



**BOROUGH OF
BROXBOURNE**

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Planning Policy Team
April 2016

Broxbourne Local Plan

Bury Green Area Development Options



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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 Bury Green, Development Options Reports have been prepared for Brookfield, 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 Bury Green area

Introduction to the Bury Green area

The Bury Green area measures approximately 70 hectares in size and is located to the east of Goffs Oak and West of the A10 and the New River as shown on the maps below. The area wraps around the existing urban edge and contains a number of land uses and buildings including several education buildings, community halls and playing fields. The area is also bordered by Lieutenant Ellis Way which runs from north to south and Goffs Lane which runs from east to west.



The Bury Green area is located on the fringe of the urban area and is bounded by Lieutenant Ellis Way

History and development pattern

In the late 1800's the Bury Green area was mostly agricultural with a handful of small farm holdings, such as Bury Green Farm. There was also a small cemetery situated along Bury Green Road and Dark Lane. The only urbanised area was Churchgate which consisted of a handful of properties, a church, the vicarage and a public house. By the 1920s the Churchgate area expanded westwards with a string of new homes and several small horticultural nurseries. By the post-war era, the number of new properties increased significantly and this crafted the urban landscape that can be seen in the Bury Green area today. The remaining land, which is subject to this development options report, now wraps around this built-up area and urban edge in a crescent shape and is entirely within the green belt. It is mostly grade 3 agricultural land i.e. good to moderate quality. The northern part of the site is relatively flat, however land drops away from Goffs Lane to the east and the southern area, close to St Mary's Secondary School, undulates and sits above Lieutenant Ellis Way as indicated on the contour image (below).



The development pattern has been developed around an expanding urban area and major highway routes

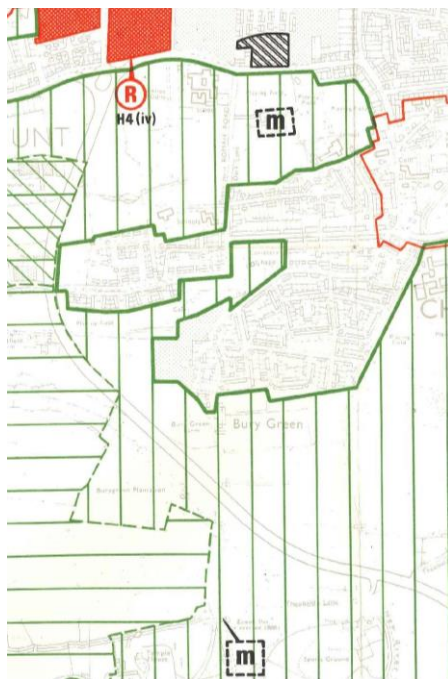
Previous Local Plans

The 1983 Local Plan Proposals Map shows approximately 4ha of land yet to be developed in the urban area at Bury Green with the remaining parts of the area being allocated as an amenity corridor.

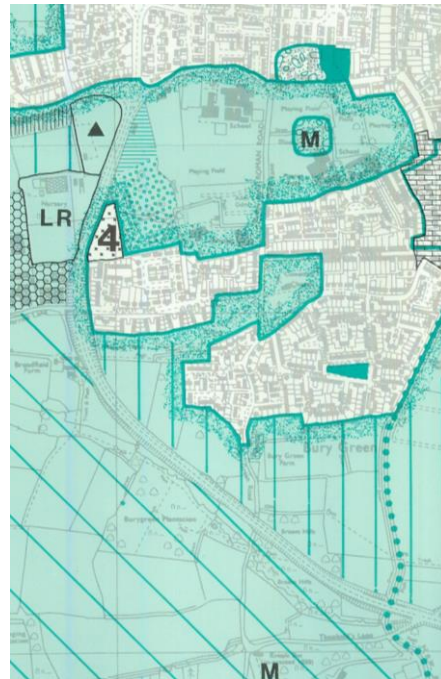
A 2.5ha piece of green belt land was released for housing in the 1994 Local Plan and Bonneygrove Wood and land to the north was to be brought forward into a woodland management agreement in order to improve the wood's long term management, its appearance and enable public access. The open areas on the edge of the urban area were also designated as green wedges in order to protect their open character from development.

The 2005 Local Plan identified one major proposal for the area; the relocation of St Mary's Secondary School from Churchgate to Bury Green Farm at Lieutenant Ellis Way. The Local Plan, in light of this relocation, identified the former St Mary's School site for residential development. Although it was not allocated, it was identified as an appropriate windfall site with the intention that the green belt boundary be reviewed in a later update of the Local Plan. A planning brief for the former school site was adopted by the Council in 2010 and a planning application has since been submitted and granted consent, subject to completion of a s106 agreement, for 79 homes on this site.

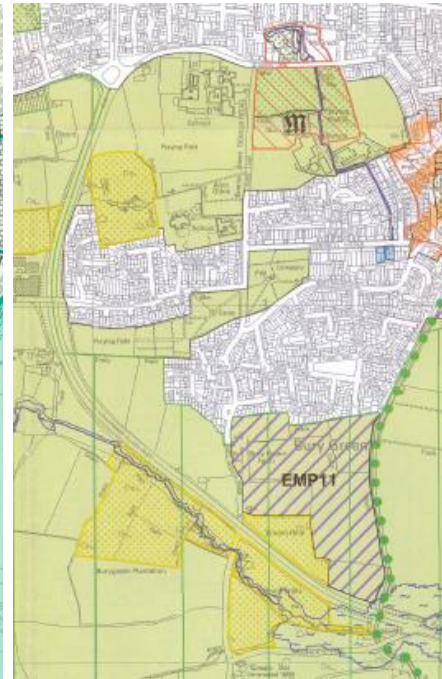
The 2010 Submission Core Strategy identified the Bury Green area as an Area of Search for future housing development indicating developer interest for about 300 dwellings. It goes on to say that sites could be delivered in the medium to long term without major infrastructure investment and could be delivered discretely as small edge-of-urban sites.



