viability and Implementation

### Introduction

This section sets out a high level broad brush development appraisal using Circle Developer Software to assess the financial viability of the proposed development options. It should be noted that the valuation advice contained within this report does not constitute Red Book Valuations falling within the provisions of the RICS Appraisal and Valuation Standards as they are intended for indicative purposes only.

The appraisals are based on the indicative accommodation schedule and site plan set out in this report. It should be noted that these drawings have been undertaken on a high level basis and development proposals that come forward in the future could differ from these illustrative proposals. If any changes are made to the schemes the development appraisals will need to be revised accordingly.

### Assumptions

In order to undertake the development appraisals it is necessary to make a number of assumptions regarding items such as values, costs, finance and developers profit. The assumptions applied have been based on CBRE's experience of advising on similar schemes and are summarised as follows:

<u>Rental Values</u>	<u>£/psm</u>	<u>£psf</u>
Retail – Supermarket	194	18
Retail – Shop	150	14
Commercial	160	15
Leisure	118	11

<u>Yields</u>	
Retail – Supermarket	5.75%
Retail – Shop	7%
Commercial	6.5%
Leisure	7%

<u>Sales Values</u>	<u>£/psm</u>	<u>£psf</u>
Residential – Private	4,440	412
Residential - Affordable (60% of OMV)	2,664	247
Parking Spaces	10,000	per unit

<u>Build Costs</u>	<u>£/psm</u>	<u>£psf</u>
Residential – Private	1,450	135
Retail – Supermarket	860	80
Retail – Shop	1,000	93
Commercial	1,290	120
Leisure	1,200	111
Railway Station	2,375	221

One Stop Shop/Youth Facility	1,300	121
Garages	5,000	per unit
Undercroft Parking	4,000	per space
Surface Level Parking	1,500	per space

### Other Fees/costs

Professional fees	12%
Contingency	5%
Acquisition Agent	0.50%
Acquisition Legal	0.25%
Section 106	£5,000 per residential unit
Marketing	2%
Letting Agent	10%
Letting Legal	5%
Sales Agent	1%
Sales Legal	0.50%
Finance	7.25%

### Sales rate Units pcm

Apartments	6
Houses	4

We have not sought the input of specialist cost consultants and as such the construction cost assumptions have been extrapolated from the RICS's Building Cost Index Service (BCIS).

## 5.3 Viability and Implementation

### Developers Profit

Developer's profit has been applied at 15% on cost.

We have also assumed that:

- There are no abnormal ground conditions, nor archaeological remains, present which might adversely affect the current or future occupation, development or value of the properties;
- The properties possess a good and marketable title free from any onerous or hampering restrictions or conditions;
- The construction of the Council One Stop Shop/youth facility, train station and Garages (within Site 4) are all built at cost to the developer and no income will be derived from the future occupation of the units i.e. the Council will take possession of the One Stop Shop and garages at nil rent.

Should any of the assumptions change the appraisals will need to be revised accordingly. It should be noted that there are a number of key risks and sensitivities associated with development appraisals and these are as follows:

#### Interest Rate Sensitivity

- Interest rates have changed a number of times in the last 12 months and any lift in interest rates may increase the cost of

financing the project and may also affect investment demand for the completed development.

#### Timing

- All development appraisals are particularly sensitive to timing and we have made a number of assumptions regarding construction commencement, completion and the period in which it takes to sell the residential units and let the commercial/retail/leisure units. Any delay in construction will ultimately affect when the development could be completed. The longer the delay, the greater the likelihood of a change in economic conditions and therefore estimates of finance and income could become less accurate.

#### Construction Costs

- CBRE has relied on the BCIS index together with our experience in development as such we have assumed construction costs that we consider are reasonable in the current market. It should be noted that construction costs have been increasing annually and any costs that overrun will ultimately eat in to the level of developer's profit or affect the viability of the proposals. Somewhat intrinsically linked with timing above, any complications on site could delay completion and will serve to increase finance costs.



## 5.3 Viability and Implementation



CBRE recommend that before any financial transaction is entered into based upon these valuations the Council should obtain verification of the information contained within this report and the validity of the assumptions that have been adopted.

Based on our assumptions the schemes produce the following indicative residual land values:

Site	Description	Value
1	Sir Winston Churchill Pub	£2.18m
2a	Sainsbury & BP Station	£7.84m
2b	Sainsbury & BP Station	£6.13m
3	Train Station & Self Drive Hire	£0.8m*
4	Mews Style Infill development	£1.8m
5	Infill Development South of Broadway	£20,000*
6	Garages & Green South of Burton Road	£3.78m
7	Vinci Park Services	£2.23m
8	TFL Car Park	£6.9m

\*The marginal value of these schemes is due to the cost of constructing the Train Station (Site 3) and the Council One Stop Shop / Youth Facility (Site 5), which is estimated to be circa £3.56m and £1.2m respectively excluding fees.

