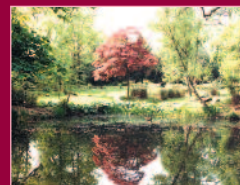


Hertsmere Local Development Framework
Development Plan Document

Revised
Core Strategy



For submission to the Secretary of State

November 2011

Large print and languages

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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 over the next fifteen years. 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. The Core Strategy was submitted to the Secretary of State in late 2008 but this was withdrawn by the Council in January 2010 to ensure that document was compliant with revised government guidance. This revised Core Strategy follows a period of pre-submission consultation in early 2011 and takes account of the responses received, as well as previous consultation undertaken, legislative and procedural changes and evidence base documents. In accordance with Regulation 27 of the Town and Country Planning Act, there is now an opportunity to make representations on the Core Strategy which the Council proposes to submit 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 residents, businesses, local service providers and other stakeholders, the Core Strategy has also been prepared within the context of national policy requirement and the diverse local characteristics which make up the Borough.

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 Charles Goldstein

Portfolio Holder for Planning and Performance

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 consultation and submission stages 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 being prepared which may now also incorporate a number of detailed development management policies. This revised Core Strategy has been published for submission to the Secretary of State and public examination. Once adopted, it will supersede a number of policies in the Council's existing Local Plan (2003), which are set out in Appendix 5 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 Local Development Framework (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) which 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 including the Site Allocations DPDs (which may now be combined with a suite of Development Management policies rather than preparing a separate DPD), along with supporting Supplementary Planning Documents. Once adopted, the DPDs will supersede the entire Local Plan. The Council will also ensure that consultation and participation in the preparation of the DPDs continue to reflect the commitments set out in its Statement of Community Involvement.
- 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 its DPDs. A number of update notes have also been published. The DPDs are being prepared alongside a number of Supplementary Planning Documents, which provide additional detail and guidance in respect of key policies. Table 1 summarises the key documents to be prepared.
- 1.6 The Council is aware that there are government proposals to reform the development plan system, as set out in the draft National Planning Policy Framework. These proposals may lead to a reversion to the development plan terminology in place prior to 2004 and a focus on a single Local Plan, but the Council considers it important to have a statutory plan in place, providing greater certainty for local residents, the business community and other stakeholders, in terms of how future growth is being planned. The Core Strategy is being submitted on that basis rather than waiting for the required legislation and regulations to be introduced which may change the format or title of an individual development plan, but not its overall policy content.

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 and Development Management | (1) Provides site-specific allocations for a range of land uses with a proposal maps illustrating key and local designations, flood risk areas, allocated sites, and geographically specific policies. (2) Generic development management policies with criteria against which planning applications will be considered, e.g. residential amenity, visual impact, nature conservation, highways issues. | DPD |
| Planning and Design Guide | Ensures that policies are implemented in a consistent manner in accordance with principles of good design. | SPD (Adopted) |
| Affordable Housing | Provides detailed guidance on the application of affordable housing policies. Under review. | SPD (Adopted) |
| Parking Standards | Sets out detailed off-street parking standards for residential and non-residential SPD development, including standards for the mobility, as well as guidance on Travel Plans. Subsequently revised. | SPD (Adopted) |
| Biodiversity and Trees | Details the extent of designated Wildlife Sites and provides guidance for habitat creation, protected trees and the implementation of the Hertfordshire Biodiversity Action Plan. | SPD (Adopted) |
| Planning Obligations | Provides updated guidance in light of the CIL regulations for Hertsmere contributions, including standard charges for local infrastructure | SPD (Adopted) |

What is the Core Strategy?

- 1.7 As a spatial plan, the Core Strategy seeks to facilitate the land use requirements of local communities, businesses and service providers, including those set out in the Hertsmere Together Community Strategy (2010-2021). 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.
- 1.8 The Core Strategy deals with those issues that involve the use of land, 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 cases the funding) requirements to help deliver these wider community needs, as reflected in the following key Community Strategy objectives:
1. Create a safer environment and increase the feelings of safety.
 2. Promote and provide opportunities for healthier lifestyles and improve the quality of life for older people.
 3. Combat poverty and narrow the gap.
 4. Create better living conditions for Hertsmere residents.
 5. Deliver and promote quality activities for young people.

- 1.9 Key spatial planning objectives for the area as set out in the LDF Core Strategy will need to be consistent with those in the Hertsmere Community Strategy. Furthermore, the Localism Act strongly encourages the passing of power to local communities, down to the level of every neighbourhood having the change to shape local development through neighbourhood level plans.
- 1.10 The Core Strategy will be considered at a public examination to be conducted by an independent Planning Inspector who will test the 'soundness' of the Core Strategy. The tests of soundness are currently set out in Planning Policy Statement 12 (paragraph 4.51) 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. Under current legislation, the Inspector's report will be binding on Hertsmere Borough Council although the government has signalled its intention to provide local authorities with the discretion to determine the content of the final Core Strategy, subject to compliance with national planning guidance and process. The draft National Planning Policy Framework retains the requirement for plans to be 'sound' but with an additional focus on positively prepared plans which meet objectively assessed development and infrastructure requirements, as well as consistency with national policy.
- 1.11 The Core Strategy 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 housing land supply, housing markets, development economics; 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.

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. PPS12 requires the Core Strategy to align with policies and guidance set nationally and regionally. Although the government has signalled its intention to revoke regional plans, the East of England Plan remains part of the development plan and unless revoked, the Core Strategy will need to be in general conformity with the regional plan.
- 1.13 The Core Strategy therefore sets out proposals for delivery of growth so that it is in general conformity with the East of England Plan but in doing so, it recognises a balance is required for the future of the Borough, providing for locally derived growth within environmental constraints such as the Green Belt.
- 1.14 Ahead of the adoption of a consolidated national planning framework, which it is anticipated will incorporate some elements of existing national planning policy statements and guidance, a range of existing national policies remain relevant to the Core Strategy:
- The promotion of sustainable development to meet community development needs and the promotion of high quality design
 - A proposed reduction in the minimum 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)
 - Promotion of commercial activity within existing centres (PPS4, Planning for Sustainable Economic Growth)

Other external influences

- 1.15 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.

- 1.16 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. The establishment of a new Hertfordshire-wide Local Enterprise Partnership also has the potential to play a significant role in supporting economic growth and infrastructure improvements across the County.
- 1.17 The Council has continued to work with neighbouring authorities, including shared evidence base and infrastructure requirements, to ensure that the requirements of growth over the next 15 years are not considered in isolation. The planned 'duty to co-operate' between local authorities, as set out in the Localism Act, will require this approach to continue in future years.
- 1.18 Traffic growth in the Borough is projected to increase by 22% by 2021² and the Core Strategy must also take account of the Hertfordshire Local Transport Plan (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 detailed description links between the Core Strategy and the Local Transport Plan is set out in Appendix 1.

- 1.19 The Core Strategy must also take account of planned developments in neighbouring authorities in Hertfordshire and North London and key issues such as traffic congestion, key infrastructure, water supply and the viability of nearby town centres. A detailed description of the issues in neighbouring authorities relating to Hertsmere is set out in Appendix 2. Many of these external influences are being considered through the Sustainability Appraisal of the Core Strategy.

² 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 |
|---|--|---|---|--|
| Hertsmere Borough Council Community Strategy 2010-2021 | <ul style="list-style-type: none"> • Create a safer environment and increase the feelings of safety. • Promote and provide opportunities for healthier lifestyles and improve the quality of life for older people. • Combat poverty and narrow the gap. • Create better living conditions for Hertsmere residents. • Deliver and promote quality activities for young people. | <ul style="list-style-type: none"> • Work to increase the supply of decent homes. • Improve local access to services. • Increase the capacity of communities to respond to their needs through the use of community centres, environmental action and community activities. • Continue to work together to tackle homelessness and reduce the risk to people of losing their home. | <ul style="list-style-type: none"> • Ensure that Hertsmere is a clean and pleasant place to live in, work in and visit. • Partners will work to educate residents on environmental issues and foster civic pride so residents can be proud of their local environment. • Ensuring that the quality of Hertsmere's environment is improved and sustained for the future through developing and supporting initiatives to protect and enhance the natural environment and improve the existing built environment. • Climate change remains a cross-cutting issue that the partnership will work to tackle through the themed work. Hertsmere Together will also work to reduce carbon emissions. • Partners will work together to make best possible use of natural resources. | <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 CS18 (Key Community Facilities) • Policy CS22 (Development and accessibility to services and employment) <p>Transport and Parking</p> <ul style="list-style-type: none"> • Policy CS24 (Promoting alternatives to the car) <p>Town Centres and Shopping</p> <ul style="list-style-type: none"> • Policy CS28 (Safe and Attractive Evening Economy) |
| 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 • Additional 0.5FE in Borehamwood at Cowley Hill Primary School (need identified since SOP) | <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 | Sustainability objectives relating to educational achievement, access to services and reduction of social exclusion. | <p>Building Sustainable Communities</p> <ul style="list-style-type: none"> • Policy CS18 (Key Community Facilities) • Policy CS19 (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 | 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>Building Sustainable Communities</p> <ul style="list-style-type: none"> • Policy CS18 (Key Community Facilities) • Policy CS19 (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 CS22 (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 | Sustainability objectives relating to access to services, health improvement and efficient use of previously developed land. | <p>Building Sustainable Communities</p> <ul style="list-style-type: none"> • Policy CS18 (Key Community Facilities) |

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

| | Relevant outcomes and actions | Spatial implication | Sustainability Implications | LDF Policy themes |
|---|---|---|--|---|
| The Hertsmere Crime and Disorder Reduction Partnership Plan (CDRPP) 2008-2011 | <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 • Improving lives by reducing harm caused to communities by drugs • Reducing offending and managing offender behaviour. • 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 | Sustainability objectives relating to crime prevention and reduction. | Strategic Spatial Policy <ul style="list-style-type: none"> • Policy SP1 (Creating Sustainable Development) • Policy CS28 (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 | Sustainability objectives relating to educational achievement, reducing poverty and social exclusion, health improvement and crime reduction and prevention. | Building Sustainable Communities <ul style="list-style-type: none"> • Policy CS18 (Key Community Facilities) • Policy CS19 (Securing mixed use development) Strategic Spatial Policy • 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 | Sustainability objectives relating to quality and affordability of housing, health improvement and reducing social exclusion. | Housing <ul style="list-style-type: none"> • Policy CS7 (Housing mix) • Site Allocations DPD |
| 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 | Sustainability objectives relating to crime reduction and prevention, enhancement of town centres and health improvement. | Strategic Spatial Policy <ul style="list-style-type: none"> • Policy SP1 (Creating Sustainable Development) • Policy CS28 (Safe and Attractive Evening Economy) • Policy CS21 (Development and Accessibility to services and employment) |

