



Date 25/04/2019

Our Ref:EFDC/EiP/MTR15
Your Ref:

PO Services,
PO Box 10965,
Sudbury,
Suffolk
CO10 3BF

Transport for London
Commercial Development
(Property Development)

3rd Floor, Wing Over Station
55 Broadway
London
SW1H 0BD

LukeBurroughs@tfl.gov.uk

0203 054 7145

Dear Louise St John Howe,

RE: Epping Forest District Council Examination of Local Plan 2019

Please see enclosed the Transport for London Commercial Development representations to the Epping Forest District Council Local Plan Examination 2019.

The response enclosed is for:

Matter 15: Places and Sites. The documents enclosed include:

- TfL Commercial Development written representations to (Policy P2: Loughton Site Specific Matters. Question 3. LOU.R1 & R2 Underground Car Park Sites: Can the quantity of development proposed be achieved without excessively high-rise development? Could high rise development be accommodated here if necessary in compliance with Policy DM9?)
- Appendix 1: Architectural Studies and Townscape Assessments
- Appendix 2: Viability Assessments
- Appendix 3: Landmark House Committee Report

If you have any questions or require any more information on these representations, please contact me on LukeBurroughs@tfl.gov.uk or 0203 054 7145.

Yours Sincerely,

Luke Burroughs

(Planning Advisor, TfL Commercial Development)

Transport for London Commercial Development

Epping Forest Local Plan
Examination in Public 2018:

Response to Matter 15:
Places and Sites



Epping Forest Local Plan Examination in Public 2018

Transport for London (Commercial Development) Response to Matter 15:

Introduction

Please note that these representations set out the views of Transport for London Commercial Development (TfL CD) in its capacity as a landowner and do not form part of TfL's response as a statutory consultee or transport operator.

Our colleagues in TfL Spatial Planning have provided separate representations throughout the Epping Forest local plan preparation process in respect of TfL-wide operational and land-use planning / transport policy matters as part of their statutory duties.

TfL Commercial Development (CD) Objectives

TfL CD operates with the five key drivers set out below to ensure that all development meets the objectives of the organisation:

- 1. Deliver Homes and Jobs**
- 2. Serve the Community**
- 3. Create Great Places**
- 4. Provide a Good Customer Experience**
- 5. Generate Sustainable Revenue**

The Mayor's Transport Strategy sets out transport objectives for TfL. These objectives apply to our operations and landholdings outside of London. At the heart of the strategy are three key themes:

1. Healthy Streets and Healthy People

Creating streets and street networks that encourage walking, cycling and public transport use will reduce car dependency and the health problems it creates.

2. A good Public Transport Experience

Public transport is the most efficient way for people to travel over distances that are too long to walk or cycle, and a shift from private car to public transport could dramatically reduce the number of vehicles on London and the South East's streets.

3. New Homes and Jobs



More people than ever want to live and work in London and the South East. Planning the region around walking, cycling and public transport use will unlock growth in new areas and ensure growth in a way that benefits everyone.

TfL CD has engaged with Epping Forest throughout the Local Plan preparation and consultation process. We have identified a number of TfL sites in the borough (currently operating as station car parks) which are suitable for residential led development. These sites have been allocated by the Epping Forest as residential site allocations within Draft Local Plan documents (Site Specific Requirements):

- Epping Underground Station Car Park (EPPR.3)
- Loughton Underground Station Car Park (LOU.R1)
- Debden Underground Station Car Park (LOU.R2)
- Queens Road, Lower Car Park, Buckhurst Hill (BUCK.R2)
- Theydon Bois, London Underground Car Park (THYB.R2)

Matter 15: Places and Sites

Issue 1: Are Policies P1-P15 justified, effective and consistent with national policy in the following general areas:

LOU.R1 & R2 (Underground Car Park Sites): Can the quantity of development proposed be achieved without excessively high-rise development? Could high rise development be accommodated here if necessary in compliance with Policy DM9? (Reps Loughton TC)

Both the Loughton and Debden Car park sites are suitable for the optimisation of residential-led development, including the provision of tall buildings. This is in line with the National Planning Policy Framework 2019 which states:

- Paragraph 103 - *“significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.”* (underline added).
- Paragraph 123A - *‘plans should contain policies to optimise the use of land in their area and meet as much of the identified need for housing as possible. This will be tested robustly at examination and should include the use of minimum density standards for city and town centres and other locations that are well served by public transport. These standards should seek a significant uplift in the average density of residential development within these areas, unless it can be shown that there are strong reasons why this would be.’*
- Paragraph 127(c) - *Planning policies and decisions should ensure that developments are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities)*

These train station car parks represent one of the best opportunities in the Borough for development which offers a genuine choice of transport modes (particularly sustainable modes of transport via the railway and buses) and so is an appropriate location for significant development.

The local plan does not provide minimum density standards for these sites and development should be optimised to meet as much housing need as possible, in a highly accessible location. There is no definition of high rise or tall buildings within the Local Plan and therefore assessing whether a development is excessively high rise is subjective. It is suggested that high-rise development on the site which would harm the wider townscape of Loughton and Debden, the amenity of properties neighbouring the site allocations, or the setting of heritage assets could be considered excessively high rise. A tall building is taken to mean those taller than the prevailing heights in the area.

Draft Local Plan Policy DM9 does not preclude development which doesn't conform to the existing prevailing building form but rather that development must relate positively to the locality and its context.

On both sites the townscape appraisals (see appendix 1) illustrate that it is possible for high density development, including some element of tall buildings, to be accommodated which complies with the design principles set out in Policy DM9, and would contribute positively towards the character of both Debden and Loughton without harming wider townscape, the amenity of neighbouring properties or heritage assets.

Feasibility studies for both sites were undertaken in 2018 which provided a review of potential for development on these sites. For the purposes of these representations, TfL CD has commissioned an architectural study to further test and refine the feasibility study outputs to give a better-informed idea of site potential. Whilst the outputs are still at a higher level and would need to go through further design review prior to any potential planning application, they are considered adequate to suitably illustrate what sort of massing, height and general mix of development could be achieved on the site, informed by the site allocation requirements. Any further refinement of the schemes would ensure a high specification of design was achieved, and that the development would contribute to the distinctive character and amenity of the local area in line with Policy DM9.

A viability analysis was also carried out by Knight Frank based on the updated architectural studies to review viability of the indicative scheme. This is available in appendix 2.

Viability

The approximate net unit capacities for Loughton and Debden Station Car parks, as set out in the site allocations in Appendix 6: Site specific requirements of the Local Plan, are 165 units and 192 units respectively. The viability analysis indicates that these unit numbers would need to be increased given the high costs associated with the infrastructure requirements set out in the site allocations. In particular, the re-provision of all existing commuter car parking spaces for London Underground customers as part of the development means that some element of a podium or multi storey car parking would need to be provided.

Townscape and heritage

1. Loughton

As identified in our representations to the regulation 19 consultation the Loughton site allocation in the draft Local Plan currently includes operational land to the south which would not be able to come forward for redevelopment within the lifetime of the plan.

In our consultation response to the consultation we also suggested that the Sainsburys car park, which lies directly to the North of the site, should be included within the site allocation as it is suitable for redevelopment via a potential site wide masterplan which would enable the optimisation of development in a location which is very well connected to public transport.

The scheme illustrated in the architectural study meets the site-specific requirements set out in the site allocation including retaining all commuter car parking and providing 10% blue badge car parking for future residents, as well as the retention of Sainsburys customer car parking. The scheme tested in the architectural study includes Sainsburys car park site and is at 321 units with buildings of up to 12 storeys.

Impact on wider townscape

The architectural study has provided indicative massing photos from selected key views around Loughton. Given the site is currently used as a car park any development on the site will have more of an impact than currently. However, these key views illustrate that high-density development would not have a harmful impact on the wider townscape of Loughton.

The architectural study identifies that the development of tall buildings on the site will relate well to the surrounding locality. Loughton is made up of different neighbourhood character area (see pg. 13 of the architectural study). The sites location between residential neighbourhoods, the station and railway tracks and adjacent to the denser Sainsbury's development, which marks the end of the town centre, gives this site a unique opportunity to create a high quality new identity and legibility for this area, providing a marker to the station and the beginning of the high street. Development on the site has an opportunity to form its own distinct neighbourhood character while being respectful to the character of surrounding areas.

The indicative scheme would increase the legibility and permeability of this area of Loughton through an improved connection across the site (by opening up new routes to the station from Meadow and Lower Park Road) and improved high quality public realm, which can incorporate bus stops, taxi ranks and formal drop-off/pick-ups as per the site allocation requirement.

The use of varied heights and set backs across the site help to reduce the visual impact of the scheme, whilst the use of a taller building element to the south of the site would also contribute positively towards its character and legibility by marking the location of the station.

The architectural study sets out how tall buildings on the station car park site can comply with the policy principals set out in parts A, D, G and H of Policy DM 9 and will not have a harmful impact on the wider townscape of Loughton.

Impact on neighbouring properties



The indicative scheme has been designed to respect the low-density residential character of Meadow Road and Lower Park Road to the west of the site, by ensuring adequate separation between buildings and stepping down the height of buildings close to the western boundary of the site. The development facing onto the houses along Meadow Road will be two storeys of car parking which will provide a similar context as the Sainsbury's to the north of the site does with the housing to the west of that building. Mitigation would be provided to ensure that the car park façade is softened, including suitable retention of existing mature tree planting (see picture below for existing context), and additional tree planting where suitable.



West boundary of site, looking north towards Sainsbury's from the car park

To the east of the site there are relatively few residential units which have any direct relationship with the site as the majority of the site fronts onto an open space or commercial development. Where the site does face any residential units, there is a good distance between the site and these units afforded by the roundabout and the set back of these residential units from the road. There are also some existing taller buildings along Old Station Road and Station Road, which is also more reflective of the town centre context. As such, the indicative design has incorporated some more height along Old Station Road as this is a less sensitive part of the site, which also works to provide a sense of linking the town centre and the station. In line with the site allocation retail/commercial uses could be provided here fronting onto the main public realm leading to the station to provide active frontages in line with Policy DM9 part D.

It is considered that development including tall buildings will comply with parts A and D of Policy DM 9 by relating positively to the locality and having regard to building heights and the form, scale and massing around the site.

Heritage assets

In terms of impact on the adjacent Grade II listed Loughton station and locally listed Loughton signal box, the taller elements of the development are set back from these buildings and the key view of the station frontage (including the key arch feature from Station Road) is maintained.

The indicative design incorporates the trees on each side of Old Station Road, which frame the key view of the main station building. In addition, the building line on the western side of station road is broken up so as not to form a cliff edge of development leading up to and competing with the station building and will instead frame the station building. The building nearest the building is chamfered to pull the building away from the station building to ensure it retains its prominence in the street scene.

The indicative scheme is still high level and does not suggest details such as specific building design and materials, however these would be carefully thought about in the detailed design of a scheme to ensure they respect the listed building.

It is considered that development of the proposed scale would not cause harm to the significance of this heritage asset, in line with DM7.

2. Debden

The scheme illustrated in the architectural study meets the site-specific requirements set out in the site allocation, including retaining all commuter car parking and a provision of 10% blue badge car parking for future residents. The scheme tested in the architectural study is at 226 units with buildings of up to 13 storeys.

Impact on the wider townscape

The architectural study has provided indicative massing photos from selected views of the feasibility development from key locations in Debden. These key views illustrate that high-density development, including an element of tall buildings, would not have a harmful-impact on the wider townscape of Debden.

The uses around the site vary, with industrial uses to the south, town centre uses to the north and residential uses to the north, west and east. Chigwell lane (A1168) acts as a prominent axis through Debden. Of particular note is the Landmark House development on the junction of Chigwell Lane and Broadway, which is a development of 8 storeys in height. The committee report (dated 11 December 2013) from this planning application (Ref: EPF/2163/13) noted that the building would differ from the surrounding context, however, it would be acceptable when considered within the wider locality which includes some buildings taller than the prevailing heights (See appendix 3 for committee report). The national planning agenda has evolved significantly since 2013, so to an even greater degree well designed higher density and taller buildings in appropriate locations, such as sites which are highly sustainable like the station car park, should be optimised to achieve a significant uplift in the average density of residential development, in line with national policy.

As shown in the massing photos, high density development in the form of taller buildings on the station car park site would relate positively to the locality having regard to building heights and the form, scale and massing prevailing around the site in line with parts A and D of Policy DM 9.

High density development in the form of taller buildings on the Debden station car park site will also contribute positively towards its character by marking the location of the station. Development would also improve the permeability and use of the station by providing new routes

to the station, and by consolidating car parking to the east of the site would facilitate less vehicles movements into the centre of the site to provide an improved pedestrian experience when accessing the station. This would comply with part G of Policy DM 9. In line with the site allocation retail/commercial uses could be provided fronting onto the main public realm in proximity to the station to provide active frontages in line with Policy DM9 part D.

Impact on neighbouring properties

The architectural study identifies that high-density development on the site in the form of tall buildings will have no harmful impact on properties neighbouring the site allocation. The architectural study identifies that the topography of the Debden Site is significantly lower than residential roads adjacent to the site such as Torrington Drive and Torrington Gardens. This enables development on the station car park to have height without creating an overbearing or negative impact on properties to the western side of Torrington Drive.

The indicative design respects the low-density character of the mainly two storey properties on Torrington Road and Torrington Gardens by ensuring adequate separation between development proposals and existing properties. Therefore, development including tall buildings on the site will comply with parts A and D of Policy DM 9 by relating positively to their locality and having regard to building heights and the form, scale and massing prevailing around the site.

Heritage assets

There are no heritage assets at Debden station that would be impacted by the site.

Impact on the Green Belt

Given the height of buildings that exist in the vicinity of the site already, alongside the topography of the area, the indicative scheme would have no negative impact when viewed from the Green Belt surrounding Loughton.

Conclusion

These sites represent large underutilised brownfield site in highly sustainable locations with strong public transport links suitable for development and should be optimised accordingly, whilst respecting the surrounding site context. The evidence set out above and attached in the appendices illustrates that it is possible for high density development, including taller buildings, to be accommodated on both site allocations.

The architectural study shows that high density development with an element of tall buildings comply with the design principles set out in draft Local Plan Policy DM9 and contribute positively towards the character of both Debden and Loughton without harming wider townscape, the amenity of neighbouring properties and heritage assets.

APPENDIX I: ARCHITECTURAL STUDIES AND TOWNSCAPE ASSESSMENTS



TfL Epping Sites
Loughton and Debden Sites
Townscape Appraisal
25.04.19

Hawkins\Brown



Transport
for London



Document history

Version	Date	Description
Draft	18/04/2019	Draft issue for information
Rev 00	25/04/2019	Final Issue

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Loughton High Street



The Broadway, Debden



1 Introduction

Hawkins\Brown has been appointed by TfL to provide townscape advice for the proposed massing for residential-led developments within Loughton and Debden car park sites.

The initial purpose of this townscape appraisal has been to:

- Identify the existing townscape characteristics of each site and its wider setting
- Illustrate the proposed massing through comparative key views and comment on the impact on existing townscape
- Where appropriate, suggest revisions to the massing to improve the impact of the development within its context

This report presents the findings of site visits and desktop research into urban form, historic development, topography, landscape, and routes and connectivity of each site and its setting. From this the impact the massing will have on the character of the area can be understood. The comparative views have been geo-located to give an accurate illustration of the massing in situ.

Through the course of this study, TfL were able to review their requirements for each site, concluding that each development is no longer required to provide additional parking for residents (excluding Blue Badge holders). This has created the opportunity to review the massing to improve legibility and improve integration with the existing townscape.

This report is to be read alongside the separate 2018 TfL Car Parks and Adjacent Land Feasibility Studies for Loughton and Debden which formed the basis for this appraisal.

Loughton and Debden in Context



2 Planning Context

National Planning Context

The National Planning Policy Framework 2019 (NPPF) promotes the delivery of high-density residential led development on highly accessible sites such as the Debden and Loughton Car Parks.

Paragraph 103 of the NPPF states that “Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes”.

The allocated London Underground station car parks are located in or adjacent to town and local centres in the local authority area and have very strong connections to public transport. Both site are located adjacent to stations which are served by the Central Line, and there are bus stops for local bus routes within 400 metres of each station/site allocation.

Residential development on the station car parks would limit the need for car travel and provide a choice of public transport modes for future residents in line with the NPPF. National policy therefore would support the provision of residential development at these locations.

Paragraph 108 of the NPPF states “that in assessing sites for development it should be ensured that:

- a. appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b. safe and suitable access to the site can be achieved for all users; and
- c. any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree”

The delivery of residential development on the car park sites adjacent to London underground stations would promote the use of sustainable transport and would provide safe and suitable access for commuter parking. Additional residential parking will be limited to 10% blue badge car parking so impact on transport network would be limited.

Paragraph 117 of the NPPF requires that “Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land”. The station car parks constitute brownfield land in an extremely accessible

location which is suitable for residential development in line with national policy. These sites can play a significant role in providing residential development which is essential to meeting objectively assessed need in the borough throughout the Local Plan Period.

In particular, both locations constitute large available brownfield land in a Local Authority area which is constrained due to the extremely high levels of Green Belt, making them a priority for development in line with the spatial strategy.

Paragraph 118 part d) of the NPPF states that planning policies and decisions should “promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure.)” In line with this paragraph, the station car parks constitute under-utilised railway infrastructure upon which residential development could be provided.

National policy further promotes residential development on these sites as **Paragraph 123 part a)** of the NPPF states that ‘plans should contain policies to optimise the use of land in their area and meet as much of the identified need for housing as possible. This will be tested robustly at examination, and should include the use of minimum density standards for city and town centres and other locations that are well served by public transport. These standards should seek a significant uplift in the average density of residential development within these areas, unless it can be shown that there are strong reasons why this would be inappropriate.’

Development on the station car park site allocations should be optimised in line with the above paragraph from the NPPF. Further details on the potential to optimise residential development on the individual car park sites will be given in the TfL CD response to Matter 15.

In addition, **Paragraph 127(c)** of the NPPF promotes a balanced approach to planning, stating that ‘Planning policies and decisions should ensure that developments are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities)’

Local Planning Context

Epping Forest Local Plan Examination

Epping Forest District Council is in the process of examination for its Local Plan 2011 – 2033. This architectural study has been commissioned by TfL to inform their response to Local Plan Examination Matter 15 question LOU.R1 & R2 (Underground Car Park Sites): Can the quantity of development proposed be achieved without excessively high-rise development? Could high rise development be accommodated here if necessary in compliance with Policy DM9?

Site allocations and designations

Draft Local Plan ‘Appendix 6: Site specific requirements’ identifies that both Debden station car park and Loughton station car park have been allocated for residential led development (LOU.R1 and LOU.R2) with approximate development capacity identified for units at 165 units at Debden and 192 units at Loughton.

It should be noted that at Loughton the council site allocation includes TfL operational land to the south which would not be able to come forward for redevelopment. The council site allocation also does not include the Sainsbury’s car park which lies directly to the North of the site. The Sainsbury’s car park is suitable for redevelopment and would enable the optimisation of development in a location which is very well connected to public transport. In line with the representations made to the Council by TfL regarding the site, for the purposes of this document the Sainsbury’s car park has been included when examining development potential and Loughton station car park.

Design

Draft Local Plan Policy DM 9 sets out a number of design principals to guide suitable development on the borough. These include development proposals relating positively to their locality, having regard to building heights and the form, scale and massing prevailing around the site.

The site-specific requirements policy documents identifies that all existing commuter car parking that currently exists at both locations should be re-provided. Given the need to re-provide commuter car parking, high density development will need to be provided on site including the provision of some element of taller buildings. This document illustrates how this can be suitably incorporated on each site.

Transport and access

10% parking space provision for blue badge holders is also

proposed, however parking for the rest of the residential development is not included due to the high accessibility of the site. This is in line with draft Local Plan Policy T1.

Policy T1 also requires the promotion of transport choice, the provision of coherent and direct cycling and walking networks, improved access to town/district centres and rail stations by all modes of transport, ensure good integration between transport modes, manage congestion, improve safety and security and promote healthy lifestyles. Both of these sites offer the opportunity to achieve these aims, by increasing permeability to the station, improved public realm around the stations, improved safety around the station (i.e. through increase public surveillance on the site) and the ability to better relate the rail and bus services. The provision of some element of tall buildings could also provide a marker to signpost the station, which can assist in wayfinding within the wider area.

Heritage

Adjacent to Loughton station park is the Grade II listed station building and the locally listed former railway signalling box to the east of the site. Development on the site must conserve and enhance the setting of these heritage assets in line with draft Local Plan Policy DM 7. This document will illustrate how the development at Loughton would achieve these aims, through sensitive design and acknowledgment of these heritage assets.

Conclusion

Development on the site is supported by the National Planning Policy Framework 2019. Both sites have been allocated for residential-led development through the draft Local Plan and therefore it is clear that Epping Forest District Council view the locations as appropriate for development. The rest of this document outlines how higher density development on the site will comply with the development parameters in Policy DM9 and have a positive impact on heritage assets and townscape.



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3

Loughton Site

3.1

Character and Townscape

General Character

Loughton is an affluent outer-London commuter suburb, situated between Epping Forest and the green belt. Its character is rooted in its development through the 19th Century, with a Victorian High Road, to which more recent additions have been generally complimentary. The town is very leafy in feel, with routes and corners punctuated by mature trees.

The Grade II-listed railway station was built on a perpendicular axis to the High Road, but the car park of the adjacent supermarket greatly diminishes the character of the approach. Historically, Loughton developed along the High Road, now forming the main retail core of the town. Surrounding areas are predominantly residential, with streets of houses running broadly perpendicular to the High Road. The town retains period cottages from its time as a small village, but has densified between the 1920s and the present to include semi-detached and terraced houses.

The majority of housing today is made up of 1-2 storey detached or semi-detached with tiled pitched roofs. Most houses are served by driveways and on-street parking adding to the spacious and leafy feel. However, a number of commercial buildings, school buildings and blocks of flats are exceeding this height.

The primary material palette of town is red brick in an Arts & Crafts style. Loughton Station differs in its mid-Modern style.



1 More recent development around Loughton has established a precedent for greater density in the area



1 Loughton High Road is characterised by red brick Victorian architecture, complimented by more recent arts and craft style buildings



3 Detached and semi-detached houses, typically with front and rear gardens, make up the majority of the housing stock around Loughton



4 The arrival point at Loughton is dominated by vehicular drop off area with a weak sense of direction to the town centre

3

Loughton Site

3.2

Historical Assets, Architecture and Landmarks

Historical Assets

Loughton’s most significant historic asset is the railway station. The main ticket hall and associated buildings, platforms and canopies are collectively Grade II-listed. The Railway Signal Box is also locally listed

Designed by architect John Murray Easton of Stanley Hall, Easton and Robertson, it was built for the London and North Eastern Railway in 1939-40 in anticipation of the line’s transfer to London Underground.

The setting of the station however is poor. Although the building forms a striking endpoint to Old Station Road, the surrounding supermarket car park leaves it feeling adrift from the rest of the town.

This setting could be substantially improved by new development and a stronger sense of legibility to its approach. This is reflected in the Site Allocation for the car park which stipulates:

‘Development proposals retain the signal box and preserve its special architectural or historic interest. Proposals for new development which may affect the setting of Loughton London Underground Station and/or the locally listed signal box should sustain or enhance their significance. This may include appropriate layout and high quality design and materials.’

The site is not in a conservation area.

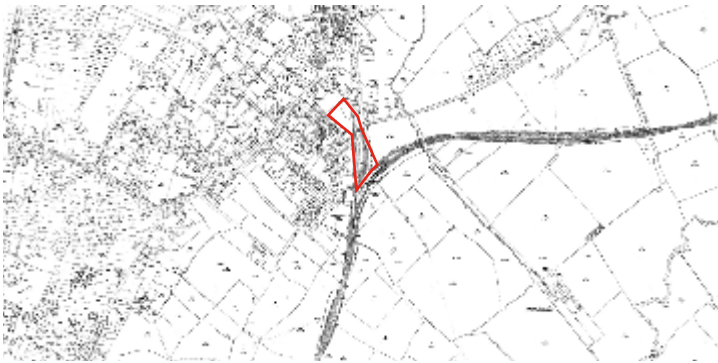


Locally listed Railway signal box

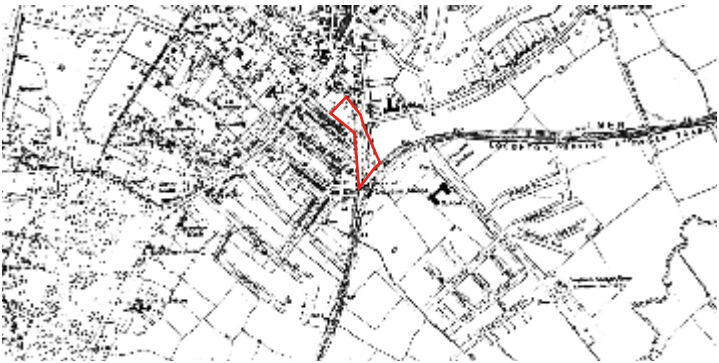


Grade II-listed Loughton Station

Historical Development



1920
Loughton remained a small village until the early 1700s when the High Road was extended north through Epping Forest, forming the main route between London and Cambridge. The advent of commuter rail brought a station in 1856. At this point, Old Station Road was the primary armature of movement between the station and the High Road.



1946
By the 1940s the town was beginning to intensify and expand with new streets being developed on the south side of the railway. The current Loughton Station was completed 1940 (opening as a stop on the central line in 1948), having been moved with the decommissioning of tracks and relocated southwards away from the High Road.



1960
Following WW2 Loughton expanded considerably with new rows of terraces extending along the railway line. The formation of the London Metropolitan Green Belt however limits the extent of outward growth.



1990
A surface car park serving the large format supermarket now occupies the former rail lands, which forms a discontinuity in the fabric of the town centre along the old station road towards the station. This land comprises the development site. Development continued to occur on a piecemeal infill basis around Loughton.

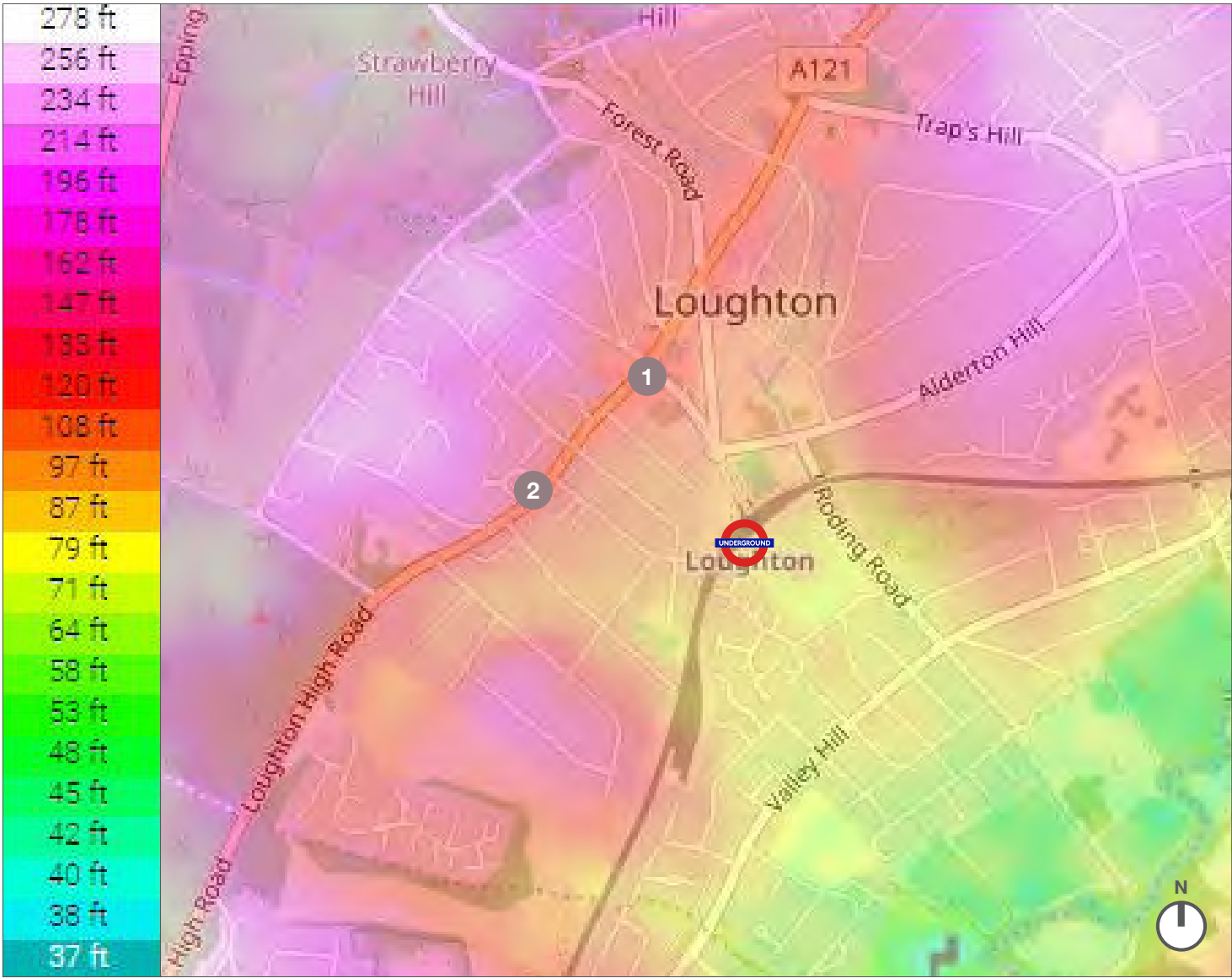
3

Loughton Site

3.3

Character Analysis

Topography



Built on the north-west side of the Roding Valley, Loughton is a very hilly area. The High Road (the historic path of Loughton's development) follows a route of relative level between hillocks with the down developing across elevations. The terrain is reflected in local place names, such as 'The Hills', the more affluent conservation area on the edge of Epping Forest. As the site is approximately mid-way up the hill, development height will not have as much of an impact on the horizon line as if the prevailing topography was flat.

Image © OpenStreetMap



1 Birdseye view south across Roding Valley

Image © Google Earth



2 The High Road traverses the hills to the north and overlooks the development site to the south

Urban Grain



The pattern of Loughton's urban grain is primarily structured around the High Road alignment, dividing the town centre into a more gridded street layout and relatively dense building pattern south towards the station and more informal street and building arrangement to the north where there were adjoining fields. Residential streets and cul-de-sacs radiate outward, responding in form to the topography and punctuated by the footprints of schools. South of the railway the housing is more regimented, forming a band along the edge of the green belt.



1 Much of the urban grain is made up of relatively more gridded and densely spaced housing south of the High Road



2 Some larger blocks of flats are already appearing within walking distance of the station

3

Loughton Site

3.3

Character Analysis

Building Heights



Loughton is predominantly low height, with the majority of the building stock made up of 1-2 storey, detached and semi-detached houses. The high road too is predominantly low-rise with the exceptions being a handful of churches, historic school buildings and commercial blocks. The one outlier is a seven-storey fire service training tower visible from the north-side station exit, and forms a local marker en route to the High Road.



1 The commercial building (left) on the corner of the High Road and Station Road is one of few buildings above three storeys



2 Much of Loughton is made up of two-storey detached houses, built between the Victorian period and the mid C20

Character Areas



Loughton's character distinctions are generally quite subtle due to the consistency in height and scale of most of the housing. Differences do arise however in layout and style. The High Road forms an axis of Victorian buildings with more recent Arts and Craft-inspired additions to form a fairly consistent character area. Beyond this, character areas of housing are formed by topographic response and by affluence. The residential areas bordering the High Road include many large, late-C19 detached houses whereas those further out tend to be more recently built semis.



1 The town centre around the High Road is a distinct character area of more historic buildings, albeit interspersed with more recent, and less distinguished, commercial buildings



2 Although containing the area's only listed building, the station approach has a weak street edge. This has resulted in poor definition and reduced legibility.

3

Loughton Site

3.3

Character Analysis

Publicly Accessible Green Space



Loughton at the wider scale is distinctly green and leafy in character due in large part to the prominence of front and rear gardens to houses and streets lined with large, mature trees. The town is framed by Epping Forest to the north and green belt agriculture to the south which provide access to an abundance of outdoor amenity. The town centre itself however has relatively few open green spaces for public use. There is a row of mature trees on the site but the scale of the car park reduces their impact on the area's character.



