

# **Supplementary Committee Agenda**



**Epping Forest  
District Council**

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## **Cabinet Monday, 1st September, 2008**

**Place:** Council Chamber, Civic Offices, High Street, Epping

**Room:** Council Chamber

**Time:** 7.00 pm

**Committee Secretary:** Gary Woodhall ( The Office of the Chief Executive)  
Email: gwoodhall@eppingforestdc.gov.uk Tel:01992 564470

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**26. LOUGHTON BROADWAY DEVELOPMENT & DESIGN BRIEF (Pages 3 - 14)**

(Planning & Economic Development Portfolio Holder) Appendix and Addendum Report of Urban Practitioners attached.

**28. OFF STREET PARKING PROGRAMME (Pages 15 - 16)**

(Housing Portfolio Holder) Revised Appendix 2 attached.

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# 6. Recommended changes

In the light of the public consultation findings it is recommended that the following changes should be made to the Vision and development strategy for Debben:

## 1. Gateway development site

More detailed information is required to explain the nature of the landmark building proposed for the gateway site. It should make clear that whilst a suitable gateway design could be achieved through a building of modest scale, this would not have the same strength as a land mark, and that it may affect the overall viability of the project by limiting the development capacity of the site. The report should note that a taller point block on the corner of the site is regarded as preferable to a slab block which would have a much more pronounced impact on long views and the local micro-climate.

## 2. Petrol Station

The report should include information on the process which the council intends to follow to seek an appropriate alternative location for the petrol station. This will help to address the reluctance of local people to lose the existing facility despite the fact that it may not be in the best location from an urban design perspective.

## 3. Parking related to infill development

Further information is required in the report to demonstrate how parking will be accommodated for new development in such a way as to minimise its impact on existing residents.

## 4. Vere Road

Further detailed design and explanation is required to demonstrate the intention behind the Vere Road proposals. This should particularly address the issues of parking, servicing and inter-visibility in response to the specific comments raised during the consultation.

## 5. Funding of streetscape enhancements

It is recommended that the report should note that extension of the Broadway enhancement scheme could be funded rather through Section 106 payments associated with new developments rather than from public funds as is the case with the main phase of the work.

## 6. Links to Langston Road

The proposal to improve the links to Langston Road were welcomed, but it is felt that they could be given greater weight and clarity in the report.

## 7. Controlled parking zones

The report will note that a significant number of local people would welcome a controlled parking zone as a way of reducing the impact of commuter parking on streets surrounding the station.

## 8. Station parking

The report will continue to advocate retention of the existing level of station parking and will recommend further dialogue with Transport for London in the development of any scheme.

## 10. New housing

The report will include a further explanation of the need for new housing in the area, noting that Debben is a very sustainable location, and that appropriate infill development will improve the area. It will also examine whether the broad quantum of housing proposed represents a reasonable proportion of the District's overall housing total.

## 11. Servicing arrangements

The report will be updated to make it clear that any new infill development around Vere Road or Burton Road should properly accommodate the servicing requirements of the shops.

## 12. Cycling

The report will include further reference to provision for cyclists in terms of cycle lanes and secure cycle parking.

## 9. Young people

The vision section of the report will be updated to include a further section entitled 'A place for all ages'. This will particularly identify the need for more facilities and activities for young people.

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# 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



Stakeholders workshop

- 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.



Issues and options arising in stakeholders workshop

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 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.



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;

- 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

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.

