



# Planning, Design and Access Statement

## Cheshunt Sports Village

Community Club of the Year 2017





# Executive Summary



1 This statement accompanies a hybrid planning application for a mixed use development, comprising a new stadium for Cheshunt Football Club, as well as further sports and community facilities, supporting commercial development and new housing and apartments. The aim of the proposed development is to provide the Club with a new home, which will allow it to develop in the future, growing both on and off the pitch, and evolving its role as an important part of the local community.

2 This application follows various improvements which have already been undertaken by LW Developments to improve the Club's facilities. These include the refurbishment of the existing stands, the provision of new flood lights and a 3G artificial grass pitch, and the development of the range of teams the Club fields. LW Developments see the application proposals as a logical next step in a process which is intended to ensure the Club has a bright future, whilst making a valuable contribution to the local community, of which they are also a part.

3 The development would provide accommodation for the Club, including sports, administration and corporate facilities. It would also provide a new 3G artificial grass pitch within the stadium, and capacity for 2,000 spectators (the capacity of the existing stadium is 2,180). New community facilities are expected to include meeting spaces, a health centre and crèche. The development would also provide new serviced office spaces for small businesses, to encourage entrepreneurship in the local community.

4 The Council propose to allocate the site for a mixed use development similar to that proposed by this application, in their emerging Local Plan. The Local Plan is at a late stage of preparation, following the recent completion of a regulation 19 stage pre-submission consultation. The next step is for it to be considered at an examination in public by a planning Inspector. Policy CH7 of the draft Local Plan simply states '**A development of c.165 new homes, community and commercial floorspace is proposed at Cheshunt FC to enable the development of the Cheshunt FC Stadium**'. The Council have concluded that this development is justified by the necessary exceptional circumstances to allow the land to be removed from the Green Belt.

5 The proposed residential development would comprise 115 one and two bedroom apartments, arranged around the stadium, and 48 three and four bedroom houses on land to the east (a total of 163 dwellings). This would provide the funding required to enable the construction of the various buildings proposed. It would also make a valuable contribution towards meeting the local need for housing, which is substantial. There is a shortfall in the immediate supply of housing, and national planning policy places great importance on addressing this shortfall quickly. There is also a very substantial need in Broxbourne and the wider area for a greatly increased supply of housing, to address the imbalance of a high level of demand against a limited supply. The provision of housing is therefore a factor which weighs heavily in favour of the proposed development.

6 The proposed commercial development is expected to include retail and a small convenience food store, cafés and restaurants, hot food take-aways and office facilities. This would provide the Club with an income stream for the future, and would help to ensure it would not return to the state of financial crisis which nearly led to it folding in recent years, before LW Developments intervened.

7 Two sides of the stadium, and the corner blocks, would be formed by new apartment blocks, which would enclose the pitch but face outwards. The other two blocks would be provided by the Club's facilities and the further sporting, community and commercial uses. The development which would surround the pitch would effectively create an amphitheatre, where noise and light would be trapped, to the benefit of the match-day experience, and the protection of the amenity of nearby residents.

8 These proposals are a scaled back version of a previous planning application (ref. 07/16/1369/F), which was refused by the Council in August 2017. That application was supported by statutory consultees, and Planning Officers. However, the application proposals have been revised to address concerns expressed by the Planning Committee, in their reasons for refusing the application. The scale and density of the proposed development has been reduced, to reduce the effect on the openness of the Green Belt. The design of the houses has also been revisited, with a more traditional approach now proposed. Further information has been provided to clarify the relationship between the new houses, and the existing houses on Montayne Road. This application also addresses the issues raised by the Committee regarding the effect on the local road network, and the capacity of the football stadium.

9 The proposed residential development has been reduced in scale, from the 136 apartments and 50 houses proposed by the previous application. The effect has been to reduce the income stream which is to pay for the proposed development. This has been balanced by a reduction in the size of the proposed commercial and football club buildings, and also by the removal of under-croft vehicle parking on the eastern and southern residential blocks. A separate Viability Assessment is provided with this application, to demonstrate that the amount of development proposed is the minimum required to finance the construction of the football club and community facilities.

10 The proposed development has been designed with careful regard to the amenity of local residents, the functioning of the local highway network, and important technical considerations such as the drainage of surface water within the site. It has benefitted from the input of the public, at a consultation event held in July 2016 whilst the initial proposals were being developed, and also extensive meetings with Broxbourne Borough Council and Hertfordshire County Council throughout the preparation of both planning applications.

11 The application site lies within the Metropolitan Green Belt, and very special circumstances are required to justify the proposed development. We believe that the necessary justification is provided by the proposed sports and community facilities that would be provided. This is supported by the Council's decision to include the proposals within their draft Local Plan. The acceptability of the proposed development was not questioned in principle by the Council in refusing the previous application. The application site makes a limited contribution towards the purposes of Green Belt land. It also largely comprises previously developed land, and is largely surrounded by development, which places it firmly in an urban context. It is identified on the Council's Brownfield Land Register, as a site which is considered suitable in principle for residential development.

12 The overall volume of built form proposed by this application is a reduction of 16.5% on the proposals under the first application; this is achieved by reducing the amount of housing proposed, and removing a storey from the whole of the stadium. The reduction in the scale of the development is intended to address the Council's concerns about the effect on the openness of the Green Belt.

13 We believe that this Statement, and the other technical reports which accompany this application, demonstrate that the proposed development would be entirely acceptable in planning terms. It would comply with local and national planning policy requirements. As such, it would benefit from the presumption in favour of sustainable development, which directs that planning permission should be granted without delay.

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Access Statement

Cheshunt Sports Village

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## Appendix

A1. Response to Local Plan Policy SUS1	A1
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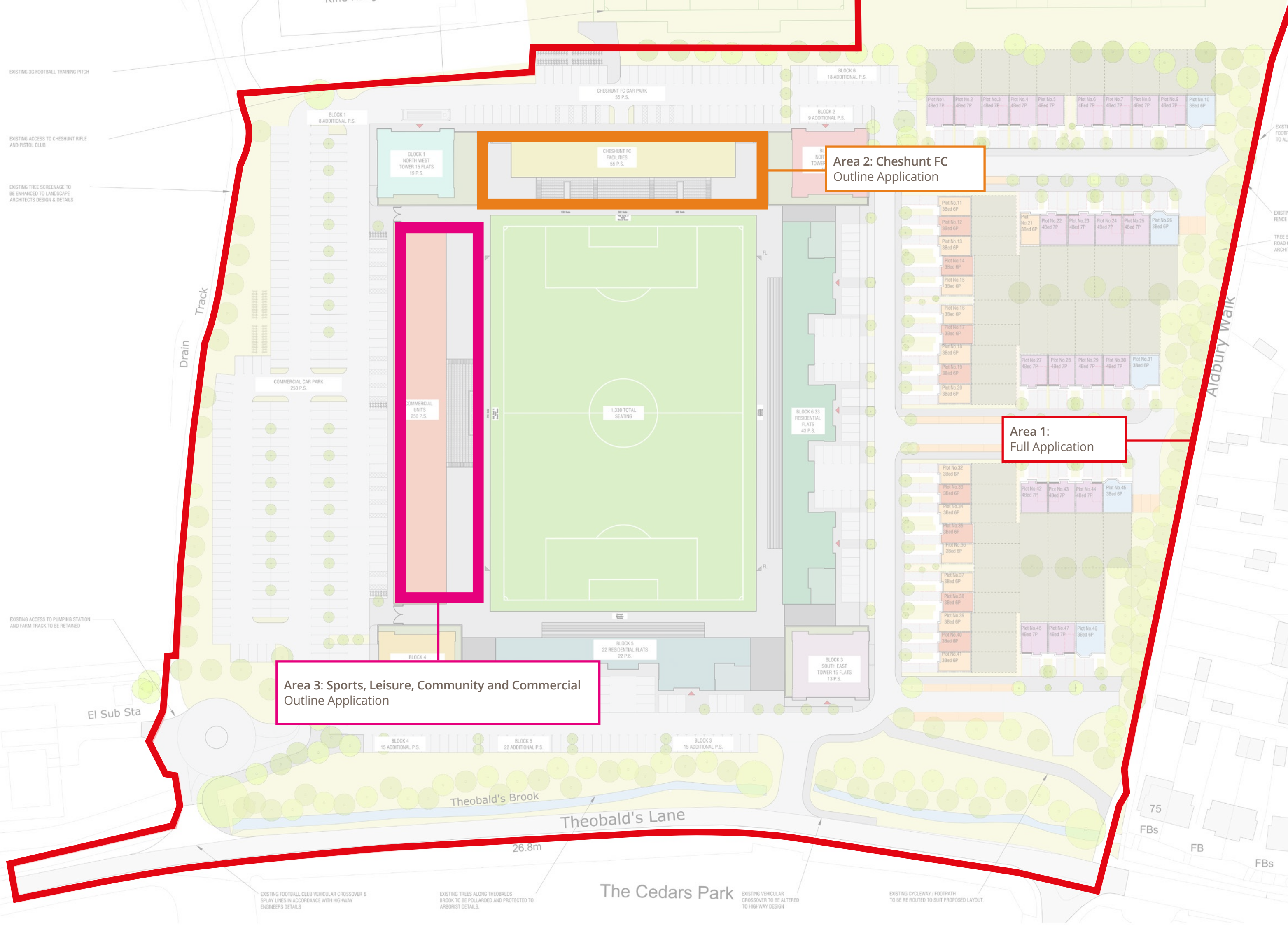
**1.1** This Statement is set out in sections, to explain the proposed development and the local context to which it relates. In broad terms, it considers the following matters:

- The development's relationship with the local community and nearby housing, and also the wider demographic context.
- The need and justification for the proposed development, in terms of the benefits it would bring for Cheshunt Football Club and the local community.
- The ways in which the proposed development would comply with planning policy requirements.