1

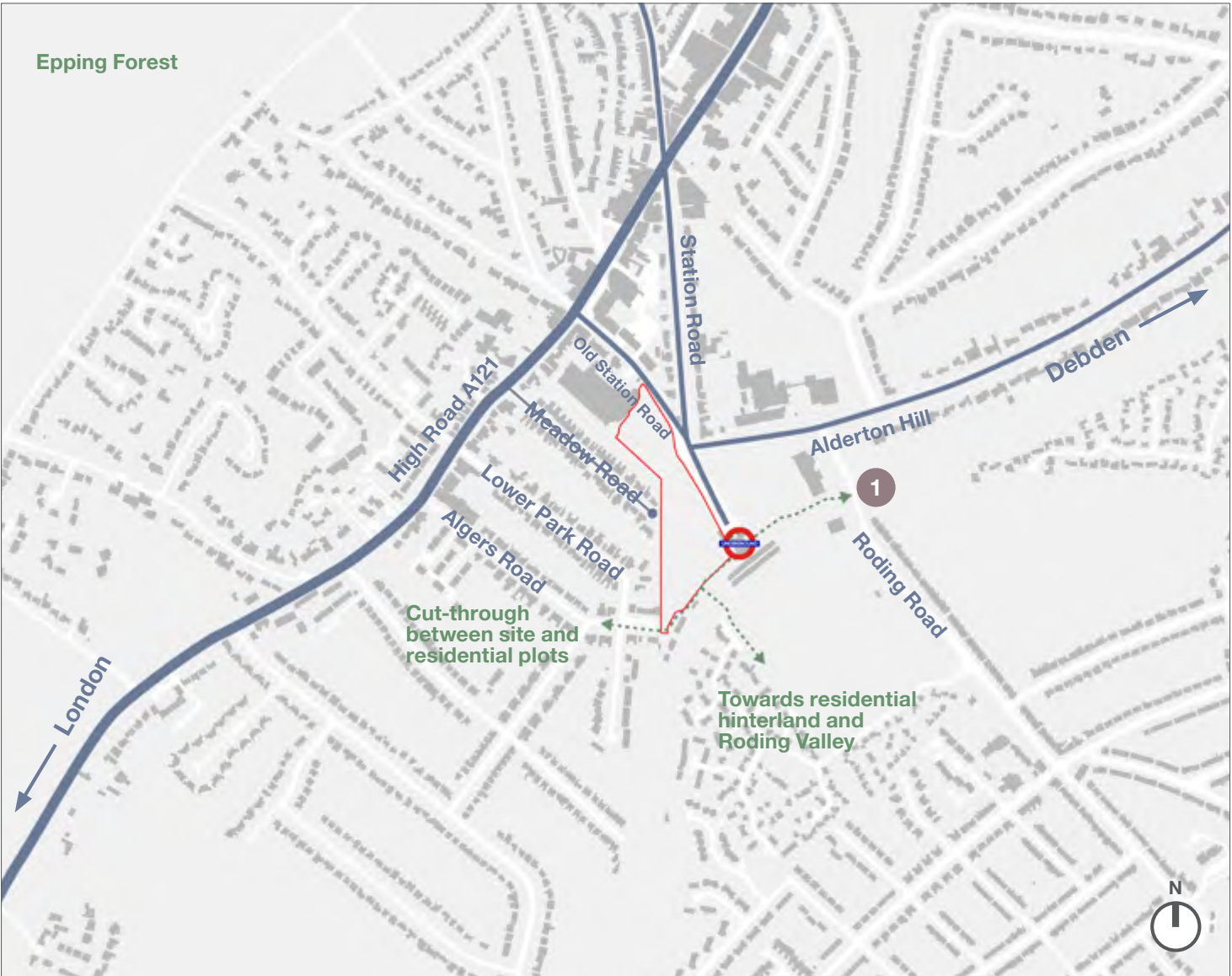
Large trees are a common feature of Loughton, but these are virtually all in schools or private gardens, or on edges and verges, thus providing principally visual amenity



2

Small green pedestrianised routes form part of Loughton's character and provide places to sit outside

Routes and Connectivity



Roads
The main vehicular route through Loughton is the High Road, which forms the historic spine of the town and a vibrant high street. Loughton Station has direct access to this via Station Road and Old Station Road. The movement axis along Station Road/Old Station Road is terminated by a vehicular turning area and temporary car parking, and forms a unsatisfactory end to the pedestrian sequence.

Railway
The (1940) rail station was built further away from the high road than the original, however as the town centre has subsequently grown, the station is perceived as being located within a central and walkable distance to the

town's amenities. The LU Central Line is the only line running through Loughton Station - there is no connection to the wider national rail network. Loughton is presently the final stop on the Central Line night tube service

Pedestrian and Cycle Routes
There are a number of footpaths and cut-throughs linking the site to the town but the most direct links to the high street are along the vehicular routes. There is an underpass to the south side of the railway making the site a gateway for those walking to the town centre. Cycle infrastructure is currently very limited around Loughton but there is an action plan to improve this.



1

Footpath connecting Loughton Station to Roding Road

3

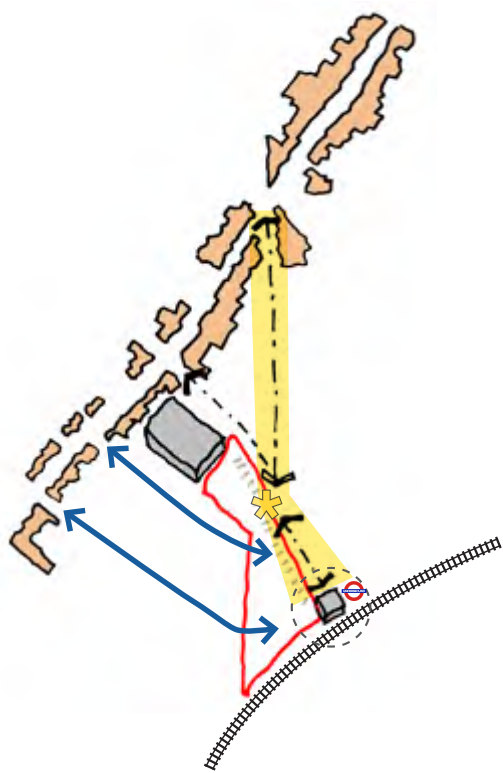
Loughton Site

3.4

Townscape Principles and Key View Orientation

Our site assessment has identified a set of priorities for Loughton which any development should consider to integrate the site with the existing townscape.

This townscape appraisal has also informed choice of viewpoints from which comparative views have been taken to understand the impact of the proposed massing in situ. These views have been chosen to illustrate the development both close up and further away, and to capture key routes between the station and the town centre.

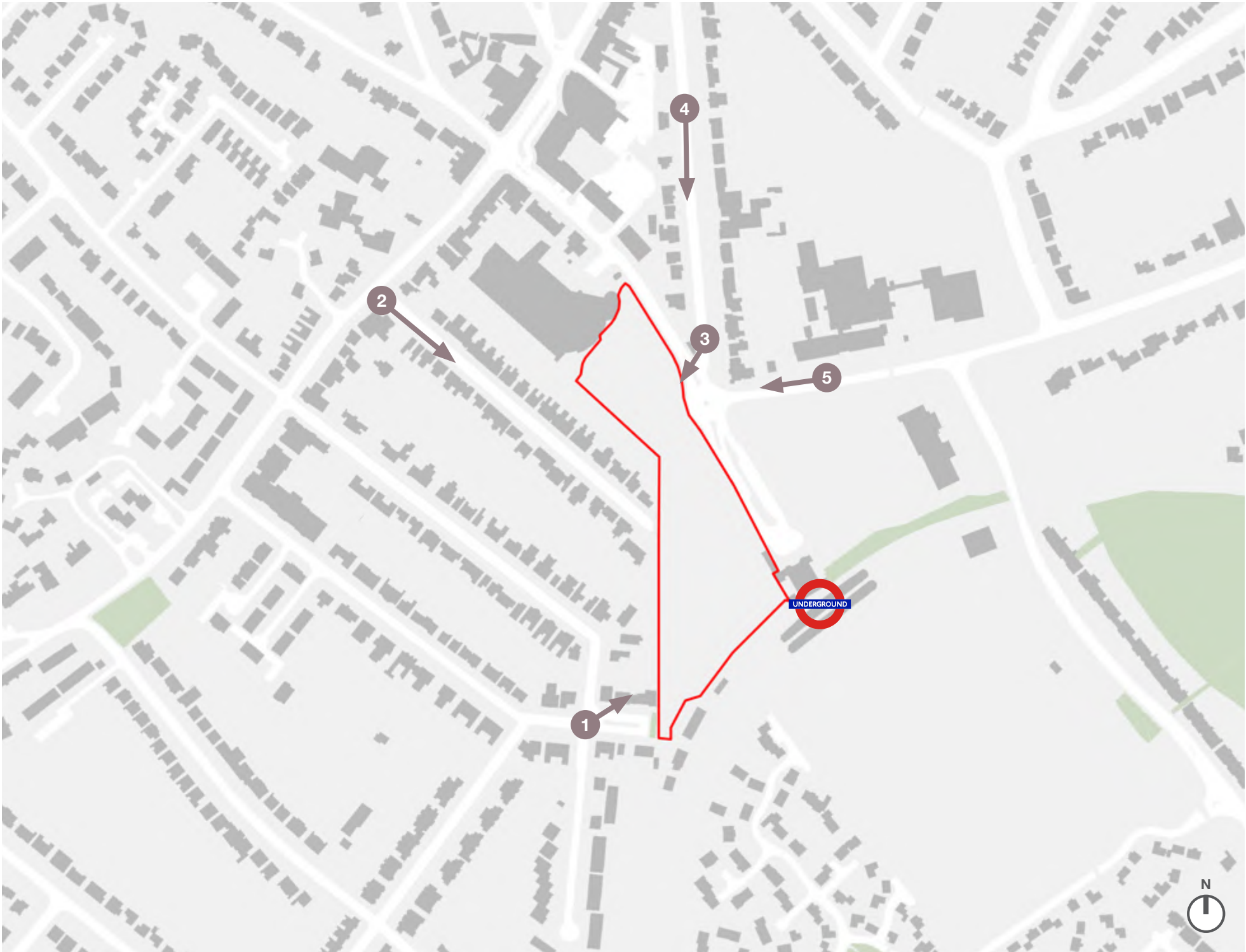


Concept Diagram

The site currently presents a poorly defined edge to the main approach to the station. By developing this line - and emphasising the interstitial point between Station Road and the station - will significantly improve legibility between Loughton town centre and the station.

Greater pedestrian permeability can be achieved by enhancing the connections to Meadow and Lower Park Roads.

- Loughton High Road
- Interstitial pivot point
- Enhanced routes
- Station character area
- Anchor buildings
- Active frontage
- Site boundary



View Orientation

3

Loughton Site

3.5

Appraisal of Previous Massing Study

These pages provide a commentary on the previous scheme. More details can be found in the 2018 TfL Car Parks and Adjacent Land Feasibility Studies for Loughton.

Townscape and Views

The scheme proposes height and bulk greater than the prevailing fabric, however the strengthening of the routes to the station from the High Road and its occupation of a ‘gap’ in the built fabric have a generally favourable impact on the legibility of the town centre. A street frontage is proposed that strengthens the Station Road edge.

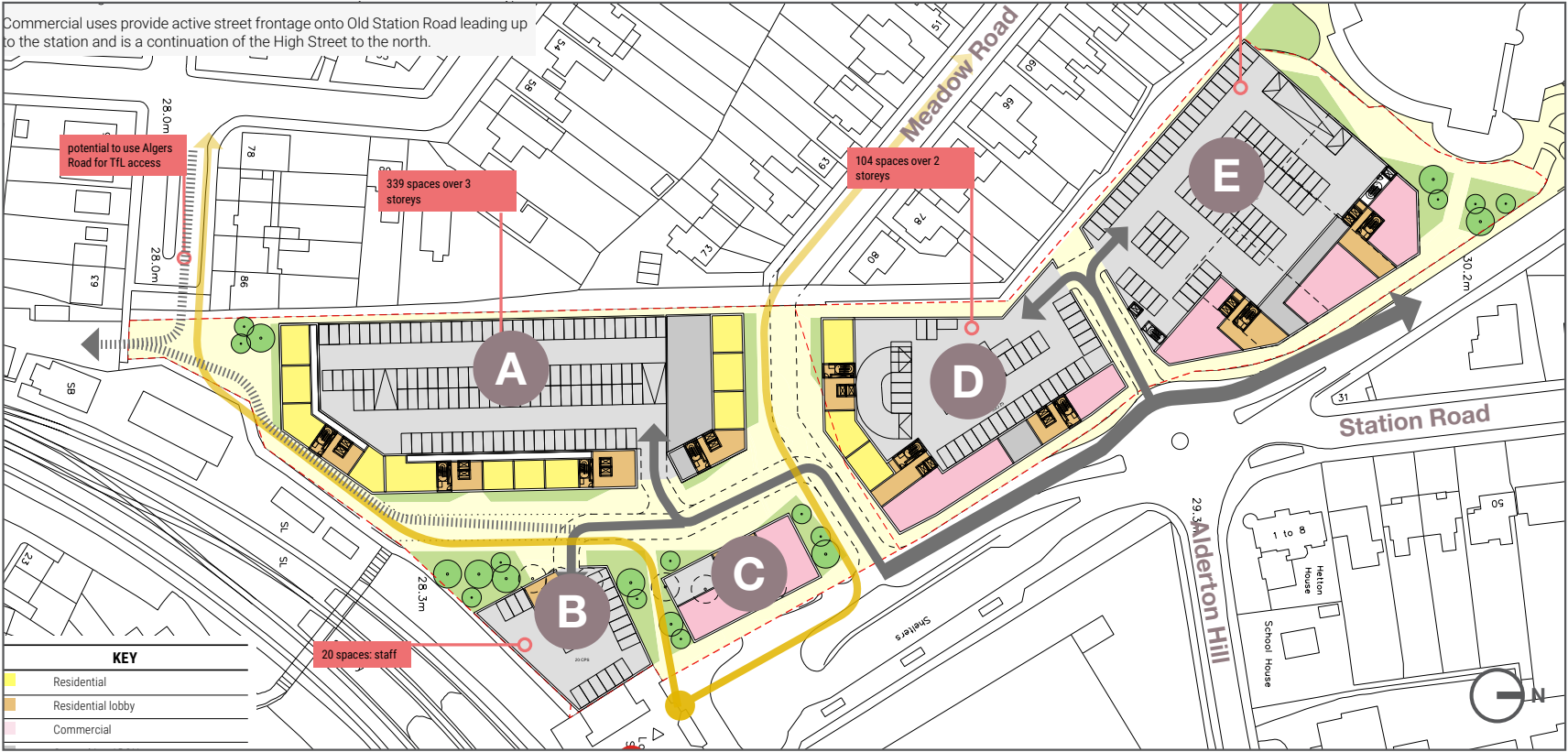
Height is broken into distinct tall elements on the eastern side of the site away from the houses to the west, however these gestures could be refined to minimise harmful impacts to neighbours, reduce bulk along Station Road and create a more coherent ensemble of forms. Taller elements that present their long edge to Station Road emphasise their mass within townscape views could also be reconfigured.

The placing of the multi-storey car park elements along the publicly inaccessible west edge of the site is a reasonable move from a townscape perspective, though it presents an unbroken wall to the properties along Lower Park Road. Efforts could be made architecturally to reduce the impact here where possible

The height of the proposal gives Loughton a stronger presence when arriving by train and a sense of character that is currently absent. Given the proximity to Debden Station in particular, this could be effective in creating a stronger visual distinction between destinations. However, the orientation of Block D’s massing creates an overpowering face which could be more carefully articulated to improve legibility.

While development here can enhance the special heritage setting of the station, the proximity of Blocks B and C frames the station alongside significantly taller elements. This dwarfs the building and reduces its presence as the termination of the road.

Ground Floor Plan
Taken from TfL Car Parks and Adjacent Land Feasibility Study [Loughton], July 2018



Typical Floor Plan
Taken from TfL Car Parks and Adjacent Land Feasibility Study [Loughton], July 2018



3

Loughton Site

3.5

Appraisal of Previous Massing Study

Impact on Historical Assets

The 3D massing model suggests a built connection to the listed station. This risks detracting from the building’s special character which might be enhanced by situating the building within a more open space.

The proposal does however strengthen the axis of Old Station Road, suggesting that appropriate development could improve the station’s setting and improve wayfinding towards it. Moreover, the retail frontages could bring more animation to this landmark.

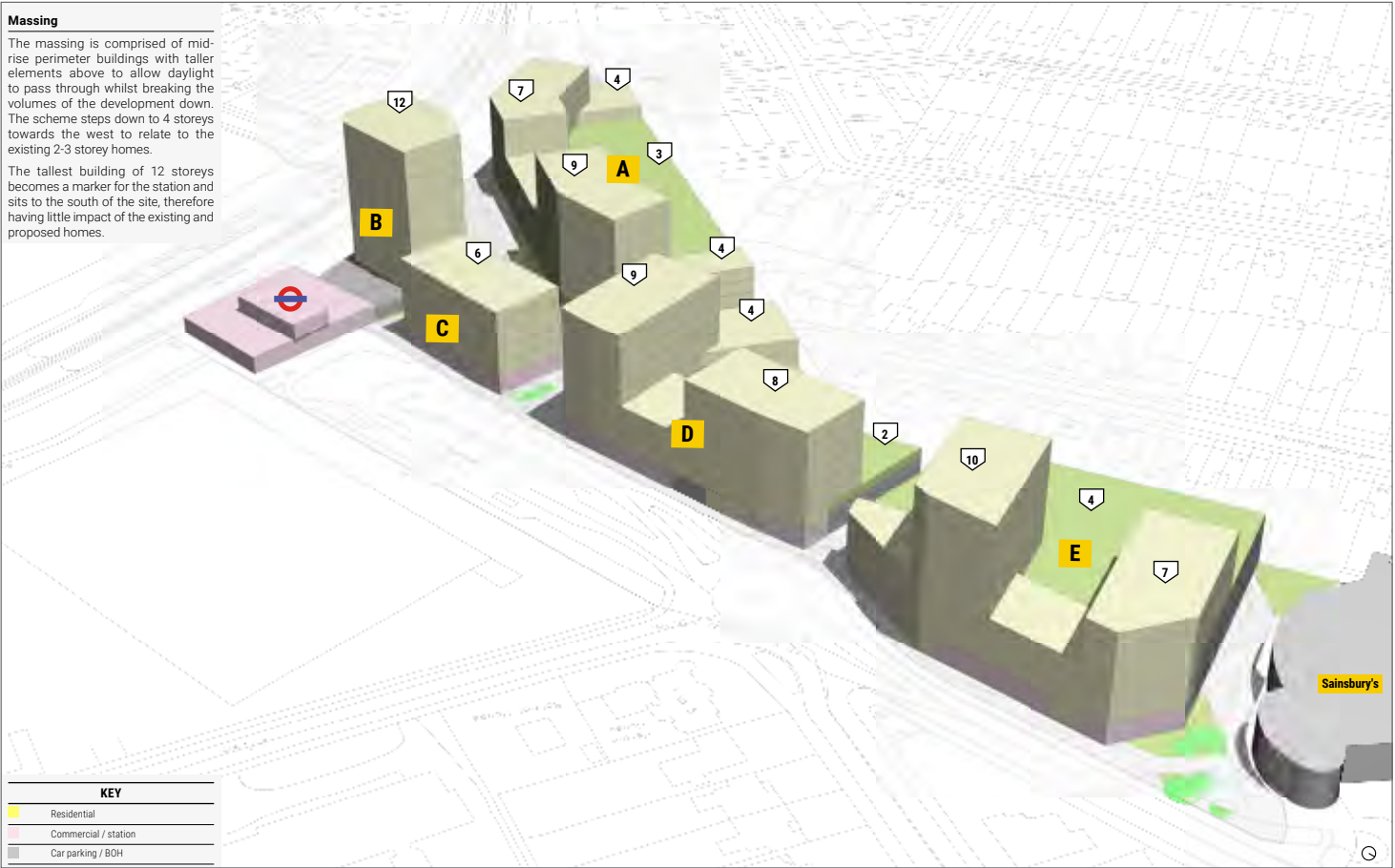
Connectivity and Routes

The proposal offers to enhance routes and wayfinding around the site, however the route from the station approach around Block C to the overpass and station entrance suffers from lack of direct sight lines to destinations and public spaces where route choices will be made.

Impact on Landscape

The model entails the loss of several significant trees, which would need to be replaced within the landscape strategy. The scheme provides some opportunity for new public space, but this is limited and dominated by accommodating vehicle movement and car parking.

Station Approach Frontage
Taken from TfL Car Parks and
Adjacent Land Feasibility Study
[Loughton], July 2018



Meadow Road Frontage
Taken from TfL Car Parks and
Adjacent Land Feasibility Study
[Loughton], July 2018



3

Loughton Site

3.6 Previous Massing - Key Views

3.6.1 View 1

The massing in this view is prominent but is consolidated within the line of the houses mid-shot. The buildings are well-articulated, reducing the impact of the proposal. The presence of the mass also marks the footpath through to the station at the end of Algers Road.



Existing view from Algers Road



Massing in situ

3

Loughton Site

3.6 Previous Massing - Key Views

3.6.2 View 2

The massing here forms a landmark at the end of Meadow Road, giving a stronger indication of the destination - the station - at the end of it. Meadow Road is currently a no-through route, which the proposal suggests changing to a vehicular access route. The liable increase in traffic created by this approach could have an impact on the character of the street and may require a subsequent transport assessment for through-traffic management.



Existing view from the end of Meadow Road



Massing in situ

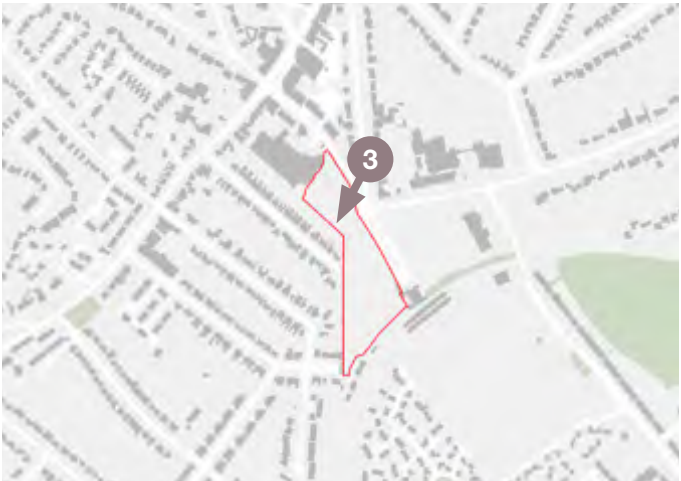
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Loughton Site

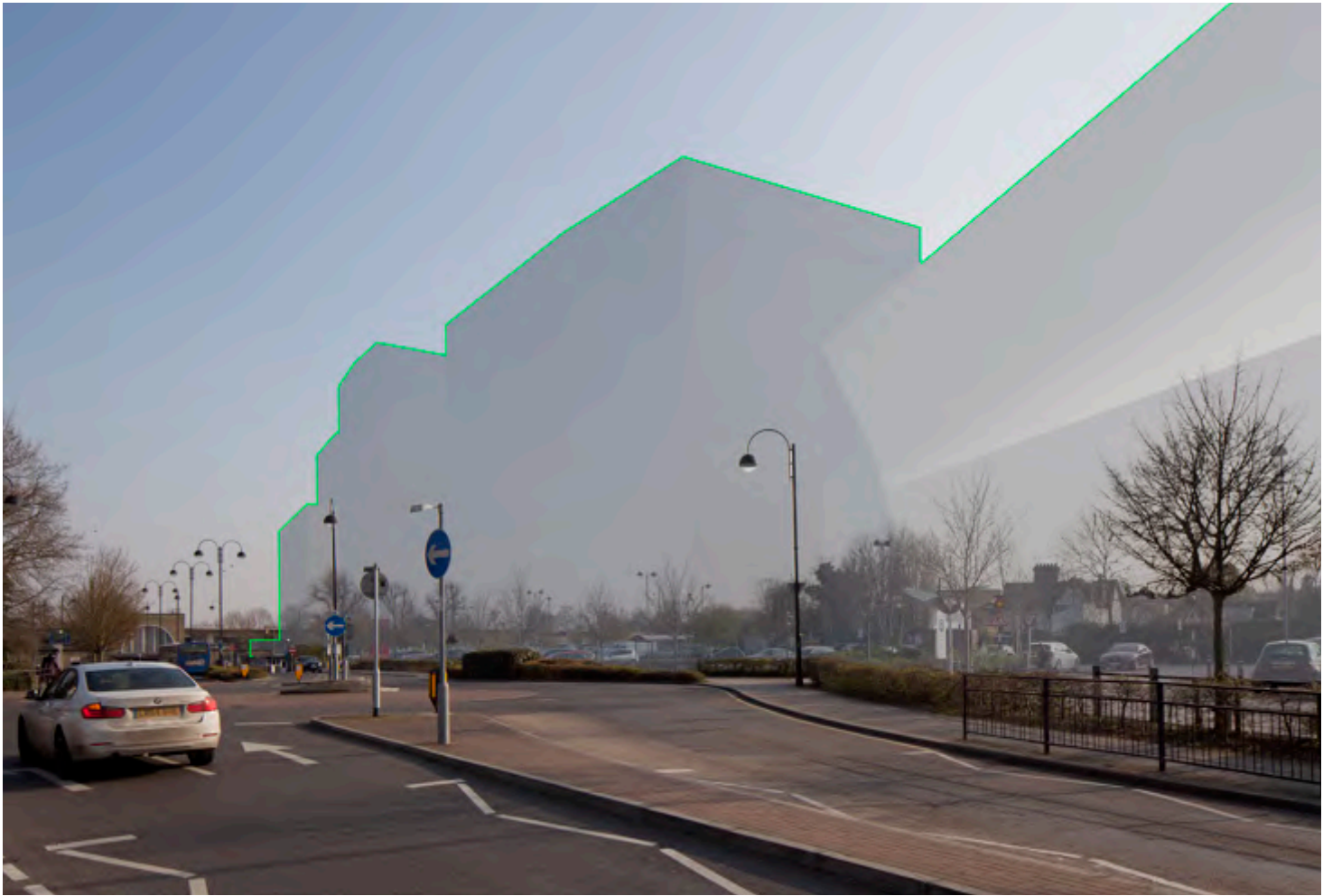
3.6 Previous Massing - Key Views

3.6.3 View 3

The development is most visible from Old Station Road and serves to give the approach a greater sense of civic presence. The scheme does offer townscape benefits in terms of strengthening the street edge and guiding one towards the station. However, the massing also appears monolithic in places and imposes on the historic station building. This might be improved by breaking up the form by reorienting certain masses within.



Existing view from Old Station Road
(south end)



Massing in situ

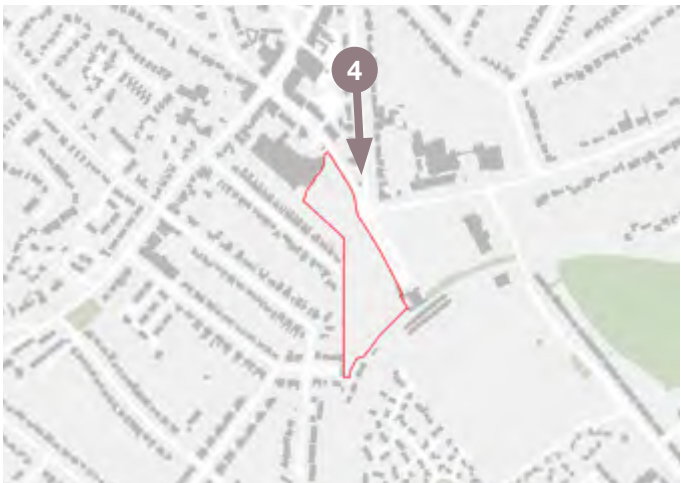
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Loughton Site

3.6 Previous Massing - Key Views

3.6.4 View 4

From Station Road the massing forms a visible endpoint that marks out the station, improving legibility. The main character of the view is defined by the staggered roofscape with a strong relationship established between the buildings in the foreground and those in the background. The roofline of houses on the right therefore forms a profile which the proposal could more effectively continue by creating greater articulation to the masses.



Existing view from Old Station Road
(north end)



Massing in situ

3

Loughton Site

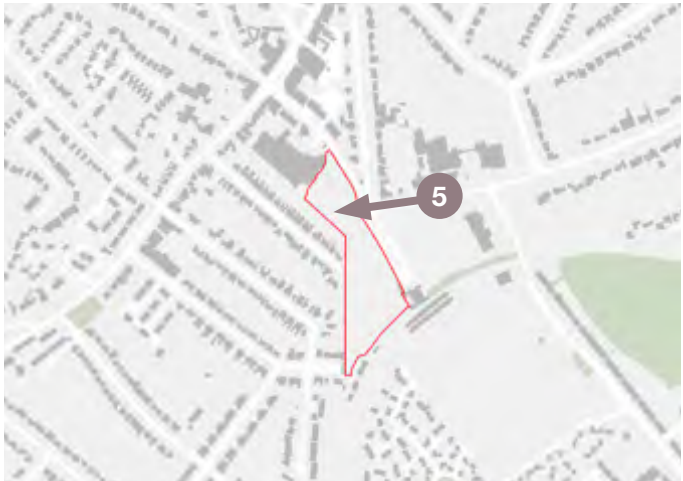
3.6

Previous Massing - Key Views

3.6.5

View 5

The character of Alderton Hill is defined by mature tree growth around Roding Valley High School. The massing sits predominantly within the foliage of the trees and presents a differentiated mass to the viewer, and so does not detract from the street's character. Its visibility at the end of the street is effective in marking the route to the station.



Existing view from Alderton Hill



Massing in situ

3

Loughton Site

3.7

Revised Scheme

Amendment to the TfL Brief

Following the massing studies commissioned in 2018, TfL have reviewed their requirements for the site. The scheme no longer requires residential parking with the exception of Blue Badge holders (corresponding to 10% of residents). This reduces the overall number of parking spaces and provides the opportunity to review massing and connectivity.

Impact on Townscape and Views

The taller blocks have been reoriented to be perpendicular to Station Road, thus reducing the impact of height on the main approach to the station. Taller elements are also organised towards the High Road where the impact on large format retail is less sensitive than on the station.

Where there is height towards the station end, this is arranged to signify end of the Station Road corridor and stepped back to reduce the imposition on the station itself.

The reduction in the number of parking spaces across the site has allowed for the height of the podium to rear gardens of Lower Park Road properties to be reduced. Parking has been consolidated within two podia rather than four, allowing for a more amenable public realm. This means the houses along Lower Park Road are now fronted by residences rather than the blank face of the car park.

The corner at end of Lower Park Road has been opened to reduce the impact of massing and emphasise the route through to the station. Openings between buildings are also visible on approach view from Station Road, reducing the impact of the development as an unbroken wall.

Impact on Historical Assets

Building height has been reduced next to station ticket hall to reduce visual obstruction of station. The proposal is also detached from the station to improve its civic presence on the street.

An enhanced civic space is established at the frontage of the listed station, providing a pedestrian link in keeping with the scenic cut-throughs identified within the character analysis.

Impact on Connectivity and Routes

The new linear extension to Meadow Road creates a clear line of sight to station platform canopies, celebrating these historic listed structures.

An enhanced route from Algiers Road into plaza establishes a line of sight to the station buildings, improving legibility of the route through to the station.

Impact on Landscape

The configuration of buildings at the southern end of the site creates the opportunity for new pocket parks around the pedestrian connection to Algiers Road.

Previous Massing
Looking south east



Revised Massing
Looking south east



Revised Massing
Looking north-west



Previous Massing
Looking north-west

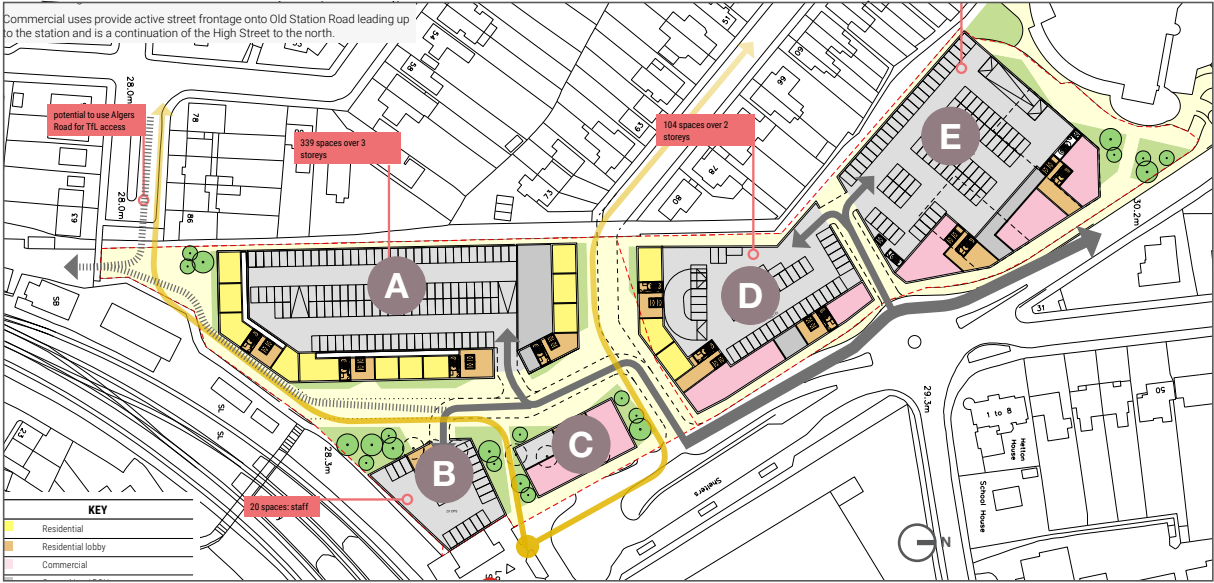


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3.7

Loughton Site
Revised Scheme

Ground Floor Plan
Taken from TfL Car Parks and
Adjacent Land Feasibility Study
[Loughton], July 2018



Typical Floor Plan
Taken from TfL Car Parks and
Adjacent Land Feasibility Study
[Loughton], July 2018



Revised Ground Floor



Revised Typical Floor



3

Loughton Site

3.8 Revised Massing - Key Views

3.8.1 View 1

The general mass that was sitting over the houses has been stepped back and replaced with a single landmark building that signals the gateway to the station. Note, this block is not materially taller than the previous scheme but is situated closer to the foreground of the shot.