### 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.



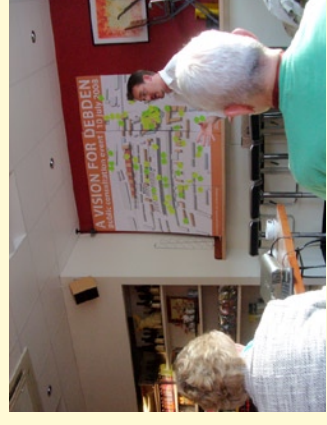
High Street exhibition



Station consultation



On-street consultation



Traders consultation meeting

## 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.



# 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.

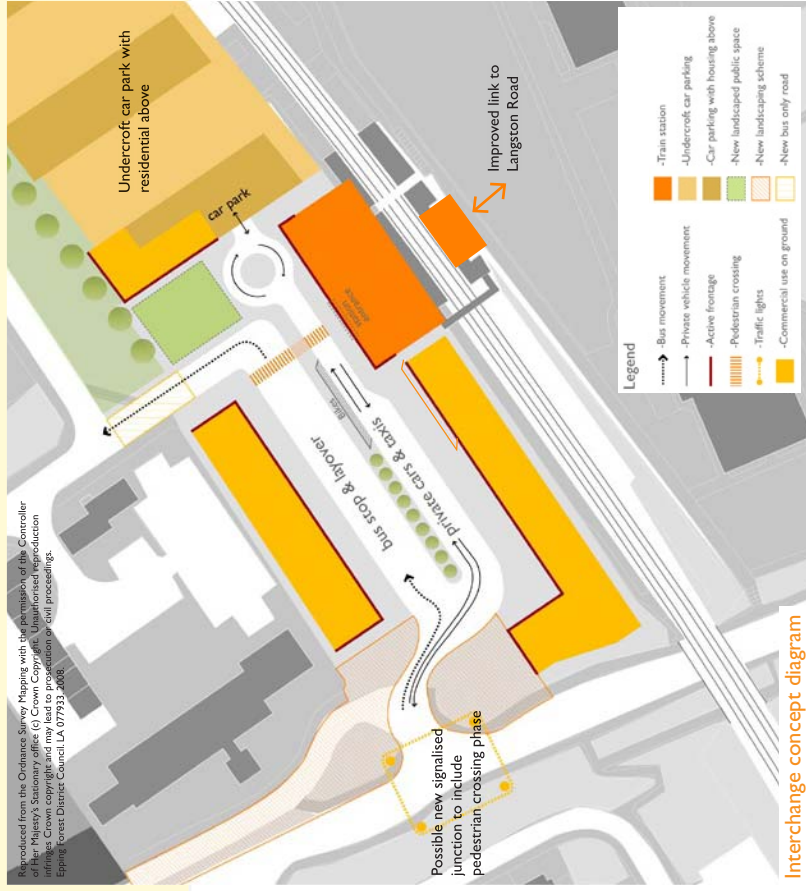
### Service access

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.