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

| | Relevant outcomes and actions | Spatial implication | Sustainability Implications | LDF Policy themes |
|--|---|---|--|---|
| 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 | Sustainability objectives relating to educational achievement and training and reducing social exclusion and providing a prosperous and balanced economy. | Employment and the Economy <ul style="list-style-type: none"> Policy CS9 (Local Significant Employment Sites) Building Sustainable Communities <ul style="list-style-type: none"> Policy CS20 (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 ease 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 | Sustainability objectives relating to access to services, health improvement, enhancement of town centres, crime prevention and reduction, affordable housing and transport. | Strategic Spatial Policy <ul style="list-style-type: none"> Policy SP1 (Creating Sustainable Development) Housing <ul style="list-style-type: none"> Policy CS4 (Affordable Housing) Employment and the Economy <ul style="list-style-type: none"> Policy CS8 (Scale and distribution of employment land) Open land and the Environment <ul style="list-style-type: none"> Policy CS14 (Promoting recreational access to open spaces and the countryside) Building Sustainable Communities <ul style="list-style-type: none"> Policy CS18 (Key Community Facilities) Policy CS22 (Development and accessibility to services and employment) Transport and Parking <ul style="list-style-type: none"> Policy CS24 (Promoting alternatives to the car) Town Centres and Shopping <ul style="list-style-type: none"> Policy CS28 (Safe and Attractive Evening Economy) |
| Hertsmere Borough Council Housing Strategy 2009 - 2014 (December 2008) | <ul style="list-style-type: none"> Maximising the delivery of new affordable homes Creating a socially inclusive sustainable community Improve the quality of the housing stock Meeting the needs of vulnerable groups Best use is made of existing housing stock | <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 | Sustainability objectives relating to quality and affordability of housing and reducing social exclusion. | Strategic Spatial Policy <ul style="list-style-type: none"> Policy SP1 (Creating Sustainable Development) Housing <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) |
| Hertfordshire Biodiversity Action Plan, Revised 2006 | <ul style="list-style-type: none"> Maintain, restore, enhance and increase where appropriate, priority habitats - woodland, orchards, wetlands, heathland and acid grassland, neutral grassland, neutral grassland, chalk grassland, farmland and urban areas. Maintain, enhance and increase populations of priority species – Water Vole, Common Dormouse, Natterer's Bat, Otter, Tree Sparrow, Bittern, Stone-curlew, Song Thrush, Great Crested Newt, Chalkhill Blue, Grizzled Skipper, Stag Beetle, White clawed crayfish, Great Pignut, Cornflower, River Water-dropwort, Pasqueflower, Black-necked Grebe, Purple Emperor. Site and species surveys to improve baseline data and monitor habitat resources and populations, site and species protection through planning, site and species management through advice, practical works and support where appropriate such as agri-environment schemes. | <ul style="list-style-type: none"> Location of existing priority habitats and species Location of areas for habitat creation Opportunities for biodiversity associated with new development Location of farms and other facilities required for management or access. | Sustainability objectives relating to Quality of Life and Sustainable Development | Housing <ul style="list-style-type: none"> Policy CS2 Housing beyond existing built up areas Employment and the economy <ul style="list-style-type: none"> Policy CS8 Scale and Distribution of employment land Environment <ul style="list-style-type: none"> Policy CS12 Protection and enhancement of the natural environment Policy CS14 Promoting recreational access to open spaces and the countryside Policy CS15 Environmental impact of development |

Community and Stakeholder Participation

- 1.20 The Council has already conducted extensive consultation and encouraged participation on issues relating to future growth in 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.
- 1.21 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
- 1.22 The Council recognised the importance of these priorities and the responses received were followed by 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.
- 1.23 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. Follow-up meetings and site visits relating to written responses took place and the responses received heavily influenced the content of the Preferred Options Document. The key findings of the consultation undertaken in early 2006 can be viewed in a separate summary of consultation.
- 1.24 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.
- 1.25 The publication of the Core Strategy in December 2008 provided opportunity for representations to be made prior to the previous submission of the DPD. 45 different respondents duly made a total of 246 comments on the Submission draft (2008).
- 1.26 The document progressed to Pre Examination meeting but concerns were expressed regarding the absence of a Strategic Housing Land Availability Assessment, following the introduction of such a requirement to PPS3 during the period in which the Core Strategy was prepared, in addition to a Development Economics Study and a Retail Assessment. As a result on 5th January 2010 under Section 22 (2) (b) of the Planning and Compulsory Purchase Act (2004) the Council received a formal direction from the Secretary of State to withdraw its Core Strategy following the concerns of the independent Planning Inspector. A number of these comments have been incorporated into a revised draft Core Strategy issued in January 2011, and technical studies were undertaken where required, informing the document which was issued by the Council.

- 1.27 Around 500 comments were received from 58 respondents on the revised draft Core Strategy resulting in a series of changes. A summary of the responses and an overview of the Council's response are set out in a separate document. The preparation of the revised Core Strategy for submission to the Secretary of State has also taken account of the *Cala Homes (South) Ltd v Secretary of State for Communities and Local Government* [2011] EWCA Civ 639 (27 May 2011) decision. In particular, this has resulted in the Council revising its proposed housing target, to be in general conformity with the East of England Plan.

Sustainability and alternative options

- 1.28 A Sustainability Appraisal of the Core Strategy has been prepared to test whether the policies being considered are 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 document 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 3 to this document.
- 1.29 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 main Appraisal report, which has been published alongside this document. Following changes to the revised Core Strategy, following its publication for consultation in 2010, the Sustainability Appraisal has considered the amendments to the documents, which are set out in a separate section of the appraisal.
- 1.30 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.

Responding to this Document

- 1.31 You are invited to make representations on this revised Core Strategy and accompanying Sustainability Appraisal, prior to its submission to the Secretary of State for public examination in early 2012. The 6 week period for representations begins on 28 November 2011 and ends on 9 January 2012.
- 1.32 All documents are available to view on the Council's website at www.hertsmere.gov.uk/planning and at public libraries throughout the borough. All information will be available on request in Braille, large copy print, audio or in a number of different languages other than English.
- 1.33 Representations can be made in the following ways:
- By email - core.strategy@hertsmere.gov.uk
 - By writing to us at Policy and Transport team, Planning and Building Control Unit, Hertsmere Borough Council, Elstree Way, Borehamwood, Herts, WD6 1WA.
 - By completing a consultation response form. You can request a form by contacting us on 020 8207 2277. All forms should be returned to Policy and Transport Team at the above address.
 - Fax us on 020 8207 7444. Marked for the attention of the policy and transport team.
- 1.34 Please note that copies of representations will be made available on request for inspection at the Council offices. They cannot therefore be treated as confidential. All responses must be received by 5pm on 9 January 2012.

2. Spatial Vision and Development Strategy

Spatial Portrait

- 2.1 Hertsmere is a largely rural Borough in Hertfordshire, and situated immediately to the north of London. 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 redevelopment of the former hospital site in the Green Belt has meant that the village of Shenley has taken on a more suburban character. The majority of the Borough's 100,300 residents live in these settlements.
- 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 100,300 is expected to grow to 116,500 in 2028. Within this the proportion of pensioners is expected to rise is expected to rise significantly.³
- 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 whole³. 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 previously secured funding through the East of England Development Agency for this ward as part of the Investing in Communities programme seeking to:
 - raise skill levels
 - remove barriers to employment; and
 - stimulate enterprise
- 2.7 This area has recently been awarded £1million of National Lottery funding and work is underway in the local community to decide how this money should be spent. The vision is to implement new and improved existing security measures and provide updated/new visual features such as street furniture and planting which will help to create an improved quality of life for residents.
- 2.8 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.

³ Source: 2008 - based Sub-national population projections for Hertfordshire and Districts May 2010).

- 2.9 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 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

- 2.10 In Hertfordshire, there are several levels of local government. 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 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.
- 2.11 Within Hertfordshire, Hertfordshire County Council is the Fire and Rescue authority, whilst Police services are provided by Hertfordshire Constabulary and NHS Hertfordshire provides health services. Public leisure services are provided by Hertsmere Leisure, which manages facilities owned by Hertsmere Borough Council and Hertfordshire County Council.
- 2.12 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.
- 2.13 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

- 2.14 Hertsmere has a good number of jobs and in 2011 the level of unemployment stood at 2.5%. 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 nearby centres such as Hemel Hempstead and Welwyn Garden City.
- 2.15 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.
- 2.16 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.
- 2.17 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

- 2.18 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.
- 2.19 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.
- 2.20 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 Star 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 2015 as part of its corporate property review across the United Kingdom. A number of visitor attractions, such as Aldenham Country Park, Willows Farm and the De Haviland Aircraft Heritage Centre, reflect the historic and environmental interest of the area.

Spatial Vision

- 2.21 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):
- Social progress, which recognises the needs of everyone;
 - Effective protection of the environment;
 - Prudent use of natural resources; and
 - Maintenance of high and stable levels of economic growth
- 2.22 The Hertsmere Together Community Strategy sets out a vision for the Borough until 2021. 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 3. 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 2027, 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 and historic 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

- 2.23 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 4. LDF Core Strategy Objectives

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| <ol style="list-style-type: none">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.4. To work towards meeting the community's need for Affordable Housing.5. To address issues arising from climate change, and all types of flooding and to take advantage of water and other natural recourses 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 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. |
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2.24 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 5. 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;
- 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;
- Reduce shop vacancies and improving the local environment and streetscape along Shenley Road and at Leeming Road;
- Greater consideration of utilising enforcement and compulsory purchase powers to facilitate town centre improvements;
- 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.

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 that caused by traffic 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 to Hartspring roundabout; and tackle congestion on Chalk Hill and other roads leading to Bushey Arches;
- Protect employment and industry in the town;
- Protect and promote local artistic heritage.

Radlett:

- Manage housing availability and affordability;
- Improve physical accessibility at Radlett Station;
- Protect the viability and vitality of local shopping;
- Secure high quality development on key sites emerging in the district centre;
- 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 and level of development

- 2.25 The hierarchy of settlements within the Borough will reflect the established structure of local communities, as set out in Table 6, recognising that the scale of new development must reflect local character and capacity, including accessibility to public transport and local services.
- 2.26 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 Strategic Housing Land Availability Assessment (SHLAA) has identified sufficient land available across the Borough to accommodate 3,550 homes over the next 15 years without developing on greenfield land in the Green Belt. The quantum and distribution of development would be in general conformity with the requirements of the East of England Plan, rolled forward beyond 2021. This takes account of the fact that in 2011, there were over 1,200 homes with planning permission in the pipeline, which together a significant number of potential development sites which have been identified, is anticipated to avoid a need to release of Green Belt land for housing development.
- 2.27 The Council considers that planning for 237 homes per annum over 15 years following adoption of the Core Strategy (2012 - 2027) is the most appropriate level of growth, taking into account housing needs and what can be delivered in the Borough in a sustainable way. It takes into account the availability of land in the Borough, environmental and infrastructure constraints and the results of previous public consultations. The Council has consistently opposed any higher target because of the impact that this would have on the Borough.
- 2.28 The original 'option 1' housing target submitted in the draft East of England Plan (issued in 2004) was based on an assessment of the urban capacity of Hertsmere at the time, amount to 4,200 homes over 20 years and was supported by the Council. The Panel Report into the East of England Plan recommended a 'minor rounding up' of the housing target in the submitted East of England Plan from 210 dwellings per year to 250 dwellings per year on the basis of a small surplus in EERA's capacity figures over the draft allocation (Panel Report paragraphs 5.137 and 5.138). The East of England Plan therefore accepted that development in Hertsmere should take place within the urban area and not lead to development of greenfield/ Green Belt land or a Green Belt Review.
- 2.29 The existing infrastructure of the Borough would not be able to support any additional housing development over and above the 15 year housing target set out in paragraph 2.26. In terms of transportation, the south west Herts area is one of the most congested part of the region, with no major new road and other transport infrastructure schemes proposed in the area. Additional dwellings will also put pressure on existing healthcare, schools and libraries as well as utilities. The proximity of the Borough to London and the South-East region, and growth associated with these areas put further pressure on the infrastructure in the Borough, illustrated by the difficulty of accessing a major junction like Stirling Corner, where Borehamwood joins the London Borough of Barnet.
- 2.30 It is recognised that a range of other options exist which could plan for greater or reduced levels of growth over the 15 year period of the Core Strategy. Higher housing numbers, based on greater provision for economic growth (5,295 new homes) and significantly increased rates of domestic and international migration (6,750 homes), generate increased potential housing targets over 15 years - as previously advocated in a consultation document issued by the former East of England Regional Assembly⁴. Conversely, a number of other runs of the Chelmer model, based on zero net migration, produce targets as low as 2,300 new homes, although these would not be in general conformity with the adopted East of England Plan.

⁴ draft East of England Plan > 2031 (EERA, March 2010).