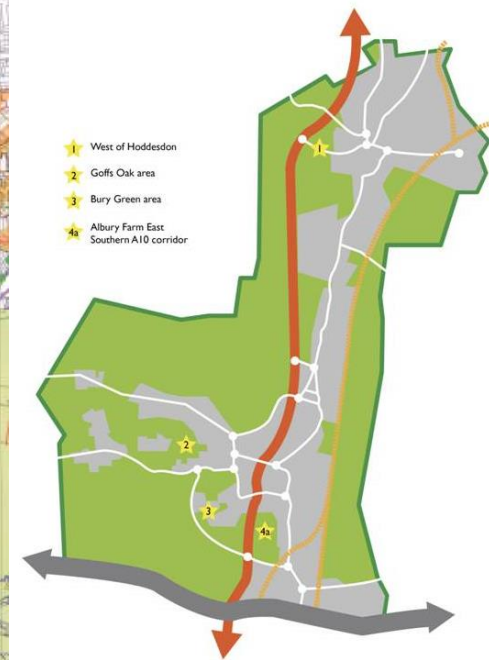
1983 Plan showing amenity corridor



1994 Plan with buffer around urban area



2005 Plan allocated the new St Mary's School



2010 Core Strategy and housing Areas of Search

Issues to consider for future development

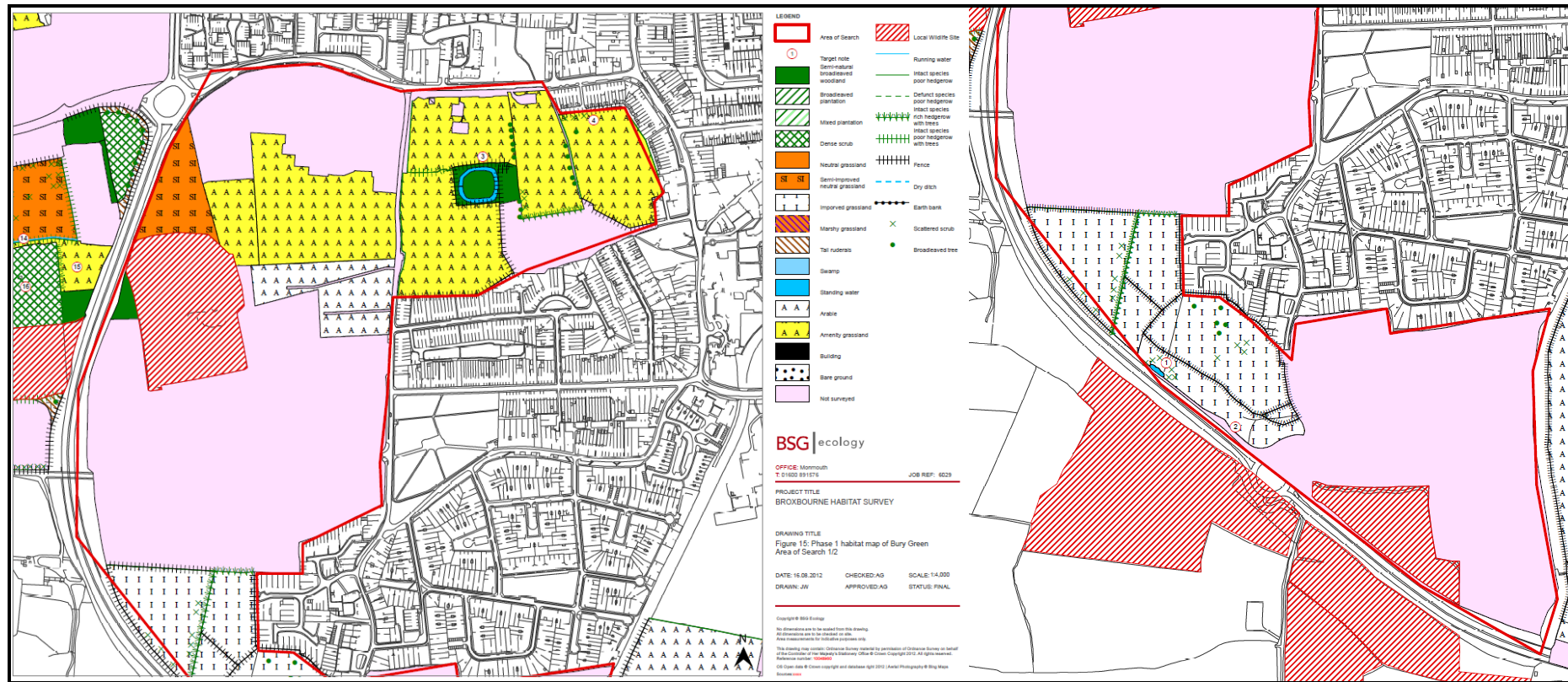
Landscape and character

Parts of the Bury Green area are quite urban in character, due to its proximity to the urban edge and the number of buildings and urban land uses that it contains. Travelling westwards along Lieutenant Ellis Way from the A10 the Bury Green area is relatively rural and open, because of the adjoining agricultural fields at Maxwells Farm West and the playing fields of St Mary's Secondary School. However, travelling further north and westwards, this rural outlook begins to diminish as the school buildings of the secondary school and properties at Bury Green Road come into focus. This rural feel weakens further as the Goffs Oak Roundabout approaches and the rooftops of the built up area begin to show. However in the spring/summer months a dense tree belt helps protect these homes from view. As you enter the area along Goff Lane it has a generally open character despite the presence of Goffs School and the V&E Club. The area is characterised by a number of green wedges occupied by uses including schools, playing fields, allotments and a cemetery which intrude into the urban area.

1. Views looking northwards across the school playing fields and Maxwells Farm.
2. Views looking westwards at the Goffs Oak Roundabout
3. Views looking eastwards at Goffs Lane looking over the playing fields
4. Views from Barrow Lane Bridge looking over Lieutenant Ellis Way towards residential properties



The landscape at Bury Green is mixed with some amenity grassland (existing playing fields), some semi-improved and improved grasslands which are left reasonably untouched and some arable land at the existing allotment area. There are also some notable pockets of semi-natural woodland, some potentially species rich hedgerows and scattered scrubs. The images below show the landscape of the area as per the 2012 Wildlife and Habitat Survey Study.



The landscape of the area is mixed with some protected wildlife sites, amenity grassland and wooded areas

The same study states that most of the land in the Bury Green area has low biodiversity value and only the tree belts, hedgerows and designated wildlife sites have some biodiversity potential (wildlife sites outlined in red hatch on the map above). Both of the two wildlife sites are classified as woodland areas, of which the northern wildlife site benefits from added protection through a tree preservation order.

The 2008 Landscape Character Assessment goes on to say that this area has moderate visual sensitivity due to a sense of enclosure in some areas, moderate landscape character sensitivity and its tranquillity varies depending on proximity to urban edges and road corridors. As a result the area does have capacity to accommodate change without compromising its key characteristics.