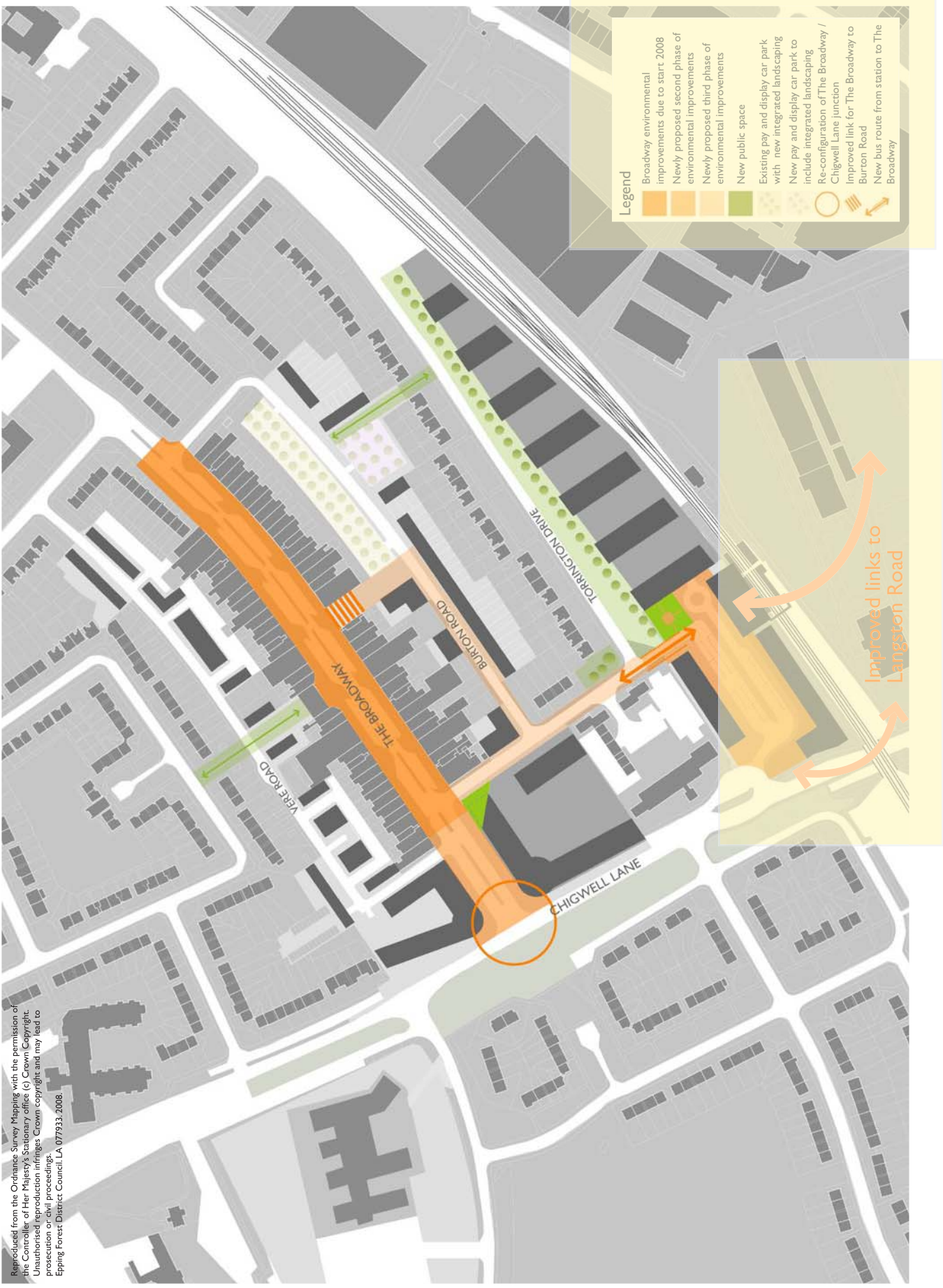
### The Broadway - Langston Road links

The current pedestrian links from The Broadway and Deben 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.







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# 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

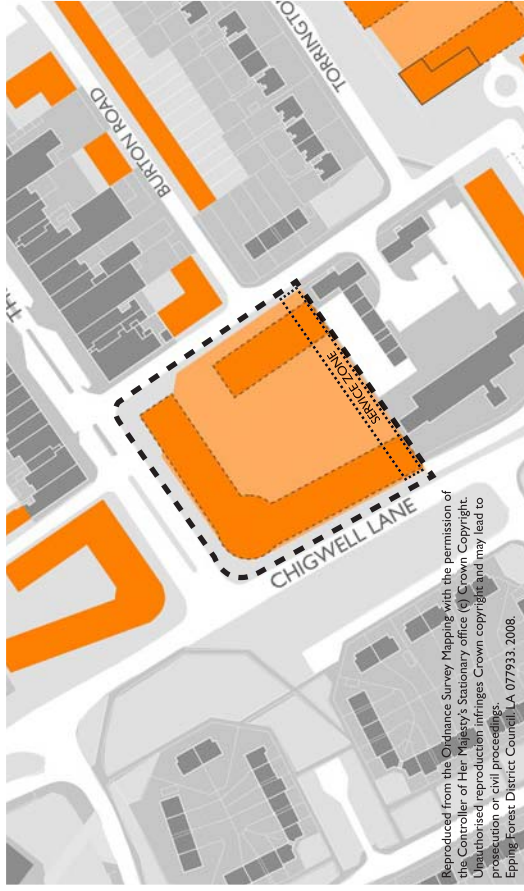
The consultation process for this study has demonstrated that there is strong support amongst people living near to The Broadway for a controlled parking zone as a way of reducing the impact of commuter parking on residential streets.

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.