Existing view from Algiers Road



Revised massing in situ

3

Loughton Site

3.8 Revised Massing - Key Views

3.8.2 View 2

The mass as seen from Meadow Road has been split, implying continuity and emphasising the gateway through to the station with a positive impact on wayfinding. The forms punctuate the end of the road, creating a landmark and strengthening the street edge.



Existing view from the end of Meadow Road



Revised massing in situ

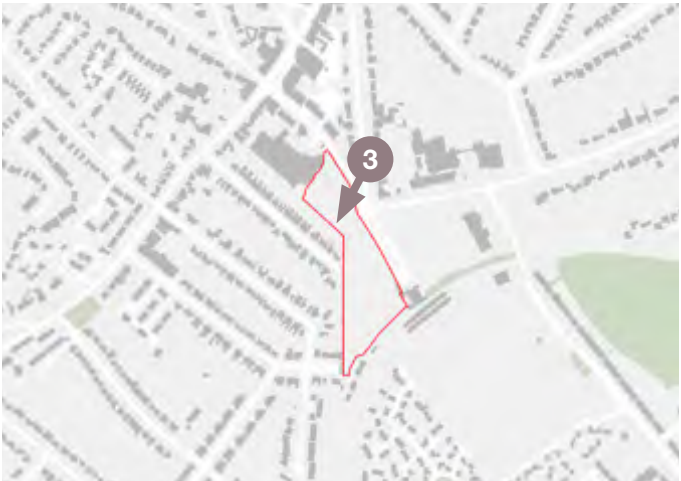
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Loughton Site

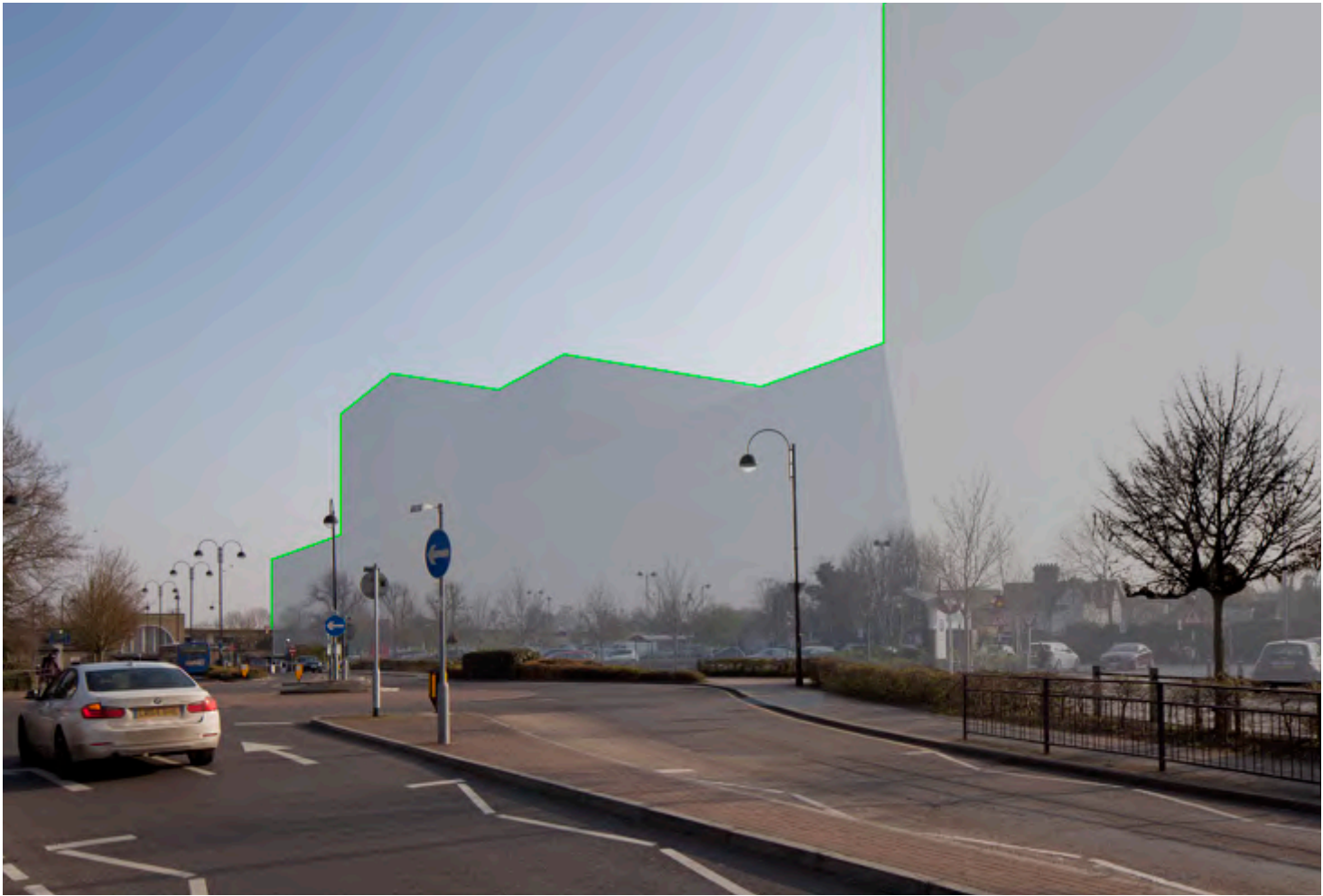
3.8 Revised Massing - Key Views

3.8.3 View 3

The massing is reorganised to lower the shoulder height to four storeys interspersed with taller elements to create a more varied roofscape. Car parking is still accessed from the roundabout but the entrance is internalised. This makes car parking less dominant and visually deprioritises a non-through-route while increasing the pedestrian experience. The masses are physically and visually separate from the station and steps down towards it, bolstering its heritage setting.



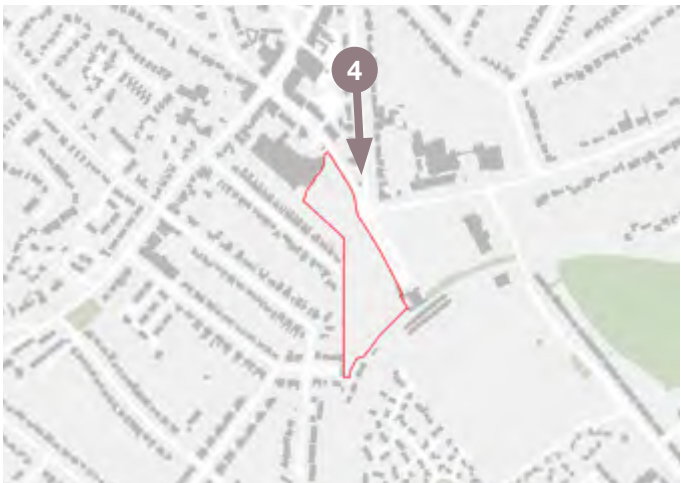
Existing view from Old Station Road (south end)



Revised massing in situ

3 **Loughton Site**
3.8 Revised Massing - Key Views
3.8.4 View 4

The roofscape of the revised massing in the background forms a more complimentary relationship with that of the houses in the foreground by forming a continuation of the roofscape. Its visibility at the end of the road helps to guide the viewer towards the station, improving legibility.



Existing view from Old Station Road
(north end)



Revised massing in situ

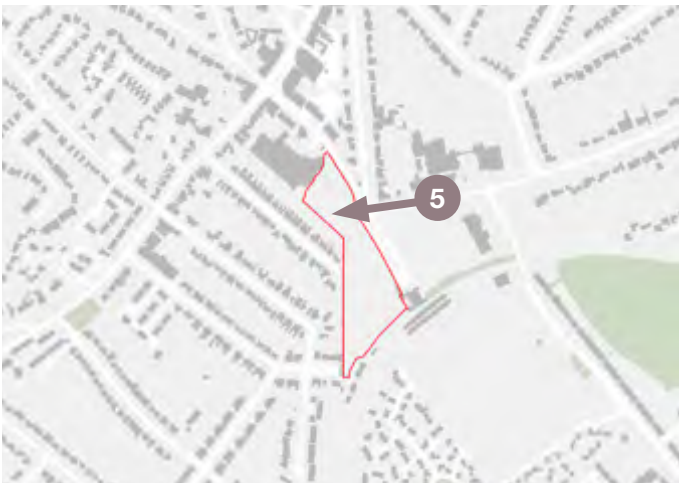
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Loughton Site

3.8 Revised Massing - Key Views

3.8.5 View 5

The scheme is articulated to sit well behind the treeline that characterises Alderton Hill. The stronger edge leads the viewer laterally either to the station or towards the town centre. Closing the gap in the buildings at the car park entrance draws attention away from what was a no-through route for pedestrians.



Existing view from Alderton Hill



Revised massing in situ



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4

4.1

Debden Site

Character and Townscape

Character Overview

The Essex suburb of Debden was built as annex to Loughton in 1950s-60s, principally to provide housing for those made homeless during the second World War.

Its core is the Broadway, the main town centre and primary retail core running parallel to the railway. Built in a brick Modern style, this high street remains vibrant and widely used with a fairly low apparent vacancy rate.

From the Broadway, cul-de-sacs of terraced and semi-detached housing span out, built around the same period, forming the base character of the town.

On the south side of the railway line is Epping Forest Shopping Park: a large retail estate flanked by industrial and office warehouses. The railway effectively separates this retail park from the rest of the town, limiting its impact on the northern townscape.

Most of the buildings in the town were historically built at 2-3 storeys, with the taller Broadway forming a distinct central focus. More recently however, larger buildings have been constructed - notably Epping Forest College and Landmark House. While this height is not in itself detrimental to the character of the town, it does loosen the hierarchy of the built environment, which might again be strengthened by strategic introduction of taller buildings to frame the core of Debden.

Most building plots are generously spaced with an abundance of green verges, though planting is generally less verdant than nearby Loughton. The A1168 also creates a noisy and car dominated environment around the station.



1 Built in the 1950s, the Broadway is Debden's main high street and forms the heart of the town



2 Most of Debden is comprised of low-height terraces and semi-detached houses built in the post-war era



3 On the south side of the railway is Epping Forest Shopping Park. This forms a significant economic centre but there are poor links to the town centre



4 Landmark House is a large residential building on the north-western corner of the Broadway and provides a precedent for height in the area

4

Debden Site

4.2

Historical Development, Architecture and Landmarks

Historical Overview

Debden today emerged as a number of ‘cottage estates’ on the edge of Loughton in a period of rapid development following the Second World War. These were constructed initially by the London County Council to house Londoners made homeless by the war, but plans appear already to have been in place in the years beforehand to alleviate the slums of London’s East End. Due to the shortage of materials and skilled labour at the time many of the first houses were prefabricated, allowing for quick, unskilled construction. Some of these remain around the Oakwood Hill area.

The estates centred on the Broadway, the new high street for the development. Although not listed, these long blocks are strong examples of the brick Modernism of the time. These blocks have a very strong front/back distinction; they are clearly inward looking with service space to the rear. Moreover, their riation between its height and width means only exceptional height beyond will have a visual presence within. As such, development within the station car park is unlikely to have a detrimental impact on this main high street.

The retail park to the south of the site once accommodated WW2 munitions factories, which were converted after the war to manufacture BISF and Orlit prefab housing which would be erected in Debden.

Historical Assets

The car park is the site of a former coal yard, situated for its proximity to the railway station, but there are no remaining historical buildings. The existing station was constructed in 1974.



Early council-built houses in a quad formation

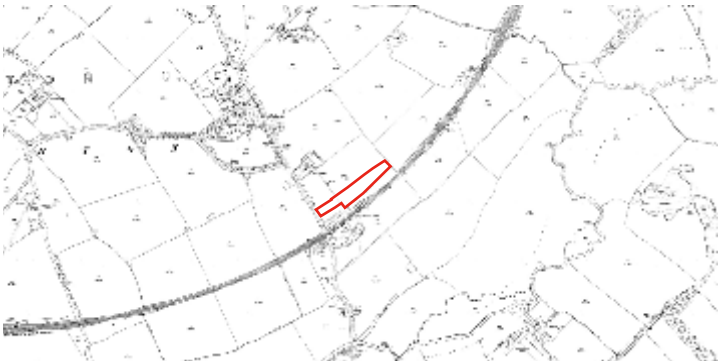


‘Cornish roofed’ houses in Debden

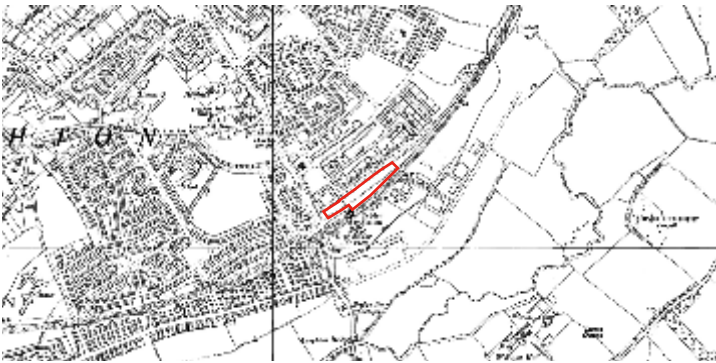


Typical terraced housing within Debden. Since the Thatcherite policy of right-to-buy, it is common to see different facade finishings on council-built terraces

Historical Development



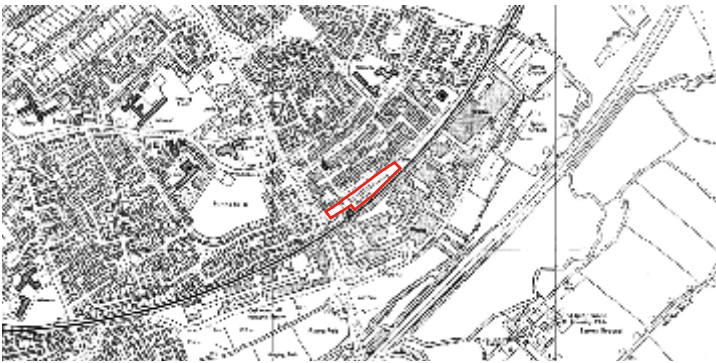
1920
Until C20, Debden was largely farmland surrounding the village of Loughton with Loughton Hall rebuilt in 1876 in mock-Jacobean style. The railway, an extension of the Great Eastern Railway branch to connect Epping, was completed in 1965 with a station serving Chigwell Lane.



1960
Debden developed rapidly following the end of WW2 as a London County Council estate. Initially the new homes were prefabricated, some of which remain around the Oakwood Lane area. Throughout the 1950s the Broadway was developed, providing a new modern high street, with proliferation of suburban council estates with a network of retained green open spaces.



1975
Leading into the 1970s factories were built south of the railway on the site of previous farmsteads. The ownership of Loughton Hall was transferred to Epping Forest College, with a new college building constructed in its grounds (the site of the new college building today). During this period the urban fabric began to densify slightly with new schools and housing constructed on areas of remaining open land.



1990
By 1990 much of Debden’s urban fabric remained unchanged. One major development however was the construction of the M11. This formed a new arterial route connecting Loughton and Debden to London (via the M25, completed 1985) and Cambridge which increased the volume of traffic and led to severance of the town centre.

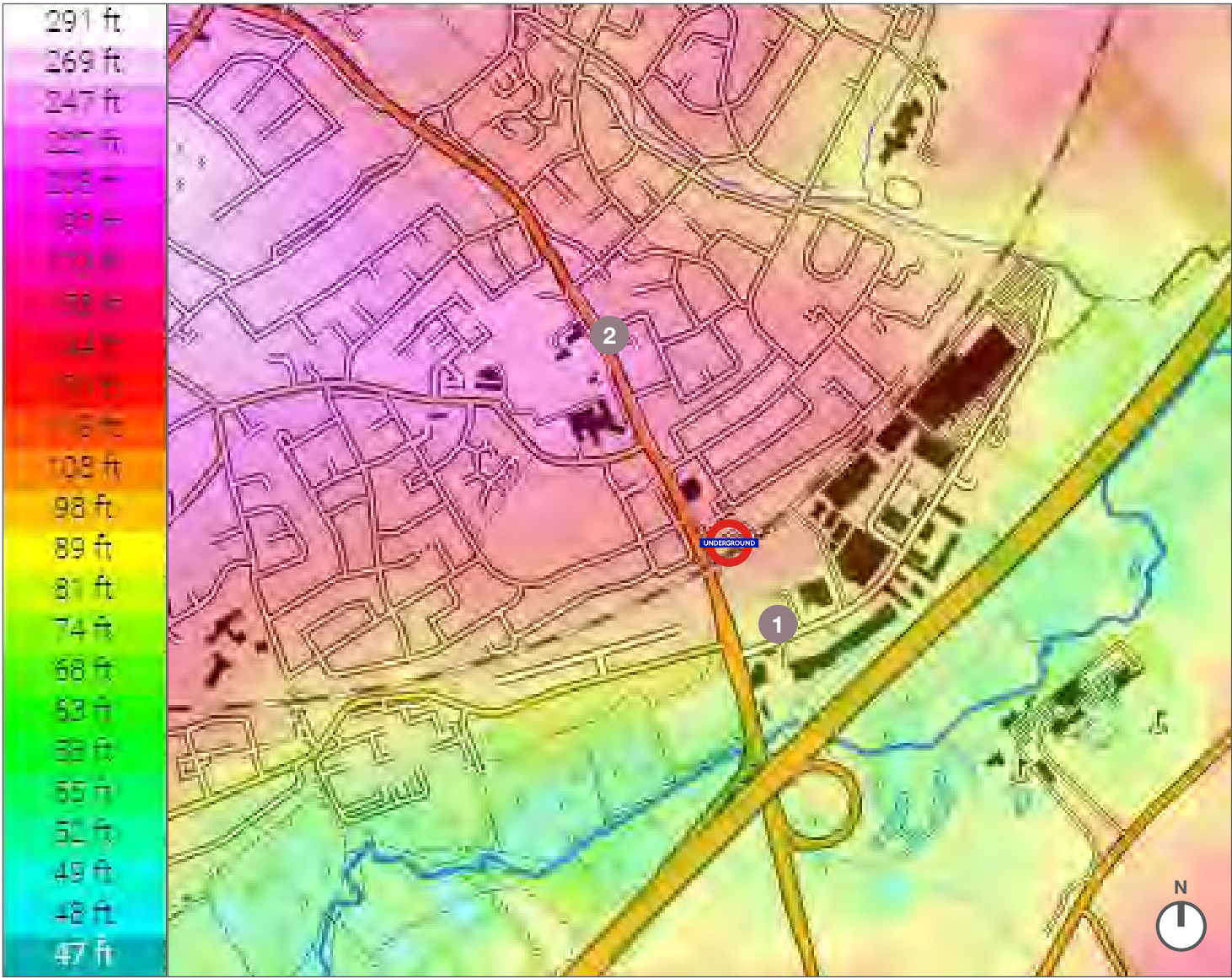
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Debden Site

4.3

Character Analysis

Topography



Debden extends along the valley of the River Roding, with the topography appearing to have steered the urban form of the town. The site is approximately mid-way up the hill. This could encourage height within the development where visibility is desirable.

Image © OpenStreetMap



1 Birdseye view south across Roding Valley
Image © Google Earth



2 The green belt limits the growth of the town forming a clear urban-rural edge. However, little currently marks out the threshold of the town centre to the north of the railway line

Urban Grain



North of the railway, much of Debden is characterised by low-density cul-de-sacs of detached and semi-detached housing built largely in the post-war period. However, this grain is interrupted in places by larger, more recent developments (notably Epping Forest College and Landmark House). South of the railway are large retail and industrial parks of a much larger grain. The pattern of development follows the contours of the hill while broadly extending laterally from Chigwell Lane.



1 Epping Valley Shopping Park to the south of the town forms an area of buildings with much larger footprints than most of Debden



2 Cul-de-sacs of short terraces and semi-detached housing creates most of Debden's urban grain outside the high street and retail park

4

Debden Site

4.3

Character Analysis

Building Heights



The majority of Debden is between 1 and 3 storeys, which is part of the post-war housing stock. Most of the site's surroundings (the town centre to the north and retail park to the south) however are between 4-5 storeys. Epping Forest College and particularly Landmark House, however, provide precedent for greater height and to create landmarks along Chigwell Lane.



1 The eight-storey Landmark House marks the important armature of The Broadway from Chigwell Lane.



2 Most of Debden's residential hinterland is one-two storey

Character Areas



Low density housing estates comprise the residential areas that surround the Broadway, reflecting its history as a post-war annex to Loughton. More recent developments have tended to follow this same pattern. To the south-west is Oakwood Hill, a plot of prefab buildings dating to the 1950s.

The Broadway itself has a particularly strong character, architecturally and as the main retail core of the town. The Broadway is bookended with a large format supermarket which, although forming a weak corner for this main shopping centre, is in scale with the fast moving vehicle corridor of Chigwell Lane. An axis of larger buildings of various uses

(built from around 2000) characterise Chigwell Lane, and provide various landmarks of different architectural styles and qualities.

The development site occupies an interstitial zone between the edge of the residential area and the retail park. The fragmented character is heightened with Chigwell Road, a tall green corridor and the railway comprising its edges.



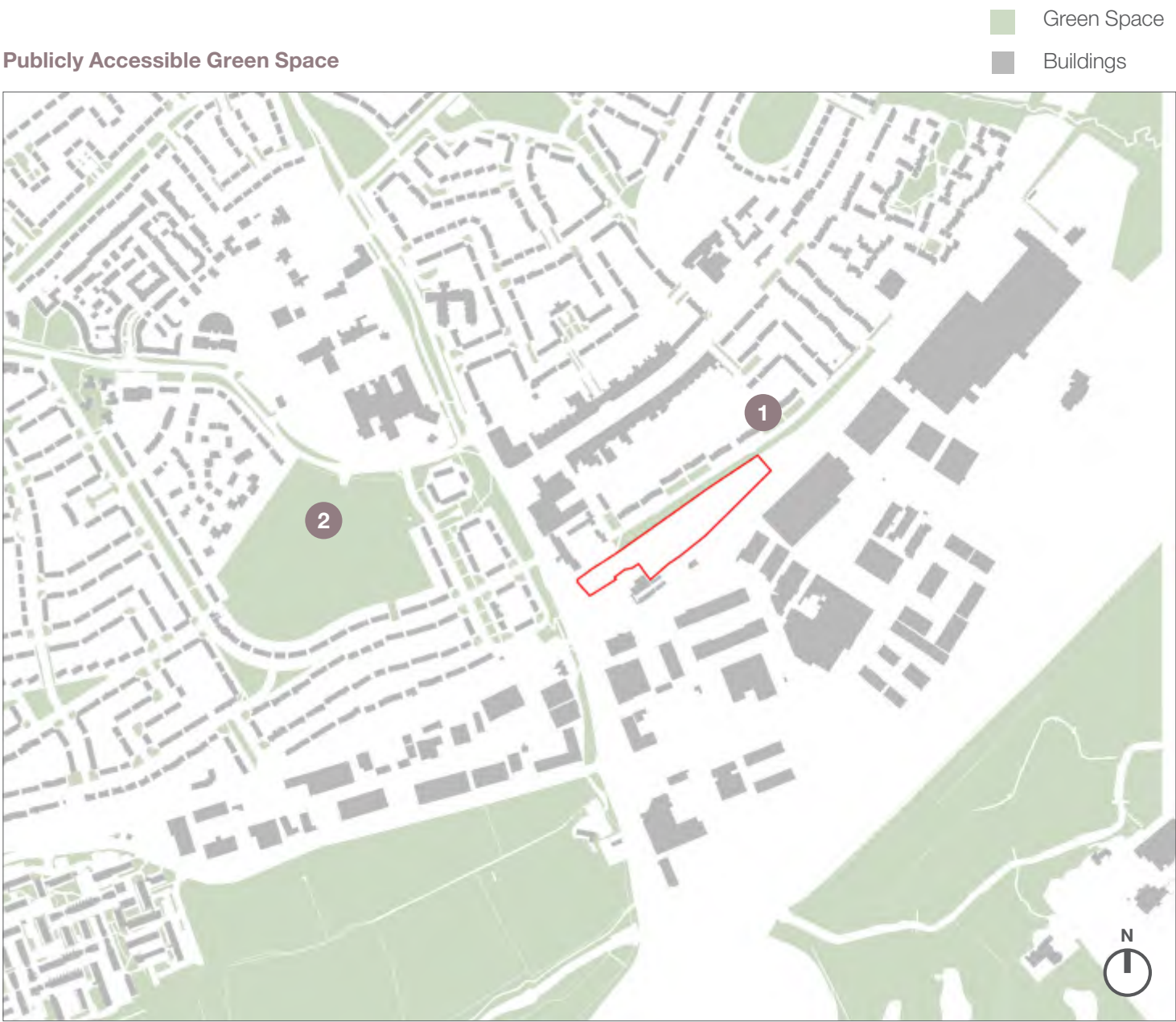
1 Chigwell Lane is characterised by frontages of larger buildings spanning industrial and residential areas

4

Debden Site

4.3

Character Analysis



Most houses in Debden have front and rear gardens giving the town a strong suburban feel. This is accentuated by wide spacing of streets with generous green verges. These are often simply areas of grass with limited visual amenity value, but they form part of the pattern of development and frame individual estates, contributing strongly to Debden's low-density character.

There are also open spaces, such as the grounds to the south of Epping Forest College and along Etheridge Road. However, Debden's major green offer is the green belt to the east and south over which the town has views.



1 The development site is framed along one edge with a row of mature columnar trees and lower shrubbery. The site also features mature planting to the south along the rail edge between the station and Chigwell Lane.



2 The grounds of Epping Forest College provide a large but unkempt open green space

Roads
The main vehicular access to the site is via Chigwell Lane, which connects Debden to the M11, framing the site (as intersection between road and railway) as the gateway to Debden. Despite being a major through road, much of its surroundings are small scale residential buildings, with the notable exceptions of the Sainsbury's, Landmark House and Epping Forest College. Together these taller, larger buildings create an emerging character to the Chigwell Lane corridor, and provide a gateway towards the residential hinterlands.

Railway
The railway clearly divides the industrial and retail park to the south from the town centre. From a townscape perspective

this is currently beneficial as the retail park is of a very poor contitution.

Pedestrian and Cycle Routes
There are a number of cut-throughs and alleyways that connect the site to the town centre to the immediate north without walking along the traffic-intensive Chigwell Lane. However, these are small and nondescript and difficult to read for visitors to the town. New development around the station could be a positive opportunity to improve legibility. There is virtually no dedicated cycle infrastructure currently in the area.



1 Pedestrian cut-throughs make the town centre easily accessible from the site but are not particularly visible

4

Debden Site

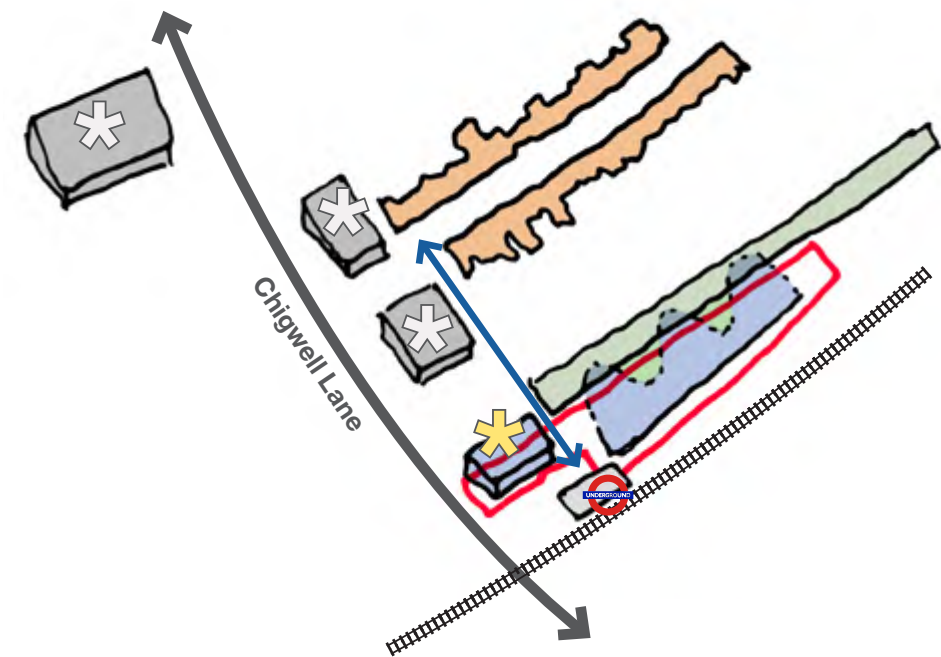
4.4

Townscape Priorities and Key View Orientation

Our site assessment has identified a set of priorities for Debden which any development should consider to integrate the site with the existing townscape.

This townscape appraisal has also informed choice of viewpoints from which comparative views have been taken to understand the impact of the proposed massing in situ. These views have been chosen to illustrate the development both close up and further away, and to capture key routes between the station and the town centre.

Concept Diagram



The site marks the gateway to Debden, sitting at the intersection between Chigwell Lane (the main access to the town by road) and the Central Line. This provides opportunity to create a new landmark to improve legibility and marking out the station from the Chigwell Lane corridor.

- | | | | |
|--|----------------------------|--|------------------|
| | Loughton High Road | | Anchor buildings |
| | Landmark buildings | | Green space |
| | Enhanced pedestrian routes | | Site boundary |



Key View Orientation

4

Debden Site

4.5

Appraisal of Previous Massing Study

These pages provide a commentary on the previous scheme. More details can be found in the TfL Car Parks and Adjacent Land Feasibility Study for Debden

Townscape and Views

The scheme proposes a new residential typology for Debden. The height of the massing of Blocks A and B frames the pedestrian approach to the station from the high street, improving legibility for the wider town centre.

The location of commuter parking facing Chigwell Lane is a suitable strategy to limit the number of cars entering the deeper parts of the site but results in a highly prominent inactive frontage to the development along Chigwell Lane requiring careful architectural treatment.

Heights are broken into distinct tall elements connected by strings of flats, reducing the bulk of the scheme when viewed from the town. The areas of height are appropriate in terms of providing a visible landmark for the station and are not substantially taller than the existing Landmark House.

Architectural Consideration

Apart from the commercial presence framing the new square, the proposal provides very little active frontage at ground level. This is inconsistent with the character of the area and could result in inactive areas that feel unused.

Impact on Historical Assets

There are no listed buildings close to the development site and it is not in a conservation area. The Broadway does have a certain historical character but the development will not impact its setting. Where it is visible it is as a strategic landmark and connection to the station completing the civic loop between the station and the high street.

Connectivity and Routes

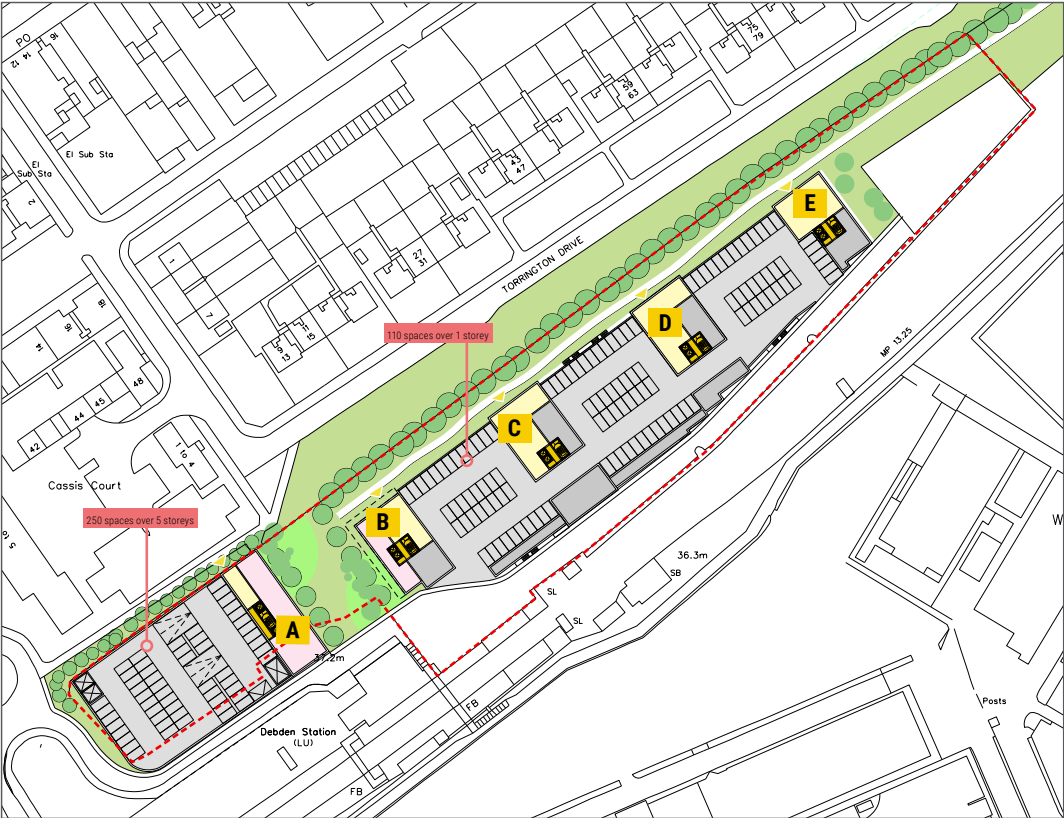
The proposal improves legibility for pedestrians between the Broadway and the station, but the route of residents parking for Blocks B to E would appear to cut across this link. This risks reducing ease of access for pedestrians and making vehicular movement for residents difficult at peak times.

