

Hertsmere Local Development Framework
Development Plan Document

Core
Strategy



For submission to the Secretary of State

December 2008

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Foreword

Hertsmere Borough Council aims to produce a Local Development Framework (LDF) which is not only distinctive to the Borough, but also provides an effective response to local issues and priorities.

A key part of that process is the preparation of the Core Strategy, which will set the parameters for development in the Borough until 2021 and beyond.

In February 2006, Hertsmere Borough Council published an LDF 'Issues and Options' report which set out a range of options for how the Borough could develop over the next 15 years. The Council subsequently published a set of Core Strategy preferred options in December 2007 and the priorities identified during the associated consultation have informed and guided the preparation of this document which will be shortly submitted to the Secretary of State.

The planning system exists to balance competing land use interests but its role is not to prescribe or prevent development. As a spatial planning document which looks to reflect the priorities of both the local community and local service providers, the Core Strategy has also been prepared within the context of national and regional policy requirement. However, the Council remains committed to preparing a document which enables the Borough's local requirements to be met.

I would like to thank everyone who has been involved in the preparation of this document and hope that it will provide the basis for ensuring that the Borough remains an attractive, safe and prosperous place for everyone who lives and works here.

Councillor Hannah David

Portfolio Holder for Housing and Planning

1. Introduction and Context

Purpose and status of this document

- 1.1 The Core Strategy has been produced by Hertsmere Borough Council and sets out the Council's strategic planning framework for the next fifteen years. It builds on the earlier Issues and Options and Preferred Options reports and sets out the key spatial policies to guide development in the Borough over this period.
- 1.2 Policies allocating individual sites for development are set out in a separate Site Allocations document which is currently being prepared. Detailed development control policies are to be reviewed in a third statutory planning document. This Core Strategy has been published for submission to the Secretary of State and public examination. Once adopted, it will supercede a number of policies in the Council's existing Local Plan (2003), which are set out in Appendix 6 to this document. In the meantime, this document has been approved by the Council for interim development control purposes in the determination of planning applications.

About the Hertsmere Local Development Framework

- 1.3 The LDF for Hertsmere will replace the current Local Plan which was adopted in 2003. It is being prepared under recent legislation, the Planning and Compulsory Purchase Act 2004, which requires the preparation of a portfolio of separate documents containing policies and proposals for the use of land in the Borough over the next decade. Together these documents will be known as the Hertsmere LDF.
- 1.4 The Core Strategy is the key statutory Development Plan Document (DPD) in that it sets out the Council's vision and strategy for the Borough for the next fifteen years. It sets out a variety of overarching policies to guide future development and land-use in the Borough. It also sets the parameters for further policy documents: the Site Allocations and Development Control Policies DPDs, along with supporting Supplementary Planning Documents. Once adopted, the three DPDs will supersede the entire Local Plan.
- 1.5 The Council has published a Local Development Scheme which comprises a detailed timetable and project plan for the preparation and eventual adoption of the three DPDs. The DPDs are being prepared alongside a number of Supplementary Planning Documents which will provide additional detail and guidance in respect of key policies. Table 1 summarises the key documents to be prepared.
- 1.6 The Core Strategy will replace a significant number of existing planning policies in the Hertsmere Local Plan. In due course, the other two DPDs will replace many of the remaining Local Plan policies. However, the adoption of the three DPDs separately and over time, will mean that some Local Plan policies continue to remain in place alongside new DPD policies. The Council will ensure that the status of Local Plan and DPD policies are clearly explained throughout the process of preparing these new policy documents. The Council will also ensure that consultation and participation in the preparation of the DPDs reflects the commitments set out in its Statement of Community Involvement.
- 1.7 The LDF has been prepared using a comprehensive evidence base, derived from research and data compiled in the form of technical background studies. They include research on brownfield land supply, employment land needs, housing needs, flood risk, car parking and open space requirements. These studies are available for inspection at the Civic Offices in Borehamwood and, where practical, have been placed on the Council website.

Table 1. Key documents to be prepared as part of the Hertsmere LDF

Document Title	Brief Description	Status
Core Strategy	Sets out the strategic objectives and spatial strategy for the area for the next 15 years. Key diagram shows relationships to neighbouring areas.	DPD
Site Allocations	Provides site-specific allocations for a range of land uses such as housing, employment, retail, leisure, community uses and urban open spaces.	DPD
Development Control Policies	A suite of generic development control policies, not otherwise covered by other DPDs, which set out the criteria against which planning applications will be considered, e.g. residential amenity, visual impact, nature conservation, highways issues.	DPD
Planning and Design Guide	The guide is required to update current Supplementary Planning Guidance to ensure that policies are implemented in a consistent manner in accordance with principles of good design.	SPD (Adopted)
Affordable Housing	To provide detailed guidance on the application of affordable housing policies.	SPD (Adopted)
Parking Standards	Sets out detailed off-street parking standards for residential and non-residential development, including standards for the mobility, as well as guidance on Travel Plans	SPD (Adopted)
Wildlife Sites and Biodiversity	Details the extent of designated Wildlife Sites and provides guidance for habitat creation and the implementation of the Hertfordshire Biodiversity Action Plan	SPD (Adopted)

What is the Core Strategy?

- 1.8 As a spatial plan, the Core Strategy seeks to facilitate the land use requirements of local communities and service providers, including those set out in the new Hertsmere Together Community Strategy (2006-2020). The Community Strategy was prepared by a range of partners including the Primary Care Trust, Hertfordshire Constabulary, Hertfordshire County Council and Hertsmere Borough Council and recognises that many of the important issues facing the Borough cannot be tackled fully by one single organisation.
- 1.9 The Core Strategy deals with those issues that involve the use of land and the movement of people and access to opportunities. That means that it deals with issues such as where new homes are built, how much land needs to be set-aside for business uses and the amount of off-street parking required for new development. It cannot directly deal with non-spatial issues such as GCSE pass rates or the length of hospital waiting lists but can facilitate the land (and in some limited cases the funding) requirements to help deliver these wider community needs, as reflected in the following key Community Strategy objectives:
1. To create a safer environment
 2. To improve and sustain the quality of Hertsmere's environment
 3. To promote healthier communities and leisure and cultural opportunities
 4. To encourage economic development, lifelong learning, employment and regeneration opportunities
 5. To work towards meeting local housing needs

1.10 Each of these Community Strategy objectives contains a series of separate aims to be implemented through individual action plans. Linkages between those Action Plans and LDF policy areas are set out in Appendix 2. The LDF and its constituent documents are one of the main tools for delivering these action plans and Government Guidance states that the Core Strategy should:

- be made up of a spatial vision and strategic objectives for the area;
- draw on any strategies of the local authority and other organisations that have implications for the development and use of land;
- seek to implement the spatial and transport policies of the Regional Spatial Strategy and incorporate its housing requirement;
- set out broad locations for delivering the housing and other strategic development needs such as employment, retail, leisure, community, essential public services and transport development.

(PPS12, paragraphs 2.9 and 2.10)

1.11 The Core Strategy, which is being submitted to the Secretary of State, will be considered at a public examination and interested parties have a statutory six week period during which formal representations can be made. All representations received will be forwarded to the Planning Inspectorate for consideration at a public examination which will be conducted by an independent Planning Inspector who will test the 'soundness' of the Core Strategy. The tests of soundness are set out in Planning Policy Statement 12 (paragraph 4.24) and include a series of separate tests relating to procedure and consultation, conformity with other relevant documents and the preparation of a sound and credible evidence base. The Inspector's report will be binding on Hertsmere Borough Council and it is hoped that the Core Strategy will be adopted in 2009.

National policy, East of England Plan and other external influences

1.12 It needs to be borne in mind that the preparation of policies for Hertsmere, which reflect local needs and circumstances, must take account of an increasingly wide range of external influences. In particular, the Core Strategy must conform to policies and guidance set nationally and regionally. However the Council considers that some flexibility and discretion is available to enable local requirements to be clearly addressed within the Core Strategy and other DPDs. A more detailed explanation of the national and regional planning policy context as it relates to Hertsmere is set out on pages 8 - 12 of the Issues and Options Report but key requirements include:

National

- The promotion of sustainable development to meet community development needs and the promotion of high quality design
- A proposed reduction in the size of privately developed sites on which affordable housing must be provided, from 25 units to 15 units (PPS3, Housing)
- The allocation of a 'rolling' five year supply of housing sites (PPS3)
- Identification of housing land for a further 10 years, to enable 15 years total supply (PPS3)
- 30 dwellings per hectare (dph) to be used as a national indicative minimum to guide policy development (PPS3, Housing)
- A cap on levels of off-street car parking at new developments (PPG13, Transport)
- Promotion of commercial activity within town centres (PPS6, Retail and Town Centres)

Regional

1.13 The Core Strategy is being prepared to be in general conformity with the Regional Spatial Strategy for the East of England (also known as RSS14 or the East of England Plan), which replaced the Hertfordshire Structure Plan – with the exception of a limited number of Structure Plan policies which have been saved under the provisions of the Planning and Compulsory Purchase Act 2004. A draft Plan was produced by the East of England Regional Assembly, the regional planning body, otherwise known as EERA.

- 1.14 The East of England Plan was adopted in May 2008, following a major public examination into the draft, which was followed by a series of significant changes put forward by the Secretary of State, including increased housebuilding requirements. The finalised Plan seeks:
- A minimum of 5,000 new homes to be built in Hertsmere between 2001 and 2021
 - Housing targets to be treated as minimum figures rather than ceilings which need not be exceeded
 - A number of substantial green belt reviews in Hertfordshire resulting in the growth of the former new towns including Stevenage, Hemel Hempstead, Hatfield and possibly St Albans
 - A sustainable relationship between jobs, homes and services with development focused in or adjacent to major urban areas
 - A jobs growth 'indicative target' for Hertfordshire of 68,000 jobs
 - 35% of overall housing supply in the form of affordable and primarily social rented housing
 - 10% of energy requirements to be met through on-site provision on larger developments
 - A sequential approach to locating new development based on a hierarchy of differently sized settlements
 - The location of major new retail development in larger centres, outside of the Borough, including Watford, St Albans and Hemel Hempstead
- 1.15 The level of jobs growth proposed for the seven London Arc districts in Hertfordshire has changed several times - from 55,800 new jobs in the draft Plan to 63,000 jobs in the Panel Report to 50,000 jobs in the Secretary of State's proposed changes. The final jobs growth figure of 68,000 for Hertfordshire in the East of England Plan does not contain a breakdown for the London Arc districts but the technical studies from which the target was derived, include the total of 50,000 jobs previously incorporated into the Secretary of State's proposed changes. An employment land review, commissioned by the Council and considered later in this document, made land requirement forecasts on the basis of the original jobs forecasts in the draft Plan.
- 1.16 A single alteration of the RSS, relating to Gypsies and Travellers, was also started in 2007 by EERA. The timing of this alteration is such that its outcome is unlikely to be concluded until after the Core Strategy has been submitted to the Secretary of State. On this basis, the Council would commit to an early alteration of its adopted Core Strategy, should there be issues of general conformity with the alteration to the East of England Plan.

Other external influences

- 1.17 The strategies, plans and programmes of local stakeholders are of particular importance in preparing the Core Strategy. A number of these have potential land use implications and constraints and as a starting point, it is important to ensure that policies in the Core Strategy and other DPDs are consistent with the delivery of stakeholder priorities. Areas of potential conflict with local and national planning requirements need to be identified at an early stage so that the Council's spatial planning framework for the next 15 years is able to facilitate the delivery of other service priorities. The key priorities identified are set out in Table 2.
- 1.18 The Hertfordshire Local Area Agreement is a three-year agreement which builds on the County-wide Community Strategy, Hertfordshire 2021: A Bright Future. The Local Area Agreement sets out local service priorities across the county, through strengthened partnership working within the various Local Strategic Partnerships. These partnerships include Hertsmere Together, the Hertsmere Local Strategic Partnership which is made up of Hertsmere Borough Council, the police and health services, together with a number of agencies and voluntary and community organisations.
- 1.19 The latest agreement consists of a number of targets aimed at improving the quality of life for Hertfordshire residents and runs from April 2008 to March 2011. Targets are spread across six themed areas although the financial rewards for meeting them have been significantly reduced when compared to the previous Local Area Agreements. A number of these targets are considered to have direct or indirect land use implications.

It will be important to ensure that the Core Strategy, wherever possible, helps to achieve those targets with land use implications. A summary of Local Area Agreement targets with land use implications is set out in Appendix 5.

- 1.20 Traffic growth in the Borough is projected to increase by 22% by 2021¹ and the Core Strategy must also take account of the new Hertfordshire Local Transport Plan (2006/7 – 2010/11) and its associated documents: an Accessibility Strategy, Bus Strategy, Rail Strategy and Rights of Way Improvement Plan. The Local Transport Plan sets out measures for improving transport across the county, including road safety and congestion reduction. A limited number of major schemes are proposed in Hertfordshire although none of these are actually located within the Borough. However, the Core Strategy must take account of a range of Local Transport Plan priorities including:

- a reliable and free-flowing road network;
- reliable, flexible and convenient bus services;
- making walking and cycling a real alternative for local trips;
- greater use of workplace and school travel plans;
- efficient, safer and cleaner means of local goods distribution;
- overcoming barriers to accessing services;
- progressing rights of way improvement planning; and
- minimum service frequencies for local rail services

(Hertfordshire's Local Transport Plan 2006/7 – 2010/11, pages 18 – 21)

A more detailed description of the issues as they affect Hertsmere is set out in Appendix 1.

- 1.21 Hertsmere adjoins several other local authorities, sharing boundaries with Welwyn Hatfield, Watford, St Albans and Three Rivers in Hertfordshire and Barnet, Enfield and Harrow in London. The Core Strategy must take account of planned developments in these neighbouring authorities and key issues such as traffic congestion, water supply and the viability of nearby town centres. A more detailed description of the issues in neighbouring authorities relating to Hertsmere is set out in Appendix 3. Many of these external influences are being considered through the Sustainability Appraisal of the Core Strategy, a separate technical report, whose purpose is described in later in this section.

¹ Source: Derived from TEMPRO (database version 1.6 updated August 2005), Department for Transport

Table 2. Spatial implications of other plans, strategies and programmes

	Relevant outcomes and actions	Spatial implication	Sustainability Implications	LDF Policy themes
Hertfordshire County Council School Organisation Plan (2003 - 2008)	<ul style="list-style-type: none"> • Predicted 25% surplus of primary school places in Potters Bar • Closure of Sunny Bank Primary School in 2008 • Predicted 0.4% shortfall of primary school places in Radlett • Review of primary school places required in Radlett 	<ul style="list-style-type: none"> • Potential disposal of school land in Potters Bar • Limited potential capacity of Radlett to accommodate residential development with high child yield • Possible need for additional land / buildings for schools in Radlett 	<p>Sustainability objectives relating to educational achievement, access to services and reduction of social exclusion.</p>	<p>Building Sustainable Communities</p> <ul style="list-style-type: none"> • Policy CS17 (Key Community Facilities) • Policy CS18 (Securing mixed use development)
Hertfordshire County Council Children and Young People's Plan 2006-2009	<ul style="list-style-type: none"> • Promotion of healthy lifestyles and development of primary care intervention • Protection from dangers of drug and alcohol misuse • Reduce number of children with learning needs placed out of County • Reduce anti-social behaviour • Reduce road traffic accidents • Raise quality of early years, childcare and play provision • Increase number of children's centres • Develop training initiatives and collaborative arrangements between education and employment sectors • Reduce number of young people who are homeless 	<ul style="list-style-type: none"> • Sufficient land and buildings required for healthcare and special-needs education • Controls over number and concentration of establishments selling alcohol • Training and funding for training through s106 agreements on employment / retail / community development • Increasing supply of affordable housing for concealed households • Reduce traffic and trip generation around sites attracting large numbers of children 	<p>Sustainability objectives relating to educational achievement and training, access to services, reduction of social exclusion, crime reduction and prevention, affordability of housing and health improvement.</p>	<p>Building Sustainable Communities</p> <ul style="list-style-type: none"> • Policy CS17 (Key Community Facilities) • Policy CS18 (Securing mixed use development) <p>Housing</p> <ul style="list-style-type: none"> • Policy CS4 (Affordable Housing) • Policy CS5 (Affordable Housing in rural areas on exception sites) <p>Transport</p> <ul style="list-style-type: none"> • Policy CS21 (Development and Accessibility)
Hertfordshire County Council Adult Care Services Additional Care Home Capacity for 2010	<ul style="list-style-type: none"> • Encourage providers to develop nursing care in Hertsmere, particularly in Potters Bar • No direct intervention by Adult Care Services presently recommended in Hertsmere 	<ul style="list-style-type: none"> • Land and buildings required for more nursing homes • Pressure to redevelop and convert existing family housing 	<p>Sustainability objectives relating to access to services, health improvement and efficient use of previously developed land.</p>	<p>Building Sustainable Communities</p> <ul style="list-style-type: none"> • Policy CS17 (Key Community Facilities)
Hertsmere Crime and Disorder Reduction Partnership Hertsmere Crime and Disorder Reduction Strategy 2005 - 2008	<ul style="list-style-type: none"> • Reduce burglary • Reduce anti-social behaviour • Reduce alcohol-related disorder • Reduce fear of crime • Keeping young people safe and out of trouble • Monitoring disturbance at licensed premises • Increase number of pubwatch schemes • Improve use of CCTV and signage for CCTV and alcohol free zones • Improved street lighting 	<ul style="list-style-type: none"> • Safer and more secure development required, including promotion of 'secure by design' • Controls over number and concentration of establishments selling alcohol • S106 agreements to fund CCTV and improved street lighting • A balanced evening economy providing a range of outlets for young people 	<p>Sustainability objectives relating to crime prevention and reduction.</p>	<p>Strategic Spatial Policy</p> <ul style="list-style-type: none"> • Policy SP1 (Creating Sustainable Development) <p>Town Centres and Shopping</p> <ul style="list-style-type: none"> • Policy CS27 (Safe and Attractive Evening Economy)
Hertsmere Borough Council Keep smiling: A cultural and leisure strategy for Hertsmere 2007 - 2010	<ul style="list-style-type: none"> • Supporting the development of additional school holiday and term time activities • Developing floodlit facilities at the multi-use games area in Meadow Park, Borehamwood • Establishing a youth council network that covers the whole Borough • Supporting the extended schools initiatives across the Borough by coordinating the running of Hertsmere's Children's Trust Partnership • Reduction in anti-social behaviour • Improvement in community safety 	<ul style="list-style-type: none"> • Need for flexible planning policies to allow for multi-use of school and other community facilities • S106 agreements to fund improvements at Meadow Park • S106 agreements to fund CCTV 	<p>Sustainability objectives relating to educational achievement, reducing poverty and social exclusion, health improvement and crime reduction and prevention.</p>	<p>Building Sustainable Communities</p> <ul style="list-style-type: none"> • Policy CS17 (Key Community Facilities) • Policy CS18 (Securing mixed use development) <p>Strategic Spatial Policy</p> <ul style="list-style-type: none"> • Policy SP1 (Creating Sustainable Development)
Hertfordshire County Council Supporting People Strategy: 2005 - 2010	<ul style="list-style-type: none"> • Identify client groups and geographic areas with a need for housing-related support • 28 units for older people with support needs in Hertsmere 	<ul style="list-style-type: none"> • Geographic requirements will inform site-specific policies including requirements for mixed-use and mixed-tenure housing 	<p>Sustainability objectives relating to quality and affordability of housing, health improvement and reducing social exclusion.</p>	<p>Housing</p> <ul style="list-style-type: none"> • Policy CS7 (Housing mix) • Site Allocations DPD

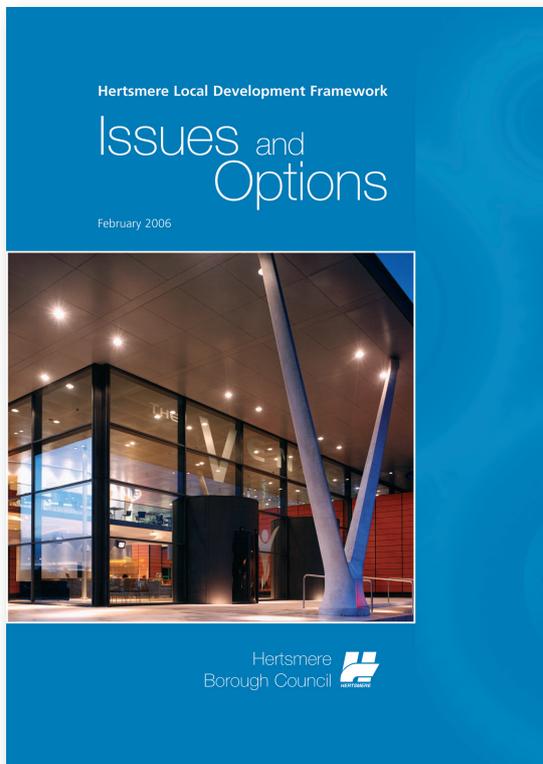
Table 2. Spatial implications of other plans, strategies and programmes (cont)

	Relevant outcomes and actions	Spatial implication	Sustainability Implications	LDF Policy themes
Hertfordshire Constabulary Hertfordshire Policing Plan 2008 – 2011	<ul style="list-style-type: none"> Reduce total crime including serious violent crime Reduce anti-social behaviour and disorder including issues relating to alcohol and licensing Improve safety on our roads 	<ul style="list-style-type: none"> Safer and more secure development required, including promotion of 'secure by design' Controls over number and concentration of establishments selling alcohol S106 agreements to fund policing generally and CCTV and improved street lighting specifically A balanced evening economy providing a range of outlets for young people Rejecting new development which fails to address road safety issues 	<p>Sustainability objectives relating to crime reduction and prevention, enhancement of town centres and health improvement.</p>	<p>Strategic Spatial Policy</p> <ul style="list-style-type: none"> Policy SP1 (Creating Sustainable Development) <p>Town Centres and Shopping</p> <ul style="list-style-type: none"> Policy CS27 (Safe and Attractive Evening Economy) <p>Transport and Parking</p> <ul style="list-style-type: none"> Policy CS21 (Development and Accessibility to services and employment)
East of England Development Agency Investing in Communities in Hertfordshire Development Agency	<ul style="list-style-type: none"> To improve learning provision for target areas and groups, at local level Partnership development and harnessing of mainstream funding, to address social and economic deprivation Cowley Hill ward identified as one of three priority renewal areas in Hertfordshire 	<ul style="list-style-type: none"> Focus S106 training opportunities on Cowley Hill ward Protect and promote small business accommodation in and around Cowley Hill 	<p>Sustainability objectives relating to educational achievement and training and reducing social exclusion and providing a prosperous and balanced economy.</p>	<p>Employment and the Economy</p> <ul style="list-style-type: none"> Policy CS9 (Local Significant Employment Sites) <p>Building Sustainable Communities</p> <ul style="list-style-type: none"> Policy CS19 (Standard Charge and other Planning Obligations)
Hertfordshire County Council Community Strategy Hertfordshire 2021: A Brighter Future	<ul style="list-style-type: none"> Support growth and retention of existing business Reduce crime and fear of crime Develop sense of pride in communities and encourage them to have greater part in decision making Improve care provision for ageing population Improve access to healthcare and opportunities for physical activity Increase affordable housing provision Improve journey times and east to west travel Improve public transport Avoid merging of settlements by protecting green belt Enhancing quality and distinctiveness of town centres Ensure development of sustainable communities 	<ul style="list-style-type: none"> Land and buildings needed for care facilities for the elderly, healthcare facilities and recreation Policies to support growth and retention of existing businesses Increase provision of affordable housing in certain developments Land and resources needed to allow greater east to west travel Emphasis on development in existing urban areas rather than green belt Character assessment of town centres may be necessary 	<p>Sustainability objectives relating to access to services, health improvement, enhancement of town centres, crime prevention and reduction, affordable housing and transport.</p>	<p>Strategic Spatial Policy</p> <ul style="list-style-type: none"> Policy SP1 (Creating Sustainable Development) <p>Housing</p> <ul style="list-style-type: none"> Policy CS4 (Affordable Housing) <p>Employment and the Economy</p> <ul style="list-style-type: none"> Policy CS8 (Scale and distribution of employment land) <p>Open land and the Environment</p> <ul style="list-style-type: none"> Policy CS14 (Promoting recreational access to open spaces and the countryside) <p>Building Sustainable Communities</p> <ul style="list-style-type: none"> Policy CS17 (Key Community Facilities) Policy CS21 (Development and accessibility to services and employment) <p>Transport and Parking</p> <ul style="list-style-type: none"> Policy CS23 (Promoting alternatives to the car) <p>Town Centres and Shopping</p> <ul style="list-style-type: none"> Policy CS27 (Safe and Attractive Evening Economy)
Hertsmere Borough Council Housing Strategy 2008- 2013 (Draft October 2008)	<ul style="list-style-type: none"> Maximising the delivery of new affordable homes Creating a socially inclusive sustainable community Meeting the needs of vulnerable groups such as the elderly and gypsies and travellers 	<ul style="list-style-type: none"> Increase provision of affordable housing in certain developments Utilise s106 agreements to provide for affordable housing Land and buildings needed for care facilities for vulnerable groups Land needed for additional gypsy and traveller pitches 	<p>Sustainability objectives relating to quality and affordability of housing and reducing social exclusion.</p>	<p>Strategic Spatial Policy</p> <ul style="list-style-type: none"> Policy SP1 (Creating Sustainable Development) <p>Housing</p> <ul style="list-style-type: none"> Policy CS4 (Affordable Housing) Policy CS5 (Affordable Housing in rural areas on "Exception" sites) Policy CS6 (Gypsy and Traveller sites)

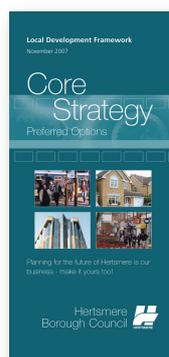
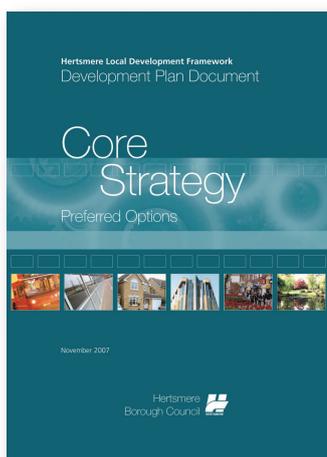
Community and Stakeholder Participation

- 1.22 Community engagement is vitally important to the LDF and the Council has already conducted extensive consultation and encouraged participation on issues relating to the future of the Borough, in accordance with the commitments contained within the Council's Statement of Community Involvement. The Statement of Community Involvement significantly exceeds the minimum requirements of the Local Development Regulations and was adopted by the Council in September 2006.
- 1.23 In 2005 an initial questionnaire was sent to all households in Hertsmere to gauge opinion on key issues as well as providing the opportunity for householders to be included on the LDF mailing list for future consultation. Almost 1,000 responses were received, identifying several issues as residents' priorities:
- protection of the Green Belt;
 - protection of open space in towns;
 - protection of local shopping facilities;
 - protection of wildlife and habitats;
 - reduction of traffic congestion; and
 - protection of listed buildings / conservation areas
- 1.24 The Council recognises the importance of these priorities and the responses received informed more extensive community and stakeholder consultation which took place between February and April 2006. A comprehensive Issues and Options report and summary booklet was published setting out the planning issues and associated policy options across the following key land use themes: housing; building sustainable communities; open space and the environment; the economy; transport and parking, and town centres and shopping.

Issues and Options report and summary booklet, February 2006



- 1.25 The Issues and Options report was distributed to approximately 1,500 statutory and non-statutory organisations, businesses, developers and interest groups, along with those householders on the LDF mailing list. Four public meetings were held across the Borough, together with a weekend drop-in session in Borehamwood and a stakeholder event aimed at members of Hertsmere Together and other important local groups. Meetings were also held with local Town and Parish Councils and there was considerable local press coverage. Over 200 written responses were received which together with the feedback provided at the events have provided the Council with a clear understanding of stakeholder priorities. Follow-up meetings and site visits relating to written responses have taken place and the responses received heavily influenced the content of the Preferred Options Document. The key findings of the consultation undertaken in early 2006 are set out in Table 3; a detailed summary of the consultation undertaken to date has been prepared separately.
- 1.26 The publication of the Preferred Options for the Core Strategy in December 2007 provided an important opportunity for stakeholders to consider more detailed spatial options for the Borough. The Preferred Options report was distributed to a large number of statutory and non-statutory organizations, businesses, developers and interest groups with a summary leaflet sent to several thousand households on the LDF mailing list. Drop-in sessions were held across the Borough and approximately 100 submissions were received making in excess of 600 separate comments. The key findings of the consultation are set out in a separate report which can be viewed on the Council website. A detailed summary of all the representations made has been prepared separately.



Sustainability and alternative options

- 1.27 A Sustainability Appraisal of the Core Strategy has been prepared to test whether the policies being considered were consistent with the Council's sustainability objectives. These objectives consider a range of important social, economic and environmental issues which need to be met if the Hertsmere LDF is to be regarded as genuinely sustainable, as well as consistent with the wider aims of the Council's Community Strategy. The sustainability objectives are set out in full in Appendix 4 to this document.
- 1.28 The Appraisal incorporates the requirements of the EU Strategic Environmental Assessment Directive and Habitats Directive and the recommendations put forward resulted in amendments to a large number of the policies and the inclusion of additional policies on sustainability and design. The changes are highlighted in the Appraisal which has been published alongside this document.
- 1.29 The appraisal process has guided the Council's assessment of different policy options alongside its consideration of whether emerging options were consistent with the national policy, regional policy (including relevant Structure Plan areas), the Community Strategy and the findings of public consultation. Options were considered within a range of policy themes from which the spatial policies in this document have been developed. These are set out in the Sustainability Appraisal Report.