Environmental designations

Flood zone areas as a result of local brooks

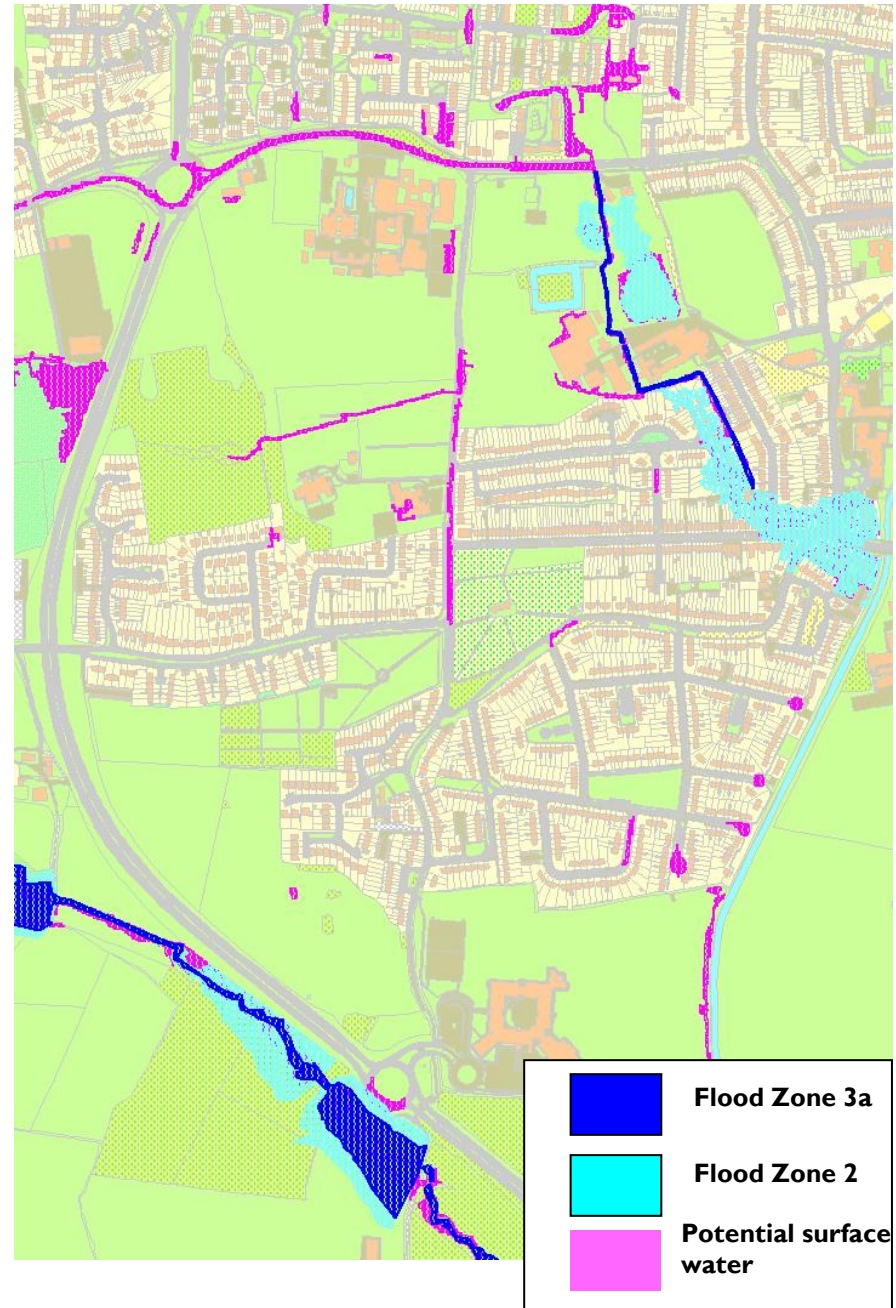
Wildlife

As previously stated the Bury Green area does contain two woodland wildlife sites which are protected for their habitat value (hatched in red on the maps on page 7). The northern wildlife site is also the subject of a tree preservation order. Although they are protected for their flora, they may also support fauna including badgers, birds and bats. They also continue to provide tree belt cover which helps to conceal the residential properties and school buildings.

Flooding

College Brook runs through the eastern part of the site, resulting in most of the community open space fronting Goffs Lane, and former St Mary's school site, being within flood zone 2 (0.1% to 1% change of flooding). There is also a small area of land within flood zone 3a (greater than 1% chance of flooding). Any development proposed for these areas will have to be subject to a sequential test and a flood risk assessment and the exception test will need to be applied where development is to be built directly within the flood zones. This area also contains a small stream which connects a pond to the north of Goffs Lane to College Brook within the former St Mary's School site. This is not part of the detailed river network but will have to be maintained by the drainage authority. The plans (right) identify those areas where flood risk is a potential constraint to development.

This eastern part of Bury Green, as well as several more localised areas, may also be subject to surface water flooding as rainwater fails to drain away through the normal drainage systems or soak into the ground, but lies on or flows over the ground instead. As a result any development in these areas must ensure that adequate drainage is provided through the use of urban drainage systems through for example the use of swales, filter strips, storage ponds, permeable materials, green roofs and 'raingardens'.

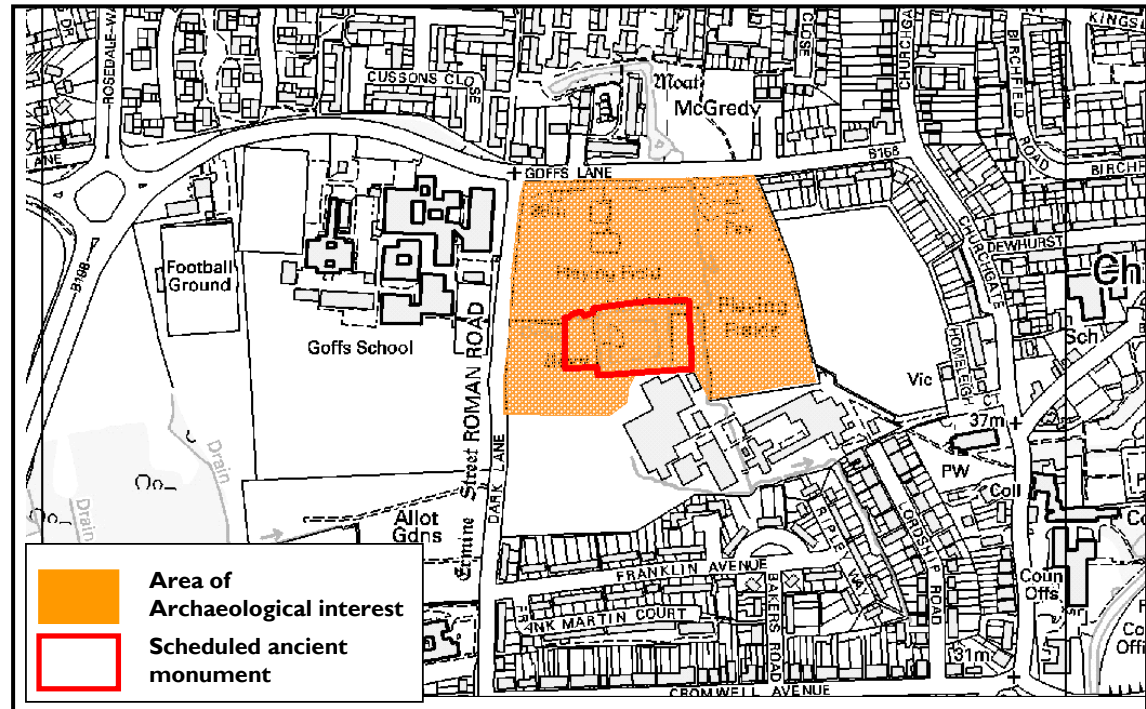


A small section of the Bury Green area, situated alongside St Mary's Secondary School at Lieutenant Ellis Way is within Source Protection Zone 2 which means that it takes groundwater 400 days to travel before being extracted as drinking water. As well as providing drinking water, groundwater helps maintain the flow of some rivers, therefore mitigation measures must be put in place for any development or activities that may cause pollutants in this zone.

Archaeology

The Bury Green area contains one area of archaeological interest, located to the south of Goffs Lane and east of Dark Lane (see map right). This same area is allocated as community open space. The archaeological area has been identified because of the presence of a well preserved moated site of 'Le Moat' or Half Moat Manor House, which follows the former line of Ermine Street, a major Roman road. This moat is also a scheduled ancient monument and used by an angling society for fishing.

The area is also close to the remains of Cheshunt Great House, which is said to have been built by Henry VIII for Thomas Wolsey.