- 2.31 A proposed 15 year target of 3,550 new homes reflects the requirements of the East of England Plan and seeks to focus this on previously developed sites, taking account of the Green Belt constraints which exist in the Borough. As required by national policy, no allowance is made for windfall housing in the first ten years although the reality is that some housing will emerge on sites, which are not currently known to the Council. However, should the identified sites not come forward for development, including those in the Elstree Way corridor, the Council will review the level of its local housing ambition or alternatively consider whether land elsewhere needs to be released for new housing. The role of the local Green Belt will be a key issue in any such consideration.
- 2.32 Employment growth during the plan period, based on studies commissioned by the Council and taking account of the preferred level of housing growth, equates to approximately 2,700 new office jobs and 240 new warehousing jobs and 660 fewer industrial jobs over 15 years; it is anticipated that this level of growth would be accommodated within existing town centres and through new provision on larger sites currently planned in adjoining boroughs.
- 2.33 In addition to the quantum of development, the Core Strategy must determine where and how growth will be accommodated. It is anticipated that, in particular, suitable brownfield sites in Borehamwood 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. This will include a large amount of new housing in the Elstree Way corridor, a priority regeneration area and a location, which has already seen new residential opportunities coming forward in recent years. A feasibility study in 2010 commissioned by the main landowners along the corridor, identified significant potential to bring forward sites in the corridor for residential through the disposal of sites and an Area Action Plan DPD is being prepared by the Council, to facilitate the development of these sites. Suitable brownfield sites will also need to be identified in Bushey and Potters Bar for new market and affordable housing. On this basis, Borehamwood, Potters Bar and Bushey have been identified as Strategic Housing Locations, corresponding with their position within the Borough settlement hierarchy in Table 6 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, up to 60% of new housing during the period to 2027 may be developed in Borehamwood with up to 25% of new housing could be delivered on sites in Bushey.
- 2.34 Should significant windfall sites emerge elsewhere for housing, such as Potters Bar Bus Garage, consideration will be given to reviewing the quantum and phasing of sites in Borehamwood. Provision for new housing on large, allocated sites will be made on a phased basis, particularly in Borehamwood, to ensure that the impact on local services and infrastructure can be managed. 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. In particular, following changes to the definition of previously developed land in PPS3 in respect of private garden land, it will be necessary to provide greater clarity as to where any 'backland' development will be considered acceptable. A flexible, criteria-based approach, reflecting the different local character and pattern of development across the Borough, is likely to be more appropriate than any single borough-wide policy.
- 2.35 The Council continues to have a five-year land supply of housing sites and it is not envisaged that any strategic housing development in the Green Belt would need to be considered within the plan period.
- 2.36 The focus for employment will continue to be on town centres and in and 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. It is also recognised that some vacant or underused sites within existing employment areas may come forward for residential development during the plan period. Should this arise, the Council will seek to ensure that there is adequate provision for future jobs growth over the next 15 years through a limited, compensatory extension of the Elstree Way employment area in

Borehamwood up to the A1, along with a more modest extension of the Cranborne Road industrial estate in Potters Bar, as currently identified in the 2003 Local Plan. The specific boundaries will be clarified in the Site Allocations and Development Management DPD.

- 2.37 The Site Allocations will consider other development opportunities, which could take place throughout the Borough along with any very minor, small-scale changes to Green Belt boundaries where anomalies exist and a more appropriate, defensible boundary can be set. Some previously developed land in the Green Belt and small infill sites, particularly where it is located within one of the locations in the settlement hierarchy, can also offer some limited scope for new development. The Council will seek to define settlement boundaries around the villages of the Borough to allow for limited infilling within villages washed over by the Green Belt.
- 2.38 The Council acknowledges that it is quite possible that additional brownfield land will continue to emerge within existing built up areas, preventing the need for any large scale areas of Green Belt land to be developed in the Plan period for housing. The 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 over the next 15 years. 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 6. The Settlement Hierarchy

| | |
|--|--|
| <p>Borehamwood 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 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 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 Largely residential in character and surrounded by Green Belt with good rail links to London and a popular district centre serving both the local population and an increasing number of visitors from further afield.</p> | |
| <p>Shenley <i>(that part proposed to be removed from the Green Belt)</i> The Former Shenley Hospital development, a key service village largely residential in character with 900 new homes and a limited range of local shops and services. Limited opportunities for infill development.</p> | <p>Elstree <i>(that part outside of the Green Belt)</i> 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 with limited opportunities for infill development.</p> |
| <p>Elstree <i>(that part within the Green Belt)</i>, Aldenham <i>(including Wall Hall)</i>, Letchmore Heath, Patchetts Green, Ridge and South Mimms, Shenley <i>(that part within the Green Belt)</i> 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> | |

- 2.39 Radlett is considered to have limited scope and capacity for significant further growth, in terms of a lack of many identifiable sites and local employment as well as 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 contrary to key objectives for the Hertsmere LDF.
- 2.40 The role of Radlett as a focus of local shopping, employment and service provision will also continue. Shenley has expanded considerably 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 small scale infill opportunities where development may be acceptable, supports a local need and contributes to the sustainability of the local community. In other locations in the settlement hierarchy small-scale development sites will only be considered in exceptional circumstances and on previously developed or small infill sites.

Alternative Options

- 2.41 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.
- 2.42 *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.
- 2.43 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.
- 2.44 *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, unless there was a significantly higher housing target set, the Council's SHLAA suggests there is sufficient capacity and availability of brownfield sites to avoid the need for rural expansion. Employment studies undertaken suggest that there is largely sufficient capacity within existing employment land and buildings to meet job growth requirements to 2027 unless large tracts of employment land were to be redeveloped for housing. Diverting retail development away from the main towns would run contrary to national Green Belt and retail policy. The planned expansion of rural communities and remote rural sites raises concerns over directing growth to areas lacking key local services, limited public transport 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 effectiveness 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 large scale rural expansion option is considered to represent an unsustainable option for development growth.
- 2.45 *Urban extension:* This approach would also require an acknowledgement that the Borough's towns are full and that consideration should be given to an expansion of existing settlements into the Green Belt to accommodate future growth. The Council's SHLAA suggests there is sufficient capacity and availability of

brownfield sites to avoid the need for rural expansion and whilst this may result in a significant proportion of new housing development taking place in Borehamwood, the greatest concentration of services (and scope to expand them) can be found here. The importance attached by the local community to the Green Belt, a key environmental constraint and a long-established national policy designation, suggests that there would be relatively little local support for urban extensions into the Green Belt to accommodate additional housing development.

- 2.46 *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, regardless of the level of growth proposed and without any phasing of key sites, rather than being influenced by local planning controls. Notwithstanding potential conflict with the existing polycentric network of settlements and communities in Hertfordshire and North London and their role within this network, such an approach could also result in smaller towns growing at a faster rate - absorbing more than their traditional 'share' of development 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 and availability of 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

- 2.47 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.

The predicted rate of household formation to 2027 will continue to be greater than natural 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 Strategic Housing Market Assessment and the previous Council's Housing Needs Survey, which previously projected that there will be 2,600 concealed households in the Borough between 2004 and 2009.

- 2.48 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.
- 2.49 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

- 2.50 There is a need to provide for local economic activity in the area including planning for new economic development and regeneration. Any Plan written in a time of austerity must still take some account of the importance that needs to be placed on providing for appropriate economic growth through out the plan period.

2.51 A small deficit of industrial / warehousing accommodation supply has been identified within the next fifteen years in the Borough. Any redevelopment of employment areas for housing or mixed use development will be considered in very limited circumstances and where such sites are vacant and where there is reasonable prospect of the site being brought forward for its allocated use. Compensatory provision of employment land, where required, will be considered through the safeguarding of limited areas for the extension of the Elstree Way and Cranbourne Road employment areas. Accommodating a growing economy and the needs of major and local, small employers will also 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.

Transport and parking

2.52 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.

2.53 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, on-street parking conditions and controls and whether roads have been built to an adoptable standard.

2.54 The concept of Transport Development Areas (TDAs), where higher density development is concentrated around transport hubs, will 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

2.55 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

2.56 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

2.57 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.

- 2.58 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 house building 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 applied 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 Council's recently published Planning Obligations SPD provides the standard charge for Hertsmere Borough Council services on development scheme of 1-15 units. The Hertfordshire Infrastructure and Investment Study (HIIS) was completed in 2009 and this provides the basis for a Countywide CIL. The HIIS estimate a CIL charge of approximately £23,000 per dwelling. This comprises £18,000 towards the need for strategic infrastructure and a further £5,000 provision for various needs that should be defined locally by individual district councils, such as open space, sports and community facilities. Work on the countywide CIL is currently ongoing.

Hertsmere strategic spatial policy

- 2.59 In taking forward the spatial vision set out above, the Council has agreed an overarching strategic policy to guide development over the next 15 years providing the direction for subsequent policies in the Core Strategy and other Local Development Documents.
- 2.60 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

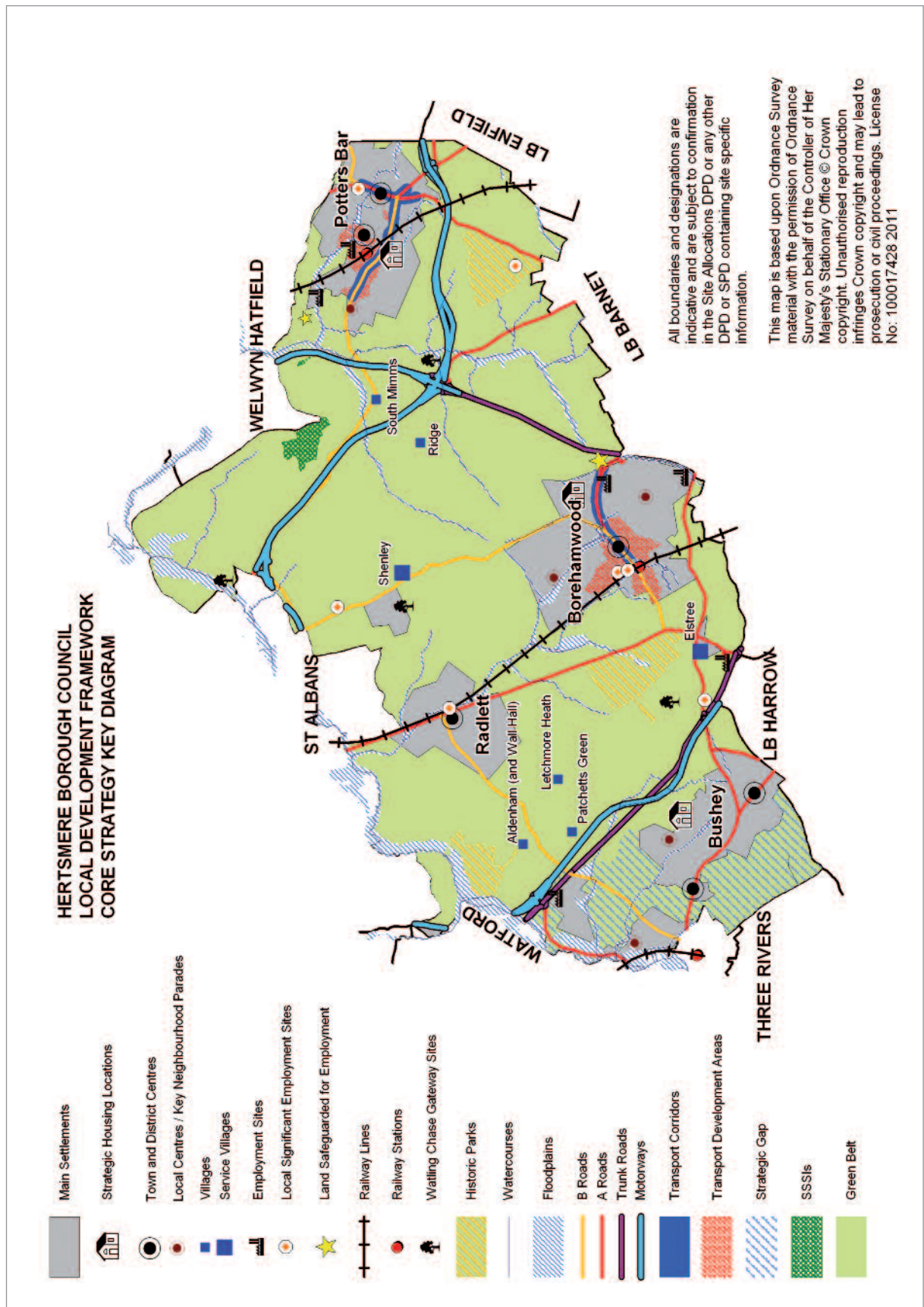
The Council will work with Hertfordshire County Council, Hertfordshire Constabulary, NHS Hertfordshire, Registered Housing Providers and other key local stakeholders to enable development in the Borough to make a sustainable contribution to delivering the Core Strategy Spatial Vision and Strategy. Accordingly 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 opportunities in Borehamwood but all existing built up areas within 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) conserve and enhance biodiversity, protected trees, and sites of ecological value in the Borough and provide opportunities for habitat creation and enhancement throughout the life of a development;*
- iii) mitigate the environmental impact of transport by promoting alternatives to the car for accessing new development and existing development and other destinations across the Borough, and opportunities for linked trips;*