Table 3. Summary of responses received to LDF Issues and Options consultation, February to April 2006

Key Issue	Main conclusion	Other key points raised
Location of new housing	Additional land for housing should come from surplus employment land rather than green belt or allotments	<ul style="list-style-type: none"> • Regional Housebuilding targets should be challenged • Supporting infrastructure / facilities must be considered • Area is already at capacity in terms of housing • Removing employment opportunities increases travel to work requirements
Affordable housing	No specific consensus except on continued promotion of rural exceptions policy	<ul style="list-style-type: none"> • More onerous requirements could make some brownfield sites unviable • Affordable housing needs to be properly integrated into new developments • Different policies could apply to different parts of the Borough
Mix of new housing	New housing should reflect locally identified need and demand although any prescribed mix of housing types within new developments not supported by housebuilders	<ul style="list-style-type: none"> • More accessible / lifetime homes are needed • Scarcity of land justified greater prescription over housing mix • Mixes should not be prescribed on smaller sites
Density and scale of new housebuilding	Design and scale of new housebuilding should be considered on a site by site basis	<ul style="list-style-type: none"> • Ruling out developments at over 50 homes per hectare would place significant pressure on the Green Belt • Densities should not lead to inadequate amount of green space pro-rata
Intensification of existing residential areas	A limit on the amount of large residential plots redeveloped to provide smaller houses or flats	<ul style="list-style-type: none"> • Different policies could apply to different parts of the Borough • Avoid classifying garden land as brownfield land • Conversion of surplus offices should be permitted at the same time
Gypsies and Travellers	Rather than make additional provision through new / extended sites, maintain current approach where need for new sites must be demonstrated and new sites assessed against various criteria-	<ul style="list-style-type: none"> • Part of large housing sites could be allocated for traveller requirements, in same way as social rented housing
Scale of new development	(1) Scale of development should be focused on Borehamwood, Pottery Bar, Bushey and Radlett (in that order) and (2) proportionate to size / scale of town	<ul style="list-style-type: none"> • Sufficient flexibility must be retained for windfall development • There is already sufficient speculative office development in place
Community facilities and mixed use development	(1) Large development sites should provide a variety of facilities and (2) a tariff should be placed on smaller schemes	<ul style="list-style-type: none"> • Impact of a tariff on viability of scheme needs to be assessed • Facilities rather than payments-in-lieu are the priority
Status of the Green Belt	No specific consensus on the status of safeguarded sites with differing views from developers and the local community	<ul style="list-style-type: none"> • Until Urban Capacity Study findings are known, it is not possible to determine status of the Green Belt
Status of the Green Belt	No specific consensus on how best to protect the Green Belt given wish to develop some sites from some respondents	<ul style="list-style-type: none"> • Surplus Employment land should be used instead of Green Belt land for housing
Land use and diversification in the countryside	No specific consensus	<ul style="list-style-type: none"> • More rural recreational facilities needed if higher density development is considered elsewhere • Increased rural access is not an acceptable trade-off for inappropriate Green Belt development • Rigid controls on the use of surplus agricultural land could shift burden of maintaining the environment to public sector

Table 3. Summary of responses received to LDF Issues and Options consultation, February to April 2006 (cont)

Key Issue	Main conclusion	Other key points raised
Renewable energy	(1) Greater emphasis on energy requirements of new development and (2) the provision of more renewable energy (with general exception of windfarms)	<ul style="list-style-type: none"> • Steps are required to ensure energy efficiency measures are actually implemented • No need to overlap with Building Regulations • Impact on financial viability of schemes must be considered
No specific consensus except on promotion of film and TV studios by relaxing some planning controls	<ul style="list-style-type: none"> • Release of employment land could be unsustainable, forcing local residents to have to travel further to work and increasing carbon emissions • Greater flexibility for acceptable uses, including hotels / conferencing, within employment areas 	Transport and Parking
Encourage the use of alternative modes where possible, acknowledging need for private car use elsewhere	<ul style="list-style-type: none"> • Address inefficient land-take by car parking, by requiring underground and shared car parks • Increased car parking at stations should be sought • Consider car-free housing schemes in the right location 	Town Centres and Shopping
Greater protection of town and neighbourhood centre shopping facilities	<ul style="list-style-type: none"> • Incorporate measures suggested by New Economics Foundation report to prevent over-dominance of national chains • More facilities for younger people, particularly in the evenings • Crime and disorder issues require greater consideration 	

Source: Hertsmere BC analysis of LDF Issues and Options responses received February to April 2006

2. Spatial Vision and Development Strategy

Spatial Portrait

- 2.1 Hertsmere is a largely rural Borough in Hertfordshire, situated immediately to the north of London and in the southwest of the East of England Region. 80% of the 38 square mile Borough is Green Belt land, with the four main settlements of Borehamwood, Bushey, Potters Bar and Radlett constituting the only urbanised areas - though substantial recent development in previously developed land (the former hospital site) the Green Belt has meant that the village of Shenley has taken on a more suburban character. The majority of the Borough's 97,000 residents live in these settlements, whilst most of the remainder live in a number of villages across the district.
- 2.2 As a Borough, Hertsmere cannot be defined as having a single identity. When Hertsmere was formed in 1974 it combined parts of the Bushey Urban District and the Potters Bar Urban District with the Elstree Rural District and a section of the Watford Rural District. As a result of this, a number of separate identities can be found. For example Bushey tends to have stronger links with Watford than Hertsmere's other settlements, and Potters Bar is physically quite separate from other settlements in the Borough. Factors such as these shape the distinct characters of the different areas in Hertsmere.
- 2.3 Hertsmere is well connected to London and the rest of the country. The M25 and M1 motorways and the A1 all run through the Borough, which is also serviced by main line rail services stopping at Potters Bar, Radlett and Borehamwood. However, some problems are caused by road links being better than access to public transport, particularly in terms of east to west transportation, which is reflected in high levels of car ownership and traffic congestion.

Hertsmere's Residents and their Standard of Living

- 2.4 The current population of 97,000 is expected to grow to 103,000 in 2021. Within this the proportion of pensioners is expected to rise, whilst the proportion of those aged between 25 and 44 is expected to fall.²
- 2.5 The Borough is not as diverse as its neighbouring areas of Watford and North London, but it is more so than most other parts of Hertfordshire. In Hertsmere around eighty two per cent of the population are white British, compared to the figure of just under eighty nine percent for Hertfordshire as a whole.³ One notable feature of Hertsmere is its relatively large Jewish population which has integrated well into the local community and which comprises 12% of the local population. There is also a growing south Asian community, making up almost 5% of the population. Levels of deprivation amongst minority groups are low when compared to many urban areas.
- 2.6 Hertsmere is generally prosperous and parts of the Borough are amongst the most affluent areas in the country. As a result life expectancy is good and house prices are well above the national average. However, there are some pockets of deprivation; Cowley Hill Ward in Borehamwood is one of the most deprived in Hertfordshire and the Council has recently secured funding through the East of England Development Agency for this ward as part of the Investing in Communities programme to:
- raise skill levels
 - remove barriers to employment; and
 - stimulate enterprise
- 2.7 Although the increase in crime rates for household burglary and vehicle crime have been above the average rate for the Region in some years⁴ and fear of crime remains an issue, recorded crime is not at a high level in Hertsmere.

² Source: ONS Mid-Year Estimates (2001-2207)

³ Source: ONS Resident Population Estimates by Ethnic Group (2005)

⁴ Source: Hertsmere Issues and Options report (2006)

- 2.8 The Borough has a number of sports facilities and clubs, with town museums in Bushey, Borehamwood, and Potters Bar, along with other leisure and cultural facilities. The new leisure centres in Borehamwood and Bushey are particularly popular and attract many visitors from outside of the Borough, as does Aldenham Country Park.

Services in Hertsmere

- 2.9 In Hertfordshire, there are several levels of local government. Below the East of England Regional Assembly, Hertfordshire County Council is the highest countywide tier with responsibilities including education, highways, waste disposal and social services. Hertsmere Borough Council provides most other services, including planning, parks, environmental health and waste collection. In addition to this an additional tier covers some parts of the Borough: Aldenham, Shenley, South Mimms and Ridge Parish Councils and Elstree and Borehamwood Town Council provide some very local services for small areas. Proposals to establish a parish council in Potters Bar were rejected at a local referendum in 2008.
- 2.10 Police and Fire and Rescue services are provided by countywide organisations, whilst a West Hertfordshire Primary Care Trust provides health services. Leisure services are provided by Hertsmere Leisure, which manages facilities owned by Hertsmere Borough Council and Hertfordshire County Council.
- 2.11 Some services in Hertsmere are also owned and operated on a private basis. For example, there are a particularly high number of faith schools and private schools. These schools draw upon a wider catchment than many of the schools provided through Hertfordshire County Council.
- 2.12 The Council's Local Strategic Partnership, Hertsmere Together, does work to form partnerships between the range of service providers although there are recognised to be challenges when such a wide range of organisations are responsible for service delivery in a single locality.

Hertsmere's Economy

- 2.13 Hertsmere has a good number of jobs and in 2008 the level of unemployment stood at 3.9%. The knowledge-based sector is particularly strong and, although a number of major employers have chosen to locate in the Borough, Hertsmere has a high concentration of small business and entrepreneurs.⁵ An active film and television industry also exists around Borehamwood. However, the Borough is a net exporter of labour - with 37% of the resident workforce commuting to London. This is due to the pull of London and regional centres such as Hemel Hempstead.
- 2.14 The national and international economic downturn has affected Hertsmere and the unemployment rate, although low by national standards, has increased from just 2% in 2005. The withdrawal of Bradford and Bingley from Borehamwood, in 2008, with the loss of over 300 jobs, demonstrated that the Borough is not immune from wider economic difficulties being experienced despite the relative buoyancy of the local economy.
- 2.15 The Borough has a number of retail centres. The most important and active being Borehamwood and Darkes Lane, Potters Bar, whilst Radlett and Bushey Heath are characterised by their specialist retail outlets. The main competition for these retail centres comes from Brent Cross, the Watford Harlequin Centre, Hatfield Galleria and London Colney retail park alongside town centres in neighbouring districts. The attraction of bigger centres has meant that prestigious non-food multiples are poorly represented in Hertsmere.

Hertsmere's Heritage and Environment

- 2.16 80% of the Borough is Green Belt and the Council attaches importance to the protection of this open land. The majority of the Borough is located within the Watling Chase Community Forest and despite its proximity to London, there is a predominantly rural character to much of the Borough. Other natural assets include Sites of Special Scientific Interest, Nature Reserves, Wildlife and Protected Species Sites, and a historic park at Wrotham Park, south of Potters Bar.

⁵ Source: Central Hertfordshire Employment Land Review (2006)

- 2.17 Other localities in the Borough also feature historically and architecturally important areas and buildings. Hertsmere has over 330 listed buildings or structures, 15 Conservation Areas and four Scheduled Ancient Monuments. This historic fabric contributes to the character of the Borough's towns and villages. A new local list contains over 350 properties of locally important buildings.
- 2.18 Borehamwood, Hertsmere's principal town, has an historic association with film and television production going back to the early part of the twentieth century. At one time there were six major studios located in and around the town, and the production of films such as Stars Wars and the first three Indiana Jones films still acts as a source of pride. Currently there are three studios in Borehamwood, each still active in production for film and television, although the BBC has indicated that it may seek to dispose of its studios in around 2014 as part of its corporate property review across the United Kingdom.

Spatial Vision

- 2.19 The Core Strategy and other constituent documents of the LDF aim to improve the overall quality of life for Hertsmere residents in a way which will benefit existing and future generations. A sustainable approach to social, economic and environmental issues must be at the centre of the Core Strategy, reflecting the objectives of the national strategy for sustainable development, as set out in the government's Planning Policy Statement 1 (Delivering Sustainable Development):
 - 1. Social Progress which recognises the needs of everyone;
 - 2. Effective protection of the environment;
 - 3. Prudent use of natural resources; and
 - 4. Maintenance of high and stable levels of economic growth
- 2.20 The Hertsmere Together Community Strategy sets out the vision for the Borough until 2020. The Core Strategy's spatial vision will give direction to the development and infrastructure needed to deliver the objectives of the Community Strategy over the next decade and beyond.

Table 4. LDF Core Strategy Spatial Vision

The vision for Hertsmere is for the delivery of a high quality, accessible, safe and economically viable environment to be achieved through a commitment to the principles of sustainable development. This will build on the existing qualities of the local area and by the mid 2020s, the Hertsmere LDF will have helped deliver the objectives of the Hertsmere Community Strategy by providing a planning framework for:

- an attractive townscape and the protection of the rural environment;
- meeting a range of local housing needs;
- a safer environment;
- providing health, education, leisure and other community facilities; and
- improving economic development, training and employment opportunities

Over the next 15 years, future development across the Borough will reflect the fact that Hertsmere is made up of very distinct communities – both geographically, economically and demographically – with close inter-relationships to London, Watford and other nearby centres of population. The high degree of mobility and levels of in and out-commuting will reinforce the need to improve both public transport patronage and capacity and locate new development in accessible locations. Steps will be taken to ensure that sufficient land is made available to meet the different housing needs of the local population and for a range of business accommodation and local services, facilitating a more sustainable pattern of development. Recognising the distinct development needs and local constraints of the four key settlements of Borehamwood, Potters Bar, Bushey and Radlett together with those of other communities, will remain a priority.

LDF Core Strategy Objectives

- 2.21 The Core Strategy objectives were first proposed in the LDF Issues and Options report but have been refined to support the Spatial Vision and are set out below. The development required in each local area will be planned in a sustainable way which ensures quality of life for those living and working in all locations, while ensuring that the Borough as a whole makes a significant contribution to local housing needs and the prosperity of the wider region. This means recognising both the potential and the limits of built-up areas to accommodate new development.

Table 5. LDF Core Strategy Objectives

1. To provide the spatial policies necessary to deliver the land use requirements of the Hertsmere Together Community Strategy.
2. To protect the Green Belt and its role in preventing urban sprawl and the coalescence of towns.
3. To maintain an adequate supply of suitable land, focused on brownfield sites within the principal towns, to accommodate expected development needs and supporting community infrastructure arising from growth requirements in the East of England Plan.
4. To work towards meeting the community's need for Affordable Housing.
5. To address issues arising from climate change and flooding and to take advantage of water and other natural resources responsibly.
6. To improve environmental and streetscape quality in town centres and protect and enhance the built heritage of Hertsmere.
7. To protect and enhance the environment in Hertsmere by addressing local causes and impacts of pollution.
8. To raise levels of access by seeking development in locations not dependent on access by car and by requiring the provision of physically accessible transport interchanges and other buildings.
9. To promote safe and healthy communities, respecting the diverse needs of the whole Borough.
10. To support businesses of all sizes and to help promote local skills, focusing on areas of deprivation, education and training.
11. To provide a planning framework which promotes sustainable and competitive economic performance, in support of regional jobs growth requirements.
12. To safeguard and enhance the role of the town and district centres in Hertsmere, steering commercial developments which attract a large number of people toward the most accessible locations.
13. To protect and enhance local biodiversity.
14. To secure efficient land use through well-designed development reflecting the size, pattern and character of settlements in Hertsmere.
15. To promote rural diversification and through the Watling Chase Greenways Strategy, sustainable access to the wider countryside.

2.22 The Spatial Vision and Core Strategy Objectives have guided the development of more detailed, spatial objectives for the different settlements in the Borough. These settlement objectives have also been influenced by the spatial implications of other plans, strategies and programmes, as set out in Table 2 of this document.

Table 6. Spatial objectives by settlement

Borehamwood:

- Manage housing availability and affordability;
- Tackle deprivation in and around the Cowley Hill ward including the enhancement of training opportunities;
- Reduce shop vacancies and improving the local environment and streetscape along Shenley Road and at Leeming Road;
- Improve community facilities and addressing the absence of any public square within Borehamwood town centre;
- Address localised anti-social behaviour problems;
- Address environmental quality and physical accessibility at Borehamwood Station and enhancing its role as a key transport node;
- Reduce traffic congestion in and around the town;
- Provide more play areas and facilities for young people;
- Continue to promote the role of film and television production in the town;
- Facilitate the renewal of the Elstree Way Corridor to reinforce a local sense of place, providing a range of housing, employment, community and cultural facilities; and
- Protect employment and industry in the town

Potters Bar:

- Manage housing availability and affordability;
- Enhance the station forecourt and other approaches to the station;
- Address the poor environment in and around the bus garage;
- Address the decline of the High Street;
- Address localised anti-social behaviour problems;
- Provide more play areas and facilities for young people;
- Reduce congestion including traffic caused by the diversion of vehicles from the M25;
- Develop the range of evening activities in the town centre for younger people;
- Roll out town centre environmental improvements beyond Darkes Lane; and
- Protect employment and industry in the town

Bushey:

- Manage housing availability and affordability;
- Absorb the impact of housing growth on local services;
- Maintain and improve public transport and non-motorised links towards destinations outside of the Borough including Bushey and Watford Junction stations;
- Provide more play areas and facilities for young people;
- Protect the viability and vitality of local shopping, including measures to promote Bushey High Street;
- Address parking problems specific to Bushey Village and Bushey Heath
- Tackle traffic congestion on Aldenham Road and other roads leading up to Hartspring roundabout; and
- Protect employment and industry in the town
- Protect and promote local artistic heritage

Radlett:

- Improve physical accessibility at Radlett Station;
- Protect the viability and vitality of local shopping;
- Maintain the character of the town, particularly around the fringe;
- Provide more play areas and facilities for young people;
- Work with the Parish Council to produce a Parish Plan; and
- Maintain and expand key public community services in the town

Shenley:

- Maintain and enhance existing local services;
- Provide more play areas and facilities for young people
- Address localised anti-social behaviour problems;
- Address local housing affordability;
- Work with the Parish Council to implement the Shenley Parish Plan; and
- Working with Shenley Park Trust to provide enhanced visitor facilities for Shenley Park

Other settlements

- Protect existing key community facilities and services
- Protecting the character and appearance of villages

Distribution of development

- 2.23 The hierarchy of settlements within the Borough will reflect the established structure of local communities, as set out in Table 7, recognising that the scale of new development must reflect local character and capacity, including accessibility to public transport and local services.
- 2.24 Borehamwood and Potters Bar will remain the two largest centres of employment in the Borough where many homes, jobs and services are located. The Council's Urban Capacity Study⁶ has identified sufficient brownfield land available across the Borough to accommodate more than 90% of the required government housing target of 5,000 new homes between 2001 and 2021. However, this will need to be achieved through the larger settlements accommodating a share of the required development proportionate to their capacity and:
- the redevelopment of some vacant or potentially vacant employment land;
 - accepting some housebuilding in existing residential areas at higher densities⁷; and
 - accepting some housebuilding within existing residential areas with an average of 1.5 parking spaces for new 1, 2 and 3 bedroom flats and houses⁸.
- 2.25 In particular, suitable brownfield sites in Borehamwood and Potters Bar will deliver a significant proportion of the required affordable and market housing, including any limited release of land presently allocated for employment and other purposes. Suitable brownfield sites will also need to be identified in Bushey for new market and affordable housing. On this basis, Borehamwood, Potters Bar and Bushey have been identified as Strategic Housing Locations, commensurate with their position within the Borough settlement hierarchy in Table 7 and the likelihood of brownfield development sites coming forward for development. Guided by the Council's own projections of where housing capacity exists in the Borough (see Table 10) and the existing ratio in size between the three towns⁹, no more than 50% of new housing during the period 2001 to 2021 will be developed in Borehamwood. In addition, up to 30% of new housing will be provided in Potters Bar, up to 30% will be provided in Bushey and up to 15% will be provided in Radlett and other suitable locations. Clear criteria will need to be provided to ensure that the focus on brownfield land does not lead to development at densities which harm the character and appearance of established residential areas.
- 2.26 The focus for employment will continue to be on town centres and on adjacent to the Borough's designated Employment Areas, rather than through the development of new locations for employment generating development. No significant need has been identified to allocate new areas of land for employment purposes and the Council will seek to direct significant new industrial and warehousing development to designated brownfield locations in Borehamwood, Potters Bar and Bushey. Major new office developments will be directed to town centres and other locations with good public transport accessibility and sufficient infrastructure.
- 2.27 Any release of greenfield, Green Belt land will be considered later in the plan period to accommodate any balance of housing and other development needs which cannot be accommodated on previously developed land within existing built up areas. Exceptionally such releases will be considered for replacement employment land where it has been demonstrated that the location is no longer seen to be important to the function of the Green Belt.
- 2.28 Any strategic Green Belt releases required, where relevant or necessary, will be focused on sites within identified areas of search as shown on the key diagram (page 32) and which do not compromise wider Green Belt objectives, including the coalescence of settlements. Consideration of other development opportunities may take place throughout the Borough including any minor, small-scale changes to Green

⁶ Much of the evidence base for the Core Strategy, including the Urban Capacity Study, was prepared prior to the issue of government guidance on Strategic Housing Land availability Assessments. The Council's Urban Capacity Study followed the government guidance in place at the time.

⁷ The average density of new residential development between 2003 and 2006 in Hertsmere was 34 homes per hectare (dph). The average density increases to 40 homes per hectare when 7 homes built on 3.3 hectares of green belt land are removed from calculations.

⁸ Average car ownership in Hertsmere for 1, 2 and 3 bedroom homes is 0.7, 1.1 and 1.6 cars per household respectively (based on 2006 survey of 418 households)

⁹ The land area of Borehamwood (7.05 km²), Potters Bar (5.05 km²) and Bushey (5.28 km²) equates to a ratio of 4:3:3

Belt boundaries where anomalies exist and a more appropriate, defensible boundary can be set. Some previously developed land in the Green Belt, particularly where it is located within one of the locations in the settlement hierarchy, can also offer some limited scope for new development. However, the Council acknowledges and agrees that it is quite possible that brownfield land will continue to emerge within existing built up areas, preventing the need for any significant area of Green Belt land to be developed in the Plan period for housing. The recent emergence of the BBC Elstree Centre in central Borehamwood as a possible redevelopment site has, for example, reduced the likelihood that major Green Belt releases will be needed by 2021.

- 2.29 30% of housing capacity in the Borough has already been identified in Bushey¹⁰ and with the construction of a large number of homes in the Green Belt at the International University site, a Major Developed Site in the adopted Local Plan, it is not considered appropriate to identify any strategic Green Belt releases in Bushey. The importance of maintaining the Green Belt between Watford, Bushey and Stanmore will be emphasised through the designation of a strategic gap between these locations.

Table 7 The Settlement Hierarchy

<p>Borehamwood</p> <p>A diverse, growing population and an important economic centre for south Hertfordshire, rail and bus links to London and other key towns, an international reputation for film and television production, along with a retail centre with a growing presence of national multiples.</p>	
<p>Potters Bar</p> <p>A key local town in the east of the Borough with a number of major employers, two distinct shopping areas, thriving industrial areas and rail and bus links to London and towns to the north.</p>	<p>Bushey</p> <p>Predominantly residential in character covering three distinct centres (Bushey Heath, Bushey Village and North Bushey) with bus and nearby rail links to Watford and London, significant pockets of industrial land and a wide variety of local shops and services.</p>
<p>Radlett</p> <p>Largely residential in character and surrounded by Green Belt with good rail links to London and a popular town centre serving both the local population and an increasing number of visitors from further afield.</p>	
<p>Shenley</p> <p>Substantially enlarged following the residential redevelopment of Shenley Hospital but remaining within the Green Belt, a key service village largely residential in character and with a limited range of local shops and services.</p>	
<p>Elstree (that part outside of the Green Belt)</p> <p>A distinctive village in its own rights which, despite its close proximity and association with Borehamwood, contains a small but viable centre with a range of local businesses and services and limited opportunities for infill development.</p>	
<p>Elstree (that part within the Green Belt), Aldenham (including Wall Hall), Letchmore Heath, Patchetts Green, Ridge and South Mimms</p> <p>Small rural villages within the Green Belt which remain largely residential in character and land use, relying on larger settlements nearby for employment and local services.</p>	

¹⁰ Source: Hertsmere Urban Capacity Study (June 2007)

- 2.30 Radlett is considered to have limited scope and capacity for significant further growth, in terms of a lack of many identifiable sites and key community facilities such as primary school capacity, local bus services and an absence of any secondary schools. In the absence of identifiable brownfield sites, planned growth for the town would have to be focused almost entirely on Green Belt expansion, adversely affecting the Borough settlement hierarchy and running contrary to key objectives for the Hertsmere LDF.
- 2.31 Smaller 'windfall' sites - unforeseen development land - will play an important role in providing new housing on small sites in the three largest towns, as well as in Radlett and the other settlements. The role of Radlett as a focus of local shopping, employment and service provision will also continue. Shenley has been considerably expanded over the past two decades and is considered to have reached its natural limits within the Green Belt. Any development opportunities in both Shenley and Elstree, identified as 'service villages', will be restricted to infill opportunities where development may be acceptable, supports a local need and contributes to the sustainability of the local community. In other small settlements and rural locations, small-scale development sites will only be considered in exceptional circumstances and on previously developed land.

Alternative Options

- 2.32 The Council has explored a number of alternative growth options to the Development Strategy set out above. This process has been informed by the Sustainability Appraisal which assessed a number of approaches to accommodating development growth in terms of their environmental, social and economic effects. The following options did not score well against that approach.
- 2.33 *Urban Intensification:* An alternative option would, in addition to focusing employment and retail development within existing built up areas, be to allow for large amounts of high density, windfall development to be accommodated at densities of 50 - 100 homes per hectare. Many of these development opportunities would be on small sites within established suburban areas, akin to the density of new development in much of urban and other highly accessible locations in London.¹¹ Historically most suburban areas in Hertsmere have been developed at densities of less than 30 homes per hectare. Although industrial and warehousing development would be directed to established areas of employment and other commercial development to town centres and areas of higher public transport accessibility, accommodating a substantial increase in the scale of residential development would transform the character of large parts of the Borough's towns. Such increases in the scale of development would have an adverse affect on the character and appearance of many suburban areas, as well as giving rise to parking and congestion difficulties.
- 2.34 *Rural Expansion:* This approach would effectively require an acknowledgement that the Borough's towns are full and that much of the required housing and commercial growth should be focused on new locations in the Green Belt. However, employment studies undertaken suggest that there is sufficient capacity within existing employment land and buildings to meet job growth requirements to 2021 unless employment land were to be redeveloped for housing. Diverting retail development away from the main towns would run contrary to national and regional Green Belt and retail policy. The expansion of rural communities and remote rural sites raises serious concerns over directing growth to areas lacking key local services and other facilities with associated impacts on car dependency, air quality and a disproportionate effect on landscape / historic character. The Sustainability Appraisal identified this approach as having strongly or moderately negative effectives against over half of the Council's sustainability objectives. Limited opportunities for small-scale infill development on brownfield sites may exist within villages identified in the settlement hierarchy but the wider rural expansion option is considered to represent an unsustainable option for development growth.

¹¹ See Table 4.1 (density location and parking matrix), London Plan (GLA, 2004)

- 2.35 *Removal of a settlement hierarchy*: The option of removing the distinction between different towns in the Borough, in terms of their development potential, was considered. Removing the hierarchy would enable the Borough's towns to grow according to the availability of suitable sites over time, rather than on any established Hertsmere polycentric structure. Whilst such a structure may be considered more equitable, by potentially spreading growth more evenly, it could result in smaller towns growing at a faster rate - absorbing more than their traditional 'share' of development. Consequently, the Sustainability Appraisal identified this type of option as conflicting with a number of key sustainability objectives relating to ready access to local services, car dependency and air quality. Although few potential sites seem likely to emerge within smaller settlements, uncontrolled growth within these communities was identified as potentially overburdening local schools and other services, as well as the local highways and public transport infrastructure.
- 2.36 *Market Led / Do Nothing*: This particular option would enable housing, employment and other commercial development to be developed according to the demands of the market, rather than being influenced by local planning controls. Notwithstanding potential conflict with national and regional policy, including the need to identify a polycentric network of settlements and their role within the network, such an approach would have similar effects to the removal of the Borough's settlement hierarchy with new development capable of taking precedence over local capacity and character. There would be considerable potential for conflict with key sustainability objectives including those relating to ready access to local services, reduction of poverty and social exclusion, the protection of landscape / historic character and reducing car dependency. The Sustainability Appraisal identified this type of approach as having strongly or moderately negative effects against one-third of the Council's sustainability objectives.

Delivering the Spatial Vision

Housing for the community

- 2.37 Three key demographic trends will be pivotal in planning for the future:
- An increased overall population;
 - An increased total number of households; and
 - An increasing proportion of elderly residents
- 2.38 The predicted rate of household formation to 2021 will be greater than overall population growth and this will have the effect of sustaining high levels of demand for affordably priced housing for rent or sale. Accommodating the housing needs of existing residents will remain a priority throughout the period of the Core Strategy, including the needs of concealed households – those individuals and young families unable to move out of a family home and afford their own accommodation. This responds to the Council's Housing Needs Survey which has projected that there will be 2,600 concealed households in the Borough between 2004 and 2009.
- 2.39 Policies will need to address the immediate housing needs of the local community in order to reduce the number of younger families leaving the Borough and to maintain a balanced demographic profile within the population. At the same time, the needs of older and elderly people will need to be considered, with a particular focus on facilitating the provision of more sheltered or extra-care housing, as well as lifetime homes which can be easily adapted for those with mobility problems.
- 2.40 There will be a continued recognition of the need for well planned, affordably priced housing, as part of new housing supply, which will include subsidised housing for rent at less than market value. This will require both an increase in the number of sites delivering a proportion of affordable housing and possibly an increase in the proportion of affordable homes built on these sites. Steps to prevent the splitting up or under-development of sites to avoid Affordable Housing requirements will be needed, although there will also be a need to ensure that suitable sites remain viable for development.

Employment

- 2.41 A limited surplus of industrial / warehousing accommodation within the next fifteen years' supply has been identified in the Borough and where genuinely surplus sites are identified, a limited amount of redevelopment for housing or mixed use development will be considered acceptable. However, accommodating a growing economy and the needs of major and local, small employers will need to be recognised. Steps will be taken to ensure that sufficient land for a range of business accommodation is retained, to ensure a sustainable pattern of development with the largest towns existing as self-sufficient communities wherever possible.
- 2.42 In addition to maintaining a supply of strategic sites for industrial and warehousing premises, additional protection for some smaller sites will be sought. The East of England Plan has set out requirements for additional levels of jobs growth across Hertsmere and the protection of existing designated employment land will need to be promoted. This is likely to have the effect of restricting the amount of brownfield land which could be redeveloped for housing.

Transport and parking

- 2.43 Due to the limited east-west public transport links and the semi-rural nature of much of the Borough, the car will remain the dominant mode of transport in many areas. However, development which creates traffic congestion and is over-reliant on access by car, will not be allowed.
- 2.44 The location and quantity of car parking will have an important bearing on the efficient use of land. Reduced levels of off-street car parking will only be considered in a limited number of local areas which have been identified as having increased levels of public transport and service accessibility: central Borehamwood, central Potters Bar, Bushey town centre and Radlett town centre. Elsewhere, car parking levels will need to reflect a range of local factors, including car ownership levels and on-street parking conditions.
- 2.45 The concept of Transport Development Areas (TDAs), where higher density development is concentrated around transport hubs, could be promoted close to transport interchanges in Borehamwood and Potters Bar which, together with transport corridors running into these TDAs and other main centres, may act as a focus for new development and offer some scope for trip-generating new development.

The built and natural environment

- 2.46 Protecting the high quality environment of the Borough will be a priority. The quality of the Borough's historic and natural heritage, its diverse wildlife and habitats and the character of its landscape will be safeguarded and enhanced through action by the Council and its partners. The openness of the Borough outside the urban areas will also be protected by maintaining the Green Belt. Consequently, three environmental themes run through the LDF and will need to be applied to all new development in the Borough:
- protecting and enhancing environmental assets
 - the prudent use of natural resources
 - the promotion of high quality design which respects local character
- 2.47 The protection and enhancement of environmental assets, together with the prudent use of natural resources, will require an increased commitment from developers to use (a) sustainable design and construction techniques and (b) renewable energy sources. Measures which achieve this will be sought by the Council in order for new development to be considered acceptable.

Community and Infrastructure

- 2.48 The promotion and protection of town centres and local parades will remain a priority, with a focus on the retail function of the key centres. The growth in the number of take-aways, pubs, bars and other non-retail uses will need to be carefully managed, with full use of the flexibility afforded by the splitting up of categories of eating and drinking premises within the Use Classes Order. At the same time, community confidence will also need to be built by reducing opportunities for crime through careful design and controls on the late night economy.
- 2.49 Greater steps will be taken to ensure that the wider impacts of new development on the community are properly mitigated by developers, regardless of the number of new homes being built. Continuing community concerns about the cumulative impact of new housebuilding on existing services and infrastructure will be addressed through planning obligations secured under Section 106 of the Town and Country Planning Act. As part of this approach, a standard charge will be expected to apply to smaller housing schemes to cover many of the wider costs associated with new development – including schools, healthcare facilities, parks and open spaces, play and leisure facilities, libraries and highway improvements – through a fixed formula approach. Section 106 planning obligations will continue to be negotiated individually on larger housing developments, commercial schemes and for the provision of Affordable Housing. The standard charge is expected to be derived from a Community Infrastructure Levy (CIL) to be agreed across Hertfordshire, which will be able to capture the costs associated with sub-regional and cross-boundary infrastructure in and around the County. Work on formulating a CIL for Hertfordshire commenced in 2008.

