

Broxbourne Local Plan

Brookfield Area

Development Options



**BOROUGH OF
BROXBOURNE**

www.broxbourne.gov.uk

Planning Policy Team
April 2016

Contents

1. Purpose of this report	pg 2
2. The Brookfield Area	pg 3
Introduction to the Brookfield area	
History and settlement pattern	
Previous local plans	
3. Issues to consider for future development	pg 6
Landscape and character	
Visual appraisal of Brookfield's green belt land	
Environmental designations	
Roads and rights of way	
Public transport	
Facilities and utilities	
Protecting the green belt	
Land ownership	
4. Development options	pg 19
Option 1 – 'A do nothing option'	
Option 2 – '2005 Local Plan Plus scheme'	
Option 3 – 'Comprehensive development'	
5. Summary and Conclusions	pg 28

Questions on this document should be referred to the Planning Policy Team:

planningpolicy@broxbourne.gov.uk

01992 785559

April 2016

Development Options Reports

Purpose of this report

In preparing its new Local Plan the Council has considered a number of Borough-wide options as set out in the Development Options and Scenarios Report (April 2016). The Council has prepared five local area options studies in order to assess development potential in more detail. These studies have informed the Borough-Wide Options and Scenarios Report and all six studies should be read together in order to understand the development strategy for the emerging Local Plan.

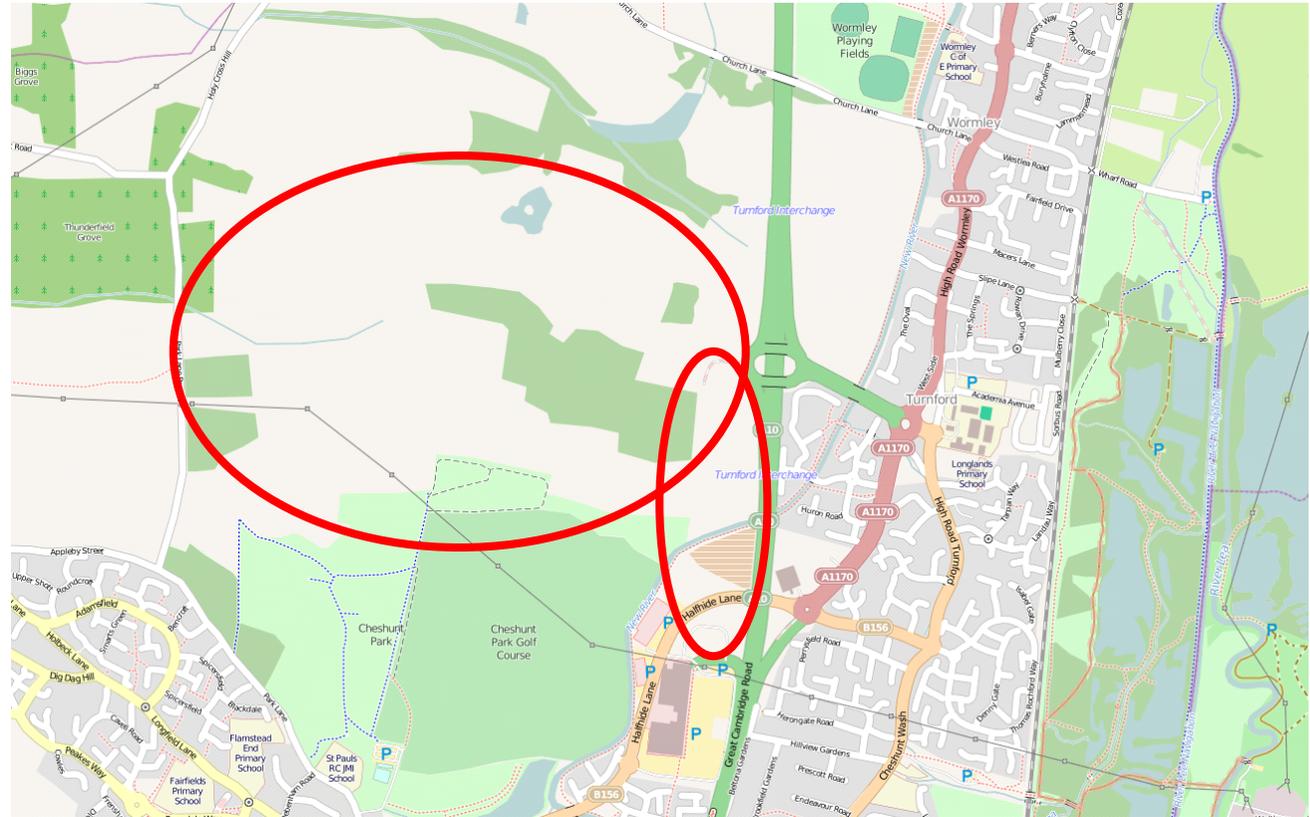
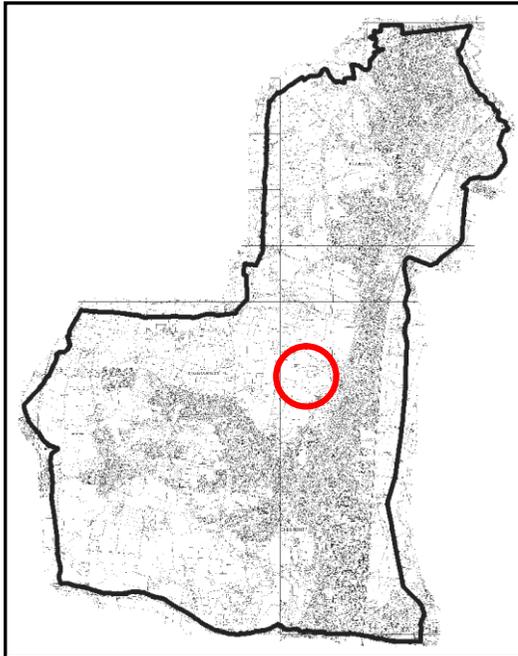
In addition to this study for Brookfield, Development Options Reports have been prepared for Bury Green, Goffs Oak, Park Plaza, and West of Wormley. A further study had been proposed for West of Hoddesdon but this was overtaken by the granting of planning permission for strategic scale development at High Leigh in April 2015.

This report sets out and discusses potential development options for the area. Although the report concludes on the performance of each option within the area's local context, it will be the Local Plan which decides on the preferred option in the context of overall Borough-wide considerations and the merits of other potential options for other areas within the Borough. This report is one of a number of evidence studies which have been produced to inform and support the Local Plan decision making process.

The Brookfield area

Introduction to the Brookfield area

The Brookfield area is approximately 180 hectares in size and is located to the north of Cheshunt and Cheshunt Park and west of Wormley and Turnford. It is also within close proximity of the Turnford Junction of the A10 to the north west of the Brookfield Centre and New River Industrial Estate.



History and settlement pattern

The Brookfield area and land surrounding it began as a handful of small farm holdings including Cheshunt Park Farm and Brookfield Farm. The New River, an artificial waterway opened in 1613 to supply London with fresh drinking water, ran through the area close to these farms. Brookfield Lane was the only east-west route in the vicinity, providing access between a number of small villages including Flamstead End, Turnford and Wormley. By the 20th century these villages expanded into a number of distinct settlements adjoined by a number of glasshouse buildings located to the east of Brookfield. Halfhide Lane, which was a 500 metre track enabling access for a small farm, was also built. The area intensified significantly post war, with many glasshouses being redeveloped for housing developments. A single lane carriageway, which is now the Great Cambridge Road or old A10 route, was built to aid north-south movement through these housing areas. This road filtered off towards Wormley, to the east of Brookfield. In 1968 Cheshunt Park became a public open space providing 235 acres of parkland and an 18-hole golf course.

In the 1970s the A10 Hoddesdon bypass was constructed immediately to the north of the Brookfield area with a new roundabout junction at Turnford. Brookfield Lane, the major east-west route, was intersected by the associated realignment of the A10 in this area and instead Halfhide Lane became a major connecting route between settlements to the east and west. Halfhide Lane also provided a vehicle route to Brookfield's new retail facilities, office and industrial units, traveller site and allotment site. On the eastern side of the A10, a new hotel and office space was built in the 1990s. More recently a number of significant residential developments have been built in the Brookfield area, including Canada Fields and Cheshunt South Reservoir, and the Hertford Regional campus at Turnford has been redeveloped to provide a new College with surplus land released for residential development. The location of major settlements and roadways has created the settlement pattern seen at Brookfield today. The Brookfield area to the west of the New River however is still rural in character.



The development pattern of Brookfield has evolved but more significantly in the late 20th Century.