The development appraisals suggest that each of the indicative scheme proposals are likely to be financially viable and provide sufficient funds to acquire the interests outside of the Council's ownership. Subject to more detailed investigations the value of the existing interests will need to be established and factored into the appraisals to test this further. In addition to this detailed building specifications should also be produced to enable specialist cost consultants to produce bespoke construction cost estimates and these should also be factored into the appraisals.

It should be noted that due to the rapidly changing economic situation it would be prudent to review these figures before any decisions are taken.

## 5.3 Viability and Implementation

### Potential Delivery Options

The nature of the preferred delivery mechanism/route will be dictated primarily by the phasing and more importantly, the financial requirements of the Council as the key landowner. At this stage, we have assumed that the Council is prepared to be flexible in terms of whether it requires income or a capital sum or a combination of the two as a result of any scheme coming forward.

However, with the financial analysis suggesting that the schemes are viable the Council is in a position to either dispose of its assets on day one or take a longer term view on the basis that developer's will aim to improve the viability as a scheme(s) is developed out. As such there may also be potential for growth in both rental and capital values however current market conditions as a result of the 'credit crunch' means that there is no certainty of this occurring at least in the short term.

In order to facilitate the delivery of the development proposals the Council may wish to buy out the interests required to deliver vacant possession of the sites, such as the long leasehold interest in the Sainsbury site. Alternatively the Council could work in partnership with stakeholders to deliver development or control future development of the sites through the planning process.

In light of the above, there are a number of options/routes that the Council

could pursue in order to achieve the implementation of the development proposals for Debden Broadway and these are summarised as follows:-

**Outright Disposal to Developer(s)** – This would involve the Council disposing of its assets on day one to a preferred developer or developers and taking no future role in the scheme. The Council would then rely on its planning powers to control the quality of development going forward.

**Disposal to a Master Developer** – Under this scenario, the Council would enter into a joint venture arrangement (Development Agreement) with the preferred developer to implement the development proposals. This could be for some or all of the sites. The Council may also wish to include TFL in the agreement to facilitate development of the land around the train station and the station car park. Discussions will need to be had with TFL about the possibility of this occurring, the nature of the partnership agreement and in particular the control mechanisms and profit sharing arrangements. Negotiations with third parties on proposals such as this are often lengthy and complex.

The developer will bring to the table its expertise in taking schemes forward, as well as providing finance and in return the Council would include its land as part of the joint venture arrangements. Assuming that this route is taken forward, further discussions would be required as to how the Council's assets are taken into account within the financial appraisal and

more importantly, how the Council will be able to extract an appropriate value for its interests. Under this route, the master developer will be responsible for co-ordinating the total implementation of the scheme and if necessary, bring in sub-developers to build out specific areas, for example, we would envisage the works to the supermarket/BP station, station car park and the infill developments would form separate development packages. However, via the joint venture arrangement, we would expect the Council to have a key role in the selection of these sub-developers.

**Disposal of individual plots** – Under this scenario, we would assume that the Council would seek to maintain total control over the scheme by packaging up the development plots for individual elements of the scheme. This would allow the Council to maintain a higher level of control on the quality and type of developer selected, however, this will be a time-consuming process which will require the Council to run individual marketing campaigns and also to have a day to day management role of the scheme to achieve appropriate interrelationships with each sub-scheme in order to achieve the comprehensive redevelopment of the area.



### Preferred Delivery Route

Based on the above analysis, we would recommend that to achieve the comprehensive redevelopment of the area and to provide the Council with a level of control, which is manageable, we would recommend that the master developer route is pursued for sites 4 -7. Predominantly residential development is proposed for these sites and they are also under Council ownership. As such it may be appropriate to package these sites together and enter into a master development agreement with a developer.

Much greater certainty will be given to the delivery process if the Council enters into an appropriate Development Agreement with a master developer. Such an agreement can place legal requirements on the parties to ensure that certain targets and milestones are achieved, and detail the commitments which the parties to the Agreement must fulfil.

It could be more appropriate for the Council to enter into an overarching 'master' Development Agreement with the master developer, which encompasses sites 4 -7, with subsidiary Development Agreements (based on the anticipated individual phases), to be triggered as the scheme moves forward. These 'sub-Agreements' would be expected to provide the 'flesh on the bones' of the 'master' Agreement, and provide more detail in relation to individual phases and the roles which the parties must perform.