Hertsmere strategic spatial policy

- 2.50 In taking forward the spatial vision set out above, the Council has agreed an overarching strategic policy to guide development to 2021 and beyond, providing the direction for subsequent policies in the Core Strategy and other Local Development Documents.
- 2.51 Whilst recognising the differing roles of the Community Strategy and the LDF Core Strategy, the strategic spatial policy needs to be closely matched with the main objectives of the Community Strategy as well as those set out in the Sustainability Appraisal. In doing so, the Core Strategy can reflect the priorities of key service providers in the Borough and provide the framework for the land use policies to help to facilitate their various requirements.

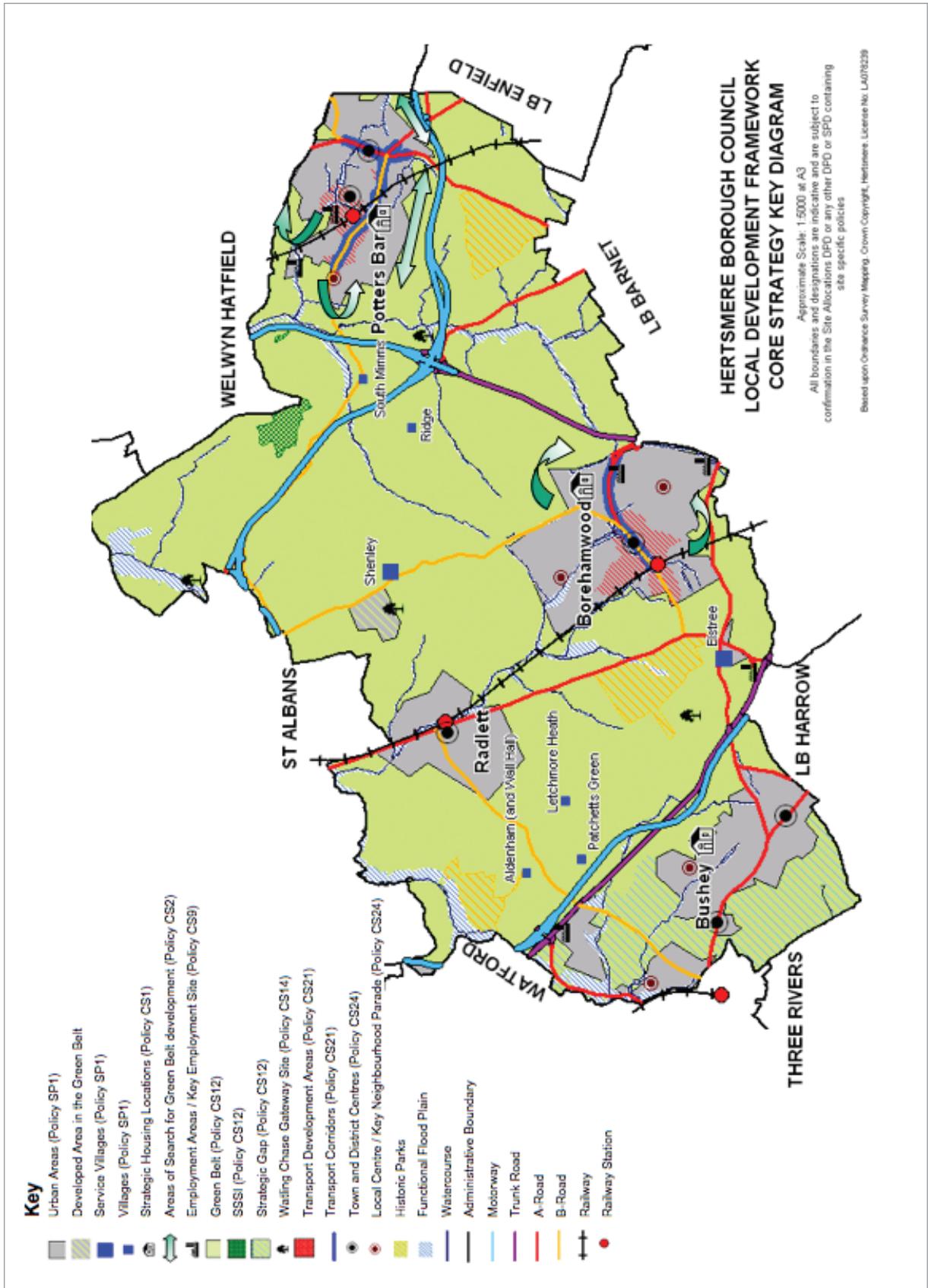
Policy SP1 Creating sustainable development

The Council will work with Hertfordshire County Council, Hertfordshire Constabulary, West Hertfordshire Primary Care Trust, Registered Social Landlords and other key local stakeholders to enable development in the Borough to make a sustainable contribution to delivering the Core Strategy Spatial Vision and Strategy. Accordingly new development will be required to prioritise the efficient use of brownfield land in delivering the land use requirements of the private sector, local service providers and the different needs of the hierarchy of settlements across the Borough. There will be a focus on prioritising development in Borehamwood and Potters Bar and within the boundary of existing built up areas but all urban settlements will be expected to accommodate opportunities which arise for meeting local housing, jobs growth and other development and service needs. All development across the Borough should:

- (i) ensure a safe, accessible and healthy living environment for residents and other users of a development;***
- (ii) seek to mitigate the environmental impact of transport by promoting alternatives to the car and opportunities for linked trips;***

- (iii) be constructed and operated using a minimum amount of non-renewable resources and be required to use energy efficiently;***
- (iv) be of high quality design and appropriate in scale, appearance and function to the local context and settlement hierarchy, taking advantage of opportunities to improve the character and quality of an area;***
- (v) avoid prejudicing, either individually or cumulatively, characteristics and features of the natural and built environment;***
- (vi) minimise and mitigate the impact on local infrastructure and services; and***
- (vii) Comply with the key environmental policies set out in the Core Strategy;***

Hertsmere LDF Core Strategy: Key Diagram



3. Housing

“...local planning authorities should facilitate the delivery of at least 508,000 net additional dwellings over the period 2001 to 2021.”

Policy H1, P.28, East of England Plan

“Work towards meeting local housing needs”

Strategic Objective, P.15, Community Strategy

“To optimise the supply of affordable housing”

Key Aim, P.19 Community Strategy

“To work towards meeting the community’s need for Affordable Housing”

LDF Core Strategy Objective 4

- 3.1 The amount, location and affordability of new housing in the Borough over the next fifteen years are key policy areas to be addressed in the LDF Core Strategy. Housing demand remains high across the entire Borough and needs to be addressed in ways which protect the living standards and environment which attract people to the area.
- 3.2 The continued need to accommodate more housing development in the Borough arises from three key reasons:
- *Household growth:* Although the number of households across England has increased at greater rate than the overall total population for almost a century, this rate of change has increased substantially in recent decades. The continued increase in the numbers of households, which has generated a corresponding demand for more housing, is largely due to smaller family sizes, higher life expectancy and increased divorce and separation rates. Household formation rates in Hertsmere are expected to increase at a rate of 15% over the next fifteen years¹² and Hertsmere is located within the part of England projected to have the highest rate of household increase over the next twenty years. The average household size in Hertsmere has fallen from 3.02 persons in 1971, to 2.75 (1981), to 2.5 (1991) to 2.4 (2001)¹³.
 - *Population increases:* Although household growth rates are responsible for much of the demand for new housing, the 2001 population of 94,000 is projected to increase to over 103,000 by 2021 and to 107,000 by 2028¹⁴. This is consistent with the latest population projections for the County which show an increase from 1.05 million to 1.14 million in 2021 and 1.18 million in 2028. The population increases are caused by both natural change and increased net international migration which, at a national level, have led to the population of the United Kingdom exceeding 60 million people for the first time.
 - *Housebuilding rates:* Increased household growth and population increases have led to an increased level of demand from developers which is unlikely to abate. There are approximately 38,700 homes in the Borough and the development of new houses cannot meet demand levels. An annual average of 228 new homes (houses and flats) have been built in Hertsmere over the past six years, against a projected level of Affordable Housing need – those unable to afford to buy or rent privately – of 351 homes per year¹⁵. As a response to this demand, national and regionally set housing targets also require Councils to accommodate more housebuilding.

¹² Source: DCLG Household Projections March 2006

¹³ Source: National Census 1971 to 2001

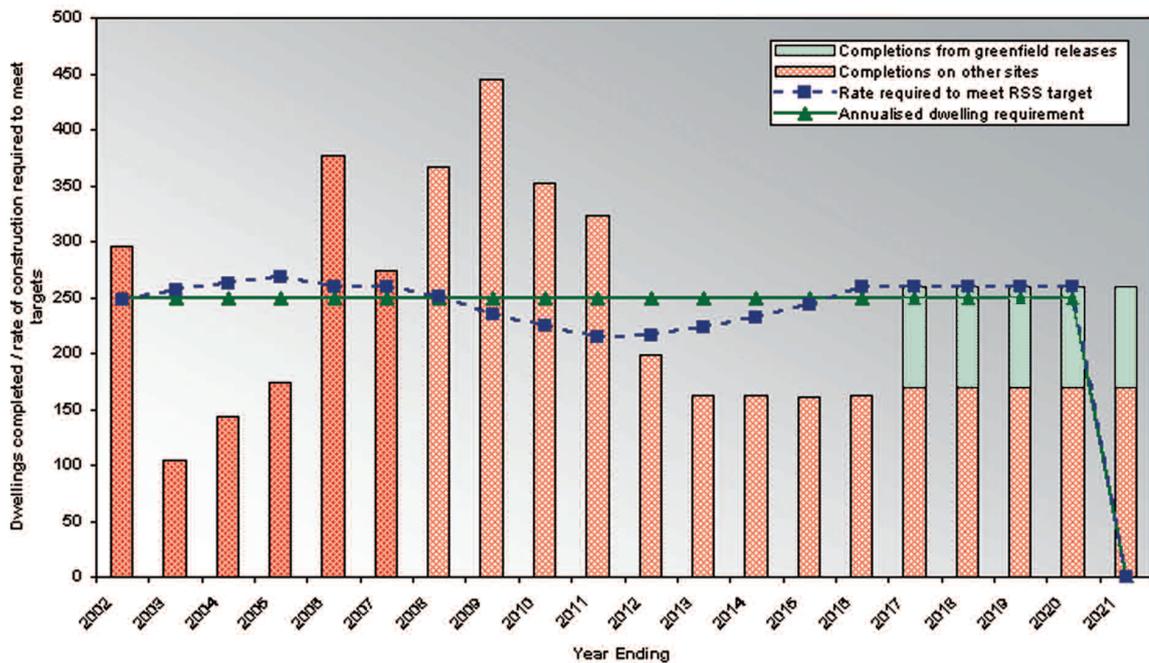
¹⁴ Source: ONS Population projections 2004

¹⁵ Source: Hertsmere Housing Needs Survey 2005

The availability of land for new housing

3.3 The Government requires local planning authorities to identify sufficient land to meet regionally set housing targets. These were previously set out in the Hertfordshire Structure Plan and the requirement for 4,600 new homes between 1991 and 2011 is set to be met ahead of time. This is confirmed in the 'housing trajectory' set out in Table 8, although this table (prepared for the Council's 2007/8 Annual Monitoring Report) does not take account of the possible disposal of the BBC Elstree site in Borehamwood which could help reduce the need for greenfield releases in the latter part of the plan period. The Council, however, will be required by the government to provide sufficient land to meet targets set out in Policy H1 of the East of England Plan. The target amounts to 250 new homes per year equating to a total of at least 5,000 new homes between 2001 and 2021. 1,367 homes were built in the Borough between 2001 and 2007 leaving a balance of 3,633 homes to 2021 or 260 homes per year.

Table 8. Hertsmere Housing Trajectory



3.4 In assessing the distribution and type of new housing in the Borough, the overriding challenge is to ensure sufficient, suitable land is identified to accommodate any required levels of new housebuilding. New government policy in PPS3 (Housing) identifies a need for the Council to identify and allocate at least five years of developable land for new housing development at any time. Where possible, a further ten years should be allocated through the identification of both broad locations and wherever possible, specific sites. In order for the Council to comply with this it has to identify known housing land, in addition to existing planning permissions. Unforeseen windfall sites can only be considered within housing land supply where there are known to be insufficient suitable, vacant sites. The Council's Urban Capacity Study and the Central Hertfordshire Employment Land Review, along with suitable sites brought to the attention of the Council, will be important considerations in identifying the extent of housing sites.

3.5 To consider the extent to which the additional housebuilding requirements could be satisfactorily accommodated within the Borough's existing settlements, the Council carried out a detailed Urban Capacity Study. The Study closely followed the Government's own methodology for assessing potential housing capacity, focusing principally on brownfield land in the Borough. It considered large sites in and around town centres and employment areas, existing residential areas, garage courts and flats above shops.

The Campaign for the Protection of Rural England and the Home Builders Federation (HBF) were consulted on the methodology and potential sites were, after consultation with HBF, included in the final report. The findings of the Urban Capacity Study were updated in June 2007 to include the latest housing monitoring figures.

- 3.6 The Study considered the future capacity of the Borough under two main scenarios. Scenario 1 assumed that current policy restraints remain in force for the duration of the plan and under Scenario 2, a degree of flexibility was assumed in terms of policy restraints. This included the residential redevelopment of a limited number of potential sites within employment areas, together with increases in the level of residential intensification or redevelopment elsewhere. Table 9 summarises this work.

Table 9. Anticipated Brownfield Housebuilding Capacity in Hertsmere

	Scenario 1 Policy restraints in force	Scenario 2 Policy restraints relaxed
Housing Completions 2001-2007	1,367	1,367
Sites in progress at March 31st 2007	763	763
Sites with detailed planning permission at March 31st 2007	225	225
Sites agreed subject to completion of legal agreements	37	37
Identified Urban Capacity 2006-2021	1,622	2,154
Total Housing Supply 2001-2021	4,014	4,546

- 3.7 Since the completion of the Urban Capacity Study and the publication of the Council's Core Strategy Preferred Options report, the BBC have advised Hertsmere Borough Council that it may seek to dispose of its 6 hectare studio site in the centre of Borehamwood by 2015. The future use of this important brownfield site will need to be addressed in the Site Allocations DPD but there remains a significant possibility that residential development would be an option for part or all of the site. Such an allocation would reduce the need to allocate a significant area of Green Belt land, as previously envisaged, in order to made up the brownfield shortfall illustrated in Table 9.
- 3.8 However, the Council recognises the need to ensure that sufficient housing land becomes available and if neither the BBC site nor other identified development opportunities emerge, Green Belt releases may still need to be considered later in the Plan.
- 3.9 With regard to any considerations required in relation to the Green Belt (if required), the Council considers that overall development of around 40 homes per hectare would provide a balance between the need to provide good environmental conditions within areas of new housing and the overriding requirement to minimise land-take within any current area of Green Belt. Such a density of development might require up to approximately 11 hectares of Green Belt land, excluding any associated infrastructure and services for housing in the Borough by 2021. It is also recognised that in special circumstances it may be more appropriate to relocate employment uses to the Green Belt and re-use urban employment sites, which are known to be available, for new housing with no net overall increase in the release of Green Belt land across the Borough.

The distribution and location of new housing

- 3.10 The proposed spatial development options reflect an urban capacity for the Borough which could be accommodated under Scenario 2:
- the redevelopment of some vacant or potentially vacant employment land;

- accepting some housebuilding within existing residential areas at densities closer to 40 homes per hectare; and
 - accepting some housebuilding within existing residential areas, where located close to public transport, with an average of 1.5 parking spaces for new 1, 2 and 3 bedroom flats and houses
- 3.11 Various brownfield sites exist in the Borough within Borehamwood and Potters Bar the principal urban locations. A number of previously developed sites in Bushey are also potential sites but relatively few potential brownfield housing sites have been identified anywhere else in the Borough. Table 10 sets out the projected distribution of housing capacity in the Borough.
- 3.12 The EU Strategic Environmental Assessment Directive requires that alternative options are properly considered and the Council needs to ensure that all reasonable alternatives for development are considered. This includes those locations in Bushey and Radlett, as well as Borehamwood, which were previously designated as Safeguarded Land for housing in the adopted Local Plan.
- 3.13 However, it is important that strategic allocations are consistent with the spatial vision and strategy for the distribution of development set out in the Core Strategy, as well as the parameters set in the East of England Plan. Proposed, broad areas of search for potential future housing sites in the Green Belt, should they be required for development, have been identified by applying a range of high-level criteria, as defined below. Required infrastructure will need to be in place to support the development of any large (brownfield or Green Belt) sites and changes in local service requirements, such as revised schools capacity projections, could require parts of the Core Strategy or Site Allocations DPDs to be reviewed.

Relevant PPG2 criteria

Coalescence of towns: No additions to a town that would breach a 1-mile buffer as measured from the nearest point of a neighbouring settlement. Areas not resulting in the separation distance between settlements already less than 1-mile apart being further reduced, will be considered.

Encroachment of countryside: No additions to towns that would require a clear defensible barrier (railway line, motorway or A-road, river or other substantial watercourse), that is presently unbroken, to be breached.

To preserve the setting and special character of historic towns: Not to seek additions to the existing town that would breach an 800-metre (½ mile) buffer as measured from the nearest point of a designated Conservation Area in surrounding villages.

Amenity criteria

Areas that would result in residential development directly adjacent to or accessed through designated Employment Sites have been excluded from consideration.

Access criteria

Areas that could only be accessed using existing minor suburban roads or cul-de-sacs have been excluded from consideration.

Open space criteria

Areas that would result in the loss of school grounds or playing fields, allotment gardens, parks, town or village greens, National Trust lands and other amenity spaces that are located in the Green Belt have been excluded from consideration.

Area-size criteria

Any areas less than two hectares in size once the above criteria have been applied have been excluded from consideration.

- 3.14 This process has resulted in the identification of broad areas of search for sites, as set out in Policy CS2. Any specific sites will need to be identified in the Site Allocations DPD. The process for identifying and selecting individual sites for allocation will be based on a number of more detailed, site-specific criteria.

Table 10. Projected Distribution of housing capacity in Hertsmere 2001-2021

Capacity Source	Borehamwood	Bushey	Potters Bar	Radlett	Other	Total
Built 2001-2007	604	318	230	74	141	1,367
Under construction or with permission at 31st March 2007	344	475	109	51	46	1,025
Identified sites	337	230	92	35	34	728
Anticipated intensification / redevelopment within residential areas	249	345	110	139	34	877
Other windfall opportunities	263	119	121	13	33	549
Identified capacity	849	694	323	187	101	2,154
Total capacity	1,797	1,487	662	312	288	4,546

Source: Hertsmere BC Housing Urban Capacity Study (June 2007)

Note: Balance of total housing target to be sought through Green Belt releases

Policy CS1 The location and supply of new homes

The Council will make provision for the supply of at least 5,000 new homes between 2001 and 2021, in accordance with the requirements of the East of England Plan (RSS14) and with a focus on development within the three Strategic Housing Locations of Borehamwood, Potters Bar and Bushey. In providing for the new homes and identifying new locations for development in the Site Allocations DPD, the Council will take account of:

- i) environmental constraints and compliance with the key environmental policies set out in the Core Strategy (including Policies CS11, CS12, CS14 and CS15);*
- ii) the density of the surrounding area;*
- iii) the need to retain existing housing;*
- iv) the need to locate new development in the most accessible locations taking account of local infrastructure capacity;*
- v) the settlement hierarchy identified in the Hertsmere Core Strategy; and*
- vi) the need to focus development within the boundaries of existing built-up areas.*

Unless there are exceptional circumstances, no more than 50% of new housing will be sought in Borehamwood, up to 30% in Potters Bar, up to 30% in Bushey and up to 15% in Radlett and other suitable locations, in providing at least 5,000 new homes. Development proposals should ensure that any adverse effects on the built and natural environment are avoided and / or mitigated. Windfall developments will be supported on appropriate sites in all towns, subject to the environmental constraints and requirements of Policies SP1, CS12, 14, 15 and other relevant planning policies.

Policy CS2 Housing beyond existing built up areas

Any required changes to the boundaries of the existing built up areas within the next 15 years, to accommodate the balance of housing which cannot be accommodated within those built up areas, will be focused on sites to be identified through the Site Allocations DPD (or subsequent review thereof), broad locations for which are shown on the Key Diagram to the south and east of Borehamwood and to the south, west and north-west of Potters Bar. The identification of individual sites will be based on a range of criteria including (but not restricted to):

- i) Air quality;***
- ii) Noise;***
- iii) Transport impact;***
- iv) Flood risk;***
- v) Nature conservation value and impact;***
- vi) Landscape conservation value and impact***
- vii) Agricultural land quality; and***
- viii) Accessibility to and capacity of public transport and essential services***
- ix) The extent of previously developed land on the site***

Phasing and implementation strategy

- 3.15 Government policy in PPS3 emphasises the need to identify land to enable continuous delivery of housing for at least 15 years from the date of adoption of DPDs. However, it is neither appropriate nor required for all housing land to be made available for development from the outset. Such an approach would compromise the ability to deliver sustainable communities across a local authority area, placing a major burden on infrastructure and community facilities, to the detriment of existing and new householders.
- 3.16 Consequently, the Council will use its reasonable endeavours to seek to ensure that a rolling five year supply of developable housing land is made available from the date of adoption of this Core Strategy. This will require the continuous monitoring of housing approval and completion rates. New housing sites may need to be brought into the five year land supply whilst housing land supply for the following ten years will also need to be reviewed for allocation over and above the amount of anticipated windfall housing expected to come forward on small sites.
- 3.17 The Council considers that the East of England housing targets could go beyond the upper limit of residential development which could be satisfactorily accommodated in the Borough. Under the government's own 'Plan, Monitor and Manage' approach to housing (PPS3, Housing), the Council will regularly monitor the level of new housebuilding on both allocated and windfall sites, to ensure that regional housing targets are not substantially exceeded. Where the total 20 year housing target is likely to be exceeded before 2021 and a review of the East of England Plan has not yet been completed, the Council will limit new housing development to sites of fewer than 50 new homes. The Council will also review the release of any allocated Green Belt sites where their development would lead to the total housing target being significantly exceeded before 2021. However, it is acknowledged that any significant recession in the housing market may lead to regional housing targets not being met regardless of the supply of suitable sites and the Council does not consider it appropriate to release Green Belt land for housing in order to offset a major recession in the housing market or wider economy, and a corresponding reduction in brownfield or urban land values.
- 3.18 The requirements and projections of key service providers where they have not been identified already, may also require some aspects of housing phasing and distribution in the Core Strategy to be reviewed. A number of statutory bodies have different strategic planning periods and are unable to plan to 2021 and beyond. This includes the Local Education Authority, whose schools capacity projections only extend over a seven year timeframe, meaning that it has been difficult to consider the land use requirements of all service providers.

- 3.19 Although PPS3 requires land to be identified for at least 15 years from the date of adoption, the housing targets within the East of England Plan only run to 2021 – within a 15 year period from the expected date of adoption of this Core Strategy. Hertsmere has not been formally identified as a location for Green Belt review in the East of England Plan and so it is considered neither practical nor appropriate to identify sites or broad locations for development after 2021. However, windfall development to 2024 at the same rate for all development between 2001 and 2021. A review of the Core Strategy will be undertaken subsequently when a revision of the East of England Plan is completed and new housing targets beyond 2021 are set.
- 3.20 Housing monitoring details, including amendments to the Council’s housing trajectory, will be published each year in the Annual Monitoring Report. In between the publication of these reports, monitoring will be carried out continuously to ensure that there is up-to-date housing data available to inform the consideration of new planning applications and the adequacy of projected housing supply.
- 3.21 The Council considers that brownfield sites which closely reflect its Spatial Vision for the LDF should be released first, with lower priority sites released in later phases. The availability of supporting local infrastructure and community facilities and the need to provide additional capacity in some locations will also determine the timing of the release of sites for development. This is considered to be particularly pertinent given the acknowledged pressure on waste-water and transport infrastructure arising from the wider regional housing requirements across central and southern Hertfordshire¹⁶.
- 3.22 Consequently, to ensure the sustainable phasing of new housing during the Plan period, where housing completions during any three year period are projected to exceed the proportion sought in each phase in Policy CS3 by 20% or more, planning permission will not be granted for schemes in excess of 50 units. This element of Policy CS3 is only expected to apply in exceptional circumstances where there are a number of very large windfall sites emerging in close succession - resulting in housing supply typically exceeding annualised requirements over three years by more than say 500 homes¹⁷. Exceptionally, a large brownfield windfall site may emerge and where such proposals are accompanied by the required infrastructure requirements on or within the vicinity of the site, there may be scope to relax the phasing requirements set out in Policy CS3.
- 3.23 Similarly, the Council needs to ensure that there is no under-supply of new housing, because of a lack of suitable windfall sites, given the demand for local housing. New housing needs to be delivered at a manageable rate but where housing completions during any following three year period are projected to fall below the proportion sought in each phase by 20% or more, as set out in Policy CS3, it will be necessary to review the phasing of all housing allocations and if necessary, bring certain allocations forward. Such a review will need to take account of housing land supply and trends in the wider housing market.
- 3.24 The Council proposes to base housing land releases on three phases: short term (1- 5 years), medium term (6 - 10 years) and long term (11 - 15 years). The selection and phasing of sites will be guided by the findings of the Urban Capacity Study. The Council’s Urban Capacity Study has identified a five year supply of potential housing development capacity capable of exceeding the East of England Plan housing requirements for that period. In total and as of April 2007, developable land for 1,271 units has been identified comprising:
- identified sites for 250 units;
 - 258 homes with permission (or subject to legal agreements); and
 - 763 homes under construction.

¹⁶ See East of England Alternative Growth Scenarios: Analysis of the Impact of Growth on the Rail Network (Atkins, 2006), Report on the Strategic Highway Network (Faber Maunsell, 2006), East of England Capacity Delivery Study (Halcrow, 2006).

¹⁷ Based on current housing delivery and an assessment of the variation between projected housing delivery and annualised housing requirements between 2021-2015.

- 3.25 This figure exceeds the 1,250 new homes which would be required to meet an annual minimum housing requirement of 250 homes per year, as sought in the East of England Plan. The Council considers that it is realistic to include sites with planning permission within the five year supply, including those under construction, given the very high delivery rates in the Borough. Between 2001 and 2007, 2,258 new homes were granted planning permission whilst only 24 permitted units were not developed during this period, indicating a delivery rate of 99%. The Council also assumes that a significant proportion of housing coming forward in the medium term (2011-2016) will be on windfall sites. 78% of all new housing from 2001-2007 was in the form of windfall completions.
- 3.26 Given the high level of housing supply over the first five years, with over half of this housing expected to come from sites already approved or under construction, it is proposed that only a limited number of new sites be allocated for development within the first five years. This will reduce the extent of any overdevelopment of new housing and ensure that new development can best be co-ordinated with infrastructure requirements. The identification of additional sites to meet any shortfall from a housing target, will be reserved for release in the long term, if required and to ensure brownfield land is prioritised.

Policy CS3 Phasing of Development

To facilitate a sustainable rate of housebuilding within the Borough under the terms of Policies CS1 and CS2, the Council will permit phased levels of new housing development, measured from the start of the plan period in 2001:

- ***Phase 1: Up to 57% of new homes by March 2011***
- ***Phase 2: Up to 74% of new homes by March 2016***
- ***Phase 3: Up to 100% of new homes by March 2021***

Housing sites will be phased for periods up to March 2011, March 2016 and March 2021 through the Site Allocations DPD, to facilitate the required levels of housebuilding sought in the East of England Plan. Based on the findings of Annual Monitoring Reports, allocated land in later phases will be brought forward, if necessary, to maintain the five year supply of land for housing. New housing between 2021 and 2024 will be permitted on unallocated sites at the same rate as housing delivered between 2001 and 2021.

Sufficient Greenfield sites will be identified in the Site Allocations DPD (or subsequent revisions thereof) to enable the provision of land for new homes in Phase 3, should they be required.

To prevent the overdevelopment of housing in the Borough ahead of required infrastructure and community facilities, unimplemented residential land allocations and new residential proposals of 50 units (net) or more will not be permitted where the number of projected completions, as detailed in Annual Monitoring Report housing trajectory, is forecast to exceed either

- ***20% of the proportion sought in each phase over the following three years; or***
- ***the East of England Plan target of 5,000 before 2021***

Where housing delivery is projected to fall below the proportion sought in each phase by at least 20% over the following three years, a review of the phasing of housing allocations will be undertaken.

Table 11. Phasing of housing capacity 2001 - 2021

	Completions to date	Number of Units Short Term (2007-2011)	Number of Units Medium Term (2011-2016)	Number of Units Long Term (2016-2021)	Total
Completions 2001-2007	1,367				1,367
Total existing commitments	0	985	40	0	1,025
Total identified site-specific capacity	0	250	243	135	628
Total other identified capacity	0	247	566	713	1,526
Total capacity including commitments and dwellings completed 2001-2007	1,367	1,482	849	848	4,546
Cumulative total from 2001	1,367	2,849	3,698	4,546	
East of England Plan Housing target (250 homes per year 2001-2021)	1,500	2,500	3,750	5,000	
Cumulative housing supply balance against East of England Plan target	-133	349	-52	-454	

Note: 1. Numbers may not tally due to rounding
 2. Phasing periods relate to the East of England Plan period 2001-2021.
 The first phasing period of four years does not correspond directly to any rolling five year supply of developable housing land as required in PPS3.
 Source: Hertsmere Borough Council Urban Capacity Study (June 2007)

Affordable Housing

- 3.27 The availability of affordably priced homes is a key issue affecting Hertsmere and a long-term problem across the whole London commuter-belt. An increasing gap between housing costs and incomes, the loss of existing social housing through 'right-to-buy' and a limited supply of new affordable housing, have all contributed to this problem.
- 3.28 There is a clear aspiration within the community for more housing to be affordably priced, as evidenced in much of the LDF Issues and Options consultation undertaken. Although the Council is unable to directly influence the cost of housing on the open market, the Community Strategy seeks to optimise the supply of Affordable Housing in the Borough. Such Affordable Housing, as set out in the Core Strategy and as defined in Annex B of PPS3 (Housing), refers to the provision of new housing with an element of subsidy, for rent or shared ownership, rather than the development of low-cost private houses and flats. This may either be delivered with public subsidy or achieved through the value generated from the development of private housing on a site. Affordable Housing does not include the provision of low cost market housing.

Hertsmere Housing Needs Survey

- 3.29 Government policy and associated guidance require that where there is evidence of housing need (i.e. those unable to afford to buy or rent privately), policies should require a proportion of Affordable Housing to be provided on suitable sites. The Council commissioned a Housing Needs Survey, undertaken in 2004 and 2005, in accordance with the Government's good practice guide¹⁸, which concluded that there were significant levels of housing need across the Borough.
- 3.30 The survey projected that there may be an annual shortfall of Affordable Housing of 351 homes. The total shortfall incorporated the projected needs of concealed households, identified as those households who cannot afford to move out of the family home. The projected annual shortfall represents a significant amount of housing need, given that it exceeds the total amount of new housing for each of the past five

¹⁸ Local Housing Needs Assessment: A Guide to Good Practice (2000), ODPM

years. Nevertheless consultation on the LDF Issues and Options in 2006 also revealed a lack of consensus on how best to meet Affordable Housing needs in the Borough, including specific requirements for the amount of Affordable Housing to be required on privately developed sites.