- iv) be of high quality design and appropriate in scale, appearance and function to the local context and settlement hierarchy, taking advantage of opportunity 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;*
- vii) avoid inappropriate development which causes harm to the openness and appearance of the Green Belt;*
- viii) seek the maximum level of Affordable Housing on site;*
- ix) do not create an unacceptable level of risk to occupiers of a site, the local community and the wider environment;*
- x) ensure a safe, efficient and affordable transport system that allows access for all to everyday facilities;*
- xi) be constructed and operated using a minimum amount of non-renewable sources and be required to use energy efficiently, such as from decentralised and renewable or low carbon sources;*
- xii) as a minimum standard, achieve the required levels of the Code for Sustainable Homes for residential development and BREEAM Excellent or Outstanding for non-residential development;*
- xiii) do not create an unacceptable level of risk to occupiers of a site, the local community and the wider environment;*
- xiv) conserve or enhance the historic environment of the Borough in order to maintain and where possible improve local environmental quality;*
- xv) avoiding development in the floodplain and close to river corridors unless the requirements of the sequential and exceptions tests have been met and flood prevention/mitigation measures are in place;*
- xvi) incorporate the use of Sustainable Urban Drainage Systems (SUDS) where appropriate and where required by the Flood and Water Management Act 2010 to help reduce the risk of flooding;*
- xvii) ensure that pollutants are minimised, including emissions to air, water, soil, light and noise; and*
- xviii) make provision for waste minimisation and recycling within the development during the construction phase and following occupation.*

Figure 1 - Hertsmere Core Strategy Key Diagram



3. Housing

"..working to support the community's housing needs by encouraging the provision of the right housing, in the right place through our strategic housing role"

Corporate Plan 2009-13 (p30)

"To work towards meeting the community's need for Affordable Housing"

LDF Core Strategy Objective 4

"Work to increase the supply of decent homes"

Priority 1, P. 17 Community Strategy

"Continue to work together to tackle homelessness and reduce the risk to people of losing their home"

Priority 4, P. 17 Community Strategy

- 3.1 The amount, location and affordability of new housing in the Borough are key policy areas to be addressed in the Core Strategy. Chapter 2 sets out the Council's spatial strategy and preferred options in terms of level and location of housing growth over the next 15 years (2012-2027). There remains a need to plan to meet household growth and projections of a growing population and the core strategy seeks to address this in ways to protect the living standards of residents and retain the environment which make the Borough an attractive place to live.
- 3.2 The continued need to accommodate additional new housing development in the Borough arises from three key drivers:
- *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. For example, the Chelmer standard model for household projects a 10% increase in households over the next 20 years whilst the average household size in Hertsmere has fallen from 3.02 persons in 1971 to 2.4 in 2001 and is expected to reach 2.18 by 2026.⁵
 - *Population increase:* Although household growth rates are responsible for much of the demand for new housing, Hertsmere's 2001 population of 94,450 is projected to increase to over 108,000 by 2021 and to over 116,000 by 2031.⁶ This rate of increase is consistent with that for the County, which show an increase from 1.08 million in 2009 to 1.18 million in 2021 and 1.25 million in 2031. The population increases have been 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.
 - *Housebuilding rates:* Increased household growth and population increases have led to an increased level of housebuilding from developers, which is unlikely to abate over the next 15 years. There are approximately 41,054 homes⁷ in the Borough and the development of new houses cannot meet demand levels. An annual average of approximately 250 new homes (houses and flats) have been built in Hertsmere since 2001, against a projected level of Affordable Housing need - those unable to afford to buy or rent privately - of 351 homes per year.

⁵ 1971 & 2001 National Census data and 'London Commuter Belt (West) Strategic Housing Market Assessment 2008 - Consultation version 31 Dec 2009.

⁶ ONS sub national population projections 2008.

⁷ ONS Neighbourhood statistics "Dwelling stock by Tenure and Condition" April 2008.

Housing Land Availability

- 3.3 The Council envisages that its housing requirements to 2027 will be met by:
- Completions on allocated sites and sites with planning permission (commitments);
 - Development on identified urban sites in the SHLAA including within the Elstree Way Corridor;
 - Development on unidentified sites within the main settlements
 - A limited amount of development on unidentified sites within rural settlements.
- 3.4 The Council has undertaken a technical study to assess land suitable and available for housing in the District. The Strategic Housing Land Availability Assessment (or SHLAA) involves a detailed review of land promoted or known to the Council in both urban and greenfield areas. It also provides estimates of how land could come forward over time (a housing trajectory). Key stakeholders, including local community groups and developers, were consulted on the methodology and site assessments.
- 3.5 Following guidance in PPS3, the SHLAA separates the land supply on the basis of their prospects for delivery. In the first five years, it estimates the potential of deliverable sites. Many of these already have planning consent for development. From years 6-10, and beyond, sites are assessed in the SHLAA on the basis of being developable. This means they are considered suitable for housing but may not immediately come forward due to other constraints or infrastructure requirements. The SHLAA was prepared in 2010 and updated in 2011.
- 3.6 The SHLAA also considers the potential of Urban Broad locations defined as Borehamwood, Potters Bar, Bushey and Radlett. These can be counted towards the land supply from years 11-15 as development is supported by Core Strategy policies to promote the re-use of land in these towns. The potential contribution of the different sources of supply is shown in Table 8. This indicates a total potential supply of just over 3,740 dwellings.
- 3.7 In addition to urban broad locations, an estimate has also been made for the potential of housing-led regeneration in Elstree Way, west of Borehamwood town centre. This area, which has already seen a number of sites brought forward for residential development in recent years, has been the subject of feasibility and transport studies commissioned by the key landowners within the Elstree Way Corridor. It is the Council's intention to bring forward an Area Action Plan DPD for this area (see policy CS22) to facilitate the disposal and redevelopment of these sites.
- 3.8 The SHLAA does not include a general estimate from windfall in Years 1-10. However, windfalls have historically and will continue to contribute to housing numbers in the borough. As such, the assessed urban housing supply above is likely to underestimate the actual housing supply in Hertsmere.

Table 8. Projected Housing Supply in Hertsmere 2012 to 2027

| Settlement | Allocations and Commitments | SHLAA Sites | | | Urban broad locations | Broad (PDL/ Settlement) Rural Locations | Total 0 -15 yr |
|--------------------------------------|-----------------------------|-------------|------------|------------|-----------------------|---|----------------|
| | | 0 - 5 yr | 6 - 10 yr | 11 - 15 yr | | | |
| Borehamwood | 372 | 577 | 752 | 400 | 250 | 0 | 2351 |
| Potters Bar, Ridge and South Mimms | 113 | 159 | 0 | 0 | 150 | 25 | 447 |
| Bushey, Aldenham and Patchetts Green | 654 | 137 | 46 | 0 | 50 | 0 | 887 |
| Elstree and Shenley | 13 | 30 | 0 | 0 | 25 | 50 | 118 |
| Radlett | 63 | 10 | 0 | 0 | 25 | 0 | 98 |
| Gross Yield | 1215 | 913 | 798 | 400 | 500 | 75 | 3901 |
| Net Yield | 1181 | 858 | 750 | 376 | 500 | 75 | 3740 |

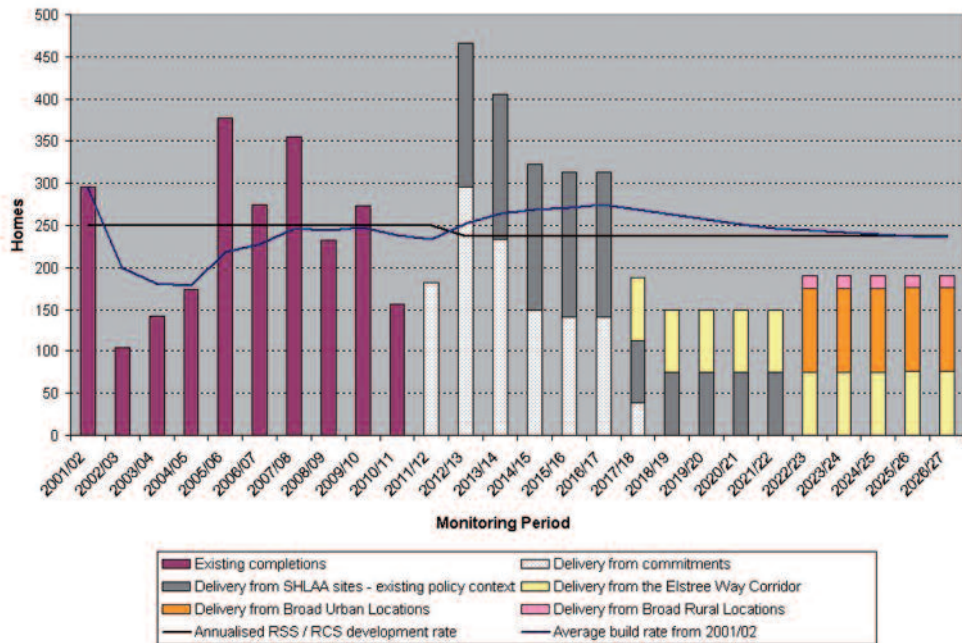
3.9 Figure 1 shows a trajectory based on the estimates of housing potential for committed schemes, urban SHLAA sites and urban broad locations (including Elstree Way). It gives an indication of the level of housing delivery if no land were to be released from the Green Belt and no windfall schemes came forward in the next 10 years.

Green Belt

3.10 The submission Core Strategy (2008) made provision for a number of ‘areas of search’ which were considered potential sustainable locations should Green Belt land be required in the longer term to meet the regional housing target. However, following the SHLAA update (2011), there is anticipated to be sufficient land from existing commitments, identified sites and subsequently, urban broad locations to enable the housing target to be met without a need to release land in the Green Belt for development.

3.11 Housing supply will need to be continuously monitored and if sites in the SHLAA do not come forward at the anticipated rate, there be a need to review the focus on housing growth within existing built up areas.

Figure 2 - Housing Trajectory 2001 - 2027



Distribution of housing

3.12 On the basis of existing commitments and identified sites in the SHLAA, Borehamwood is expected to be the largest source of housing supply ahead of Bushey and Potters Bar. The Council will prioritise development in these main towns as they have the greatest capacity to provide supporting community infrastructure and this aligns with the overall spatial strategy. Policy CS2 provides indicative guidelines on the location of development in urban areas to 2027, which reflects the distribution of land supply in the SHLAA. Overall to 2027, the Council expects to accommodate approximately 60% of new housing in Borehamwood, between 10% and 15% in Potters Bar, up to 25% in Bushey and between 5 % and 10% in Radlett and elsewhere.

- 3.13 The distribution as well as the rate of housing development will be closely monitored in order to maintain a balance between the availability of services and community infrastructure in the main towns. There is also a need to avoid any one town becoming disproportionately overloaded in new housing at any one time and so the phasing of any major sites to be allocated will need to take account of existing infrastructure and a need for any improvements - such as any highway measures required for the Elstree Way regeneration - to be in place prior to development taking place. The Council will take account of the settlement distribution in identifying site allocations DPD and development applications.
- 3.14 Residential intensification through the redevelopment of existing homes and garden land have represented a significant source of windfall housing supply in recent decades. Following changes to the definition of previously developed land in PPS3 and the exclusion of private garden land from this category of land, it will be necessary to provide greater clarity as to the type and location of residential intensification which will be considered acceptable. The character, pattern and density of development in different neighbourhoods is likely to require a location and criteria-based approach to considering garden land and other intensification proposals, rather than a blanket borough-wide approach. The detailed guidance will be set out in revisions to Part D of the Council's Planning and Design SPD.

Policy CS1 The supply of new homes

The Council will make provision for 3550 additional dwellings within the District between 2012 and 2027, a development rate of 237 dwellings per year.

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 CS12, CS13, CS15 and CS16);*
- ii) the character, pattern and 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.*

Policy CS2 The location of new homes

Priority will be given to locating the majority of residential development within the main settlements of Borehamwood, Potters Bar and Bushey. Between 2012 - 2027, up to 60% of new housing will be sought in Borehamwood, at least 10% in Potters Bar, up to 25% in Bushey and at least 5% in Radlett and other suitable locations.

Windfall developments will be supported on appropriate sites in all towns, subject to local environmental constraints, the relationship with the surrounding pattern of development and the requirements of Policies SP1, CS12, CS15, CS16 and other relevant planning policies.

Within rural locations and in particular, Shenley, Elstree and South Mimms limited, small scale infilling on suitable sites will be supported.