A new footpath is provided along the northern edge of the scheme but with inactive frontage at ground level this appears to provide limited benefit to connectivity between the site and wider Debden.

Impact on Landscape

Relative to the present condition as a car park the proposal offers an uplift in environmental quality for the area. The new square offers amenity as a public space with a more urban character around the station which Debden currently lacks.

Ground Floor Plan
Taken from TfL Car Parks and Adjacent Land Feasibility Study [Debden], July 2018



Typical Floor Plan
Taken from TfL Car Parks and Adjacent Land Feasibility Study [Debden], July 2018



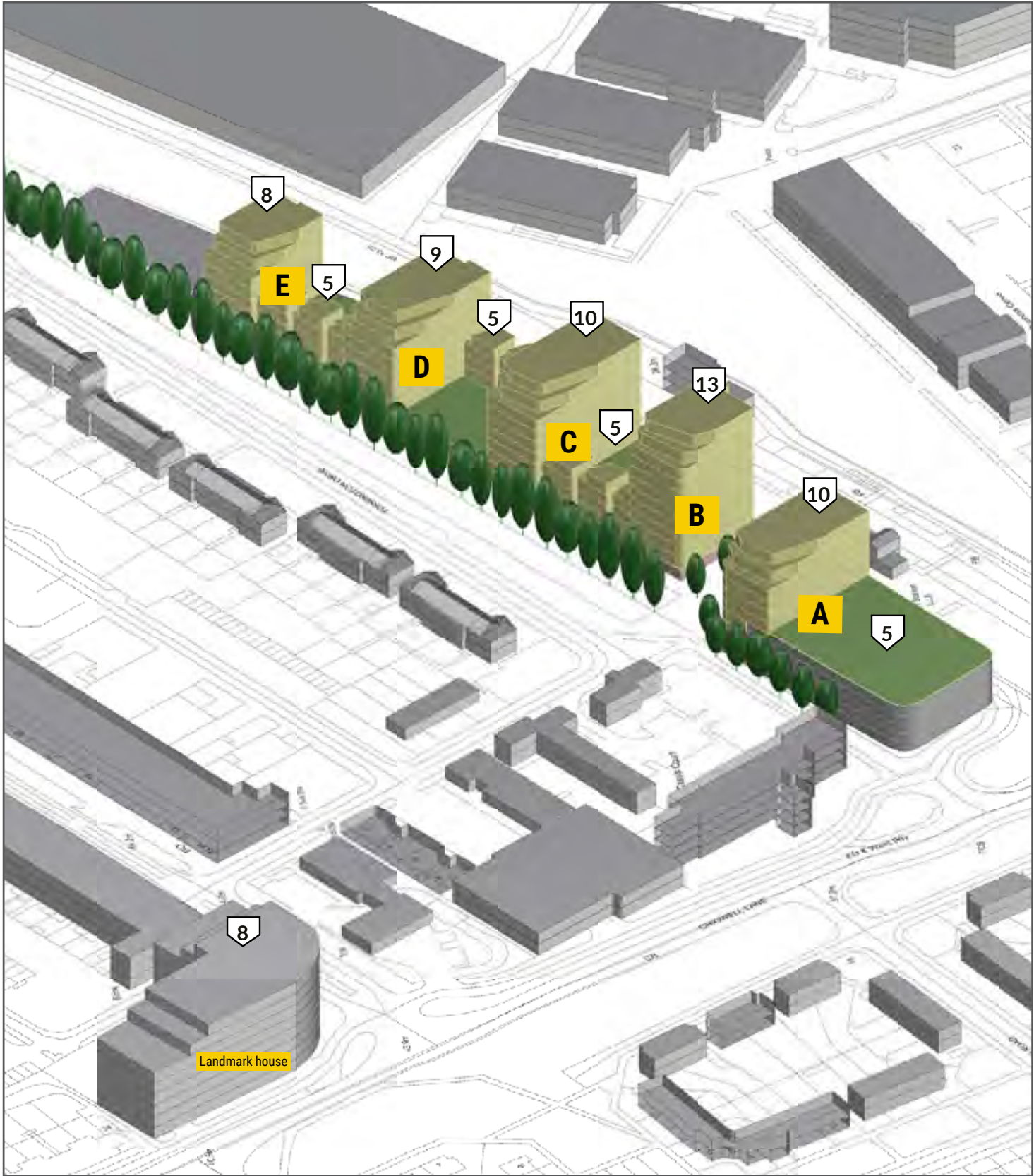
4

Debden Site

4.5

Appraisal of Previous Massing Study

South-East View
Taken from TfL Car Parks and
Adjacent Land Feasibility Study
[Debden], July 2018



4

Debden Site

4.6 Previous Massing - Key Views

4.6.1 View 1

From Lushes Road the proposal can be seen projecting just above the treeline at the end of the terrace. This is not judged to be detrimental to the townscape but rather provides a visual marker outlining the station.



Existing view



Massing in situ

4

Debden Site

4.6 Previous Massing - Key Views

4.6.2 View 2

The existing open land belonging to Epping Forest College provides a panorama of Chigwell Lane, in which the proposal is visible. The massing of similarly prominent Landmark House creates a visual balance and reflects the key destinations of the town. The stepping of its form is well-defined and sits below the treeline at the end of the green.



Existing view



Massing in situ

4

Debden Site

4.6

Previous Massing - Key Views

4.6.3

View 3

The view from the north end of Chigwell Lane is significant as it will be by many heading south by car. The majority of the proposal is concealed by Landmark House so its impact on the townscape from this view is minimal.



Existing view from Chigwell Lane
(north end)



Massing in situ

4

Debden Site

4.6

Previous Massing - Key Views

4.6.4

View 4

Torrington Drive is the main pedestrian link between the station and the Broadway and gives an attractive view out over the fields of the green belt. It is flanked by a Sainsbury's supermarket of low architectural quality and there is little indication of the station itself as a destination. The proposal effectively frames this view by creating a stronger architectural edge, improving both the street frontages and wayfinding.



Existing view from Torrington Drive
(north end)



Massing in situ

4 **Debden Site**
4.6 Previous Massing - Key Views
4.6.5 View 5

The proposal is visible along Torrington Drive and sits below the tree and roof line of the buildings in the foreground. The massing does not materially impact the enjoyment of the character of this street or view and clearly marks out the station at its end.



Existing view from Torrington Drive
(east end)



Massing in situ

4 **Debden Site**
4.6 Previous Massing - Key Views
4.6.6 View 6

The proposal provides a landmark for the station and forms a gateway to Debden's town centre and is deemed appropriate that the proposal should be visible from Chigwell Lane, the main point of approach by car. It is read alongside other larger buildings in the area (the Higgins building on the immediate right and Landmark House in the background) and its height sits beneath the treeline on the edge of the road.



Existing view from Chigwell Lane
(south end)



Massing in situ

4

4.7

Debden Site

Revised Scheme

Amendment to the TfL Brief

Following the massing studies commissioned in 2018, TfL have reviewed their requirements for the site. The scheme no longer requires residential parking with the exception of Blue Badge holders (corresponding to 10% of residents). This reduces the overall number of parking spaces and provides the opportunity to review massing and connectivity.

Impact on Townscape and Views

Height has been added to Block A to make a more effective marker for the station, improving the visibility of the gateway point to Debden. The commuter car park has been lowered (responding to the amended brief).

The block heights have been reconfigured to ascend sequentially, improving legibility from Chigwell Lane. Lowering the heights of the podium terraces allow for clearer routes through the development from the town centre.

The reduction of residential car parking provides additional ground level open space which may have public or private amenity.

Ground level maisonettes provide an activated frontage along both sides of the development, establishing passive surveillance and allowing for safer streets. They further serve to conceal the bulk of the car park from view.

Connectivity and Routes

All of the commuter parking has been consolidated with Block A, substantially reducing the number of cars driving past the station entrance and minimising friction between pedestrian and vehicular routes. Podium parking between Blocks B and C is limited to blue badge parking for residents. Locating the parking at this point maximises the accessibility of the parking to the development.

Ground level frontages on the north side of the development anchor a new green promenade, providing greater public amenity

Impact on Landscape

Providing more courtyard space at ground level and reconfiguring the connective terraces creates stronger ecological continuity between the development and the surrounding context. Reducing traffic flows past the station entrance reduces disturbance to the new station square.

Previous Massing
Looking south-east



Revised Massing
Looking south-east



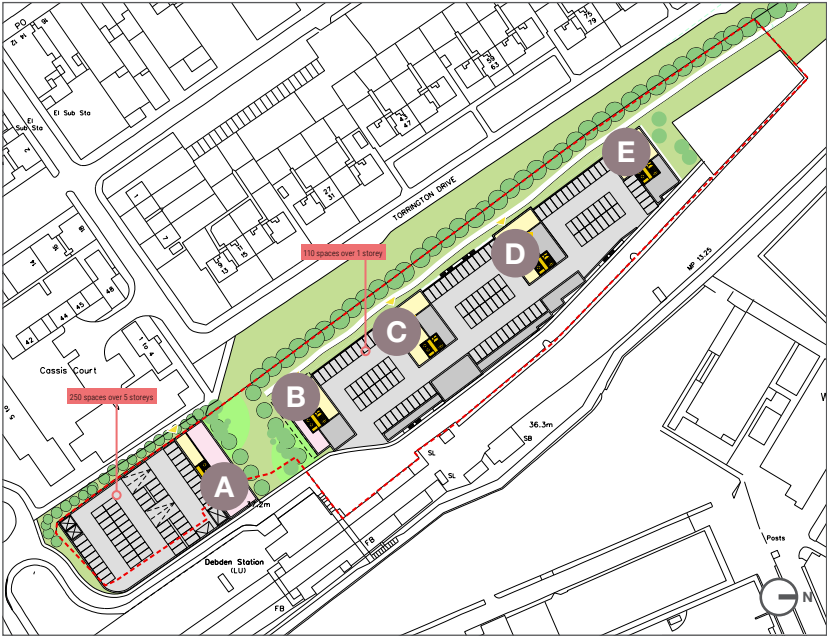
Revised Massing
Looking south-west



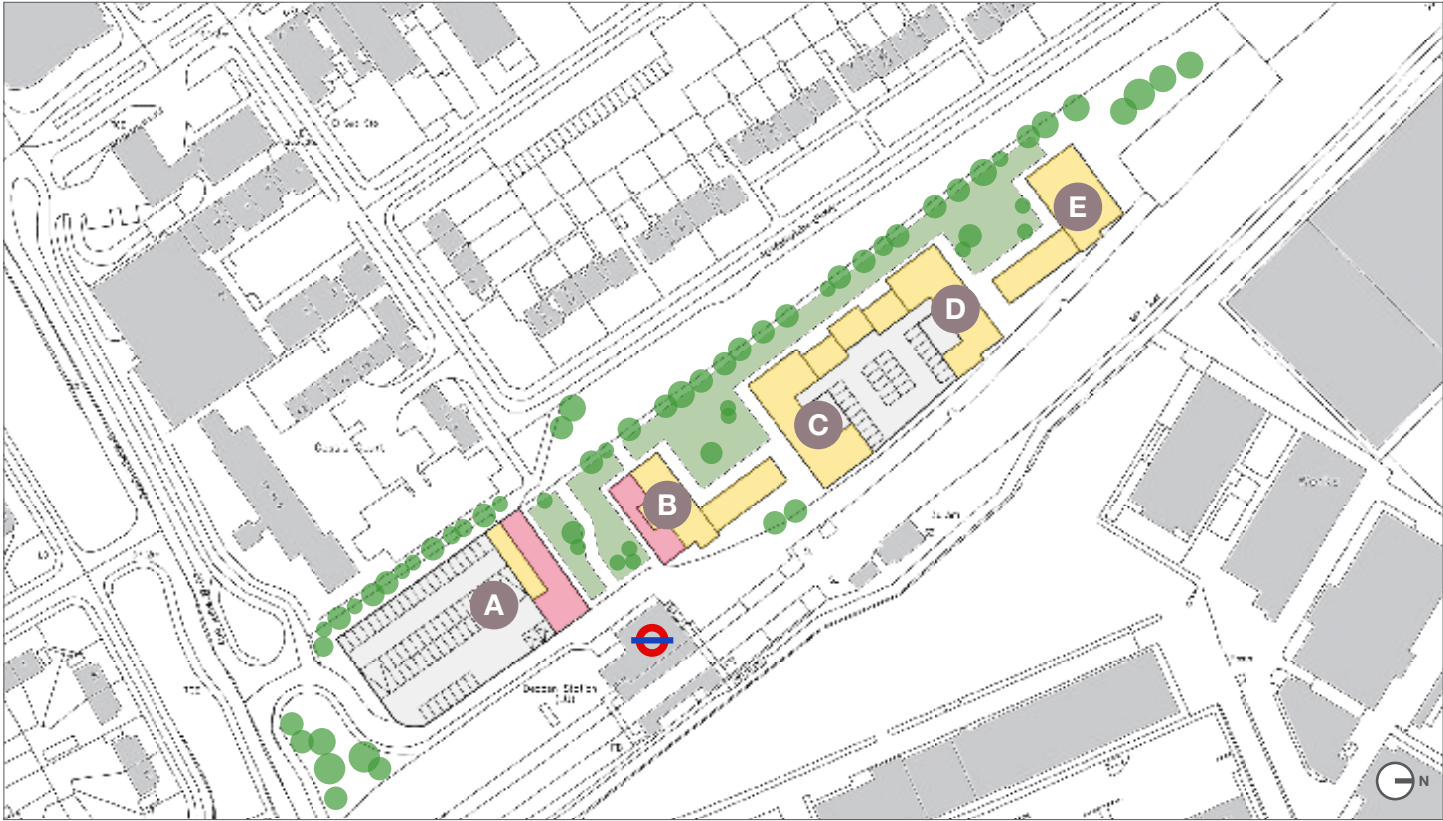
Previous Massing
Looking south-west



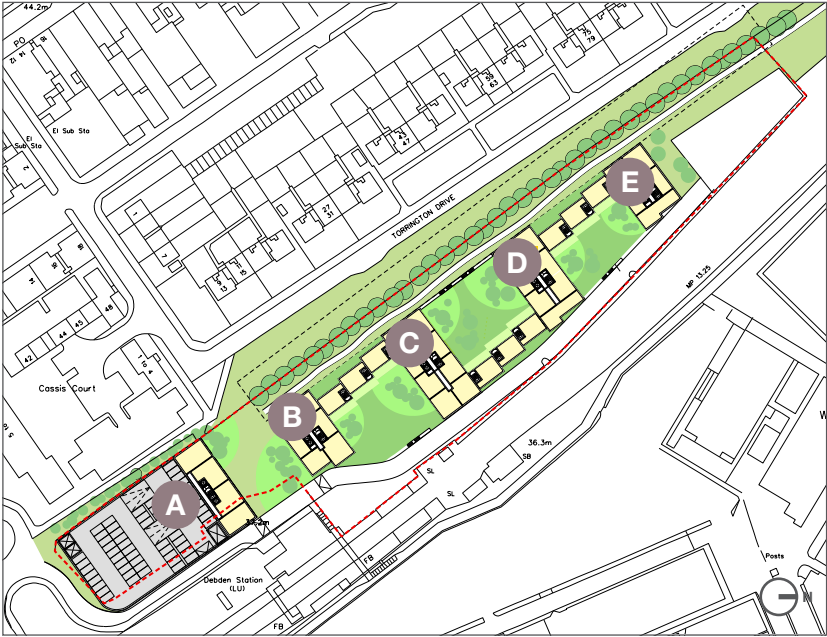
Ground Floor Plan
Taken from TfL Car Parks and
Adjacent Land Feasibility Study
[Debden], July 2018



Revised Ground Floor



Ground Floor Plan
Taken from TfL Car Parks and
Adjacent Land Feasibility Study
[Debden], July 2018



Revised Typical Floor



4 **Debden Site**
4.8 Revised Massing - Key Views
4.8.1 View 1

By placing additional height on Block A, the development is more visible from Lushes Road, emphasising the building's significance as a marker for the station and the gateway to Debden.



Existing view



Revised massing in situ

4

Debden Site

4.8 Revised Massing - Key Views

4.8.2 View 2

The reallocation of height to Block A makes the development more prominent from this eastward view. The increased visibility marks out the town centre and station helping to create a clear hierarchy around the civic core. The sequence of increasing heights suggests the containment of the town while the more distinct face emphasises the edge of Chigwell Lane, so improving legibility.



Existing view



Revised massing in situ

4

Debden Site

4.8 Revised Massing - Key Views

4.8.3 View 3

While the impact of the view from north end of Chigwell Lane was already insubstantial, the proposal is now concealed almost totally by Landmark House, thus having no impact on Debden's townscape from this view.



Existing view from Chigwell Lane
(north end)



Revised massing in situ

4 **Debden Site**
4.8 Revised Massing - Key Views
4.8.4 View 4

The masses as seen from Torrington Drive have been reversed while still framing the view of the green belt between. The improved street edge is maintained but by placing additional height on the right the corner it creates a counter-balance within the hierarchy of heights of the buildings in the foreground. Visually, this creates greater continuity of the built form along the east/west axis.



Existing view from Torrington Drive
(north end)



Revised massing in situ

4 **Debden Site**
4.8 Revised Massing - Key Views
4.8.5 View 5

As the main amendments to the massing occur to the podium car park and the south-west end of the site, the impact on townscape from this view is negligible. The development remains visually subjugant to the buildings and treeline in the foreground.



Existing view from Torrington Drive
(east end)



Revised massing in situ

4

Debden Site

4.8

Revised Massing - Key Views

4.8.6

View 6

The proposal has a stronger presence from Chigwell Lane which provides improved clarity as a marker both of the station and for Debden. Despite this greater prominence, it appears in-keeping and not out of character with other landmark buildings along Chigwell Lane, such as the Higgins building (foreground, right) and Landmark House behind.



Existing view from Chigwell Lane
(south end)



Revised massing in situ

PROJECT CARRP DEBDEN

TFL CAR PARKS AND ADJACENT LAND FEASIBILITY STUDY
TRANCHE 5

July 2018



This document is prepared for the sole use of the commissioning Client, Transport for London (TfL), and no liability is accepted by Studio Egret West (SEW) or Mott Macdonald (MM).

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Design Team



Client Team



Issue and revision record

Revision	Date	Description	By
-	11.07.2018	Feasibility Study	VL

General Notes & Design Assumptions

Site Information / Data

- All site levels are indicative only
- Exact site levels are subject to a site survey

Drawings

- Drawings prepared for this Feasibility Study illustrate flat layouts for indicative purposes only and do not reflect the flat mix requirements set out in the brief. The accommodation schedule provides an approximate number of flats based on the mix (or mixes if there are alternative brief scenarios) provided by TfL.
- Do not scale from drawings.
- Drawings are subject to the evolving brief and design development.

Accommodation Schedules

- Areas are approximate only.
- Areas are measured and calculated generally in accordance with the RICS Property Measurement (1st Edition), comprising of IPMS for Office use and RICS Code of Measuring Practice (6th Ed.) for all uses except offices.
- Survey irregularities, design development, construction tolerances, workmanship and design by others may affect the stated areas.
- An allowance of at least +/-5% should be allowed.
- All areas have been calculated in metric units, unless otherwise specified.
- All these factors should be considered before making any decisions on the basis of these predictions whether as to project viability, pre-letting, lease agreements or otherwise, and should include due allowance for increases and decreases inherent in the design development and construction processes.

- Assumed floor to floor height of podium car parks is higher than the minimum 2.6m, and relates to the floor to floor height of the adjacent use.
- No allowance has been made for wheelchair accommodation or accessible parking at this stage.
- GIA & NIA are approximate and calculated based on a percentage reduction of GEA.
 - Approximate GIA is calculated as 90% of GEA
 - Approximate NIA is calculated as 75% of GIA
 - Assumed residential floor to floor height is 3.2m.
- Residential bike parking, refuse and plant (back of house) is not included at this stage. It is assumed that these will be deducted from the car park floorspace areas, unless otherwise stated.
- The land use term commercial is used for uses that are not residential, (Retail, office, community) unless otherwise stated.

Abbreviations

TfL	Transport for London
EFDC	Epping Forest District Council
SEW	Studio Egret West
MM	Mott Macdonald
DTM	Design Team Meeting
FFL	Finished Floor Level
GEA	Gross External Area
GIA	Gross Internal Area
NIA	Net Internal Area
SINC	Site of Importance for Nature Conservation
SSSI	Site of Special Scientific Interest
TPO	Tree Preservation Order
BOH	Back of House

EXECUTIVE SUMMARY

1.0 Introduction

- Debden is situated along the Central Line in Zone 6 and is located in the Epping Forest District of Essex.
- The Site comprises of 1.14 acres and is currently used as a 205 space NCP car park.

2.0 Site Assessment

- The site is surrounded by; buildings to the north are mostly two storey semi-detached homes, as well as some apartment blocks to the northwest ranging from 2 to 4 storeys. Loughton Broadway Town Centre is located 50m to the north and runs parallel to the Site. The high street mainly consists of three storey buildings, with a new eight storey apartment building, Landmark House, on the corner of the Broadway and Chigwell Lane.
- To the northeast of Debden station is an NCP managed commuter car park which provides 205 car parking spaces (the 'Site'). The Site is bound by rail tracks to the South and is linear in shape running parallel to the rail tracks in an east-west alignment. There is only one vehicular access point from Chigwell Lane via Station Approach to the west; a car rental company is also located on this access that is within the Site boundary. There is an existing public footpath that connects Station Approach to Torrington Drive.
- A TfL storage depot is located on land north east of the Site boundary, access to which is through the car park. There is an existing substation on the Site that is immediately east of the Station entrance, that is to be retained. There are numerous mature trees within an area of green space between the Site and Torrington Drive, in particular a row of poplar trees.

3.0 Key planning and environmental issues:

Opportunities

- The site is a large, underutilised town centre brownfield site with a draft allocation for housing.
- A development would provide an opportunity to introduce a piece of high quality architecture into the townscape.
- Good transport accessibility station could support high densities and reduced car parking (below adopted standards) development

Constraints

- The housing development immediately to the north will need to be carefully considered in terms of impact upon residential amenity.
- The need to consider providing B Class employment floorspace
- The likely need to retain the existing quality mature trees on the site.
- Need to agree an acceptable provision of commuter and residential car parking

4.0 Key engineering issues include:

Opportunities

- The area subject to development is largely free of operational buildings and assets. It is assumed any minor electrical or communications assets can be incorporated elsewhere;
- Large car park area available for development, enabling efficient structural layouts to meet architectural requirements;
- Due to the levels on site there is no requirement for large scale earth retaining or extensive excavation in order to facilitate development;
- To accommodate the current parking demands, including that of a new residential development, a multi-storey car park will likely be required. There is an opportunity to design the car park to be adaptable to a change in use, should car use reduce in the future.

Constraints

- Due to the dense areas of vegetation and mature trees surrounding the site, an ecological and arboricultural survey should be carried out at subsequent design stages in order to ascertain any further constraints on the site;
- Access needs to be maintained to the environmental storage area at the northeast of the site;
- No opportunity for additional site access roads due to the site being bounded by trees and the train tracks;
- Due to the proximity of the running tracks, any development within approximately 4.5m of the running lines (at the same level as the tracks) will be required to resist a collision load;
- A 3m exclusion zone between running tracks and proposed structures is typically required to facilitate track access, and allow external cleaning of buildings without over-sailing the tracks. Building within 3m may not be approved by LU;
- Due to the prior industrial usage of the site as a goods yard, there is a risk of ground contamination on the site;
- At this stage, no utility or in-ground services survey, or consultation with statutory authorities, has been undertaken. This should be carried out during the subsequent design stage in order to identify any constraints on the current proposals.

1 INTRODUCTION

1.1 OVERARCHING PLACEMAKING PRINCIPLES

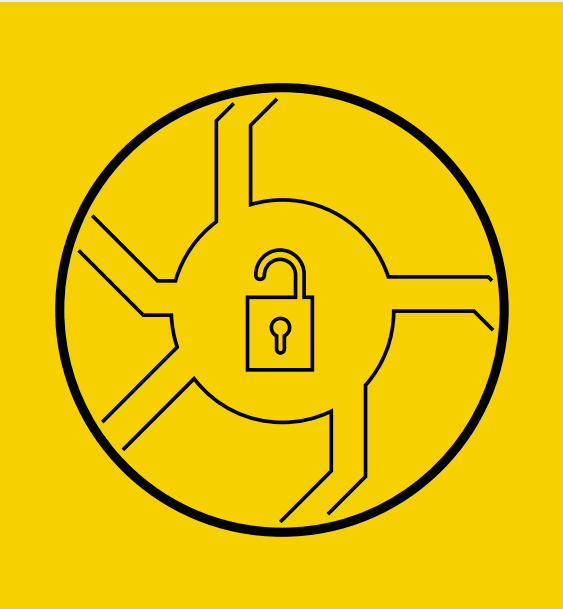
The following overarching placemaking principles are proposed to provide a consistent design approach for all car park sites. They will help guide the schemes to respond to constraints and embrace opportunities - and more importantly achieve the objective of creating unique and characterful places that people would like to live and work in.

Heal the Urban Realm



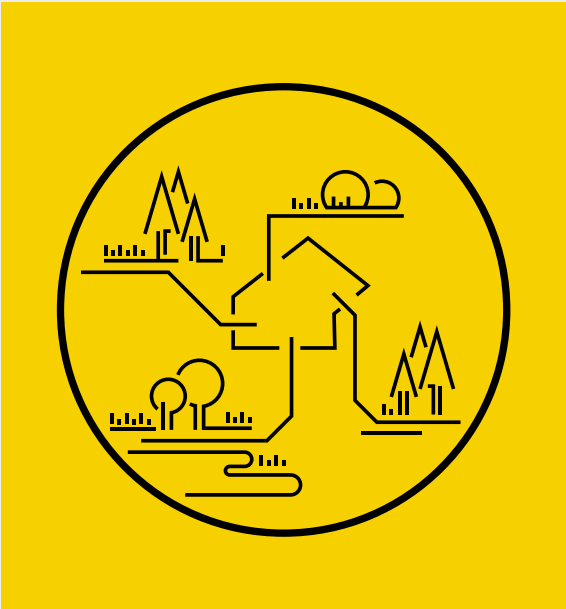
The existing sites are predominantly (if not, all) surface car parks. New development can help heal this void with a well designed street, active frontages, and new open spaces

Unlock and forge new connections



The strategic provision of new routes through the site can forge new connections with adjacent areas.

Engage and connect the site to nature

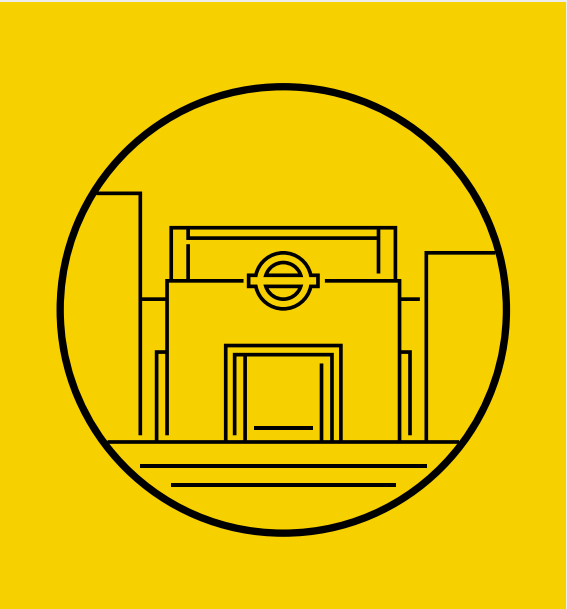


A higher density of residential accommodation will be proposed at these sites with good access to public transport. Along with this, is the need to amplify and enhance nature.

There is an opportunity to rethink how these large bituminous surfaces can be improved and softened with greenery to enhance Sustainable Urban Drainage Systems (SUDS) and biodiversity.

Where Sites of Importance for Nature Conservation (SINC), Sites of Special Scientific Interest (SSSI) and Tree Protection Orders (TPO) are identified, these green assets should be improved and integrated with the proposals.

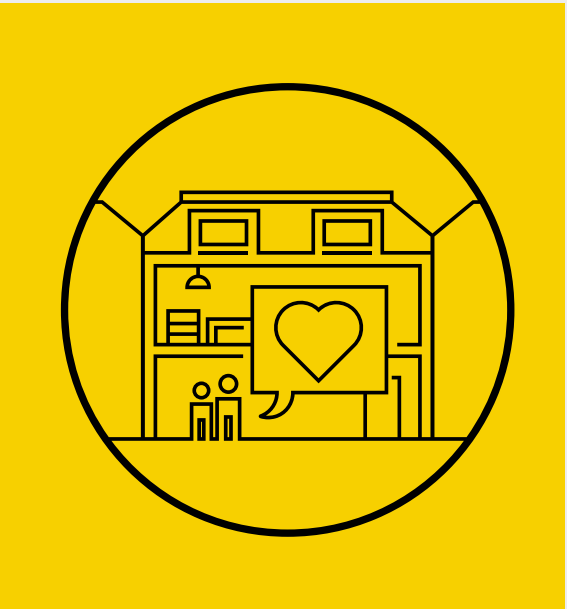
Station entrance visibility and operations



The visibility of the station entrance and arrival experience needs to be taken into consideration, in particular with sites that provide access to the station via the car park.

Existing and proposed rail operations and constraints need to be identified, retained and where possible, improved. This includes railway operations, servicing, and car parks.

High quality homes



All homes will avoid to be single-aspect north-facing where possible, and benefit from good orientation, direct sunlight, and a good level of privacy.

Most sites are also adjacent to the railway and will be exposed to noise. The proposed designs should consider how homes and private amenity respond to this.

2 SITE ANALYSIS

2.1 SITE OVERVIEW

2.1.1.	Site Address
Debden Station, Chigwell Lane, Loughton, Essex, IG10 3TG	
2.1.2.	Borough
Epping Forest District	
2.1.3.	Area
1.27 Ha	
2.1.4.	PTAL
n/a	
2.1.5.	Density
n/a	
2.1.6.	Allocations
Residential : Approximately 193 homes (EFDC Draft Local Plan: Draft Policy SP 2)	
Loughton Broadway Town Centre is located 50m to the north of the car park site.	
Not within Stansted Aerodrome Safeguarding.	
2.1.7.	Heritage Designation
None	
2.1.8.	Flood Zone
Flood Zone 1	
2.1.9.	Ecological Designation
None	



2.2 SITE PHOTOGRAPHS



Key Plan



Entrance to Debden station



View eastward of entrance to car park



Well utilised bicycle shed adjacent to Debden station



View eastward of the car park



View westward towards the station showing the car park

SITE PHOTOGRAPHS



Vehicle route leading to car park from the west



Poor pedestrian route from Debden station to Torrington Drive with the van hire company on the left



View northward along Torrington Drive approaching The Broadway from Debden station



View eastward of Torrington Drive showing semi-detached houses opposite green space with mature trees. Works have recently been carried out to include on-street parking within green space.