- 3.31 The planning system has an important role to play in increasing the supply of affordably priced homes but it must be emphasised that the planning system cannot alone meet the shortfall of Affordable Housing. Regardless of the specific Affordable Housing requirements on privately developed sites, it is clear that the continued development of housing sites for affordable rent or shared equity by Housing Associations and other agencies will be needed if more of the shortfall is to be met.

National and regional policy

- 3.32 Specific requirements for the delivery of Affordable Housing through the planning system are set out in a range of documents. The latest Government policy (PPS3) sets out an indicative national threshold of sites of 15 units, above which Affordable Housing should be sought. On this basis, it is considered appropriate to seek a basic 'trigger' threshold of 15 units (or 0.5 hectares). The Council will seek to ensure that proposals involving the underdevelopment or splitting up of large sites, in order to avoid Affordable Housing requirements, are not permitted. The focus of the new threshold is likely to be on areas where allocated or windfall development opportunities are expected to arise. Other locations will only be considered where sites are accessible to public transport and local services.
- 3.33 The parameters for setting the proportion of affordable homes on privately developed sites are set out in the East of England Plan (Policy H2). The Plan requires that, across the region, 35% of housing coming forward through planning permissions should be affordable, albeit from a variety of tenures, rather than solely social rented development.
- 3.34 In working towards meeting the community's need for affordable homes, the Council considers that there are many sites and locations where the provision of Affordable Housing will continue be viable. Almost 400 new Affordable Housing units were delivered in the Borough between 2001 and 2007 under the terms of the Council's Affordable Housing policy requirement of 25% of new homes on qualifying privately developed sites of 25 or more units or 1 hectare. The Council will now seek the provision of 35% on qualifying sites (of 15 units or more), in line with the requirements of the East of England Plan.
- 3.35 Assuming that three-quarters of new housing development will continue to come forward from sites of 15 or more units¹⁹ following adoption of the East of England Plan, this equates to an Affordable Housing target of around 1,315 homes out of the government's 5,000 housing target. Although the lowering of the threshold to 15 units, in line with the requirements of PPS3, is expected to further increase the supply of new Affordable Housing in the Borough, the Council recognises that the proportion of all units built as Affordable Housing is likely to remain below 35% because of the number of schemes developed below the qualifying threshold. This is despite the Council's financial policy of placing capital receipts for the disposal of any property holdings, in the first instance, into a single account for Affordable Housing. Consequently, a standard charge for developments of less than fifteen units, as set out in Policy CS19, will include an element for off-site Affordable Housing.
- 3.36 There are recognised to be a limited number of situations where it may be unviable or physically or logistically impractical to provide such a high proportion of Affordable Housing. This may be the case on some smaller or remote sites, where contaminated land is being developed or in locations where the development density and residual values are restricted. There is therefore considered to be a need for limited flexibility to enable certain sites to provide a slightly reduced level of affordable housing where there is evidence, in exceptional circumstances, to demonstrate:

1. that it would be economically unviable to provide 35% of housing on the site in the form of Affordable Housing; or

¹⁹ 1,021 out of 1,367 new homes built between 2001 and 2007 were developed on sites of 15 or more units, amounting to 75% of completions. (source: Hertsmere BC monitoring)

2. that the requirement to provide a reasonable and practicable mix of unit sizes across a site would necessitate a reduction in the number of affordable homes
- 3.37 Any reduction in the level of on-site Affordable Housing provision should not affect the need to provide suitably sized residential units, which broadly reflect the overall housing mix of the site. Supplementary Planning Document on Affordable Housing, to replace existing Supplementary Planning Guidance, will provide additional clarification on where the lower Affordable Housing requirement will be considered acceptable. It will also clarify arrangements for the delivery, funding and implementation of different Affordable Housing tenures.
- 3.38 The latest government policy in PPS3 and associated guidance also states that assessments of housing land demand and need should relate to 'sub-regional housing markets'. Work on a Strategic Housing Market Assessment (SHMA) for the London Arc area in Hertfordshire has only recently commenced, following the publication of government guidance in 2007. Should the findings of the Assessment point to a substantially different level of housing need and demand, from that identified in the Council's Housing Needs Survey, it may be necessary to review the Core Strategy.
- 3.39 Affordable Housing requirements will need to be met through the provision of both social rented and shared equity housing – the latter being, in part, directed towards key workers. The East of England Plan does not specify the tenure breakdown which should be achieved although it refers to studies undertaken in the region identifying that Affordable Housing needs are split between social rented and intermediate housing on 78% / 22% split. The Council, therefore, considers that the Affordable Housing tenure mix is best considered on a site-by-site basis, pending the outcome of the SHMA and in consultation with the Housing Unit, having regard to a guideline 75% / 25% split between social rented housing and intermediate housing. This suggested proportion represents a slight reduction in intermediate housing requirements from the previous maximum of one-third of new Affordable Housing sought on privately developed sites. This follows recent difficulties in the Borough in selling shared equity housing and more closely reflects the ratio between tenures identified in the East of England Plan. Should more specific requirements be identified in the SHMA, the guideline 75% / 25% split may need to be reviewed.

Policy CS4 Affordable Housing

In order to increase the supply of Affordable Housing, developments involving more than 15 residential units (gross), or residential sites of more than 0.5 hectares, should make provision for an element of Affordable Housing.

The Council will continue to seek the provision of 35% Affordable Housing on qualifying sites, equating to an overall Affordable Housing target of 1,315 homes (out of an overall government housing target of 5,000 homes).

On sites requiring the provision of Affordable Housing and subject to other relevant DPD / Local Plan policies, the Council will maximise the provision of affordable, rented accommodation delivered through a Registered Social Landlord unless otherwise agreed with the Council's Housing Department. The Affordable Housing tenure mix will be considered on a site-by-site basis recognising that approximately 75% of all new Affordable Housing in the Borough should be delivered as social rented housing and the remainder as intermediate housing.

Affordable Housing in rural areas

- 3.40 The Housing Needs Survey identified a significant scale of need for Affordable Housing in the smaller settlements of Shenley, South Mimms and Elstree. The three villages had a respective need of 131, 191 and 192 units between 2004 and 2009. The Survey did not cover the smaller villages in the Borough.
- 3.41 All of the Council's villages are located in the Green Belt, with the exception of a part of Elstree and there is always likely to be a limited supply of new development opportunities in these locations. Those which do arise are likely to fall below the Affordable Housing site threshold set in Policy CS4. To enable Affordable Housing to be provided in rural settlements to meet local needs, PPS3 allows new Affordable Housing to be permitted on small sites in or adjoining existing settlements. These are sites which would not normally be released for market housing but in the case of specified rural settlements, housing can be accommodated as an exception to normal policies.
- 3.42 The focus of a rural exceptions policy will be on the larger villages (Shenley and Elstree), where a need has been identified and a development can be managed through a Registered Social Landlord. However, should a genuine need be identified on a suitable site in the smaller villages, it is also proposed to permit small "exceptions" sites in those locations. Typically, this would comprise schemes of no more than 10 residential units in the larger villages, with no more than five units in any "exceptions" sites in smaller villages. Such need would be most appropriately identified in the smaller villages through the preparation of a Village or Parish Plan, prepared by the local community and supported by a robust local needs survey. The provision of affordable homes on any 'exceptions sites' would need to be in perpetuity and in doing so, would result in future tenants of those homes being ineligible for the 'right to buy'. This restriction is consistent with the overall objectives of Section 157 of the Housing Act 1985 and will prevent "exceptions" development in the Green Belt becoming part of the private housing market over time.

Policy CS5 Affordable Housing in rural areas on "Exception" sites

The inclusion of small scale Affordable Housing schemes, as an exception to normal policies, will be permitted in designated "smaller" settlements in the Green Belt, as set out on the Core Strategy Key Diagram. "Exception" sites should be small in scale in relation to the size of settlements and such schemes should meet the identified needs of people local to the village or settlement, remain affordable in perpetuity and be managed by a Registered Social Landlord. Priority will be given to sites located on previously developed land within settlements and the scale of development should not exceed the level of need identified or have adverse effects on the natural and built environment.

Gypsies and Travellers

- 3.43 In addition to the needs of the settled population, the Council is required by the Government to take full account of the housing needs of those who pursue a more itinerant or travelling lifestyle. A new government Circular was issued in January 2006 which requires an assessment of local Gypsy and Traveller housing need and if necessary, the provision of additional sites to meet this need. The Borough presently has four authorised sites for the Gypsy and Traveller communities with up to 56 pitches²⁰ but there are concerns across the region that an insufficient number of sites in the region has led to a rise in the number of unauthorised encampments.
- 3.44 Hertsmere Borough Council commissioned a joint needs assessment in 2004 with Hertfordshire County Council and four other districts in the County to establish the level of unmet need in south and west Hertfordshire. *An Assessment of the Accommodation Needs of Gypsies and Travellers in South and West*

²⁰ A pitch is the space required to accommodate one household. The regional average is 1.7 caravans per pitch.

Hertfordshire, produced by the Centre for Urban and Regional Studies (CURS), concluded that there was a total need for 155 pitches to 2011 across the entire study area comprising:

- 90 additional plots required now on local authority and private sites;
- 35 plots arising from household growth from existing families over the next five years; and
- 30 plots from three 10-plot transit sites to accommodate potential, unauthorised encampments

- 3.45 More recently, a single issue review of the East of England Plan, relating to Gypsy and Traveller requirements, has been undertaken by EERA. The Council has raised objections over revised draft policy (H4) which has now been submitted to the Secretary of State. The draft policy proposes that Hertsmere should make provision for up to 18 pitches (as against 17 which were originally proposed) between 2006 and 2011. The policy now proposes a further annual 3% increase in the level of overall residential pitch provision (to be calculated from overall planned provision in 2011) for 2011 to 2021.
- 3.46 The Council has recently granted planning permission for six additional pitches on the Pylon site in Barnet Road, Potters Bar, reducing the requirement to 12 pitches. Given that there may be scope for small extensions on one or more of the other existing authorised sites it is likely that there will be a need for no more than one additional site to accommodate up to 8 to 10 pitches by 2011. The Council will also consider the potential for extending the existing transit site at South Mimms or providing some permanent pitches here and also recognises that windfall sites could potentially come forward in the interim, further reducing the requirement to allocate new or extended sites through the Site Allocations DPD. Out of a total government requirement of 5,000 houses for the community, eight to ten further additional pitches for Gypsies and Travellers represents a very small percentage.
- 3.47 There will clearly be a need for additional pitches to be provided post 2011 although there is no clear evidence to support the additional 3% requirement. The level of growth sought, as a proportion of existing pitch numbers across the region, compares to approximately 1% growth per annum growth of the existing permanent housing stock, as proposed in the East of England Plan alteration. It is proposed that provision post-2011 be considered against the criteria set out in Policy CS6, through the development control process, having regard to the finalised growth figure in Policy H4 and the findings of any subsequent Gypsy and Traveller Accommodation Assessments carried out.
- 3.48 A follow up study to the CURS report was commissioned by the local authorities in South and West Hertfordshire to identify broad areas within which the number of required sites could be located. Although this study, produced by Scott Wilson, devised a number of criteria and suggested a total of 85 potential locations for further consideration across South and West Hertfordshire (including 21 areas in Hertsmere), these locations are the recommendation of Scott Wilson and are in no way endorsed by the Council. A follow-up assessment of potential sites, including extensions to or more efficient use of existing permanent and transit sites (this not being undertaken in the Scott Wilson report), is being undertaken by the Council. Land ownership will also need to be taken into consideration as will the ability for any future sites to be managed by the County Council or a Housing Association. This will enable the pitches to be retained for use by local Gypsy and Traveller families.
- 3.49 The Council recognises the need to engage the whole community when planning for future housing needs and in July 2007 held a series of public meetings to provide information on the Council's responsibilities to identify sites for Gypsies and Travellers. Over, 1,200 people attended these meetings with the minutes available to view on the Council website. In planning for Gypsy and Traveller pitch provision, it will be important for the Council to take into consideration the wide range of views expressed at these meetings. The Council recognises the need for a balance to be found between the legitimate needs of the Gypsy and Traveller community and the need for any new sites to be fairly distributed in suitable locations, as well as having a minimal impact on the local environment. Following the recent granting of permission to extend the Pylon site in Potters Bar, the identification of any new or extended sites for a further 12 pitches will be considered in the Site Allocations DPD against a number of criteria which are set out in Policy CS6.

Policy CS6 Gypsy and Traveller sites

The Council will provide for the further needs of Gypsies and Travellers (as defined in Circular 01/06). On the basis of identified need within south and west Hertfordshire, the Council will seek to provide for up to 12 additional pitches up to 2011 through the identification of land in the Site Allocations DPD. In identifying any required potential sites, as well as accommodating identified needs after 2011, consideration will be based on a range of criteria including:

- i) the potential of existing sites to accommodate additional pitches;**
- ii) a sequential site selection process with an emphasis on land which has been previously developed;**
- iii) safe and convenient access to the primary road network with proximity to the major road network and without blocking or inhibiting use of any existing rights of way;**
- iv) avoiding prejudicing adjacent nearby residential or rural amenity as a result of visual intrusion, excessive noise, lighting, traffic generation or activity at unsocial hours;**
- v) avoiding overdominating and respecting the size and scale of the nearest settled community, ensuring that there is not an undue level of Gypsy and Traveller pitches in any one part of the Borough which might result in an adverse impact on the local environment and / or infrastructure;**
- vi) safe and acceptable environmental conditions within the site including the need to avoid air and noise pollution and significantly contaminated land;**
- vii) an ability to receive essential services including water, sewerage, drainage and water disposal;**
- viii) an ability for the site to be effectively managed for Gypsies and Travellers with local connections;**
- ix) a location within reasonable proximity to key local services;**
- x) the potential for a site to be effectively landscaped and where necessary, an adequate buffer between the site and any nearby housing;**
- xi) the potential risk of flooding or the ability to mitigate this risk; and ensuring any other adverse effects on the built and natural environment are avoided and / or mitigated including compliance with the key environmental policies set out in the Core Strategy (including Policies CS11, CS12, CS14 and CS15); and**
- xii) the likely availability of the site to accommodate Gypsy and Traveller pitches.**

The mix of new housing

- 3.50 Ensuring that new homes built in the Borough meet local needs will require an appropriate mix of housing to be delivered to 2021. The trend in recent years has been for the development of smaller properties, with 61% of new homes (flats or houses) in 2004/2005 and 70% of new homes in 2003/2004 in the Borough having only one or two bedrooms. The unprecedented number of flats being built across Hertsmere reflects the increased demand from either newly forming households or those who have moved into the area: young couples and single professionals and those downsizing such as the recently divorced or separated. As the population ages and the trend towards smaller households continues, it will be important to ensure that right types of homes are built within overall regional housebuilding targets.

- 3.51 The Council's Housing Needs Survey suggested a need to provide a more balanced, overall housing stock through increased numbers of flats and terraced houses. Only 8% of new housing between 2003 and 2005 comprised four or more bedroom homes although much of the imbalance in the housing stock relates to the older housing within the Borough. The total amount of new housebuilding envisaged over the plan period will represent less than 15% of the total existing housing stock. However, broad controls over the mix of housing size (number of bedrooms) and type (e.g. houses, maisonettes or flats) are considered to be necessary to ensure that larger developments contain a good housing mix, reflecting local need.
- 3.52 New Government guidance in PPS3 (Housing) also requires provision to be made in LDFs for the balance between different household types across the Plan period. Whilst the Housing Needs Survey concluded that existing households' requirements are largely met through stock turnover, the Council wishes to ensure that additions to the market housing stock retain a broad mix until 2021. Consequently, it is considered reasonable to ensure that developments of ten or more units contain some variation in the size of units. Considerably larger developments will be expected to contain a greater variety in terms of both housing size and type, including a mix of flats and houses.
- 3.53 In the case of large market housing schemes, typically in excess of 25 new homes, development sites will be expected to provide a reasonable mix of new unit sizes. A range of factors will influence the most appropriate mix on larger sites, including developers' own knowledge of local markets. However, some regard should be had to the findings of the Housing Needs Survey and any subsequent studies published by the Council. The 2005 Survey concluded that amongst newly forming households, there may be a greater level of need and (in terms of affordability) preference for flats over terraced houses.
- 3.54 Although there is a need to avoid an overly prescriptive approach to the preferred housing mix within new developments, the Council recognises the importance of ensuring that there is sufficient choice within larger new housing schemes respecting the prevailing character and need of an area. Consequently, developments in excess of 25 new homes which contain either a very low proportion of flats or a high proportion of large, executive-type (four or more bedrooms) homes are unlikely to meet this requirement.
- 3.55 The housing mix within the affordable proportion of a scheme will be expected to broadly reflect the mix within the overall site. Recent monitoring undertaken by the Council suggests that an excessive proportion of one and two bedroom units have been developed as a proportion of all Affordable Housing developed, when compared with the equivalent proportion of market housing. Although the Housing Needs Survey concluded that approximately two-thirds of concealed households have a particular need for one and particularly, two bedroom flats, ahead of terraced and semi-detached homes, it is likely that a mix of flats and houses will need to be provided on larger Affordable Housing sites. Developers will be expected to consult with the Council's Housing Unit on the precise mix within each scheme. Further details of Affordable Housing mix requirements to be set out in the Affordable Housing SPD being prepared by the Council. Should the findings of the Strategic Housing Market Assessment point to substantially different housing mix requirements, it may be necessary to review the relevant parts of the Core Strategy.
- 3.56 The needs of an ageing population are also reflected in the Housing Needs Survey which identified a requirement for almost 1,200 sheltered housing units by 2021. This was in addition to other forms of housing for older people including residential and care home bedspaces or accommodation with relatives. The Council recognises that many older people wish to remain in their own home and Policy CS20 of the Core Strategy seeks to ensure that 100% of all new homes are built to life-time homes standards.
- 3.57 The Council will encourage the development of sheltered or 'very sheltered' (extra care) housing, continuing care retirement communities and nursing or residential care homes in suitable locations. Sheltered or very sheltered housing are defined as self-contained, independent housing units with a level of on-site support and communal facilities. Unless sheltered or very sheltered housing is made available for affordable rent and through a Registered Social Landlord, the Council will consider them as market rather than Affordable Housing. In such instances and subject to agreement with the Council's Housing Unit, there may be scope for some or all of this provision to be counted as the required Affordable Housing component of a scheme.

- 3.58 On particularly large allocated development sites in the Site Allocations DPD, a proportion of sheltered or very sheltered housing or other special needs housing, will be sought as part of the overall housing mix where this is supported by the Council's Housing Unit.

Policy CS7 Housing mix

To help meet local housing needs, proposals for new housing should provide an appropriate mix of new homes in terms of housing size and type within each tenure. Development proposals will be permitted, subject to the requirements of other relevant DPD / Local Plan policies, so long as:

- i) housing developments in excess of 10 units (gross) contain some variation within their housing mix, with sites over 25 units or 1 hectare reflecting identified variations within the Borough's housing need, subject to proposals respecting the prevailing character of the area; and***
- ii) on large sites allocated in the Site Allocations DPD, the need for a proportion of sheltered or very sheltered housing is considered as part of the overall housing mix.***

4. Employment and the Economy

“Local Development Documents should ensure that an adequate range of sites/premises... is allocated to accommodate the full range of sectoral requirements to achieve the indicative job growth targets of Policy E1”

Policy E2, P.21 East of England Plan

“...a leading economy, founded on our world-class knowledge base and the creativity and enterprise of our people, in order to improve the quality of life of all who live and work here.”

Vision Statement, Regional Economic Strategy for the East of England

“Encourage economic development, lifelong learning, employment and regeneration opportunities”

Strategic Objective, P.15 Community Strategy

“To support businesses of all sizes and to help promote local skills, focusing on areas of deprivation, education and training”

LDF Core Strategy Objective 10

“To provide a planning framework which promotes sustainable and competitive economic performance, in support of regional jobs growth requirements”

LDF Core Strategy Objective 11

- 4.1 Owing to the excellent strategic location of the Borough, its road and rail links and the availability of a skilled local workforce, Hertsmere benefits from a strong local economy and forms a key part of a wider economic area across the London commuter belt. There continues to be ready, local access to a range of job opportunities although in 2008, unemployment stood at 3.9%, an increase from the 2% level of unemployment in 2005. This increase has come at a time when there has been a major economic downturn across the entire economy, resulting in job losses across the Borough.
- 4.2 Pockets of deprivation with higher rates of unemployment continue to exist, particularly in parts of Borehamwood where unemployment is approximately twice that of the Borough average²¹. The LDF has an important role to play in ensuring that local jobs and training opportunities are maintained or facilitated, alongside the Investing in Communities programme which has identified the Cowley Hill ward as one of three priority renewal areas in Hertfordshire. However, the strength of the overall local economy is considered to be a key local asset. Maintaining this competitive economy, in a way which supports local business and workforce requirements and which can endure economic downturns, represents a key challenge for the Council.

The Local Economy

- 4.3 Approximately 216 hectares (494 acres)²² of land across the Borough is used for key employment generating activities such as offices, industry and warehousing. Approximately 106 hectares are presently designated for office, industrial, warehousing and a limited range of other activities, in six locations across Borehamwood, Elstree, Potters Bar and North Bushey.
- 4.4 Long-standing controls over the types of uses permissible within the five designated Employment Areas and a Key Employment Site (Centennial Park, Elstree) have helped to retain many local jobs. They have also

²¹ Source: Hertfordshire Observatory, 2006. Unemployment in Cowley Hill Ward stands at 4.1%

²² Hertsmere Borough Council Monitoring, 2005

provided a suitable location for large industrial or distribution premises which cannot realistically locate in residential, town centre or other locations. In addition to these designated Employment Areas, approximately half of the workforce is employed in schools, healthcare, the film and television industry, town centres and elsewhere, including a number of rural locations such as the Bio Products Laboratory (Aldenham) and National Institute for Biological Standards and Control (South Mimms).

- 4.5 There are approximately 42,000²³ jobs in the Borough, with a particular emphasis on knowledge-based sectors such as communication, finance and banking, computing, media and hi-tech manufacturing. 48% of business space in the Borough is located within traditional 'B-space employment'. For the purposes of this document, B-space employment comprises activities within Classes B1-B8 of the Use Classes Order, such as office, research and development, industrial and warehousing accommodation, along with a limited range of related activities such as construction, waste disposal and vehicle repairs.
- 4.6 The B-space proportion is similar to the Hertfordshire and London averages, but 10% higher than the national average with significantly more office-based employment in Hertsmere than other parts of England. In total, there is estimated to be 213,000 sq m of existing office floorspace and 432,000 sq m of existing industrial / warehousing development. A further 77,300 sq m of office floorspace and 11,100 sq m of industrial / warehousing floorspace is potentially available in terms of vacant floorspace and unimplemented planning consents.
- 4.7 Much of the local economy is based on small, local businesses, with 88% of businesses employing up to 10 people, higher than the national average of 83% and the County average of 86%. Nevertheless, the Borough is home to a number of major employers with over 500 employees and whose workforce invariably comes from further afield, including the BBC, Pinnacle Insurance, Canada Life, Soundcraft and Bio Products Laboratory.
- 4.8 Although unemployment remains low across most of the Borough, residents' travel to work patterns reveal a high degree of mobility. 37% of the resident workforce commute to London and only 41% actually work in the Borough²⁴. Hertsmere has a significant number of in-commuters and continues to be a 'net exporter' of labour resulting in a small, negative commuting balance. However, out-commuting has decreased by more than half since 1991 as the local economy has grown and local skills levels have increased, resulting in more job opportunities for the local population. The Council recognises that there will always be a significant amount of out-commuting to both London and other nearby centres of employment. However, ensuring an employment land supply which enables a proportion of the resident workforce to be able to work locally, represents an important measure of local economic and environmental sustainability.
- 4.9 Despite the relative strength of the local economy, there are significant pressures to develop employment land and buildings for other land uses and in particular, for residential development. Government policy in PPS3 requires Local Planning Authorities to consider whether sites currently allocated for industrial or commercial use could be more appropriately re-allocated for housing development. The majority of respondents to LDF consultations undertaken to date, have also stated a preference for the redevelopment of surplus employment land, ahead of Green Belt or any other sites.
- 4.10 There are currently no significant areas of vacant industrial or warehousing land in Hertsmere, although approximately 45,000 sq m of office accommodation presently lies vacant. Much of this is contained within Imperial Place, formerly the headquarters of T-Mobile, whose departure in 2001 affected the Borehamwood office market and left the town over-supplied with office space. Imperial Place has been refurbished and has started to attract new occupiers, underlying a gradual strengthening in demand in office space in the town.
- 4.11 Notwithstanding the pressure to reallocate employment land for new homes, the East of England Plan proposes significant jobs growth targets, which amount to (an indicative only target of) 68,000 extra jobs

²³ Annual Business Inquiry, 2004 (excludes self-employed)

²⁴ Source: 2001 Census

across the County to 2021. An increased figure of 77,000 was recommended in the Panel report, following the Examination in Public into the Plan, although serious concerns were expressed throughout the Examination about the derivation and robustness of these targets and their adequacy as a sound tool for setting local employment and housing land requirements (paragraph 6.11, Panel Report). Consequently, this level of jobs growth was rejected by the Secretary of State leading to the reduced County-wide level of jobs growth of 68,000. A breakdown of 50,000 for the seven London Arc districts in Hertfordshire, which had previously been identified in the Secretary of State's proposed modifications to the Plan, is not explicitly identified in the finalised Plan. The East of England Plan recognises that the evidence underpinning its targets is not sufficiently robust and that there is a desire to produce more robust and readily monitorable targets, albeit targets with a degree of flexibility.

The Central Hertfordshire Employment Land Review

- 4.12 Given the pressure to develop surplus employment land for new housing, the Council has sought to assess the extent of available business floorspace in the Borough. In 2005, the Council commissioned a study with St Albans City and District Council and Welwyn Hatfield District Council, to identify employment land supply, demand and market trends across the three local authority areas. The study, known as the interim Central Hertfordshire Employment Land Review (CHELR), was completed in November 2006 and considered the extent of the local economy and property market, in order to arrive at a quantitative and qualitative position on the supply and demand of business floorspace in the Borough. The report has an interim status with its recommendations based on the original level of jobs growth sought in the East of England Plan.
- 4.13 The CHELR identified the draft East of England Plan target of 64,700 extra jobs (county-wide) as the preferred and most likely scenario, considering that the other scenarios were at the lower and upper limits of likely future growth. The draft Plan's jobs growth forecast was based on a full economic forecast, broken down on a district and sectoral basis. The CHELR report also provided for some flexibility by building in a land supply allowance for market 'churn' (the turnover of existing sites) and delays in the take-up of new sites in the market place through construction or infrastructure delays. The margin was derived from past levels of completed development amounting to 8% of office stock and 3% of industrial and warehousing stock.
- 4.14 The key conclusions from the CHELR report will have an important bearing on the supply of land for employment and housing development to 2021 and included:
- Hertsmere's potential for growth and wealth creation is higher than equivalent national or regional benchmarks²⁵;
 - there are no current, major economic deficiencies which need to be addressed through planning policy;
 - a forecasted shortfall of office space in Hertsmere amounting to between 21,338 sq m, likely to materialise towards the end of the 15 year plan period;
 - a forecasted oversupply of industrial / warehousing space over the next 15 years, amounting to between 12,652 sq m;
 - varying quality of business accommodation, with approximately 30 hectares of employment sites considered to be of poor quality;
 - the Council should consider releasing some of the poorer stock, allocating additional sites for employment use;
 - any additional sites may need to be greenfield extensions to existing designated Employment Areas and Sites, such as Centennial Park and Cranborne Road;
 - high-tech service sectors, including computing, communications and film / television, should be specifically supported;
 - lower graded and corresponding lower skilled B-space should be specifically protected;

²⁵ Based on various criteria including (1) the percentage of knowledge based jobs in central Hertfordshire (23%) being above national (17%) and south east (20%) average and (2) the proportion of VAT registered firms being above the national and south east average

- surplus demand for office accommodation in the later years of the Plan period could migrate to neighbouring areas, including Hatfield Business Park and North London;
 - existing good quality employment sites, which are not presently protected, should be identified for further protection; and
 - regular monitoring and review of supply and demand data throughout the plan period.
- 4.15 A follow-up study has been commissioned by the seven London Arc districts in order to consider jobs growth requirements on a sub-regional basis, given that employment trends rarely follow local, administrative boundaries. The study was only commenced in 2008 and is some way from completion, at the time of writing. However, it has become apparent that statistics used to form the basis of jobs growth targets in the East England Plan are unreliable having failed to take sufficient account of a flattening out in growth and some reduction in industrial and warehousing jobs between 2001 and 2006. Although there have been some increases in office floorspace, much of the overall jobs growth has been occurring in the outer-London Arc in locations such as Peterborough and Milton Keynes or along the Thames Valley/M4 corridor.
- 4.16 Notwithstanding, the findings of this follow-up study, the Council recognises that there is a call for greater flexibility over strategic employment land allocations in draft PPS4 to reflect changing market conditions. There will, therefore, be a need for some flexibility in the allocation, quantum and distribution of strategic employment land.

The location, scale and type of new employment development

- 4.17 One of the key roles of the LDF is to maximise economic development and employment opportunities in the Borough. This is set out in the LDF spatial vision and is consistent with key objective 11 of the Core Strategy, which seeks to provide the planning framework to promote sustainable and competitive economic performance. The CHELR concluded that there are no major economic deficiencies to be addressed in Hertsmere. Furthermore, it concluded that even with a significant allowance for market churn and delays, the overall supply of employment land would meet expected demand over the next 15 years.
- 4.18 The CHELR estimated a small shortfall of 21,338 sq m of office accommodation over a 20 year period, taking account of planned supply in the market such as existing vacant sites and unimplemented planning permissions. This may prove to be an over-estimate of supply in the light of the major economic downturn which emerged in 2008 across the region and both nationally and internationally. However, given the increased plot ratios at which offices can be developed, it is likely that this office shortfall would be more than offset by a predicted surplus of 12,652 sq m of industrial / warehousing. Based on a subsequent update to the CHELR, to take account of the small reduction in jobs growth requirements proposed by the Secretary of State, the office shortfall was lowered to 19,963 sq m and the industrial / warehousing surplus increased to 14,171 sq m. Nevertheless, both these amounts are considered to be small and potentially within the margins of error of an employment land study, given that there is estimated to be in excess of 600,000 sq m of B-space floorspace in the Borough.
- 4.19 Converting these employment forecasts into land requirements has been done on the basis of a plot ratio of 75% for office developments and 40% for industrial and warehousing development²⁶. Increased plot ratios for office developments are likely to occur, in particular, within the Elstree Way Employment Area which contains a number of town-centre type high density, multi-storey office developments and has been identified through Policy CS10 as a location for new office development in excess of 2,500 sq m.