**1.2** A previous planning application was refused by the Council (07/16/1369/F) in August 2017, despite being recommended for approval by Officers. The current application has modified the original proposals to meet the concerns expressed by the Planning Committee in refusing the previous application. The reasons for refusal, and a summary of the way that the application has been modified, are set out to the right.

Reason for Refusal	Application's Response
1 The design of the houses is not in keeping with the adjacent area which would result in an incongruous development which is contrary to Policy HD14 of the Borough of Broxbourne Local Plan adopted December 2005, draft Policy DSC1 of the Broxbourne Local Plan July 2016 and section 7 of the NPPF: Requiring Good Design.	The houses have been redesigned, to give them a more traditional appearance. This has been informed by further discussions with the Council.
2 The scale and density of the development would result in harm to the openness of the greenbelt which is not sufficiently outweighed by very special circumstances. The proposal is therefore contrary to section 8 of the NPPF: Protecting Green Belt Land and in particular, paragraph 89.	The scale of the proposed development has been reduced, to reduce the effect on the openness of the Green Belt.
3 Insufficient information has been submitted with the planning application and in advance of the infrastructure requirements of the emerging local plan being established, it cannot be determined that the local highway network is capable of supporting the proposed development with the stadium operating at full capacity of 5,192.	The proposed capacity for the stadium is set at a maximum of 2,000 spectators. This is less than the stadium's current capacity, of 2,180. It is a level which is supported by the Highway Authority and Highways England.
4 Insufficient information has been submitted relating to the ground height of the proposed houses in relation to neighbouring houses in Montayne Road. As a result the Council is not in a position to fully assess the impact on amenity for residents adjoining the application site to the east.	Further details are provided with this application to demonstrate that the relationship with adjacent development is entirely acceptable.

**1.3** We believe that the proposed development would address the Council's concerns regarding the previous application. We also believe it would comply with local and national policy requirements. As such, the proposed development benefits from the presumption in favour of sustainable development, and we respectfully request that planning permission should be granted without delay.



Area 2: Cheshunt FC Outline Application

Area 1: Full Application

Area 3: Sports, Leisure, Community and Commercial Outline Application

EXISTING 3G FOOTBALL TRAINING PITCH  
EXISTING ACCESS TO CHESHUNT RIFLE AND PISTOL CLUB  
EXISTING TREE SCREENAGE TO BE ENHANCED TO LANDSCAPE ARCHITECTS DESIGN & DETAILS

EXISTING ACCESS TO PUMPING STATION AND FARM TRACK TO BE RETAINED

EXISTING FOOTBALL CLUB VEHICULAR CROSSOVER & SPLAY LINES IN ACCORDANCE WITH HIGHWAY ENGINEERS DETAILS

EXISTING TREES ALONG THEOBALDS BROOK TO BE POLLARDED AND PROTECTED TO ARBORIST DETAILS.

The Cedars Park

EXISTING VEHICULAR CROSSOVER TO BE ALTERED TO HIGHWAY DESIGN

EXISTING CYCLEWAY / FOOTPATH TO BE RE ROUTED TO SUIT PROPOSED LAYOUT

75 FBs

FB

FBs



## Proposals

**2.1** The proposed development aims to create a new 'Sports Village', which will provide facilities not only for Cheshunt Football Club, but also for the benefit of the wider community. In order to fund this development, the application also proposes new housing and apartments, whilst new commercial development would provide the Club with a future income.

**2.2** The proposals are presented as a hybrid application, with differing levels of detail set out in relation to different parts of the application site. These parts are shown on the plan opposite, and in application drawing 15\_238\_PL01\_2, marked as Areas 1, 2 and 3. Area 1 is the main part of the application site, and the proposals within this area are set out in full. Area 2 is where facilities would be provided for Cheshunt Football Club. Area 3 would contain supporting development, to provide the Club with a future income and enhance the match-day experience. Matters relating to the internal layout and exact proportion of uses within the buildings in Areas 2 and 3 are reserved at this stage, whilst the appearance of the building in Area 2 is also reserved. These matters would

be determined following the grant of planning consent. It is necessary to reserve these details at this stage, due to ongoing discussions with the parties that will occupy these buildings.

**2.3** The following development is proposed:

- A new football stadium with capacity for up to 2,000 spectators;
- A northern block, containing 2,400 sq m (GIA) floor space over 3 floors. This is a 12% reduction in floor area from the first application. This will accommodate Cheshunt Football Club's facilities (A3, A4, D1 and D2 uses), including:
  - changing rooms;
  - sports facilities;
  - offices, meeting rooms and a function suite;
  - class rooms;
  - hospitality boxes;
  - cafés and bars.

## Details of the appearance and internal layout of the northern block are reserved at this stage.

- A western block, containing 4,000 sq m (GIA) floor space over 3 floors. This is a 25% reduction in floor area from the first application. This building would accommodate the following mix of uses:
  - retail (A1 use);
  - community facilities (D1 use);
  - sports and leisure facilities (D2 use);
  - offices (B1 use);
  - restaurants and cafés (A3 use);
  - a public bar (A4 use);
  - hot food take-aways (A5 use);
  - a taxi office (sui generis use).

## Details of the internal layout of the western block are reserved at this stage.

- 115 residential apartments, within the southern, eastern and corner blocks, comprising:
  - 53 × 1 bedroom apartments;
  - 62 × 2-bedroom apartments.
  - This is a reduction of 21 apartments as compared to the first application.

- 48 houses, comprising:

- 22 × 4-bedroom houses;
- 26 × 3-bedroom houses.
- This is a reduction in the number of houses of 2 as compared to the first application.

## Why This Development is Necessary

**2.4** Cheshunt Football Club has been at its home on Theobalds Lane for over 60 years and the current stadium is ageing and becoming unfit for purpose. The Club is under threat because the inadequate nature of its current facilities means that it cannot generate sufficient revenue to continue as a sustainable business in the future. As we explain below, LW Developments stepped in to prevent the Club being wound up, following serious financial problems.

**2.5** The current stadium provides the Club with limited opportunities to generate income on both match and non-match days. Meanwhile, the ageing stadium has high-cost maintenance requirements and struggles to conform to current safety standards. The Club's financial position indicates that a new stadium is vital to achieve a financially sustainable future, with the opportunity to play at a higher level and increase revenue streams.

**2.6** The intention behind this planning application is to provide a new stadium with first class facilities, for use by the Club and the community. The Club has no capital and, as it does not own the existing ground, it has no collateral, and so cannot borrow to fund new stadium facilities. As such, it cannot contribute towards a new stadium and so it is dependent upon funding from enabling development.

**2.7** For the Club, the proposed development would provide the opportunity to generate additional income from match days, as well as facilities to generate other income streams throughout the week. This type of development is vital if the Club is to become financially sustainable, and survive in the long-term. Improved facilities and increased revenue would also allow the Club to continue with and expand upon its current range of award-winning community programmes.

**2.8** The proposals outlined below are for a new 'Sports Village'. This is intended to be far more than a football club and stadium, with the provision of a range of facilities for sport, leisure and commercial use. The Club needs these facilities, but they would also be available for use by local people. They may for instance be used by local schools seeking specialist sports facilities and on-site training and expertise, local community groups seeking meeting spaces, or local businesses requiring conference facilities, meeting spaces or small office spaces. The Club's existing programme of outreach into the community would be extended by wider sport, health and education facilities

and this would be intended to improve social inclusion and cohesion. As the Club grows, the benefits it can offer the community also grow.

**2.9** An objective of Cheshunt Sports Village is to leave the Club debt free and to provide it with a financially viable and sustainable future. Residential development is proposed primarily in order to provide the initial capital injection required to fund the building of the new stadium and associated development. However, this housing will also help to meet an identified shortfall in the provision of housing.

**2.10** The commercial elements of the proposals would help to provide a sustainable income stream, which will assist in the running of the Club and the provision of the various community programmes. This is expected to include restaurants and cafés, shops, sport and leisure facilities and office space.

**2.11** Any on-site commercial development would be intended to have a local catchment only, and it would not be of a scale which would allow it to impact on the viability of nearby town centres or the nearby Brookfield Centre. For instance, restaurants, cafés and retail uses would be aimed at those attending on match days, or to visit the other facilities within the site, and residents living within close walking distance.