Previous Local Plans

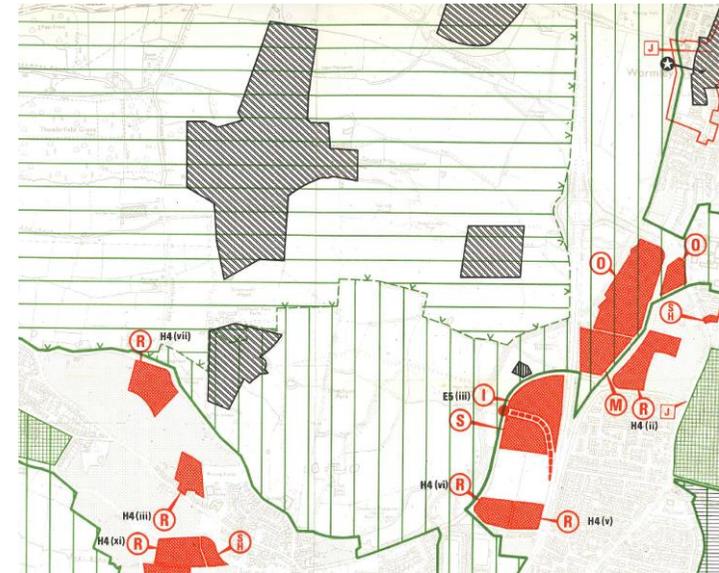
The 1983 District Plan identified a sub-regional need for a hypermarket in Broxbourne and allocated land at Brookfield Lane for this use. The same Plan identified the Brookfield area for industrial and residential development. It also proposed a spur road from the A10 in order to access these facilities and as an alternative to using Halfhide Lane. Cheshunt Park was still allocated as community open space and the remaining green belt land to the north was identified as an agricultural priority area where only agricultural/forestry related uses would be acceptable.

The 1994 Plan proposed to remove land between Halfhide Lane and the New River from the green belt, relocate the Halfhide Lane traveller site and allotments, and redevelop this area for retail warehouse uses or large specialist stores. Housing, leisure and entertainment uses were also supported in this location.

By the early 2000's the area between Halfhide Lane and the A10 had been developed for a shopping centre, an employment area and housing. The Brookfield Retail Park had been built between Halfhide Lane and the New River but the traveller and allotment sites had not been developed.

The 2005 Local Plan identified several issues in the Brookfield area including traffic and congestion problems, the need for better public transport, a lack of pedestrian/cycle links and a requirement for a small amount of retail uses. It proposed a comprehensive masterplan which would convert the employment area to retail uses and seek to implement the 1994 proposal of relocating the allotment and travellers sites to make way for further bulky retail goods.

This scheme was never implemented and the 2010 Submission Core Strategy sought to allocate the area for a more comprehensive scheme which would not only allocate the traveller site, employment area and allotment site for redevelopment but also approximately 15 hectares of green belt land between the New River and the A10 Turnford roundabout. The proposal would provide up to 50,000 sqm of retail uses, about 15,000 sqm of leisure uses and up to 300 homes. This quantum of development would improve and attract comparison shopping and associated leisure facilities into the Borough clawing back lost expenditure. This scheme was rejected by the Planning Inspector at the end of 2011 on retail impact grounds.



1983 Local Plan and the allocation of Brookfield for retail/industrial use



2010 Submission Core Strategy proposal

Issues to consider for future development

Landscape and character

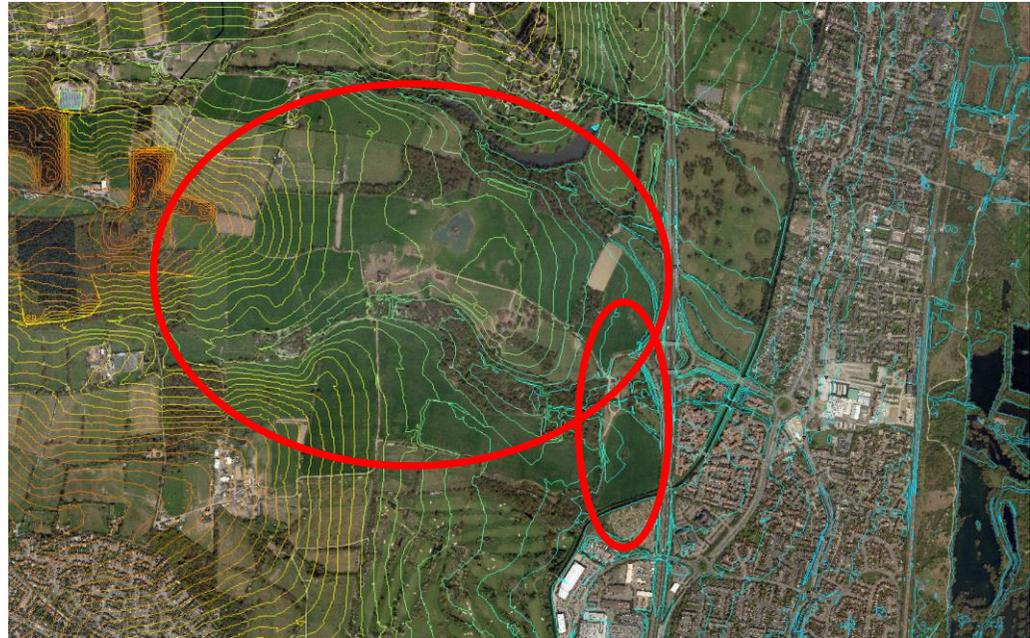
The Landscape Character Study identifies this area as having plateau ridges and slopes with mostly wooded parkland and farmland. It contains a varied sense of enclosure and tranquillity depending on proximity to denser wooded areas located in the central part of Brookfield or vehicle noise generated from the A10 to the east. A vast majority of the area is classified as greenfield and over 160 hectares is classified as green belt land. The green belt area contains various agricultural fields, tracks, distinct woodland areas and hedgerows. However the presence of landfill sites, farm buildings and allotments provides a human influence on the landscape. The land is mostly grade 3 agricultural land i.e. it is of good to moderate quality.

The New River, located between the urbanised part of Brookfield to the south and east and open green belt, provides a pleasant waterway feature although it is not particularly visible due to surrounding tree cover and buildings. Cheshunt Park to the south is also within the green belt and mostly grassland although it contains several man-made structures including play equipment, sports related buildings, a golf course and pylons. A strip of trees and hedges demarcates this community open space from the open green belt of Brookfield to the north.

Beyond Brookfield to the west and north, the land becomes far less developed and contains a broad mix of countryside, open fields with bridleways, dense wooded areas and buildings found in semi-rural locations.

The Brookfield area has an undulating landscape and has been described as a 'topographical bowl'. The eastern part is relatively flat, whereas the western end slopes steeply upwards towards Park Lane Paradise. Land north and south of the central tree area also slopes away from Turnford Brook. This land profile consequently produces an open vista looking eastwards and a valley shape in the central area and towards the western end. The flat eastern part of the site is visible from the A10. However most of the land in the central area is invisible from view points along the A10 to the east and Park Lane Paradise to the west as it sits within the valley. There are long views towards this area from across the Lee Valley to the east. Any development must have regard to the topography and landscape of the area.

The topography creates a 'bowl' or valley shaped area at Brookfield



Visual appraisal of Brookfield's green belt land

A more detailed visual appraisal of the area shows that there is an extensive tree belt along the eastern part of the southern boundary of the Brookfield area which means that it is well screened from Cheshunt Park golf course to the south. There is a reasonable hedge and tree screen along most of the rest of the southern boundary which limits immediate views into it from Cheshunt Park. The topography and landscape does afford longer views however of the site from Cheshunt Park to the south. The western part of the Brookfield area rises steeply and there are views into it from Harvey's Farm. There is a generally extensive tree and hedge screen along the eastern edge of Park Lane Paradise which screens the site from public views from the west. The topography and landscape prevent any views in to the site from Park Lane Paradise to the northwest as well.

There is an extensive tree belt along the northern boundary of the Brookfield area which prevents any public views into the site from the north. There are limited restricted views from the A10 and the Turnford roundabout whereas the western part of the site can be seen in long views across the Lee Valley from Claydon Hill Country Park in Nazeing.

There is a good tree screen along much of the eastern boundary which limits views east towards Canada Fields and Turnford Place and there is an extensive tree screen along much of the northern boundary as well. This northern part of Brookfield is fairly open with a slight north to south slope and the south western part is flat and open. There is an extensive tree belt running alongside Turnford Brook through the middle of the central and eastern part of the area which is an important landscape and ecological feature.

A track and hedge run north south across the middle of the area and to the west of this the land starts to rise increasingly steeply towards the west. The landscape of this area comprises small fields separated by intermittent trees and hedges. The south western boundary of the site is poorly defined in landscape terms.