Infilling

- 3.15 Infilling is considered to be the development of a very limited amount of new housing, typically one or two dwellings, in small gaps within the built development of a village. For the avoidance of doubt a “development boundary” is proposed for Shenley, Elstree (the part within the Green Belt) and South Mimms within which limited infilling development will be considered. The boundary for infilling will be defined as part of the Site Allocations DPD. Development outside that boundary will be considered contrary to the purposes of including land within Green Belt and will be refused unless very special circumstances can be demonstrated.

Phasing and Infrastructure

- 3.16 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. The Council will also seek to ensure that the district has a rolling five year supply of developable housing land. 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. The Council proposes to base housing land releases in five year phases: short term (1- 5 years), medium term (6 - 10 years) and long term (11 - 15 years).
- 3.17 Housing monitoring details, including updates 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.
- 3.18 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. In the medium to long term, the requirements and projections of key service providers where they have not been identified already will be a key factor in phasing and distribution in the Core Strategy. A number of statutory bodies have different strategic planning periods and are unable to plan to 2027 and beyond. This includes the Local Education Authority, whose schools capacity projections have traditionally extended over a seven year timeframe, meaning that it has been difficult to consider the long-term land use requirements of all service providers. In the long term, wastewater and transport infrastructure arising from the wider regional housing requirements across central and southern Hertfordshire will also be an important issue.
- 3.19 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 also 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. 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.
- 3.20 Similarly, the Council needs to ensure that there is no under-supply of new housing, because of a lack of SHLAA sites coming forward and / or suitable windfall sites being developed. 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, either bring certain allocations forward or undertake a wider review of the Strategy, including consideration of land presently designated as Green Belt. Such a review will need to take account of housing land supply and trends in the wider housing market.

Policy CS3 Phasing of Development

To facilitate a sustainable rate of housebuilding within the Borough under the terms of Policies CS1 and CS2, major housing sites will be phased in five year periods from 2011. 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.

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 20% of the proportion sought in each phase.

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 and location of housing allocations will be undertaken including consideration of land presently designated as Green Belt.

Affordable Housing

- 3.21 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. Addressing Affordable Housing need is a key core strategy objective.
- 3.22 There is a clear aspiration within the community for more housing to be affordably priced, as evidenced in much of the initial 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 be delivered with public subsidy (grant) but increasingly, in the absence of any grant, 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.

Housing Need

- 3.23 The Council's most recent assessment of local housing need was completed in 2005. It demonstrates a high level of need for Affordable Housing equating to an annual shortfall of 351 homes per year. The Council has also completed a Strategic Housing Market Assessment (or SHMA) with other districts in the housing sub-region. The SHMA brings together population, income and housing market trends to arrive at estimates of future Affordable Housing requirements. However, because of the many uncertainties in modelling future demand, it is considered most relevant as providing an overview of key housing issues rather than target setting in development plan policy.
- 3.24 The SHMA indicates that 89% of new housing to 2021 should be affordable to meet the projected demand from households who cannot afford to purchase their own home in the private market. The intermediate sector is identified to be of growing importance. Based on what was identified as an intermediate household income of £20,000, many households were considered in the SMHA to potentially be able to afford more than social rent but unable to access open market housing. In practice, local evidence, such as survey data taken from the Council's housing register, suggests that the greatest demand is for housing at affordable rents provided through housing associations. Recent evidence from the National Housing Federation has indicated that Hertsmere is the least affordable local authority area out of 48 local authority areas in the East of England with average house prices 14.8 greater than average income.⁸

⁸ The National Housing Federation - Homes Truths 2010: East of England.

- 3.25 National guidance in PPS3 sets out national minimum thresholds above, which a developer would be expected to provide affordable housing but allows planning authorities to set local thresholds, provided these can be demonstrated to be viable.
- 3.26 A study was commissioned to examine the impact of Affordable Housing requirements on the viability of development. It highlights that there are significant differences in market values across the area, which together with the density of development and policy requirement, are capable of affecting the viability of providing Affordable Housing. The study assesses that a 35% Affordable Housing requirement on qualifying sites is deliverable in most locations across the district and remains a robust target. It highlights that where grant is available for Affordable Housing, this improves scheme viability, particularly in the lower value areas. Higher value areas such as Radlett and rural Hertsmere could also support a higher target requirement than the previous Local Plan requirement of 25%, with 35% Affordable Housing being viable in these locations. The study also reviews the thresholds for affordable housing and suggests that sites down to 5 units and above could provide affordable housing and still be viable.
- 3.27 In setting an Affordable Housing contribution and threshold, the Council have sought to balance the need to maximise provision with deliverability. Its preferred option is to set a consistent district-wide target, as this leaves no room for doubt about the Council's requirements. A 35% requirement would represent a continuation of current local policy, as well as the indicative requirement in the East of England Plan and give some flexibility to take account of potential future costs on development such as sustainable building and community infrastructure charges. Affordable Housing requirements in respect of sheltered, extra and continuing care developments, are considered separately in paragraphs 3.49.
- 3.28 Given the practical implications of delivering affordable housing on small sites, a local trigger threshold of 10 units or 0.3 hectares is considered to be viable and deliverable, albeit with a degree of tenure flexibility. This would allow for intermediate rent or shared equity/ownership to be provided instead of social rented housing on smaller schemes of fewer than 15 units or 0.5 hectares, particularly where it would be difficult to practically deliver and manage a small number of social rented homes. In such instances, it is recognised that this may be a better way to accommodate an element of Affordable Housing, rather than through social rented housing being pepper potted across a scheme and across the borough as a whole. Units will need to be provided on site unless there are exceptional circumstances. The Council will not permit proposals involving the under-development or splitting up of large sites to avoid Affordable Housing requirements.
- 3.29 Based on commitments and sites identified in the SHLAA, there is the potential to deliver around 860 affordable dwellings over the next 15 years based on a 35% affordable housing requirement. Taking into account the delivery of affordable housing on windfall sites, up to 995 homes could be delivered between 2012-2027 (or 66 units per annum). This will form the Council's target for monitoring purposes.

Tenure Mix

- 3.30 On sites of 15 or more units, Affordable Housing requirements will need to be met through the provision of both social rented and intermediate (shared equity) housing. The Council will seek as a guideline, a split of 75% social rent and/or affordable rent and 25% intermediate housing. These proportions are considered to best address local Affordable Housing requirements. In practice, the exact mix will be determined on a site-by-site basis, taking account of the Council's Affordable Housing SPD and in negotiation with housing and planning officers. The following factors will be taken into consideration in determining the tenure mix:
- the council's housing and Affordable Housing strategies;
 - demand based on applications for Affordable Housing;
 - the location of the site;
 - the dwelling sizes and mix; and
 - the circumstances of the site.

- 3.31 Projections made in the SHMA suggest the biggest shortfall in housing supply to 2021 will be for intermediate housing. It highlights significant long-term structural changes in housing demand with fewer households able to afford their own home in future. The SHMA was based on an intermediate household income of £20,000 and also acknowledges that the projections do not match the evidence of actual take-up of intermediate housing (such as shared equity). Unlike social housing the existing (second hand) housing stock will also have a role to play in meeting demand for intermediate housing (e.g. through the private rented sector). In contrast, the majority of social housing supply will have to come through new build development. The priority for the Council will therefore continue to be to increase the supply of homes for rent. The Council together with housing association partners will continue to monitor and assess local needs. Revised guidance on tenure has been published through an updated, draft supplementary planning document on Affordable Housing.

Delivery of Affordable Housing

- 3.32 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
 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.
- 3.33 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. The Council's Supplementary Planning Document on Affordable Housing provides additional clarification of the different types of Affordable Housing and where any lower requirement may exceptionally be considered acceptable.
- 3.34 It will also clarify arrangements for the delivery, funding and implementation of different Affordable Housing tenures.

Policy CS4 Affordable Housing

To increase the supply of Affordable Housing, developments of 10 self-contained, residential units or more (gross), or residential sites of more than 0.3 hectares, should make provision for an element of Affordable Housing. On sites of fewer than 15 units, this may be delivered through the provision of intermediate housing (including shared ownership and share equity), with sites of 15 units or more containing a mix social rented housing, affordable rent and intermediate housing.

On qualifying sites, 35% of the housing units should be affordable, equating to an Affordable Housing target of 995 homes from 2012 to 2027. The Council will seek the maximum level of Affordable Housing on site. A lower level of provision will not be acceptable unless the Council agrees that its Affordable Housing objectives are being met.

As a guideline, on sites of 15 or more units (gross) or 0.5 hectares, the council expect that 75% of the Affordable Housing units will be delivered as social rented and/or affordable rent housing and the remainder as intermediate housing. The precise tenure and dwelling mix will be agreed with the Council on a site-by-site basis and reflecting current housing needs or updated supplementary guidance.

Affordable Housing in rural areas

- 3.35 The 2005 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.
- 3.36 All of the Council's villages are located in the Green Belt, with the present 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.
- 3.37 The focus of a rural exceptions policy will be on the larger villages (Shenley, Elstree and South Mimms), 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 (Shenley, Elstree and South Mimms), 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 and/or housing register data. 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 and immediately adjacent to settlements in the Green Belt, as identified 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 Housing Providers. 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

- 3.38 In addition to the needs of the settled population, the Council is required to make provision for the accommodation needs of those who pursue a more itinerant or travelling lifestyle. The Borough presently has four authorised sites for the Gypsy and Traveller communities with up to 56 pitches. A planning application for a further three pitches on one of the existing authorised sites, at Sandy Lane, Bushey, was recently approved by Hertfordshire County Council.
- 3.39 Hertsmere Borough Council commissioned a joint needs assessment, completed in 2005, with Hertfordshire County Council and four other districts in the County to establish the level of unmet need in south and west Hertfordshire. This evidence was presented as part of the single-issue review of the East of England Plan, which resulted in a revised policy H4 being adopted in July 2009.

- 3.40 The single-issue review represents the most recent examination of evidence of current and future need for gypsy and traveller sites. This set district pitch requirements being across the eastern region to 2011 together with a recommendation that local authorities plan for an annual 3% compound increase in pitches after 2011. While the Council and others objected to the rate of growth, which was approximately six times greater than the planned level of other housing growth in Hertsmere, this was accepted by the Planning Inspector. For Hertsmere the regional policy set a target of 18 pitches to 2011 and an additional 15 pitches to 2021. Particular issues which emerged from the examination in relation to need included:
- That gypsy and traveller families tend to have larger families and shorter generations
 - That future demand tends to focus on locations where there are already gypsy and traveller communities

Options for the Core Strategy

- 3.41 Given that demand for sites has been established through the Council's own joint studies and regional plan examination, there is recognised to be a need to plan for additional pitches in the district. The Council's preferred option is to retain the target of 18 pitches established in the regional plan to 2011 and for some additional growth to 2016. Since the regional plan was adopted, a further 9 pitches have been approved – six pitches at the Pylon Site in Potters Bar which have since been implemented and three pitches at Sandy Lane in Bushey, approved in 2011 and for which government grant funding has been received to deliver the pitches. Given that there may be scope for small extensions to or intensification of one or more of the other existing authorised sites, any further provision beyond this, if required, is likely to be limited to no more than one larger site or a limited number of very small sites to accommodate the requirements to 2017. The Council will also consider the potential for extending the existing transit site at South Mimms, which is recognised by Hertfordshire County Council to be underused for providing some permanent pitches.
- 3.42 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. In planning for Gypsy and Traveller pitch provision, it is important 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.

Policy CS6 Gypsy and Traveller sites

The Council will provide for the further needs of Gypsies and Travellers on the basis of identified need within south and west Hertfordshire, the Council will seek to identify and allocate up to 9 additional pitches to meet the East of England Plan requirements to 2011 and a further 10 pitches by 2017 through the identification of land in the Site Allocations DPD.