²⁶ See plot ratios in SEERA Commercial, Industrial Retail and Leisure Survey 2002-3 and Employment Land Reviews Guidance note, ODPM (2004)

Table 12. B-space land requirements (based on proposed changes to the East of England Plan)

Land Use	Shortfall in supply to 2021	Surplus supply to 2021	Land Equivalent (hectares)	Overall Market balance (hectares)
Offices	-19,963 sq m	0	2.66ha	+0.88 hectares
Industrial and Warehousing	0	+14,171 sq m	3.54ha	

- 4.20 A small B-space market balance (or surplus) of at least +0.88 hectares is projected to occur. On this basis, the Council does not consider that there is any current need to extend existing or create new Employment Areas in the Borough, in order to sustain a competitive local economy. There is also, therefore, considered to be no justification for allocating the area of land safeguarded for employment development in the current Local Plan, at Cranbourne Road, Potters Bar.
- 4.21 The retention of most, if not all, existing, designated employment land in the Borough is likely to represent the most logical way of maintaining some control over the supply of B-space accommodation. However, very limited releases of designated employment land will be considered where large sites are anticipated to or have continued to remain vacant and are likely to remain so during the Plan period and which might offer some potential to provide sites for new housing-led (or mixed use) development. Exceptionally, a relocation of employment uses to other nearby locations, where the site is considered suitable for new housing, may also be considered. This would need to be undertaken through a review of the Site Allocations DPD and in accordance with the provisions of Policy CS8.
- 4.22 The Council recognises that any surplus demand for office accommodation which emerges, may simply migrate, to larger, nearby centres of employment including Hatfield Business Park and North London. However, any limited releases during the Plan period are expected to be offset by the identification of new Locally Significant Employment Sites (see Policy CS9 and paragraph 3.23) with more than 102 hectares of B-space accommodation located within currently unprotected sites, large office developments and trading estates.
- 4.23 The Council’s Urban Capacity Study identified a number of locations around Elstree Way, Borehamwood which are anticipated to become or have continued to remain vacant. Clearly, the Council has to balance economic objectives with the need to allocate sufficient land for new housebuilding and other uses and the Urban Capacity Study identified that, in the absence of any policy changes – including limited employment land releases – there would be a shortfall of sufficient brownfield land to meet regional housebuilding requirements.
- 4.24 The Council therefore supports the limited release of up to 4 hectares (approximately 10%) of previously designated employment land in the Elstree Way Employment Area, subject to the detailed criteria in Policy CS8, for the allocation of housing-led or mixed use development. Such releases are expected to be off-set or exceeded by the identification of Locally Significant Employment Sites in the Borough and on this basis, the Council considers there to be sufficient provision for employment land, consistent with regional jobs growth aspirations in the East of England Plan, the recommendations of the CHELR and its own Community Strategy and LDF Objectives relating to economic development and performance. Any further Employment Area releases, during the Plan period, will need to be considered through an assessment of the likelihood of that land remaining vacant for the remainder of the Plan period. The need for compensatory employment land allocations, should this be considered necessary through any employment land needs assessment, will be undertaken through a review of the Site Allocations DPD.

Policy CS8 Scale and distribution of employment land

The Council will support development proposals in appropriate locations which attract commercial investment, maintain economic competitiveness and provide employment opportunities for the local community. In order to encourage economic development and promote a competitive local economy, provision will be made for the supply of at least 100 ha of strategically designated employment land for B-class development within the Borough up to 2021, focused on the following locations and as indicated on the Key Diagram:

Employment Areas

- ***Elstree Way, Borehamwood***
- ***Stirling Way, Borehamwood***
- ***Cranborne Road, Potters Bar***
- ***Station Close, Potters Bar***
- ***Otterspool Way, Bushey***

Key Employment Site

- ***Centennial Park, Elstree***

The boundaries of these locations will be clarified in the Site Allocations DPD including the limited release of any vacant or surplus previously designated land within the Elstree Way Employment Area for new housing-led or mixed-use development where appropriate. The precise boundary of any individual sites to be released will be based on an assessment of whether:

- i) an acceptable environment can be provided for housing-led development, including its impact on local traffic levels;***
- ii) a housing-led development would prejudice the ability of nearby businesses to operate;***
- iii) the employment land release would prejudice the implementation of the Elstree Way Corridor Planning and Design Brief and other Council economic development and regeneration strategies; and whether***
- iv) any adverse effects on the built and natural environment can be avoided, mitigated and/or compensated***

Any further releases of vacant or surplus strategically designated employment land will only be considered following an assessment of the suitability of a site for continuing employment use and as required, an employment land needs assessment. Exceptionally, compensatory allocations elsewhere will be sought, through the Site Allocations DPD.

- 4.25 Alongside the Borough's strategic Employment Areas, the Council considers that maintaining an adequate supply of business accommodation will require a degree of protection over smaller, undesignated employment sites. This will help to ensure a supply of smaller sites and business units over the Plan period, recognising the importance attached in the CHELR to small business units and good quality sites outside of Employment Areas. Locally Significant Employment Sites over 0.25 hectares will be identified in the Site Allocations DPD and detailed criteria for their use will be set out in the Development Control Policies DPD. Such an approach will ensure a degree of protection can be afforded to viable sites and premises with satisfactory access and environmental conditions, ensuring a supply of accommodation to a range of other businesses, including those relying on the local workforce across the Borough.

Policy CS9 Local Significant Employment Sites

In order to sustain a competitive local economy with good access to employment for the local population, the Council will seek to maintain a supply of smaller, business units across the Borough. In order to achieve this, the Council will work with key partners, to identify Local Significant Employment Sites subject to the provisions of Policies CS22, CS23 and other relevant DPD / Local Plan environmental policies. These sites will be identified in the Site Allocations DPD and comprise economically viable business accommodation of 0.25 hectares or more with satisfactory access, parking and environmental conditions, for B-class and other identified, employment generating uses. Any redevelopment of a Locally Significant Employment Site for housing or other development, will be based on an assessment of the criteria in Policy CS8.

Land use within Employment Areas

- 4.26 National planning policy (PPG4, Industrial, Commercial Development and Small Firms) continues to discourage the placing of restrictions on the type of activities which are permitted within the B1 Use Class. For a number of years, Hertsmere has sought to limit the proportion of B1 (a) office development within any designated employment site to 50% of overall gross floorspace. However, the CHELR work undertaken suggests that there is likely to be a small deficit, rather than any surplus of office accommodation, and advocates the removal of current restrictions on the amount of office development within any particular site.
- 4.27 The Council recognises that office development can generate higher employment densities and there are significant traffic and parking problems in many existing Employment Areas. LDF consultation undertaken in Spring 2006, including a workshop for local business stakeholders and an extensive business survey, raised particular concerns about parking within a number of the Borough's industrial estates. It is, therefore, considered appropriate to limit major new office developments in the Borough to more sustainable locations, reflecting Policy CS21 (Development and Accessibility). Consequently, proposals in Employment Areas for more than 2,500 sq m (net) of new office floorspace (including ancillary office accommodation) will be limited to locations in the Elstree Way, Borehamwood Employment Area. Other Employment Areas are either poorly served by public transport or are considered to be too small to accommodate new large office developments.
- 4.28 Whilst the Council considers that the focus within designated Employment Areas should remain on B-class development, a limited range of other uses will also be considered. These generally comprise related 'Sui Generis' uses which are most appropriately sited within a specific employment or industrial estate setting: builders merchants, waste management facilities, vehicle depots, film / television production and certain quasi-retail operations such as builders merchants and car-dealerships with a substantial proportion of servicing and repairs floorspace. Other uses will not be permitted except where they are clearly subordinate in scale and ancillary to the main use(s), rather than attracting visitors in their own right.

Policy CS10 Land use within employment areas

Activities within designated Employment Areas will be limited to office, industrial, warehousing and other B-class uses. The provision of training opportunities for the local workforce will be encouraged and sought as part of new employment development across the Borough.

Any new office development exceeding 2,500 sq m within Employment Areas will be limited to the Elstree Way, Borehamwood Employment Area, subject to meeting environmental and other relevant DPD / Local Plan Policies.

Certain other uses will also be permitted within Employment Areas, comprising waste management, builders merchants, film / television studios and production, and car dealerships and trade counter operations where the extent of any (non-trade) retail or sales activity display remains ancillary to the principal use of the site. All development should meet the requirements of Policies CS12 and CS15 to ensure that potential contamination is minimised and remediated.

Promoting the film and television industry

- 4.29 Borehamwood and Elstree have a long history of association with film and television production going back to the early years of the 20th Century. At one time, there were six major studios located in and around Borehamwood. Although a general decline in the British film industry resulted in the closure of some of the studios, three studios continue to be active in the town: Elstree Film Studios, BBC Elstree Centre and the smaller Studio 2000. All three studios are involved in the production and filming of nationally and internationally known film and television, although the recent confirmation from the BBC that it intends to dispose of BBC Elstree reflects trends in the industry away from large studios and towards more outside broadcasting on location.
- 4.30 The two principal studios have a combined area of 12 hectares. They have 10 sound stages between them and are key local assets, bringing investment into the town and forming an important part of the town's profile and identity. Public consultation on the LDF Issues and Report in 2006 revealed that local support exists for promoting the film and television industry in the Borough and there are considered to be clear economic benefits from taking steps to help secure the retention and expansion of the industry in the town.
- 4.31 It remains to be seen whether the demand exists for a new studio to take over the BBC Elstree but the Council considers that a positive planning policy context for the future of these sites can facilitate their retention and promotion for film and television production. This is consistent with the conclusions of the CHELR which suggest that measures are taken to support and enhance local strengths across the sub-region, such as the specialist film and television industry. Whilst recognising the environmental constraints of both sites close to residential and town centre uses, the Council will support proposals which help secure the continued retention of the studios for film and television production and ancillary uses.
- 4.32 The commencement of provisions in the Planning and Compulsory Purchase Act 2004 has also provided Local Authorities with the scope to make a Local Development Order (LDO) for a particular area. To facilitate the day-to-day operational requirements of the two principal studios in Borehamwood and maintain the studios as attractive locations for film and television production, the Council will consider making provision for a future LDO in these two locations. An LDO would grant permission for certain types of development (as specified in the LDO) and in doing so, would remove the need for a planning application for some of the small-scale changes which take place within the studio sites.
- 4.33 Support was expressed for this approach as part of earlier consultation on the LDF in 2006. However, an LDO would need to take account of residential and other land uses located close to the studios and would clearly need to be limited to those operational activities which have no adverse effect on neighbouring properties. However, the intention would be to ease planning controls over those small-scale changes which are generally granted permission by the Council.

Policy CS11 Promoting film and television production in Hertsmere

To promote the retention and growth of the film and television production industry in the Borough, the Council will support proposals relating to film and television production and ancillary or associated uses in Borehamwood. Proposals to develop, refurbish and upgrade film and television studios will be supported subject to environmental constraints and other relevant policies.

In order to facilitate the operational requirements of the film and television production industry, the Council will also seek to make a Local Development Order (LDO) on the principal studio sites. The LDO will grant permission for future, small-scale changes within these sites relating to their primary use as locations for film and television production.

5. Open Land and the Environment

“Improve opportunities for people to engage in a healthy, active lifestyle through the development of facilities, activities and cultural opportunities”

Key aim, P.17, Community Strategy

“To protect the Green Belt”

LDF Core Strategy Objective 2

“To improve environmental and streetscape quality in town centres and protect and enhance the built heritage of Hertsmere”

LDF Core Strategy Objective 6

“To protect and enhance the environment in Hertsmere by addressing local causes and impacts of pollution”

LDF Core Strategy Objective 7

“To protect and enhance local biodiversity”

LDF Core Strategy Objective 13

“To promote rural diversification and through the Watling Chase Greenways Strategy, sustainable access to the wider countryside”

LDF Core Strategy Objective 15

“Improve and sustain the quality of Hertsmere’s environment”

Strategic Objective, P.13, Community Strategy

“To conserve and enhance biodiversity, conservation management...should go beyond merely maintaining the existing landscape features and aim to enhance them through restoration and creation of habitats, together with a reduction in fragmentation by linking, buffering and expanding.”

P.18, Hertfordshire Biodiversity Action Plan

- 5.1 Ensuring that the environmental quality of the Borough is maintained and wherever possible enhanced must be a priority for the Hertsmere LDF. This reflects one of the five Strategic Objectives of the Community Strategy: To improve and sustain the quality of Hertsmere’s environment. Achieving this represents a key challenge given the significant housing and economic growth required by the East of England Plan for the Borough.
- 5.2 The Council readily acknowledges the need for new development, particularly where it meets requirements for local housing, jobs and community needs, but a balanced Core Strategy must include strategic policies relating to the protection of the natural and built environment. Public consultation undertaken over the past year, through the 2005 householder survey and subsequent LDF public consultation, has confirmed that the protection of the Green Belt and the need for environmentally responsible development are fundamental local priorities.
- 5.3 Strategic environmental issues can be considered under three broad headings:
- Protection and Enhancement of the Natural and Historic Environment
 - The Environmental Impact of new development; and
 - Sustainable and efficient use of natural resources

Protection and enhancement of the natural and historic environment

- 5.4 The Borough has numerous historic and natural assets which make a significant contribution to the quality of life and identity of the local area. A number of these assets are also major destinations for visitors from further afield, such as Aldenham Country Park, the sixth most popular visitor attraction in Hertfordshire²⁷.
- 5.5 A large number of habitats and species exist locally including woodland (7% of the Borough), neutral and other high value grassland (2%) together with river corridors and small amounts of wetland and heathland – comprising 25% of all heathland in Hertfordshire. Protected species are known across the Borough include seven recorded species of bat, black-necked grebes and purple emperor butterflies. The diverse range of assets in the Borough includes both statutory, national designations and sites and areas of local importance:
- Green Belt
 - Site of Special Scientific Interest (SSSI);
 - Trees covered by Tree Preservation Orders
 - Hedgerows;
 - Local Nature Reserves, Wildlife and Protected Species Sites;
 - Town and village greens
 - Riparian habitats
 - Regionally Important Geological Sites
 - Grades 1, 2 and 3a Agricultural Land
 - Minerals reserves (sand and gravel)
 - Historic Parks, Gardens and Battlefields;
 - Watling Chase Community Forest 'Gateway Sites'; and
 - Conservation Areas, Listed Buildings, Scheduled Ancient Monuments and archaeological remains.

Natural assets

- 5.6 Within the Green Belt, there is a need to maintain strict controls over the types of development which can be permitted. The types of uses permitted in the Green Belt are limited by central Government in PPG2 (Green Belts) to a limited range of 'open land' uses, in order to protect its openness and prevent urban sprawl or the merging of towns. These permitted uses extend to agriculture, forestry, essential facilities outdoor for sport and recreation, cemeteries and mineral extraction. Limited extensions to, or replacement of, existing homes and limited infilling of existing villages or identified 'Major Developed Sites' can also be permitted and there are presently 15 Major Developed Sites in Hertsmere. The number of these sites, together with their boundary 'envelope' for appropriate infilling, will be clarified in the Site Allocations DPD.
- 5.7 In the absence of any change in government policy, there is not considered to be any scope to review the range of uses permissible in the Green Belt although the Council recognises the need for a realistic approach to accommodating land use within the urban fringe close to London. There are a significant number of established businesses, organisations and sports clubs with sites in the Green Belt, many of them pre-dating the establishment of Green Belt. Business churn is a reality in the Green Belt and the control and use of associated land and buildings will continue to form part of the proper planning of the area.
- 5.8 The Council will review and (where necessary) clarify the detailed criteria for considering the scale and extent of development in the Green Belt, in the Development Control Policies DPD. In addition, the Council proposes the creation of a one mile wide strategic gap designation within the Green Belt between Watford, Bushey and Stanmore. Much of Bushey remains physically separate from Watford and there is a clear break between Bushey and Stanmore. The importance of maintaining established settlement patterns and a gap

²⁷ Source: Hansard pt 8401, June 2006

between the towns, given development pressures in both Watford and Stanmore – including the Health Campus in Watford and proposals at RAF Bentley Priory, Stanmore - is considered to be particularly pressing. There are a large number of previously developed sites in the Green Belt in and around Bushey and the strategic gap will serve to control the scale of any development in these locations, should proposals emerge during the Plan period.

- 5.9 The Green Belt is an overarching designation within which various other levels of protection exist. Whilst the Borough's two SSSIs (Redwell Wood and Castle Lime Works Quarry) and 600 Tree Preservation Orders covering several thousand trees receive statutory protection, 129 other locations have also received protection through their collective status as 'Wildlife Sites'. The sites are set out in the Council's Wildlife Sites Supplementary Planning Guidance and are designated because they contain species protected by law or include ancient Woodland and other important habitats. The list of Wildlife Sites will continue to be reviewed annually by the Herts and Middlesex Wildlife Trust in conjunction with the Hertfordshire Biological Records Centre and detailed criteria for the assessment of proposals affecting these sites will be sent out in the Development Control Policies DPP. In the past three years, a further 11 sites have been added:

Table 13. New Wildlife Sites ratified in Hertsmere 2003 - 2007

Name	Area
Wroxham Fields Ponds	Potters Bar
Bridgefoot House area	Potters Bar
Grassland and Allotments by South Medburn Farm	Borehamwood / Shenley
Scrubbitts Wood	Radlett / Aldenham
Arkley Lane	Borehamwood / Shenley
Saffron Green Pasture	Borehamwood / Shenley
Paddock Road Pond	Bushey
Parkfield	Potters Bar
Paddock by Summerhouse Lane	Patchetts Green
Northern Heights	Borehamwood / Elstree
Cow Banks Wood	Shenley

- 5.10 There are small pockets of ancient woodland across the Borough as well as three Regionally Important Geological Sites in the Borough, two immediately south east of Newberries Avenue, Radlett and a third between Shenley and South Mimms. 1,759 hectares of the countryside extending between Radlett and the A1(M) at South Mimms have previously been designated as Landscape Conservation Areas, along with 115 hectares of land to the south east of Elstree. However, recently revised government policy (PPS7) promotes the use of criteria-based policies, utilising tools such as landscape character assessment, ahead of rigid, blanket designations. Consequently, the Council will seek to develop an appropriate policy in the Development Control Policies DPD to guide any proposals, considered acceptable in principle in the Green Belt, in terms of landscape impact. In the interim period, following the adoption of the Core Strategy, the Council will continue to apply Policy D21 of the Local Plan (Design and Setting of Development) to ensure that any proposals considered acceptable retain and enhance landscape features.
- 5.11 The Borough also contains areas of high quality agricultural land, as well as important reserves of sand and gravel which have been identified by Hertfordshire County Council as 'preferred areas' for future mineral extraction in its Minerals Local Plan. The local extraction of sand and gravel will help ensure that fewer raw materials for construction in the Borough need to be sourced from other parts of the country or overseas. Ensuring that proper protection from new development on or close to these sites continues to be of paramount importance.

- 5.12 Protecting and enhancing these assets and ensuring their proper management involves partnership working between the Council, national agencies such as English Heritage, Natural England and the Environment Agency and many local environmental and voluntary organisations. In particular, the LDF can make a vital contribution to achieving the objectives of the Hertfordshire Biodiversity Action Plan, which was re-issued in 2006 and includes separate action plans to protect key habitats and species across the County. Developers should consult both the Hertfordshire Biodiversity Action Plan and the Wildlife Sites Supplementary Planning Guidance when considering how their proposals should protect and enhance biodiversity.
- 5.13 There will be a continued presumption against any development which has an adverse effect on any natural asset, whether that be species, landscape, agricultural or geologically related. This will include the need to maintain sufficient distance between new development and river corridors. Previously the Council has only permitted development on Wildlife Sites in exceptional circumstances where the reasons for the proposal are demonstrated to outweigh the need to protect the nature conservation value of a site. Recently revised government policy (PPS9, Biodiversity and Geological Conservation) endorses this principle advising that where no suitable alternative sites exist and adequate mitigation and / or compensation cannot be provided on the affected site, proposals should be refused. The Council supports this approach and will seek to identify detailed criteria in the Development Control Policies DPD against which proposals affecting Wildlife sites can be considered. At the same time, proposals on or near to previously developed land will be expected to take advantage of opportunities to incorporate, enhance or create local biodiversity and habitats. The Council's emerging Wildlife Sites and Biodiversity SPD will provide detailed guidance on locations for the restoration or creation of new priority habitats, building on the actions set out in the Hertfordshire Biodiversity Action Plan.

Historic assets

- 5.14 Although 80% of the Borough is designated as Green Belt, the character and distinctiveness of its towns and villages are critical local assets. Protecting the historic fabric of the local community is an integral part of the wider protection of the environment and the 2005 householder survey revealed the protection of listed buildings and conservation areas to be a top priority amongst local residents.
- 5.15 There are presently over 330 listed buildings or structures in the Borough together with 15 Conservation Areas, all of which receive additional protection through the Planning (Listed Buildings and Conservation Areas) Act 1990. Buildings and structures which are either listed (Grade I, II or II*) or located in a Conservation Area are subject to additional statutory controls to control alterations and extensions. Separate consent is also required for the demolition of Listed Buildings or buildings in a Conservation Area.
- 5.16 The future of protected buildings is often best secured through the continuation of the original use but the Council recognises that heritage assets have to adapt to survive and remain financially viable. In doing so, the Council will seek to ensure that strict planning controls exist to prevent any unsympathetic and unnecessary alterations to buildings. The last of the Borough's current Conservation Areas was designated in 2000 (The Royds, Potters Bar), but the Council will be commencing detailed character appraisals of each Conservation Area in 2007, as a means of informing individual planning decisions and community enhancement projects.
- 5.17 The Council has compiled a Borough-wide list of buildings of local architectural or historical interest. The list comprise over 350 sites containing buildings of local historic, architectural, religious or civic interest which may not necessarily be of sufficient merit to be included on the Statutory List but which clearly merit additional local protection. These buildings receive similar levels of protection, wherever possible, to reflect the basis for their local listing with a presumption against allowing permission for their demolition and subsequent redevelopment.

- 5.18 Whereas listed buildings and conservations can and often need to adapt in order to survive, the Borough's Archaeological remains are a finite resource for the whole community. The Borough's four Scheduled Ancient Monuments are critical local assets which are statutorily required to be preserved in situ:
- A moated site at Bushey Hall Farm, Bushey;
 - A moated site at Penne's Place, off Butterfly Lane, Aldenham;
 - A motte and bailey castle at South Mimms; and
 - Roman remains on Netherwylde Farm, Aldenham.
- 5.19 A large number of other sites of archaeological interest exist in the Borough, based on the Sites and Monuments Records maintained by Hertfordshire County Council. Ensuring that they receive similar levels of protection, including a presumption against development which adversely affects these sites or their settings, is considered to be of paramount importance.

Policy CS12 Protection and enhancement of the natural environment

All development proposals must conserve and enhance the natural environment of the Borough, including biodiversity, landscape character and sites of ecological and geological value, in order to maintain and improve environmental quality. Proposals should provide opportunities for habitat creation and enhancement throughout the life of a development. There will be a presumption against inappropriate development and other development which causes harm to the openness and appearance of the Green Belt, as defined in PPG2 (Green Belts) and in the case of the highest quality agricultural land (Grades 1, 2 and 3a) and Preferred Areas of mineral extraction, proposals will only be permitted where there is no likelihood of the land being sterilised. Strategic gaps in the Green Belt between Bushey and Watford and Bushey and Stanmore will be maintained within which any limited development, deemed acceptable in the Green Belt, should serve to retain the separation between the towns.

Policy CS13 Protection and enhancement of historic assets

All development proposals must preserve and enhance the historic environment of the Borough in order to maintain and improve local environmental quality. Development proposals should be sensitively designed to a high quality and not cause harm to identified, protected sites or locations of historic or archaeological value including Conservation Areas, Listed Buildings, Historic Parks and Gardens, Scheduled Ancient Monuments and Archaeological Remains.

Access to open spaces and the countryside

- 5.20 The Council recognises that many natural and historic assets in the Borough are popular visitor destinations in their own rights, both for local residents and for those coming from further afield. Almost the entire Borough lies within the boundary of Watling Chase Community Forest whilst Wrotham Park, Wall Hall and Aldenham Country Park are nationally designated Historic Parks and Gardens (Grade 2 listed). Part of the historic battlefield of Barnet also lies within the Borough. Whilst the level of public access to these sites varies, they are likely to experience continuing development pressures over the next 15 years.
- 5.21 A series of 'Gateway' sites to the Watling Chase Community Forest are intended to provide principal, car-free points of entry to the Forest's network of paths and routes. They also act as a focus for both information provision and visitor activities or attractions. Three of the four current Gateway Sites – Aldenham Country Park; The Willows (near St Albans) and Shenley Park – experience significant

development and traffic pressure and it is important that these sites continue to maintain their rural character. All four sites (the other being at South Mimms Service Area) are located within the Green Belt.

- 5.22 Measures which facilitate safer and more secure car-free access to parks, open spaces, woodland and the countryside, including access via Gateway Sites, other countryside visitor locations and rights of way, will be actively promoted and sought. Despite almost the entire Borough being located within the Watling Chase Community Forest, the Woodland Trust Access Standards indicate that two-thirds of the population live more than 500 metres from an area of accessible woodland. Measures to enhance access will be actively sought from new development, as will steps to ensure that the least restrictive option to footpaths is provided.
- 5.23 The Council also supports many of the recommendations of the Countryside Agency / Groundwork report *Countryside in and around towns*, which seeks a greater emphasis on the positive use of Green Belt land. The Council recognises that measures are being sought by the Shenley Park Trust to improve public access through Shenley Park and provide improved visitor facilities. Since the late 1990s, Greenways have been promoted by the Council as a largely car-free network of improved routes for walkers, cyclists and horse riders, both within and between towns and into the countryside. Measures which support the development of this network will also be actively promoted and sought. Further details on Greenways are set out in Section 6 of this document.
- 5.24 Consultation on the LDF Issues and Options in early 2006 revealed no clear consensus on land use and diversification in the countryside, including the contrasting options of greater or fewer controls on the use of land and buildings in the countryside. The Council acknowledges the ongoing costs of maintaining rural visitor destinations, particularly where there is a financial onus on farmers and rural landowners to diversify owing to a decline in agricultural revenues. However, recognising that population and housing numbers are set to increase in the Borough over the next fifteen years, the Council wishes to ensure that there is some scope to enhance countryside sites and attractions for the wider local community. So long as this is consistent with Green Belt objectives, this can ensure the Core Strategy helps to deliver the facilities, activities and opportunities to engage in a healthy, active lifestyle as sought by the Council's Community Strategy.

Policy CS14 Promoting recreational access to open spaces and the countryside

The Council will work with its partners and relevant agencies to safeguard, enhance and facilitate access to parks, open spaces and to the local countryside. Measures which secure the provision of safer and more secure car-free access including enhancements and additions to the rights of way / Greenways network as set out in the Council's Greenways Strategy, will be actively sought where they do not present a risk to the biodiversity value and intrinsic environmental quality of the locality. The provision or enhancement of visitor facilities in the countryside, including Watling Chase Community Forest Gateway Sites and Historic Parks and Gardens, will be encouraged where this:

- i) specifically enhances access for the local population***
- ii) does not harm the character, appearance and openness of the Green Belt, landscape and wider countryside;***
- iii) does not cause new road congestion;***
- iv) does not exacerbate existing road congestion; and***
- v) will ensure that biodiversity is protected and enhanced in accordance with Policy CS12.***

The environmental impact of new development

- 5.25 Accommodating a government target of 5,000 new homes, within the driest region in England, represents a major challenge. Although controls on development in Hertsmere cannot address global environmental problems, significant local environmental problems are a microcosm of the national and international problems faced by society. The Council wishes to ensure that the required new development for the Borough until 2021 is genuinely sustainable, mitigating against climate change impacts whilst being capable of adapting to future scenarios. At the same time, sensitive developments, such as housing and schools should be protected from sources of pollution. This will require policies which enable a range of issues to be considered when assessing new development, including energy use, flood risk, water supply, sustainable construction, air quality and contamination.
- 5.26 Hertsmere Borough Council has worked closely with Hertfordshire County Council on the preparation of the Hertfordshire Sustainable Development Guide, *Building Futures* which was published for consultation in July 2006. *Building Futures* provides clear and detailed guidance for a range of development types, together with best practice examples, on various measures of sustainability including:
- Water
 - Energy
 - Waste
 - Efficient use of land, buildings and materials
 - Air quality
 - Noise
 - Design
- 5.27 The use of *Building Futures* has the potential to be of great importance and the Council intends to formally approve it as a material planning consideration to help ensure it is carried through into practice by the development industry. Developers will normally be expected to fund environmental mitigation required for their proposals, including measures set out in *Building Futures* and where appropriate, their future environmental management.

Climate Change and Flood Risk

- 5.28 Climate change is already having a significant impact on the increased risk of flooding in some places and the long term planning of development in the Borough must be capable of adapting to this risk. The Environment Agency publishes Flood Zone maps, which are updated regularly, showing areas at high (1 in 100 year), medium (1 in 1,000 year) and low (less than 1 in 1,000 year) risk of flooding. There are a number of identified areas in the Borough which fall within these areas of greatest flood risk, including the function flood plain and the Council will need to follow the Government's required sequential approach, as set out in PPS25, when allocating new sites for development. Areas of least flood risk will need to be prioritised when allocating land for new development and the PPS25 exception test will be followed when there is no option but to promote such development in one of the higher risk flood zones. Account will also be taken of the Thames Catchment Flood Management Plan, Water Framework Directive, the Water Framework Directive and the government's Making Space for Water programme.
- 5.29 On this basis, there will be an overall presumption against development in areas at highest risk of flooding and the Council will ensure that sites allocated for development are guided by the Strategic Flood Risk Assessment (SFRA) which has been undertaken. This has identified those areas at a higher risk of flooding or with a history of fluvial flooding, including areas of Radlett close to Radlett Brook (which has since benefited from flood alleviation measures), land close to Bushey Arches and residential areas in the north west of Potters Bar.
- 5.30 The Council recognises that new development can increase the risk of flooding by causing increased run-off or simply by impeding the flow or storage of flood water. Where necessary, appropriate alleviation measures will be sought, including investment in sewage discharge capacity and treatment. In order to

achieve a sustainable method of surface water discharge, the Council will seek the introduction of rainwater harvesting and ‘sustainable urban drainage systems’ (SUDS) including where new areas of off-street car parking Woodland and other planting can also play an important role in preventing flooding caused by rainfall by preventing surface run-off and acting as natural storage capacity in flood plains.

- 5.31 *Building Futures* contains a range of guidance on SUDS which may take the form of soakaways, permeable paving, lagoons, reed beds and retention ponds, depending on the nature of the development and the locality. Some SUDS also offer opportunities for environmental and landscape enhancement improving biodiversity and local amenity. Even where SUDS alone cannot provide total surface water drainage solutions, they can be of benefit when used in conjunction with conventional piped systems. In particular, areas of off-street parking, which are otherwise capable of forming large expanses of impervious development, will be expected to incorporate sufficient levels of permeability.

Air Quality

- 5.32 The risk to public health from poor air quality, particularly close to major transport corridors and junctions, has led to the designation of six Air Quality Management Areas (AQMAs) in Hertsmere (as set out in Table 15). The AQMAs are sited in residential areas close to the M1, M25 and other busy main roads or major town centres. They have been designated where nitrogen dioxide levels exceed guidelines set by the Government and Hertsmere has an average of 36 days when air pollution levels are moderate or worse than the target (compared to a Hertfordshire average of 27 days).
- 5.33 Although much of the local air pollution is caused by motorway traffic, which remains outside of the control of either Hertsmere or the County Council, air quality is a key consideration in considering planning applications and associated traffic volumes. Consequently, it is important that the Core Strategy seeks to direct new development, which generates large number of journeys, to the most accessible locations. Addressing poor air quality also requires new development to incorporate energy efficient building techniques, as well as promoting alternatives to the car, to reduce greenhouse gas emissions and reduce pollution levels.