Tree belt along the boundary of Cheshunt Park



Views from A10 and Turnford Roundabout are restricted



Land rises steeply to the west

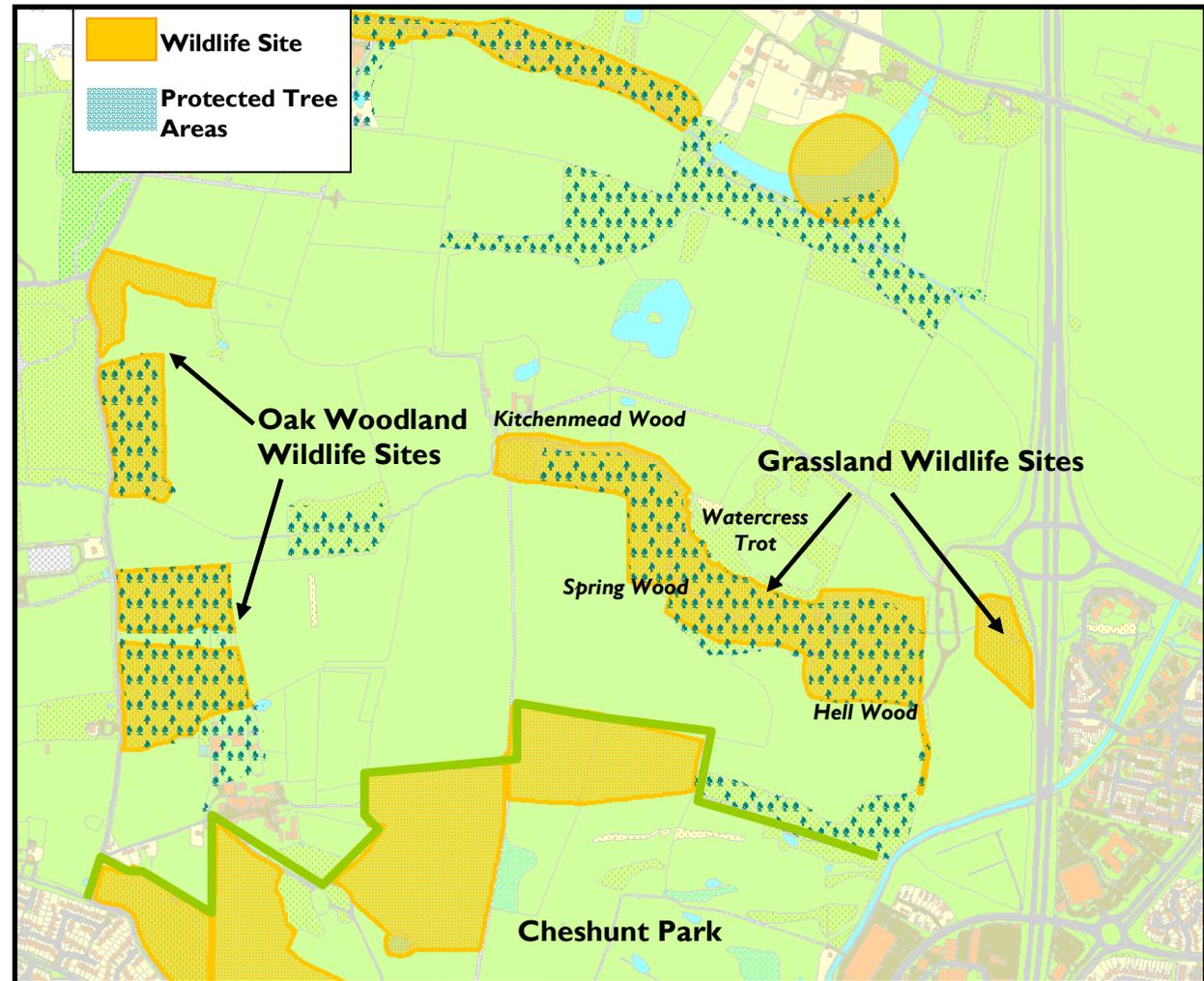
Environmental designations

Wildlife

The Brookfield area contains four identified local wildlife sites, two of which are protected for their grassland species and located in the central part. The other two have been protected for their ancient Oak woodland features and are located to the far west. There are also a number of local wildlife sites to the south and north of Brookfield, including two at Wormleybury and several in Cheshunt Park (see map right for locations).

Trees

There are a number of distinct wooded areas in and around Brookfield. The trees are for the main within the same locations as the wildlife site areas outlined on map (right) i.e. in the central part of Brookfield and to the far west. These woodland areas have been given specific names including Hell Wood, Spring Wood, Watercress Trot and Kitchenmead Wood. There are notable woodlands along the northern, western and southern (in part) boundaries of the site.



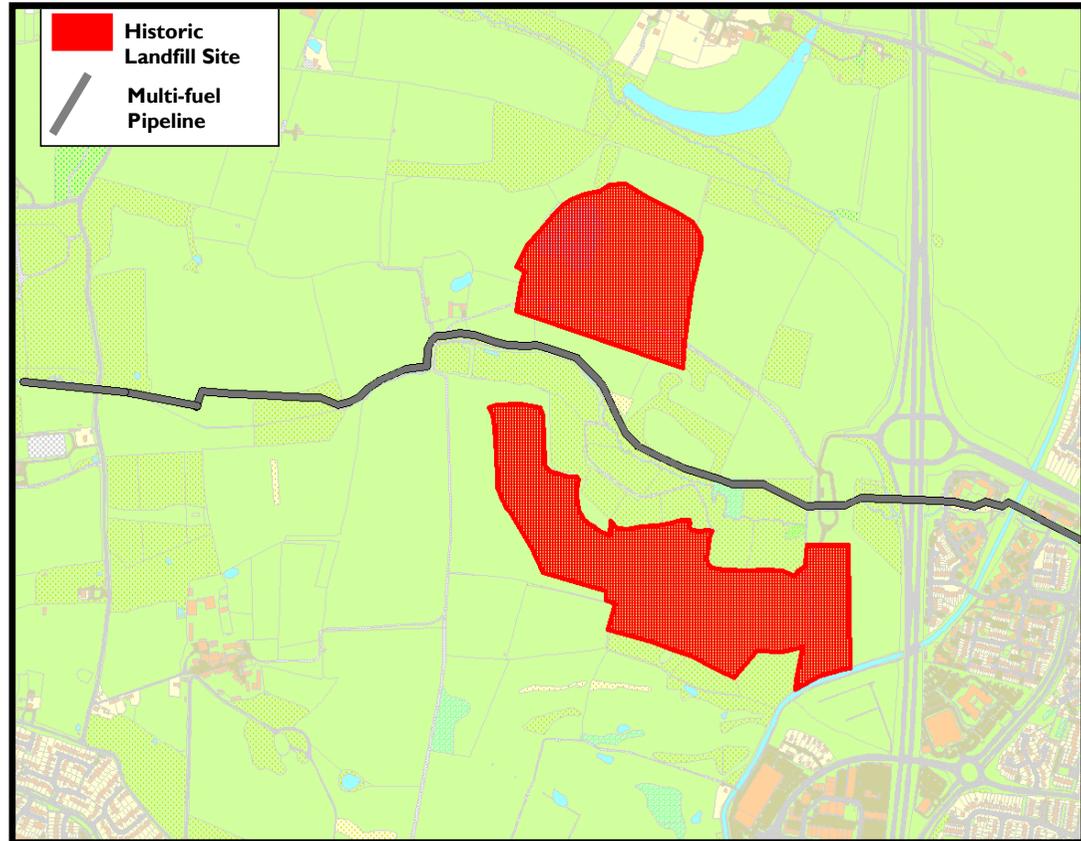
The wildlife sites and woodland areas provide pleasant features at Brookfield. It does however affect development potential in these areas.

Landfill

The Brookfield area contains several licensed and historic landfill areas, located specifically to the south of Hell Wood and in and around the pond in the north-west corner. The historic landfill sites contain inert waste and clean non-hazardous rubble. The licensed areas are thought to be associated with the former gravel workings which took place at Cheshunt Park Farm Quarry in the early 90s.

A ground investigation survey carried out borehole testing on the landfill sites in 2014. The testing identified that, beneath a surface covering of topsoil and a generally significant thickness of made ground comprising the backfilled inert waste, there was mostly silty sand gravelly clay. The northern landfill area comprises 1.3 metres of made ground presumably re-worked natural soil excavated to form the lake. In the southern area, there was evidence of various amounts of gravel, brick, timber, concrete and even sea shells.

At this stage the preliminary findings of the ground investigation considered there to be nothing that would prevent development in this area but recommended that spread foundations will be viable in some locations. In other areas either ground improvement techniques could be utilised in order to allow the use of spread foundations or a piled foundation solution would be required.



A 3 metre easement around the pipe will be required and mitigation measures for the landfill sites

Multi-fuel pipeline

A multi-fuel pipeline crosses under the site. It is located 20 metres north of the central wooded area and follows the route of the trees from west to east before diving under the A10 and heading out into the Lee Valley Regional Park. The pipeline, which is operated by the British Pipeline Agency, is operated at high pressure and contains petroleum products or gas. The Agency's guidelines state that they must be given three days notification of any intended works within the 3 metre easement of the pipeline and that lowering or raising ground level within the easement requires consent. Protection will be required over the pipeline at road crossings/parking areas and no buildings or structures, and preferably obstructions or trees, are to be sited within the 3 metre buffer. Carriageways can be built over the pipeline; however there must be at least a 0.9 metre cover above the pipe with backfill between the pipeline and concrete slab to be either existing undisturbed backfill or clean sand.

Furthermore the Agency has highlighted that the pipe is cathodically protected and as a result it can corrode metal structures in the vicinity. This may impact upon commercial units which are more likely to have internal metal frames and foundations. At this stage it is understood that a suitable buffer between the pipe and any proposed buildings or appropriate protection measures for the proposed metal frames, will help overcome this issue.

Electricity pylons

Pylons bisect the southern part of the site running from Park Lane Paradise in a south easterly direction across Cheshunt Park golf course and then east across the northern edge of the Brookfield centre and the urban area of north Cheshunt. They have a significant visual impact.