**Objectives**

**2.12** The proposals for Cheshunt Sports Village are intended to meet the following objectives:

**Football-Related Objectives**

- To provide a new stadium which will allow the Club to compete in the Football League;
- To provide complementary facilities which will support the Club, allowing it to compete and enhance its league position over time by developing the playing squad at all levels;
- To enhance the match-day experience for supporters;

**Community-Related Objectives**

- To provide new sports facilities to help address existing deficits;
- To provide facilities which would directly benefit the community;
- To provide a series of flexible spaces for meetings and work, for the benefit of local community groups, charities and small businesses.

**Funding-Related Objectives**

- Residential development which will provide the funding necessary to build the new facilities;
- Commercial development which will provide the Club with the level of income necessary to cover its running costs in the future, and allow it to develop as a sustainable business.





Cheshunt FC Disability Team.



Cheshunt Stevenage Academy Partnership.

### History

**3.1** Cheshunt Football Club was originally formed in or around 1880, but folded in 1930. The Club was then re-established in 1946, and the current facilities at Theobalds Lane were opened on 29th October 1949. The Club achieved various league and cup success during the golden years of the 1940s and 70s, but since then the dilapidation of the facilities has been coupled with mounting financial debts.

### Recent Events

**3.2** In 2011 the Club encountered serious financial problems and accrued significant debt that put its survival at risk. Following approaches by the Club, a decision was taken by the Directors of LW Developments to take it over. The rationale for this decision was as follows:

- To prevent the Club being wound up, as they saw the Football Club as an important part of the community, with significance for the Borough's wider civic and health aspirations.

- To put something back into the community, with Broxbourne having been their home and key trading area for over 15 years.
- To rebuild the Club, based on proper and sound business principles.
- To ensure that the Club would maintain its place at the heart of the local community, using its facilities and specialist knowledge to provide services which will help to address social, health and economic issues within the local area.

**3.3** In 2011, the Directors of LW Developments established Cheshunt Sports & Leisure Ltd. This new company took on the commercial lease for the Club. LW Developments also reached an agreement with the Borough Council to clear the Club's previous debts, by building and paying for a footpath through the site. The Club was previously registered as a Members' Club and therefore would assume liability for its debts. To safeguard the Club's future, it was agreed that it would now be registered through Cheshunt Sports & Leisure Ltd.

**3.4** Since 2011, when Cheshunt Sports & Leisure Ltd took control, the Club has been totally transformed, with its reputation being restored both locally and nationally. In addition to a more stable financial position, there has been an increased emphasis on improving its built facilities and growing its community programmes, which strive to attract people from all age groups and sections of the community, to promote sport, health, education and employment.

### The Club Today

**3.5** Cheshunt Football Club is the leading football club in the Borough of Broxbourne. It is the most senior club in the Borough in terms of league status, having operated at a high level of the non-league football pyramid for many years. It is the only Club in the Borough with the facilities to play at step 3 of the non-league football pyramid, and as such is one of the few grounds to host school, league and cup finals, as well as being home to a number of other local teams.

**3.6** This has allowed the Club to establish programmes for growth, and a diverse range of activities are now undertaken, which include:

- More than 28 teams now play on a regular basis under the Cheshunt FC banner, ranging from the senior and under-21 teams to the grass roots youth, academy and disability teams, and so opportunities are provided for all sections of the community.
- An academy partnership with the Football League club Stevenage FC. This is now in its third year and provides 16-18 year olds with vocational teaching and elite training. This in turn provides them with pathways into semi-professional football, higher education or other careers in diverse areas of sport.
- A joint Cheshunt and Stevenage FC Youth Development Programme, which provides promising players in the community between the ages of 9-16 with additional training opportunities to develop their talent.

- A weekly soccer school and summer camps that provide additional training for boys and girls between the ages of 5–11. This is designed to encourage children to maintain healthy lifestyles and develop a love of sport, leading to lifelong health benefits. It is also designed to increase the number of children taking part in sport.
- The wider promotion of football within the community, with the Club collaborating with the Broxbourne Community Development Team, participating in the Active Broxbourne network and hosting educational programmes, including first aid training and FA coaching courses.
- Charity links with organisations such as Tackling Track Safety and the Lea Valley Regional Park Authority which respectively aim to deliver important rail safety messages to children through sport and to promote water safety awareness.
- Work experience placements to local students including three in the last year to students from Goffs School, Hailebury Turnford and Capel Manor College.

- Home to local community groups, including Slimming World and Impulse Dance, a community performing arts organisation, which works with local primary schools.

**3.7** In recognition of its very active role within the local community, the Club won the Community Club of the Year award 2017 at the Active Broxbourne Sports Awards. The Club was also runner up for the Community Club of the Year award at the Herts Sports Partnership Service to Sports Awards 2017.



Herts Sports Partnership Service to Sports Awards.

**3.8** The status of the Club and its ongoing presence makes an important contribution to the social and economic wellbeing of the local community. Its contribution includes the money that comes into the town during match days, the community programmes organised by the Club, and the general sense of pride and ownership that local residents feel towards the Club.

**3.9** The increased importance of the Club and its contribution to the social and economic wellbeing of the community has proved successful in attracting a significant amount of grant funding from sports bodies such as the Football Foundation and Sport England. Coupled with investment from LW Developments, this has resulted in a number of successful projects which include:

- Refurbishment of the club house and function suite to provide a social hub for the Club and the community.
- Funding from the Football Foundation to renew stadium facilities including the flood lights, which had deteriorated over the years, in order to provide a safe environment for players and supporters.



The clubhouse, function room and main stand both before and after recent refurbishment works.





- Remodelling and improvements to the existing grass pitches to provide high quality playing surfaces, a sustainable drainage and irrigation system and a full-size floodlit artificial pitch. This project received national television coverage as part of the BBC2 documentary *Permission Impossible*.
- Securing Sport England funding towards the provision of the new 3G artificial pitch, that now provides much needed year-round playing facilities for the Club and community.
- The replacement of the flood lights at the Club's stadium.



Dean Williamson, Cheshunt FC Chairman, on BBC2's *Permission Impossible: The Planners*, in 2014.





The new 3G artificial pitch.

**3.10** These projects, together with the sound business principles that are now being applied to the running of the Football Club, have resulted in an improvement in the Club's financial position and facilities. However, whilst the Club is currently running within its means, this is not enough to grow and sustain it in the future, given its lack of capital, limited stadium facilities and the lack of opportunity for income generation.

**3.11** A new stadium and associated facilities would help to give the Club a far brighter future. In addition, it would enable the Club to continue to build on its role as a cornerstone of the local community, enabling it to significantly increase the range of services it offers and also the facilities which it could make available to local people.

### LW Developments

**3.12** LW Developments Ltd is a local family-owned business known for building quality homes. For over 30 years LW Developments has been developing in the Borough of Broxbourne and surrounding areas, in which time it has built a diverse portfolio of residential homes of varying size and affordability.

**3.13** Broxbourne has always been a key trading area for LW Developments, with a significant proportion of the company's activities being undertaken in the area, and over 200 homes completed in the last 15 years within the Borough. Through this level of activity, LW Developments has established a strong reputation for delivering good quality housing schemes, with both the general public and statutory bodies. The company has a long-term commitment to Cheshunt and the surrounding area.

**3.14** The Directors are also the owners of Cheshunt Football Club. They see the Club as a vital part of the town and the community, and they want Cheshunt Sports Village to bring enduring social and economic benefits to the town.

**3.15** LW Developments would be responsible for delivering the project. They have worked alongside Cheshunt Sports & Leisure Ltd, assisting with the design and construction of the football and commercial elements of the scheme. Once complete, these facilities will be owned and managed by Cheshunt Sports & Leisure Ltd.

**3.16** LW Developments intend either to build the proposed housing themselves, or to contract the whole development out to a partner; it would be delivered by a single developer in either case. Through LW Developments' level of activity within and commitment to the Borough, the Council can be assured that the Applicant has the necessary expertise to deliver and facilitate the development in its entirety. Their ongoing commitment to the Club and their locally-based reputation for quality also gives them a vested interest in providing a development of the highest quality.



### Location and Accessibility

**4.1** The application site is located to the north of Theobalds Lane, approximately 130m east of the A10. It is around 500m walk from Waltham Cross High Street, and a little over 1km from Cheshunt town centre. To the south the site is bounded by Theobold's Lane, and a belt of mature trees, beyond which is Cedar's Park. To the east is housing, which either backs on to the site, or is orientated side-on; also to the east is Holy Trinity C. of E. Primary School, which is separated by an intervening wooded area adjacent to the site's boundary. To the north are further football pitches and Albury Ride; beyond this is Cheshunt Sports Club, which specialises in indoor and outdoor bowls, cricket, hockey, boxing and squash. To the west is Cheshunt Rifle and Pistol Club and Maxwells Farm, and beyond this is the A10.

**4.2** Cheshunt Football Club is currently served by a vehicular and pedestrian access from Theobalds Lane, which is located at the south western corner of the site. A further highway entrance exists in a more central location on the site's frontage with Theobold's Lane, but this is not currently in use.