A 'master' Development Agreement might be expected to cover issues such as:

- The respective parties' roles and responsibilities;
- The duration of the Development Agreement;
- Alienation Clauses – defining the extent to which the developer will be able to introduce additional parties to implement the proposals, and setting out the tests against which the Council will judge the acceptability of these new partners;
- Milestones and targets – in order to ensure that individual phases cannot commence until certain criteria have been met (e.g. reprovision of garages or the provision of the One Stop Shop) and also to prevent delay on the part of the developer;
- The general financial and profit sharing arrangements.

By ensuring that the parties enter into an appropriately structured 'master' Development Agreement, the Council may be able to provide greater certainty for the comprehensive development of sites 4 - 7, rather than the piecemeal development which might arise under a series of unrelated Development Agreements or land disposals, as mentioned above.

The Council being the main landowner means that it is in an excellent position

to drive forward the proposals for these sites. Assuming that the planning policy is in place and in support of both the nature and scale of the preferred form of development, and vacant possession can be achieved by relocating businesses, acquiring interests or through CPO, then an appropriate marketing strategy could be deployed to facilitate the development of Sites 4 -7.

With regard to site 1 the Council has granted a long leasehold interest to the Pub Operator and as such delivery of this site is not straight forward. The Council must firstly determine if the pub remaining in situ fits in with its vision for Debden Broadway. If the Council decides to pursue redevelopment for residential use it will need to obtain vacant possession of the premises. This can be achieved if there is a break clause within the lease, if the lease term is close to expiry (which we understand it is not), by negotiation with the leaseholder or ultimately by use of CPO powers. If vacant possession of this site can be achieved quickly it can be included as part of the master development agreement for sites 4 – 7 discussed above. Alternatively this site could be bought to the market as a single development package once agreement has been reached with the leaseholder.

With regard to Site 2 we are aware that Endeavour is considering its options for redevelopment of the site and we understand that Sainsbury's no longer has a requirement to be situated in this location but is contractually obliged to remain until 2014. As such this site is

suitable for redevelopment in the short term and discussions should be progressed with Endeavour. The key issue will be ensuring that the development meets the requirements of both the Council with regard to its aspirations for the site and Endeavour whose aim will be to maximise the capital receipt. Sufficient value must also be achieved for the Council's freehold interest in the property should it chose to dispose of it. Alternatively there may be an opportunity for the Council to derive a rental income from the redevelopment of the site should it prefer to have revenue rather than capital.

We understand that Sites 3 & 8 fall outside of the ownership of the Council and are registered to TFL, there may also be other freehold or leasehold interests within these sites. As such we recommend that the Council holds separate discussions with TFL and others regarding development of these sites. TFL has already been approached regarding the redevelopment of the car park.

The implementation strategy is summarised in the table below:

Site	Ownership	Development Proposal	Strategy	Priority	Timescale
1. Sir Winston Churchill Pub	Council own freehold - Long leasehold interest granted to Pub	Commercial Residential	Progress discussions with leaseholder	Medium	Medium to Long
2 (A&B). Sainsbury and BP Petrol Station	Council own freehold  - Endeavour is long leaseholder  - sub lease to Sainsbury/BP	Supermarket Retail Leisure Residential	Enter into detailed discussions with Endeavour	High	Short
3. Train Station & Self Drive Hir	TFL & possibly others	Commercial Train Station Residential	Discussions should continue with TFL	High	Medium to Long
4. Vere Road	Council	Residential New Garages	Site to form part of a package of sites to be offered to Master Developer	High	Short
5. Burton Road	Council	Commercial Council One Stop Shop/Youth Facility Residential	Site to form part of a package of sites to be offered to Master Developer	High	Short
6. Garages and Green South of Burton Road	Council	Residential	Site to form part of a package of sites to be offered to Master Developer	High	Short
7. Vinci Park Services, Burton Road	Council	Residential	Site to form part of a package of sites to be offered to Master Developer	High	Short
8. TFL Car Park	TFL & possibly others	Commercial Residential	Discussions should continue with TFL post May 2008	High	Medium to Long









WOOLWORTHS



BALTI  
CURRIE  
TAKE AWAY  
FOR HOME DELIVERY

50% OFF  
SALE

HAIR  
SALES

Club  
CLUB

P  
Disabled  
badge  
holders  
only



**Urban Practitioners**

70 Cowcross Street  
London EC1M 6EJ

telephone  
facsimile  
email  
website

020 7253 2223  
020 7253 2227  
[info@urbanpractitioners.co.uk](mailto:info@urbanpractitioners.co.uk)  
[www.urbanpractitioners.co.uk](http://www.urbanpractitioners.co.uk)