The history of the local area means that there may be archaeological remains in the area

Roads, rights of way and public transport

The two dominant road corridors in the area include the B198 Lieutenant Ellis Way and the B156 Goffs Lane which form the northern, southern and western boundaries of the Bury Green area. Several secondary roads and footpaths further divide the area. This includes Dark Lane which is located centrally and runs from north to south and continues towards Bury Green Lane close to St Mary's Secondary School and Barrow Lane and Cromwell Avenue which both run from east to west. There are a number of bus stops and bus routes along these roads of which the most local is the 246 which provides a limited service for residents of Bury Green and provides access to Brookfield Shopping Centre and Waltham Cross railway station.

Cheshunt railway station, Theobald's railway station and Cuffley railway station are all within 4km of the Bury Green area and are all accessible either by public transport or road.

There are also a number of public rights of way which cross the site including Foot Path I to the north-east of the area which connects to Goffs Lane with Churchgate, Foot Path 48 which runs to the south of the cemetery from Barrow Lane to Portland Drive, Foot Path 12 which follows the New River to the east and Foot Path 16 which connects St Mary's Secondary School which then connects to Foot Path 61 at Bury Green Road. This links with Paul Cully Bridge over the A10 which connects Bury Green with the urban areas of Cheshunt and Waltham Cross to the east of the A10.



The Bury Green area is therefore highly accessible and benefits from being well connected to the urban area. However transport studies prepared for the Council state that some of the roads around the Bury Green area are, or will be, at capacity. The 2010 MVA Transport Modelling Study stated that with any future development, junction 25 of the M25 and the B156 Goffs Lane corridor will be at capacity as will Lieutenant Ellis Way as it joins the A10. Depending on the level of further development in this part of the Borough, the northbound section of Lieutenant Ellis Way may also become congested as it meets Goffs Lane.

The Cheshunt and Waltham Cross A10 Study prepared by Mouchel in 2011, states that the southern A10 junctions will require high cost measures in order to cope with future growth. The closest junctions to the Bury Green area include the Lieutenant Ellis Way and A10 junction and the M25 junction. It recommends either full signalisation and widening or providing a 'hamburger' junction at the roundabout where Lieutenant Ellis Way meets the A10 at a cost of £2,020,000 - £2,640,000. It also recommends improvements to the slip roads at junction 25 of the M25 at a cost of over £42,000,000.

The Cheshunt and Waltham Cross Urban Transport Plan (AECOM, 2010) identified several projects for the Bury Green area to help address congestion problems and improve walking and cycling movement and public transport usage. It specifically identifies a joint cycle/footpath for the New River which would help cycle/pedestrian movement between Bury Green and Brookfield shopping centre to the north. It also identifies a project to help reduce vehicle speed along Goffs Lane in order to provide a more pleasant environment for pedestrians and cyclists. Other projects have since been implemented from the Plan include a new foot/cycle bridge (Paul Cully Bridge) to connect St Mary's Secondary School and the wider Bury Green area to the urban area to the east.



Access along the New River to be improved



Paul Cully Bridge connects east and west settlements



Speed reduction measures proposed along Goffs Lane

Facilities and services

The area's urban fringe location means that it is within close proximity of many local services and facilities including a small parade of shops and a doctor's surgery at Cromwell Avenue, the Council offices at Churchgate, public houses and a football club. The area is also within 2km of Cheshunt Old Pond Centre which provides district wide facilities including a supermarket, cafes and restaurants, a library, the Laura Trott Leisure Centre and Cheshunt Community hospital (see map on pg 13 for facility locations). The area is within 2km of Cheshunt (Delamare Road) Business Park which contains a number of local and national businesses and Park Plaza North which has been allocated for high tech and business park uses with the potential for providing approximately 1,500 jobs in the future.

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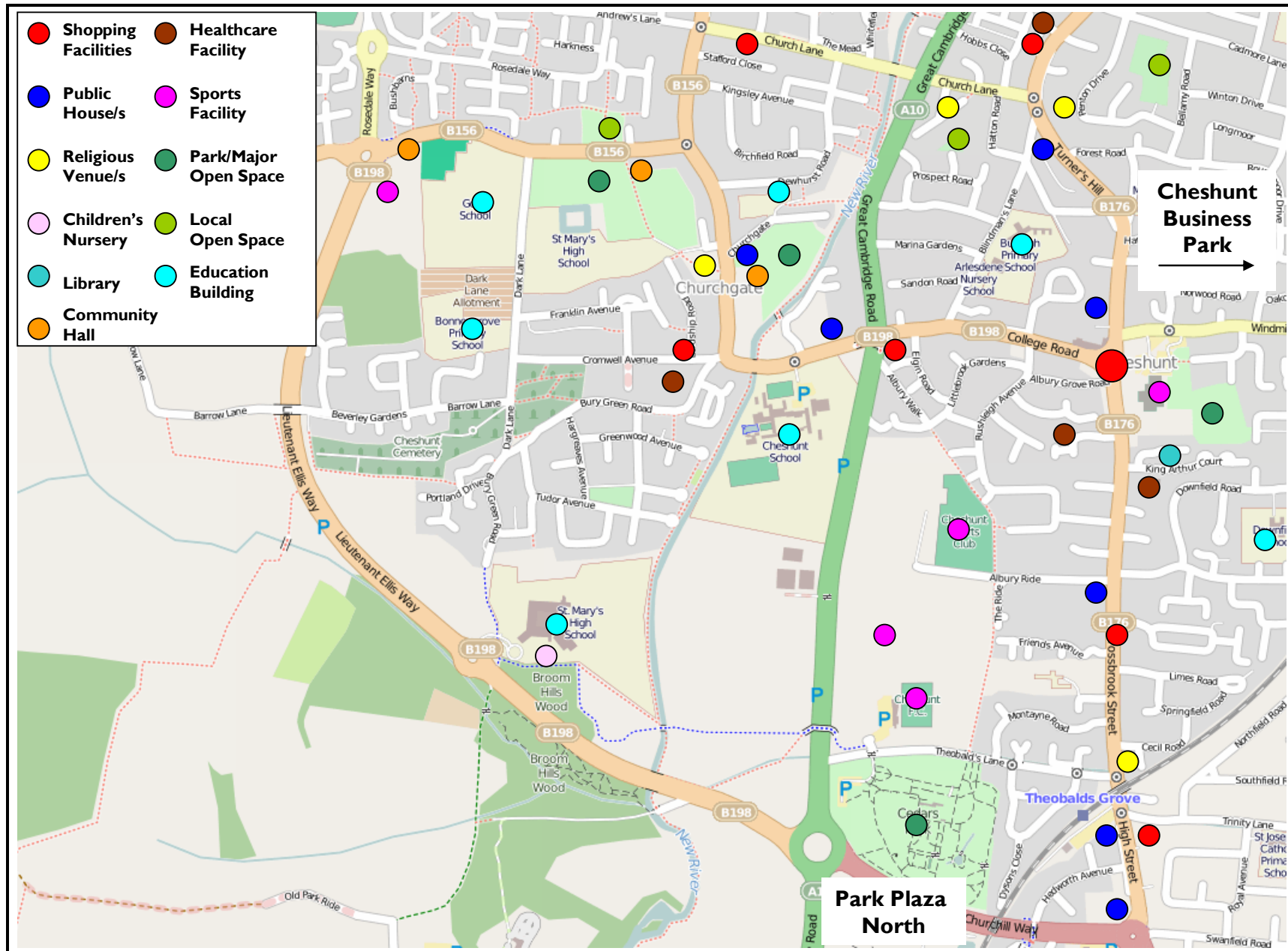
However there are a number of services that have been identified as being below provision now and potentially in the future in the area. In terms of education needs, Bonneygrove Primary School will now be offering additional permanent places (now a 2 FE) but there is still a small deficit of places anticipated in the short term to 2016/17. Beyond this, the deficit could increase if new housing sites come forward. What impact this will have on education provision in the area is difficult to gauge. There is little room for expanding existing primary schools in the area; therefore new infrastructure will need to be provided and the County Council has requested that a site be reserved for a new 2 form of entry primary school.