In identifying any required potential sites, 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 a site with over 5 pitches 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 CS12, CS13, CS15, CS16 and CS17); and*
- xii) *the likely availability of the site to accommodate Gypsy and Traveller pitches.*

The mix of new housing

- 3.43 Ensuring that new homes built in the Borough meet local needs will require an appropriate mix and size of housing to be delivered to 2027. Government guidance in PPS3 (Housing) requires provision to be made in LDFs for a balance between different household types across the Plan period. The high numbers of flats being built across Hertsmere is a reflection of household demand, affordability issues and the support for higher density developments promoted in government policy. 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 the local housebuilding target set.
- 3.44 The household projections made in the SHMA support the need for a mix of house sizes. Modelling work indicates around 52% of supply should be in 1 and 2 bedroom units and 43% in three bedroom units. Properties with 4 or more bedrooms account for the remaining 5%. However, the SHMA also notes size mix requirements vary by tenure and that the projections are very sensitive to the assumptions made about long term house prices. The Council's Housing Needs Survey suggested that future supply weighted towards smaller properties (flats and terraced houses) would provide a more balanced housing stock in the district.
- 3.45 The Council wishes to ensure that additions to the market housing stock retain a broad mix. It will seek to ensure that developments of ten or more units contain some variation in the unit size. In the case of large market housing schemes, typically in excess of 25 new homes, development sites will be expected to provide a broader mix. 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. 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.

- 3.46 The housing mix within the affordable proportion of a scheme will be expected to broadly reflect the mix within the overall site. 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 2009/10 Annual Monitoring Report revealed a higher proportion of family units within new Affordable Housing than in many previous years. 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 section on the precise mix within each scheme, having regard to the Affordable Housing SPD.
- 3.47 Provide a comfortable internal living environment represents a fundamental part of good housing design. The Council's Planning and Design Guide SPD provides detailed guidance on the design, layout and scale of new housing but planned revisions to Part D of the SPD will also need to consider whether there is scope for introducing minimum floorspace guidelines. Recent research by CABA¹⁰ suggests that such housing design standards could play an important role in delivering better quality development and it is recognised that such an approach would assist the Council in rejecting poorly designed and cramped development. However, it will be important for any standards to be flexible enough to allow for site and area characteristics to inform what represents an appropriate dwelling size. Developments with a dual aspect, natural ventilation to kitchens and bathrooms and increased floor to ceiling heights, for example, may not require the same internal floorspace area to provide good quality accommodation, as those schemes which do not.
- 3.48 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 CS21 of the Core Strategy seeks to ensure that 100% of all new homes are built to life-time homes standards. Where exceptionally lifetime homes standards can be achieved, the Council will consider requesting a s106 contribution towards future adaptations administered under the Disabled Facility Grant.
- 3.49 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. Whilst some extra care and continuing care retirement developments can fall within Class C2, such developments can provide self-contained units with individual, secure entrances and which make an important contribution to meeting the identified housing needs of a growing older population. Research by the Joseph Rowntree Foundation¹¹ recognises that such Affordable Housing is capable of being sought within these developments and the Council will seek to apply its Affordable Housing policies to new self-contained units for older people within Class C2 or C3 developments. It is recognised that there can other costs associated with delivering schemes containing substantial levels of on-site care, which will be taken into consideration when applying Affordable Housing requirements; further advice in this respect will be set out in the Council's Affordable Housing SPD. 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.

¹⁰ Improving the design of new housing What role for standards? CABA, 2010.

¹¹ Continuing Care Retirement Communities – A guide to Planning Joseph (2006), Rowntree Foundation and Planning Officers Society.

Policy CS7 Housing mix

To help meet local housing needs, proposals for new housing should provide an appropriate mix and size 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 extra care housing is considered as part of the overall housing mix.*

Consideration will be given to the incorporation of minimum floorspace guidance in revisions to Part D of the Planning and Design Guide Supplementary Planning Document in support of the provision of high quality residential environments.

4. Employment and the Economy

“Local authorities should support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identifies and plans for new or emerging sectors likely to locate in their area, such as those producing low carbon goods or services. However, policies should be flexible enough to accommodate sectors not anticipated in the plan and allow a quick response to changes in economic circumstances”

EC2.1 section (b) Planning Policy Statement 4: Planning for Sustainable Economic Growth

“To increase entrepreneurial activity amongst the local population”

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 2010, unemployment stood at 2.6%, 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 average¹². The LDF has an important role to play in ensuring that local jobs and training opportunities are maintained or facilitated, alongside the Hertfordshire Economic Development Strategy (2009-2021). 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 206 hectares (509 acres)¹³ of land across the Borough is used for key employment generating activities. 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 allowed within the five designated Employment Areas and a Key Employment Site (Centennial Park, Elstree) have helped to retain many local jobs. They have also 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).

¹² Source: nomisweb, December 2010. 5.5% of 16-64 year olds in Cowley Hill Ward claimed Jobseeker's Allowance Hertsmere Borough Council Monitoring, 2010.

¹³ Hertsmere Borough Council Monitoring, 2010.

- 4.5 There are approximately 42,000¹⁴ 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 Borough¹⁵ 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. However a significant proportion of Imperial Place is vacant, 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 is attracting new occupiers, underlying a gradual strengthening in demand in office space in the town.

The Central Hertfordshire Employment Land Review

- 4.11 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.

¹⁴ Annual Business Inquiry, 2004 (excludes self-employed).

¹⁵ Source: 2001 Census

4.12 The key conclusions from the CHELR were:

- Hertsmere's potential for growth and wealth creation is higher than equivalent national or regional benchmarks¹⁶
- 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;
- 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.

Hertfordshire London Arc Jobs Growth and Employment Land Study

- 4.13 A follow-up study to the CHELR was completed in 2009 by the seven London Arc districts in order to consider jobs growth requirements on a sub-regional market basis, given that employment trends rarely follow local, administrative boundaries.
- 4.14 The study concluded that there would a jobs growth in the London Arc of 46,205 between 2006 and 2026, of which 8,335 would be in Hertsmere. This would equate to an increase of 17% in Hertsmere.
- 4.15 Hertsmere's committed land supply provides modest net growth for offices and no growth for industry/warehousing. The study showed modest growth in both sectors. Within the London Arc, the demand for new office space may be predominantly met by two new business parks in the districts of Welwyn & Hatfield and St Albans, though it is noted that both districts are in the process of reviewing their own plans for development. Although a limited amount of additional land for industrial/warehouse growth could be allocated, to provide some scope for the expansion of existing firms, the study notes that the shortfall is relatively small and could be considered as part of the margin of error. It also notes that the small shortfall of office space should be delivered within existing town centres.
- 4.16 The analysis for Hertsmere showed high growth because the figures were based on previous trends. Hertsmere has seen high levels of growth in the past but such high rates may not be sustained in the future and the mobility of local labour suggests some of this growth could feasibly be accommodated within the sub region such as in Welwyn Hatfield or in north London. Local labour mobility can be highlighted through the example of the relocation of the T-mobile head office from Borehamwood to Hatfield.

¹⁶ 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.

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 Core Strategy seeks to make efficient and effective use of land, prioritising previously developed land which is suitable for re-use and, subject to the specific policy requirements and reflects the different location requirements of businesses, such as the size of site required, site quality, access and proximity to markets, as well as the locally available workforce and specialist clusters.
- 4.18 The London Arc Jobs Growth and Employment Land Study estimates a small shortfall of 5,013sq m of office accommodation over a 20 year period (2006-2026), taking account of planned supply in the market such as unimplemented planning permissions and potential in adjoining boroughs. It is recommended that the shortfall of office space recommended be delivered within existing town centres and employment areas and as a result no new areas of B1 office space are anticipated, unless the new potential business parks in adjoining boroughs are not forthcoming. The Study also estimates a modest shortfall of 14,634 sq m of Industrial and Warehousing accommodation over a 20 year period to 2026 and whilst the Council needs to plan for sufficient jobs growth, there continues to be interest in developing some designated B class land for residential use to meet local housing needs. The Council, therefore, intends to safeguard a limited area of land adjoining existing certain Employment Areas so that there is a flexible supply of employment land over the plan period. Converting the employment forecast into land requirements using a plot ratio of 40% for industrial and warehousing development¹⁵ would result in a projected requirement for 3.7 hectares.
- 4.19 The Council has also identified approximately 5 hectares of land to be designated, as locally strategic employment sites to protect existing small-scale sites within the Borough and which would otherwise, remain vulnerable to redevelopment for non-employment uses. The sites have been identified through a separate report, Local Significant Employment Sites - LDF Supporting Study-Update Report, published in 2010.
- 4.20 The retention of existing designated employment land in the Borough is likely to represent the most logical way of maintaining some control over the supply of existing B-space accommodation. However, the Council will exercise a degree of flexibility in line with emerging government policy and limited releases of currently 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, in particular where this might offer some potential to provide sites for new housing-led (or mixed use) development. Exceptionally, a relocation of employment uses to safeguarded employment land nearby, where the employment site is considered suitable for new housing, may also be considered. Any relocation would have to be to safeguarded employment sites identified in the Site Allocations DPD and in accordance with the provisions of Policy CS8.
- 4.21 Although the Council will take a flexible approach where this is appropriate, any 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 Council intends to retain the existing safeguarded site adjoining the Cranborne Road Employment Area and allocate a new safeguarded area adjoining the Elstree Way Employment Area, between the A1 and Rowley Lane, through the Site Allocations DPD. This is considered to represent the most appropriate location for the provision of additional employment land, given its immediate proximity to existing employment land and to the primary route network, its limited environmental quality and the wider importance of the Elstree Way employment area for Borehamwood, which will be accommodating the greatest proportion of new housing in the borough over the next 15 years. The land would be released to meet any longer term employment needs and to offset any land lost in existing Employment Areas in the shorter term, providing for B class development. The Council's preference is for major, new B1(a) office development to be located in or adjacent to town centres, so the focus of any extension of the Elstree Way employment area would be on a mix of B class activities, including B1(b), B1(c) and B2 development.

Alternative options for employment development

- 4.22 The Council has looked at a number of options for accommodating new and existing employment development and other competing land uses. This process has been informed by the consideration of various environmental, social and economic effects. The following options were not selected in light of this approach.
- 4.23 Do not allow the release of any existing designated employment land: Existing and emerging government policy advocates a flexible approach to employment land designations. This option would not allow the Council to respond to market signals.
- 4.24 Allow the release of existing employment land with no compensatory designations: The Hertfordshire London Arc Study identified small shortfalls in space for office and other B-class uses. This approach might not allow the Council to make an appropriate level of provision for existing jobs and any future employment growth in the Borough. This is especially the case given the current level of interest in redeveloping some sites within Employment Areas for housing and the reality that previously envisaged employment development in neighbouring districts, including business parks, may not come forward. Furthermore, such an approach would lead to applications for employment development beyond existing designated Employment Areas being considered on a case-by-case basis. This may result in unsatisfactory developments taking place in an unplanned way and in locations that are not well suited to B-class use.
- 4.25 Designate new business park / extension to an Employment Area: Although the Hertfordshire London Arc Study identified small shortfalls in space for office and other B-class uses, it is recognised that these may fall within the margin of error. Empirical evidence suggests that there is currently an oversupply of B-class accommodation in the Borough. On account of this, and given that it is considered that a flexible approach is required, the Council should not commit to a new designation at this stage.
- 4.26 Safeguard land for a new business park / extension to an Employment Area within the built up areas of an existing settlement: There are no known deliverable or developable locations for a new employment park or an extension to an existing Employment Area within the Borough's settlements. Most available urban sites are relatively small and bound by closely by residential properties and are not, therefore, well suited to accommodating B2, B8 and some B1 uses.
- 4.27 Safeguard land for a new business park elsewhere: This option would most likely have an unacceptable impact on the Green Belt in comparison to the impact that would result from an extension to an existing Employment Area. In addition to any new B-class accommodation, a new business park would require new access arrangements, services and other ancillary forms of development. Moreover, a new stand-alone business park would not benefit from links to the existing business community. Also, if located away from a settlement, a Business Park would most likely be heavily car-reliant and unsustainable, as it would not be within close proximity of a concentration of local services and facilities.
- 4.28 Safeguard land for an extension of the Stirling Way / Station Close / Otterspool Way / Centennial Park Employment Area: The land surrounding these existing Employment Areas was assessed to determine whether or not it was considered suitable for an extension of the adjoining Employment Area. All land was considered in relation to the likely impact of its development on the openness of the Green Belt, its accessibility and proximity to the strategic road network, and its availability, as well as any limitations imposed by other constraints and the location of the existing Employment Area. It was found that extensions to other Employment Areas would not be as favourable as extending the Elstree Way and Cranborne Road Employment Areas.

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 110 ha of designated employment land for B-class development within the Borough up to 2027, 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.