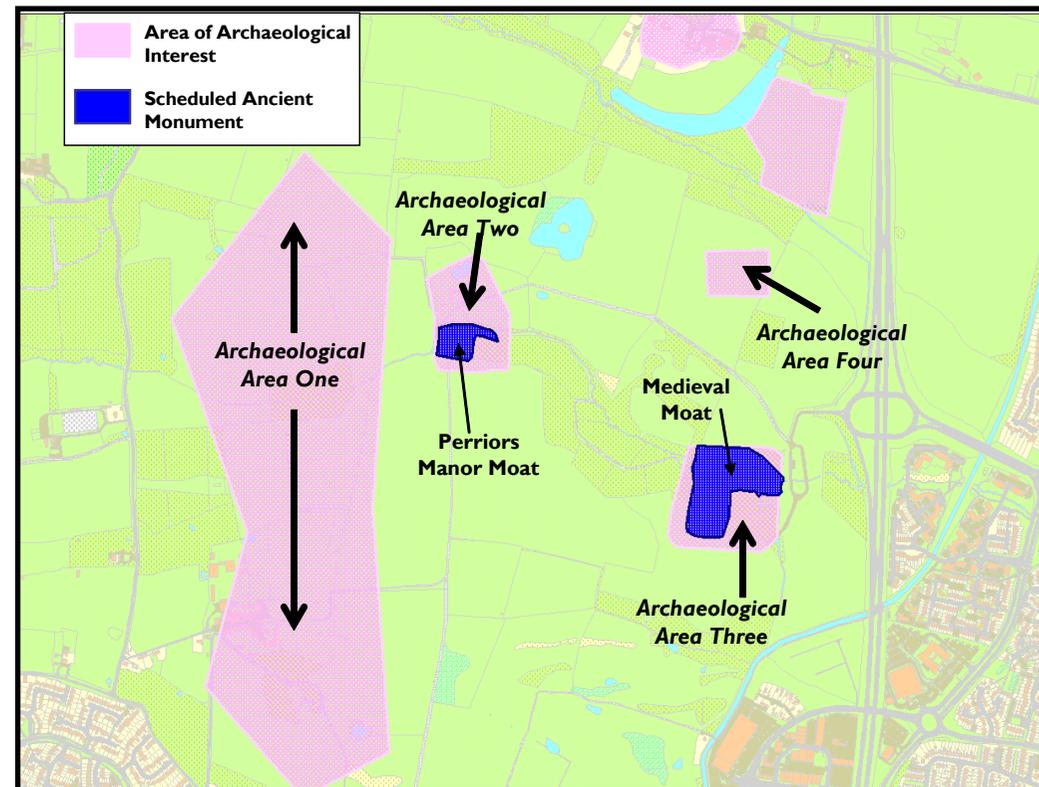
Archaeology

There are four areas protected for their archaeological interest and two scheduled ancient monuments in the Brookfield area. Archaeological area One has been identified because of evidential remains of Roman buildings excavated at Cheshunt Park Farm in the 1950s and 60s and numerous widespread finds of Roman pottery, coins and materials. This suggests the remains of a substantial Roman settlement lie along Ermine Street in this area.

Archaeological areas Two and Three have been identified because they both contain medieval moats which are also designated as scheduled ancient monuments. Area Two contains Perriors Manor which when earthwork was being excavated in the late 1950s, four building phases were identified ranging from the 13th to the late 17th century. Finds included pottery, coins and horse trappings. Area Three contains the remains of a medieval moated site which given its size and earthwork complexity could well be the remains of an unfinished castle.

The fourth area of archaeological interest has been allocated as the cropmarks and ring ditches suggest that there may be ploughed-down prehistoric burial mounds in this location. As a result of this, an assessment may need to be made on any further potential archaeological remains in the area.

Careful attention must be paid to the archaeology of the area

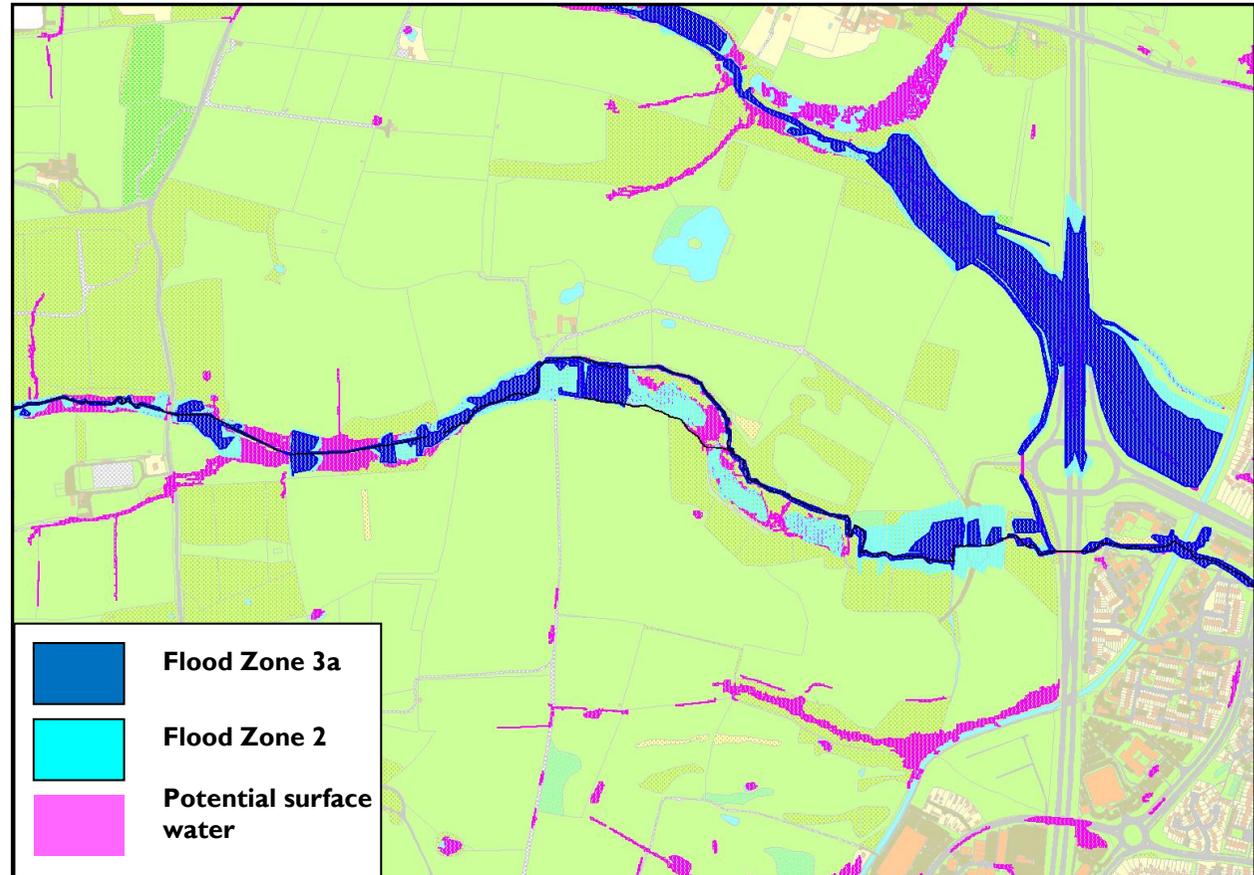


Flooding

Turnford Brook flows easterly through the Brookfield area after rising close to Wormley-Hoddesdonpark Wood. It is then joined by Wormleybury Brook before passing under the A10, the New River at the Turnford aqueduct and the A1170. The brook then flows in a southerly direction through a culvert then easterly under the West Anglia Main Line to join the Small River Lea in the Lee Valley Regional Park. There are also a number of ponds to the north of the central woodland belt. There are areas within Brookfield which may be susceptible to river flooding, particularly in the central wooded area. Environment Agency flood maps suggest some land is within flood zone 2 (0.1% to 1% annual probability of river flooding) and flood zone 3a (1% or greater annual probability of river flooding).

There are areas susceptible to surface water flooding at Brookfield. Surface water flooding occurs when rainwater fails to drain away through normal drainage systems or soak into the ground, but lies on or flows over the ground instead. The most susceptible areas are located along the woods in the central part of the area i.e. within the valley, and around the edge of the New River. A detailed surface water management plan will need to be prepared to support development in this area. This must consider a wide range of structural, non-structural and adaptation options which provide different levels of protection and have a range of benefits and costs associated with them. Several attenuation ponds or sustainable urban drainage systems may need to be provided particularly in the central part of the area and to the south-east. The map above shows the location of the areas susceptible to river flooding and surface water flooding. The entire Brookfield area is within a groundwater safeguard zone. Activities within these non-statutory zones, which may impact adversely on the quality of water abstracted, will be closely monitored by the Environment Agency and water companies.

Turnford and Wormley Brook's mean that there are areas susceptible to river flooding



Roads and rights of way

The parkland and arable fields in the Brookfield area are relatively isolated and they cannot be accessed by the general public from either of the two existing vehicle entrances or any public right of way. One vehicular access point, which was constructed to access the mineral workings and landfill site, is located at the A10 Turnford Roundabout via an additional arm but is closed to the public. The second access at Park Lane Paradise to the west, which is semi-rural in nature, only provides an entrance track into Cheshunt Park Farm. There is no access point from the south or north. A planning application has been granted for a new link road which will connect the A10 roundabout at the Turnford junction with Halfhide Lane at the entrance to the existing traveller site.

The A10 currently has a northbound slip road leading onto the Turnford Roundabout; at present there is no southern slip road enabling drivers to directly access the A10 from the roundabout. Instead vehicles drive through the existing urban area to the east to arrive back on the A10 approximately 850 metres further south, close to the Church Lane junction. The potential for a southern slip road from the Turnford Roundabout should be investigated.