There is also some, albeit limited, capacity at the existing doctor's surgery at Cromwell Avenue, however further infrastructure may be required depending on the scale of residential development built in the area.

On a Borough wide scale, there is an estimated need for approximately 300 homes per annum or, with a 5% buffer, just over 5,000 homes over the plan period from 2014-2030, which means that a number of sites will need to be identified and allocated for residential development. The Council has identified sites that have planning permission and other sites within the urban area which can accommodate approximately 2,200 dwellings. Therefore sites for a further 2,800 dwellings will need to be found which, in the Borough, almost inevitably means in green belt locations. There is also an identified need for new travelling showperson pitches in the Borough over the plan period.

Utilities

Bury Green's location on the periphery of the urban area means that it is well connected to services (see map on page 13) and utilities including electricity, gas and foul sewers. Some of the greenfield areas would require connections to these utilities if allocated for development.



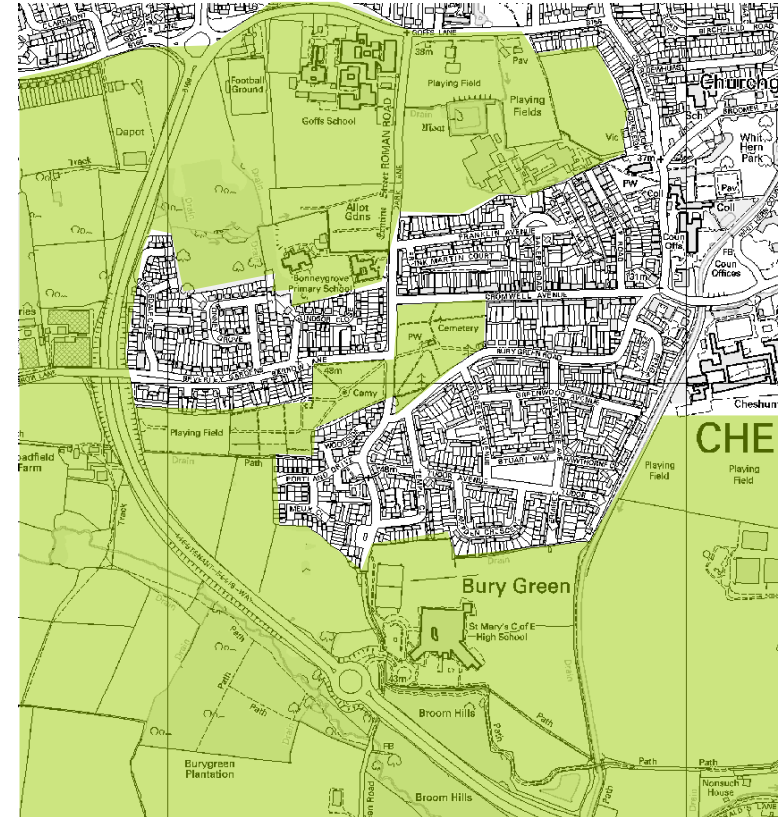
Protecting the green belt

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 wraps tightly around existing urban areas.

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, and changes to the green belt should only be made in exceptional circumstances through the plan-making process.

Given the need to identify sufficient land for the Borough's development needs, the Council does anticipate that the Local Plan will need to remove some land from the green belt. It has therefore commissioned and undertaken three pieces of green belt evidence:

- The *2008 Green Belt Review* carried out by Scott Wilson, divided the Bury Green area into 7 sub-areas. It recommended release of all of these sub-areas due to weak boundaries, weak performance in relation to the five purposes of retaining green belt and because of its urban character. It recommended that Lieutenant Ellis Way becomes the new green belt boundary as it would provide a more robust and permanent boundary and would prevent further encroachment towards the west.
- *Review of the Inner Boundary of the Green Belt* prepared by Prospect Planning in 2008, identified its urban land uses and its proximity to the urban area as a weakness of the Bury Green area and agreed that Lieutenant Ellis Way would be a more defensible green belt boundary. It also identified land fronting Lieutenant Ellis Way, the V&E Sports Club at Goffs Lane and land east of Dark Lane as having the potential for future development.



Land Uses

As stated in the previous section, although the Bury Green area is within the green belt it does contain a number of buildings and land uses including education and community buildings play equipment and cemetery space. The map (page 16) shows the location of these land uses.

Several parcels of land have also been promoted for development by landowners in the Bury Green area. This includes the following:

Site 1 – Land along Lieutenant Ellis Way which has been promoted for the relocation of the Goffs Lane travelling showperson site on the western side of Lieutenant Ellis Way in order to develop that site for housing.

Site 2 – Land east of Dark Lane which has been promoted by Hertfordshire County Council for housing.

Site 3 – Land to the east of the Goffs Lane playing fields which has been identified by Hertfordshire County Council for a reserved primary school site.

Site 4 – Land to the south of Bury Green which has been promoted by Hertfordshire County Council for housing.

Site locations can be found on the map on page 16.

Several projects are already planned for the area including:

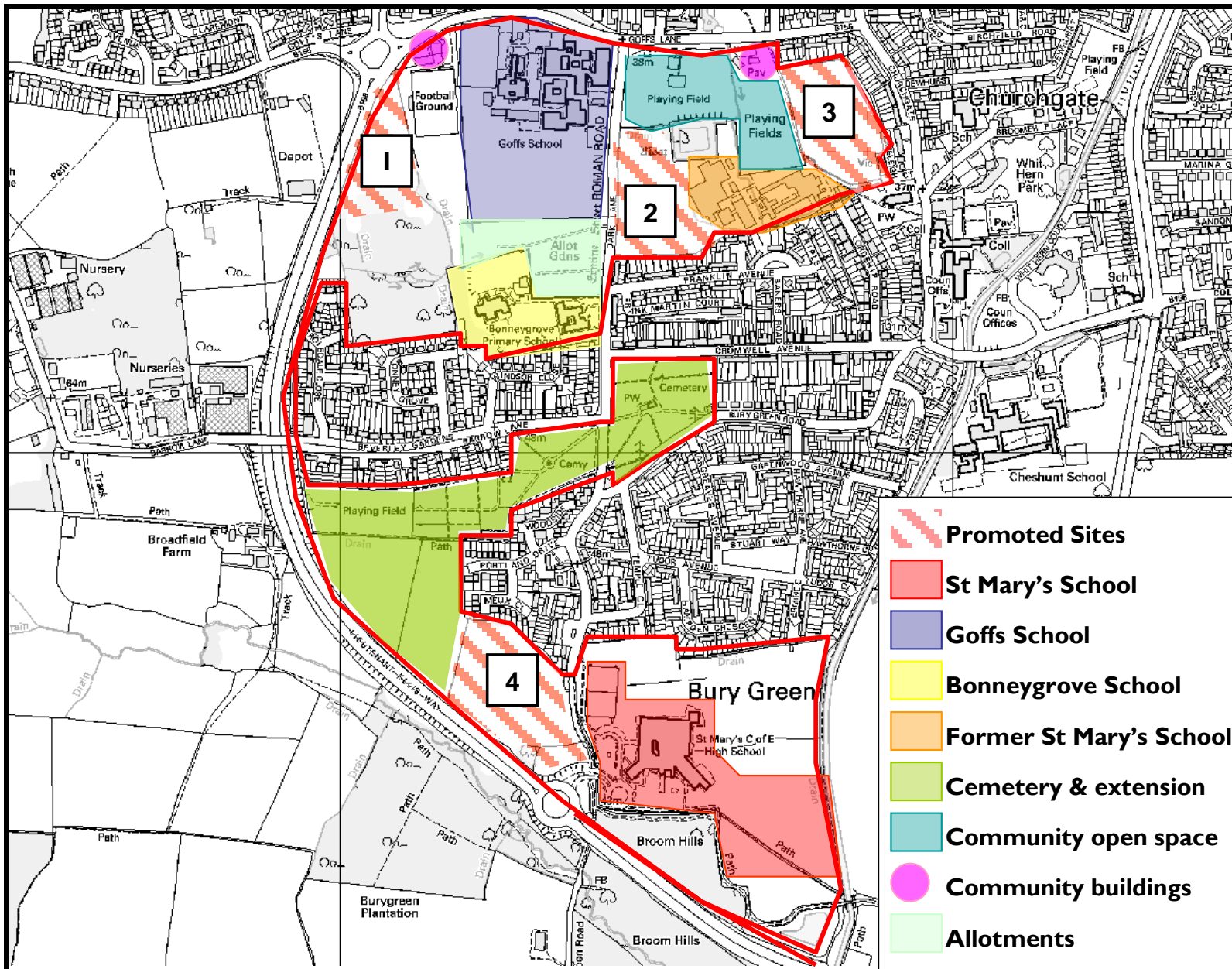
- Redevelopment of the former St Mary's School site for housing in accordance with the adopted development brief.
- The redevelopment of Goffs School in order to improve the buildings and teaching facilities. The school will remain 6 forms of entry but will provide additional 6th form capacity allowing the school numbers to increase from the current school role of 1,292 to a maximum of 1,350.
- Extension to the western end of Cheshunt cemetery (5.5 acre extension but with additional land allocated for further expansion).
- Consent has been granted for the future expansion of St Mary's Secondary School in order to create an 8 FE school. Extensions can be made to the north-east and north-west corners of the existing building.
- The development of a 2 FE primary school, attached to the northern side St Mary's Secondary School. This proposal does not yet have planning permission.



Proposals for a primary school to the north of St Mary's School



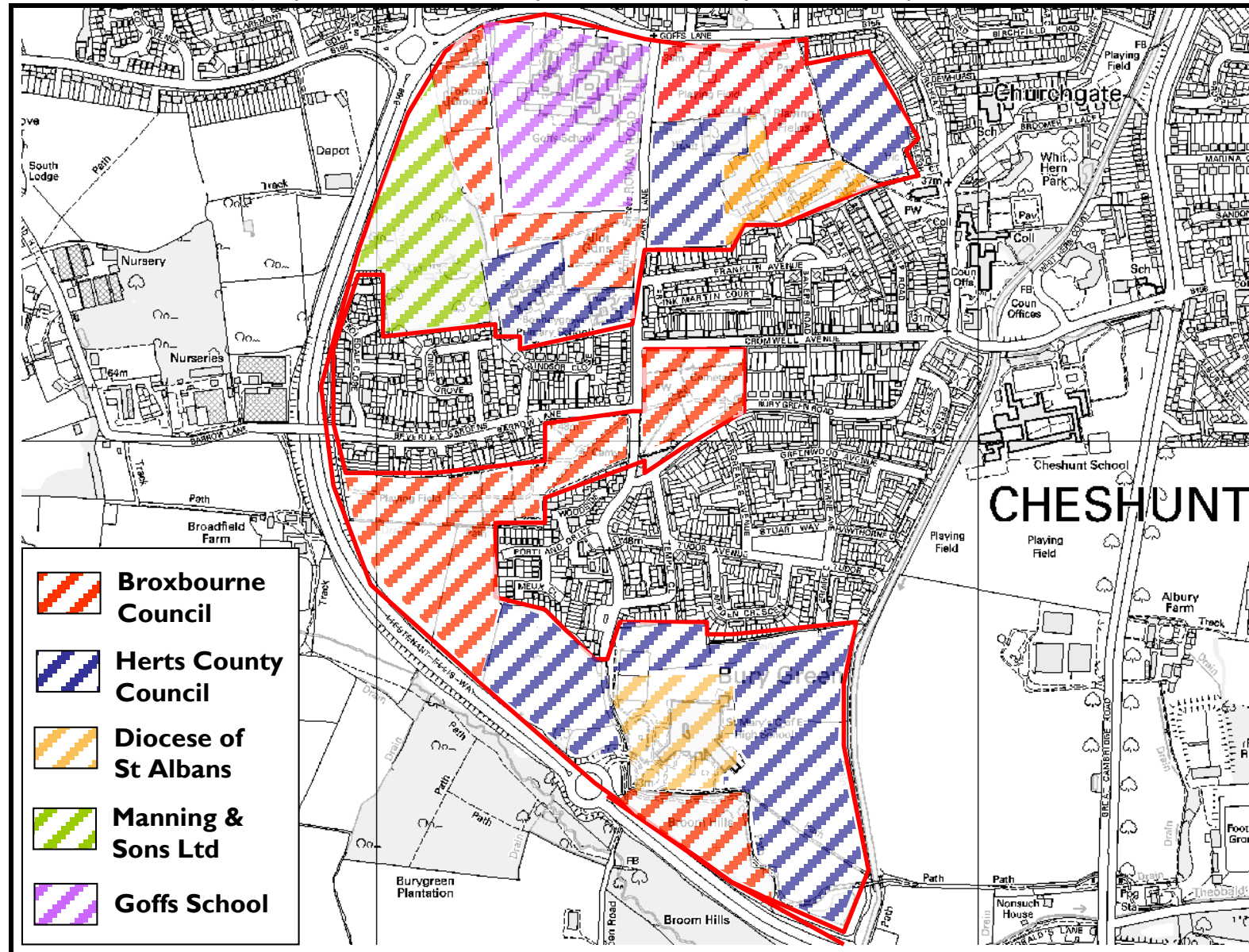
Housing styles proposed by the developer at the former St Mary's School site



The Bury Green area already includes a number of planned projects as well as sites which have been promoted for other uses

Landownership

The plan below shows that the majority of the sites in the Bury Green area are in public ownership.



Development Options

There are considered to be two broad options for the Bury Green area as summarised below:

Option 1: 'The implementation of planned projects' – this option would retain existing land uses and implement planned projects only.

Option 2: 'More comprehensive redevelopment incorporating site promotions' – this option would implement planned projects set out in option 1 and seek to redevelop sites which have been promoted to the Council. The Local Plan would then determine whether to allocate the sites identified in this option having regard to the Borough's overall development needs and other potential options as discussed in the other Development Options papers.