View of eastern portion of station building



View of the storage depot to the northeast of the Site

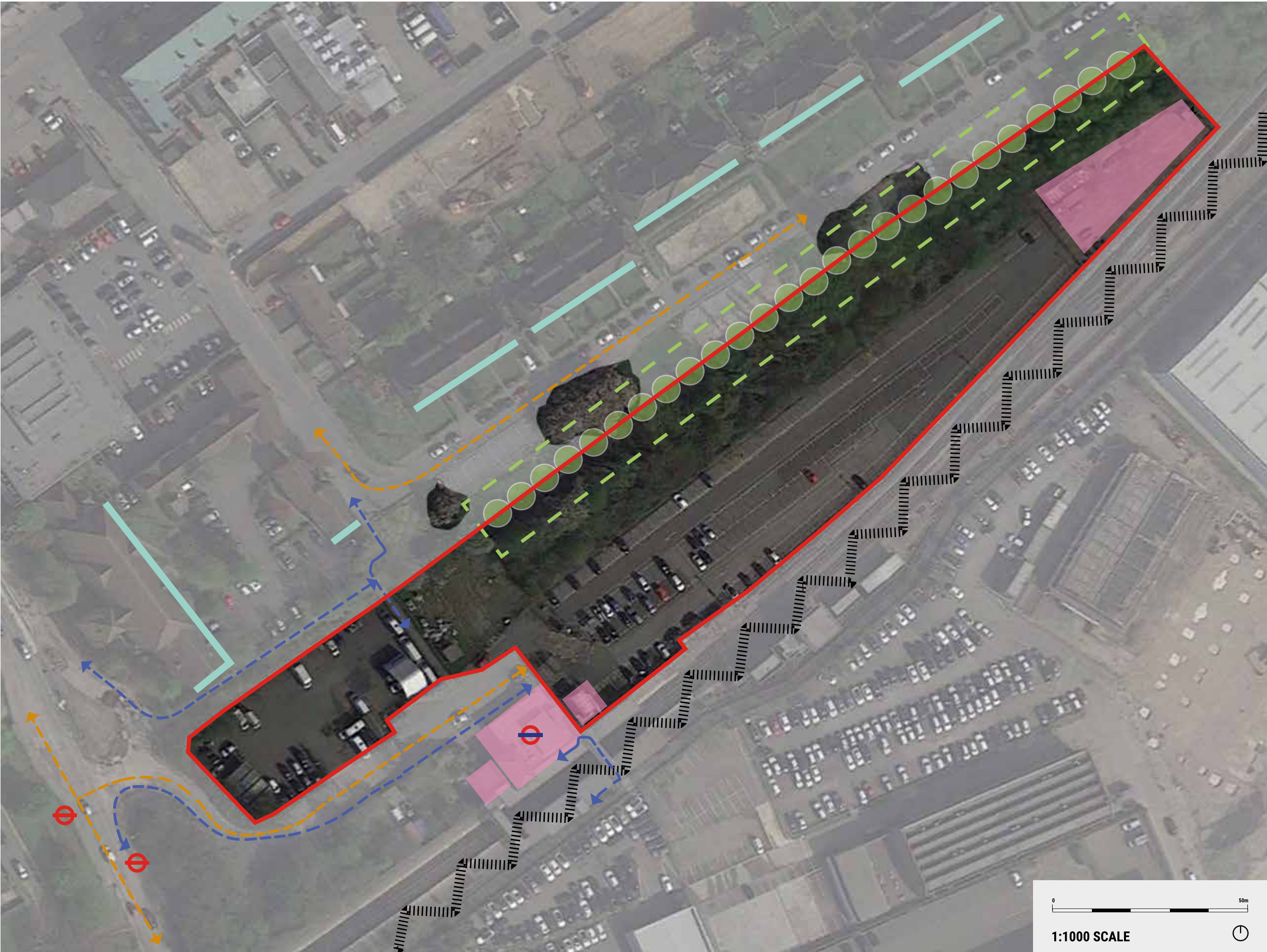
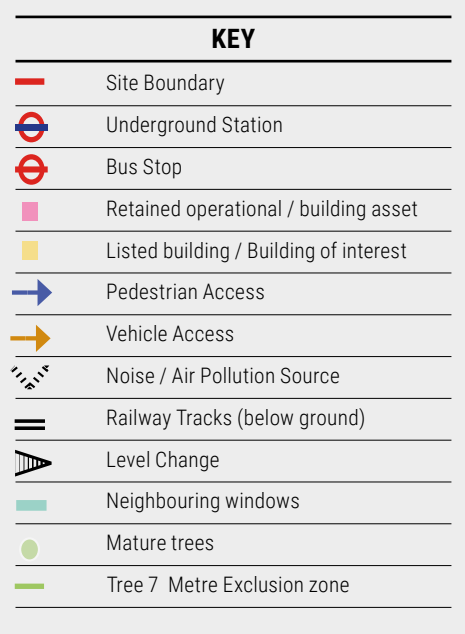
2.3 SITE ANALYSIS

2.3.1. Constraints and Opportunities

The existing conditions and key constraints of the Site are illustrated in the composite site analysis diagram, on the right.

Site constraints of particular note include the following:

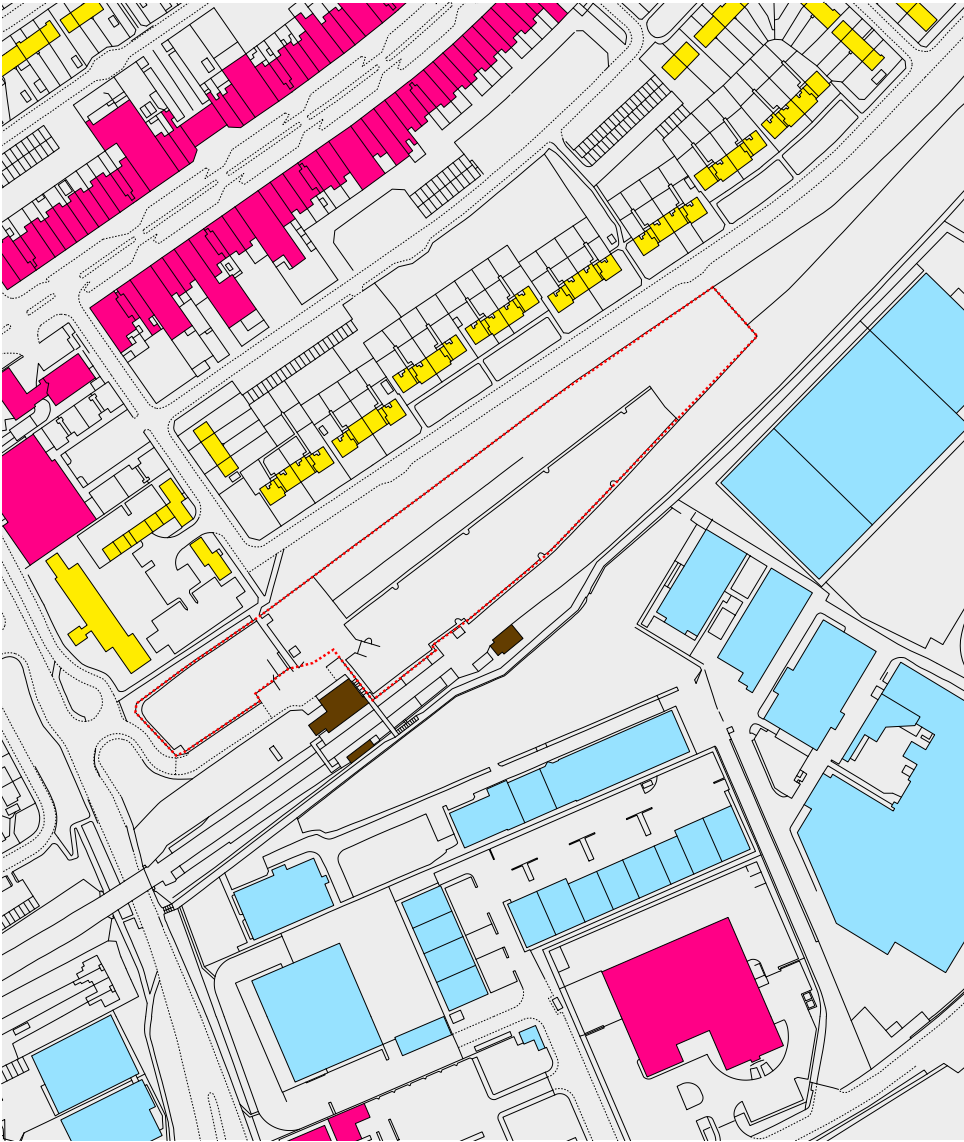
- Noise pollution from the rail tracks immediately to the south
- Retain maintenance access to the tracks, the TFL storage depot and to the electricity substation
- Respect an exclusion zone around the existing mature trees along the northern boundary
- Retain public footpath connecting the station to Torrington Drive and beyond to The Broadway
- Retain vehicular access from Station Approach, southwest of the Site
- Overlooking and privacy from neighbouring properties to the west



SITE ANALYSIS

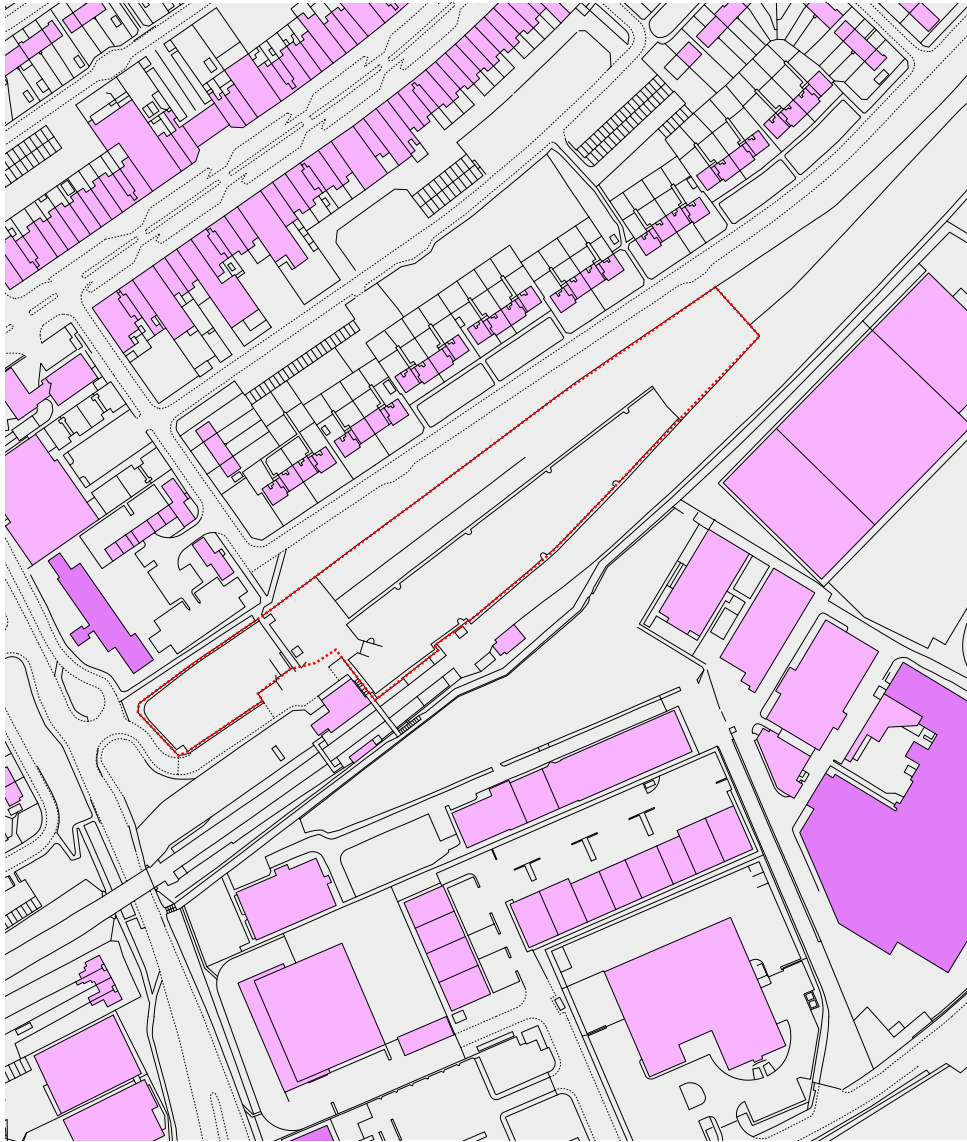


FIGURE GROUND



BUILDING USES

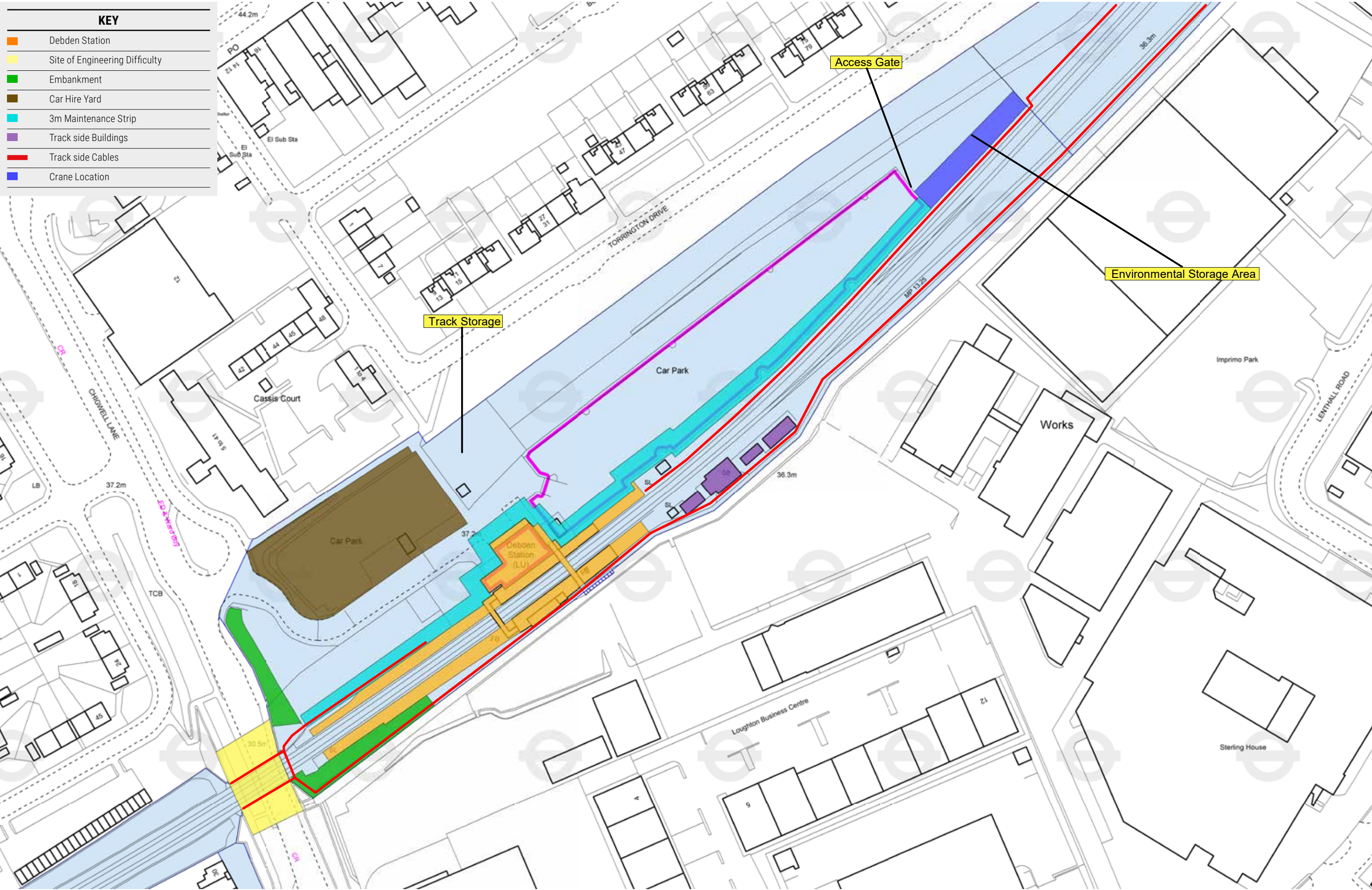
- Residential
- Light industrial
- Commercial
- Transport infrastructure



BUILDING HEIGHTS

- 1 - 3 Storeys
- 4 - 5 Storeys
- 6+ Storeys

2.4 ENGINEERING CONSTRAINTS



3 SCHEME DESIGN

3.4.1. **Key Design Principles**

The following set of place-making principles were created from the outset of the design process to help shape the proposals



1. Create a woodland walk

Enhance the existing mature vegetation and introduce a woodland walk.



2. Provide secure parking for residents and commuters

Consolidate commuter car parking within a multi-storey and residents within secure podium structures.



Well orientated homes sit above the car park

A rhythm of east/west facing homes sit above the car park.



Bring the nature in!

Bring nature into the shared amenity spaces and public space in front of the station.



Form an Acoustic Buffer

Smaller scale accommodation acts as an acoustic buffer to the railway whilst allowing natural light to pass through into intimate courtyards.



Create a sense of arrival with a new station square

Create a new station square with active uses that give a sense of arrival.

3.1 SCHEME DESIGN

3.1.1. Layout

The proposal establishes a south-facing, activated station square that connects to Torrington Drive and on towards The Broadway. The station square is framed with two taller buildings marking its location, which together create a sense of arrival into Debden.

The scheme proposes a pedestrian woodland walk that provides an address for the residential uses and is characterised by the existing mature trees along Torrington Drive. Vehicular and service access is from the west and runs parallel to the tracks to the south of the podium.

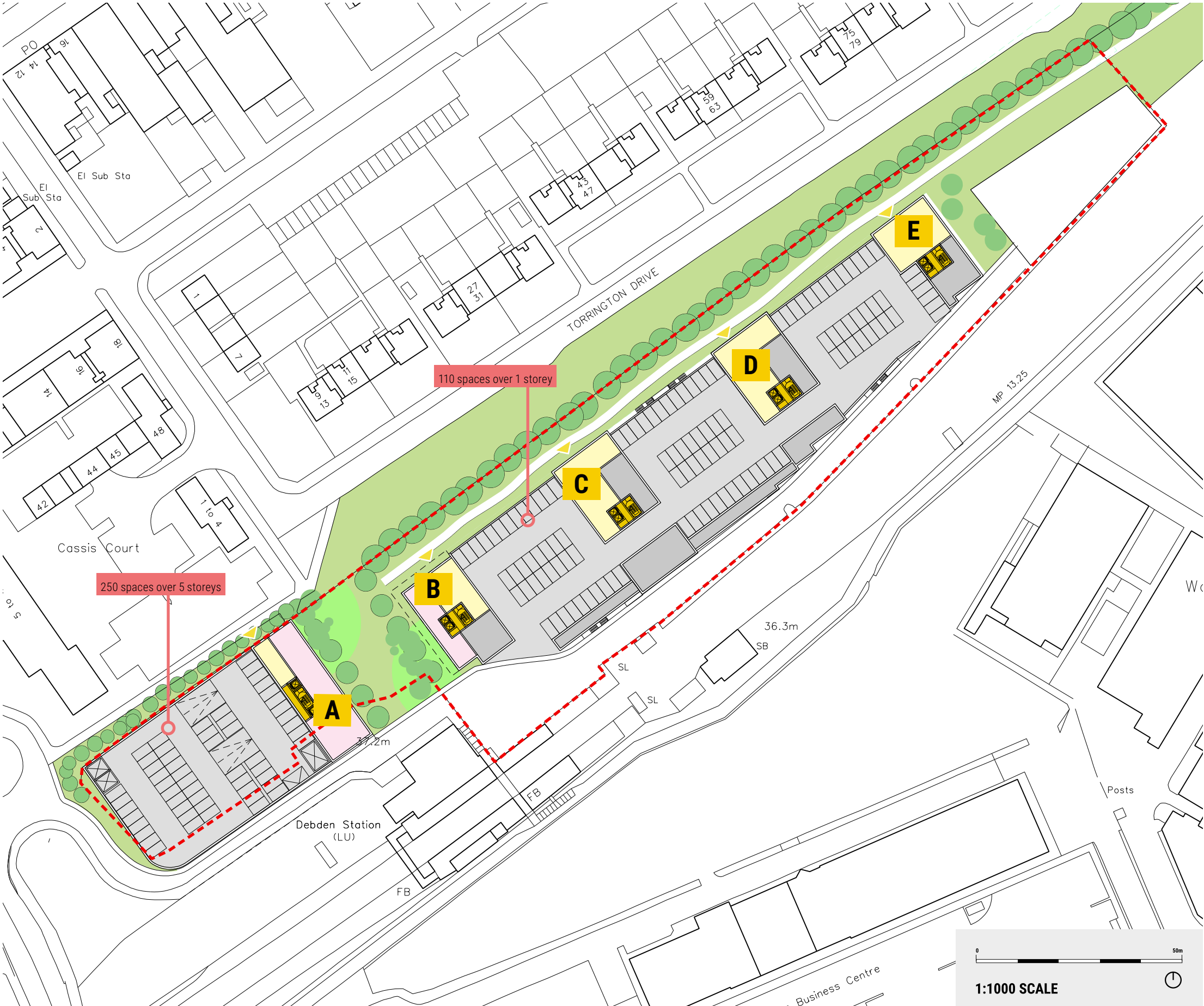
There are approximately 225 homes proposed within two residential building typologies across the scheme. These include east-west orientated buildings that are double-loaded bars of accommodation and lower-rise buildings that create enclosure for each courtyard.

The residential buildings are located above a podium car park providing raised communal gardens that draw nature into the scheme.

The ground and first floor of block B is set back by two metres on the western and northern frontages and framed by a colonnade. This creates a sheltered space in front of the station and resonates with the character of the woodland walk. A commercial space, for use as a cafe or shop, frames and activates the station square.




Building A shares a plot with the multi-storey car park, that houses parking for its residents and the commuter reprovision. This reprovides 108% of the existing commuter parking. The first four storeys have a single-loaded corridor, which becomes a double-loaded corridor building over the car park structure from the fifth storey.

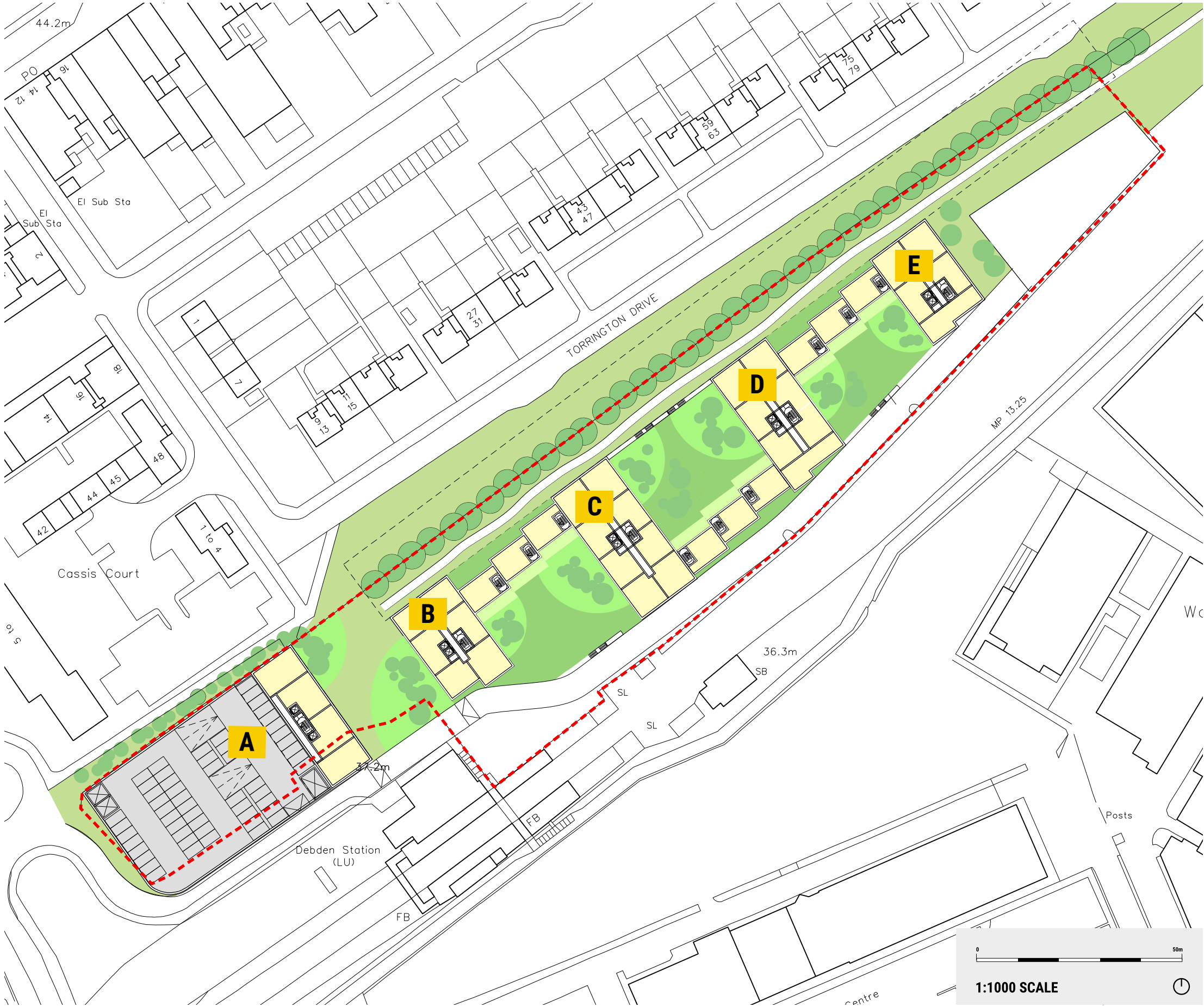
The residential storeys are 3.2 metres in height (floor to floor) and the car park levels are 2.6 metres in height (floor to floor). Five storeys of car park therefore align approximately with four residential storeys.



KEY	
	Residential
	Commercial
	Car parking / BOH

Ground Floor Plan

KEY	
	Residential
	Car parking / BOH
	Residential amenity



Typical Floor Plan

3.1.2. **Massing**

The scheme steps up to 13 storeys on the north-eastern edge of the station square, marking the station location and framing the square. The buildings step down towards the existing 2-3 storey homes on Torrington Drive. Lower-rise 5 storey buildings provide enclosure for the amenity spaces and allow sunlight into the courtyards.



KEY	
	Residential
	Commercial / station
	Car parking / BOH
	Residential amenity

*Storeys include podium



3.1.3. Accommodation Schedule

Notes: All general notes for area schedules are to be found under General Notes and Design Assumptions of the report (Page 2)

Development Accommodation Schedule

PLOT	RESIDENTIAL			COMMERCIAL		CAR PARK / BOH		TOTAL	
	GEA	GIA	NIA	GEA	GIA	GEA	GIA	GEA	GIA
	sqm	sqm	sqm	sqm	sqm	sqm	sqm	sqm	sqm
A	4,685	4,217	3,162	273	246	6,895	6,206	11,853	10,668
B	5,484	4,936	3,702	124	112	98	88	5,706	5,135
C	6,540	5,886	4,415			1,488	0	8,028	5,886
D	5,438	4,894	3,671			1,402	1,262	6,840	6,156
E	3,736	3,362	2,522			1,047	942	4,783	4,305
TOTAL	25,883	23,295	17,471	397	357	10,930	8,498	37,210	32,150

- NOTES
- To be read in conjunction with Feasibility Study Report
 - Refer to Page 2 of the Feasibility Study Report for General Notes on the use of this Accommodation Schedule
 - Refer to Residential Accommodation Schedule for Flat types and numbers

Residential Accommodation Schedule

ASSUMPTIONS							BRIEF	FLAT MIX
Flat Type	Bedrooms	Persons	Hab Rms	NIA ¹	Circ.	GIA	Flat Type Mix	Flats per Type
	no.	no.	no.	sqm	sqm	sqm	%age	no. ²
A	1	2	2	55.00	13.75	68.75	22.50%	51
B	2	4	3	77.00	19.25	96.25	52.50%	119
C	3	5	4	94.00	23.50	117.50	20.00%	45
D	4	6	5	108.00	27.00	135.00	5.00%	11
Total							100.0%	226

Car Park Accommodation Schedule

TYPE	BRIEF	CAR PARK
	no. ^{3,4,5}	no. ⁶
Commuter	205	222
Residential	159	139
TOTAL	364	361

- NOTES
- To be read in conjunction with Feasibility Study Report
 - Refer to Page 2 of the Feasibility Study Report for General Notes on the use of this Accommodation Schedule

¹ Based on DCLG 'Technical Housing Standards - Nationally Described Space Standard' for each unit type, and including minimum private amenity space

² Unit numbers are rounded down to the nearest whole number

³ Car parking brief is rounded up to the nearest whole number.

⁴ Commuter car parking brief is a percentage of the existing provision. Note that most car parks are not to current car parking standards and reprovided spaces will be less efficient.

⁵ Residential car parking brief is based on Client Instruction. This figure is rounded up to the nearest whole number.

⁶ No. of car parking spaces based on a standard bay of 2.4mx4.8m. Actual no. will be less an no provision has been made for accessible car parking spaces, bike parking, refuse, plant, or other back-of-house spaces.

PROJECT CARRP LOUGHTON

TFL CAR PARKS AND ADJACENT LAND FEASIBILITY STUDY
TRANCHE 5

July 2018



This document is prepared for the sole use of the commissioning Client, Transport for London (TfL), and no liability is accepted by Studio Egret West (SEW) or Mott Macdonald (MM).

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Design Team



Client Team



Issue and revision record

Revision	Date	Description	By
-	11.07.2018	Feasibility Study	VL

General Notes & Design Assumptions

Site Information / Data

- All site levels are indicative only
- Exact site levels are subject to a site survey

Drawings

- Drawings prepared for this Feasibility Study illustrate flat layouts for indicative purposes only and do not reflect the flat mix requirements set out in the brief. The accommodation schedule provides an approximate number of flats based on the mix (or mixes if there are alternative brief scenarios) provided by TfL.
- Do not scale from drawings.
- Drawings are subject to the evolving brief and design development.

Accommodation Schedules

- Areas are approximate only.
- Areas are measured and calculated generally in accordance with the RICS Property Measurement (1st Edition), comprising of IPMS for Office use and RICS Code of Measuring Practice (6th Ed.) for all uses except offices.
- Survey irregularities, design development, construction tolerances, workmanship and design by others may affect the stated areas.
- An allowance of at least +/-5% should be allowed.
- All areas have been calculated in metric units, unless otherwise specified.
- All these factors should be considered before making any decisions on the basis of these predictions whether as to project viability, pre-letting, lease agreements or otherwise, and should include due allowance for increases and decreases inherent in the design development and construction processes.

- No allowance has been made for wheelchair accommodation at this stage.
- GIA & NIA are approximate and calculated based on a percentage reduction of GEA.
 - Approximate GIA is calculated as 90% of GEA
 - Approximate NIA is calculated as 75% of GIA
 - Assumed residential floor to ceiling height is 3.2m.
- All residential bike and refuse store floorspace is included in residential floorspace areas, unless otherwise stated.

Abbreviations

TfL	Transport for London
EFDC	Epping Forest District Council
SEW	Studio Egret West
MM	Mott Macdonald
DTM	Design Team Meeting
FFL	Finished Floor Level
GEA	Gross External Area
GIA	Gross Internal Area
NIA	Net Internal Area
SINC	Site of Importance for Nature Conservation
SSSI	Site of Special Scientific Interest
TPO	Tree Preservation Order

EXECUTIVE SUMMARY

1.0 Introduction

- Loughton is situated along the Central Line in Zone 6 and is located in the Epping Forest District of Essex.
- The Site comprises of 4.4 acres and is currently used as a 288 space NCP commuter car park and 267 spaces for Sainsbury’s customer parking .

2.0 Site Assessment

- The Site is bound by rail tracks to the south. Vehicle access is from the High Street to the north, via Old Station Road and Station Road, and Alderton Hill from the east where Roding Valley High School is located. There is no vehicle access to the west and the Site terminates all vehicle routes. Pedestrian access to the south is via a under pass and Algers Road.
- Surrounding buildings are mostly 2-4 storey terraced and semi detached homes. To the north of the Site is a Sainsbury’s super market. To the west of the site are sports facilities that are associated to Roding Valley High School. Adjacent to the station are a line of mature trees that have TPOs. The Site is less than a 5 minute walk to the High Road that offers a variety of local commercial uses.

3.0 Key planning and environmental issues:

Opportunities

- The site is a large, underutilised brownfield site, with the southern part benefiting draft allocation for housing and retail uses
- A development would provide an opportunity to introduce a piece of high quality architecture into the townscape
- Good transport accessibility station could support high densities and reduced car parking (below adopted standards) development
- Opportunity to identify a coordinated approach to integrating the bus stop, taxi rank and informal drop off and pick up location
- Opportunity to explore a development that incorporates both the TfL and Sainsbury’s car park

Constraints

- The housing development immediately to the west will need to be carefully considered in terms of impact upon residential amenity.
- The surrounding townscape is of a generally low scale in terms of density and massing.
- The need to consider providing retail employment floorspace
- There are a number of mature trees along the periphery of the site
- Potential impact upon the setting of the Grade II listed station building and locally listed signal box.
- Need to maintain the pedestrian access to the south west
- Need to agree an acceptable provision of commuter and residential car parking

4.0 Key engineering issues include:

Opportunities

- There is an opportunity to develop the northern half of the site in conjunction with Sainsburys, as this is currently used for customer parking. This would greatly increase the scope of development;
- Large car park area available for development, enabling efficient structural layouts to meet architectural requirements;
- The area subject to development is largely free of operational buildings and assets. It is assumed any minor electrical or communications assets can be incorporated elsewhere;
- Due to the levels on site there is no requirement for large scale earth retaining or extensive excavation in order to facilitate development;
- To accommodate the current commuter parking demands, the Sainsburys customer parking and that parking required for a new residential development, a multi-storey car park will likely be required. There is an opportunity to design the car park to be adaptable to a change in use, should car use reduce in the future.

Constraints

- Due to the increased number of stakeholders within the development area careful phasing of the development will likely be required in order to prevent excessive disruption to services;
- Due to the large number of mature trees surrounding the site, an ecological and arboricultural survey should be carried out at subsequent design stages in order to ascertain any further constraints on the site;
- Due to the proximity of the running tracks, any development within approximately 4.5m of the running lines (at the same level as the tracks) will be required to resist a collision load;
- The double access gate and associated track storage area, at the south of the site, will need to be maintained as part of any future development;
- Due to the prior industrial usage of the site as a goods yard, there is a risk of ground contamination on the site;
- A 3m exclusion zone between running tracks and proposed structures is typically required to facilitate track access, and allow external cleaning of buildings without over-sailing the tracks. Building within 3m may not be approved by LU; and
- At this stage, no utility or in-ground services survey, or consultation with statutory authorities, has been undertaken. This should be carried out during the subsequent design stage in order to identify any constraints on the current proposals.