Table 14. Air Quality Management Areas in Hertsmere

AQMA No. 1	23-27 Dove Lane and caravan site off A1000 Barnet Road, Potters Bar
AQMA No. 2	Charleston Paddocks, St Albans Road, South Mimms
AQMA No. 3	31-39 Blanche Lane, South Mimms
AQMA No. 4	Grove Place / Winfield Caravan Site, Hartspring Lane, Aldenham
AQMA No. 5	11 - 23 Watling Street, Elstree
AQMA No. 6	133 - 167 High Street, Potters Bar

Contaminated Land

- 5.34 The Council actively encourages the re-use of previously developed land and in recent years has ensured that 100% of new housebuilding has occurred on ‘brownfield’ land. The re-use of sites can involve land which has been contaminated by previous activity and it is important to ensure that any contamination is dealt with as part of the re-development process. The development of sites can mean that the land, in its new use, is designated as contaminated under Part 2A of the Environmental Protection Act 1990. Consequently, where development is proposed, the primary responsibility for ensuring that a development is safe and ‘suitable for use’ will rest with a developer, including the preparation of any remediation strategy.

Sustainable and efficient use of natural resources

- 5.35 Making prudent use of natural resources is one of the Government's four aims for sustainable development and is one of the key themes of the East of England Plan. It is also reflected in objective 5 of the Core Strategy.
- 5.36 The efficient use of natural resources, particularly the burning of fossil fuels, is one of the main means of reducing greenhouse gas emissions. The Government has committed to reduce carbon dioxide and greenhouse gas emissions by 12.5% below 1990 levels over the period 2008 - 2012 (the 1997 Kyoto Agreement). It has also sought to move towards the domestic goal of a 20% cut in carbon dioxide emissions below 1990 levels by 2010, with a long term target of a 60% cut by 2050. Work undertaken by the East of England Sustainable Development Round Table in 2001 sought to identify the capacity of the region to generate its own renewable energy, concluding that 17% of the region's electricity could be produced by renewable sources by 2020. The figure increases to 44% when offshore wind is included.
- 5.37 It is therefore considered important for the LDF to contain policies which help to secure a more efficient use of natural resources. This can be considered under three main headings.

Sustainable Construction

- 5.38 It is particularly important that new developments make use of sustainable construction techniques and efficient use of resources wherever possible including the shared use of telecommunications sites and apparatus. The Council considers that for development to be considered genuinely sustainable, it must also demonstrate energy-efficiency, minimise the use of scarce resources and adopt sustainable construction principles. Measures which should be considered by developers are set out in both the Government's Code for Sustainable Homes, as well as in *Building Futures* and include:
- installing water saving measures and devices;
 - fitting and/or making future provision for installing on-site heating and power systems with low or zero carbon dioxide emissions;
 - constructing buildings that are naturally ventilated, maximize natural light and capable of enduring higher day and night time temperatures without the need for air conditioning systems.

Energy Consumption

- 5.39 In addition to supporting the broader infrastructure requirements of electricity and gas companies, the promotion of renewable energy technology, subject to adequate mitigation of any adverse impacts, is supported by the Council. It is also reflected in the East of England Plan which requires that larger developments (above 1,000 sq m or 10 new homes) provide at least 10% of their predicted energy requirements on site. The Council considers that it is preferable for carbon omissions to be reduced through sustainable design and construction, before requirements for on-site renewable energy generation are considered.
- 5.40 Larger, commercial renewable energy source developments, whilst broadly acceptable in principle, will need to be considered on their merits including their impact on designated and non-designated landscapes in the Green Belt. However, smaller-scale and community-based schemes are most likely to be permissible in the majority of locations and carbon neutral developments will be encouraged wherever they can be practically achieved. The Council recognises that embracing climate change may require historic notions of urban design to be challenged and is presently working with Hertfordshire County Council and the other districts in the County to agree a set of consistent County-wide criteria for considering energy source developments. It is envisaged that the detailed criteria will be incorporated into the Development Control Policies DPD.

Waste Generation

- 5.41 Although the Council is not the waste planning authority for the area, it has a range of statutory responsibilities for waste collection and disposal. The Council wishes to ensure that waste is treated and disposed of in a sustainable and environmentally acceptable way, balancing the economic, social and environmental needs of the District. Increases in sewage capacity will be required in respect of addressing both the waste disposal and flood alleviation pressures of growth. Construction and demolition waste also needs to be minimised with greater use of recycled building materials; the Council will increase the number of new developments which are required to make provision for construction demolition waste.
- 5.42 The move away from landfill disposal towards more sustainable means of dealing with waste arisings, may well require an increase and improvement in the number and range of facilities in the area. Whilst the identification and promotion of new sites will be undertaken by Hertfordshire County Council, the Council will promote the onsite management of waste wherever this can be satisfactorily be achieved.
- 5.43 New building design and layout can also contribute to effective waste management and all new development should make adequate provision for the storage, re-cycling and collection of waste during the construction phase and following occupation. Developers will also be expected to ensure that the production of construction waste is minimised and that use is made of re-cycled materials wherever possible.

Policy CS15 Environmental impact of development

The Council will work with key partners, including the Environment Agency and Natural England, to ensure that development proposals do not create an unacceptable level of risk to occupiers of a site, the local community and the wider environment. Development proposals should take account of the guidance set out in the jointly produced guidance of the Hertfordshire Planning Authorities 'Building Futures' the Hertfordshire Guide to Promoting Sustainability in Development. Proposals will be required to incorporate sustainability principles, minimising their impact on the environment and ensuring prudent use of natural resources by measures including:

- (i) avoiding development in the floodplain and close to river corridors unless the requirements of the exceptions test have been met and flood prevention/mitigation measures are in place as required by the Environment Agency;***
- (ii) ensuring that developments larger than 1,000 sq m or 10 new homes include measures to offset at least 10% of total predicted carbon emissions*, subject to local environmental and amenity constraints, through a combination of sustainable design and construction and on-site renewable energy generation;***
- (iii) reducing water consumption through measures such as water saving devices and incorporating the use of Sustainable Urban Drainage Systems (SUDS);***
- (iv) ensuring that pollutants are minimised (including emissions to air, water, soil, light and noise);***
- (v) remediating land affected by instability and contamination, and maintaining appropriate distance from establishments containing hazardous substances;***
- (vi) ensuring efficient use is made of natural resources through their layout, design and construction, including locally sourced materials where possible;***

* 10% of carbon emissions as calculated against an equivalent development containing no sustainable design and construction or on-site renewable energy generation.

(vii) achieving reduced levels of energy consumption and the use of energy from renewable resources;

(viii) making provision for waste minimisation and recycling within the development; and

(ix) seeking to exceed the minimum standards as set out in The Code for Sustainable Homes within new residential developments.

Development proposals must demonstrate that they accord with Policy CS12 and that any adverse effects can be overcome by appropriate alleviation and mitigation, which are capable of being secured through planning conditions or an obligation in accordance with Policy CS19.

To facilitate waste minimisation and recycling, the Council will support the development of on-site recycling facilities and new sources of renewable energy generation where there is no adverse environmental impact on nearby communities.

6. Building Sustainable Communities

"Hertsmere Together will work towards promoting healthier communities and leisure and cultural opportunities"

Strategic Objective P.19, Community Strategy

"Encourage the development of youth facilities and activities...Improve the provision of sports pitches...Promote health improvement... Support the sports and arts infrastructure...Promote accessibility to green and open spaces"

Key Aims, P.26 – 32, Smile - A Cultural and Leisure Strategy for Hertsmere

"To promote safe, healthy and inclusive communities, respecting the diverse needs of the whole Borough"

LDF Core Strategy Objective 9

- 6.1 Ensuring quality of life for the local population requires proper consideration of the wider impacts of both existing and new development. Existing households generate a significant demand for education, healthcare, leisure and other local services and the construction of at least 5,000 new homes cannot be considered without the wider effects on the community being addressed. A higher number of new homes would have even greater infrastructure requirements.
- 6.2 Public participation in the LDF Issues and Options has revealed serious concerns about the impact of new housing on local communities and the ability of an area to absorb new development. The planning system has an important role to play in mitigating the impact of new development and policies are needed which can facilitate:
- the provision of land and buildings for community facilities and green infrastructure;
 - the provision of the necessary transport infrastructure;
 - a mix of supporting uses on or close to larger development sites;
 - the funding of costs associated with expanding local services;
 - sustainable design and construction with limited impact on the local environment; and
 - fair access to new services and buildings.

Development and local services

- 6.3 The Council believes that the creation of genuinely sustainable communities in Hertsmere requires access for residents to properly resourced, local services. Consequently, a key policy aim of the Core Strategy is to ensure local infrastructure and service providers' needs are addressed when considering new development. In this respect, the LDF has a major role to play in delivering the spatial requirements of the stated priorities of key service providers in the Borough.

Policy CS16 Access to services

The Council will work with local service providers to facilitate and promote their land use and buildings requirements through the identification of mixed-use and other development opportunities in the Site Allocations DPD. The Council will also require new development to contribute to the Community Strategy aim of achieving fair access to key community facilities and the wider goal of creating a safer and more sustainable environment. New proposals will be assessed against their impact on existing local infrastructure, services and resources and where necessary, new provision of required key community facilities should be made as part of the development in consultation with the local community and local service providers and in order to meet or fund any infrastructure impact, having regard to the provisions of Policy CS19.

- 6.4 The Hertsmere Community Strategy has the strategic objective of promoting both healthier communities and leisure / cultural facilities. In helping to deliver this objective, 'key community facilities' are considered to include:
- Schools and colleges;
 - Nurseries;
 - Hospitals, doctors surgeries and dentists surgeries;
 - Extended residential care and supported accommodation;
 - Community, youth and children's centres;
 - Public libraries, museums and community arts venues, theatres;
 - Places of worship;
 - Allotments and other urban open land including woodland and town or village greens;
 - Parks and sports clubs and pitches;
 - Public leisure centres; and
 - Public houses in rural villages
- 6.5 The list outlined in paragraph 6.4 is not intended to be exhaustive. However, key community facilities are recognised to be those facilities which are available for use by the local community. They also include privately owned buildings or land where there is a known local shortfall of such facilities. The Council is committed to promoting, providing or facilitating the provision of key community facilities and a clear presumption in favour of supporting such uses is considered to be of paramount importance. The promotion of key community facilities includes shared or dual uses.
- 6.6 There remains a continued presumption against any development which would lead to the loss of an existing facility and / or displacement to an inappropriate location or unsuitable buildings. Key community facilities rarely become permanently surplus to local requirements and there will always need to be an onus on developers – and where necessary, service providers – to demonstrate that a particular building or site is no longer required or could not be used by another community facility.
- 6.7 The provision of purpose built facilities will often present the best solution for healthcare, social service, education or other providers of a local service. However, ensuring quality of life and fair access to services, is largely dependent on providing facilities for the local population. This may require the conversion of an existing building and in exceptional circumstances, the adaptation or redevelopment of buildings – including some residential properties - to provide certain healthcare and elderly care facilities will need to be supported by the Council.

Policy CS17 Key community facilities

Proposals for the provision or dual use of key community facilities, including educational, healthcare and recreational facilities, will be supported, subject to any environmental constraints and other relevant policies. The loss, reduction or displacement of facilities and sites will not be permitted unless it can be demonstrated that they are surplus to the needs of the local community, there is no scope for alternative community uses to be provided and that any replacement accommodation elsewhere is satisfactory for all of its users, having regard to the provisions of Policy CS19. The conversion or redevelopment of residential properties for healthcare and elderly care will not be considered appropriate unless it can be demonstrated that there are no other suitable sites or buildings within the service provider catchment.

Providing a mix of uses

- 6.8 The promotion of mixed use development is a central tenet of government planning policy (PPS1). The Council recognises that proposals containing a mix of uses, which can compliment each other, are a prerequisite for creating sustainable communities. Consequently, where large brownfield development sites, including former industrial and business sites, come forward for redevelopment in the Borough over the next fifteen years, the creation of large, single-use developments may not always be appropriate. This would include the development of large housing estates with no supporting facilities.
- 6.9 Larger mixed use developments are most likely to be most appropriate in or close to Borehamwood and Potters Bar town centres, which benefit from a range of other complementary services and transport links. However, the development of mixed use schemes may represent a sustainable and efficient use of land in other locations and the Council wishes to secure a mix of uses in all locations where local services, transport links and the established character of an area can accommodate such development. In securing mixed use developments, members of the Local Strategic Partnership and community groups, together with Parish and Town Councils, will have an important role to play in identifying local service and community needs.

Policy CS18 Securing mixed use development

Mixed-development will be sought on major development sites in Borehamwood and Potters Bar town centres and in any other locations capable of satisfactorily accommodating a range of uses. The ability of any site to accommodate a mix of uses will be assessed on:

- i) the need for additional services and facilities in an area;**
- ii) the potential to create linkages with other nearby land uses;**
- iii) public transport accessibility and local road capacity; and**
- iv) the impact on the environment within and around the development site.**

The Council will work in partnership with local service providers, Parish and Town Councils and local community groups, in order to identify the need for additional services and facilities.

Funding sustainable communities

- 6.10 Concerns were expressed during public participation on the LDF Issues and Options over the impact of unmet costs arising from new development. For a number of years, Local Planning Authorities have used Section 106 planning agreements to secure financial contributions to fund new community facilities associated with new development. In Hertsmere, this has tended to be secured on a site-by-site basis with a focus on larger developments. An updated approach is considered to be necessary, if greater clarity and certainty is to be provided for developers and local service providers, which at the same time ensures that the cumulative impact of new development is addressed in the implementation of the Core Strategy.
- 6.11 In order to achieve this, the Council's preferred option is to develop an index-linked standard charge focused on housebuilding schemes of less than 15 units, to be secured through a planning obligation under Section 106 of the Town and Country Planning Act. The standard charge is expected to be derived from a Community Infrastructure Levy (CIL) to be agreed across Hertfordshire, which will be able to capture the costs associated with both sub-regional and cross-boundary infrastructure, as well as more local capital expenditure. Work on formulating a CIL for Hertfordshire commenced in 2008 through the undertaking of a Hertfordshire Infrastructure and Investment Study which has necessitated an assessment of both historic infrastructure deficits and likely future requirements arising from the East of England Plan housing requirements. On schemes of more than 15 units, the Council will retain the option of negotiating Section 106 agreements on a site by site basis although the amounts sought will need to be closely linked to the CIL.
- 6.12 The Council believes that a standard charge would underpin the sustainable growth of local communities and ensure that the wider costs of housebuilding can be covered from the outset, within the parameters set by the government circular 05/05 on planning obligations. It would also ensure that off-site contributions could be provided for Affordable Housing on schemes of fewer than fifteen units. The amount payable would depend on the number of homes built but this would reduce the need for protracted Section 106 negotiations on residential schemes and enable contributions for community facilities to be pooled through a fixed formula.
- 6.13 The basis of the standard charge and its application will be laid out in a new Planning Obligations Supplementary Planning Document which will build on the Council's existing Section 106 protocol document and Hertfordshire County Council's Planning Obligations Guidance toolkit, as well as the joint Infrastructure and Investment Strategy being undertaken across Hertfordshire and subsequent CIL for Hertfordshire. Until such time, the Council will continue to negotiate Section 106 agreements on a site by site basis. The Council also recognises the importance of ensuring that a standard charge is not set at a disproportionately high level leading to new sites becoming too costly to develop for housing. The tariff would be expected to cover costs associated with a range of items associated with the delivery of new housing, as set out in Table 15 next page:

Table 15. Potential items to be incorporated into a future Section 106 standard charge for Hertsmere

Highways and Transportation	<ul style="list-style-type: none"> • Public Transport improvements • On-site highway improvements • Community Transport (including both Dial-a Ride and voluntary car scheme) • Greenways (generally shared routes for cycling, equestrian and pedestrian use) • Parking improvements in the vicinity of the site
Recreation and Environment	<ul style="list-style-type: none"> • Recreation and Leisure (including sports, museums, allotments, Public Open space and Children's Play Areas) • Watling Chase Community Forest • Town Centre Improvements (including Public Conveniences and Public Art) • Air Quality and Noise Monitoring • Recycling Facilities • Flood Management, Drainage and Water Engineering • Habitat creation
Education, Housing and Community	<ul style="list-style-type: none"> • Affordable Housing • Nursery, Primary, Secondary and Special Education Needs School Provision • Libraries • Youth and Childcare Provision • Fire hydrants • Healthcare Facilities • CCTV • Contribution to the Costs of Policing • Community Centres

6.14 At the same time, traditional agreements under Section 106 of the Town and County Planning and related legislation would continue to be negotiated individually for larger developments and for securing Affordable Housing. They would also be used to address the impact of commercial developments where Section 106 and Section 278 (of the Highways Act) agreements are most likely to be appropriate on commercial schemes in excess of 500 sq m. A number of the items set out in Table 15 would continue to be applicable to commercial development under a Section 106 agreement and detailed guidance, currently set out in the Council's Section 106 Procedural Note, will be clarified in the new Planning Obligations Supplementary Planning Document.

Policy CS19 Standard charge and other planning obligations

Provision for on and off-site facilities, services and improvements, for which a need is known to arise from new residential development, in addition to obligations towards Affordable Housing, will be secured through:

- (i) the use of individually negotiated planning obligations and subsequently any standard charge on the approval of each new home, on sites of fewer than 15 units (gross), to be secured through a planning obligation under Section 106 of the Town and County Planning Act; and***
- (ii) the use of individually negotiated planning obligations entered into by the Council under Section 106 of the Town and County Planning Act, on sites of 15 or more units (gross).***

The standard charge will be set at a suitable level to ensure that the development of new housing does not adversely affect existing key community facilities and services, having regard to the viability of developing land in the Borough.

The provision of Affordable Housing, together with on and off-site facilities, training, services and improvements necessitated by new commercial development, will be secured through planning conditions and obligations entered into by the Council and developers under Section 106 of the Town and Country Planning Act and related or equivalent legislation.

Specific details on arrangements for securing developer contributions will be set out in the Planning Obligations Supplementary Planning Document.

Creating an attractive and accessible environment

- 6.14 At the heart of creating sustainable communities is the need to deliver high standards of design whilst ensuring that buildings and the wider public realm are physically accessible to all sections of the community. This is recognised in the government's overarching guidance on the planning system in PPS1, requiring the planning system to address physical access to land and buildings for all members of the community. Groups with particular mobility requirements can include the elderly, people with babies and young children as well as those with a temporary or permanent physical disability.
- 6.15 Recent changes to the General Development Procedure Order have placed a requirement on developers to prepare 'Design and Access Statements' and the Council's Planning and Design Guide SPD provides advice on how can this be undertaken. Development proposals will be expected to take advantage of opportunities to improve the character and appearance of the local area, taking account of the advice set out in the Planning and Design Guide. The Council remains confident that when it rejects poor, mediocre or inappropriate design, such decisions will be supported on appeal, working in consultation with the Hertfordshire Design Panel, the Regional Inspire East Design Panel and CABE's Design Review Panel where schemes require external scrutiny.
- 6.16 Ensuring that buildings are accessible to the mobility impaired, including the future needs of occupiers or visitors, is considered to be of great importance in Hertsmere because of the increasing proportion of the local population who will be over 65 by 2021. A 24% increase in the proportion of the over 65 age group is predicted, including an additional 1,100 people over the age of 80.
- 6.17 Consequently, in addition to requirements emanating from the Disability Discrimination Act, the Housing Corporation's Scheme Development Standards and Part M of the Building Regulations, the Council will seek to ensure that all new homes built over the next fifteen years incorporate the sixteen Joseph Rowntree Foundation standards for Lifetime Homes. Developers will also be expected to consult with the Council's Housing Unit to identify any current need for fully wheelchair accessible housing on all developments of more than 15 units.
- 6.18 The Council recognises that in certain exceptional circumstances, it may not be possible to meet all sixteen of the standards for Lifetime Homes. This may arise, for example, where the gradient of a site is particularly steep or where the conversion of an older building or a listed building is involved. Where higher density developments are considered acceptable by the Council, Lifetime Homes standards should be applicable and developers are urged to refer to the latest research on applying Lifetime Homes standards in higher density developments.²⁸

²⁸ See Lifetime Homes - Living Well Together (Hobinteg Housing Association and Joseph Rountree Foundation, 2003)

Policy CS20 Securing a high quality and accessible environment

The Council will require all development to be of high quality design which ensures the creation of attractive and usable places. Development proposals should take advantage of opportunities to improve the character and quality of an area and the Council will take account of the cumulative impact of new development, including the impact arising from residential intensification and redevelopment. All new development should be designed to ensure that buildings and land within their curtilage are fully accessible to groups with special mobility requirements. Where practicably possible 100% of new residential units should be built to the Lifetime Homes Standards based on the Joseph Rowntree Foundation standards highlighted in the Council's Planning and Design Guide Supplementary Planning Document. The proportion of wheelchair accessible homes on new residential redevelopments of 15 or more units will be considered on a site by site basis, having regard to current needs in the Borough.

7. Transport and Parking

“To improve road safety and obtain the best use of the existing highways network through effective design, maintenance and management.”

Key environmental aim, Hertsmere Community Strategy, P.16

“To reduce the rate of traffic growth through integrated land use planning.”

Hertsmere Community Strategy, Environment Action Plan

“To raise levels of access by seeking development in locations not dependent on access by car and by requiring the provision of physically accessible transport interchanges and other buildings”

LDF Core Strategy Objective 8

- 7.1 Congestion is a major local concern with a high number of vehicle movements across the Borough and even greater levels of through traffic, including major traffic flows to and from London. The reduction of traffic congestion has been identified as a key aspiration amongst the local population, standing out as a priority in the 2005 householder survey – reflecting concerns over journey delays and the impact of congestion on air pollution and noise. Addressing year-on-year traffic growth in the Borough remains a priority and the Council is committed to supporting the improvement of public transport facilities across the Borough.
- 7.2 As more people come to own cars, the problem is likely to be exacerbated. High levels of car ownership, as well as the limited relationship between land-use and access to public transport, have contributed to high levels of traffic growth. The number of two-car households in Hertsmere is one-third higher than the national average and traffic growth in the Borough is projected to increase by 22% by 2021. Working with Hertfordshire County Council, the Local Highways Authority, Hertsmere Borough Council has a major role to play in ensuring development is consistent with the key Transport Objectives of the Hertfordshire Local Transport Plan (2006 – 2011). These include delivering the best use of the existing highway network, addressing air quality and safety impacts, and managing the growth of transport and travel volumes. The LDF has an important role to play in shaping transport patterns, both in terms of the location of new development and the attractiveness of alternative modes of travel.

The location of new development

- 7.3 Planning is the key tool through which the most sustainable patterns of land use can be achieved. This means that, in taking decisions on the location of developments which generate large number of vehicle journeys, factors such as proximity to other related land uses and whether a site is dependent on access by car should be considered. The siting of major developments can have a bearing on local traffic growth for many years to come and, wherever possible, employment, recreational and other uses with a wide catchment area will need to be located in areas with the best links to good public transport.
- 7.4 The Council acknowledges that there is no single solution to the problem of congestion. However, there is likely to be limited scope for major, trip generating commercial development outside of (1) the identified ‘Transport Development Areas’ and associated transport corridors in Borehamwood and Potters Bar (2) town centres identified in the retail hierarchy or (3) the designated Employment Area on Shenley Road, Borehamwood – unless new or improved public transport, pedestrian and cycle routes can be created or funded and the local environment can accommodate such development. Major trip generating developments are considered to be those creating over 2,500 sq m of new / additional office, retail or leisure floorspace, have a site area of one hectare or greater, or requiring more than 150 car parking spaces.

- 7.5 In considering the location of major new development proposals, the Council will also have regard to proposals in an approved or emerging Transportation Plan for an area or other related statutory documents, in particular the Hertfordshire Local Transport Plan and the Watling Chase Greenways Strategy. A number of urban transportation plans for different parts of the Borough are also currently under preparation.
- 7.6 Changing attitudes and behaviour are key to addressing traffic growth. For all types of trip-generating development, there are benefits to be gained from preparing and implementing Travel Plans, known as Green Travel Plans, School Travel Plans or Commuter Travel Plans. The active promotion of Travel Plans is seen as a key means of reducing car dependency and Hertsmere Borough Council, itself a major employer and generator of vehicle trips in the Borough, intends to adopt its own Travel Plan in 2009. An effective Travel Plan will include measures to increase travel choice and reduce dependency on the car such as, for example, implementing a car share scheme or offering discounted public transport for employees.
- 7.7 Travel Plans will be required for major trip generating commercial, education, healthcare, residential and other developments through the use of Section 106 legal agreements or planning conditions. Additional details on requirements for Travel Plans are set out in the new Parking Supplementary Planning Document, which has been prepared with regard to separate guidance published by Hertfordshire County Council on both Travel Plans and the wider transport aspects of new development (Roads in Hertfordshire, 2001).

Policy CS21 Development and accessibility to services and employment

The Council will work towards Hertfordshire County Council's vision of providing a safe, efficient and affordable transport system that allows access for all to everyday facilities. To obtain the best use of the existing highway network, major trip generating development should be focused principally on Transport Development Areas, Transport Corridors and town centres, as indicated on the Key Map. Major developments over 2,500 sq m or 25 units will only be permitted where:

- i) it does not conflict with the Transport Objectives of the Hertfordshire Local Transport Plan (2006 – 2011) and associated Accessibility Strategy;***
- ii) it is accompanied by a suitable Travel Plan, prepared in accordance with guidance set out in the Parking Supplementary Planning Document;***
- iii) it is in accordance with Hertfordshire County Council guidance and relevant Local Plan / Development Plan Document policies relating to the operation of the Highways network and the achievement of vehicular, pedestrian and equestrian safety; and***
- iv) it contributes, where required, to the provision or funding of new or improved public transport and non-motorised routes.***

Parking standards

- 7.8 Since 2001 government policy has required Local Planning Authorities to set an upper limit on the amount of off-street car parking for all uses. The Council recognises that excessive levels of off-street parking can encourage additional or unnecessary car use and inefficient use of land, in the same way that new road building can generate demand for additional journeys. However, facilitating fair and equitable access to a range of local services requires that an appropriate amount of off-street car parking is provided to reflect the different local needs which exist across the Borough.

Residential Parking

- 7.9 The most recent government guidance in PPS3 (Housing) has proposed the local formulation of residential car parking standards, which are in part based on car ownership. This has provided the Council with an opportunity to set residential parking standards which reflect local need and circumstance in the Borough.
- 7.10 The 2001 Census revealed that average car ownership in Hertsmere stood at 1.36 cars per household, above the figure for both the East of England region (1.27 cars per household) and England (1.11 cars per household). Subsequent research undertaken by Hertsmere Borough Council in 2006 suggested that this number has increased to 1.6 cars per household, indicating that average car ownership for one, two and three bed households remains below two cars per household.

Table 16. Average car ownership in Hertsmere by household size.

Number of bedrooms	Number of cars (2006)					Average cars /household
	0	1	2	3	4+	
1	-	-	-	-	-	0.7*
2	15%	61%	24%	0%	0%	1.1
3	5%	40%	51%	3%	1%	1.6
4	0%	35%	44%	17%	4%	1.9
5+	0%	15%	44%	23%	19%	2.5
All	7%	42%	40%	8%	3%	1.6

Base: 418 responses. *Calculated from less than 20 responses – breakdown of ownership not shown. Figures may not tally due to rounding

- 7.11 On this basis, the Council's proposed option is for an upper limit of 2 car parking spaces per unit for smaller family homes (1, 2 and 3 bedroom) and 3 or 4 car parking spaces for larger units, on the basis that this is likely to meet off-street parking demand. The Council's Planning and Design Guide provides detailed guidance on the design and layout of off-street parking, emphasising that garages need to have an internal width of 3m to be considered as a parking space.
- 7.12 Actual levels of parking, up to and including the stated maximum, will depend on a range of other factors including proximity to public transport and services and actual on-street parking conditions. Parking levels can also be influenced by the availability of measures which encourage reduced dependency on the car such as the availability of car clubs or high quality cycle lanes and pedestrian links. It is likely to be appropriate and practical to seek a lower average number of spaces per unit where the location of the site can support such parking levels, particularly through the provision of communal parking. The Council's research on car ownership suggests that the development of 1, 2 and 3 bedroom units on sites in Borehamwood and Potters Bar town centre and in all locations with good accessibility to public transport, could reasonably have off-street communal parking of an average of no more than 1 to 1.5 spaces per unit. Given the range of influences on the level of required off-street parking, the overall consideration of new maximum parking standards is likely to be dependent on a range of factors including an assessment of the accessibility of a site. This assessment will include use of the latest Accessibility Zones which are based on proximity to a wide range of local shops and services, including public transport facilities.
- 7.13 A Parking Supplementary Planning Document (SPD) has been prepared setting out detailed car and cycle parking standards within the parameters set by Policy CS22 below. An additional requirement, over and above the maximum allowance, will be required for mobility impaired car users.

Non-residential parking

- 7.14 The Council’s car parking standards for non-residential development are contained in the Parking SPD. The detailed standards are considered to be appropriate for Hertsmere and are consistent with the requirements of national government to set upper limits on the level of off-street parking. The proposed approach is to retain these standards on the basis that they are still applicable, having regard to the latest Accessibility Zones for Hertsmere.
- 7.15 The SPD provides scope for reduced levels of car parking to be provided within identified areas of higher accessibility. In particular, within the Transport Development Areas in the centre of Borehamwood and Potters Bar, there can be expected to be locations where lower demand and / or levels of car use exist.

Policy CS22 Accessibility and parking

In order to facilitate fair access to local services, the quantity of off-street parking for all modes of transport, to be provided at new developments, will be based on an assessment of:

- i) a site’s location;***
- ii) local car ownership;***
- iii) the proposed land use (having regard to Table 17 for residential development);***
- iv) housing tenure***
- v) the potential for shared parking, over various times of the day and week, with other uses***
- vi) local on-street parking conditions and controls;***
- vii) highway and pedestrian safety considerations;***
- viii) incentives to reduce dependency on the car and the provisions of any Travel Plan submitted;***
- ix) the Accessibility Zones for the Borough; together with the extent of compliance with requirements set out in the Parking Supplementary Planning Document; and***
- x) the extent to which permeable and semi-permeable surfaces are incorporated into the area of off-street parking to be provided.***

Table 17. Indicative parameters for Car Parking Standards SPD (residential standards)

Number of bedrooms (flats, bungalows and houses)	Maximum number of car parking spaces
1	1.5*
2	2
3	2
4	3
5+	4

*Decimal places will be rounded up to the nearest number.

Promoting alternatives to the car

- 7.16 Reducing car dependency and managing traffic growth requires the active promotion of alternatives to the car, in addition to the implementation of policies on the location of new development and the availability of car parking. Such a 'carrot and stick' approach involves the promotion of public transport facilities, as well as the promotion of walking and cycling opportunities and enhancement of the wider rights of way network.