# 5.2 Site Specific Policy

## Development sites



### 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



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### 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

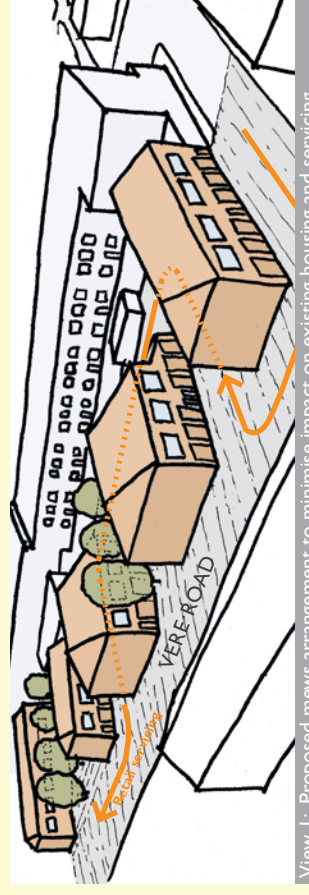
There are currently 110 garages within the site area. If developed to the numbers above, with each new residence being allocated a car parking space, then there would be a net loss of 26 spaces for existing users. This could be offset by not allocating garage space to all the new residences - allowing 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

## 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.



### 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

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## OFF STREET PARKING RATING TABLE

<b>Table 2</b>			
<p>This table includes schemes that either originally featured on the list for possible off-street parking under the previous procedure operated by the Highways Section or have been added more recently. These schemes have been assessed under the new assessment procedure by the Housing Assets Section, but await a technical feasibility study and resident consultation.</p>			
Location	Area	Assessment Score	
Avenue Road	Theydon Bois	18	<b>Streets/Areas subject to technical feasibility and resident consultation</b>
Harold Crescent	Waltham Abbey	18	
Alderwood Close	Abridge	17	
Badburgham Court	Waltham Abbey	17	
Ladyfields Close	Loughton	17	
Fullers Close	Waltham Abbey	16	
Tillingham Court	Waltham Abbey	16	
Woodford Court	Waltham Abbey	16	
Grosvenor Close	Loughton	16	
Gravel Close	Chigwell Row	14	
Queens Road	North Weald	14	
St Peters Avenue	Ongar	14	
Stanway Road	Waltham Abbey	14	
Paley Gardens	Loughton	13	
Park Square	Chigwell Row	13	
Millfield	Ongar	13	
Millhoo Court	Waltham Abbey	13	
Princessfield Road	Waltham Abbey	13	
Foxley Close	Loughton	12	
Sudicamps Court	Waltham Abbey	11	
Buxton Road	Waltham Abbey	11	
Pyrls Lane	Loughton	11	
Blackmore Court	Waltham Abbey	10	
Bromefield Court	Waltham Abbey	10	
Theydon Court	Waltham Abbey	10	
Coles Green	Loughton	10	
Plumstree Mead	Loughton	9	
Skarning Court	Waltham Abbey	9	
Wrangley Court	Waltham Abbey	9	
Barnmead, Toot Hill	Toot Hill	8	
Bridge Hill	Epping	7	

Winters Way	Waltham Abbey	3
Green Glades	Theydon Bois	0

Table 3			
<p>This table includes schemes that have been omitted from the programme due to any combination of reasons including, not suitable for off-street parking, already having spaces installed in the past, there being no Council tenants, residents have rejected off-street parking or there is no longer a need.</p>			
Location	Area	Assessment Score	
The Gladeway	Waltham Abbey	26	
Ivy Chimineys	Epping	19	
Hanson Drive	Loughton	18	
Homecroft Gardens	Loughton	17	
Mowbrey Gardens	Loughton	16	
Chestnuts	Willingale	15	
Elm Close	Epping Green	13	
Queensway	Ongar	0	
Monkswood Avenue	Waltham Abbey	0	
Lodge Lane	Waltham Abbey	0	
Prescott Green	Loughton	0	
Barncroft Green	Loughton	0	
Grosvenor Drive	Loughton	0	
Ruskin Avenue	Waltham Abbey	0	
Broomstick Hall Road	Waltham Abbey	0	