1 INTRODUCTION

1.1 OVERARCHING PLACEMAKING PRINCIPLES

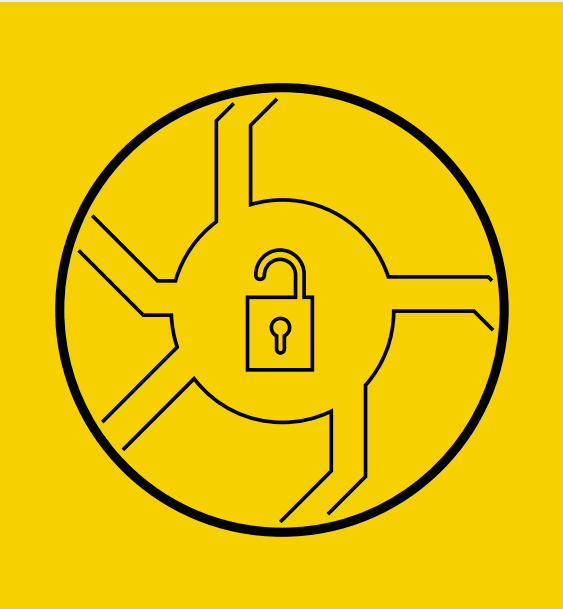
The following overarching placemaking principles are proposed to provide a consistent design approach for all car park sites. They will help guide the schemes to respond to constraints and embrace opportunities - and more importantly achieve the objective of creating unique and characterful places that people would like to live and work in.

Heal the Urban Realm



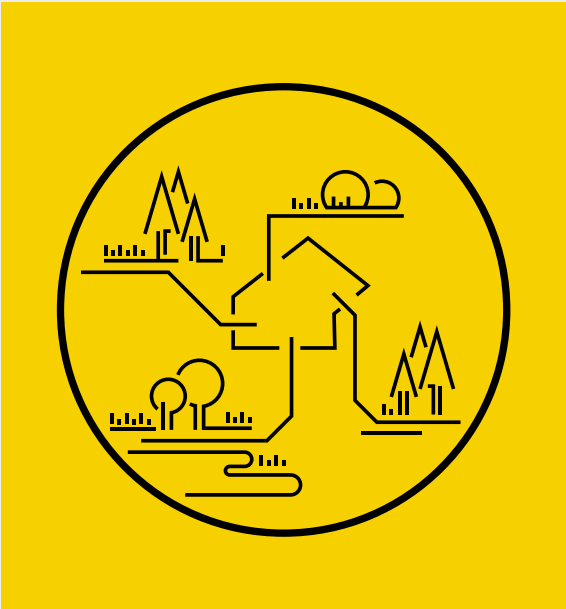
The existing sites are predominantly (if not, all) surface car parks. New development can help heal this void with a well designed street, active frontages, and new open spaces

Unlock and forge new connections



The strategic provision of new routes through the site can forge new connections with adjacent areas.

Engage and connect the site to nature

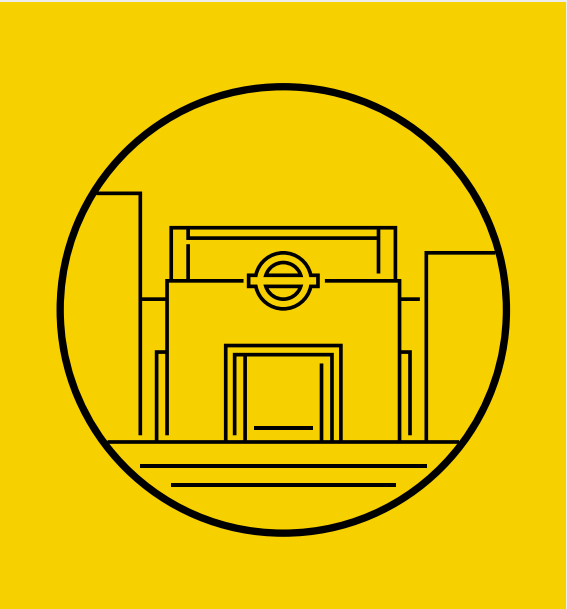


A higher density of residential accommodation will be proposed at these sites with good access to public transport. Along with this, is the need to amplify and enhance nature.

There is an opportunity to rethink how these large bituminous surfaces can be improved and softened with greenery to enhance Sustainable Urban Drainage Systems (SUDS) and biodiversity.

Where Sites of Importance for Nature Conservation (SINC), Sites of Special Scientific Interest (SSSI) and Tree Protection Orders (TPO) are identified, these green assets should be improved and integrated with the proposals.

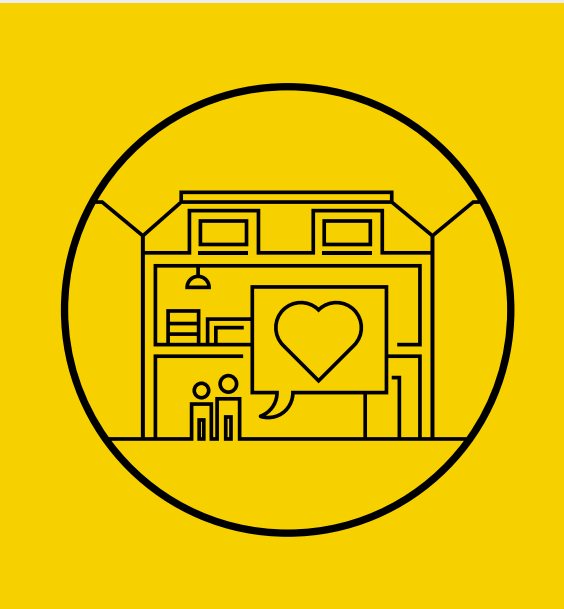
Station entrance visibility and operations



The visibility of the station entrance and arrival experience needs to be taken into consideration, in particular with sites that provide access to the station via the car park.

Existing and proposed rail operations and constraints need to be identified, retained and where possible, improved. This includes railway operations, servicing, and car parks.

High quality homes



All homes will avoid to be single-aspect north-facing where possible, and benefit from good orientation, direct sunlight, and a good level of privacy.

Most sites are also adjacent to the railway and will be exposed to noise. The proposed designs should consider how homes and private amenity respond to this.

2 ANALYSIS

2.1 SITE OVERVIEW

2.1.1.	Site Address
Loughton Station, Old Station Rd, Roding Rd, Loughton, Essex, IG10 4PD	
2.1.2.	Council
Epping Forest District	
2.1.3.	Area
1.8 ha incl. Sainsbury's site	
2.1.4.	PTAL
n/a	
2.1.5.	Density
n/a	
2.1.6.	Heritage Designation
Grade II Listed : Loughton Station Building	
2.1.7.	Flood Zone
Flood Zone 1	
2.1.8.	Ecological
None	
2.1.9.	Site Allocation
Designated as a Principal Town Centre. The Site is not within the Stansted Aerodrome Safeguarding	



2.2 SITE PHOTOGRAPHS



Key plan



View of Loughton Underground station



View of station retail unit and staff car park entrance



View of Subway entrance



View of southern boundary



Existing substation



Existing substation



View of the Site looking north



Existing electric charging facility



Proximity of existing homes west of the Site



View towards Sainsbury's supermarket

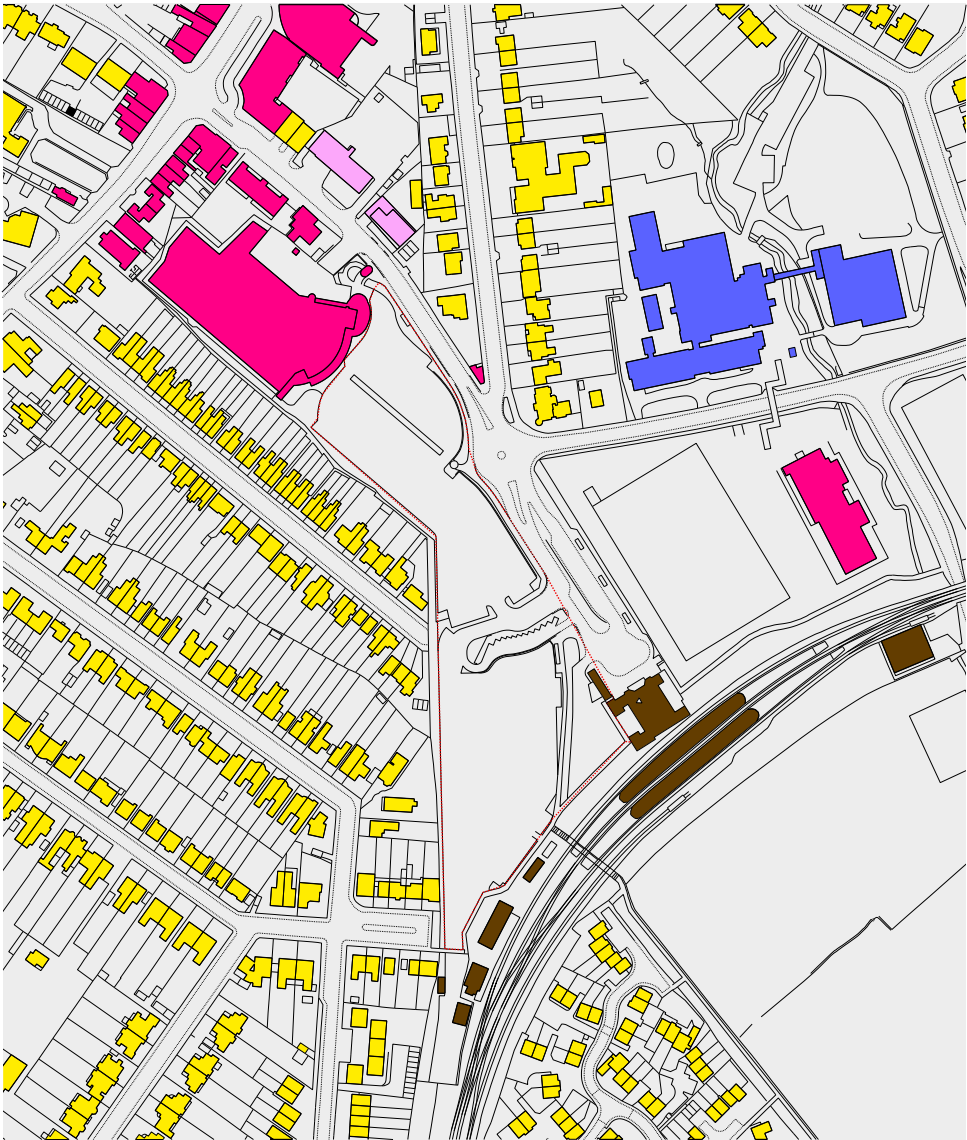


View of Sainsbury's supermarket entrance

SITE ANALYSIS

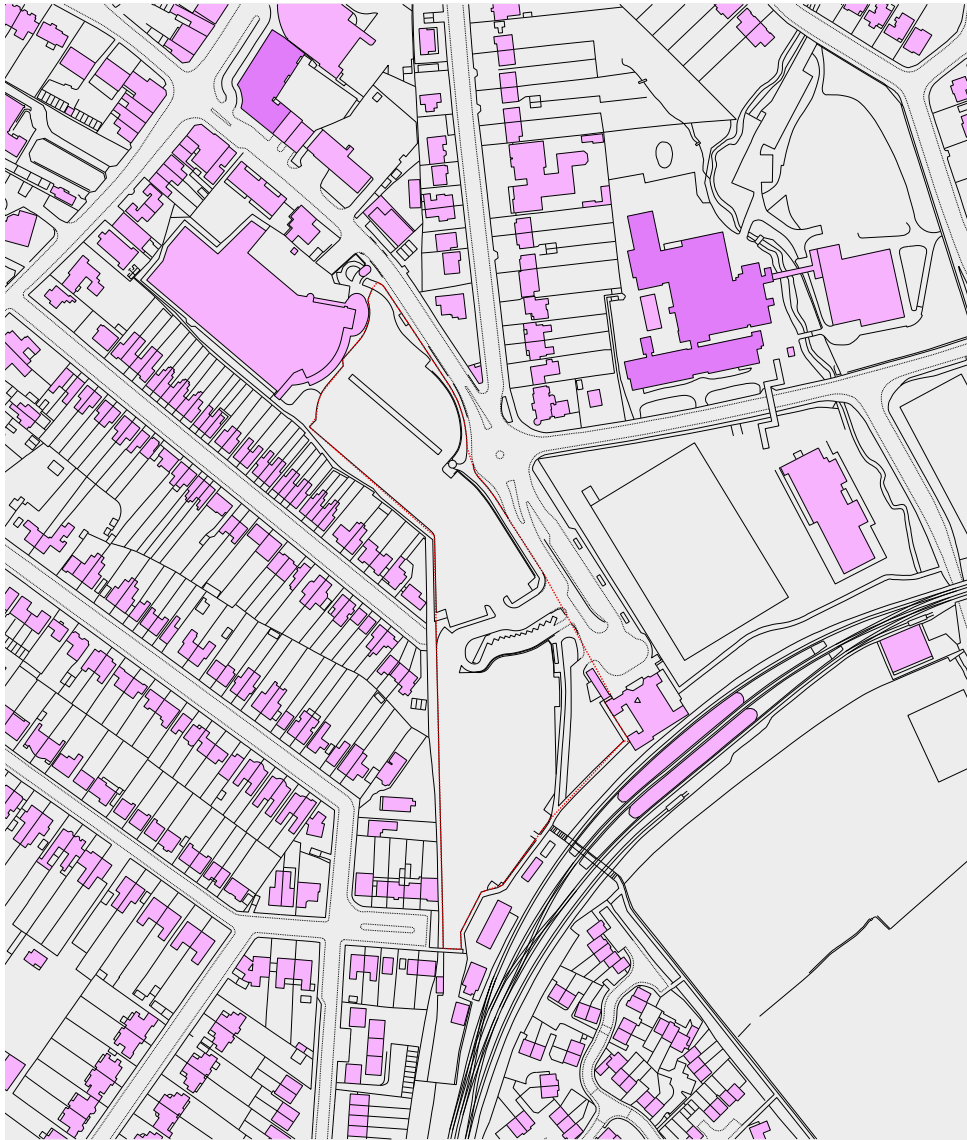


FIGURE GROUND



BUILDING USES

- Residential
- Light industrial
- Commercial
- Transport infrastructure
- Education
- Public



BUILDING HEIGHTS















- 1 - 3 Storeys
- 4 - 5 Storeys
- 6+ Storeys

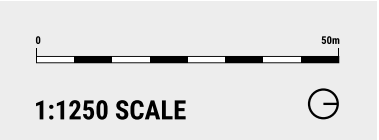
2.3 SITE ANALYSIS: CONSTRAINTS AND OPPORTUNITIES

The existing conditions and key constraints of the Site are illustrated in the composite site analysis diagram, on the right.

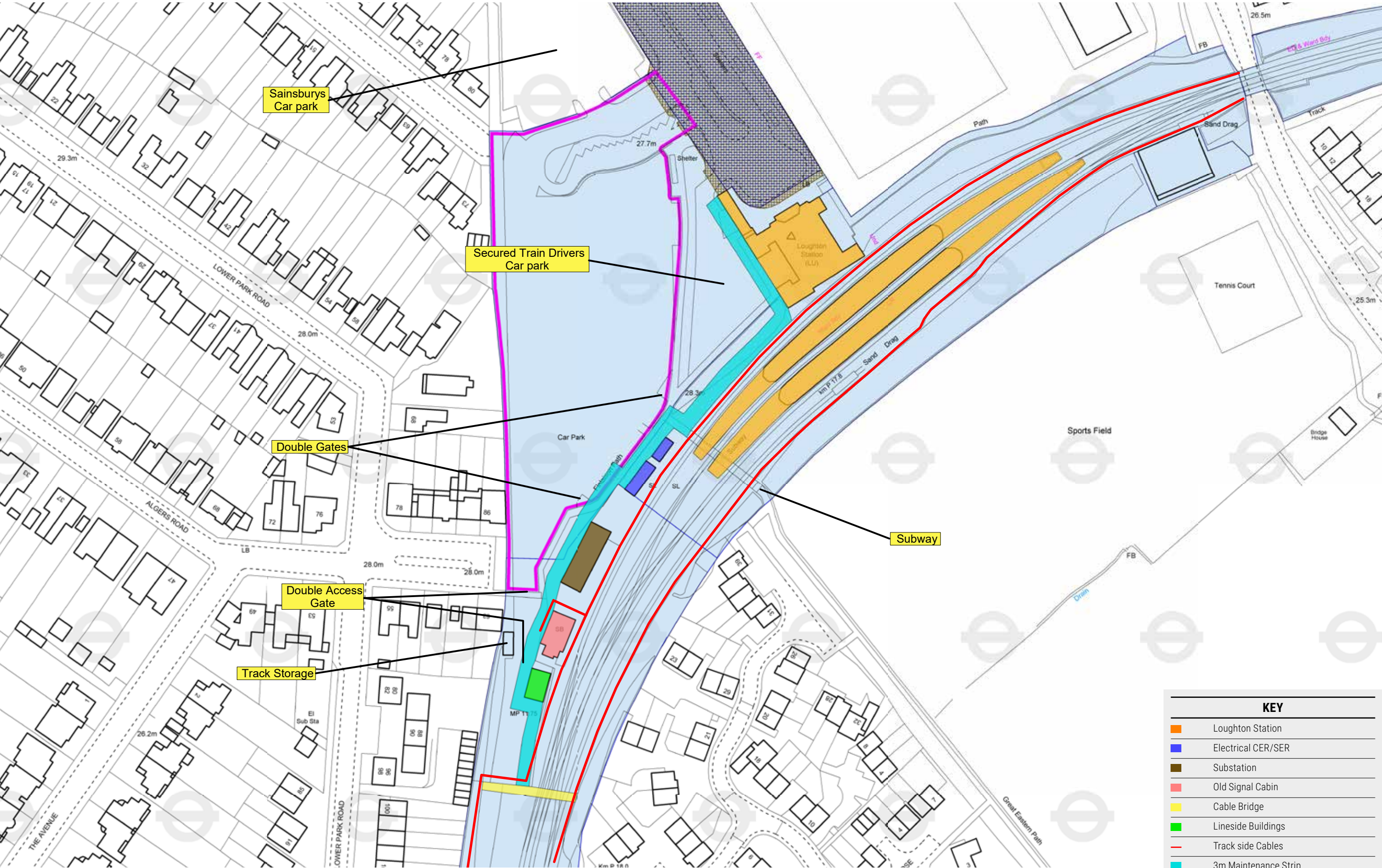
Site constraints of particular note include the following:

- the existing TPOs that intersect the site to the south
- the mature trees on the western boundary of the site
- the requirement to maintain access to the TfL operational buildings to the south
- overlooking distances to the residential buildings to the west
- maintaining pedestrian routes to the south
- the setting of the Grade II listed station building

KEY	
	Site Boundary
	Underground Station
	Bus Stop
	Retained operational / building asset
	Listed building / Building of interest
	Pedestrian Access
	Vehicle Access
	Noise / Air Pollution Source
	Railway Tracks (below ground)
	Level Change
	Neighbouring windows
	Mature trees
	TPO
	Dead End



ENGINEERING CONSTRAINTS



3 SCHEME DESIGN

3.1 SCHEME DESIGN

3.1.1. Key Design Principles

The following set of placemaking principles were created from the outset of the design process to help shape the proposals.



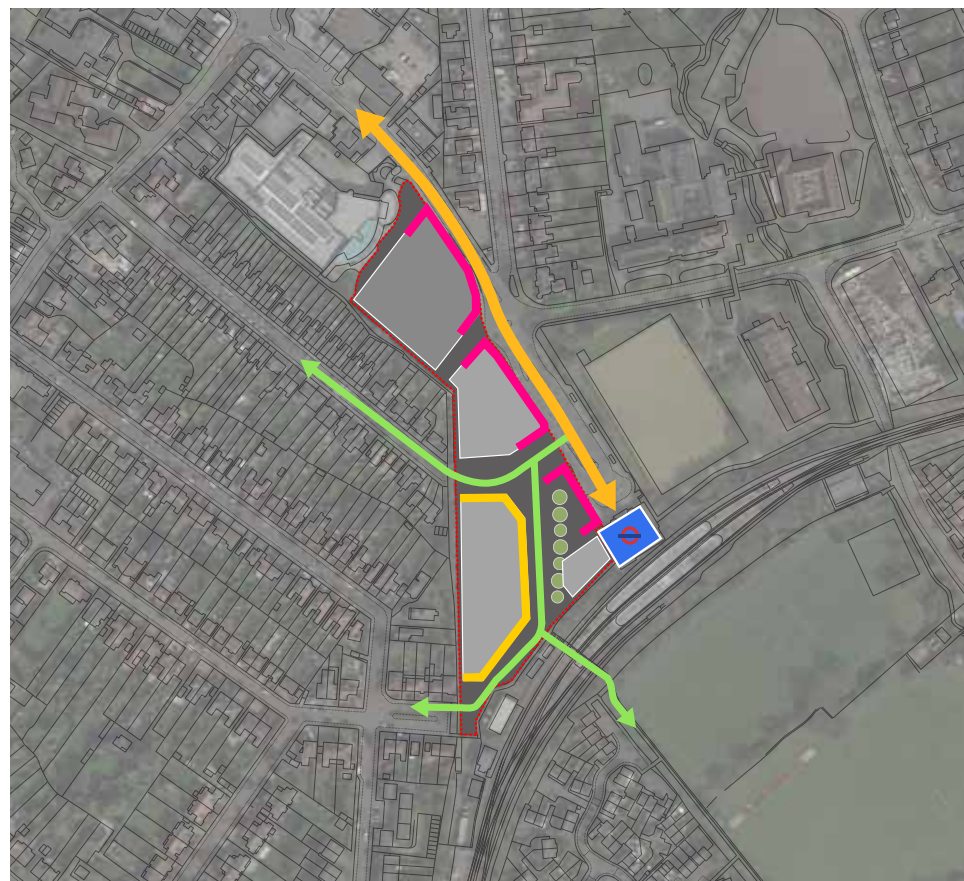
1. Build a new street front from the High Street to the station



2. Extend active uses from the High Street to the station



3. Stitch into the surrounding streets, connecting key east / west links



4. Consolidate car park into podium structures with a veneer of active uses



5. A cluster of characterful taller buildings next to the station create a sense of arrival



6. Well orientated residential sits above the podium car park

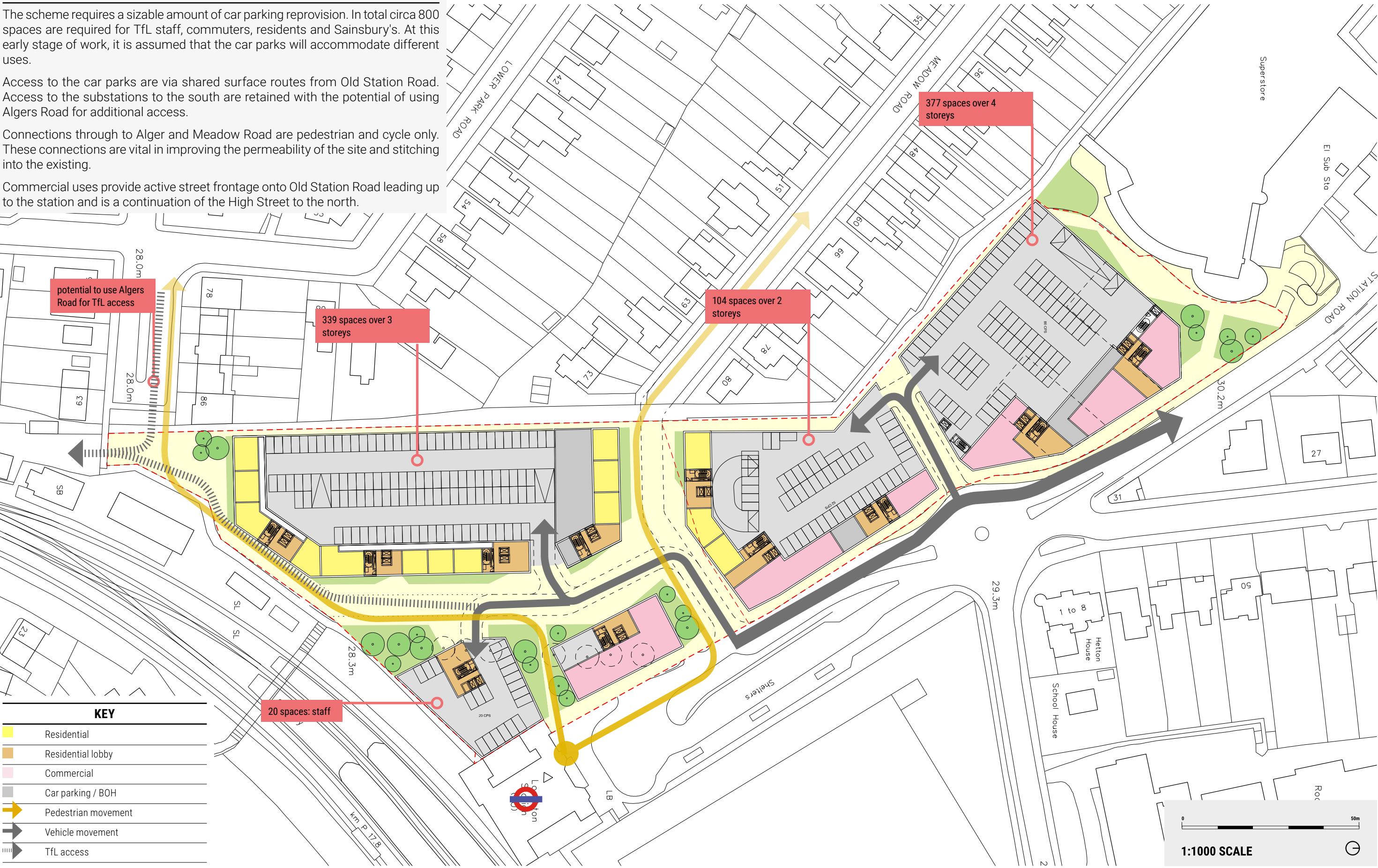
3.1.2. Ground Floor

The scheme requires a sizable amount of car parking reprovision. In total circa 800 spaces are required for TfL staff, commuters, residents and Sainsbury's. At this early stage of work, it is assumed that the car parks will accommodate different uses.

Access to the car parks are via shared surface routes from Old Station Road. Access to the substations to the south are retained with the potential of using Algers Road for additional access.

Connections through to Alger and Meadow Road are pedestrian and cycle only. These connections are vital in improving the permeability of the site and stitching into the existing.

Commercial uses provide active street frontage onto Old Station Road leading up to the station and is a continuation of the High Street to the north.



KEY	
	Residential
	Residential lobby
	Commercial
	Car parking / BOH
	Pedestrian movement
	Vehicle movement
	TfL access

3.1.3. Typical Floor Plan

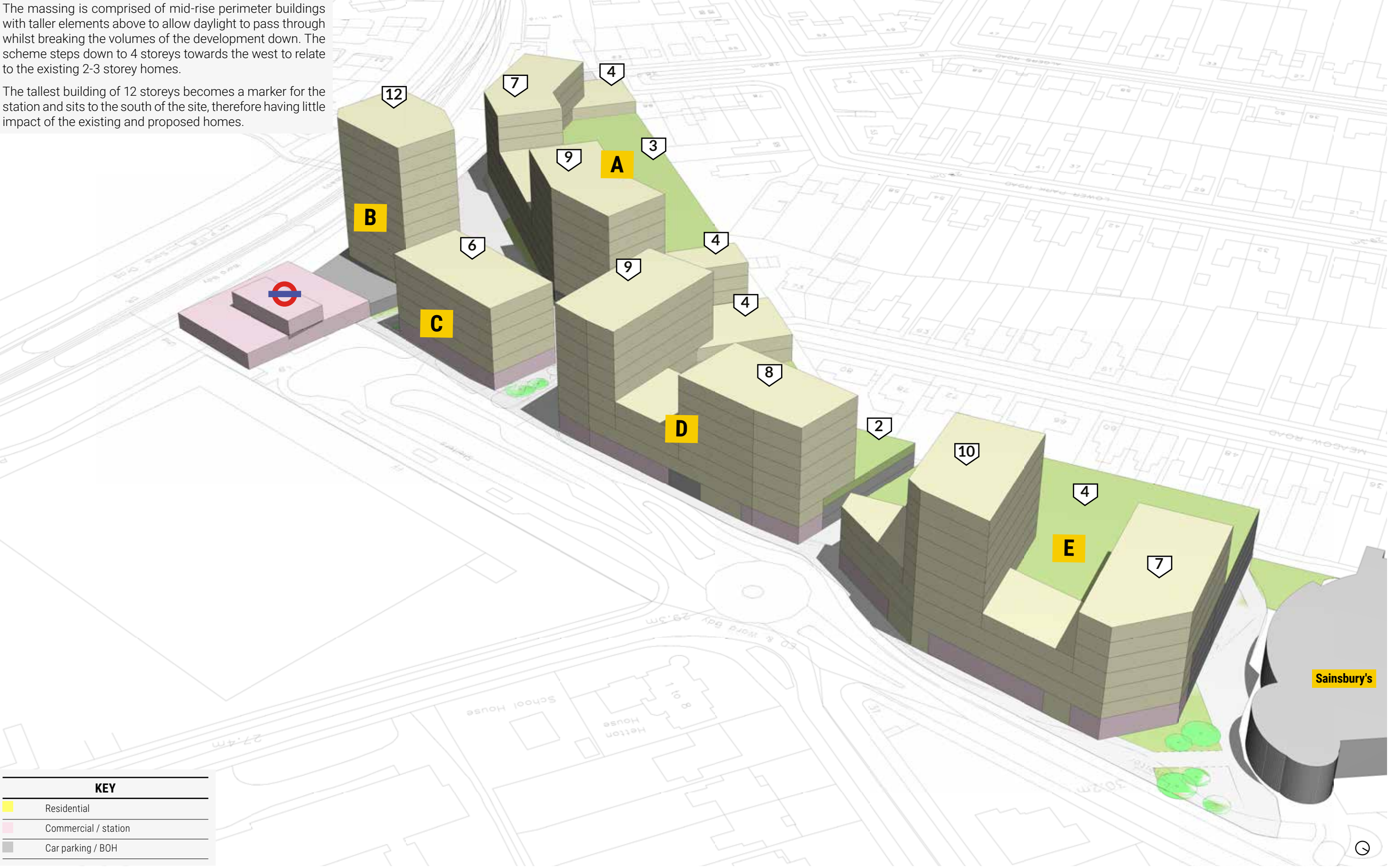
Wrapping the perimeter and sitting above the car parks are homes. The building forms are arranged to avoid overlooking onto existing properties. Sitting above the car parks is shared private amenity space. Each core serves a community of 5-8 homes per floor. Nearer the station, a cluster of stand alone buildings frame the existing Grade II station building.

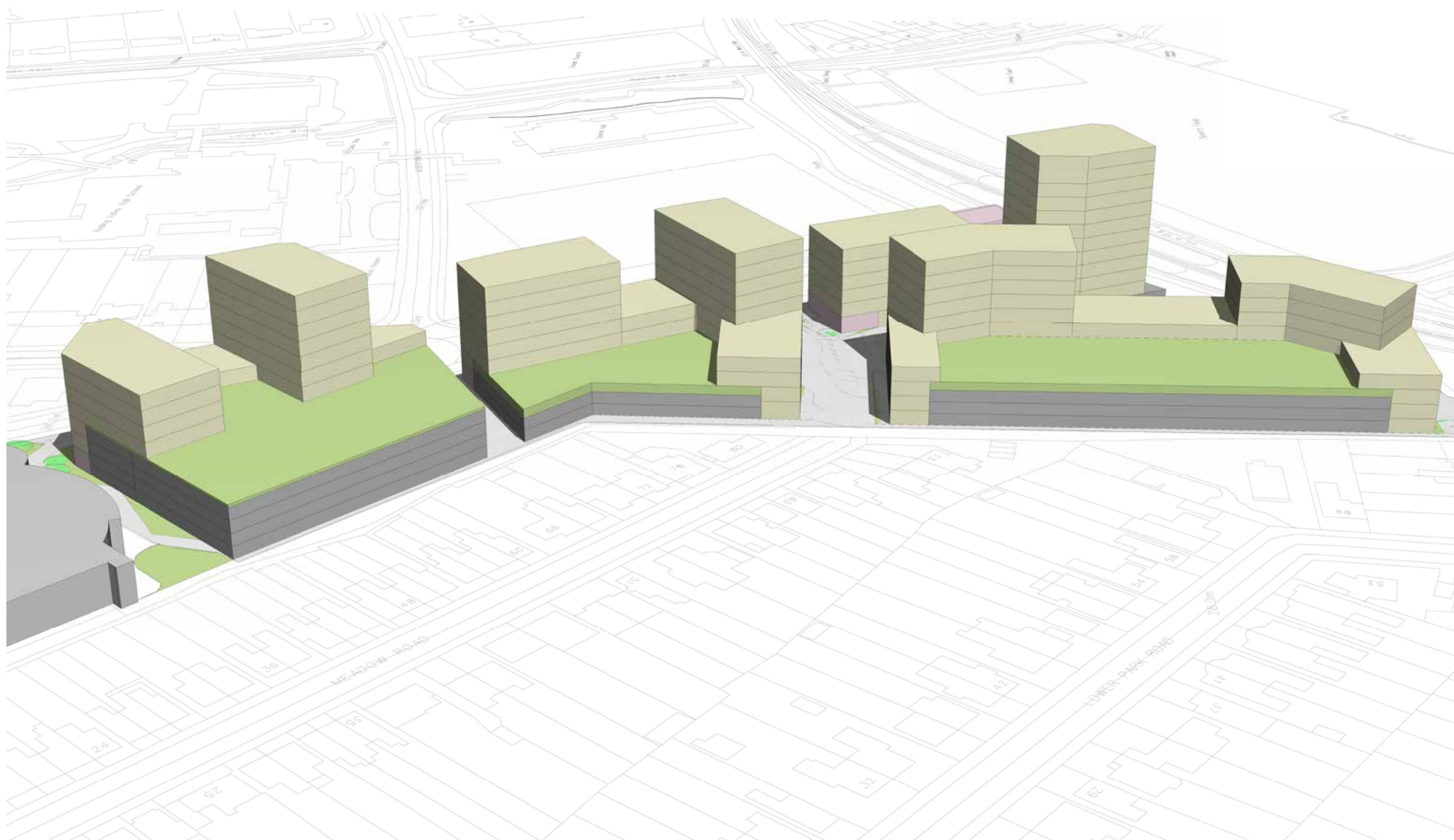


3.1.4. **Massing**

The massing is comprised of mid-rise perimeter buildings with taller elements above to allow daylight to pass through whilst breaking the volumes of the development down. The scheme steps down to 4 storeys towards the west to relate to the existing 2-3 storey homes.