Public transport

- 7.17 Although the Council has limited direct influence over the provision of rail and bus services, it continues to lobby for, support and fund improvements to services and facilities. Since April 2006, First Capital Connect have been operating the Thameslink and WAGN rail franchises which serve the three railways stations in the Borough – Potters Bar, Radlett and Elstree and Borehamwood. The new franchisee has announced its intention to carry out improvements at 70 stations across the region, including platform extensions at Elstree and Borehamwood to accommodate 12 car trains. The Council will want to ensure that investment is directed towards stations in the Borough and supported by the new planning policy framework for Hertsmere. Bushey station is on the London Overground and London Midland routes and is located in the neighbouring town of Oxhey, outside of the Borough.
- 7.18 At the same time, there remains scope to secure financial contributions – particularly from developers of major trip generating schemes - for a wide range of public transport improvements. These will be agreed in consultation with Hertfordshire County Council, in its role as the Local Highway and Local Transport Authority. This may include the creation of new bus routes or bus stops, improve station forecourts and access as well as new or enhanced community transport initiatives such as the Hertsmere Shopper Scheme run by Hertsmere Community.
- 7.19 The revised Accessibility Zones for Hertsmere identify where there is presently limited public transport accessibility across the Borough, indicating where new routes and stops could be provided to make some development more acceptable. Park and Ride measures have not been actively promoted by either Hertsmere Borough Council or Hertfordshire County Council, ahead of the preparation of the Core Strategy, although the South West Hertfordshire Transport Strategy review may set out whether such an option needs to be considered in the future. Should this be the case, the Core Strategy and Site Allocations DPDs may need to be subsequently reviewed.

Non-motorised or 'Greenways' routes

- 7.20 Since the late 1990s, the Council has actively promoted the development of a largely car-free network of routes known as Greenways. These routes for pedestrians, cyclists and horse riders are intended to run within and between urban destinations and into the countryside. The implementation of the Watling Chase Greenways Strategy (2002) has already seen the opening of several important Greenways routes, involving both new sections and enhancements to the existing rights of way network, as well as cycle routes adjacent to the public highway. Particularly notable implementations have included the second only 'pegasus' crossing in Hertfordshire (an equestrian road crossing) and an innovative crossing of the A41, using part of the motorway verge, which has never previously been done in the United Kingdom.
- 7.21 In implementing a network of routes in the Greenways Strategy, there has been a focus on improving links both within and between towns, as well as on improving access to the countryside. Almost the entire Borough lies within the boundary of Watling Chase Community Forest including large areas within the urban fringe between north London and the wider countryside. Continuing to promote opportunities to walk, cycle or ride in the countryside will help increase opportunities for recreation and improving access to the countryside, a key objective of the Community Forest and consistent with the Hertsmere Community Strategy aim of creating opportunities to engage in healthy, active lifestyles.

Table 18. Key Greenways developed from 1999-2006

Type	Location	Improved	Created	Length (metres)
Right of way	Merryhill, Bushey		✓	1,000
	Tylers Farm, Bushey		✓	400
	Blackhorse Lane, South Mimms		✓	100
	Brookside, South Mimms	✓		2,040
	Shenley bridleway 13, Shenley	✓		1,300
	Packhorse Lane, Well End	✓		780
	Elstree aerodrome, Hogg Lane	✓		542
	Crab Lane & Commonmeadow Lane, Aldenham	✓		2,804
	Saffron Green Greenway, Galley Lane, Arkley		✓	680
	Blackbirds Lane & Aldenham bridleway 74, Kemp Row	✓		504
	Wash Lane, South Mimms	✓		300
Hertsmere Park route	Allum Lane Spinney, Borehamwood	✓		500
	Brook Meadow, Haggerston & Leeming Parks, Borehamwood	✓		820
	Parkfields, Borehamwood	✓		1,332
Highway	Blackhorse Lane, Shenley	✓		1,700
	Swanland Road, South Mimms	✓		1,800
TOTAL				16,602 (10.3 miles)

7.22 The promotion of Greenways as an increasingly important alternative to the car will require the continued identification of new links to the proposed Greenways network, as well as to existing or proposed public transport facilities. It may also involve the identification of new routes associated with new development opportunities and in the emerging transport plans for different areas within the Borough.

7.23 The Council considers that it is important to ensure that proposed routes are properly safeguarded, preventing development from occurring which could hinder or prevent routes from being developed in the future. The safeguarded routes will be identified on a separate proposals map for the Borough, prepared as part of the Site Allocations DPD.

7.24 The financing of improvements and development of routes can be achieved through planning conditions and Section 106 legal agreements. It is intended that guidance, presently set out in the Watling Chase Greenways Strategy, will be incorporated into an updated Supplementary Planning Document identifying new priority routes.

Policy CS23 Promoting alternatives to the car

The Council will support a wide range of measures to provide safer and more reliable alternatives to the car for accessing new development and existing development and other destinations across the Borough including:

- i) improved public transport facilities;***
- ii) additional public transport routes and stops;***
- iii) enhanced and new non-motorised links within and between urban and rural areas, along or additional to the existing rights of way and highways network, which increase walking, cycling or riding opportunities; and***
- iv) The safeguarding of proposed non-motorised routes, where necessary, to prevent development occurring which would prevent their future implementation.***

New developments will be assessed in terms of their accessibility by a range of transport modes and where appropriate, measures to promote alternatives to the car will need to be provided as part of a proposed scheme, having regard to the requirements of the Parking Supplementary Planning Document.

8. Town Centres and Shopping

“Thriving, vibrant and attractive town centres are fundamental to the sustainable development of the East of England and should continue to be the focus for investment, environmental enhancement and regeneration.”

Policy SS6, East of England Plan

“To safeguard and enhance the role of the town and district centres in Hertsmere, steering commercial developments which attract a large number of people toward the most accessible locations”

LDF Core Strategy Objective 12

“Hertsmere Together will work towards promoting healthier communities and leisure and cultural opportunities”

Strategic Objective P.13, Community Strategy

“To reduce anti-social behaviour and alcohol-related disorder.”

Environment key aim P.15, Community Strategy

- 8.1 All Local Planning Authorities are required to plan positively for the growth of, and development in, existing town centres. The Spatial Vision for the Core Strategy reflects the differences of towns across the Borough meaning that shopping policies need to reflect the diverse requirements of Borehamwood, Bushey, Potters Bar and Radlett as well as the key service villages of Shenley and Elstree.
- 8.2 The separate roles of the main towns are reflected in a town centre hierarchy which seeks to ensure that any significant growth is proportionate to the size of that centre. The hierarchy is based on current total floorspace, derived from data from the Valuation Office Agency, as set out in Table 17. Historically, these centres have tended to be largely dominated by small, independent retailers rather than large national multiples, because of the proximity of such a large number of major shopping destinations: the Harlequin Centre in Watford, Brent Cross in North London, London Colney retail park, Hatfield Galleria and St Albans town centre. Consequently, Policy E5 of the East of England Plan clarifies that major new retail development should be directed to larger centres outside of the Borough including Watford, St Albans and Hemel Hempstead with none of the Borough’s town centres identified as being of strategic importance for retail development and other complementary town centre uses. On this basis, a full retail needs / capacity assessment has not been considered appropriate.

Town centre strategy

- 8.3 The main centres of Borehamwood and Darkes Lane, Potters Bar will continue to be the preferred location for any new retail, commercial or leisure development. Where significant comparison or convenience retail development is proposed, a need will have to be demonstrated and it should be proven that town centre sites have been considered before edge-of-centre and out-of-town sites, as required by PPS6 (Planning for Town Centres).

²⁹ The supply of groceries in the UK market investigation, Competition Commission (2008)

Table 19. Town Centre Floorspace in Hertsmere, 2008 (in sq m)

Type of Centre	Town Centre	Retail (A1)	Restaurant (A3)	Pubs & Bars (A4)	Take-Away (A5)	Others (including A2 uses)	Vacant	Total
Major Town Centre	Borehamwood	26,993	6,065	1,242	739	7,021	3178	45,238
Town Centre	Potters Bar Darkes Lane	11,322	1,055	631	566	2,625	301	16,500
District Centre	Potters Bar High Street	8,452	1,595	778	378	2,314	227	13,714
District Centre	Bushey	2,411	1,539	276	94	2,240	261	6,821
District Centre	Bushey Heath	4511	553	78	34	1,089	156	6,421
District Centre	Radlett	6,722	2,163	726	363	2,674	653	13,301
Service Village	Shenley (Andrew Close)	314	0	0	33	249	0	596
Service Village	Elstree High Street	114	60	0	0	133	0	307

Note: 1. The categories in the table are based on those set out in the Use Classes Order 1987 (as amended) which differentiates between retail and other town centre uses

2. Tesco and Borehamwood included in Borehamwood figures: Costco not included in Bushey District Centre figures

- 8.4 The primary objective for smaller, neighbourhood centres and local parades is to ensure that they can continue to provide essential services for their local catchment. This is consistent with the Community Strategy aim of ensuring fair access to local services. Many of these neighbourhood centres and parades are acknowledged to have high levels of occupancy, such as Manor Way in Borehamwood. However, unless there are controls in place, local shopping facilities will remain under threat from the conversion of premises to eating and drinking establishments, as well as the growth of large supermarkets and superstores, whose range of food and non-food goods continue to increase.
- 8.5 Should any need for additional supermarket(s) be demonstrated by retailers, in addition to satisfying any competition test introduced through a revised PPS6 as a consequence of recent Competition Commission²⁹ recommendations, the Council will wish to ensure that proposals within Borehamwood, Potters Bar, Radlett and Bushey town centres are appropriate to the size and scale of the centre. Given the number and size of supermarkets in the Borough (in Borehamwood and Potters Bar), the size of the Borough's other settlements and the close proximity of nearby supermarkets (Watford, London Colney, Edgware and Stanmore), it is possible that no further need exists for significant new food retailing floorspace.

Policy CS24 Town centre strategy

Development within the designated town, district or neighbourhood centres of Borehamwood, Potters Bar, Bushey and Radlett will be permitted provided that it maintains their primary retail function and wider role as a focus for business, leisure, cultural and other appropriate town centre uses. Retail activity elsewhere will be focused on local centres and parades which will be expected to retain a core of local shopping facilities and accommodate any new retail development, commensurate to their position within the town centre hierarchy. Proposals to create in excess of 2,500 sq m of new retail floorspace will be subject to the sequential test and should be focused on Borehamwood

and Darkes Lane, Potters Bar town centres and will only be permitted where a clear quantitative need has been established and where it can be demonstrated that it would not harm any existing shopping centre.

The health of individual centres

Borehamwood

- 8.6 Despite the substantial amount of retail floorspace in Borehamwood town centre, the Tesco store and shopping park on Shenley Road account for approximately 60% of all shopping accommodation. The recent healthcheck of Borehamwood town centre revealed a lack of comparison retailers, a high number of take-aways, runs of vacant or charity shops and some shopper dissatisfaction about the current town centre environment. The arrival of brands such as Top Shop, Top Man, Body Shop and Dorothy Perkins to the shopping park off Shenley Road provide some grounds for optimism about the overall vitality of the town centre, although the shopping environment and streetscape along Shenley Road does not reflect this. Given these concerns and the location of Shenley Road at the heart of Borehamwood, the proposed approach for retail growth will be to focus all new retail activity within the existing floorspace along Shenley Road.
- 8.7 The designation of a primary frontage, where retail activity should be focused, will be the principal means of promoting Shenley Road within Borehamwood town centre. Outside of the primary frontages, a wider range of new uses would be permitted including A3 (dining-in restaurants), A4 (pubs and bars) and A5 uses (take-away), together with other appropriate town centre uses such as financial services, estate agents and employment agencies, leisure and healthcare. The detailed extent of the frontages, together with acceptable proportions of permitted uses, in all centres and parades will be set out in the forthcoming Site Allocations DPD (as with other centres in the Borough). In accordance with national policy, there will be a presumption against any new retail floorspace on the edge of or beyond Borehamwood town centre - unless the need can be demonstrated and there are no suitable sites or premises available for that particular retail format.

Potters Bar

- 8.8 Potters Bar continues to support two town centres although they perform distinctly different roles in terms of their range and quantity of shops and services. LDF public consultation undertaken in 2006 revealed some support for focusing shopping activity along Darkes Lane, reinforcing the view that Potters Bar High Street has a different function. Consultation also revealed concerns about the evening economy and the limited range of retail facilities available in Potters Bar.
- 8.9 Recent changes to the Use Class Order, with the creation of separate eating and drinking categories, has provided Local Planning Authorities with greater control over the quantity and type of non-retail uses permitted in town centres. The Council intends to promote a primary frontage within Darkes Lane, with an emphasis on retail uses, together with a secondary frontage along the entire length of the High Street where there can be an emphasis on specialist retail and dining-in restaurants within the new A3 Use Class, together with other local services and appropriate town centre uses. The number of A4 (pubs and bars) and A5 uses (take-away) would be strictly controlled and other acceptable uses along the High Street including financial services, estate agents and employment agencies, leisure and healthcare. In this way, the importance of Darkes Lane as a local shopping destination would be reinforced whilst there would be scope over time for the High Street to develop a broader mix of uses appropriate for this location.

Bushey and Bushey Heath

- 8.10 Bushey and Bushey Heath continue to serve day to day convenience shopping needs, together with a limited number of specialist shops. Their role has not changed significantly over the past 15 years although Bushey village appears to have declined in recent years and the latest surveys and healthcheck reveal noticeably lower levels of vacancy and increased footfall in Bushey Heath. The low number of national multiples suggests that both centres contain businesses serving a very local population with few visitors from further afield. A principal concern, as with all town centres in the Borough, is to ensure that the number of eating and drinking establishments is kept to a level which protects the retail function of the centres and safeguards local amenities. To achieve this in Bushey and Bushey Heath, there will be a focus on retail floorspace within new primary frontages and other town centre uses within secondary frontages, subject to appropriate limits on the number of pubs, bars and take-aways.

Radlett

- 8.12 Radlett is presently designated as a 'district centre' although there is some evidence that as a viable and attractive centre, it no longer only serves the immediate population of the town. Low numbers of vacancies and few short-term lets are apparent, along with a number of specialist retailers and an increasing number of restaurants. There is a need to ensure that these trends do not occur at the expense of local convenience retailing and so the designation of a primary frontage, enabling retail uses to be focused within part of the town centre, is proposed for Radlett. This would enable other uses to be controlled, in quantity and location, within a secondary frontage.
- 8.13 Given that the estimated town centre floorspace of Radlett, at 11,638 sq m, is similar to that of Potters Bar High Street, there is not considered to be justification for changing its position within the retail hierarchy as a district centre. The scale of any new retail floorspace within Radlett town centre will, therefore, need to reflect its position as a District Centre. Substantial increases in floorspace in Radlett, ahead of Borehamwood town centre and Darkes Lane, Potters Bar are unlikely to be appropriate, unless an overwhelming need in that location can be justified.

Shenley

- 8.14 The rapid growth of Shenley, through the residential redevelopment of the hospital in the 1990s, has resulted in an increase of over 200% in the size of the local population. There are presently no vacant units within the Andrew Close shopping parade which serves much of the local community.
- 8.15 Although the population of Shenley has grown significantly and now exceeds 5,000, the community has limited public transport accessibility (with three bus routes running at certain times of the day). It is unlikely that the local road infrastructure and on-street parking availability could support retail development which attracts significant numbers of visitors from further afield. The Shenley Parish Plan has not identified any particular local need for additional shopping facilities. However, the Plan's aim of focusing any additional commercial development in the two main existing areas of commercial development (in and around Andrew Close and along London Road in the south east of the village) is reflected in the Core Strategy. Such development will need to be to a scale consistent with the overall hierarchy of settlements in the Borough and excludes development of the school reserve site on Porters Park Drive.

Policy CS25 Strengthening town centres

The retail function and vitality of designated centres will be reinforced through the designation of primary and secondary shopping frontages in Borehamwood, Potters Bar, Bushey and Radlett. There will be a focus on (A1) retail uses within the primary frontages and scope for a wider range of activities in secondary frontages, with an emphasis on a mix of (A1) retail, (A2) financial and professional services and (A3) dining-in establishments. An appropriate proportion of other uses will also be permitted in secondary frontages, including (A4) pubs and bars and (A5) take away uses, together with other appropriate arts, leisure and entertainment uses. Details of frontages and uses will be set out in the Site Allocations DPD.

Policy CS26 Retail and commercial development in Shenley

Small scale retail and commercial development in Shenley should be restricted to suitable sites within existing commercial areas. Locations will be identified in the Site Allocations DPD, based on those defined in the Shenley Parish Plan:

- ***along London Road in the south east of the village; and***
- ***at Andrew Close and the nearby junction between London Road and Porters Park Drive (excluding the reserve school site).***

Retail and commercial development in identified locations in Shenley should be of a size and scale which primarily serves the local community rather than drawing in large numbers of visitors from further afield.

The evening economy

- 8.16 In promoting the vitality and viability of the various town centres, a balanced approach must be taken with regard to the evening and night-time economy. There is a clear need to provide facilities for younger people, particularly in the evening, and the creation of primary and secondary frontages can enable appropriate numbers of eating, drinking and entertainment premises to be accommodated. At the same time, there is a need to plan for the whole community and ensure that central areas remain attractive to all ages and users. In doing so, planning policies must take account of and complement the Community Strategy objective of creating a safer environment - including the key aims of reducing anti-social behaviour and alcohol-related disorder, together with fear of crime levels.
- 8.17 The Crime, Disorder and Drugs Reduction Strategy for Hertsmere (CDDRS) 2005-2008 specifically seeks to build on the introduction of a pilot Alcohol Free Zone in Borehamwood and Potters Bar. Pubwatch schemes across the Borough have the key strategic priority of reducing alcohol-related disorder (Page 30, CDDRS) through:
- Targeting prolific and other priority offenders;
 - Reducing supply of illegal drugs on our streets;
 - Keeping young people safe and out of trouble; and
 - Engaging communities in locality problem solving
- 8.18 In relation to locations where concentrations of drinking establishments and night clubs cause existing problems, there will be a strong presumption against further consents for such uses and encouragement will be given to introducing other suitable daytime and evening uses. The Council welcomes the recent changes to the Use Classes Order which allow for greater differentiation between different types of eating and drinking use classes. This will enable stricter controls to be introduced over the number and type of A3

(restaurants and cafés), A4 (pubs and bars) and A5 (take-away) establishments in primary frontages, as well as other evening uses such as night clubs, amusement arcades, betting shops and casinos. Where new A3, A4 and A5 consents are permitted across the Borough, funding will be sought (through planning obligations), in consultation with Hertfordshire Constabulary to secure measures sought in the CDDRS. This will include improved use of CCTV, improved lighting and improved signage for CCTV and Alcohol Free Zones.

- 8.19 Whilst there will be greater scope for A4 and A5 uses to locate within secondary frontages, there will be a general emphasis on A2 and A3 uses ahead of A4 and A5 premises. Detailed guidance on uses within the new primary and secondary frontages will be included in the Site Allocations DPD.

Policy CS27 Safe and attractive evening economy

The Council wishes to promote a range of uses in town centres for the whole community, creating a balanced evening economy including entertainment and late night retailing as well as eating and drinking establishments. The quantity, type and location of A3, A4, A5 and other evening or late night uses will be controlled, having regard to other Local Plan and Development Plan Document policies, together with the aims and objectives of the Crime, Disorder and Drugs Reduction Strategy for Hertsmere, including the need to reduce anti-social behaviour, crime and the fear of crime.

Where new A3, A4 and A5 uses are permitted, financial contributions will be sought for related town centre improvements including additional CCTV, improved lighting and improved signage for CCTV and Alcohol Free Zones. In relation to those areas where concentrations of drinking establishments, night clubs or other evening or late night uses have caused existing anti-social problems, there will be a presumption against further consents for such uses.

9. Implementation and Monitoring Framework

- 9.1 The Core Strategy and other documents within the LDF provide the basis for meeting the land use requirements of the local community. The Core Strategy is intended to be a flexible document, capable of responding to changing needs and circumstances, nationally, regionally and most importantly at the local level. As a spatial planning framework for land use change over the next 10 – 15 years, its implementation will be dependent on the actions of various organisations, alongside the determination of individual planning applications by Hertsmere Borough Council. Individual partners within the Local Strategic Partnership, such as Hertfordshire County Council and West Hertfordshire Primary Care Trust, have an important role to play in delivering the objectives of the Core Strategy and individual partners will need to work together to enable the key objectives in this document to be met.
- 9.2 These organisations have their own service priorities, targets and timescales, which may not necessarily match up with those set out in the Core Strategy. However, the setting of a Community Infrastructure Levy should enable the level of required capital funding to be established (and captured) in support of the planned levels of growth across the County. The setting of Local Area Agreements and in particular, the new Comprehensive Area Assessments of local Councils, has the potential to support a more joined up approach to public service regulation and delivery.
- 9.3 Regular monitoring will assess the effectiveness of policies and whether the Spatial Vision and Strategy are being implemented as originally intended. Future Annual Monitoring Reports (AMR) prepared by the Council will need to indicate the extent to which Core Strategy (and other subsequently prepared DPD) policies are being achieved and whether targets are being met. For example, the implementation of Policies CP3 (Phasing of Housing Development), will be dependent on regular review to establish whether the number of homes permitted is significantly falling below or exceeding annualised housing requirements, potentially triggering a review of land allocation phasing.
- 9.4 The AMR will, therefore, consider the extent to whether revisions to the Core Strategy or other DPDs will be necessary or whether new DPDs are required. Other factors may also prompt the need for reviews or partial alterations, including reviews (or partial alterations) of the Regional Spatial Strategy.
- 9.5 Indicators have been developed to provide a consistent basis for monitoring the performance of the Core Strategy. A number of these have been derived from existing AMR indicators and wherever possible they have been chosen to be SMART i.e. Specific, Measurable, Achievable, Realistic and Timely. Some indicators will also be dependent on external events but they are considered to provide the basis for identifying how the Core Strategy should be maintained or amended. The proposed Monitoring Framework is set out in more detail below in Table 20.

Table 20. Monitoring Framework

Theme	Outcome	Indicator	Relevant Core Strategy policies	Implementation / Delivery Mechanism	Responsible agencies
Demographic	Improved quality of life and environment across the Borough	- % of Hertsmere residents satisfied / dissatisfied with the Borough as a place to live	SP1	- Individual policies, service plans and actions of Local Strategic Partnership members - Determination of individual planning applications - LAA	- All members of Local Strategic Partnership
Demographic	A reduction in poverty / social exclusion	- Number / % of SOAs among the 20% most deprived in England	CS4, CS5, CS6, CS9, CS16, CS17, CS19, CS21	- Site Allocations DPD - CIL / Standard charge / S106 agreements - Affordable Housing SPD - LAA	- All members of Local Strategic Partnership - EEDA
Housing	The protection of the Green Belt through the most efficient use of previously developed land and buildings	- % of gross dwelling completions in Borehamwood, Bushey, Potters Bar and Radlett - % of new homes on previously developed land - Average dwelling density of gross dwelling completions in Hertsmere - Average dwelling density of gross dwelling completions in identified accessibility zones	CS1, CS15, CS21	- Local Plan / Development Control Policies DPD - Parking SPD, - Determination of individual planning applications	- Hertsmere Borough Council - William Sutton Homes - Aldwyck Housing Association and other RSLs - Development Industry
Housing	Ensuring that there is an adequate supply of developable land for new housing	- Maintaining at least a five year land supply - For total completions to be on or above the annualised dwelling requirement at the end of each monitoring year	CS1, CS2, CS3	- Site Allocations DPD - Churn within the property market - Disposal of assets by Hertsmere Borough Council and other LSP partners - Determination of individual planning applications	- Hertsmere Borough Council - William Sutton Homes - Aldwyck Housing Association and other RSLs - Development Industry, landowners
Housing	Providing an increased supply of Affordable Housing to meet local needs	- For 35% of dwelling completions on privately developed sites of more than 15 units to be affordable - For 30% of all new dwellings to be Affordable Housing - For the % of three and four bedroom Affordable Housing units, as a proportion of all Affordable Housing provided, to be within 20% of the equivalent proportion within the market sector	CS4	- Affordable Housing SPD - Disposal of assets by Hertsmere Borough Council - Development programme of RSLs - Determination of individual planning applications - Housing Strategy	- Hertsmere Borough Council - William Sutton Homes, Aldwyck Housing Association and other RSLs / - Development Industry, Homes and Community Agency

Table 20. Monitoring Framework (cont)

Theme	Outcome	Indicator	Relevant Core Strategy policies	Implementation / Delivery Mechanism	Responsible agencies
Housing	An increased supply of Affordable Housing in rural areas	- The number of Affordable Housing units provided on rural 'exceptions' sites	CS5	- Disposal of land by private landowners - Assessment of local needs by Parish Councils - Affordable Housing SPD - Determination of individual planning applications - Housing Strategy	- Hertsmere Borough Council - Parish Councils - William Sutton Homes, Aldwyck Homes and other RSLs, - Individual landowners, Homes and Community Agency
Housing	The provision of Gypsy and Traveller pitches to meet identified local need	- Number / % of gypsy sites on authorised sites - Number of pitches provided on authorized sites	CS6	- Site Allocations DPD - Sale or leasing of land by private landowners - Central government grants to support development / extension of sites	- Hertsmere Borough Council - Hertfordshire County Council, Individual landowners - Central Government (CLG)
Employment	The provision of a continued supply of designated land for B-class and other permitted uses	- The % of land designated as an Employment Area / Key Employment Site as a proportion of the stated policy target of 102 hectares - The % of floorspace within Employment Areas / Key Employment Site, in use for B-class and other permitted uses, to remain at or in excess of the level of the previous year	CS8, CS10	- Site Allocations DPD - Individual planning applications	- Hertsmere Borough Council - Development industry
Employment	A continued supply of small business units and training opportunities to meet local employment needs	- Total area of land designated as Locally Significant Employment Sites, in use for B class and other permitted uses, to remain at or in excess of the level of the previous year	CS9	- Site Allocations DPD - Individual planning applications	- Hertsmere Borough Council - WENTA - EEDA - Oaklands College - Development Industry
Employment	The continued existence and promotion of a vibrant film and television production industry in the Borough	- Total area of land in use for film and television production, to remain at or in excess of previous year	CS11	- Actions of studio owners - Financial support from EEDA and Screen East	- Hertsmere Borough Council - BBC - EEDA - Screen East

Table 20. Monitoring Framework (cont)

Theme	Outcome	Indicator	Relevant Core Strategy policies	Implementation / Delivery Mechanism	Responsible agencies
Open Land & Environment	The protection of the Borough's environmental assets	<ul style="list-style-type: none"> - Number / area of designated environmental sites to remain at or in excess of the level of the previous year - Area / types of new habitats created - Number of Species or Habitat Action Plans (from Hertfordshire BAP) implemented or partially implemented - % of Hertsmere designated as green belt - Number of TPOd trees lost or damaged 	CS12	<ul style="list-style-type: none"> - Actions of Herts and Middlesex Wildlife Trust and relevant other stakeholders - Individual planning / TPO applications, Cultural Strategy 	<ul style="list-style-type: none"> - Hertsmere Borough Council - Hertfordshire County Council - Herts and Middlesex Wildlife Trust - Herts Biological Records Centre - Countryside Management Service - Landowners
Open Land & Environment	The protection of the Borough's built heritage	<ul style="list-style-type: none"> - An annual review of the Hertsmere List of Locally Important Buildings - Number of incidences of buildings on the List which have been redeveloped as part of a permitted scheme - % of listed buildings identified as 'at risk' - % of Conservation Area Consents for demolition approved with no detailed scheme for replacement - The number of Conservation Areas with an up-to-date appraisal to remain at or in excess of the level of the previous year 	CS13	<ul style="list-style-type: none"> - Individual planning applications / heritage consents - Continued involvement of BEAMS in protecting and enhancing the historic built environment 	<ul style="list-style-type: none"> - Hertsmere Borough Council - BEAMS - Parish and Town Councils - Amenity societies - Individual property owners - English Heritage
Building Sustainable Communities	The protection and enhancement of a range of community facilities	<ul style="list-style-type: none"> - The number of key community facilities lost through the development process - % of dwelling completions within 15 minutes and 30 minutes of key services 	CS16, CS17	<ul style="list-style-type: none"> - Individual policies, service plans and actions of Local Strategic Partnership members - Site Allocations DPD - Community Infrastructure Levy / s106 contributions - Determination of individual planning applications, Cultural Strategy 	<ul style="list-style-type: none"> - All members of Local Strategic Partnership - Parish and Town Councils - Voluntary sector including Hertsmere Community Voluntary Service

Table 20. Monitoring Framework (cont)

Theme	Outcome	Indicator	Relevant Core Strategy policies	Implementation / Delivery Mechanism	Responsible agencies
Building Sustainable Communities	The provision of infrastructure to support new development	- % of new residential developments with onsite/offsite provision of facilities and / or contribution towards facilities via s106/unilateral undertaking	CS19	- Individual policies, service plans and actions of Local Strategic Partnership members - Site Allocations DPD - Community Infrastructure Levy / s106 contributions - Determination of individual planning applications	- All members of Local Strategic Partnership - Development industry, EEDA, Central Government
Transport & Accessibility	To promote transport choice and achieve a modal shift	- Number of new or enhanced Greenway or cycle routes - % of approved major commercial developments with a Green Travel Plan and cycling measures - Car parking provision on approved development in /outside of accessibility zones - % of approved major commercial developments with a Green Travel Plan and cycling measures	CS14, CS22, CS23	- Preparation and implementation of Local Transport Plan and area transport plans - Individual planning applications - Community Infrastructure Levy / s106 to support public transport enhancements	- Hertsmere Borough Council - Hertfordshire Highways / HCC (Passenger Transport Unit) - Passenger Transport operators - Countryside Management Service
Town Centres	Attractive and viable town centres	- % of town centre frontages in A1 use - % of vacant units as a % of all town centre uses	CS24, CS25	- Individual planning applications - Primary and secondary frontages as set through Site Allocations DPD	- Hertsmere Borough Council, HC, property owners, developers
Town Centres	Protecting local retail facilities	- % of local centres and parades frontages in A1 use - % of vacant units as a % of all local centre and parade uses - For the % of retail floorspace in town centres to not fall below previous year's levels	CS24, CS25, CS26	- Individual planning applications - Primary and secondary frontages as set through Site Allocations DPD	- Hertsmere Borough Council, property owners
Town Centres	A balanced, safe and attractive evening economy	- The ratio between A1, A3, A4 and A5 uses in each town centre - The number of other evening economy uses in each town centre	CS25, CS27	- Individual planning applications - CDRP Strategy	- Hertsmere Borough Council - Hertfordshire Constabulary, CDRP

10. Responding to this Document

- 10.1 This Document has set out a range of policy options for the Council's Core Strategy. Your views are now invited on whether you think the Core Strategy is sound and legally compliant. A response form is enclosed which you are encouraged to use. In your response you are asked to state the paragraph number(s) and / or policy number to which you are responding. Comprehensive guidance on soundness and legal compliance can be found in PPS12 but attention is drawn to the requirement, in paragraph 4.36 of PPS12, which states that Core Strategies must be justifiable, effective, consistent with national policy and in general conformity with the regional plan – in this instance, the East of England Plan. This means that DPDs should be:
- founded on a robust and credible evidence base;
 - the most appropriate strategy when considered against reasonable and realistic alternatives;
 - deliverable, flexible and able to be monitored
- 10.2 PPS12 emphasises that representations made should consider whether choices made in the plan are backed up by the background facts and that they have involved appropriate public participation. In addition, the evidence base needs should be proportionate to the work being undertaken and as up-to-date as practical. Following receipt of representations, the Core Strategy will be considered by an independent Inspector, at a public examination, who will assess whether the Core Strategy meets the criteria set out in PPS12.
- 10.3 It should be emphasised that the requirement for Councils to seek representations on the published plan should not be seen as a conventional stage of public participation or consultation. The purpose of this stage in the preparation of a DPD is to gather representations on the soundness of the development plan document that is to be submitted to the Secretary of State to examine as part of the submission material.
- 10.4 It is important that you participate at this particular stage because changes to the planning system have resulted in Inspectors being able to make binding changes on the Council, following the public examination. It should be emphasised that only those representations made at submission stage will be considered in examining the soundness of the Core Strategy at the public examination.
- 10.5 Please take the time to consider the contents of this document and the accompanying Sustainability Appraisal. Your responses should either be submitted by email to core.strategy@hertsmere.gov.uk or should be returned to:
- Policy and Transport team
 Planning and Building Control Unit
 Hertsmere Borough Council
 Elstree Way
 Borehamwood
 Herts WD6 1WA
- 10.6 You may use the enclosed form to submit your representation but are asked to complete a separate form for each policy / paragraph forms the basis of that particular representation. Only those seeking a change to the Core Strategy (i.e. effectively 'objecting') have a right to be heard whereas those parties making representations supporting the DPD do not have the right to be heard. It is for the Inspector to determine the form of the right to be heard within the public examination process i.e. whether it is a round table discussion, informal or formal hearing. You are asked to indicate in your response whether you wish to exercise this right to be heard at the public examination.