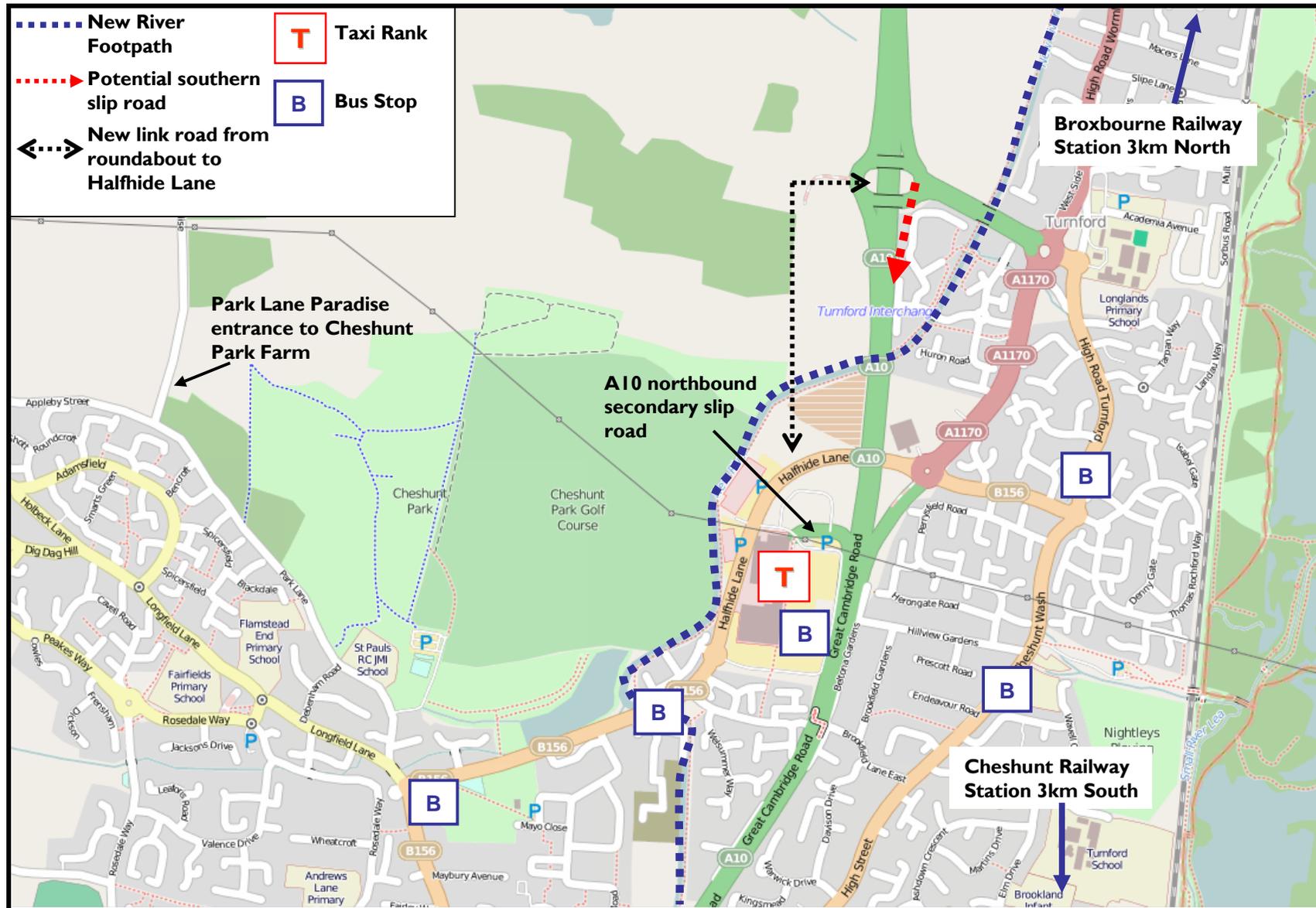
The existing retail facilities at Brookfield are accessible via the following ways; 1) a secondary A10 northbound spur road located before the slip road to Turnford Roundabout; 2) via Halfhide Lane which connects the shopping area to Turnford to the east; and 3) via Brookfield Lane West (B156) which links the area to Cheshunt, Rosedale and Hammondstreet to the west.

The New River footpath is the only public right of way in the Brookfield area. A lack of other footpaths or rights of ways means that the green belt area of Brookfield is currently inaccessible to the general public by foot. However there is a network of footpaths along the highway to the south, for example at Halfhide Lane and at Brookfield Lane West, which enable pedestrians to access retail/commercial facilities at Brookfield. There is also one pedestrian bridge further south of the A10 connecting Brookfield to the urban area to the east. There are a number of informal rights of way in Cheshunt Park to the south.

Public transport

There are five regular bus services that provide access to the Brookfield Centre at present. These provide links to Waltham Cross, Cheshunt and Cuffley (C1), Potters Bar and Waltham Cross (242), Cheshunt and Waltham Cross (246), Hertford, Hoddesdon, Cheshunt and Waltham Cross (311/312) and Harlow, Hoddesdon through to Waltham Cross (410/410A). However for the main each of those bus services is only available hourly. Furthermore services after 7pm Monday to Friday and 6.30pm on a Saturday are poor and services on a Sunday and bank holidays are especially poor with only the 410/410A and 242 running a limited service. This does restrict visiting times for non-motorists and given that most of the retail facilities open late in the evening and throughout the year, this is an important issue. The shopping centre also has a taxi waiting service and a number of cycle parking spaces. There is no public transport provision along Park Lane Paradise or along the southern A10 junctions.

Both Broxbourne Railway Station (to the north) and Cheshunt Railway Station (to the south) are located within 3 kilometres of Brookfield.



The map above shows the location of major routes, roads and rights of way in the Brookfield area

Facilities and utilities

Retail

The retail facilities at Brookfield are located at Brookfield shopping centre. The shopping centre includes the Brookfield Centre to the east of Halfhide Lane and Brookfield Retail Park to the west. At the time of writing, these two shopping areas included Tesco, Marks and Spencer, Giraffe, Starbucks, Paul Wallace, Argos, Boots, Next, Clarks, J D Sports, Outfit, New Look, River Island and Card Factory. Questionnaires undertaken as part of the Brookfield Benchmarking Study (November 2012) suggest that residents and members of the public would like to see an improved retail mix, more shops and restaurants and a better leisure offer at Brookfield.

Along with Brookfield, Broxbourne's town and shopping centres provide 21,200 sqm of convenience floorspace and 51,600 sqm of comparison floorspace in the Borough. The 2008 GVA Grimley Retail Study projects however that the Borough will need 5,600 sqm more convenience floorspace by 2026, which extrapolates to 6,800 sqm of supermarket floorspace by 2031. This is likely to be achieved by new supermarkets in existing town centres.

An extrapolation of projections in the 2010 GVA Grimley Retail Need and Impact Study indicates that Broxbourne needs at least 36,000 sqm and potentially up to 48,000 sqm of new comparison floorspace by 2031. There is also considered to be a need for associated improved leisure and restaurant facilities in the Borough to limit expenditure leaking to centres outside of the Borough and to provide more accessible provision for local residents. There is little scope to deliver this need in existing town centres given their existing constraints and the Brookfield area is judged to be the most viable option. White Young Green (WYG) has recently been appointed by the Council to prepare a new retail study which will update the advice provided by GVA Grimley. This should be available early in 2015 to inform preparation of the Local Plan.

Commercial

The New River Trading Estate, which was built approximately 25 years ago and is located to the north of the Brookfield Centre, is a small employment area with a mix of office, general industrial, storage uses and supporting activities. The Council has however been shortening leases in anticipation of some form of redevelopment coming forward. The estate, which is also known as The Fairways, also includes the Council's depot and County Council household waste recycling centre.

On the eastern side of the A10 lies Turnford Place, a prestigious office development which includes the Marriott Hotel. Turnford Place consists of over 5,500 sqm of floorspace providing approximately 600 jobs, occupied by local and national companies.

The long term employment strategy for the Borough is to bring forward more high quality jobs and office space and improve the skills levels of residents. In order to do this, new employment sites, which are capable of attracting office-based companies and cluster activities, must be identified. The Park Plaza Development Options Report has identified employment opportunities for the southern part of the Borough. However, that area does suffer from traffic congestion at peak hours particularly around junction 25 of the M25 and its development could mean, without a high level of landscaping, the loss of an important strategic green belt gap between Enfield and Broxbourne. The Brookfield area could, as part of a mixed use development, contribute towards high value commercial uses in order to support local job provision.

Other services

The nearest doctor's surgery is located approximately 500 metres away at Canada Fields to the east. This is currently accessed via Halfhide Lane and the Great Cambridge Road. Other surgeries are located over 1 kilometre away.