The tallest building of 12 storeys becomes a marker for the station and sits to the south of the site, therefore having little impact of the existing and proposed homes.





3.1.5. Accommodation Schedule

Notes: All general notes for area schedules are to be found under General Notes and Design Assumptions of the report (Page 2)

LOUGHTON STATION
Development Accommodation Schedule

PLOT	RESIDENTIAL			COMMERCIAL		CAR PARK / BOH		TOTAL	
	GEA	GIA	NIA	GEA	GIA	GEA	GIA	GEA	GIA
	sqm	sqm	sqm	sqm	sqm	sqm	sqm	sqm	sqm
A	11,128	10,015	7,511	0	0	8,427	7,584	19,555	17,600
B	5,697	5,127	3,845	0	0	697	627	6,394	5,755
C	2,953	2,658	1,993	382	344	101	0	3,436	3,002
D	9,557	8,601	6,451	366	329	3,403	3,063	13,326	11,993
E	8,230	7,407	5,555	585	527	10,964	9,868	19,779	17,801
TOTAL	37,565	33,809	25,356	1,333	1,200	23,592	21,142	62,490	56,150

- NOTES
- To be read in conjunction with Feasibilty Study Report
 - Refer to Page 2 of the Feasibility Study Report for General Notes on the use of this Accommodation Schedule
 - Refer to Residential Accommodation Schedule for Flat types and numbers

LOUGHTON STATION
Residential Accommodation Schedule

ASSUMPTIONS							BRIEF	FLAT MIX
Flat Type	Bedrooms	Persons	Hab Rms	NIA ¹	Circ.	GIA	Flat Type Mix	Flats per Type
	no.	no.	no.	sqm	sqm	sqm	%age	no. ²
A	1	2	2	55.00	13.75	68.75	22.50%	72
B	2	4	3	77.00	19.25	96.25	52.50%	169
C	3	5	4	94.00	23.50	117.50	20.00%	64
D	4	6	5	108.00	27.00	135.00	5.00%	16
Total							100.0%	321

Car Park Accommodation Schedule

TYPE	BRIEF	CAR PARK
	no. ^{3,4,5}	no. ⁶
Commuter	288	831
Residential	240	
Sainsbury's	267	
Staff	N/A	25
TOTAL	528	856

- NOTES
- To be read in conjunction with Feasibilty Study Report
 - Refer to Page 2 of the Feasibility Study Report for General Notes on the use of this Accommodation Schedule

¹ Based on DCLG 'Technical Housing Standards - Nationally Described Space Standard' for each unit type, and including minimum private amenity space

² Unit numbers are rounded down to the nearest whole number

³ Car parking brief is rounded up to the nearest whole number.

⁴ Commuter car parking brief is a percentage of the existing provision. Note that most car parks are not to current car parking standards and reprovided spaces will be less efficient.

⁵ Residential car parking brief is based on Client Instruction. This figure is rounded up to the nearest whole number.

⁶ No. of car parking spaces based on a standard bay of 2.4mx4.8m. Actual no. will be less an no provision has been made for accessible car parking spaces, bike parking, refuse, plant, or other back-of-house spaces.

APPENDIX 2: VIABILITY ASSESSMENTS



General Notes and Assumptions:

Please note, this is an informal document intended for discussion purposes only. It does not constitute a formal red book valuation and must not be construed or relied upon as such. As we have been provided with limited information, the appraisals are based on a number of assumptions which are detailed below. Should any of these not be the case – we reserve the right to amend our opinion of value accordingly.

- ◆ We have not been provided with architectural drawings or areas for the existing allocations proposals. We have therefore had to pro-rata the areas provided within the feasibility studies to determine the areas based on the unit numbers provided.
- ◆ We have not been provided with a cost plan for the existing allocations proposals. We have therefore had to pro-rata the costs provided within the feasibility studies to determine the likely cost per car parking space for the provision of individual commuter / residents parking spaces. We recommend that these are confirmed by a qualified cost consultant.
- ◆ The costs we have been provided with were based on a tenure split of 50% private and 50% affordable. We have assumed different levels of affordable across each of our appraisals, however all are based on a 75% Affordable Rent, 25% Shared Ownership split.
- ◆ For the base case feasibility appraisal - we have assumed the unit mix provided by you across all tenures to align with the unit numbers stated, this includes 4b6p unit types.
- ◆ For the base case appraisals we have assumed that 0.7 residential parking is to be provided, as well as the re-provision of 100% commuter spaces, the car parking numbers adopted within our appraisals should be confirmed by you. For the optimised options we have assumed minimal parking for residents.
- ◆ We have undertaken an additional appraisal with the addition of infrastructure grant funding. This has been assumed at £40,000 / residential unit, built into the appraisal in a lump sum at the start of construction, as stated by you.

Methodology

The approach proposed by Knight Frank, and agreed by TfL, involved establishing a base line for the viability of the proposed development by utilising the unit numbers from the draft allocations and costing information provided by cost consultants.

- ◆ Viability assessment of the feasibility studies undertaken by TfL was then carried out to test against the baseline of the draft allocations. Through this process it was identified that optimisation of the schemes to test the potential approaches for the sites should be undertaken, the adjustments to the schemes included:
 - ◆ Improvements to the gross to net efficiencies of the schemes (from circa 75% to 78%);
 - ◆ Reduction of the residential parking provision from an average of 0.7 spaces per unit to 0.1 (assumed blue badge provision) as per TfL instruction in line with EFDC policy;
 - ◆ Sensitivity testing of affordable provision; and
 - ◆ Optimisation of unit sizes and mix.

The scenarios tested in this exercise are as set out below:

- ◆ Option 1 - Existing allocations proposed in the draft allocation in the Epping Forest District Council local plan (2011-2033);
- ◆ Option 2 - Schemes derived from 2018 Studio Egret West feasibility studies instructed by TfL;
- ◆ Options 3 & 4 - Optimisation of feasibility study schemes including adjustments to affordable provision, unit mix, unit sizes and gross to net ratio; and
- ◆ Option 5 – Sensitivity testing of affordable provision

Instruction was also given to test options 1 – 4 assuming the inclusion of infrastructure grant funding of £40,000 per unit as a lump sum in at the start of the appraisals. We understand that this type of funding is typically used to unlock schemes where large infrastructure costs can suppress land values and in some cases result in negative land values and thus creating impediments to the delivery of homes.

We understand that TfL is currently progressing detailed feasibilities for schemes which have successfully secured funding of this nature.

We have set out a summary of our findings below;

Debden Station, Chigwell Lane, IG10 3TG

Option 1 - Draft Allocation Appraisal (Base Case)

General Assumptions:

- ◆ 193 units based on mix provided @ 20% Affordable
- ◆ Units oversized
- ◆ 75% Net: Gross adopted
- ◆ Private Revenues at £553psf (154 units)
- ◆ Affordable Revenues at £200psf for Social Rent and £350psf on Shared Ownership
- ◆ No Commercial Allocation
- ◆ Parking spaces
 - Commuter spaces re-provided
 - 119 Residents
- ◆ Parking cost assumed at c.£36,000 / space based on feasibility costs provided
- ◆ Build costs at £220psf for Private and £165psf on the Affordable
- ◆ Profit on Cost at 20%
- ◆ Interest at 6%

Residual Land Value: -£9,850,000

Residual Land Value with infrastructure funding: -£3,275,000

Option 2 – Feasibility Appraisal (Base Case)

General Assumptions:

- ◆ 227 units based on mix provided @ 20% Affordable
- ◆ Units oversized
- ◆ 75% Net: Gross adopted
- ◆ Private Revenues at £553psf (182 units)
- ◆ Affordable Revenues at £200psf for Social Rent and £350psf on Shared Ownership
- ◆ Commercial based on 15psf at 7.5% yield
- ◆ Parking spaces
 - Commuter spaces re-provided
 - 139 Residents
- ◆ Parking cost based on feasibility costs provided
- ◆ Build costs at £220psf for Private and £165psf on the Affordable
- ◆ Profit on Cost at 20%
- ◆ Interest at 6%

Residual Land Value: -£9,000,000

Residual Land Value with infrastructure funding: -£1,500,000

Sensitivity Analysis

A reduction in cost of -10% in addition to an uplift in value of 10% equates to a land value of

c. +£3,500,000

Table of Land Cost and Gross Development Value

Construction: Gross Cost					
Sales: Gross Sales	-10.000%	-5.000%	0.000%	+5.000%	+10.000%
-10.000%	£10,040,997 £83,648,381	£13,074,270 £83,648,381	£16,114,933 £83,648,381	£19,165,758 £83,648,381	£22,218,559 £83,648,381
-5.000%	£6,568,393 £88,254,330	£9,589,758 £88,254,330	£12,618,962 £88,254,330	£15,658,400 £88,254,330	£18,705,717 £88,254,330
0.000%	£3,115,467 £92,860,279	£6,120,483 £92,860,279	£9,138,519 £92,860,279	£12,165,875 £92,860,279	£15,203,089 £92,860,279
+5.000%	(£287,882) £97,466,227	£2,670,439 £97,466,227	£5,672,568 £97,466,227	£8,687,310 £97,466,227	£11,714,639 £97,466,227
+10.000%	(£3,450,652) £102,072,176	(£699,103) £102,072,176	£2,226,672 £102,072,176	£5,226,794 £102,072,176	£8,239,412 £102,072,176

Option 3 – Feasibility Appraisal (Optimised)

General Assumptions:

- ◆ 271 units based on optimised unit mix @ 15% Affordable
- ◆ Optimised Unit Sizes adopted
- ◆ 78% Net:Gross Adopted
- ◆ Private Revenues at £575psf (231 units)
- ◆ Affordable Revenues at £200psf for Social Rent and £350psf on Shared Ownership
- ◆ Commercial based on 15psf at 7.5% yield
- ◆ Parking spaces
 - Commuter spaces re-provided
 - 28 Residents (based on 10% all units)
- ◆ Parking cost based on feasibility costs provided – pro-rata to remove residential element
- ◆ Build costs at £220psf for Private and £165psf on the Affordable
- ◆ Profit on Cost at 20%
- ◆ Interest at 6%

Residual Land Value: -£500,000

Residual Land Value with infrastructure funding: +£7,575,000

Option 4 – Feasibility Appraisal (Optimised)

General Assumptions:

- ◆ 281 units based on optimised unit mix @ 10% Affordable
- ◆ Optimised Unit sized adopted
- ◆ 78% Net:Gross Adopted
- ◆ Private Revenues at £575psf (253 units)
- ◆ Affordable Revenues at £200psf for Social Rent and £350psf on Shared Ownership
- ◆ Commercial based on 15psf at 7.5% yield
- ◆ Parking spaces
 - Commuter spaces reprovided
 - 28 Residents (based on 10% all units)
- ◆ Parking cost based on feasibility costs provided – pro-rata to remove residential element
- ◆ Build costs at £220psf for Private and £165psf on the Affordable
- ◆ Profit on Cost at 20%
- ◆ Interest at 6%

Residual Land Value: +£1,000,000

Residual Land Value with infrastructure funding: +£9,250,000

Option 5 – Further Testing

As per your request we have put together some high level appraisals to determine the tipping point in terms of affordable housing provision. We have not put together Knight Frank massing appraisals for this, albeit reviewed using the Argus Developer Software.

Based on a maximum of 40% Affordable Housing (we note EFDC policy is maximum 40%), the scheme provides a negative land value (-£1,000,000).

We would comment at such a high level of affordable housing provision this is likely to adversely impact the value of the private, and thus we would recommend reviewing any designs which came forward with this proportion.

Loughton Station, Roding Road, IG10 4PD

Option 1 - Draft Allocation Appraisal

General Assumptions:

- ◆ 165 units based on mix provided @ 20% Affordable
- ◆ 75% Net: Gross adopted
- ◆ Private Revenues at £593psf (132 units)
- ◆ Affordable Revenues at £200psf for Social Rent and £350psf on Shared Ownership
- ◆ No Commercial Allocation
- ◆ Parking spaces
 - 116 Residents based of 0.7 of unit numbers
 - Commuter and Sainsbury's parking re-provided
- ◆ Parking cost assumed at c.£39,000
- ◆ Build costs at £220psf for Private and £165psf on the Affordable
- ◆ Profit on Cost at 20%
- ◆ Interest at 6%

Residual Land Value: -£22,750,000

Residual Land Value with infrastructure funding: -£17,100,000

Option 2 – Feasibility Appraisal

General Assumptions:

- ◆ 329 units based on mix provided @ 20% Affordable
- ◆ 75% Net: Gross adopted
- ◆ Private Revenues at £593psf (263 units)
- ◆ Affordable Revenues at £150psf for Social Rent and £300psf on Shared Ownership
- ◆ Commercial based on 15psf at 7.5% yield
- ◆ Parking spaces
 - 856 All types (including commuter and Sainsbury's)
- ◆ Parking cost assumed at c.£39,000
- ◆ Build costs at £220psf for Private and £165psf on the Affordable
- ◆ Profit on Cost at 20%
- ◆ Interest at 6%

Residual Land Value: -£20,500,000

Residual Land Value with infrastructure funding: -£9,000,000

Sensitivity Analysis

A reduction in cost of -10% in addition to an uplift in value of 10% results in a land value of

c. -£1,000,000

Table of Land Cost and Gross Development Value

Construction: Gross Cost					
Sales: Gross Sales	-10.000%	-5.000%	0.000%	+5.000%	+10.000%
-10.000%	£22,117,547	£26,573,589	£31,036,531	£35,513,937	£39,996,978
	£130,621,598	£130,621,598	£130,621,598	£130,621,598	£130,621,598
-5.000%	£16,839,188	£21,275,553	£25,724,008	£30,185,631	£34,655,731
	£137,739,928	£137,739,928	£137,739,928	£137,739,928	£137,739,928
0.000%	£11,587,330	£16,003,976	£20,433,566	£24,878,601	£29,336,051
	£144,858,258	£144,858,258	£144,858,258	£144,858,258	£144,858,258
+5.000%	£6,365,952	£10,758,065	£15,168,757	£19,596,496	£24,036,651
	£151,976,589	£151,976,589	£151,976,589	£151,976,589	£151,976,589
+10.000%	£1,183,065	£5,545,459	£9,932,596	£14,338,284	£18,761,283
	£159,094,919	£159,094,919	£159,094,919	£159,094,919	£159,094,919

Option 3 – Feasibility Appraisal (Optimised)

General Assumptions:

- ◆ 394 units based on optimised unit mix @ 15% Affordable
- ◆ Optimised Unit Sizes adopted
- ◆ 78% Net:Gross Adopted
- ◆ Private Revenues at £625psf (335 units)
- ◆ Affordable Revenues at £200psf for Social Rent and £350psf on Shared Ownership
- ◆ Commercial based on 15psf at 7.5% yield
- ◆ Parking spaces
 - 40 Residents (based on 10% all units)
 - Re-provision of commuter and Sainsbury's spaces
- ◆ Parking cost based on feasibility costs provided – pro-rata to remove residential element
- ◆ Build costs at £220psf for Private and £165psf on the Affordable
- ◆ Profit on Cost at 20%
- ◆ Interest at 6%

Residual Land Value: -£5,000,000

Residual Land Value with infrastructure funding: +£7,500,000

Option 4 – Feasibility Appraisal (Optimised)

General Assumptions:

- ◆ 397 units based on optimised unit mix @ 10% Affordable
- ◆ Optimised Unit sized adopted
- ◆ 78% Net:Gross Adopted
- ◆ Private Revenues at £625psf (338 units)
- ◆ Affordable Revenues at £200psf for Social Rent and £350psf on Shared Ownership
- ◆ Commercial based on 15psf at 7.5% yield
- ◆ Parking spaces
 - 40 Residents (based on 10% all units)
 - Re-provision of commuter and Sainsbury's spaces
- ◆ Parking cost based on feasibility costs provided – pro-rata to remove residential element
- ◆ Build costs at £220psf for Private and £165psf on the Affordable
- ◆ Profit on Cost at 20%
- ◆ Interest at 6%

Residual Land Value: -2,600,000

Residual Land Value with infrastructure funding: +£9,900,000

Option 5 – Further Testing

As per your request we have put together some high level appraisals to determine the tipping point in terms of affordable housing provision. We have not put together Knight Frank massing appraisals for this, albeit reviewed using the Argus Developer Software.

Based on a level of 40% Affordable Housing the scheme provides a negative land value (-£3m).

We would comment at such a level of affordable housing provision this is likely to adversely impact the value of the affordable.

Conclusions

As set out in the above summaries, it is only option 4 for Debden that produces a positive land value without infrastructure grant funding, whereas Loughton requires the infrastructure funding to produce a positive land value in all tested options.

The inclusion of this funding in the assessments unlocks the opportunities allowing for the delivery of circa 675 homes and secure commuter parking across two sites alongside transport infrastructure investment. The high level testing of affordable housing provision has also identified that near policy compliant levels could be achieved but as noted this is subject to detailed testing of the massing and housing mix studies.

We understand that further feasibility work will be undertaken on the schemes to identify opportunities to mitigate costs, improve design efficiencies and to investigate alternative parking solutions and we would be pleased to assist in this work going forwards.

Should you require anything further please do not hesitate to contact the undersigned.

Yours sincerely

A handwritten signature in blue ink, appearing to read "Nick Parr", written over a light blue circular background.

Nick Parr MRICS

Knight Frank Residential development

APPENDIX 3: LANDMARK HOUSE COMMITTEE REPORT



Report to District Development Control Committee

Date of meeting: 11th December 2013



**Epping Forest
District Council**

Subject: Planning Application EPF/2163/13 – Sir Winston Churchill Public House and adjoining land, The Broadway, Loughton – Demolition of Public House and garages and replacement with construction of a mixed use development, comprising retail and food and drink units (within classes A1, A3 and A4) at ground floor level and 64 residential units at upper floor levels (first to sixth floors), together with 64 car parking spaces, service yard, access and car parking.

Officer contact for further information: K Smith

Committee Secretary: S Hill Ext 4249

Recommendation:

Members consider an officer recommendation to GRANT planning permission subject to the Applicant agreeing to an extension of time beyond the statutory 13 week deadline and also subject to the completion of a Section 106 legal agreement and planning conditions.

In the event that the Applicant has failed to complete a Section 106 Legal Agreement within the stated time period, Members delegate authority to officers to refuse planning permission on the basis that the proposed development would cause harm to local education and health services by generating additional demand which cannot be accommodated within existing capacity.

Section 106 legal agreements (to be completed by 31st March 2014 unless the Applicant has, prior to this date, agreed an extension of time with Planning Officers) to secure the following:

- A contribution of £192,016 towards the provision of local primary and secondary education facilities; and
- A contribution of £14,400 towards the provision of healthcare services within the locality.
-

Planning Conditions:

- | | |
|---|---|
| 1 | The development hereby permitted must be begun not later than the expiration of three years beginning with the date of this notice. |
| | Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended). |
| 2 | No construction works above ground level shall take place until documentary and photographic details of the types and colours of the external finishes have been submitted to and approved by the |

Local Planning Authority, in writing. The development shall be implemented in accordance with such approved details.

Reason:- To ensure a satisfactory appearance in the interests of visual amenity, in accordance with the guidance contained within the National Planning Policy Framework and policy DBE1 of the adopted Local Plan and Alterations.

- 3 The development hereby permitted will be completed strictly in accordance with the approved drawings nos: 2486 PL01; 2489 PL02C; PL03B; PL04_1E; PL04_2E; PL05E; PL06D; PL07C; PL08C; PL09; PL10B; PL11B; PL12C; PL13C; PL16.

Reason: To ensure the proposal is built in accordance with the approved drawings.

- 4 A flood risk assessment and management and maintenance plan shall be submitted to and approved by the Local Planning Authority prior to commencement of development. The assessment shall include calculations of increased run-off and associated volume of storm detention using WinDes or other similar best practice tools. The approved measures shall be carried out prior to the substantial completion of the development and shall be adequately maintained in accordance with the management and maintenance plan.

Reason:- The development is of a size where it is likely to result in increased surface water run-off, in accordance with the guidance contained within the National Planning Policy Framework and policy U2B of the adopted Local Plan and Alterations.

- 5 No development shall take place until a Phase 1 Land Contamination investigation has been carried out. A protocol for the investigation shall be submitted to and approved in writing by the Local Planning Authority before commencement of the Phase 1 investigation. The completed Phase 1 report shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of any necessary Phase 2 investigation. The report shall assess potential risks to present and proposed humans, property including buildings, crops, livestock, pets, woodland and service lines and pipes, adjoining land, groundwaters and surface waters, ecological systems, archaeological sites and ancient monuments and the investigation must be conducted in accordance with DEFRA and the Environment Agency's "Model Procedures for the Management of Land Contamination, CLR 11", or any subsequent version or additional regulatory guidance.
[Note: This condition must be formally discharged by the Local Planning Authority before the submission of details pursuant to the Phase 2 site investigation condition that follows]

Reason:- To ensure the risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with the guidance contained within the

National Planning Policy Framework and policy RP4 of the adopted Local Plan and Alterations.

- 6 Should the Phase 1 Land Contamination preliminary risk assessment carried out under the above condition identify the presence of potentially unacceptable risks, no development shall take place until a Phase 2 site investigation has been carried out. A protocol for the investigation shall be submitted to and approved by the Local Planning Authority before commencement of the Phase 2 investigation. The completed Phase 2 investigation report, together with any necessary outline remediation options, shall be submitted to and approved by the Local Planning Authority prior to any redevelopment or remediation works being carried out. The report shall assess potential risks to present and proposed humans, property including buildings, crops, livestock, pets, woodland and service lines and pipes, adjoining land, groundwaters and surface waters, ecological systems, archaeological sites and ancient monuments and the investigation must be conducted in accordance with DEFRA and the Environment Agency's "Model Procedures for the Management of Land Contamination, CLR 11", or any subsequent version or additional regulatory guidance.
[Note: This condition must be formally discharged by the Local Planning Authority before the submission of details pursuant to the remediation scheme condition that follows]

Reason:- To ensure the risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with the guidance contained within the National Planning Policy Framework and policy RP4 of the adopted Local Plan and Alterations.

- 7 Should Land Contamination Remediation Works be identified as necessary under the above condition, no development shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use has been submitted to and approved by the Local Planning Authority. The development shall be carried out in accordance with the approved remediation scheme unless otherwise agreed in writing by the Local Planning Authority. The remediation scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures and any necessary long term maintenance and monitoring programme. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 or any subsequent version, in relation to the intended use of the land after remediation.
[Note: This condition must be formally discharged by the Local Planning Authority before the submission of details pursuant to the verification report condition that follows]

Reason:- To ensure the risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems,

and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with the guidance contained within the National Planning Policy Framework and policy RP4 of the adopted Local Plan and Alterations.

- 8 Following completion of measures identified in the approved remediation scheme and prior to the first use or occupation of the development, a verification report that demonstrates the effectiveness of the remediation carried out must be produced together with any necessary monitoring and maintenance programme and copies of any waste transfer notes relating to exported and imported soils shall be submitted to the Local Planning Authority for approval. The approved monitoring and maintenance programme shall be implemented.

Reason:- To ensure the risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with the guidance contained within the National Planning Policy Framework and policy RP4 of the adopted Local Plan and Alterations.

- 9 In the event that any evidence of potential contamination is found at any time when carrying out the approved development that was not previously identified in the approved Phase 2 report, it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with a methodology previously approved by the Local Planning Authority. Following completion of measures identified in the approved remediation scheme, a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with the immediately above condition.

Reason:- To ensure the risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors, in accordance with the guidance contained within the National Planning Policy Framework and policy RP4 of the adopted Local Plan and Alterations.

- 10 Within the ground floor of the building hereby permitted, a minimum area of 150sqm shall be available for use as a drinking establishment falling within Class A4 of the Town and Country Planning (Use Classes) Order 1987 as amended.

Reason: To ensure the continues provision of this community facility within this site, in accordance with the guidance contained within the National Planning Policy Framework and policy CF12 of the adopted Local Plan and Alterations.

11 No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:

1. The parking of vehicles of site operatives and visitors
2. Loading and unloading of plant and materials
3. Storage of plant and materials used in constructing the development
4. The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
5. Measures to control the emission of dust and dirt during construction, including wheel washing.
6. A scheme for recycling/disposing of waste resulting from demolition and construction works.

Reason:- To limit the impact of the construction work on the living conditions of residents living in close proximity to the site, in accordance with the guidance contained within the National Planning Policy Framework and policies RP5A and DBE9 of the adopted Local Plan and Alterations.

12 No development shall take place until details of levels have been submitted to and approved by the Local Planning Authority showing cross-sections and elevations of the levels of the site prior to development and the proposed levels of all ground floor slabs of buildings, roadways and accessways and landscaped areas. The development shall be carried out in accordance with those approved details.

Reason:- To ensure the impact of the intended development upon adjacent properties and the street scene is acceptable, in accordance with the guidance contained within the National Planning Policy Framework and policies CP2, DBE1 and DBE9 of the adopted Local Plan and Alterations.

13 The commercial uses hereby permitted shall not be open to customers / members outside the hours of 0730 to 2330 on Monday to Thursday and 0730 to 0000 (midnight) on Fridays and Saturdays.

Reason:- In order to minimise disturbance to local residents, in accordance with the guidance contained within the National Planning Policy Framework and policies RP5A and DBE9 of the adopted Local Plan and Alterations.

14 Prior to the commencement of the development hereby approved, details of the proposed shop fronts shall be submitted to the local planning authority for approval in writing. The development shall proceed in accordance with the agreed details.

Reason: To ensure a satisfactory appearance in the interests of visual amenity, in accordance with the guidance contained within

the National Planning Policy Framework and policy DBE1 of the adopted Local Plan and Alterations.

- 15 No development shall take place, including site clearance or other preparatory work, until full details of both hard and soft landscape works (including tree planting) and implementation programme (linked to the development schedule) have been submitted to an approved in writing by the Local Planning Authority. These works shall be carried out as approved. The hard landscaping details shall include, as appropriate, and in addition to details of existing features to be retained: proposed finished levels or contours; means of enclosure; car parking layouts; other minor artefacts and structures, including signs and lighting and functional services above and below ground. The details of soft landscape works shall include plans for planting or establishment by any means and full written specifications and schedules of plants, including species, plant sizes and proposed numbers /densities where appropriate. If within a period of five years from the date of the planting or establishment of any tree, or shrub or plant, that tree, shrub, or plant or any replacement is removed, uprooted or destroyed or dies or becomes seriously damaged or defective another tree or shrub, or plant of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation.

Reason:- To comply with the duties indicated in Section 197 of the Town and Country Planning Act 1990 so as to ensure that the details of the development of the landscaping are complementary, and to ensure a satisfactory appearance to the development, in accordance with the guidance contained within the National Planning Policy Framework and policies CP2 and LL11 of the adopted Local Plan and Alterations.

- 16 Notwithstanding the detail shown on the approved plans, prior to the commencement of the development hereby approved, details of the proposed refuse and cycle storage areas shall be submitted to the local planning authority for approval in writing. The development shall proceed in accordance with the agreed details.

Reason: To ensure a satisfactory appearance in the interests of visual amenity and to ensure the functionality of this area in accordance with the guidance contained within the National Planning Policy Framework and policy DBE1 of the adopted Local Plan and Alterations.

- 17 The proposed service and car park areas indicated on plan number 2489 PL02C shall be provided ready for use prior to the first occupation of the development hereby approved, unless otherwise agreed in writing by the local planning authority.

Reason: To ensure that adequate provision is made for parking and access within the development, in accordance with the guidance contained within the National Planning Policy Framework and policy DBE6 of the adopted Local Plan and Alterations.

- 18 Prior to the first occupation of the development hereby approved, details of boundary treatments (fences, walls etc) shall be provided to the local planning authority for approval in writing. The boundary treatments shall be erected in accordance with the approved detail before the first occupation of the development and retaining in that form thereafter.

To ensure a satisfactory level of residential amenity, in accordance with the guidance contained within the National Planning Policy Framework and policies DBE2 and DBE9 of the adopted Local Plan and Alterations.

- 19 No external lighting shall be erected within the car park areas without the prior written approval of the local planning authority.

Reason: To ensure a satisfactory level of amenity for neighbouring residents, in accordance with the guidance contained within the National Planning Policy Framework and policies DBE2 and DBE9 of the adopted Local Plan and Alterations.

- 20 Prior to the undertaking of any demolition or preliminary groundworks, details of a programme of historic building recording in accordance with a written scheme of investigation shall be submitted to the local planning authority for approval in writing. The development shall approve in accordance with the agreed details.

Reason:- In order that such features of importance can be recorded for the benefit of posterity, in accordance with the guidance contained within the National Planning Policy Framework and policy HC1 of the adopted Local Plan and Alterations.

- 21 Prior to first occupation of the development hereby approved, the proposed window opening(s) in the section of the north west elevation referred to as Elevation 'G' on plan no. 2489 PL13B and the north east elevation referred to as Elevation 'E' on plan no. 2489 PL12B shall be entirely fitted with obscured glass and have fixed frames to a height of 1.7 metres above the floor of the room in which the window is installed and shall be permanently retained in that condition.

Reason:- To prevent overlooking and loss of privacy to the occupants of neighbouring properties, in accordance with the guidance contained within the National Planning Policy Framework and policy DBE9 of the adopted Local Plan and Alterations.

- 22 Prior to the commencement of the development hereby approved, an investigation into air quality within the vicinity of the site shall be submitted to the local council for approval in writing. The development shall proceed in accordance with any agreed recommendations of the investigation.

Reason: In the interest of residential amenity in accordance with policy Prior to the first occupation of the development hereby approved, details of boundary treatments (fences, walls etc) shall be provided to the local planning authority for approval in writing. The

boundary treatments shall be erected in accordance with the approved detail before the first occupation of the development and retaining in that form thereafter.

To ensure a satisfactory level of residential amenity for future occupiers of the development, in accordance with the guidance contained within the National Planning Policy Framework and policy RP5 of the adopted Local Plan and Alterations.

Report Detail

The Application Site

The site which is the subject of this planning application is located close to the junction of The Broadway with Rectory Lane. It presently comprises the Sir Winston Churchill public house, a two storey brick building which its main frontage facing the corner, but with key elevations also fronting the sites boundaries with Rectory Lane and The Broadway. The car park to the public house is located to the north of the building, also within the application site. To the north east of the public house site, the remainder of the application site comprises a Council owned garage court (comprising 36 garages and providing access to further garages located within adjacent residential gardens). Topography across the site is such that there is a quite significant rise in ground level to the north and, to a lesser degree, to the east.

The site is located within a locality of mixed commercial and residential uses. To the north and north east are two storey dwellings in Barrington Green and Barrington Road. To the East is The Broadway, a three storey building with commercial uses at ground floor level and two storeys of residential accommodation above. Between the site and The Broadway is a one-way street, Vere Road, which provides access to a Council owned car park and garage court located at the rear of The Broadway. To the south, on the opposite side of The Broadway is the BP petrol filling station, beyond which is Sainsbury's. The site is adjacent to potential highway works proposed in association with planning permission given for a retail park in nearby Langston Road. However, those highway works do not interfere with the site itself.

The application site is identified within the Council's Debden Town Centre and Broadway Development Brief (adopted by Full Council in September 2008) as a development site, with potential for providing approximately 900m² of commercial floor area and 3,000² of residential floor area. The Brief states that the site forms one side of the entrance to The Broadway and requires that any development should complement that on the opposite side (BP petrol filling station and Sainsbury's) to help create a strong gateway. The brief further requires that any development should reconfigure Barrington Green to bring a built presence to Chigwell Lane and that ground floor residential development should not form part of the key frontage to Chigwell Lane or The Broadway. Finally the brief states that a bar/pub/restaurant could be incorporated on the ground floor to maintain current leisure facilities.

The Proposal

This application seeks planning permission for the demolition of the existing public house and its replacement with a building housing retail units at ground floor level (with basement level below) and 64 flats (3 x 1 bed and 61 x 2 bed) contained within the upper floors of the building. The building would be tiered in height, with its full seven storey height being located close to the junction of The Broadway with Rectory Lane and the building stepping down in height adjacent to The Broadway

parade and houses in Barrington Green. The full building height would also be stepped back from the highway frontage.

64 parking spaces would be provided to the rear of the building, both within the public houses site and replacing a Council owned car park to the rear. At the rear of the building, deliveries to the retail units will have access to a service yard (approximately 17 x 18 metres) from Vere Road, slightly beyond the existing access into the public house site. Existing accesses from Vere Road will be used to provide access to a 14 space parking court directly behind the building (this access into the public houses car park is presently restricted by bollards) and into the existing garage court, which will provide a further 48 car parking spaces (this has been reduced from 50 spaces to provide access to the garage of 33 Barrington Road, which is presently accessed from the garage court). Car parking spaces would be 2.5 x 5.0 metres in size.

