

Report to the North Weald Airfield and Asset Management Cabinet Committee



**Epping Forest
District Council**

Report reference: *NWA-004-2012/13*

Date of meeting: *5 September 2012*

Portfolio: **Asset Management & Economic Development**

Subject: **Broadway Regeneration Action Plan**

Responsible Officer: **Alan Hall** (01992 564004)

Democratic Services Officer: **Gary Woodhall** (01992 564470)

The Chairman has invited the two local members of the Loughton Broadway Ward to attend the meeting and participate in the discussions in a non-voting capacity

Recommendations/Decisions Required:

- (1) That the Broadway Regeneration Action Plan, attached at Appendix 2, be considered and adopted, having regard to the views of the two local ward members; and**
- (2) That further reports on the proposed way forward for each of the sites within the Action Plan be the subject of separate detailed reports to the Cabinet at the appropriate times.**

Executive Summary:

The Council's Management Board has established an Officer Working Party to monitor/facilitate developments at The Broadway by third parties, and oversee the delivery of developments by the Council in respect of land and assets under the control of the Council, in accordance with The Broadway Design and Development Brief.

The Working Party has formulated a Draft Broadway Regeneration Action Plan, which has been endorsed by the Management Board, and is attached as Appendix 2. The Action Plan provides a "road map" for the delivery of the different sites within the Design Brief, for consideration and adoption.

Reasons for Proposed Decision:

The Council needs to have an agreed way forward for each of the sites, and to guide officers in relation to direction for the more detailed subsequent reports to the Cabinet for each site.

Other Options for Action:

The two main alternative options appear to be as follows:

- (a) Not to have an Action Plan;**
- (b) To have different tasks within the Action Plan.**

Report:

1. In August 2008, the Cabinet agreed a Design and Development Brief for Debden Town Centre and The Broadway, Loughton ("the Design Brief") following extensive consultation by planning consultants appointed by the Council. The area of land covered by the Design Brief contains land owned both by the District Council and other parties. Much of the land owned by the Council is not under the control of the District Council, since the Council has granted leases to other parties in the past, which have a number of years to run.
2. A full copy of the Design Brief has been published on the Committee Management System, under the Agenda for this meeting, but has not been circulated with hard copies of the agenda due to its size. However, Appendix 1 summarises the Design Brief's proposals for each of the 8 "opportunity sites".
3. The Council's Management Board has asked the Director of Housing to chair a small corporate Officer Working Party, also comprising the Asst Director (Development Control), Asst Director (Facilities Management and Emergency Planning) and Chief Estates Officer, to (in summary):
 - (a) Monitor and, where possible, facilitate developments at The Broadway by third parties in accordance with the Design Brief; and
 - (b) Oversee the delivery of developments by the Council in accordance with the Design Brief, in respect of land and assets under the control of the Council.
4. Accordingly, the Working Party has met on a number of occasions to undertake these responsibilities. In respect of the development of land and assets controlled by the Council, and following consultation with Management Board and Cabinet members with responsibilities for the functions involved, the Working Party has formulated a Draft Broadway Regeneration Action Plan, which is attached as Appendix 2, for consideration and adoption by the Cabinet Committee.
5. Within the Design Brief, there are "site specific policies" for each "opportunity site" at The Broadway, with each site designated a site number. These site numbers are used in both Appendix 1 and the Action Plan at Appendix 2.
6. The Action Plan should be seen as a "road map" for the delivery of the different sites, and makes no final decisions in relation to any of the sites. As can be seen from the Action Plan itself, formal decisions on the way forward for each of the sites will be the subject of separate detailed reports to the Cabinet at the appropriate times. The Action Plan designates a responsible officer, and provides an indicative timescale, for each task.
7. The Council's Management Board has considered whether or not there is a need for the Council to appoint a dedicated Project Manager to oversee the development of the Council's own sites, either directly-appointed through a temporary contract or through the appointment of a consultant. However, Management Board concluded that there was currently no need for such an appointment and that the Housing and Corporate Support Services Directorates could project manage those elements of the regeneration scheme that are their responsibility within current resources, subject to appropriate consultant support being used, when required, for specific tasks.
8. The Cabinet Committee is asked to consider and adopt the Broadway Regeneration Action Plan, having regard to the views of the two local ward members.

Resource Implications:

None at this stage – The detailed reports to the Cabinet for each site will set out any resource implications related to the detailed recommendations for the sites

Legal and Governance Implications:

All of the land in the Council's ownership at The Broadway is held under Housing Act powers and accounted for within the Housing Revenue Account (HRA). Disposals and use of HRA land are covered by the Housing Act 1985.

Safer, Cleaner and Greener Implications:

Once the individual developments and the overall proposed regeneration scheme has been undertaken, it should result in a safer, cleaner and greener environment.