The existing Safeguarded Land adjoining Cranborne Road Employment Area will be retained and a new area of land between the A1 and Rowley Lane, adjoining the Elstree Way Employment Area, will be designated as Safeguarded Land for a mix of phased, B class development. Any development should form part of a comprehensive integrated package measures to improve their respective adjoining Employment Areas and associated access. The boundaries of the area adjoining the Elstree Way Employment Area and parameters for development for the land adjoining Cranborne Road and Elstree Way will be clarified in the Site Allocations DPD.

Any 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.

Following the introduction of a Local Development Order to support economic development within the Elstree Way Employment Area, the Council will consider the promotion of similar Local Development Orders in other employment areas, which will grant permission for small-scale changes to properties within these locations.

- 4.22 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, previously undesignated employment sites. This will help to ensure a supply of smaller sites and business units over the Plan period, recognising the importance of small business units and good quality sites outside of Employment Areas. Locally Significant Employment Sites over 0.25 hectares are identified in Policy CS9. 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. These designated local significant employment sites which are focused on employment generating uses are located at following locations and are indicated on the Key Diagram:

- *Wrotham Business Park*
- *Borehamwood Enterprise Centre and adjoining sites*
- *Theobald Court and adjoining site, Borehamwood*
- *Lismirrane Industrial Park, Elstree*
- *Hollies Way Business Park, Potters Bar*
- *Beaumont Gate, Radlett*
- *Farm Close sites, Shenley*

The boundaries of these locations will be clarified in the Site Allocations DPD. 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

- 4.23 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 London Arc Job Growth and Employment Land Study suggests that there is likely to be a small deficit of office accommodation, and advocates the removal of current restrictions on the amount of office development within any particular site.
- 4.24 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 CS23 (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 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.
- 4.25 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, CS15 and CS16 to ensure that potential contamination is minimised and remediated.

Promoting the film and television industry

- 4.26 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.
- 4.27 The two principal studios have a combined area of 12 hectares. They have over 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.
- 4.28 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 London Arc Jobs Growth and Employment Land Study, 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.

Policy CS11 Promoting film and television production in Hertsmere

To promote 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.

5. Open Land and the Environment

“Hertsmere Together partners will work together to improve the local environment to ensure that Hertsmere is a clean and pleasant place to live in, work in and visit”

Key aim, P.20, 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

“Create a safer environment and increase the feelings of safety”

Strategic Objective, P.9, 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 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 has confirmed that the protection of the Green Belt and the need for environmentally responsible development are fundamental local priorities.
- 5.2 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

- 5.3 The Borough has numerous heritage 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 Hertfordshire.

- 5.4 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.

Green Belt

- 5.5 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 development within 'Major Developed Sites' can also be permitted and there are presently 15 Major Developed Sites in Hertsmere comprising education and medical manufacturing or research facilities. The number of these sites, together with their boundary 'envelope' for appropriate infilling, will be clarified in the Site Allocations DPD.
- 5.6 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, institutions 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.
- 5.7 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 Site Allocations and Development Management DPD. Village 'envelopes', within which limited infilling may be potentially acceptable, will be identified for a number of villages which are 'washed over' with Green Belt; the boundaries of these envelopes will be considered within the Site Allocations and Development Management DPD. It is also suggested that the Green Belt boundary around Shenley be redrawn around the major 900 home redevelopment of Shenley hospital, which has a largely suburban character. This was intended when the original brief for the hospital site was agreed in 1986 and would be consistent with the status of Elstree village, where the historic part of the village is situated in the Green Belt but the remainder is not.
- 5.8 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 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.

Natural Assets

- 5.9 The Green Belt is an overarching planning designation within which various other levels of environmental 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, 130 other locations have also received protection through their collective status as 'Wildlife Sites'. The sites are set out in the Council's Biodiversity, Trees and Landscape Supplementary Planning Document 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 Management Policies DPD. In the past eight years, a further 11 sites have been added:

Table 9. New Wildlife Sites ratified since 2003

| 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 The Council has recently published a Biodiversity and Trees SPD also considers biodiversity and trees on all sites in the Borough, and not just those, which have designations or special protection.
- 5.11 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. Government policy (PPS7) promotes the use of criteria-based policies, utilising tools such as landscape character assessment, ahead of rigid, blanket designations. The draft consolidated PPS issued in 2010 (Planning for a Natural and Healthy Environment) advised existing local landscape designations should only be maintained where it can be clearly shown that criteria-based planning policies cannot provide the necessary protection. Consequently, the Council will seek to develop an appropriate policy in the Development Management 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.

- 5.12 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.
- 5.13 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 the Hertfordshire Biodiversity Action Plan and the Biodiversity, Trees and Landscape Supplementary Planning Document when considering how their proposals should protect and enhance biodiversity.
- 5.14 There will be a continued presumption against any development, which has an adverse effect on any natural asset, whether they are species, landscape, agricultural or geologically related. This will include the need to maintain sufficient distance between new development and river corridors to support the 8m buffer around watercourses to help reduce flood risk; to provide habitat benefit and an improved public amenity resource; to improve biodiversity and water quality; and to contribute to the green infrastructure network. 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.
- 5.15 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 Site Allocations and Development Management 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 Biodiversity and Trees SPD provides 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.

Heritage assets

- 5.16 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.
- 5.17 There are presently over 330 listed buildings or structures in the Borough together with 16 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. 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 most recent Conservation Areas were designated in 2009 (Melbourne Road Conservation Area), although proposals have been published for a new Darkes Lane West Conservation Area in Potters Bar and the Council is currently undertaking detailed character appraisals of each Conservation Area and a review of conservation areas within the Borough. The

Character Appraisals act as a means of informing individual planning decisions and community enhancement projects.

- 5.18 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 heritage, 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.
- 5.19 Whereas listed buildings and conservation areas 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 conserved 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.
- 5.20 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 Green Belt protection and enhancement of the natural environment

All development proposals must conserve and enhance the natural environment of the Borough, including biodiversity, protected trees, 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. 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.

There will also be a presumption against inappropriate development, which causes harm to the openness and appearance of the Green Belt, as defined in PPG2 (Green Belts). 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 or enhancement of heritage assets

All development proposals must conserve or enhance the historic environment of the Borough in order to maintain and where possible improve local environmental quality. Development proposals should be sensitively designed to a high quality and not cause harm to identified, protected sites, buildings or locations of heritage or archaeological value including Conservation Areas, Listed Buildings, Historic Parks and Gardens, Scheduled Ancient Monuments, and identified and as yet unidentified Archaeological Remains. The Council will take account of available historic environment characterisation work, including Conservation Area appraisals and archaeological assessments when making decisions affecting heritage assets and their settings.

Access to open spaces and the countryside

- 5.21 The Council recognises that many natural and heritage 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.
- 5.22 A series of 'Gateway' sites to the Watling Chase Community Forest are intended to provide principal, carfree 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; Willows Farm (near St Albans) and Shenley Park - experience significant development and traffic pressure, and it is important that these sites continue to maintain the rural character and access to the countryside which makes them attractive, outdoor destinations. All four sites (the other being at South Mimms Service Area) are located within the Green Belt and Willows Farm, in particular, is a very popular visitor attraction which the Council also recognises plays both an important economic and rural access role. Whilst it is also a working farm, the more commercial and public aspects of the site need to be managed sensitively, given its Green Belt location and the wish to avoid a concentration of uses on the site which might not be considered as conventional or appropriate activity in such a location.
- 5.23 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 encouraged. The Council supports the Rights of Way Improvement Plan for the network of those routes around the Borough. 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.
- 5.24 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 that 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.
- 5.25 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. For the Site Allocations and Development Management DPD for the Borough, a review is being undertaken of the Major Developed Sites in the Green Belt, which contribute to the access to open land and 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. 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, rural visitor attractions and to the wider 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 and appropriate 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;*
- v) promotes uses which can be considered as appropriate in The Green Belt; and*
- vi) will ensure that biodiversity is protected and enhanced in accordance with Policy CS12.*

The environmental impact of new development

- 5.26 Accommodating development 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 new development proposed for the Borough over the next 15 years 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.
- 5.27 Hertsmere Borough Council has worked closely with Hertfordshire County Council on the preparation of the Hertfordshire Sustainable Development Guide, Building Futures. 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
- 5.28 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 Water

- 5.29 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.
- 5.30 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. Key requirements arising from the SFRA include the need to: protect greenfield functional floodplain; preserve flood flow routes; ensure residual risk is reduced behind defences; safeguard land for future flood alleviation schemes; seek opportunities for developer contributions for Flood Alleviation Schemes; and avoid development where groundwater flooding is a significant and frequent risk.
- 5.31 Where sites are located in close proximity to a river, the Council will, in appropriate circumstances, seek river restoration and/or financial contributions towards the restoration of rivers in consultation with the Environment Agency. In particular, this will include restoration of banks, in-channel habitat enhancement, the removal of toe-boarding and deculverting.
- 5.32 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 floodwater. 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. The Flood and Water Management Act 2010 will introduce a SUDS approval requirement for new drainage systems prior to any development receiving planning permission. This is expected to take effect from 2012 for major planning applications.
- 5.33 *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.
- 5.34 It is recognised that there are pressures on water resources which affect both the water environment and water supplies. There are drainage catchments where there is little or no water available during dry periods. The Environment Agency have established that the South East and East Anglia are the driest parts of England and Wales, and also have the highest population density with household water use. The demand for water to irrigate crops in East Anglia also adds to the pressure on resources during the driest times of the year. Over the next 30 years, there will be increasing pressures from the rising population and

associated development. The Code for Sustainable Homes also includes requirements for water efficiency, to maintain water supplies and protect the environment. Development proposals will be expected to meet the Code for Sustainable Homes as a minimum requirement in accordance with changes to Building Regulations.

Air Quality

- 5.35 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 10). 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).
- 5.36 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 10. 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 |
| AQMA No. 3 | 31 - 39 Blanche Lane, South Mimms |
| AQMA No. 4 | Grove Place / Winfield Caravan Site, Hartspring Lane |
| AQMA No. 5 | 11 - 23 Watling Street, Elstree |
| AQMA No. 6 | 133 - 167 High Street, Potters Bar |

Contaminated Land

- 5.37 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.
- 5.38 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. Proposals must be in compliance with PPS23 and the Environment Agency technical note on managing land contamination (CLR 11).

Sustainable and efficient use of natural resources

- 5.39 Making prudent use of natural resources is one of the Government's four aims for sustainable development and is reflected in objective 5 of the Core Strategy.

- 5.40 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.
- 5.41 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

- 5.42 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.
- 5.43 Government policy including the Code for Sustainable Homes and Building Regulations provide the starting-point for more sustainable building. The Council expects these policies to be taken forward through the Development Management Policies and Site Allocations DPDs.
- 5.44 The sustainable construction of buildings in terms of the design, materials and technologies used and installed will be a major factor in reducing CO2 emissions. The Government is putting into place a large number of initiatives to produce new zero-carbon homes by 2016, including the Code for Sustainable Homes. Building Regulations will be progressively altered to require the carbon performance element of the Code to be mandatory Level 3 by 2010, 4 by 2013 and 6 (or zero-carbon) by 2016. For commercial schemes, the Buildings Research Establishment have a recognised set of standards (BREEAM). As well as applying Building Regulations, the Council will require standards to be met as set out in the Development Management Policies.
- 5.45 Measures which should be considered by developers and 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

- 5.46 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. The Council 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.
- 5.47 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 Management Policies DPD.

Waste Generation

- 5.48 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 construction and demolition waste is treated and disposed of in a sustainable and environmentally acceptable way, balancing the economic, social and environmental needs of the Borough. 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 and demolition waste.
- 5.49 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.
- 5.50 New building design and layout can also contribute to effective waste management and all new development should make adequate provision for the storage, recycling 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 recycled materials wherever possible.
- 5.51 The Council commissioned a Renewable and Low Carbon Energy Study, with other authorities in Hertfordshire. The Study sought to maximise renewable and low carbon technologies within Hertfordshire. Given the environmental constraints of a borough with 80% Green Belt and the relatively limited scale of individual developments which might otherwise generate opportunities for community heating and other opportunities for reducing carbon emissions, the Council will expect that new developments as a minimum meets Part L of the Building Regulations. Proposals should be accompanied by a Sustainability Statement demonstrating how (potential) carbon dioxide emissions will be reduced and by how much.