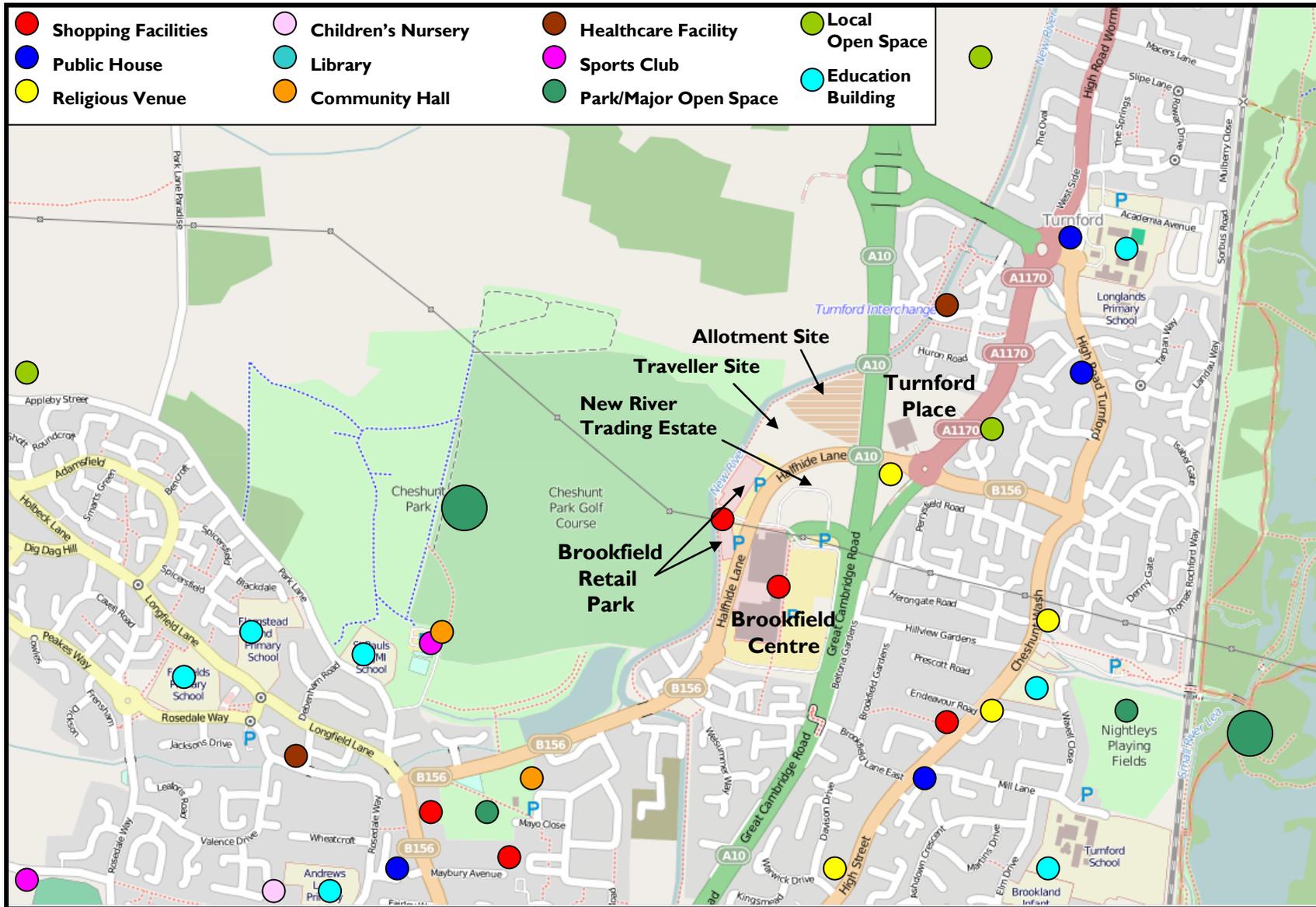
The Brookfield area is situated approximately 650 metres from Longlands Primary School in Turnford and over 1 kilometre away from a further two primary schools. Broxbourne Secondary School to the north and Turnford Secondary School to the south east are both approximately 1.6 kilometres away. The area is also within close proximity to Herts Regional College which provides excellent vocational qualifications and benefits from recent major redevelopment of its campus buildings. It is known that primary school provision in this area is under pressure and any significant further development would have to make provision for additional capacity.

The Brookfield area also contains the Halfhide Lane traveller site which has 15 pitches and an allotment site.

A map of services and facilities in and around Brookfield can be found on page 16.

Utilities

There are low pressure gas mains available within the main urban areas i.e. at Brookfield shopping centre and the residential areas to the north, south and east. There is also an intermediate gas pressure main at Canada Fields and along the A10. Like gas mains, water mains, sewage pipes, electricity and fibre optic cables are located in the main urban areas although a water main also runs the length of the New River. Most of the Brookfield area will therefore need new utility provision if new development is promoted.



There are a number of services and facilities at Brookfield and in the surrounding area as shown on the map above.

Green Belt assessment

The 2005 Local Plan Proposals Map defined the current extent of green belt land around the Borough's urban areas, and the map (right) demonstrates how this area of protection sweeps across a large proportion of Brookfield.

The National Planning Policy Framework states that the essential characteristic of green belt land is its openness and permanence. Most development is therefore inappropriate in the green belt and should only be approved in very special circumstances. Changes to the green belt should only be made in exceptional circumstances through the plan-making process.

The green belt in the Brookfield area also forms part of the wider Metropolitan Green Belt, established to prevent the outward spread of Greater London. Its protection therefore also has a strategic purpose, as well as just a local one.



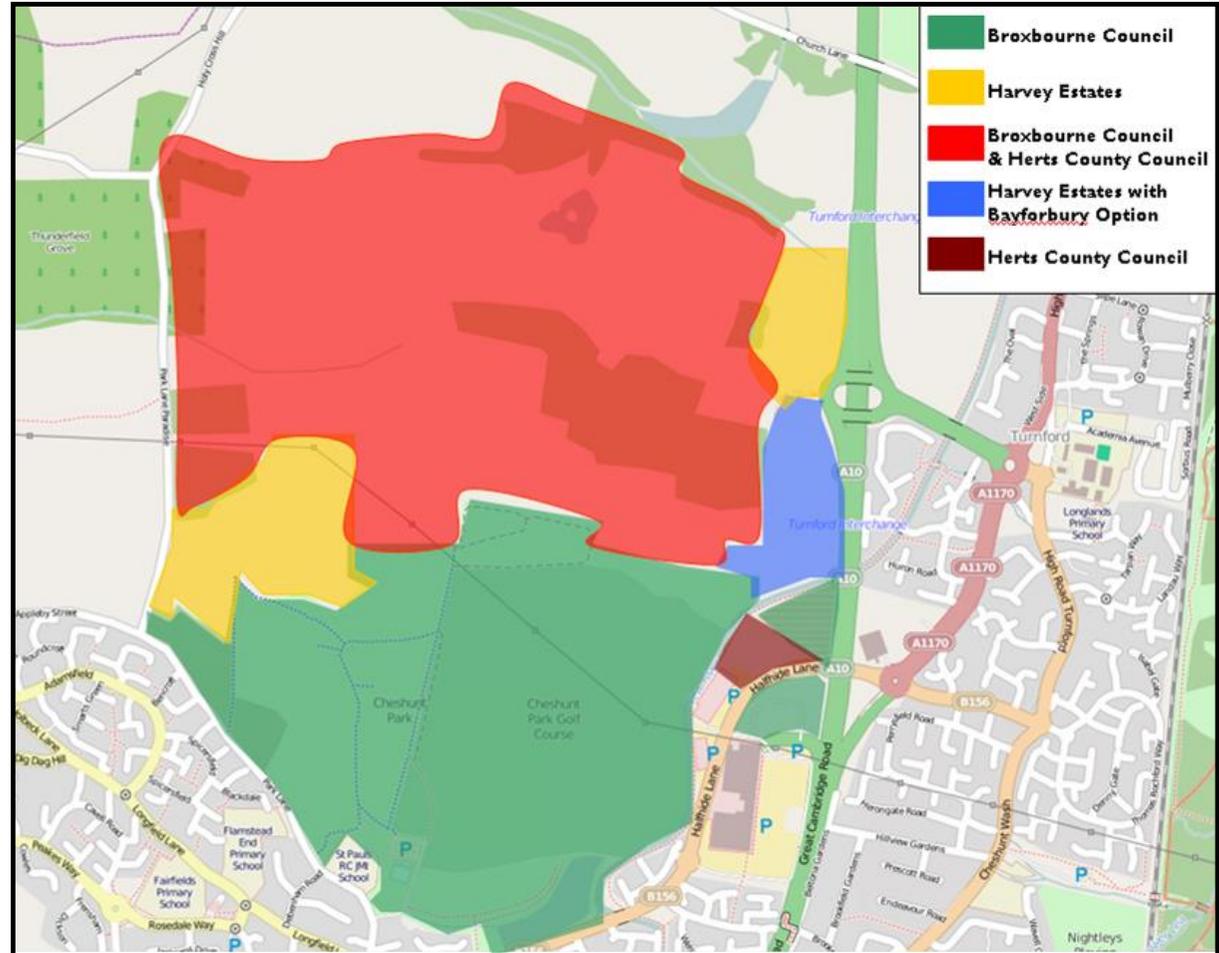
Given the need to identify sufficient land for the Borough's development needs, and the limited availability of suitable urban brownfield sites, the Council anticipates that the new Local Plan will need to remove some land from the green belt. The 2008 Green Belt Review judges the performance of green belt land in the Brookfield area as performing a strong role in checking sprawl and safeguarding country.

The area forms part of the much wider strategic green belt which covers a large swathe of south-east Hertfordshire bordered by Hertford to the north, Broxbourne to the east, Enfield to the south and Potters Bar, Hatfield and Welwyn Garden City to the west. Whilst part of this provides a strategic gap between settlements, the review states that it does not by itself perform an important role in preventing the coalescence of those settlements. Development could take place on the land north of Cheshunt Park without having any significant impact on existing urban areas or creating coalescence between neighbouring settlements. Whilst there would be a need to provide some new infrastructure to support housing development in this area, particularly schools, there is an opportunity to build upon the proximity of the existing Brookfield shopping centre. The opportunity for new green belt boundaries exist in the form of Wormleybury Brook to the north and the existing edge of Cheshunt Park to the south. The only definitive boundary to the west is Park Lane Paradise but it may be possible to create a new structural landscape boundary on the slopes of Doggett Hill. For these reasons the area is considered appropriate for consideration as part of the Local Plan process subject to the retention of Cheshunt Park in the green belt.