Relevant Planning history

Conversion of house into Licensed Refreshment house. (Brickclamps, The Broadway). Approved 21/05/1953.

Applications have subsequently been received in association with the use of the public house (for example, signage applications) and in connection with the use of the car park for car washing.

Relevant Planning Policies

Local Plan and Alterations

CP1 Achieving Sustainable Development Objectives
CP2 Protecting the Quality of the Rural and Built Environment
CP3 New Development
CP6 Achieving Sustainable Urban Development Patterns
CP7 Urban Form and Quality
H2A Previously Developed Land
H3A Housing density
H4A Dwelling Mix
H5A Provision for Affordable Housing
H6A Thresholds for Affordable Housing
H7A Levels of Affordable Housing
TC3 Town Centre Function
DBE1 Design of New Buildings
DBE2 Affect on Neighbouring Properties
DBE3 Design in Urban Areas
DBE6 Car parking in new development
DBE7 Public Open Space
DBE8 Private Amenity Space
DBE9 Loss of Amenity
DBE12 Shopfronts
LL11 Landscaping Schemes
ST1 Location of Development
ST2 Accessibility of development
CF12 – retention of Community facilities

The National Planning Policy Framework (NPPF) was adopted in March 2012. Paragraph 214 states that due weight should be given to the relevant policies in

existing plans according to the degree of consistency with the framework. The above policies are broadly consistent with the NPPF and should therefore be given appropriate weight.

Summary of Representations

Notification of this application was sent to Loughton Town Council and to 48 neighbouring residents. A site notice has also been displayed and the application has been advertised in a local newspaper.

The following representations have been received:

LOUGHTON TOWN COUNCIL. The Committee strongly OBJECTED to this application for the following reasons.

1. The proposed construction was an overdevelopment of the site, and contrary to the adopted District Council planning brief that had recommended in 2008 a proposal for 46 not 64 dwelling units.
2. This almost alien design was considered out-of-keeping with the unchanged 1950's style of The Broadway architecture, which the Town Council had proposed as an additional conservation area to the District Council in 2009.
3. The structure was of very poor design, too large, massive, blocky and high, and therefore out of all proportion to the rest of The Broadway and surrounding housing.
4. Though the scheme stepped down to two storeys by the Barrington Green dwellings, this was not the case with the elevations that faced Vere Road and The Broadway where a multi-storey structure was proposed, nearly twice as high as The Broadway parades.
5. The amenities of these and many other neighbouring properties would be affected by loss of light and from overlooking.
6. The requirement to build right up to Rectory Lane in the development brief had been ignored. Instead, it was proposed to re-route Barrington Green to exit directly onto the busy A1168, between a mini roundabout (at Borders Lane) and pedestrian crossing. This was considered dangerous and detrimental to highway safety.
7. The lack of parking provision – one space per apartment was seen as insufficient given that 61 two-bedroom flats were proposed out of a total of 64. In addition to a demand from the retail units proposed at ground floor level, parking would then overflow into the crowded adjoining residential roads already over-subjected to daily commuter parking.
8. The influx of vehicle movements to the development would only exacerbate existing daily traffic congestion in the locality.
9. In the accompanying Traffic Assessment report, no traffic consideration had been given to the school rush hour or commuter traffic flow levels.
10. Up to forty per cent social or affordable housing could have been allocated within the scheme, yet none had been proposed so all apartments would be

sold at market value. This was directly contrary to Epping Forest District Council's own requirements. The Committee had no confidence in the financial forecasts made.

11. The establishment of extra retail units during an economic downturn was unwelcome.
12. The lack of specific proposals for a replacement public house, which was considered a vital community asset, rather than the broader proposal for any kind of eatery within classes A3 (restaurants and cafés) and A4 (drinking establishments), and A1 (retail), were deplored. A traditional public house was considered essential to the community life of the area.
13. If any scheme such as this progressed, members would like the provision for outside seating to be maintained.
14. There was no provision for a Section 106 agreement for the development's impact on the local infrastructure, particularly on schools and health centres.

Members were also disappointed by the lack of public consultation over the scheme.

The Committee AGREED to nominate the Sir Winston Churchill public house and its curtilage at The Broadway, Loughton, as an Asset of Community Value under The Assets of Community Value (England) Regulations 2012 and requested the District Council facilitate this process.

41 letters of objection have been received from the occupiers of 15, 99 COLSON ROAD; 3 NEWPIECE; 34, 36, 40, 42, 46, 60, 64, 66, 68 BARRINGTON GREEN; 20 CHIGWELL LANE; 12A, 49A, 61A, 172 THE BROADWAY; 8 ROOKWOOD AVENUE; 132, 156 BORDERS LANE; 15, 33, 55, 67 BARRINGTON ROAD; 13 LYTTON CLOSE; 6, 15 LADYFIELDS CLOSE; 62 MONKSGROVE; 41 PYRLES LANE; 108 LAWTON ROAD; 7 BRADY AVENUE; 12 FOREST VIEW ROAD; 7 DOUBLEDAY ROAD; 44 IBBETSON PATH; and 46 OLLARDS GROVE. A further 6 letters have been provided without giving an address. Their concerns are summarised below:

- The height of the building would result in it appearing overbearing and not in keeping with other 1950's Broadway structures. The building will be an eyesore. Suggest a maximum height of 4 storeys. The design of the building does not follow the Council's brief – the building is supposed to taper down to the height of adjacent buildings, but the plans show that the proposed building is about one and a half stories higher than Broadway shops. A 'gateway' is not needed for what is essentially a small strip of shops. The height of the building would set a precedent for future similar constructions. Design of the building is quite attractive, but better suited to a coastal resort or a central London location.
- None of the flats will be affordable housing. The apartments will bring in a lot of new people to the area and it is already difficult for local people to find affordable housing to rent or buy. There are always flats for rent or sale next to Sainsbury's, so why do we need 64 more?

- Traffic in this area is already very congested, it can take twenty minutes to travel between Langston Rad and The Winston Churchill. The extra traffic from residents and shop workers will add to this. Also concerned that proposed car parking is insufficient and will lead to additional on-street parking. Barrington Green is already heavily used by commuters, making it difficult for residents to park – one resident requests a residents parking area only or a controlled parking zone. Parking for the Broadway has been worsened by the enhancement works, which have reduced spaces, affecting trade. If the garages in Vere Road are to be used as parking spaces for the flats, where will the existing garage holders park? This proposal shows parking for 64 flats in Vere Road. Since the Council made Vere Road one way, this additional traffic will funnel out opposite Willingale school. Increasing pollution. Looking at the plans for the road layout, I do not believe that this has been properly thought through and will cause a lot of congestion at a already very congested junction.
- The loss of the pub would harm the community – it is a meeting place for elderly residents of Debden during the day as well as a family pub where local residents meet for functions and social events. It is understood that the present manager wishes to purchase the lease to retain the public house. There is no reference in the plans to how the existing site could be redeveloped whilst retaining the Sir Winston Churchill pub. Bars are not for the ordinary working man; they usually have a dress code and who wants to go home and dress up when all they want to do is have a quick pint before going home?
- The Winston Churchill pub is an iconic building in its own right and a local landmark. It is also a representative monument that commemorates the life of Sir Winston Churchill (who was our local MP). The heritage of Debden would be lost if the lovely Winston Churchill Public House was demolished. *"We shall fight them everyway possible, we shall fight them on The Broadway – we shall never surrender!"*.
- Concerned regarding security (at rear of Barrington Green) once the garages are demolished. Concerned that views of the countryside up to Chigwell (from Barrington Green) will be blocked by the building. The building will overlook houses in Lady Fields, Barrington Green, Barrington Road and Vere Road. Loss of sunlight to house in Barrington Green.
- Additional retail premises will increase the likelihood of existing Broadway traders being forced out of business. Unconvinced that more retail space is required given the number of empty premises near Sainsburys. Some traders may be affected during the construction of the building.
- No space is provided for landscaping around the building.
- Increased strain on infrastructure including schools, doctors surgeries, dental practices and public transport.
- May erode property values. The Indigenous population will not be served by this development as it is not affordable.
- About 8 years ago a developer wanted to buy 40- 54 Barrington Green to build low level flats on the road. He was refused planning permission by

yourselves. Can tell me why this was declined, & if so why should this mammoth construction be allowed. **NB – no record of planning application having been submitted for such a development.*

- Some concern raised regarding highway alterations (Note – these do not form part of this proposal).

LOUGHTON RESIDENTS ASSOCIATION PLANS GROUP. Objection. Considerable detail is provided within the objection (reproduced as Appendix 1 to this report), the grounds of which are:

We object strongly to this application, because of

- its excessive scale,
- its out-of-keeping design,
- the unsuitable proposed road layout,
- the lack of a suitable amount of parking provision,
- the inclusion of retail premises
- the lack of any commitment to provide similar licensed premises to those now on the site.

LOUGHTON BROADWAY TOWN CENTRE PARTNERSHIP. Objection. Loss of the only public house in The Broadway ward and unclear what replacement establishment will be and whether it will cater for families. Number of units on the footprint proposed appears to be an overdevelopment. Out of keeping with the 1950's style Broadway buildings. Out of scale with the height of existing Broadway buildings. No provision for affordable housing – thereby denying relatives of local residents the opportunity of a home in the area and familial support. Further traffic movements will exacerbate the existing traffic chaos. Insufficient provision for large retail vehicles to enter the site. Parking provision inadequate and the removal of garage in Vere Road will leave existing tenants looking for alternative parking. Insufficient consultation with local residents and Loughton Broadway Town Centre Partnership.

HERTS & ESSEX ARCHITECTURAL SOCIETY (HEARS). Objection. Many of the objections raised relate to others raised by residents and listed above. Specifically relating to architecture, the following objections are raised: 5. Architecturally, this development is far too big for the intended site, it will not act as a gateway, but rather as an overpowering building that is diametrically opposed to the design and construction of the surrounding shops, houses and flats built by the London County Council in the late 1940s and early 1950s. Most of the houses and low rise blocks of flats are brick faced and rarely rendered. Even if the façade was changed to reflect the surrounding buildings, the proposed development would still dominate that side of the Broadway and there is the fear that if the plans were passed that this would open the door to further speculative applications for five storey flats along Rectory Lane. Across the road from the intended development is a new build college, but this building stands alone and is able to avoid looking out of place because it is not next door to 1950s houses. The same applies to the nearby Higgins building which is on the corner of Langston Road. The proposals for the Churchill site are somewhat different, in that the new building will abut existing houses and shops which are will look entirely different from the proposed development. It appears that the architect / designer of the plans failed to appreciate the uniqueness of the Debden Estate. It is one of only 12 out-county estates built immediately after the war, and the shops / buildings belong to that period. Many of the houses were designed by Sir Frederick Gibberd, who later went on to develop Harlow. The Broadway's first supermarket was Sainsburys (not on its present site) which opened on 3 November 1952.

Woolworths opened its doors a few months later and since then the Broadway has continued to be a local shopping centre, with a greengrocer and butcher, unlike other High Roads in this part of Epping Forest. The proposed block, if constructed, will detract from the existing curved lines of the Broadway, will be overpowering in terms of size and building materials, and is perhaps more appropriate to a site alongside a wide road, such as the Eastern Avenue, than a 1950s housing estate.

In addition a PETITION containing 452 signatures and photographs of events inside the public house has been received. The signatories of the petition object to the development on the following grounds:

- It is a community facility in particular frequented by local residents and the elderly of the community.
- The junction of Debden Broadway is significantly overcrowded. With the construction of 64 apartments and those accessing the retail units of the proposed building would intensify the amount of traffic using the said junction.
- The height of the building is out of keeping with the rest of the junction.
- We petition our local councillors to vote against the proposal.

Two Letters of support for the development have also been received from the occupiers of 35 Ibbettson Road and one undisclosed address. Their comments are summarised below:

- The pub is generally considered an eyesore. A nice, modern complex is well overdue.
- 7 storeys is slightly on the high side, but the look of the building is in keeping with the college on the other side of the road. The college looks great so why wouldn't this new one? The new building should not be in keeping with 1950s Festival of Britain because the 1950s design looks terrible and out of date. That entire area needs modernising is my view and this new complex should just be the start.
- Apart from peak times, that road junction isn't especially busy so I'm sure the road layout is acceptable. People should be using their cars less, so having an abundance of car parking spaces seems to me like a waste of space. 1 car parking space per residential unit seems fine. There is a large car park behind the Broadway which can be used by the visiting shoppers. (Although another supporter does raise concern regarding the adequacy of car parking) Debden is serviced by a number of bus routes and the central line which should be used more. I travel on the central line from Debden every morning and there is more than enough space on the trains.
- I believe that such a development would greatly enhance the surrounding area, increasing the number of shoppers in the area, including the existing shops on the Broadway. I believe that additional coffee shops such as a Starbucks would be of great benefit to both local residents such as myself and students at Epping Forest College. I also believe a restaurant would be advantageous to local residents, and is sorely needed for the Debden community. Residential space would help the growth of the Debden community also.

- Such a development would help to provide Debden with a definitive focal area and sense of community - a place where everyone can spend their time and be proud of.

Planning Issues

The main issues to be considered when determining this planning application are:

- the principle of the proposed development;
- its design and appearance;
- the impact on nearby neighbouring residents;
- highway matters and car-parking; and
- flood risk.

Principle of the Proposed Development

The principle of a development of this site was established within the adopted brief. The proposed development loosely follows this brief, in terms of providing a tiered building which uses extra height to emphasis the meeting point of The Broadway and Chigwell Lane, and accommodates retail uses at ground floor level with residential units above.

Although the adopted brief did not indicate preferred heights for the building, it is probable that what is now proposed is of greater scale than originally anticipated, given that the brief proposed approximately 900m² of commercial floor area (where the application proposed 1,367m²) and 46 residential units.

The development is considered to accord with policy TC3 of the Local Plan, which identifies types of development which will be acceptable within town centres. There is, however, a policy conflict with regard to the provision of affordable housing. This matter will be considered below.

Affordable Housing Provision

Local Plan policy seeks the provision of 40% of the units within a development of this type as affordable housing. Paragraph 50 of the NPPF advises that where local planning authorities have identified a need for affordable housing, policies should require this need to be met on site, unless off-site provision of a financial contribution of broadly equal value can be robustly justified. The NPPF also places considerable emphasis of meeting housing need within the presumption in favour of sustainable development, as at paragraph 7 it identifies that for development to be sustainable it must have economic, social and environmental dimensions. The NPPF defines the social role of planning as, in part, supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of the present and future generations.

The application, however does not propose either the on-site provision of affordable housing, or any financial contribution towards off-site provision elsewhere. The Applicant's Planning Report states that the development will act as a catalyst for delivering 14 affordable homes on land to the rear of the application site and also will enable a substantial capital contribution to be made to the District Council (as it is the Freeholder of the site) which could be used for the purposes of affordable housing. However, whilst these factors may potentially lead onto the delivery of affordable

housing at a later date, it is important to note that such an outcome would not be secured by a planning permission granted for this development.

Although the freehold of the Sir Winston Churchill Public House site is owned by the Council, the site is currently let to the Spirit Pub Company on an 80 year lease until 28th September 2035. Due to the existence of a viable business on the site, which may continue to operate until 2035, the cost of acquiring the site for development is considerable. The Council's specialist consultants (Latham High), have checked and verified the development appraisal and have confirmed that there is no financial surplus to enable affordable housing to be provided (or any significant contribution be made towards the provision of off-site affordable housing). Accordingly, to include affordable housing would jeopardise the development proceeding.

Design and Appearance

The proposed building would wrap around the corner of The Broadway and Rectory Lane. It would be tiered, rising in height from three storeys adjacent to Barrington Green and five storeys adjacent to The Broadway, to its full seven storey height on the corner. The building would also staggered back from its street elevation, with the fifth, sixth and seventh storeys all being stepped back from the street elevations.

In addition to the tiers, the mass of the building would be further visually broken by the use of different renders and cladding materials along with the irregular positioning of windows and the insertion of balconies. At the corner of The Broadway with Rectory Lane, vertical emphasis is added to the building by the use of a cladding material which will transcend the lower five storeys of the building.

The adopted development brief seeks the erection of gateway buildings into the Broadway on both this site and that opposite (which presently accommodates BP petrol filling station and Sainsbury's). Whilst the adopted brief did not set height parameters for the proposed buildings, this proposed building does appear taller than the indicative sketches within the brief, and indeed it would contain a greater level of accommodation. The Design Brief also seeks the reconfiguration of Barrington Green, to allow a building to be built up to the corner of the junction. However, it is the view of Planning Officers that to bring the building forward beyond the building lines of Barrington Green and The Broadway would add to its prominence, potentially causing such a building to appear overly prominent. Such a development would also necessitate the highway works to Barrington Green (which are proposed through the Langston Road retail development) to be constructed as part of this development proposal. This would add substantial cost to this proposal which, in view of the financial appraisal that has been undertaken, may render this development unviable. It is considered that the development proposed meets the intention of the Design Brief, in that it would provide part of a landmark gateway entrance to The Broadway.

The proposed building would differ considerably from the architecture of the Broadway, notably by reason of its height, the materials used and the fenestration detailing.

Notwithstanding this, the use of curves within the building and its tiered height which rises from The Broadway, allows some integration with the existing street scene. The ground floor front elevation of the proposed building sits in line with that of the Broadway, with the first floor sitting loosely in line with that of The Broadway at its closest point, before extending closer to the street frontage adjacent to the corner.

This affords the front elevation of the building an acceptable degree of prominence in relation to The Broadway.

The proposed building would be similar in height to other recent buildings within this part of the District, notably: Higgins (planning permission 2004); Epping Forest College (planning permission 2005); Kier (planning permission 2005). Accordingly whilst it would adopt a prominent location and would sit considerably taller than The Broadway and dwellings in Barrington Green, its height is considered acceptable within the wider locality.

Impact on Nearby Neighbouring Residents

The proposed building will be a prominent addition to the street scene, visible from houses in Rectory Lane, Barrington Green, Barrington Road and Lady Fields. However, the properties which will be most affected are 34 Barrington Green and 11A The Broadway.

34 Barrington Green is a single storey, flat roofed dwelling located to the north of the existing pub car park. It was converted from a police office with the benefit of planning permission granted in 2005. The occupiers of this dwelling have jointly raised objection to the application along with the next door neighbour. In terms of the impact on their amenities, they state *'the close proximity to our properties, the height restricting our views of the opposite hills and the intrusion of our privacy in our gardens from the flats are not desirable. The area will be a huge noisy busy building site for many months and with very young children at home it will make it enormously disruptive.*

The proposed building would be situated approximately 1m from the site boundary adjacent to 34 Barrington Green and 4 metres from the dwelling itself (separated by the side vehicular access to the parking area at the rear. The depth of this section of building would be approximately 17 metres and its height approximately 8.7 metres, rising towards the junction with The Broadway. This part of the building comprises two residential floors above the retail unit, which would be partly contained below ground level. Beyond this part of the building, its height rises to three storeys in height approximately 15 metres from the side wall of 34 Barrington Green.

There would be a reduction to the natural light received to the bedroom window in the (ground floor) rear of 34 Barrington Green. However, due to the separation between the building and this window (approximately 5.5 metres) it is considered that the amount of light that would be retained by this window would be satisfactory. Accordingly, this matter would not justify the withholding of planning permission. The approved plans for the conversion of this dwelling indicate the windows in its side elevation serve the bathroom. The occupiers of this dwelling have also raised objections on the basis of a loss of view across the site and noise and disruption caused during the construction of the proposed development. The matter of lost views would not provide justification for withholding planning permission, as an acceptable level of outlook would be retained. Turning to the matter of noise and disruption – the construction of a development of this scale will, inevitably, cause some disturbance and inconvenience to nearby residents over the duration of the build. Whilst this can not be entirely avoided or mitigated, the imposition of planning conditions limiting hours of construction along with consideration to dust limitation, wheel washing and site hoardings etc. may limit the harm.

The northern flank elevation of the building (adjacent to 34 Barrington Green) will contain only secondary living room or corridor/landing windows. Due to their

proximity to houses and gardens in Barrington Green, the imposition of a planning condition requiring that these windows are obscure glazed and fixed closed is both reasonable and necessary to prevent material overlooking. The rear elevation of The Broadway fronting element of the building would also face towards Barrington Green, and would contain larger habitable windows and balconies. These would be separated from the site boundary by the service area and car park – a distance of approximately 45 metres. Due to this separation, there would be no material overlooking of properties in Barrington Green. Furthermore, balconies located to the rear of the part of the building which fronts Rectory Lane, would be screened by projecting elements of the building itself, thereby preventing any overlooking.

11A The Broadway is a maisonette comprising the first and second floors of The Broadway. The dwelling has six windows (some habitable) within the side elevation of The Broadway, facing towards the application site. A distance of approximately 9 metres separates this dwelling from the proposed building and accordingly some reduction to the level of outlook presently enjoyed from these windows will occur as a result of the proposed development. However, notwithstanding this, the windows within the end wall of The Broadway are all situated within the rear half of the depth of the building. Because of this positioning, the windows would retain views in a westerly direction, beyond the proposed building. It is, therefore considered that despite the reduction to outlook, an adequate level of amenity would be retained. Furthermore, due to the separation between the building and this dwelling, sufficient levels of natural light would also be retained within habitable rooms.

Aside of the impact of the proposed building on neighbouring amenity, there is also the matter of any disturbance which may arise from the ground floor uses of the building – particularly when bearing in mind that the existing public house use has given rise to complaints from nearby neighbouring residents in the past. Whilst future occupiers of the ground floor may (depending on the nature of the use) require a license at a future date, it is also considered necessary to limit the hours of use as part of this planning application. It is considered that a limitation of the hours of use from 0730 to 2330 Monday to Thursday and 0730 to 0000 (midnight) Fridays and Saturdays would be reasonable.

Highways and Car-Parking

Officers at County Highways have been consulted on the proposal and raise no objection. The Applicant has demonstrated to the satisfaction of the Highway Authority that the vehicle generation of the proposed development will not be detrimental to highway safety, capacity or efficiency at this location.

Objections on grounds of highway safety have been raised by many local residents – with one consultation response stating *'I understand that the traffic projections were not taken from locally researched sources, but that they rely instead on generalised data that does not take into account specific local transport difficulties'*. Following receipt of this objection, further advice has been sought from officers at the County Council, who have advised that *'the TRICS (Trip Rate Information Computer System) data used in the Transport Statement does not have to be region specific as it is an arbitrary figure for any residential development in the country. The Trip rates used within the Transport Statement are very robust, given the area, and the use of the local 2011 Census Data for Travel to Work is highly relevant. Given these factors the Highway Authority agrees with the Transport Statement that the vehicle movements likely to be produced by the development will have minimal impact on the highway network in the locality. The worst case scenario might be 1 car every 2min in the peak hour which is imperceptible in capacity terms.'* Accordingly, it is not considered

by Officers that the development would give rise to significant highway safety or capacity issues.

Loughton Town Council has raised concern (at point 6 of their comment) regarding the routing of Barrington Green onto Chigwell Lane. However, this highway alteration does not form part of this planning proposal. The highway works indicated on submitted plans are those approved in association with the recent outline planning permission for a retail park development in Langston Road. The plans only indicate that the proposed development would be compatible with both the existing highway layout and that which has been approved.

The application proposes a total of 62 car parking spaces, 14 located to the rear of the proposed building and a further 48 on the opposite side of Vere Road within the existing garage court. Within the existing garage court, 17 of the garages are presently occupied. Most of the displaced occupiers could be accommodated within nearby garage courts, as there are 16 vacant units within the three courts located to the rear of The Broadway, accessed from Vere Road. Officers from County Highways consider that this alternative accommodation for displaced garage users should be more than adequate.

The provision of one space per dwelling within the proposed development is considered acceptable by both Planning Officers and County Highway Officers due to the accessibility of the location, close to bus service and Debden Underground station and within the Broadway Centre which benefits from a number of specialist local shops, as well as the Sainsbury supermarket opposite. It is intended that the car parking spaces will be let by EFDC (as the freeholder) to the leaseholders of the residential units.

The Loss of the Public House (a community asset)

Significant objection has been expressed by local residents over the loss of the existing public house, with many describing it as the heart of the Debden community. This is a matter to which considerable weight may be applied when determining the planning application, particularly given the lack of another public house within the immediate vicinity of the site.

The application does, however, seek a flexible consent for the proposed ground floor retail units, which would permit occupation by either a shop use (Class A1), a restaurant (Class A3), or a pub/bar (Class A4). Having regard to the importance placed on the existing public house by the local community, it is considered necessary that such a facility continues to be provided within the site. It is, therefore, recommended that if planning permission is granted for the development, a condition is imposed requiring the use of part of the proposed retail area to Class A4. This would ensure the on-going provision of a community asset on the site.

The Applicant has raised concern that if the development were to be required to accommodate a pub of the same floor area as the Sir Winston Churchill, this may give rise to the same viability issues that have historically been an issue. The Applicant has provided the following statement regarding this matter ' It is known that the existing public house is no longer viable as a commercial business. This is clearly illustrated by the fact that there have been 7 tenants during the last 8 years. Additionally, it is understood that during the period 2010-2013, the rental returns from the pub have dropped by over 200%. Spirit Pub Company, the long leaseholder, have a reputation for only disposing of pubs as a last resort. It is understood that they will only sell pubs where it has proved impossible to create a viable business, which

is clearly the case here. The applicant is prepared to commit to providing a public house within the redevelopment scheme, which represents the only realistic prospect of retaining a pub on this site. A condition requiring a minimum area of 150 sqm, will enable for a larger pub to come forward, in the event of a specific operator requirement. However, 150 sqm is not untypical of the size of many pubs in the area'. Planning Officers accept this Applicants position regarding this matter and consider the imposition of a condition requiring a minimum of 150sqm to be reasonable. Furthermore, although not a material planning consideration, it is noted that as part of the Development Agreement EFDC will retain the freehold of the site and will be able to exercise control over the occupancy of the commercial units, as it presently does within The Broadway.

Within its representation to this planning application, Loughton Town Council has confirmed its intention to nominate the existing Sir Winston Churchill public house as an Asset of Community Value (ACV). The designation of land or buildings as ACV is under provided under the Localism Act 2011. Nominations for community assets can be made by parish councils or by groups with a connection with the community to the District Council. If the nomination is accepted, the group will be given time to come up with a bid for the asset when it is sold. The right to bid only applies when an asset's owner decides to dispose of it. There is no compulsion on the owner of that asset to sell it. The scheme does not give first refusal to the community group and it is not a community right to buy the asset, just to bid. This means that the local community bid may not be the successful one.

If a site has an ACV designation, this can be a material planning consideration if a change of use application is submitted. Accordingly, given Loughton Town Council's stated intention to submit such a nomination shortly, it is reasonable that consideration be given to this matter in relation to the proposed development.

If ACV status is designated it does not prevent a planning permission being granted (nor would the grant of a planning permission override the nominating body's right to bid). In reported planning decisions, in Farnborough, Rushmoor Borough Council granted planning permission for the conversion of a historic public house o a McDonald's drive through restaurant, despite the building having been listed as an ACV (in February 2013) on the basis of the conclusion that limited weight should be applied to the ACV designation in determining the application as it did not appear that there was an immediate prospect of the community buying the property. Conversely, Wiltshire Council refused consent for the conversion of a public house that had been designated an ACV in June 2013 to a single dwelling, on the basis that the proposal would result in the detrimental loss of a local service with a realistic prospect of community use.

It would be premature, in advance of the nomination being received, to pass judgement on the likelihood of the Town Council raising the funds necessary to bid to purchase the existing public house. However, regardless f this matter, it is the option of Officers that whilst weight should be applied to the Town Council's stated intention to nominate the building as an ACV, this weight is limited by the intention to provide a replacement A4 use within the proposed development.

Flood Risk

The application site does not lie within a designated Environment Agency or Epping Forest District Council flood risk zone. However, it would be of a size where it is necessary to avoid generating additional run-off and where there is an opportunity to improver existing surface water run-off. This may be achieved by the imposition of a

planning condition. Furthermore, due to the proposed addition of a large basement area, it is considered necessary to advise the applicant to undertake further hydrological assessment of the site by way of including an informative, if planning permission is granted.

Other Matters

Education/childcare provision – The local primary (Thomas Willingale) and secondary (Debden Park High) schools that serve this catchment are both anticipated to be over capacity. Accordingly, additional provision is required to serve the proposed development. Accordingly, Essex County Council seeks a financial contribution of £192,016 towards the cost of providing further spaces. This may be secured by legal agreement.

Healthcare provision – NHS Property Services have calculated that, based on an additional 114 residents within the locality following occupation of the building, there would be increased demand on local GP services, requiring additional staffing and floor space requirements. On the basis that the two local surgeries (Forest Practice and Traps Hill Surgery) are both operating over capacity, a financial contribution would be required to meet this demand. An appropriate contribution, based on the addition of 114 people, is calculated by the NHS to be £14,400. This should, therefore, be sought by legal agreement.

Archaeology – The County Archaeologist has commented on the proposal as follows: The Sir Winston Churchill is a good example of a post-war 'roadhouse' Public House. In style it mixes Arts and Crafts influences with inter-war 'Tudorbethan'. The on-going loss of public houses of all periods has been highlighted in the Regional Research Frameworks for the Eastern Counties as a cause of concern. As historic fabric, features and fittings, elucidating the history and use of the buildings may survive, it is important that such elements are 'preserved by record' by way of a historic building survey prior to any demolition taking place. This may be required by the imposition of a planning condition, if permission is granted.

Contaminated Land – due to the former use of the site, as a brickworks, potential exist for contaminants to be present within the site. Accordingly it is necessary, by way of imposing planning conditions, to require further investigation and, if necessary, mitigating works prior to the commencement of development.

Waste – An area for waste and bin storage is indicated within the site layout – however, the suitability of this area in size and the provision of any housing for bins and cycles may be considered at a later date, subject to the imposition of a planning condition.

Air Quality – Concern has been raised by a local resident regarding air quality within this location and whether the site is suitable for residential accommodation. Studies undertaken by the Council indicate that pollution levels within this locality are within tolerable limits and on this basis the site is suitable for residential development, as may reasonably be expected bearing in mind the proximity of existing residential properties. However, the Applicant should undertake further study of this matter to investigate whether the future occupiers of the development would benefit from the building being fitted with technology to reduce their exposure to emissions – for example, through the installation of mechanical ventilation. A planning condition recommending further investigation is, therefore, recommended.

Outside seating – Loughton Town Council has requested (at point 13 of their response) that provision is made for the outside seating to be maintained. However, with the uses of the commercial units remaining flexible, it does not appear to be reasonable at this time to condition either the provision of outside seating (as this may not be desired by future occupiers) or its detailed layout. Accordingly, a condition is not recommended by the Planning Officer.

Conclusion

The development proposed would deliver a long term ambition of the adopted Debden Town Centre and Broadway Development Brief and would provide 64 dwellings within the District. However, whilst accepting the application in its current form would allow the delivery of the much need housing earlier than anticipated, it would be at the expense of not being able to provide affordable housing as part of the development, due to the costs in acquiring the site at this time. These issues are both significant and accordingly, give rise to a need for a thorough and balanced consideration of the material planning considerations.

The key starting point, is whether or not the proposed development would constitute a sustainable development which would benefit from the presumption in favour of development, set out in paragraph 14 of the National Planning Policy Framework (NPPF). To be considered sustainable, the development must perform economic, social and environmental roles. The development would clearly serve an economic function, not only to the Applicant and Council (as the freeholder) but also in terms of providing 64 dwellings that are demanded by the market and providing accommodation for three commercial premises within this existing town centre. Furthermore assessment of the impacts of the building on visual amenity and the amenities of neighbouring residents, it is considered that the development would also serve an environmental function.

Turning to the matter of the social role of the development – paragraph 7 of the NPPF defines this as *'supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well being'*. Whilst this development would deliver market housing, it would still meet an existing need – particularly as it would deliver smaller units onto the market. The housing would also be accessible to local services and the development would contribute towards the provision of additional healthcare and education services. It is also to be considered of relevance that the locality immediately adjacent to the site contains, by reason of its evolution and history, a considerable amount of housing which is within the Council's ownership. It is therefore considered that within this locality these additional market dwellings can be accommodated whilst still retaining an inclusive and mixed community, as sought through paragraph 50 of the NPPF, as a balance of open market and affordable units would be retained. Paragraph 50 also seeks the widening of opportunities for home ownership, which would be facilitated through this proposed development. It is, therefore considered that the proposal can be considered to meet all three strands of sustainable development.

The design and scale of the building is also a matter which has attracted considerable comment from local residents and other interested parties. Although the adopted brief envisaged a large scale building within the site, the proposal does seek a building which would be taller than that sought through the brief. Notwithstanding this, the building height would be comparable with other Debden

buildings including Epping Forest College, Higgins and Kier. Whilst this building would, by reason of its siting, be perhaps more prominent than those buildings, Officers consider its design and appearance to be acceptable.

The loss of the existing public house is also a matter which has received considerable objection. However, the proposed development allows for the retention of such a use within the new building, thereby retaining this community facility.

In light of the above appraisal, it is considered that the proposal would constitute a sustainable form of development which would accord with local and national planning policies. It is, therefore recommended that planning permission be granted subject to the imposition of the planning conditions and obligations set out within this report.

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Contact

Email LukeBurroughs@tfl.gov.uk
Phone 0203 054 7145