Option 1: 'The implementation of planned projects'

As highlighted above, this option would seek to implement the projects which are currently planned for the area including expansion of St Mary's Secondary School and a new primary school attached to it and redevelopment of Goffs School buildings. It would also include the redevelopment of the former St Mary's School site for approximately 79 homes.

The positive and negative aspects of this option are set out below.

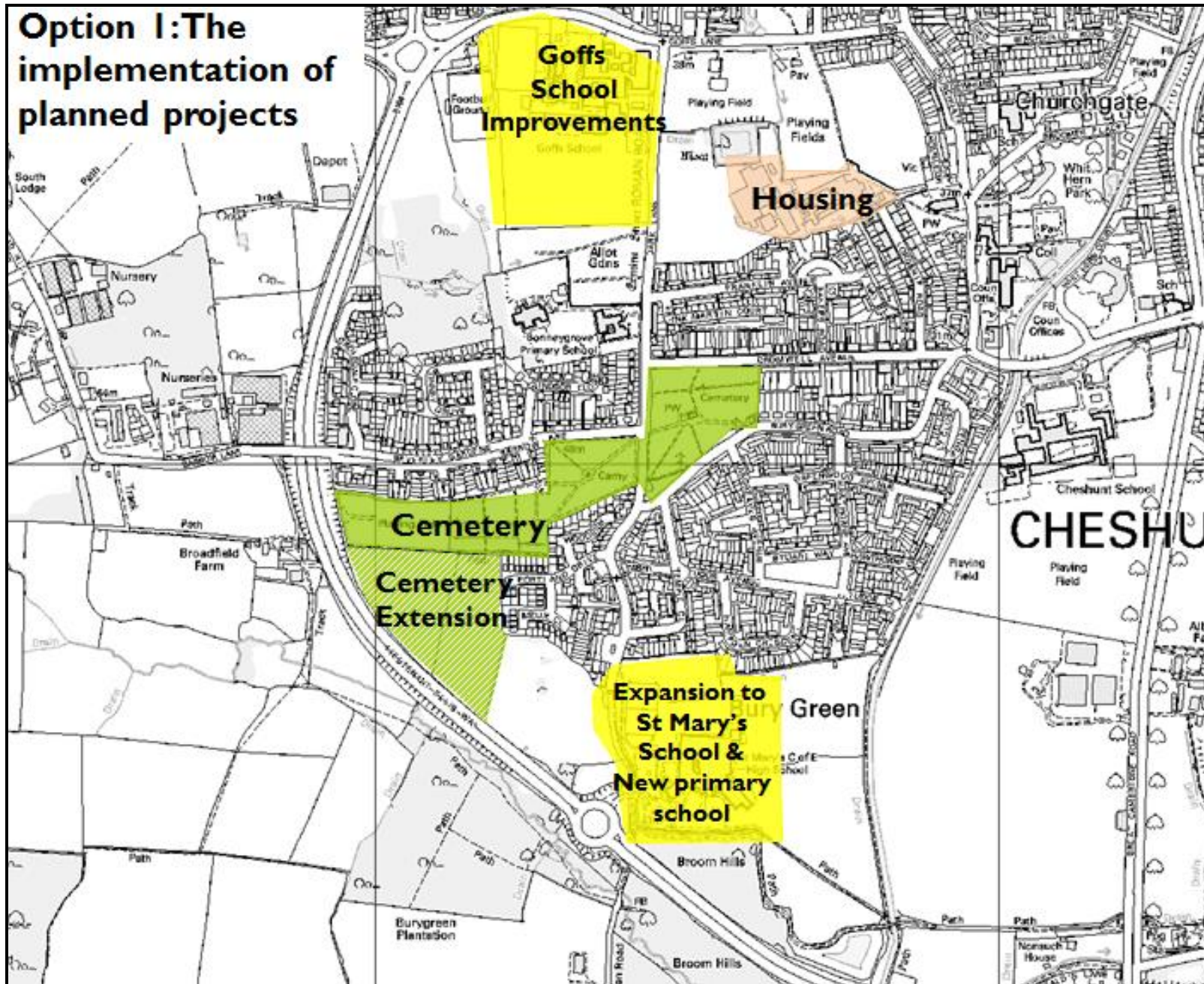
Positive aspects

- ✓ This option would retain green belt in this location.
- ✓ It would fully retain green wedges extending into the urban area.
- ✓ It would put less pressure on the highway network.
- ✓ It would still, to some degree, provide housing and additional school provision to support existing deficit.

Negative aspects

- ✗ This option would not make a significant contribution towards the Borough's future housing needs and therefore other potentially less sustainable and suitable green belt sites might need to be found for residential use.
- ✗ The area would fail to provide future primary school provision, only supporting the existing shortfall.
- ✗ It is considered that retaining land in this area as green belt, particularly with the projects planned for the area, would not be in accordance with the National Planning Policy Framework and the duty placed on local authorities to find long term defensible green belt boundaries. The most robust green belt boundary is considered to be Lieutenant Ellis Way. However if the land was removed up to this boundary under option 1, some land in the Bury Green area would have no allocated use or policy. This will make them susceptible to unwanted forms of development unless some form of policy control was introduced in the new Local Plan.

Option 1: The implementation of planned projects



Option 2: 'More Comprehensive redevelopment incorporating site promotions'

Option 2 would implement the planned projects outlined in option 1 but also incorporate sites which have been promoted to the Council. This includes the following:

- Redevelop Hertfordshire County Council land to the east of Dark Lane for up to 60 two, three and four bed houses, taking into consideration the design and layout of the neighbouring development at the former St Mary's school site. It would be accessed via Dark Lane and provide connections to the community open space to the north. The adjoining plan shows an indicative layout for the development of this site.



Developer's indicative layout for land south of Bury Green

The positive and negative aspects of this option and the promoted development areas is summarised on the following pages. Other sites in community uses would be retained and be subject to policy protection in the Local Plan.

Developer's indicative layout for land east of Dark Lane

- Redevelop Hertfordshire County Council land to the south of Bury Green for up to 100 homes with a mix of small units and family accommodation. Access would be via the Lieutenant Ellis Way roundabout which already exists for the secondary school. A new access is also shown to the cemetery extension to the west. An indicative layout for this development is shown to the left.
- Reserve Hertfordshire County Council land to the east of Goffs Lane playing fields and to the west of Churchgate for a primary school in order to serve the future needs of residents in the east Cheshunt area. The 2 Form of Entry primary school and its playing fields would be accessed via Churchgate.



Positive aspects

- ✓ Approximately 160 homes could be provided in a reasonably accessible area located close to existing local facilities. This would help support housing provision needed in the Borough over the plan period on sites which make a limited contribution to the maintenance of the Borough's green belt. This will put less pressure on the allocation of less suitable and less sustainable green belt sites elsewhere in the Borough.
- ✓ It would reserve a site for future primary school provision in the local area.
- ✓ It would provide a robust and defensible new green belt boundary.
- ✓ Contributions from the housing schemes could help support improvements to the existing community open space, a cycle/footpath along the New River and highway improvements in the immediate area.