**4.3** The site's close proximity to Waltham Cross High Street, which is less than 10 minutes' walk away, makes it reasonable to assume that residents within the site would walk to access shops and services there. The site is also within walking distance of Sainsbury's (1,200m) and Tesco Metro (800m) supermarkets, and the Pavilions Shopping Centre in Waltham Cross (1,250m). It is around 10 minutes' walk from Holy Trinity C. of E. School (800m) and within 15 to 20 minutes' walk of four further primary schools and two secondary schools<sup>1</sup>.



The nearby High Street.

**4.4** The site is within around 5–10 minutes' walk of Theobold's Grove railway station, which provides a frequent service to Cheshunt and London Liverpool Street. It is also within 20–25 minutes' walk of Cheshunt and Waltham Cross Stations, which also provide services to Hertford, Bishop's Stortford, Cambridge and Stratford. Bus routes 310 and 310a (Waltham Cross to Hertford), 242 (Waltham Cross to Potters Bar) and 251 (Waltham Abbey to Cheshunt) all stop at Theobold's Grove Station. These busses connect the site with a range of local destinations, including Potters Bar, Waltham Cross, Waltham Abbey, Hertford and Harlow.

**4.5** A Transport Assessment by WSP | Parsons Brinckerhoff accompanies this application. It provides detailed information relating to the site's accessibility by various modes of transport, including walking, cycling and public transport. It concludes that the site is sufficiently accessible by public transport and that this would provide a realistic alternative to the use of the private car for people living within and visiting the site; this is due to the proximity of services to the site, and the wide range of locations these connect with.

### The Application Site

**4.6** The application site is already occupied by Cheshunt Football Club. It currently contains the Club's stadium and pitch, as well as a gravel-covered car parking area, a number of practice pitches and a recently constructed 3G artificial grass training pitch. The current stadium has a capacity of 2,180 spectators. The application site contains not only the area in which the new housing and stadium would be constructed, but also further land to the north, including a training pitch; this further land is included to allow for the provision of surface water drainage infrastructure, as explained in the Drainage Strategy by Peter Dann, which accompanies this application.












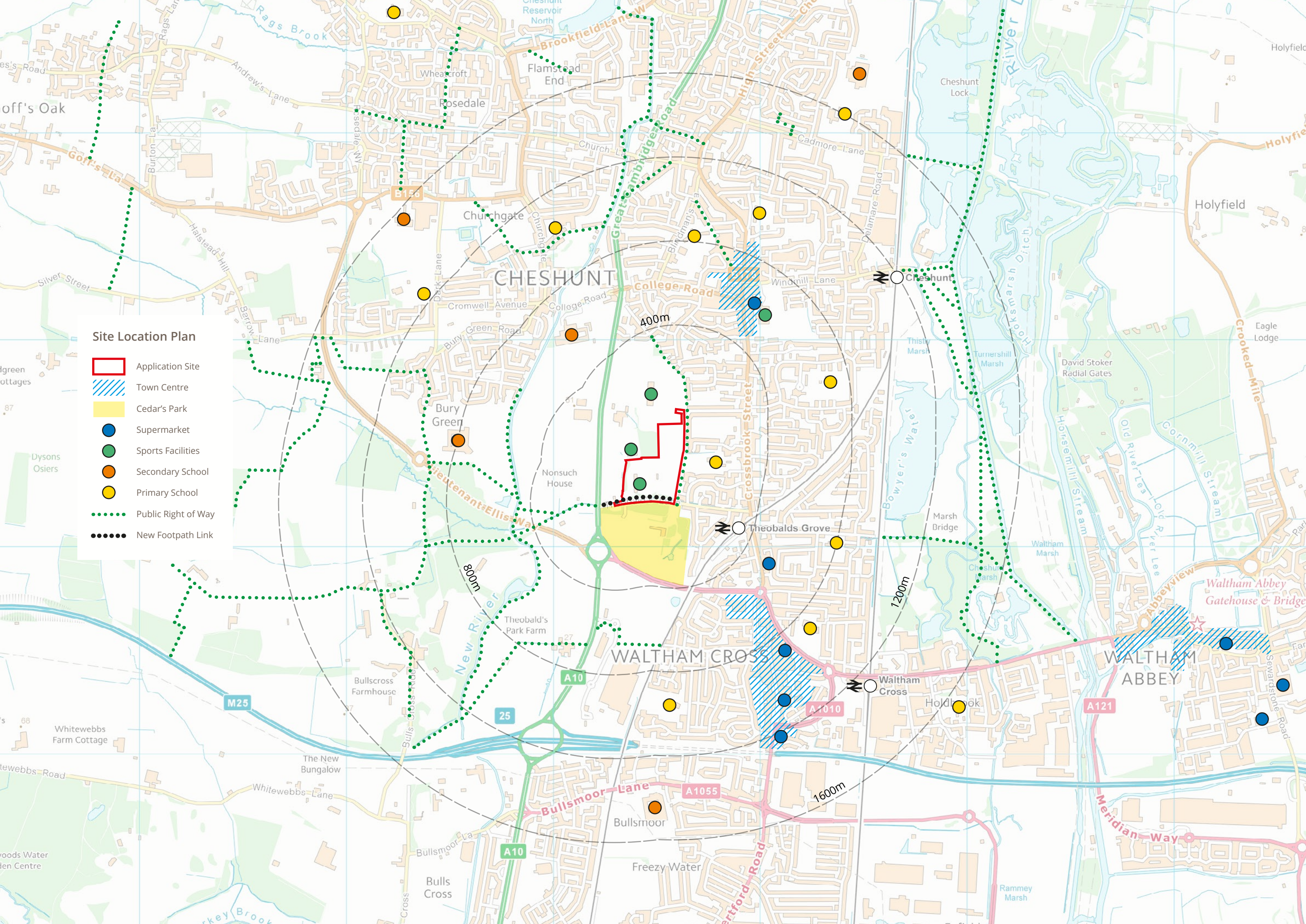
Theobold's Grove railway station is within walking distance of the site.

<sup>1</sup> All distances taken from the Transport Assessment by WSP | Parsons Brinckerhoff.



### Site Location Plan

-  Application Site
-  Town Centre
-  Cedar's Park
-  Supermarket
-  Sports Facilities
-  Secondary School
-  Primary School
-  Public Right of Way
-  New Footpath Link





**4.7** The freehold of the site occupied by the Club is owned by Hertfordshire County Council, but it is under a 999 year lease to Broxbourne Borough Council, who have in turn sub-let the land to the Club. This land extends in part beyond the area for the current application. We understand that some land at the application site's road frontage is owned by Hertfordshire County Council. We also understand that the land required for providing highway access to the site is highway land, and as such can be used for this purpose.



The Club's existing facilities.

**4.8** The adjacent land, on which the 3G pitch is located, has in the last few years been subject to the clearing of woodland, and depositing of clean top soil, in connection with planning application 07/13/0574/F. This was intended to cover the land fill which underlies the site (see below), in order to provide a suitable playing surface on the various practice pitches. As a result of this work, the level of the land in the area to the north of the Stadium has been raised. This area now accommodates a new 3G artificial grass pitch.

**4.9** The above-mentioned planning permission for new practice pitches required surface water to drain to a new detention basin in the southern part of the application site. This was to be in the location where housing is proposed by this application. It is therefore necessary to accommodate the water which was to drain to this basin within the current application proposals, to ensure that surface water from the pitches to the north will be appropriately attenuated. The Drainage Strategy by Peter Dann, which accompanies this application, therefore proposes measures for the attenuation of surface water from both these pitches and the proposed development.