Landownership

A large proportion of the site is owned by Broxbourne Borough Council and Hertfordshire County Council as shown by the image (right). The remaining land to the east is owned by the Harvey Estates (who also own Cheshunt Park Farm) for which Bayfordbury Estates has a development option for part of.

Broxbourne Council also owns Halfhide Lane allotments, the New River Trading Estate and Cheshunt Park. Hertfordshire County Council own and manage the Halfhide Lane traveller site.



Current landownership at Brookfield

Development Options

For ease of reference, the Brookfield area has been divided into two inter-related land parcels in this development options section.

The first land parcel has been given the name Brookfield Riverside. This area will be investigated for its retail, leisure, commercial and civic space capability.

The second area has been given the name Brookfield Garden Suburb and will be investigated for its potential for housing and community facilities. The map identifying the two areas can be found on the image (right).

The Brookfield area has been separated into two development parcels.



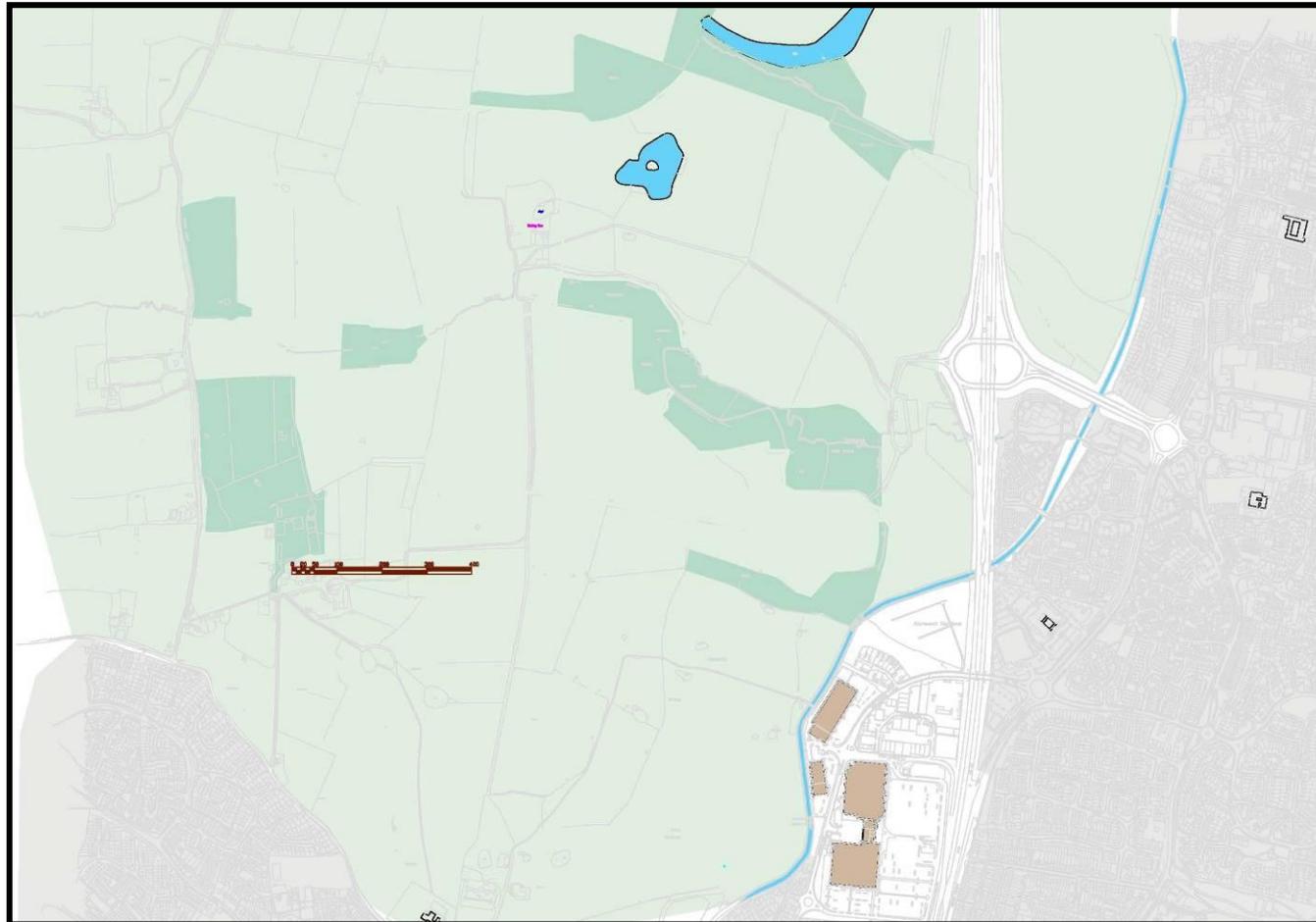
Based on the information in the previous chapters the following development/layout options will be appraised for the Brookfield area.

- **Option 1 'Do Nothing'** - A do nothing approach which would retain existing uses at their current quantum and at their current location, maintain the existing road layout with no residential development provided.
- **Option 2 '2005 Local Plan Plus Scheme'** – Implementation of the 2005 Local Plan policy for Brookfield Riverside which would provide approximately 8,000 sqm of bulky retail use with some leisure facilities including an hotel. This option would also provide approximately 47,000 sqm of commercial floorspace as an addition to the 2005 Local Plan policy on land north of the New River and south of the A10 Turnford Roundabout. No residential development would be provided.
- **Option 3 'Comprehensive development'** – A more comprehensive scheme at Brookfield Riverside which would constitute approximately 35-40,000 sqm of retail and leisure uses with a central pedestrian-friendly road running through its heart. This option would include flats above the shops to provide a more mixed use proposal as well as 47,000 sqm of commercial floorspace. Brookfield Garden Suburb is developed to provide up to 1,500 houses with associated schools and community facilities around a circular loop with a tree lined avened street leading in.

Development Option I – ‘Do Nothing’

Option I would seek to retain the existing quantum and layout of the Brookfield area, i.e. Brookfield Retail Park will remain to the west, Brookfield Centre would be retained to the east, the New River Trading Estate would not be relocated and the traveller site and allotments would remain in their existing position.

The road layout would remain with an access point at Halfhide Lane, an A10 northern slip road and subsidiary slip road and an entrance from Brookfield Lane West. The green belt boundary would remain unchanged.



This option proposes no change to the Brookfield area

Positive aspects of Option I

- ✓ This option would retain green belt land in this location.
- ✓ The relocation of commercial units, the Council depot and the household waste site at the New River Trading Estate will not be required.
- ✓ There would be no need to relocate the existing Gypsy and Traveller and allotment sites
- ✓ There would be no increase in traffic on the local road network over and above the baseline position.

Negative aspects of Option I

- ✗ The opportunity to extend and improve retail and leisure provision at Brookfield for the benefit of the Borough as a whole would not be taken. Given the lack of alternative options for such development in the Borough the result would be more commuting to other shopping centres outside of the Borough resulting in a loss of expenditure and an increase in car usage.
- ✗ This option would not resolve the traffic and circulation problems currently experienced at the shopping centre as identified in the 2005 Local Plan.
- ✗ It would not provide a number of facilities and services which the Borough will need in the future. This includes housing, high quality jobs and commercial uses, primary school provision and leisure services. It would also fail to provide other civic and community facilities.
- ✗ The opportunity to create a planned mixed use urban edge development, building on an existing well used retail centre, in an attractive landscaped setting would be lost and other less appropriate parts of the Borough's green belt would come under increased pressure to meet the Borough's future development needs.
- ✗ This option would not deliver a new southbound slip road from the Turnford interchange, which would provide a direct connection to the A10.
- ✗ It would not provide a larger and improved traveller site and allotment site (through their relocation).



Development Option 2: 2005 Local Plan Plus Scheme

Option 2 is based on the policies set out in the Local Plan as adopted in 2005. The existing road network, more specifically Halfhide Lane, would be retained on its current alignment with the addition of a new link from the A10 Turnford roundabout to Halfhide Lane.

A collection of bulky goods retail units are proposed on the existing Gypsy and Traveller and allotment sites with vehicular access and car parking to the front of each unit to continue the theme of the current retail offer at Brookfield Retail Park.

A prominent hotel with restaurant space on the ground floor is proposed to adjoin the A10 with the potential for it to be a tall feature building.

Access from Turnford Roundabout will lead to a landscaped street which stretches southwards into the main retail/leisure element of this masterplan option. The tree lined street continues to the south joining the junction with Halfhide Lane and further connects with The Fairways, thus integrating it with Brookfield shopping centre.

A linear public space along the two sides of the New River between the new link road and the A10 offers opportunities for riverside cafes and smaller retail units. Approximately 5,000 sqm of leisure and assembly uses including gyms, cinemas, etc are proposed to the north of the New River. These buildings front onto a landscaped public space. Similar courtyard fronting units (mainly offices) are proposed further north. These will benefit from close proximity to the A10, with the opportunity to create landmark buildings either side of the access road at Turnford Roundabout.



The commercial hub could include offices, starter units and civic facilities. As they are visible from Turnford Roundabout, their design, siting and overall masterplanning needs to be iconic, prominent and attractive. Feature buildings should be located at key vistas including along the A10 and at Turnford Roundabout and the spinal road to the west needs to be well landscaped. Although employees would most likely use facilities at Brookfield Riverside, the commercial hub should also contain some ancillary services including a courtyard area that encompasses seating, a café and/or gym etc.