Negative aspects

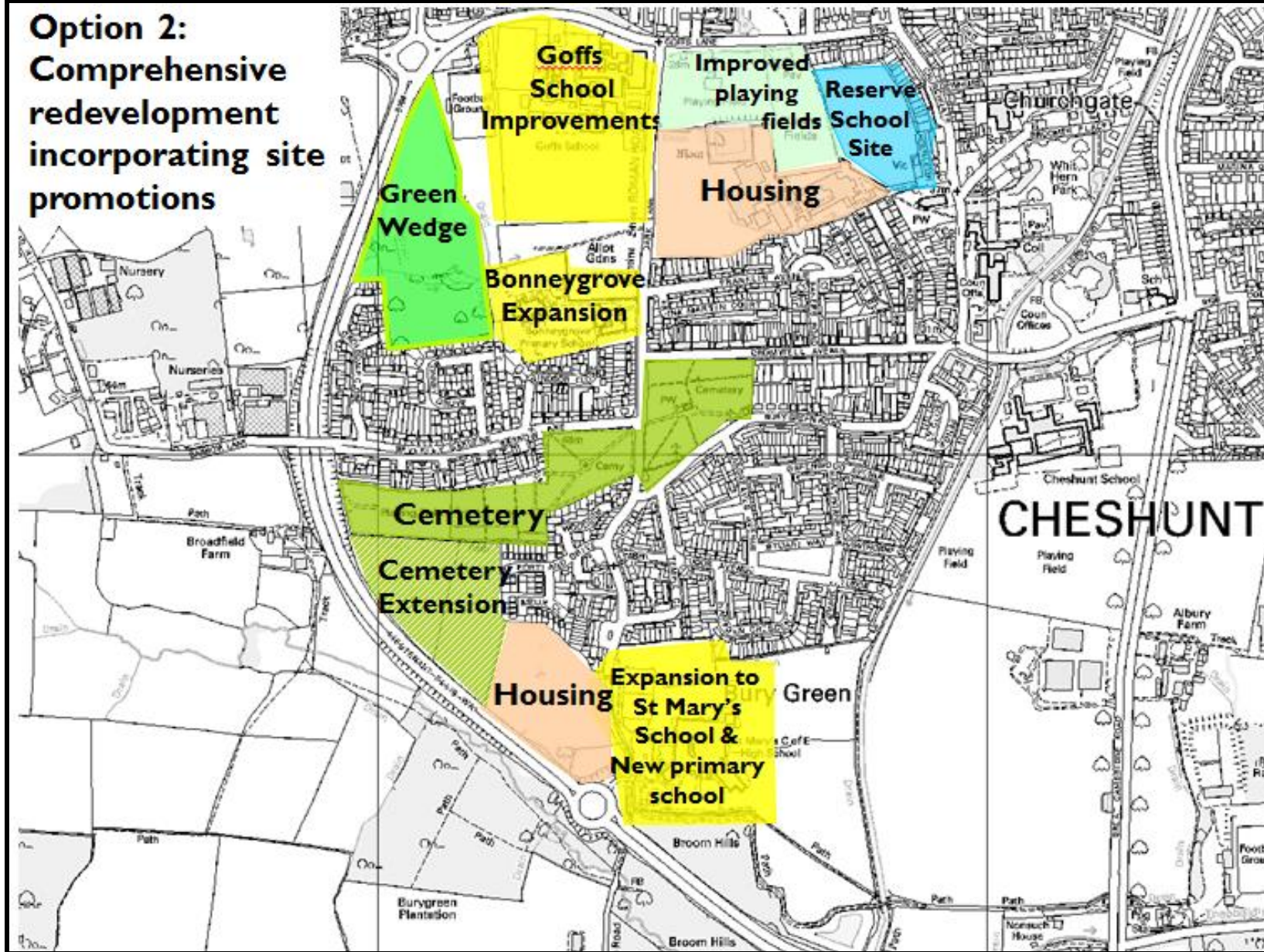
- ✗ The green belt boundary would be altered in this option and could make remaining parcels of land susceptible to development if not protected by some form of policy.
- ✗ Implementing the development sites would put more pressure on the highway network in comparison to option 1 particularly at the A10 and junction 25 of the M25 which are within close proximity to the Bury Green area and are already congested.
- ✗ There would be a loss of land which is currently used informally for open space purposes
- ✗ It would no doubt raise objections from existing residents living adjacent to the suggested development sites.

The option of relocating the existing Goffs Lane travelling showperson site or the provision of a new showperson site on land adjoining Lieutenant Ellis Way has also been promoted. Relocation has been promoted as a precursor to developing the existing site for housing. Access to the site which is located between Lieutenant Ellis Way and the V&E Youth Club is poor as a fifth arm from the Goffs Oak roundabout would be difficult to deliver and it would be inappropriate to have an access point through the residential estates and woodland to the south. An alternative access arrangement could be via the sports club entrance to the north subject to relocation of the club and car parking. If the site was released from the green belt but not considered appropriate for development, it should be safeguarded by some form of countryside protection policy. Housing development on the existing travelling showperson site would not be supported as this would be in an area of the green belt outside of the Bury Green area and is not considered to be appropriate for housing as it makes an important contribution to the maintenance of the Borough's green belt.

Another option would be the possible development of the Manning land in association with the adjoining V&E site with vehicular access from Goffs Lane. On the positive side this would improve the appearance of an unattractive area of land and make good use of a vacant site in a reasonably accessible location. The V&E Club would need to be relocated. This could provide an opportunity to improve the Club's facilities. An issue would be the provision of a satisfactory means of access onto Goffs Lane.

The current plan below however shows this land as a green wedge, which would be protected from development by a Development Management policy.

**Option 2:
Comprehensive
redevelopment
incorporating site
promotions**



Summary

This report sets out the possible development options for the Bury Green area. An assessment of the area has led to two development options being considered as summarised below:

Option 1 is in summary a 'do nothing' option as it seeks to implement planned projects only. This includes expansion plans and improvements to schools, a cemetery extension and the redevelopment of the former St Mary's school site for housing. Although this option would retain land in open use, put less pressure on the highway network and to some degree provide housing and education provision, it still leaves green belt boundaries weak in this area and land therefore susceptible to unwanted forms of development. It would also fail to provide for identified housing needs and future primary school provision, putting pressure on the allocation of other less suitable and sustainable sites.

Option 2 incorporates the sites which have been promoted to the Council along with planned projects set out in Option 1. The Local Plan will have to make a judgement on which of these sites should come forward and for what uses in accordance with the assessment made in this document. Land south of Bury Green and east of Dark Lane has been identified for housing and land west of Churchgate would be reserved for a future primary school. These developments would help support future housing and education needs putting less pressure on the allocation of other green belt sites. Consideration could also be given to the possible development of land along Lieutenant Ellis Way in association with the V&E Club if a suitable site could be identified for the relocation of the Club.

Conclusions

It is considered that the area of Bury Green located between Goffs Lane to the north and Lieutenant Ellis Way to the west and south makes a limited contribution to the green belt and this report identifies sites within this area which have development potential. The preparation of the Local Plan, in consultation with the general public, statutory consultees and landowners, and the associated Examination in Public, will provide the forum for determining what development or redevelopment, if any, is suitable for the Bury Green 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 and the associated infrastructure improvements which may well be required. It is prepared without prejudice to the formal consideration of these key issues through the Local Plan process.



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