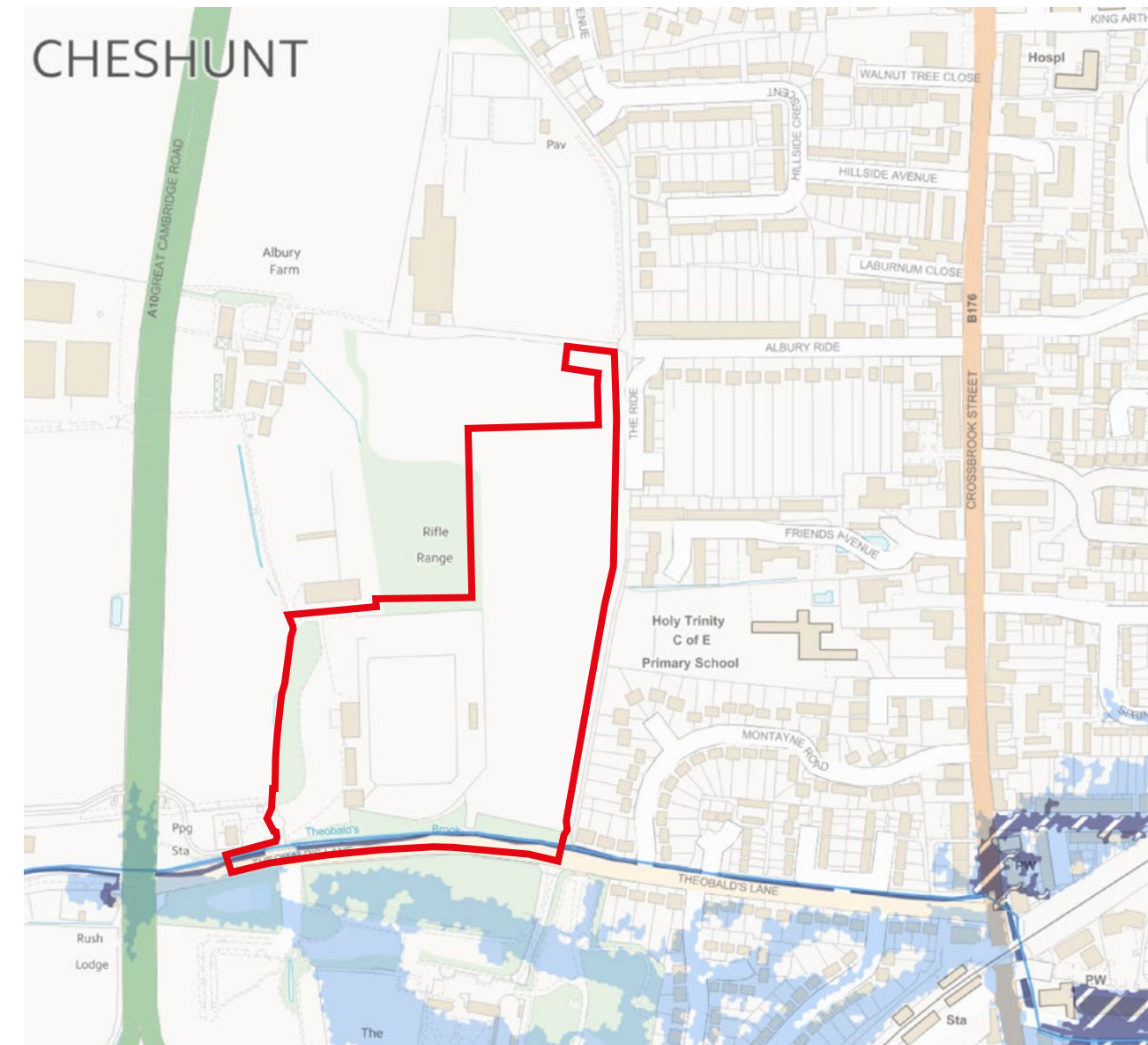
The new 3G artificial grass pitch, which is on raised ground.





An Aerial view of the application site, showing the recent works undertaken depositing clean top soil on the site, prior to the construction of the 3G pitch.

**4.10** The majority of the site lies within Flood Zone 1, and so is considered to be at low risk of flooding. A small area adjacent to Theobold's Brook, at the site's southern edge, is within Flood Zones 2 and 3. No development is proposed in this area, other than the use of the existing entrances to the site. Matters relating to flood risk are considered in the Flood Risk Assessment by Hydro-Logic Services, which accompanies this application. We note that the Environment Agency and the Local Flood Authority both approved the earlier application, and the current proposals remain the same in this regard.

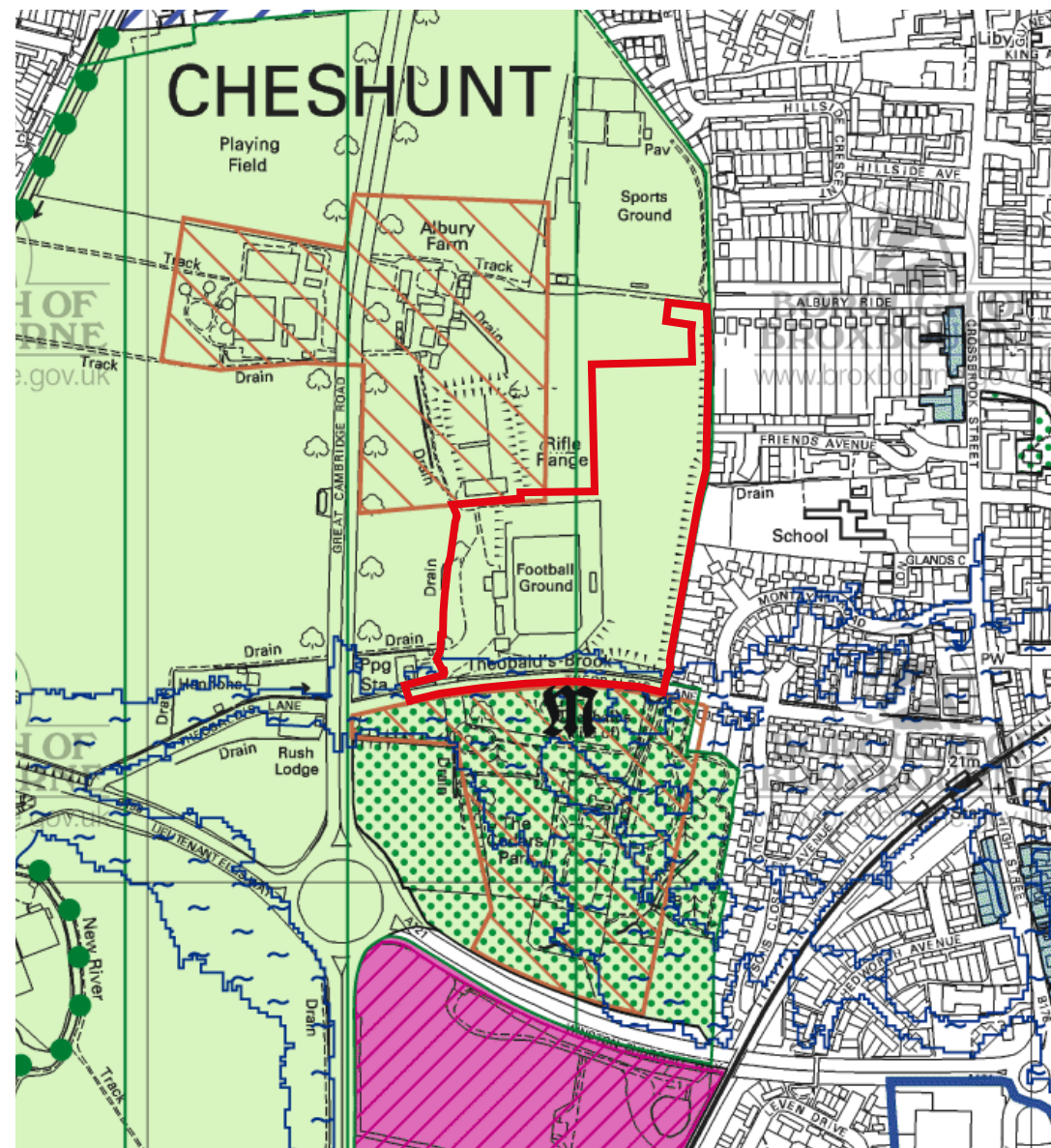


An extract from the Environment Agency's Flood Map for Planning, with the application site highlighted.



**4.11** A public right of way runs along the site's eastern boundary, and is marked by a footpath, known as Albury Walk. A further footpath was constructed along the site's southern edge, pursuant to planning application 07/11/0691/F. This footpath links Albury Walk with the Paul Cully Bridge, with accompanying fencing and lighting. It now provides a safe route for pedestrians travelling east-west along Theobold's Lane, including children attending St Mary's School. The construction of this footpath helped to clear Cheshunt FC's previous debts, as noted in Section 3 above. The footpath would be preserved by the proposed development, although with minor alterations to its course, as shown on the application drawings.

**4.12** A Tree Preservation Order was imposed on 3rd July 2017, relating to a small group of trees and a single sycamore near to the south-eastern corner of the site. These trees would not be adversely affected by the proposed development.



An extract from the adopted Local Plan 2005 Proposals Map, with the application site highlighted.

**4.13** Opposite the site, to the south of Theobold's Lane, is Cedars Park, and the site of the former Theobold's Palace, which is a Scheduled Ancient Monument. The northern boundary wall of Cedars Park is a Grade II listed structure, and there are further listed buildings within Cedars Park. The proposed development would be visually separated from these heritage assets, and we do not believe that it would cause any harm to the setting or significance of these designated heritage assets; we note that the Council reached a similar conclusion in their determination of the first application.

**4.14** The adopted Local Plan 2005 Proposals Map identifies the site as lying within the Metropolitan Green Belt. It also identifies an area immediately to the north-west of the application site as an Area of Archaeological Interest. Archaeological issues are considered further in the Archaeological Desk-Based Assessment by CgMs which accompanies this application.

## Ground Conditions

### Geo-Environmental Assessment

**4.15** Much of the application site was excavated as a gravel pit in the first half of the 20th century, and following that used as landfill. This application is accompanied by a Phase I and II Geo-Environmental Assessment by EPS, which records the findings of intrusive investigations into the ground conditions within the site. This included the drilling of 20 boreholes, an assessment of ground conditions and ground gas monitoring. It records that there are some potential contaminants resulting from the historic land fill material. The Assessment therefore recommends that the level of the land within the proposed residential development areas should be raised by at least 600mm to provide a cap to the underlying material, to remove the possibility of physical interaction. The Borough Council did not raise any objection to the previous application with regard to any potential contamination, but Officers proposed planning conditions relating to further site investigations, which were to be undertaken prior to the commencement of development; it is anticipated that this revised application can be subject to those same conditions.