Consultation Undertaken:

Significant consultation was undertaken by the Council and its consultants in the formulation of the Design and Development Brief, including key stakeholders and representatives of the local community. This report and Action Plan takes forward the Design Brief's proposals in respect of those sites under the control of the Council.

Background Papers:

The Broadway Design and Development Brief (Final Report) – August 2008

Impact Assessments:

Risk Management

Since no decisions are being taken on any of the sites at this stage, the risks are limited. However, the detailed reports to the Cabinet for each site will set out all the risk management issues relating to the proposals for each site.

Equality and Diversity:

Did the initial assessment of the proposals contained in this report for relevance to the Council's general equality duties, reveal any potentially adverse equality implications? No

Where equality implications were identified through the initial assessment process, has a formal Equality Impact Assessment been undertaken? N/A

What equality implications were identified through the Equality Impact Assessment process?

N/A

How have the equality implications identified through the Equality Impact Assessment been addressed in this report in order to avoid discrimination against any particular group?

N/A

Summary of Design Brief proposals for each Opportunity Site

Site 1 – St Winston Churchill Public House

- New ground floor uses - Retail/Leisure + Residential
- New above-ground use - Residential
- Additional potential uses - Ground floor leisure complex/bowling alley

Site 2 – Sainsbury Supermarket, Shopping Precinct and BP Petrol Station

- New ground floor uses - Supermarket + Retail + Leisure
- New above-ground use - Residential
- Additional potential use - First floor snooker club

Sites 3 & 8 – Train Station, New Bus Interchange and Train Station Car Park

Site 3:

- New ground floor uses - Commercial + Train Station + Small Retail
- New above-ground use - Residential

Site 8:

- New ground floor uses - Under-croft Car Park + Commercial + Residential
- New above-ground use - Residential

Site 4 – Vere Road (South)

- New ground floor uses - Residential + Garages
- New above-ground use - Residential

Site 4 – Vere Road (North)

- New ground floor uses - Residential (fronting Vere Road), plus retention of existing EFDC garages to the rear of the proposed new residential accommodation at the north-west site of Vere Road
- New above-ground use - Residential (above residential accommodation fronting Vere Road)

Site 5 – Burton Road (North) – Rear of Shops

- New ground floor uses - Retail + Residential + Council Offices
- New above-ground use - Residential + Youth Facilities
- Additional potential use - Ground floor restaurant

Sites 6 and 7 – Burton Road (South) and Burton Road (East)

- New ground floor use - Residential
- New above-ground use - Residential

(Draft) Broadway Regeneration Action Plan

Site / Issue	Action	Responsibility	Indicative Timescale	Comments / Current Position
<p>Site 4 – Vere Road (South)</p>	<p>Report to Cabinet recommending that consultants be appointed to:</p> <p>(a) Submit an outline planning application for the site on the basis that;</p> <p>(i) The residential accommodation is clearly separated from the (re-located) parking provision; and</p> <p>(ii) At least 40% of the residential accommodation is provided as affordable housing (affordable rented and shared ownership); and</p> <p>(b) Subsequently sell on the open market that part of the site designated for residential accommodation.</p>	<p>Chief Estates Officer</p>	<p>January 2013</p>	<p>The Design and Development Brief proposes a mews-type development with un-associated garage parking under the residential properties.</p> <p>The Officer Working Party’s view is that this could lead to management problems and would not be an attractive proposition for developers.</p> <p>It is also felt that it would be preferable for the residential accommodation and public parking to be kept separate within the site.</p> <p>The site would need to continue to provide a service road for the shops, as set out in the Design and Development Brief.</p>
<p>Site 4 – Vere Road (North-West)</p>	<p>(a) Due to the high percentage of vacancies (50%) on this difficult-to-let garage site, seek the redevelopment of the site for either residential accommodation or another purpose associated with (b) below.</p>	<p>Chief Estates Officer / Director of Housing</p>	<p>June 2013</p>	<p>The Design and Development Brief proposes that the garages be retained, accessed through an archway under new residential development to be provided on Vere Road.</p> <p>However, in view of the high vacancy rate, and difficulties with letting the garages, it is the Officer Working Party’s view that the whole site should be redeveloped. It is also felt that the result would improve the visual aesthetics of the site.</p>