11. Glossary and Acronyms

Acronym	Full Name	Definition / Explanation
-	Affordable Housing	Social rented and intermediate housing, provided with an element of subsidy to specified eligible households whose needs are not met by the market. Affordable housing should meet the needs of eligible and include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.
AMR	Annual Monitoring Report	Report produced by all Local Authorities each year explaining progress against the Local Development Scheme (LDS) and against nationally and locally set indicators which examine how well planning policies are working.
-	B-space	For the purposes of this Document, B-space employment comprises activities within Classes B1-B8 of the Use Classes Order, such as office, research and development, industrial and warehousing accommodation, along with related activities such as construction, waste disposal and vehicle repairs.
-	Brownfield land	Land which has been previously developed and which may or may not be vacant or derelict.
DCLG	Department for Communities and Local Government	Central Government department responsible for planning issues. Created in 2006, it took over many of the functions of the Office of the Deputy Prime Minister (ODPM).
DPD	Development Plan Document	Development Plan Documents are part of the Local Development Framework (LDF) and contain the main policies for the development of an area. DPDs form part of the Development Plan, which is the main consideration when deciding planning applications.
EERA	East of England Regional Assembly	The East of England Regional Assembly is a partnership of elected representatives from the 54 local authorities in the East of England region as well as a number of (non-elected) representatives from social, economic and environmental interests. EERA is responsible for producing the Regional Spatial Strategy.
GO-East	Government Office for the East of England	Government Offices are part of the Department for Communities and Local Government and help to co-ordinate the work of central Government departments at a regional level.
-	Intermediate housing	Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria for Affordable Housing in general. These can include shared equity products, other low cost homes for sale and intermediate rent.
LDD	Local Development Document	Any document that forms part of the Local Development Framework.
LDF	Local Development Framework	Overarching term for all of the documents that are used in developing policies for the use of land and assessing applications for planning permission within a Local Authority.
LDS	Local Development Scheme	Part of the Local Development Framework (LDF), the Local Development Scheme sets out which Local Development Documents (LDDs) are to be produced by the Local Authority and a timetable for achieving this.
ODPM	Office of the Deputy Prime Minister	Former central government department that was responsible for planning issues. Replaced in 2006 by Communities and Local Government (DCLG).
PPG	Planning Policy Guidance (note)	Planning Policy Guidance notes set out national planning policy.

Acronym	Full Name	Definition / Explanation
PPS	Planning Policy Statement	Planning Policy Statements are the new way in which national planning policy is presented. There is an on-going process to replace all Planning Policy Guidance notes with Planning Policy Statements.
RPG	Regional Planning Guidance	Regional Planning Guidance contains policies for the whole of a given region but does not form part of the Development Plan.
RSS	Regional Spatial Strategy	The Regional Spatial Strategy (otherwise known as the East of England Plan or RSS14) contains policies for the whole of a given region as well as setting targets for the building of new homes and the creation of jobs. It forms part of the Development Plan in Hertsmere.
-	Social rented housing	Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant.
SA	Sustainability Appraisal	Sustainability Appraisal is a way of testing the social, economic and environmental impact of a Local Development Document on the area in which it will be used. Sustainability Appraisal is used to meet the requirements of the Strategic Environmental Assessment Directive.
SEA	Strategic Environmental Assessment	Strategic Environmental Assessment is the process used to meet the requirements of European Legislation, known as the SEA Directive, which requires the "assessment of the effects of certain plans and programmes on the environment".
SCI	Statement of Community Involvement	Part of the Local Development Framework, the Statement of Community Involvement explains how the public will be involved in the production of Local Development Documents and in the assessment of significant planning applications.
SPD	Supplementary Planning Document	Supplementary Planning Documents form part of the Local Development Framework. They are not part of the Development Plan and cannot allocate land. However, they can be used to provide extra information to policies contained in Development Plan Documents.

Appendix 1

Linkages between the Hertfordshire Local Transport Plan and Hertsmere Borough Council

Hertfordshire Local Transport Plan 2006/07 - 2010/11 (LTP2)

Key Aims and Objectives Relevant to Core Strategy

LTP Objective	Key LTP Actions	Core Strategy Section						
		Overview	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy
Safety								
To improve safety for all by giving the highest priority to minimising the number of collisions and injuries occurring as a result of the transport system.	<p>Aim to improve safety at accident 'hotspots' through a combination of engineering, education and enforcement.</p> <p>Investigate links between road safety and deprivation</p> <p>Encourage journeys to school by modes other than the private car</p>	n/a	n/a	<p>Policy CS23 supports "a range of measures" to provide alternatives to the car including improved public transport routes and facilities, enhanced or new non-motorised routes and the preservation of existing non-motorised routes</p>	n/a	n/a	n/a	<p>Supporting text identifies traffic and parking as significant issues/problems in many Employment Areas. Policy CS9 seeks protection for Locally Significant Employment Sites with, inter alia, satisfactory access and parking. Policy CS10 limits new office development exceed 2,500 sq m to Elstree Way Corridor.</p>

LTP Objective	Key LTP Actions	Core Strategy Section							
		Overview	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy	
Congestion									
To obtain the best use of the existing network through effective design, maintenance and management.	Ensure that land use strategies are compatible with congestion management and minimisation. Review the Section 106 agreement procedures to ensure maximum and consistent benefits are negotiated for road improvements. Review parking policy guidance at county/district level.	Objective 14 of the Core Strategy seeks to "secure efficient land use through well-designed development reflecting the size, pattern and character of settlements in Hertsmere".	Identifies the most accessible locations as the priority location for additional housing, and directs development towards the Borough's main towns in accordance with a settlement hierarchy. If land is required outside of existing towns, requires the most accessible site to be used. Sets limits on the phasing of development to ensure infrastructure is not overburdened.	Policy CS21 identifies areas of increased public transport accessibility and restricts major trip generating developments to these areas. Also requires such developments to ensure safety, incorporate a travel plan and make appropriate contributions towards public transport an alternative modes. Policy CS22 sets out five criteria which will be used in the assessment of parking provision on new developments. Enables car parking SPD (to be developed separately). Policy CS23 supports "a range of measures" to provide alternatives to the car including improved public transport routes and facilities, enhanced or new non-motorised routes and the preservation of existing non-motorised routes	n/a	n/a	Policy CS16 requires the impact of new developments on existing infrastructure to be assessed and, where necessary, provision to be made to meet any shortfall. Policy CS19 makes provision for securing developer funding through legal agreements.	n/a	Supporting text identifies traffic and parking as significant issues / problems in many Employment Areas. Policy CS9 seeks protection for Locally Significant Employment Sites with inter alia, satisfactory access and parking. Policy CS10 limits new office development to exceed 2,500 sq m to Elstree Way Corridor.
To manage the growth of transport and travel volumes across the county, and thereby secure improvements in the predictability of travel time.	Continue to prioritise safety of pedestrians and transport users. Further develop school travel plan programme. Extend Business TravelWise links and influence the wider business sector. Continue to develop and broaden the county cycling strategy. Secure better bus infrastructure through S106 agreements. Improving accessibility and increase patronage to public services through more user-friendly public transport facilities.								
To develop an efficient, safe, affordable and enhanced transport system which is attractive, reliable, integrated and makes best use of resources.									

Core Strategy Section								
LTP Objective	Key LTP Actions	Overview	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy
Accessibility								
<p>To develop a transport system that provides shopping, education, leisure and health facilities for all, including those without a car and those with impaired mobility.</p> <p>To ensure that the transport system contributes towards improving the efficiency of commerce and industry and the provision of sustainable economic development in appropriate locations.</p>	<p>Use of accessibility mapping in the locating of new facilities</p> <p>Better use of Green Travel Plans</p>	<p>Objective 8 of the Core Strategy seeks to "raise levels of access by seeking development in locations not dependent on access by car and by requiring the provision of accessible buildings".</p>	n/a	<p>Policy CS21 identifies areas of increased public transport accessibility and restricts major trip generating developments to these areas. Also requires such developments to ensure safety, incorporate a travel plan and make appropriate contributions towards public transport an alternative modes.</p>	<p>Policy CS24 confines major retail developments to Borehamwood and Darkes Lane, Potters Bar</p>	<p>Policy CS18 seeks a mix of uses on major development sites to reduce the need to travel.</p>	<p>Aims to develop and improve car-free access to Watling Chase Community Forest gateway sites</p>	<p>Policy CS10 restricts large, new office developments to Eistree Way, Borehamwood as this is considered the most sustainable location within Employment Areas for major office developments in excess of 2,500 sq m</p>
	Air Quality							
<p>To mitigate the effect of the transport system on the built and natural environment and on personal health.</p>	<p>School and business travel plans</p> <p>Increased cycle network provision</p> <p>Increased public transport provision</p> <p>Footway and footpath improvements</p> <p>Promotion of use of alternative fuels in vehicles e.g. LPG, electric, hybrid engines</p> <p>Pedestrianisation</p>	<p>Objective 2 of the Core Strategy seeks, inter alia, to promote "sustainable access to the wider countryside wherever possible".</p>	n/a	<p>Policy CS21 requires Travel Plans for major trip-generating developments.</p> <p>Policy CS23 supports "a range of measures" to provide alternatives to the car including improved public transport routes and facilities, enhanced or new non-motorised routes and the preservation of existing non-motorised routes</p>	n/a	n/a	n/a	<p>Policy CS9 allows for the potential release of 'bad neighbour' uses to less polluting classes of development (i.e. housing).</p>

LTP Objective	Key LTP Actions	Core Strategy Section						
		Overview	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy
Quality of Life								
<p>To raise awareness and encourage use of more sustainable modes of transport through effective promotion, publicity, information and education.</p> <p>To reduce the need for the movement of people and goods through integrated land use planning, the promotion of sustainable distribution and the use of telecommunications.</p>	<p>To protect and enhance streetscapes and the built environment.</p> <p>Improve access to transport services and facilities.</p> <p>Reduce crime and the fear of crime.</p> <p>To improve health through transport initiatives.</p> <p>To reduce noise complaints relating to road traffic.</p> <p>To reduce CO2 emissions.</p> <p>To protect landscapes and biodiversity</p>	See objectives 2, 5 & 8 outlined above.	Identifies the most accessible locations as the priority location for additional housing, and requires a settlement hierarchy to be followed. If land is required outside of existing towns, requires the most accessible site to be used.	Policy CS23 supports "a range of measures" to provide alternatives to the car including improved public transport routes and facilities, enhanced or new non-motorised routes and the preservation of existing non-motorised routes.	n/a	Policy CS18 seeks a mix of uses on major development sites to reduce the need to travel.	Aims to develop and improve car-free access to Watling Chase Community Forest gateway sites.	Allows for the potential release of 'bad neighbour' uses to less polluting classes of development (i.e. housing).

Appendix 2

Linkages with Community Strategy Action Plans

Action Plans - Key Aims and Objectives Relevant to Core Strategy

Strategic Objective 1: Create a safer environment						
	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy
Key Aim 1: To reduce crime: prioritising vehicle crime, burglary, domestic violence, race hate and crimes of local concern.		1.1.3 Introduce 'Secure by Design' into car park developments. Test: Reduction of thefts from vehicles.	1.1.3 Introduce 'Secure by Design' into car park developments. Test: Reduction of thefts from vehicles.	1.1.3 Introduce 'Secure by Design' into car park developments. Test: Reduction of thefts from vehicles.	1.1.3 Introduce 'Secure by Design' into car park developments. Test: Reduction of thefts from vehicles.	
			1.1.24 To work towards 'Designing Out Crime' in Potters Bar. Test: Implementation of Town Centres Improvement Plan.	1.1.24 To work towards 'Designing Out Crime' in Potters Bar.		
Key Aim 4: To build community confidence and reduce fear of crime levels.	1.4.12 Develop a range of environmental enhancements on housing estates for 'Designing Out Crime'.				1.4.12 Develop a range of environmental enhancements on housing estates for 'Designing Out Crime'. Schemes already being developed in parks and open spaces.	

Strategic Objective 2: Improve and sustain the quality of Hertsmere's environment						
	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy
Key Aim 1: To improve road safety and obtain the best use of existing highways network through effective design, maintenance and management.		2.2.4 To reduce the rate of traffic through integrated land use planning and support for alternative modes of transport to the private car. Test: % completed residential development within 30 mins of PT of key services, plus number of Green Travel Plans approved.				

	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy
Key Aim 3: To ensure neighbourhoods and public spaces are cleaner and greener, and communities take an active role in managing their own environment.		2.2.6 Identify and develop new Greenways routes in accordance with approved Strategy. Test: No./length of routes implemented (AMR local indicator).			2.3.4 Future environmental improvement projects to be identified across other spaces, neighbourhoods and public spaces with partners. No test as yet. 2.3.7 Establish Neighbourhood Teams to facilitate joint approach to environmental management issues at a local level including enforcement, environmental improvements and community engagement.	
Key Aim 4: To protect and enhance the natural and built environment.	2.4.1 To make efficient use of land and focus new development on previously developed sites. Test: BVP106, average density of new developments.			2.4.1 To make efficient use of land and focus new development on previously developed sites. Test: BVP106, average density of new developments. 2.4.2 To maintain the open character of the Green Belt, conserving areas of ecological importance. Test % designated as Green Belt, No. local wildlife sites. 2.4.3 Provide a framework for the Borough's sustainable development needs, meeting the targets in the preparation of the LDF. Test: BVP1200.	2.4.2 To maintain the open character of the Green Belt, conserving areas of ecological importance. Test % designated as Green Belt, No. local wildlife sites.	
				2.4.4 To protect and improve the built heritage of the Borough. Test: Establishment of Local List, character assessment of CAs. 2.4.5 To protect and improve the natural heritage of the Borough. Test: TPOs - new and resurveyed, Wildlife sites with management plan.		

Strategic Objective 3: Promote healthier communities and Leisure and cultural opportunities						
	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy
Key Aim: To improve opportunities for people to engage in a healthy, active lifestyle through the development of facilities, activities and cultural activities.				1. Increase the percentage of adults aged 45+ participating in at least 30 minutes moderate intensity sport and active recreation on three or more days a week. 2. Increase the number of 16 to 24 year olds participating in at least 30 minutes of moderate intensity sport and physical activity at least 3 times per week.		

Strategic Objective 4: Encourage economic development, lifelong learning, employment and regeneration opportunities						
	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy
Key Aim 4: To support appropriate inward investment and infrastructure improvements.						4.4.2 Ensure that new developments provide for their infrastructure requirements through the negotiation of S106 contributions when granting planning permissions. Test Level of contributions negotiated. 4.4.4 Lobby infrastructure providers to ensure that there is appropriate investment in the Borough to meet local needs and future requirements. Test level of investment in the Borough.

Strategic Objective 5: Work towards meeting local housing needs						
	Housing	Transport and Parking	Town Centres and Shopping	Delivering Sustainable Communities	Open Space	The Economy
<p>Key Aim 1: To optimise the supply of affordable housing.</p>	<p>5.1.1 Work to ensure the latest evidence of housing needs is reflected in key policies and strategies, including the LDF and SPDs. To develop and adopt a SPD investigating (and where appropriate including) reduced thresholds for affordable housing provision. For the SPD to review the current rural exceptions policy, investigate the possibility of introducing standard charge for smaller application. Test: BVPI 200 LDS milestones. Over 100 additional affordable homes through use of SPD.</p> <p>5.1.2 Work towards addressing housing needs of gypsies and travellers. Test: Sites identified through LDF process.</p> <p>5.1.3 Work sub-regionally to maximise investment in affordable housing including developing S106 good practice guide for developers and RSLs. Staff training for planning and housing. Joint approach to needs and market assessments.</p> <p>5.1.5 Optimise affordable housing provision through the use of Council's assets: Land, finance and urban capacity study. 33 homes facilitated by disposal of land.</p> <p>5.1.8 Map special needs provision, needs and gaps. Gap analysis completed.</p> <p>5.1.9 Maximise the contribution of the private sector to affordable housing: empty dwellings, rent deposit/guarantee scheme, S106 contributions.</p>					
	<p>Key Aim 2: To improve domestic energy efficiency and reduce fuel poverty.</p> <p>Other Aims: Work towards meeting local housing needs.</p>				<p>5.2.1 Achieve annual improvement in domestic energy efficiency. Test: 500 homes improved.</p> <p>5.5.1 Increase the number of lifetime and wheelchair accessible homes developed. Test: Targets to be developed.</p> <p>5.5.7 Improve percentage of private sector homes complying with Decent Homes Standards.</p>	

Appendix 3

Key development proposals and policies in neighbouring local authorities

London Borough of Enfield (UDP 1994, Interim amendments 1997 and 1999) Core Strategy (Issues and Options April 2007)				
Issues	Policies	Designations	Major Developments	
1. Core Strategy &O published in 2007..	1. UDP Policies since 1994 with interim amendments. Details on those being saved within LDS. Policies will be guided by London Plan.	1. There are no designations likely to affect Hertsmere as identified in UDP.	1. There is a recognised surplus (in the current UDP) of industrial / warehousing land and buildings. It is likely therefore that the majority of major developments will occur on vacant or not-fit industrial land. Enfield has had a number of major commercial developments in the form of business parks (to the east and south of borough) and it is likely that these will expand rather than new ones be developed.	
2. Some issues with housing requirements, which will in turn lead to major issues with school places, particularly secondary school level. Could impact indirectly on school places in Potters Bar.			2. Potential major development that could have an impact on Hertsmere is the closure of Chase Farm Hospital A&E plus other services. This may lead to an increase in need for community type care in neighbouring towns such as Potters Bar community hospital.	
			3. Tottenham Football Club have been trying to get permission for a major sports training ground at Bulls Cross (a Green Belt location with some Conservation Area and Wildlife issues near Junction 25 of M25). Hertsmere has set precedent by allowing a similar development by Arsenal FC.	

London Borough of Barnet				
Issues	Policies	Designations	Major Developments	
1. Core Strategy &O not due until 2007. No details available.	N/A	1. Mill Hill East Area Action Plan and Colindale Area Action Plans being prepared by consultants, due 2007. No details available.	1. Cricklewood Broadway Regeneration could further enhance attraction of Brent Cross as a visitor destination, potentially diverting trade from town centres in Hertsmere.	

London Borough of Harrow (Core Strategy Issues and Options Reports (various) 2006/7)				
Issues	Policies	Designations	Major Developments	
1. There is an ageing and growing ethnic population with increasing need.	1. There are some policy options to encourage tourist activity to areas of cultural importance located in the north of the Borough, namely RAF Bentley Priory.	1. There are no designations for developments that will affect Hertsmere.	1. Proposals for significant new development at RAF Bentley Priory being considered through emerging SAD. Could have bearing on future of Green Belt between Stanmore and Bushey	
2. There are high vacancy rates in retail areas to the north of the Borough, but this may be due in part to their proximity to larger retail centres such as Watford.		2. Potential new sites of Nature Conservation Importance to the north of the Borough, including Watling Chase Community Forest environs.	2. Given the current threats associated with the future of hospitals there is the chance that Stanmore Hospital in the Green Belt to the north of the Borough, near Bushey will come under threat from development in the longer term.	
3. There are high levels of vehicle ownership with 42% in or out-commuting, resulting in a lot of through traffic across the main roads of the Borough.		3. UDP Area of Special Character is proposed to remain the same, this covers majority of Green Belt area to the north of the Borough.	3. Construction underway for residential development on ex BAE Systems site in Stanmore in Green Belt site identified in UDP.	

St Albans City and District Council (District Plan Review 1994) (I&O consultation May 2006) (Core Strategy Issues and Options, July 2007)				
Issues	Policies	Designations	Major Developments	
1. Historic town centre with development and congestion constraints.	1. I&O policy options include a park and ride scheme to deal with developments and congestion in the city centre	1. Five provisional proposals for identifying Major Development Sites in the Green Belt. 12 sites have been identified as potential designations as MDS in the GB, including Harperbury Hospital. Eight Areas of Search for future growth including land near London Colney.	1. Series of developments and proposals in Green Belt near Hertsmere could cumulatively have major effect on northern half of Borough. Includes changes to residential from waste sites and farm holdings. These could also set a precedent in close proximity to Hertsmere towns and villages. Changes to Green Belt boundaries could set a precedent for developments in villages that would otherwise have been protected.	
2. Potential Green Belt alterations to accommodate increasing housing requirements.	2. Green Belt reviews considered through I&O near London Colney which could, with Harperbury proposals, trigger coalescence with Radlett and Shenley.	2. The UDP already designates land for the M25 widening scheme, within the confines of the existing M25 land.	2. Potential by-pass schemes mostly around Harpenden but also includes schemes further south which could impact on Hertsmere in terms of vehicle movements and facilitating other Green Belt developments, including the rail freight proposal.	
		3. The majority of land bordering Hertsmere is GB land. There are no other designations for development within the UDP that will affect Hertsmere.	3. Harperbury Hospital and M25 widening will have the biggest impacts on Hertsmere. Proposals for Radlett Railfreight would have major bearing on Hertsmere; decision by St Albans deferred in November 2006.	

Watford Borough Council (Core Strategy Issues and Options, December 2005)				
Issues	Policies	Designations	Major Developments	
1. Retail survey revealed that for Watford to fulfill its role as a regional centre it will need 30-35% additional floorspace by 2016.				
2. Currently has a shortage of development sites for warehousing/industrial uses but has a surplus of large office stock.	1. Options include releasing land in areas unsuitable for modern business needs.			
3. Affordable housing is an increasing issue.	2. Option includes allocating sites where the requirement for affordable housing will be higher than the standard policy, i.e. 100%. Otherwise, option is to increase requirement level or reduce thresholds to capture smaller sites and request developer contributions for smaller sites.			
4. Joint Urban Capacity Study revealed a capacity of over 7000 homes, but the council considers this an unrealistic target. A review of sites found over 5000.	3. Options include allocating sites to meet annual figures, but placing a moratorium on windfall sites. 4. Option for designating land as Character Areas with higher density or open space requirements.			
5. The redevelopment of Charter Place conflicts with infrastructure capacity to cope with high numbers of visitors using the private car to get to, from and around the Town Centre.		1. Plans for major redevelopment of Watford Town Centre - Charter Place.	1. Plans for major redevelopment of Watford Town Centre - Charter Place. Set out in Charter Place Planning Brief tbc.	
6. Six areas where air quality is an issue.	5. Policies include requiring developer contributions to secure improvements to public transport provision and non-car modes of transport.		2. Current infrastructure projects for link roads to reduce congestion around stations and town centre areas.	
7. Concerns over lack of local facilities and services.		2. Option to designate neighbourhood areas		

Welwyn Hatfield District Council				
Issues	Policies	Designations	Major Developments	
No LDF proposals yet published. Implications arising from increased housing growth put forward by the Secretary of State's proposed changes to the East of England Plan for Welwyn Hatfield. Consequently housing requirements may have to be met through building on the Green Belt. Brookmans Park and Little Heath (adjacent to Potters Bar) are unlikely to be locations for development with Welwyn Garden City and Hatfield identified as "Key Centres for Development and Changes".	N/A	No designations likely to have an affect on Hertsmeire.	N/A	

Appendix 4

Hertsmere LDF Sustainability Objectives

1. To improve educational achievement, training and opportunities for lifelong learning and employability
2. To ensure ready access to essential services and facilities for all residents
3. To improve the quality and affordability of housing
4. To reduce poverty and social exclusion and promote equality of opportunities
5. To reduce and prevent crime, fear of crime and anti-social behaviour
6. To improve population's health and reduce inequalities both geographically and demographically
7. To make the most efficient use of previously land developed land and existing buildings before Greenfield sites
8. To reduce contamination and safeguard soil quality and quantity
9. To protect and enhance landscape character, historic buildings, archaeological sites and cultural features of importance to the community
10. To maintain and enhance the quality of countryside and landscape
11. To reduce dependence on private car and achieve modal shift to more sustainable transport modes
12. To protect and enhance wildlife and habitats which are important on an international, national and local scale
13. To improve the quality of surface and ground waters
14. To minimise water consumption
15. To minimise the risk of flooding taking account of climate change
16. To improve local air quality
17. To reduce greenhouse gas emissions
18. To minimise the need for energy, increase energy efficiency, and to increase the use of renewable energy
19. To reduce the generation of waste and encourage re-use and recycling of waste
20. To provide a prosperous, balanced and stable economy
21. To sustain and enhance the viability and vitality of town centres

Appendix 5

Local Area Agreement targets with land use implications

Local Area Agreement Target (county-wide)	Land Use Implication
Increase the number of Pre-starts who establish a business from 373 to 453 by 2009.	Supply of small business accommodation.
Increase the % of 5 to 16 year olds who travel to school using sustainable modes of transport, including 'active transport' (cycling, walking etc.) from 56.5% to 59% by 2009.	Location of new schools development. Travel Plans for existing schools.
Reduce the % of people surveyed who consider vandalism, graffiti and other deliberate damage to property or vehicles to be a big or fairly big problem in their local area by 4% by 2009.	Secure by design measures for new development.
Reduce the % of people surveyed who consider people being drunk or rowdy in public spaces to be a big or fairly big problem in their local area by 4% by 2009.	Number of eating and drinking establishments. Growth of evening economy.
Reduce the disposal of non-biodegradable household waste to landfill through increasing recycling of non-biodegradable household waste across the county from 6.66% to 9.16% by 2009.	Provision of on and off-site recycling facilities.
Increase the number of older people helped to live at home from 8,901 to 9,812 by 2009.	Provision of lifetime and wheelchair accessible homes.
Increase the number of 16 to 24 year olds participating in at least 30 minutes of moderate intensity sport and physical activity at least 3 times per week.	Provision of garden / open space within new residential development. Provision of cycle routes. Supply of parks and recreational open spaces.
To increase the % of adults aged 45+ by 2009 participating in at least 30 minutes moderate intensity sport and active recreation (including recreational walking and recreational cycling) on 3 or more days a week by 4%.	Provision of garden / open space within new residential development. Supply of parks and recreational open spaces.

Appendix 6

Schedule of Core Strategy policies for submission to Secretary of State

Core Strategy Policy	Development Control application	To replace Local Plan policy	Compliments Local Plan policy
SP1 Creating sustainable development	Y	K1 Sustainable Development K2 Development Strategy	
CS1 Location and supply of new homes	Y	H1 Housing Land - overall supply	
CS2 Housing beyond existing built up areas	N	H4 Green Belt Safeguarded Land for Housing	
CS3 Phasing of development	Y	N/A (Policy H5 Phasing of Housing Sites is deleted)	
CS4 Affordable Housing	Y	H16 Affordable Housing Provision and paragraph 9.6.	
CS5 Affordable Housing in rural areas on "exception sites"	Y	H17 Affordable Housing Provision in Rural Villages and Settlements.	
CS6 Gypsy and traveller sites	Y (after 2011)	N/A (Policy S9 Gypsies and Travellers is deleted)	
CS7 Housing mix	Y	Reliance on PPS3 (Policy H7 Housing Mix is deleted)	H12 Sheltered Housing
CS8 Scale and distribution of employment land	Y	B1 Employment Areas	
CS9 Local Significant Employment Sites	N (until Site Allocations adopted)	B6 Class B1(a) development	
CS10 Land use within employment areas	Y	B2 Employment areas - offices and other employment generating users B6 Class B1(a) development	
CS11 Promoting film and television production in Hertsmere	Y	B7 Borehamwood Town Centre - revitalisation	
CS12 Protection and enhancement of the natural environment	Y	C1 Green belt (Policy C9 Landscape Conservation Areas is deleted) C10 Landscape character	E1 - E8 (Nature Conservation, Trees and Hedgerows) D6 Safeguarding Mineral Supplies
CS13 Protection and enhancement of historic assets	Y		E9 - E32 (Archaeology, Historic Buildings, Conservation Areas, Historic Parks and Battlefields)
CS14 Promoting recreational access to open spaces and the countryside	Y	C8 Watling Chase Community Forest Gateway Sites	M6 - M9 (cycling and equestrian needs) C7 Watling Chase Community Forest
CS15 Environmental impact of development	Y (including new 10% carbon emission requirement)		D1 - D5 (Drainage and Water) D7 Re-use and recycling in construction D13 - D14 (Noise) D15 - D16 (Energy) D17 - D19 (Pollution)
CS16 Access to services	Y		S2 Surgeries S3 Residential Care and Supported Accommodation S4 New Schools or Colleges S5 Extensions to Existing Schools or Colleges S6 Nurseries and Creches

Core Strategy Policy	Development Control application	To replace Local Plan policy	Compliments Local Plan policy
CS17 Key community facilities	Y	S1 Social and community facilities - existing S8 Libraries	
CS18 Securing mixed use development	Y	B2 Employment Areas - offices and other employment generating uses	H13 Changes of use to residential
CS19 Standard charge and other planning obligations	Y		H7 Housing Mix R2 Developer Requirements
CS20 Securing a high quality and accessible environment	Y (including 100% lifetime homes requirement)	H15 Accessible Housing and the ability to adapt	D21 Design and Setting of Development
CS21 Development and accessibility to services and employment	Y	M2 Development and Movement (regarding location of major development) B6 Class B1 (a) development	M2 Development and Movement
CS22 Accessibility and parking	Y	M13 Car Parking Standards H14 New Residential Development in Town and District Centre Locations	
CS23 Promoting alternatives to the car	Y		M5 - M11 (Topics within Integrated Package Areas)
CS24 Town centre strategy	Y	T3 Town and District Centres - Retail and Commercial Developments	T5 Shopping Facilities - Areas of Deficiency
CS25 Strengthening town centres	N	T6 Non retail uses - Locational Criteria	T7 Non-retail uses - other criteria
CS26 Retail and commercial development in Shenley	Y		T5 Shopping Facilities - Areas of Deficiency
CS27 Safe and attractive evening economy	Y		T3 Town and district centres - retail and commercial developments T6 Non-retail uses - locational criteria T7 Non-retail uses - other criteria T8 Development in shopping centres - environmental considerations