**Surface Water Drainage**

**4.16** The Geo-Environmental Assessment identifies that due to the fill materials within the site, should infiltration drainage be proposed as a means of disposing of surface water runoff, it would be necessary to bring water directly down to the dense sand and gravel which underlies the site, bypassing the fill material immediately below the surface. The Assessment does not recommend infiltration through the fill material, as this may lead to settlement of this material, and movement resulting in damage to structures / pavements at ground level. Surface water could therefore potentially be attenuated by the means outlined above, or by its retention within the site and discharge to Theobold's Brook at a controlled rate.

**4.17** The Drainage Strategy which accompanies this application proposes discharge to the adjacent water courses, as well as the use of some permeable paving in parts of the site, to allow an element of natural drainage where possible. The surface water drainage system proposed would also attenuate runoff from the existing grass and synthetic football pitches at the site's northern area.

**4.18** We anticipate that the detail of the means of disposal of surface water can be determined at a later date, in connection with a suitably worded planning condition. However, we note that Hertfordshire County Council, in their role as the Lead Local Flood Authority, confirmed that they had no objections to the development proposed by the first application. They agreed that it could be adequately drained, and any existing surface water flood risks could be adequately mitigated.

**Archaeology**

**4.19** An Archaeological Desk-Based Assessment by CgMs has found that the past history of landfill within the site means that its archaeological potential is low. This accords with the Local Plan's Proposals Map, which identifies the adjacent land as an Area of Archaeological Significance, but omits the application site, presumably for this reason. The Council raised no concerns with regard to the effect on potential archaeology.

**Agricultural Land**

**4.20** The application site is defined as 'urban land' on the DEFRA Agricultural Land Classification. It is not considered to be agricultural land, and it would not be suitable for that purpose due to its history.

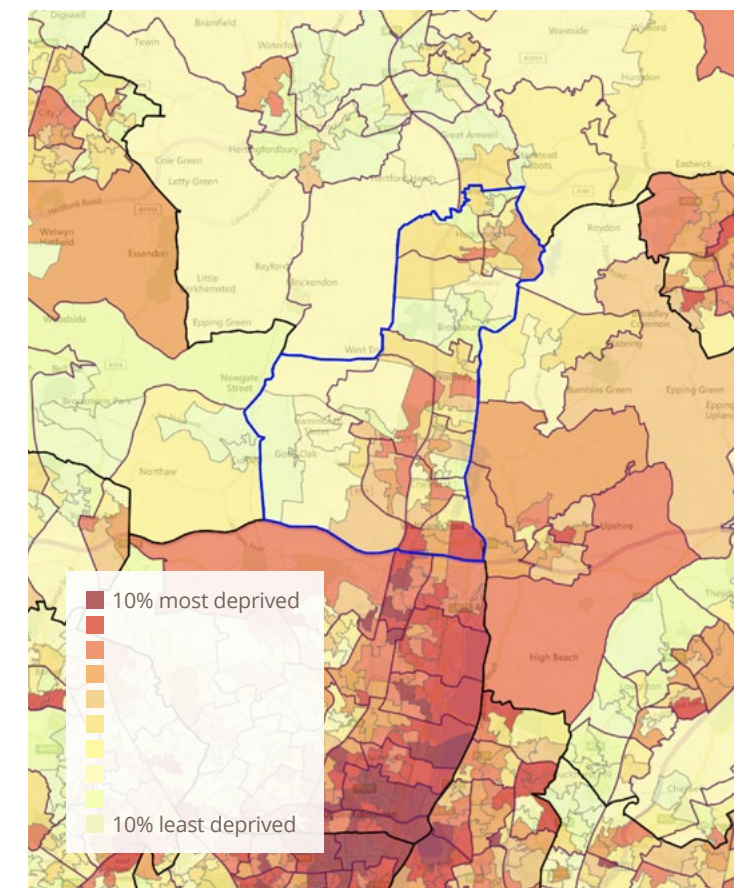
**The Local Area**

**4.21** Broxbourne Borough is strongly influenced by existing transport routes, with its centres of population based around towns on the A10 corridor and railway line, whilst to the west is a more rural area, largely covered by the Green Belt. As we have noted above, the application site lies on the western edge of the urban conurbation, and close to the centres of Cheshunt and Waltham Cross. However, it is within the Green Belt, the boundary of which lies on its eastern boundary, where it meets the gardens of the adjacent housing. This is illustrated in the Local Plan Proposals Map, shown on pp13.

**4.22** The Borough is located within Hertfordshire, but also on the northern edge of London. Its proximity to London means that it is strongly affected by the City's socio-economic trends, such as a very high level of need for housing, and a tendency for people to commute into the City to work. The effect of London's influence on local people and their wellbeing can be seen in the Government's Indices of Multiple Deprivation (IMD).

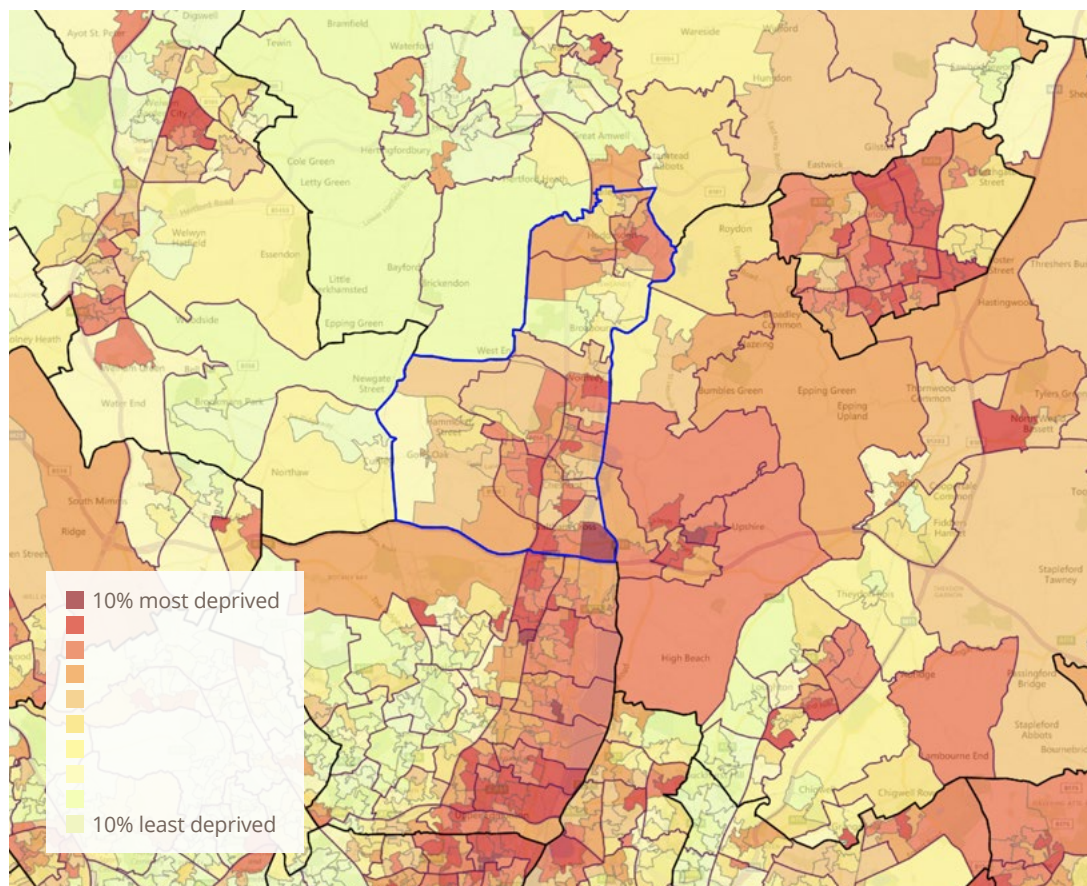
**4.23** The IMD represent a range of data relating to a wide range of factors which influence quality of life, such as income, access to employment and housing, health, disability, education, skills and training, quality of living environment and crime levels. Whilst they only provide a general measurement of the relative deprivation of an area, they are a useful indicator of general social trends. Helpfully, the Government provides them in a visual form, with each area ranked in terms of its position in a national hierarchy, from the least deprived 10% of areas to the most deprived 10%. The maps for Broxbourne Borough are shown opposite<sup>2</sup>.

<sup>2</sup> The IMD 2015 maps are available to view in full at <http://dclgapps.communities.gov.uk/imd/idmap.html>.



Map showing the Indices of Multiple Deprivation, with Broxbourne Borough highlighted.