	(b) Hold the site in abeyance for the time being – or until the future of Site 1 (Winston Churchill PH) is known - in order to consider whether the land can/should be incorporated within any potential development of Site 1.	Chief Estates Officer	April 2013	It is possible that the land could be sold to a third party, for inclusion within any proposed development of the Winston Churchill PH site.
	(c) If the land is not required for incorporation within any development of Site 1, report to the Cabinet recommending that the site be developed for 100% affordable housing, either by the Council or through the sale of the site to one of the Council's Preferred Housing Association Partners.	Director of Housing	June 2013	The site would be suitable for a small affordable housing development. There is a need to provide more affordable housing in the District – there are currently around 6,200 applicants on the Council's Housing Register, of which around 4,000 currently live in the District.
Site 4 – Vere Road (North-East)	Report to the Cabinet recommending that the site be developed for 100% affordable housing, either by the Council or through the sale of the site to one of the Council's Preferred Housing Association Partners, possibly as part of a package with Site 4 (North-West).	Director of Housing	June 2013	The site would be suitable for a small affordable housing development. As explained under Action (c) for Site 4 (North-West), there is a need to provide more affordable housing in the District. Economies of scale could be obtained if developed at the same time as the other Site 4.
Site 5 – Burton Road (North) – Rear of Shops	(a) Retain in the Council's ownership the land identified for Block 3 for the time being, for the possible provision of a One Stop Shop at some time in the future, if it is not possible to incorporate such a facility within any development proposed by Transport for London around Debden Station.	Director of Housing / Asst Director (Facilities Management & Emergency Planning)	March 2013	Management Board has established a One Stop Shop Project Team of officers, to consider what Council and non-Council services could be provided at The Broadway. The Project Team has formulated a schedule of possible office requirements, which suggests that a floor area of around 625 square metres should provide a suitable facility.
	(b) Assess the associated revenue costs and savings of providing a One Stop Shop at The Broadway, through the One Stop Shop Project Team.	Director of Housing	December 2012	Management Board has already asked the Project Team to assess the revenue costs and savings of such a facility (savings could result through the ability to re-let the Council's Area Housing Office at 63 The Broadway for retail use).

				Initial discussions with Transport for London (TfL) indicate that TfL may be prepared to include a One Stop Shop within any development proposed around Debden Station, as part of a Section 106 Planning Agreement.
	(c) Retain the land on which Blocks 1 and 2 within the Design and Development Brief would be built for the time being, pending an up-turn in the commercial market, for consideration of its future use at a later date – with a review in 12 months.	Chief Estates Officer	Sept 2013	Block 1 includes parking spaces for the Post Office, which EFDC leases to Royal Mail and expires in June 2103. Some shop leaseholders have rights of way over these two areas.
Sites 6 and 7 – Burton Road (South) and Burton Road (East)	(a) Following the Council's decision to transfer its parking functions to the North Essex Parking Partnership, report to Cabinet on whether the Burton Road Depot should either be decommissioned or be used for a temporary purpose, pending longer-term development in accordance with the Design and Development Brief	Asst Director (Facilities Management & Emergency Planning)	Oct 2012	The Cabinet has agreed (30 th January 2012) to the transfer of parking functions to the North Essex Parking Partnership from October 2012, which will leave the Council's Depot in Burton Road surplus to requirements. If the Depot is decommissioned, there would be a saving in business rates.
	(b) Investigate the possibility of undertaking a partnership initiative with the St John's Parish and the Trinity Ecumenical Partnership to provide a new Church with community facilities (e.g. a hall) on part of the site.	Director of Housing	March 2013	Following an approach by the St John's Parish and the Trinity Ecumenical Partnership, officers have been discussing a possible partnership initiative with them to realise a range of affordable housing provision at various sites. This includes the possibility of a new Church and community facility being provided in Burton Road, with values, terms etc for any eventual exchange of sites to be agreed.
	(c) Investigate the possible acquisition of the land within Site 6, which is not currently within the Council's ownership, in order to provide an unencumbered site for development.	Director of Housing	March 2013	The land is in the middle of Site 6, which restricts available design options and the ability to maximise the development potential of the land within the Council's ownership.

	<p>(d) Subject to the outcome of (b)-(c) above, report and recommend to Cabinet that the site (excluding any land subsequently agreed for use as a church) be sold, through a competitive tendering exercise, to one of the Council's Preferred Housing Associations to develop residential accommodation, with the following tenure mix:</p> <ul style="list-style-type: none"> (i) 60% affordable housing (comprising 70% affordable rented and 30% shared ownership); and (ii) 40% market housing. 	<p>Director of Housing</p>	<p>June 2013</p>	<p>As explained under Action (c) for Site 4 (North-West), there is a need to provide more affordable housing in the District.</p> <p>A capital receipt would be obtained for both the land designated for market housing and (a lesser amount) for the land designated for affordable housing.</p> <p>Through development by one of the Council's Preferred Housing Association Partners, greater control can be exercised over the type and form of affordable housing provided - and the purchase price for the affordable housing element would not include any developer profit. The selected housing association would probably sell the market properties through a local estate agent.</p>
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