Positive aspects of Option 2

- ✓ The retail quantum outlined in option 2 has already been tested at an Examination and found acceptable and appropriate by an Inspector.
- ✓ Some new comparison shopping and leisure provision would be provided to meet the Borough's needs and to limit expenditure leaking to centres outside of the Borough.
- ✓ Although some green belt release would be required for option 2, this is less significant than option 3.
- ✓ This option would provide a new link road to the A10 Turnford junction easing existing vehicular congestion to some degree
- ✓ The gypsy and traveller site and allotment site would be relocated and improved.
- ✓ New employment opportunities would be created.

Negative aspects of Option 2

- ✗ According to existing evidence, the quantum of development outlined in option 2 would not secure the retail floorspace needed to retain lost expenditure and prevent residents seeking services outside of the Borough.
- ✗ The opportunity to create a planned mixed use urban edge development, building on an existing well used retail centre, in an attractive landscaped setting would be lost and other less appropriate parts of the Borough's green belt would still come under increased pressure to meet the Borough's future development needs
- ✗ Option 2 includes a spinal road which will enter into Halfhide Lane to the south. This is not considered to be a direct route and given the congestion often experienced at Halfhide Lane, vehicles may begin to build up when having to wait to enter the road system.
- ✗ The availability of surfaced car parking and separate entrances into the bulky retail units is unlikely to encourage people to walk between retail elements, particularly between Brookfield Retail Park and the new retail area. This option fails therefore to be conducive to pedestrian movement or significantly improve existing congestion/traffic/circulation issues identified in the area.
- ✗ Although surface car parking for each unit is similar to what already exists at Brookfield Retail Park and Brookfield Centre, it is land hungry and eliminates opportunities for other development uses, landscaping and important focal points.
- ✗ Due to the layout of buildings and parking areas, this option fails to provide focal points at Brookfield Riverside and any sort of important community hub. However there may be an opportunity to use the New River for some seating. It therefore makes the development disjointed with no encouragement of pedestrian movement and a lack of key features.
- ✗ The New River Trading Estate, the Council depot and the household waste site would require relocating, possibly displacing some businesses.
- ✗ Bulky goods retail units are usually very functional in design and could be visually intrusive from the green belt to the west.
- ✗ There would be no direct link between the new facilities and the existing Brookfield Centre.
- ✗ The economic viability of such a development has not been tested.

Development Option 3: Comprehensive layout with western road layout

This option proposes a comprehensive mixed use garden village development which would extend and improve the existing Brookfield Centre and provide a new residential development in a landscaped setting in the land to the west.

Under this option a new access would be provided off the western arm of the A10 Turnford Roundabout and a link would be provided from this roundabout to the southbound carriageway of the A10. A new link road would then be provided from the roundabout to Halfhide lane and a circulatory road would be provided westwards to access the proposed residential development. New retail and leisure provision would be provided between the link road and the A10. Most of this new retail environment will be pedestrianised to provide a pleasant environment for pedestrians moving between facilities and to link south to the existing Brookfield Centre.



A high quality public space is formed at the junction of the pedestrianised shopping street and the New River. This focal area will include a mix of leisure and retail uses with cafes/restaurants at ground level which offer a pleasant eating out and shopping area with a high quality public realm formed around the New River and at the levels above. Approximately 300 residential units could be provided on first/second floor level. An additional commercial quarter (predominantly offices) is proposed to the north of this, closer to Turnford Roundabout with inward (courtyard) facing frontages. Consideration is given to relocating the Council's civic offices and other related community uses to a new hub within the development.

The proposed Brookfield Garden Suburb to the west would provide up to 1,500 houses (and high quality apartments) accessed off the proposed new circulatory road as well as two primary schools, a surgery and other community facilities. The central wooded valley of Turnford Brook will be retained and new areas of public open space provided with links south into Cheshunt Park. Pedestrian links will be created through the woods to integrate communities to the north and south and to offer better accessibility to the proposed community facilities. Linear landscaped areas along Turnford Brook offer additional amenity areas for the community and link the features within the development to the wider landscape. The housing density is proposed to lessen towards the west with fewer houses situated within a generous landscaped setting, integrating better into the farmland to the west. An assisted living development for elderly persons, which could contain around 75 units, is proposed in the area to the north of Brookfield Retail Park. The Gypsy and Traveller, allotments, Council depot and household waste sites are relocated to provide improved facilities. To signify the coming together of Brookfield Riverside and Brookfield Garden Suburb, this comprehensive scheme has been given the name Brookfield Park. An illustrative masterplan is provided below.



Concept masterplan for Option 3 – Based on a comprehensive scheme

Positive aspects of Option 3

- ✓ This option provides for the Borough's additional comparison retail and leisure needs over the Local Plan period, helping to clawback lost expenditure and reduce out-commuting.
- ✓ The road to the west means that the shopping/leisure area is pedestrianized, enabling a safer and more free-flowing pedestrian environment. It also makes the existing road direct and quicker to move through. Crossings or footbridges would need to be provided to ensure that there is a pedestrian connection between Brookfield Retail Park/Brookfield Shopping Centre and the new retail element to improve pedestrian access and circulation in the area.
- ✓ The road to the west enables more land to the east to be used for development and landscaping. The removal of surface car parking and the use of a multi-storey car park represent a better use of available land. Furthermore this option still provides a very pleasant New River focal point in the central area which is not dominated by vehicles.
- ✓ Brookfield Garden Suburb supports the Borough's housing need over the Local Plan period, thereby putting less pressure on the release of other green belt sites which are considered less sustainable and appropriate.
- ✓ The gypsy and traveller site and allotment site would be relocated and improved.
- ✓ Existing traffic congestion and access issues in the area would be addressed and a new southbound access would be provided onto the A10. The scale of development would support improved bus service provision.
- ✓ The associated infrastructure would be planned and provided in association with the housing development.
- ✓ There would be a significant level of jobs created supporting the economic regeneration of the Borough.
- ✓ The opportunity to provide a new civic hub in a centrally accessible location.
- ✓ Very limited impact on existing residents in the area.

The opportunity is taken to create a planned mixed use urban edge development, building on an existing well used retail centre, in an attractive landscaped setting which would make a significant contribution to place shaping in the Borough.

Negative aspects of Option 3

- ✗ Brookfield Garden Suburb will result in the loss of green belt land in this location.
- ✗ The New River Trading Estate, the Council depot and the household waste site would require relocating, possibly displacing some businesses.
- ✗ The existing Gypsy and Traveller and allotment sites would need to be relocated.
- ✗ Careful consideration would need to be given to the landscape, ecological and other environmental considerations which could result from this scale of development.
- ✗ Potential adverse impact on the A10 south of Brookfield.

Summary and Conclusions

This development options report sets out the planning considerations for the Brookfield area, an area of land that was identified for its potential development value in the Council's Core Strategy and in the Strategic Green Belt Review. It has concluded that with appropriate mitigation measures, the area does have significant development potential. A green belt and visual assessment undertaken for the area concludes that Brookfield performs a strategic gap but does not in itself play a role in preventing coalescence. It could be developed without having a significant impact on existing urban areas and subject to careful planning, would not be visually intrusive and could be developed sensitively having regard to the existing landscape. The document also recognises the need for improved access at Brookfield, the need for retail, leisure, employment and housing provision in the Borough and improved infrastructure and service provision. An assessment of these planning considerations, past evidence and future development needs has led to three development options for the area as summarised below:

Option 1 is a 'do nothing' option which would retain existing uses at their current quantum and location with no additional development. It is considered that the negative aspects of this option far outweigh the benefits. Although it would retain green belt land, it would not solve any of the issues identified at Brookfield including congestion problems, limited public transport and pedestrian connection and the clawing back of lost expenditure. It would also fail to provide for identified development needs in the Borough including new homes, jobs, school places and other community services resulting in pressure on other parts of the Borough to meet identified development needs.

Option 2 develops upon the 2005 Local Plan proposals for bulky retail goods at Brookfield by also providing commercial uses and an hotel. This option does require some green belt land for delivery but would, to a degree, address existing access and congestion issues and provide additional retail floorspace. However the proposed retail and leisure quantum would still fail to retain lost expenditure as people drive outside of the Borough to meet their retail and leisure needs. The scheme fails to encourage pedestrian movement and would only exacerbate the lack of circulation (walking) experienced at Brookfield. There is no prominent community hub due to the provision of land hungry surface level parking. Furthermore, like option 1, this scheme would not provide other facilities needed in the Borough apart from jobs through the commercial quarter.

Option 3 provides a comprehensive solution to the Brookfield area, with the intention that it resolves the issues identified in previous development plans and provides a mixed use development which would meet many of the Borough's future development needs on one well planned and integrated development. Along with a quantum of retail and leisure floorspace that will limit Broxbourne residents leaving the Borough for their shopping and leisure needs, this option also provides new jobs, homes, civic and other community facilities. Whilst this option would require a significant amount of green belt land to deliver it in comparison to options 1 and 2, it would reduce pressure for development on other less appropriate parts of the green belt within the Borough.

The preparation of the Local Plan, in consultation with the general public, statutory consultees and landowners, which will be tested at an Examination in Public, will decide what development or redevelopment, if any, is suitable for the Brookfield area. This report will inform those decisions which will determine the types of uses, the quantum of those uses, their form, layout and density in which they are delivered. Furthermore the Local Plan will need to satisfy the duty to co-operate by instigating discussions with neighbouring authorities on retail, leisure and residential uses in the Brookfield area.



BLANK PAGE



**BOROUGH OF
BROXBOURNE**

www.broxbourne.gov.uk

Planning Policy Team

planningpolicy@broxbourne.gov.uk

01992 785555