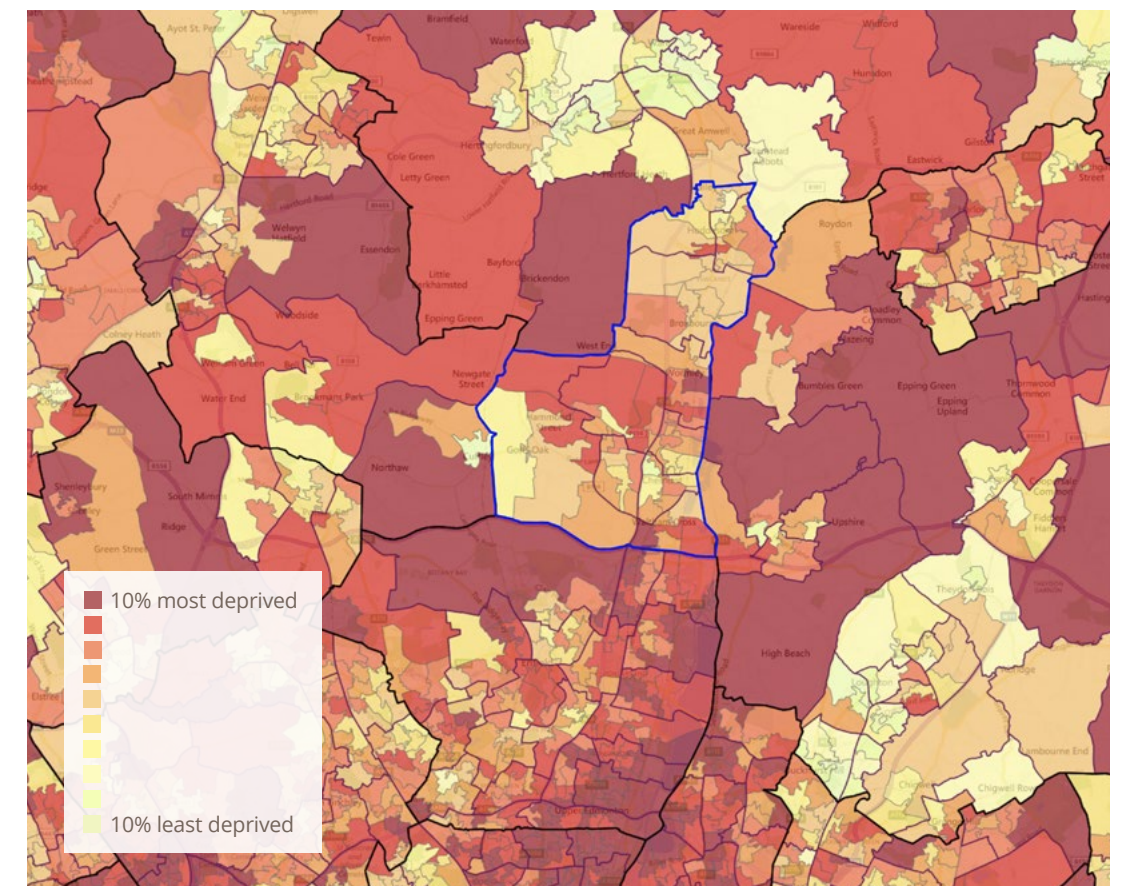


IMD map, showing deprivation in relation to education, skills and training.

**4.24** The different areas shown on these maps are Lower Super Output Areas (LSOAs), each of which represents a cluster of around 1,500 people. Where these areas are smaller, this indicates a more dense concentration of people, and so the LSOAs are typically smaller in towns and larger in the countryside.

**4.25** The overall IMD map for Broxbourne indicates that much of the Borough is relatively less deprived than the rest of the country. This is particularly the case in the rural western area, but also more typically in the northern part of the Borough than in the south, where the application site is located. The most deprived areas are on the Borough's southern edge, closest to London, where two LSOAs around Waltham Cross are in the 20% most deprived areas within the country. This map represents a balanced summary of data relating to all of the different issues covered by the IMD, as noted above.

**4.26** Looking at the IMD data relating only to 'Education, Skills and Training', it is clear that this follows a similar trend to the overall IMD map, although some of the Borough's urban areas are relatively more deprived in this regard than the overall IMD map indicates.



IMD map, showing deprivation in relation to barriers to housing and services.

**4.27** The map showing IMD data relating to 'Barriers to Housing and Services', clearly shows a far worse situation. In this case, the Borough can be seen as being substantially more deprived than the overall IMD map indicates. However, most strikingly, the surrounding area is also very deprived in this regard, much of it falling within the top 10–20% of most deprived areas in the country. This indicates that there is a very high level of need for housing in the Borough and wider area, and that the need for housing in this area is not being met by the available supply. It also shows that this is an issue which affects a wide area, due to the way in which people seeking housing will travel increasing distances to find it, depending on the availability of suitable and affordable stock.

**4.28** The poor accessibility of housing is a consequence of poor affordability, itself due to an imbalance of supply against demand. Increasing the supply of housing is the only means by which affordability can be improved. This matter is discussed further in Section 7.

### Existing Provision of Sports Facilities

**4.29** Broxbourne Borough Council commissioned a Leisure Facilities Strategy from Neil Allen Associates, published in December 2013. This provides an audit of the built and open space facilities within the Borough, and considers where there may be a need for enhanced facilities in the future. This evidence is intended to support the emerging Broxbourne Local Plan.

**4.30** The Strategy reviews evidence gathered by Sport England relating to participation in adult sport. It notes the following:

- Broxbourne Borough's population has relatively high numbers of people in the 20-24 and 60+ age groups. It also has an ageing population. This means that whilst the overall demand for sports facilities per capita is expected to decline slightly over time, there will be a strong demand for facilities for younger and older age groups.
- Activity rates in sport are slightly higher than the national average.

- Whilst health and life expectancy are generally good across the Borough, they are worst in the more deprived areas, which particularly include the southern part of the Borough (see the IMD maps above).

- Adult and childhood obesity are higher than the national average, and a health priority is to increase participation in sport to help combat this.

- There are generally fewer facilities in the more deprived areas of the Borough.

- There is a general trend of decline in club membership, coaching and tuition.

**4.31** The Strategy itself identifies the following:

- There is a future need for sports halls, as all existing halls are operating at capacity.
- There is a need for further health and fitness facilities, and these are particularly recommended alongside the provision of other sporting facilities, as this may encourage users to participate in various activities.

- There is a need for specialist facilities for indoor tennis, netball, gymnastics and table tennis.
- There is likely to be a general need for improved sports facilities as the local population grows over time.

**4.32** The Strategy also makes the following observations specifically with regard to football facilities:

- There are only three 3G pitches within the Borough which can be used for football. None of these are of sufficient size for competitive football, and there is a need for a new 3G pitch for football use. There are no 3G pitches in the southern part of the Borough.

- There is a need for more specialist pitches and facilities for junior and youth football, which could be met in part by the provision of new 3G pitches.

- There is an anticipated future need for new football pitches; this could be met through the provision of a 3G pitch, which could be used more intensively than grass pitches.

- There are no purpose-built and commercially run 5-a-side football centres in the Borough, and they are required in order to further encourage participation in football.
- There appears to be latent, unmet demand for football in the Borough, based on the relatively low level of participation when compared to the surrounding area.
- Only 12.2% of youth and mini soccer teams within the Borough play within a club of Charter Standard, the Football Association's kite mark symbolising quality. This compares to a national average of 78.3%, and a National Game Strategy target of 75%.
- There are around 2,700 people in the Borough who play football regularly, but this is below the regional and national averages.
- Cheshunt FC currently have the highest quality football pitches in the Borough, and are close to the top 'excellent' rating; there are currently no excellent rated pitches within the Borough.



- 52% of clubs said that they were not satisfied with football pitch provision within the Borough.
- Low quality pitches can deter residents from participating in football.
- Most football players live within a short distance of the club they play for, with 20% within 1 mile, 33% within 1-3 miles and 26% within 3-5 miles; only 21% live over 5 miles from their club, and these tend to be players from more senior clubs, playing at a higher level.

**4.33** It is important to note that since the Sports Facilities Study was undertaken, LW Developments have provided a new 3G pitch at Cheshunt FC's ground, thus helping to meet the identified future need for sports pitches, and addressing a lack of artificial pitches in the southern part of the Borough. This pitch can be used for a range of sports, not only football.

**4.34** The Strategy also considers the current level of sports facility provision in relation to the density of the local population. It concludes that Cheshunt FC has the only sizeable playing pitch facility in the southern part of the Borough.

### The Planning Context

**4.35** We have noted above that this is the second application to have been made for a new stadium, community and sports facilities, and enabling residential development. The first was for a larger development, with more housing, community and commercial development.

**4.36** The previous application (07/16/1369/F) was supported by the Borough Council's Officers, and was recommended for approval. It also had support from all of the relevant statutory consultees, including Hertfordshire County Council (in its capacity as the Highway Authority and Lead Local Flood Authority), Highways England, Sport England, the Hertfordshire Sports Partnership, the Environment Agency, Historic England and the Hertfordshire and Middlesex Wildlife Trust. The application was also considered acceptable in principle by the Council, following its identification in the emerging Local Plan (see Section 6).

**4.37** The application was brought before the Planning Committee on 26 July 2017. The Committee rejected the application, and the following four reasons were subsequently given in the decision notice:

- 1. The design of the houses is not in keeping with the adjacent area which would result in an incongruous development which is contrary to Policy HD14 of the Borough of Broxbourne Local Plan adopted December 2005, draft Policy DSC1 of the Broxbourne Local Plan July 2016 and section 7 of the NPPF: Requiring Good Design.**
- 2. The scale and density of the development would result in harm to the openness of the greenbelt which is not sufficiently outweighed by very special circumstances. The proposal is therefore contrary to section 8 of the NPPF: Protecting Green Belt Land and in particular, paragraph 89.**

**3. Insufficient information has been submitted with the planning application and in advance of the infrastructure requirements of the emerging local plan being established, it cannot be determined that the local highway network is capable of supporting the proposed development with the stadium operating at full capacity of 5,192.**

**4. Insufficient information has been submitted relating to the ground height of the proposed houses in relation to neighbouring houses in Montayne Road. As a result the Council is not in a position to fully assess the impact on amenity for residents adjoining the application site to the east.'**

**4.38** These revised proposals seek to positively address the Council's reasons for refusing the first application. LW Developments are keen to maintain the constructive relationship which they have built up with the Council and its Officers over recent years, and in discussions relating to the proposed development, which has seen the site identified in the emerging Local Plan. They look forward to continuing those discussions in relation to the current application.









The back page of the Hertfordshire Mercury on the day of the community consultation event.

## Community Consultation Event

**5.1** The Applicants held a community consultation event between 4pm and 7pm on 18th July, 2017. Letters of invitation were sent to local residents in the nearby streets, with a radius of around 200m from the application site's boundary. This included residents on Montayne Road, Theobold's Lane, Dudley Avenue, Grenville Close, Salisbury Crescent, and Friends Avenue. Letters were also sent to local District Councillors.

**5.2** Contact was also made with the Hertfordshire Mercury, who ran a back page article highlighting the emerging plans, and setting out the date of the exhibition, on 14th July. The event was well attended, with around 75 people visiting, the majority of whom were local residents living close to the site.

## Community Feedback

**5.3** The response to the proposals was generally positive in principle, although concerns were raised with regard to various issues of detail. The matters raised with the consultant team at the exhibition, and in the feedback forms submitted, are set out below, alongside the application's response.

## Highways

**Q** This development will generate too much traffic, and Theobold's Lane will not be able to cope.

**A** This matter is considered in detail in the Transport Assessment by WSP | Parsons Brinkerhoff, which accompanies this application. This finds that Theobold's Lane currently operates satisfactorily, and that the proposed development would not cause any unacceptable impacts with regard to its operation. The application is also accompanied by a Framework Residential Travel Plan, a Workplace Travel Plan and a Stadium Event Management Plan, all of which look at ways in which traffic can be minimised and managed. This was accepted by the Highway Authority in its determination of the first application, and the proposed development has been scaled back since then.

**Q** When considering the effect on local roads, you should also consider other nearby developments.

**A** The proposed development has been tested against the Council's Local Plan SATURN highway model, which takes account of the development which is expected to be built in the period up to 2029, including draft Local Plan allocations.

**Q** There will be spikes in traffic at peak times which cannot be managed within the local highway network.

**A** The Transport Assessment which accompanies this application considers the likely level of traffic which the development would generate throughout the day, and concludes that it can be accommodated in a satisfactory way. The Highway Authority scrutinised the previous application, which was for a larger development, in great detail, and reached a similar conclusion. Further details are set out in Section 9 below.

**Q** On match days, cars will park in the residential parts of the development.

**A** Access to the residential part of the development would be controlled, possibly by some form of barrier, to prevent match-day traffic parking within these streets.

## Community Facilities

**5.4** There was general support for the proposed facilities, for their benefit to the Club and the local community.

**5.5** There were mixed comments on the benefits of affordable housing, and the desirability of accommodating it within the site.

**Q** Local schools should be able to use the new facilities.

**A** Playing pitch facilities would be made available for use by local schools, and the Club would also extend its existing programme of engagement and training within local schools.



**Q The development should provide new facilities for children.**

**A** The proposed development would contain a range of facilities which would be of benefit to local children, including for football and other sports.

**Q There is a need for leisure facilities for older people.**

**A** There is potential to include various sport facilities which could benefit older people, including studios which could be used for classes such as pilates and yoga, and a gym.

**Q It would be useful to have a doctor's surgery within the site.**

**A** The Applicants are exploring the possibility of accommodating a doctor's surgery within the site, and space would be made available for it.

**Q The development should mitigate its effect on local services.**

**A** The proposed development would provide a range of new services for the local community, and it could, subject to financial viability, also make s106 payments to mitigate wider effects, such as by paying for the provision of new school places and improvements to the local highways.

**Residential Amenity**

**Q Will the new houses overlook the gardens of the houses on Montayne Road?**

**A** The new houses would be laid out so as to avoid overlooking of these properties. They would be positioned away from the boundary, and orientated so that they did not face the houses, and they would also be screened by a belt of trees. Further details are set out in Section 8.

**Q Will the trees block light into the gardens on Montayne Road?**

**A** It is envisaged that a detailed landscape planting plan will be provided in connection with a planning condition. This will determine details such as the location of trees and appropriate species, so as to ensure that sufficient light would be preserved for these existing properties.

**Green Belt**

**Q New development should be on brownfield sites, not in the Green Belt.**

**A** It is not possible to accommodate all of the development needed in the Borough within the existing urban areas, and the draft Local Plan proposes extensive new development within the Green Belt as a result. The draft Local Plan also identifies the application proposals as being both necessary and appropriate within the Green Belt. This matter is discussed further in sections 6 and 7.

**Design**

**Q There was general support for the appearance of the proposed development.**

**A** Notwithstanding this, the design of the houses has been revised, following the Council's refusal of the initial application, in part due to the appearance of the houses; this matter is discussed in Section 8.

**Q The proposed development is too dense.**

**A** It has been necessary to make an efficient use of the site, in order to provide sufficient development to fund the new stadium and associated sport and community facilities, and provide the Club with an income. However, the density of the proposed development has been reduced following the first application.

**Response to the First Application**

**5.6** The first planning application generated 120 letters of support, and 208 letters of objection. The majority of the objections came from residents living close to the application site, whilst support was from both the immediate and wider local area. This application seeks to positively address the concerns raised in the objection letters, as far as possible.

**5.7** In our experience, the level of support shown is unusual for a planning application. People are generally more likely to write in objection to a development proposal. The Applicants are heartened by the 120 letters of support.

**5.8** Residents living close to the application site were concerned about immediate environmental issues, such as concerns over noise during the construction period and on match days, increases in traffic and parking on local roads, increased air pollution, and the impact on local facilities such as doctors' surgeries and schools. These matters are addressed throughout this statement.



**Further Consultation of Nearby Properties**

**5.9** Whilst preparing this second application, the Applicant also consulted local residents on the streets closest to the site, Theobold’s Lane, Montayne Road and Dudley Avenue. This door to door exercise took place on Tuesday 14th November 2017. Residents living closest to the site had the strongest views, generally objecting to any development on the site at all, whereas views were mixed for residents on the more distant Dudley Avenue.

**5.10** The greatest concerns expressed related to car parking, following previous problems with on-street car parking at the time of events held at Cedars Park. These concerns were not raised in response to the effect of any events or football matches held at Cheshunt FC. The proposed development meets the maximum parking requirements set out in the Council’s Supplementary Planning Guidance, and the County Council, as Highways Authority, raised no objections to the previous application in this regard. To alleviate the perceived issue of on-street parking, during events at Cedars Park, the Applicant has confirmed that the increased parking capacity within

the site will be made available for events at Cedars Park. The application is also accompanied by a Stadium Event Management Plan, and Framework Residential and Work Place Travel Plans, which are intended to address exactly these sorts of concerns.

**5.11** Residents were also concerned about the effect the proposed development would have on Theobold’s Lane, which is seen as unsafe due to speeding vehicles and its junction with the A10. This issue has been the subject of extensive discussions between the Applicant, their highway consultants WSP | Parsons Brinckerhoff, and the Highway Authority. The application proposes to introduce improvements to this junction, to assist large vehicles turning into the A10, and also to introduce measures to slow traffic on Theobold’s Lane.

**5.12** From these discussions with residents it also became clear that there are several misconceptions about the Football Club and the proposed scheme. For instance:

- The majority of people spoken to had never been to the Club and have no idea what goes on there. Section 3 of this statement sets out details of the Club’s award-winning community activities and roles.
- Residents recognised that more housing is needed in the Borough, but there was no knowledge that the land is proposed as an allocation for development including housing in the emerging Local Plan.
- Some people wanted community facilities on site. This is precisely what is being proposed, as set out in Section 2.
- Some residents assumed that the new stadium would be used to host pop concerts, but we can confirm that this application does not propose this. A further planning permission would be required from the Council if this were to happen.

- There was a misunderstanding about the rationale for a 5,000-seater stadium. For clarity, this application is made for only up to 2,000 spectators. This is less than its current capacity, and is required by the Football Association for the Club to continue to play at its current level. See Section 8 for further details on this issue.