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 policy recommendations of the Council's SFRA and 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 sequential and exceptions tests have been met and flood prevention/mitigation measures are in place as required by the Environment Agency;*
- ii) improving water efficiency by reducing water consumption through measures such as water saving devices in line with the Code for Sustainable Homes and BREEAM as a minimum requirement;*

- iii) *incorporating the use of Sustainable Urban Drainage Systems (SUDS) where appropriate and where required by the Flood and Water Management Act 2010 to help reduce the risk of flooding;*
- 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 possible in line with the requirements of BREEAM on sustainable design;*
- 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 during the construction phase and following occupation; and*
- ix) *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 CS20.*

Policy CS16: Energy and CO2 Reductions

All new residential developments will be required to achieve the following levels of the Code for Sustainable Homes (Code) as a minimum as and when successive updates to Part L of the Building Regulations become mandatory:

- *2010 - Code level 3*
- *2013 - Code level 4 once updates to Part L come into effect.*
- *2016 - Code level 6 once updates to Part L and the national Zero Carbon Homes policy come into effect.*

All new non-domestic will be expected as a minimum to achieve CO2 emissions reductions in-line with the Building Regulations Part L. This requirement will not come into effect until successive updates to Part L of the Building Regulations become mandatory:

- *2010 - 25% reduction in the Building Emission Rate compared to the Target Emission Rate defined by the Building Regulations.*
- *2013 - 44% reduction in the Building Emission Rate compared to the Target Emission Rate defined by the Building Regulations (reductions above 70% can be delivered using allowable solutions).*
- *2019 - Zero Carbon - no additional requirement.*

The Council will further encourage all new development or major refurbishment to incorporate energy from decentralised and renewable or low carbon sources. All large scale development will be required to incorporate on-site renewable energy generation, unless it is not feasible or viable or alternative decentralised and renewable, low carbon sources can be identified. The Council will also permit new development of sources of renewable energy generation subject to:

- *local designated environmental assets and constraints, important landscape features and significant local biodiversity;*
- *minimising any detriment to the amenity of neighbouring residents and land uses; and*
- *meeting high standards of sustainable design and construction.*

6. Building Sustainable Communities

- 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 over 3,800 new homes cannot be considered without the wider effects on the community being addressed.
- 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 CS17 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 CS20.

- 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;
 - Other emergency services' accommodation;
 - Extended residential care and supported accommodation;
 - Community, youth and children's centres;

- Public libraries, museums and community arts venues, theatres;
 - Places of worship and cemeteries;
 - 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 or serve 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 that would lead to the loss of an existing facility and / or its 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 reasonably used for an alternative community facility. Notwithstanding this, the Council recognises that local requirements can change over time and that this may result in new patterns of use and / or working practices. Where this is the case, developers would be expected to provide robust evidence detailing the impact that these changes have had on the need for a given type and scale of 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 CS18 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 or are no longer fit for purpose. It should also be demonstrated that there is no reasonable scope for alternative community uses to be provided and that any required, replacement accommodation elsewhere is satisfactory for all of its users, having regard to the provisions of Policy CS20. 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 CS19 Securing mixed use development

Mixed-development will be sought on major development sites in Borehamwood town centre 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 with 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.
- 6.11 In order to achieve this, the Council has adopted a Planning Obligations SPD with a local standard charge or facilities and infrastructure delivered by the Council, focused on smaller housebuilding schemes, typically of 1 to 15 units, to be secured through a planning obligation under Section 106 of the Town and Country Planning Act. The standard charge and its underlying methodology also form a starting point for agreeing local contributions on larger schemes. The Hertfordshire Infrastructure and Investment Study (HIIS) was completed in 2009, and provides the basis for a potential Countywide CIL. The HIIS estimate a CIL charge of approximately £23,000 per dwelling. This comprises £18,000 towards the need for strategic infrastructure and a further £5,000 provision for various needs that should be defined locally by individual district councils, such as open space, sports and community facilities. The local authorities of Hertfordshire are now reviewing the recommendations of the HIIS and undertaking joint working to review the viability, delivery and collection of a CIL. In the shorter term, on larger schemes the Council will, however, retain the

option of negotiating Section 106 agreements on a site-by-site basis for both residential and non-residential development.

- 6.12 Ultimately, the Council believes that a standard CIL charge for both strategic and local infrastructure represents an appropriate forward for underpinning sustainable growth and ensuring that the wider, cumulative impact of new development can be covered from the outset, within the parameters set by the government circular through the CIL Regulations. The intention is to introduce a CIL charging schedule by April 2014 in order to achieve this. The amount payable would depend on the size of the homes or other development built but this would reduce the need for protracted Section 106 negotiations and enable contributions for infrastructure and community facilities to be pooled through a fixed formula.
- 6.13 The Council also recognises the importance of ensuring that a CIL standard charge is not set at a disproportionately high level leading to new sites becoming too costly to develop for housing and other land uses. It would be expected to cover costs associated with a range of items associated with the delivery of new housing and commercial development, in particular, as set out in Table 11, incorporating those items included in the local standard charge, as set out in the Planning Obligations SPD.

Table 11. Potential items to be incorporated into a future CIL charging schedule for Hertsmere (including but not limited to services delivered by Hertsmere Borough Council)

| | |
|----------------------------------|--|
| Highways and Transportation | <ul style="list-style-type: none"> • Public Transport improvements • On- and off-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 |
| Utilities | <ul style="list-style-type: none"> • Water, electricity and gas supply |
| Recreation and Environment | <ul style="list-style-type: none"> • Recreation and Leisure (including sports, museums, allotments, Public Open space, cemeteries, playing fields and Children’s Play Areas) • Watling Chase Community Forest and other green infrastructure • Town Centre Improvements (including Public Conveniences and Public Art) • Air Quality and Noise Monitoring • Recycling Facilities • Flood Management, Drainage and Water infrastructure • 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 • Adult care services • Fire and rescue facilities • Healthcare Facilities • CCTV • Contribution to the Costs of Policing • Community Centres |

Policy CS20 Standard charges and other planning obligations

Up until April 2014 (or until the Council has adopted a Community Infrastructure Levy (CIL) charging schedule), 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 / or any standard charge(s) on the approval of each new home on smaller sites, typically of fewer than 15 units (gross), to be secured through a planning obligation under Section 106 of the Town and Country Planning Act; and*
- ii) the use of individually negotiated planning obligations entered into by the Council under Section 106 of the Town and Country Planning Act, on sites of 15 or more units (gross).*

The provision of Affordable Housing, together with on and off-site facilities, training, services and improvements necessitated by new commercial and other 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.

The Council will seek to introduce a CIL charging schedule by April 2014. Following the introduction of a CIL charging schedule, planning obligations under Section 106 of the Town and Country Planning Act will only be sought to in relation to individual schemes where such contributions would be necessary to mitigate site-specific impacts and are not for items already covered in a CIL charging schedule.

Creating an attractive and accessible environment

- 6.14 At the centre 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 Changes to the Development Management Procedure Order (previously known as 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 removal of private garden land from the definition of previously developed land reinforces the need for existing local character and patterns of development to guide the Council’s consideration of proposals for garden land development and residential intensification. Revisions to Part D of the Planning and Design Guide will respond to this and provide additional guidance in respect of the significant variations in townscape, which exist across the Borough. 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 and advisory bodies 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. The Council will consider seeking a s106 financial contribution towards the provision of Disabled Facilities Grant where the majority of Lifetime Homes requirements cannot be met. 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.
- 6.19 One of the Community Strategy priorities is the creation of 'Safer Environments', which is reflected in Core Strategy spatial objective 9. Community safety is essential to creating sustainable communities and is one of the key objectives of sustainable development identified in national planning policy. The design of buildings and spaces can make a significant contribution towards reducing the scope for crime, and for creating more pleasant and reassuring environments to live in. Removing or reducing opportunities for crime is essential to good design and should be the aim when designing all public areas in housing estates, town centres, employment areas and in all transport schemes. Developers should therefore contact Hertfordshire Constabulary to ensure that 'Secured by Design' principles are incorporated within all schemes. This will require particular consideration to layout of the development to increase natural surveillance, layout of roads and footpaths, appropriate planting, specific consideration of the use / misuse of open space and secure standards of doors and windows for example.

Policy CS21 Securing a high quality and accessible environment

In line with the Planning and Design Guide SPD 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 conserve the Borough's historic environment. The Council will take account of the cumulative impact of new development, including the impact arising from residential intensification and redevelopment.

Development should be planned with the principles of crime prevention and community safety integrated. 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.

Elstree Way Corridor

- 6.20 The Elstree Way Corridor and immediate surrounds include a wide range of civic, educational and employment uses. The predominant uses to the west of Studio Way and Bullhead Road are public services, which go some way to giving the area a sense of identity. In the wider area, there are a variety of commercial activities whose concentrations lead to certain economies of scale in the local job market. In recent years an element of residential development has been allowed within the corridor.
- 6.21 The built environment is relatively unremarkable, with few landmarks and a majority of buildings of modest architectural merit. Low and medium rise development, setbacks and parking forecourts all contribute to poor sense of enclosure, an unclear public realm and limited street activity.

- 6.22 In 2003 the Council published the Elstree Way Planning and Design Brief Supplementary Planning Guidance, which sets a number of principle for the development within the corridor. However, in recent years a number of developments have continued to emerge in a piecemeal way, which has resulted in a poorly related built form. The need to deliver an improved Elstree Way Corridor has resulted in key landowners commissioning follow-up studies on feasibility and transport by Colin Buchanan and Partners for a housing-led regeneration of the corridor. These explored options for property disposals and consolidation and the possible need to improve the highway network including the removal of the large roundabout at the junction of Elstree Way and Shenley Road. The need to address vehicular and pedestrian traffic difficulties in this location is identified as a priority in the Elstree and Borehamwood Urban Transport Plan. The SHLAA has identified a potential for residential development to be developed on selected within the corridor and it is expected that any residential developments meets the appropriate design principles.
- 6.23 The Council intends to prepare and adopt an Area Action Plan (AAP) DPD for the Elstree Way Corridor before the end of 2012. The AAP will help to deliver development in a co-ordinate way and provide a degree of certainty for both landowners and developers through the setting out of clear planning guidance for individual sites and the area as a whole. In doing so, it would also send a clear signal that the Council is placing the Elstree Way Corridor at the centre of its development strategy over the next 15 years. The Council will consult widely with residents, landowners, developers and other interested parties as part of the preparation of an AAP.

Policy CS22 Elstree Way Corridor

Within the Elstree Way Corridor the continued development and refurbishment of Employment, Civic and Community uses will be actively encouraged. Residential development on appropriate sites will be accepted, in accordance the Elstree Way SPG and any subsequent guidance or agreed masterplan.

Any development should have regard to guidance set out in the Elstree Way Corridor Area Action Plan DPD and be brought forward in a coordinated manner. Proposals likely to result in a piecemeal or fragmented redevelopment of the corridor will be refused, and should also be in compliance with other policies in the Core Strategy, with particular reference to the requirements of policies CS21 and CS25. Development should also provide active frontages to Elstree Way where possible to promote the identity of the corridor as a civic and commercial gateway to the borough, should build on the accessibility location of the corridor and should ensure an appropriate demarcation of residential and non-residential uses within this part of the town.

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. There are several areas that have been recognised across the Borough that continue to cause concerns about congestion, including: the Hartspring roundabout on the A41; Elstree High Street crossroads; the Stirling Corner roundabout; and the South Mimms services junction.
- 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. 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 (April 2011) and the Watling Chase Greenways Strategy. A number of urban transportation plans for different parts of the Borough are also currently under preparation. The Council recognises that the Borehamwood and Elstree Transport Study, prepared by Colin Buchanan in conjunction with Hertfordshire Highways, will be an important consideration in determining how further growth can be accommodated in Borehamwood, including along the Elstree Way Corridor.
- 7.6 Changing attitudes and behaviour is 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. 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 CS23 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 non-residential developments over 2,500 sq m or schemes of 25 residential units will only be permitted where:

- i) it does not conflict with the Transport Objectives of the Hertfordshire Local Transport Plan (April 2011) and associated Accessibility Strategy;*
- ii) it is accompanied by a suitable Travel Plan (for developments over 2,500 sq m or 80 residential units), 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 infrastructure or improved public transport services and non-motorised routes.*

Parking standards

- 7.8 In January 2011 the government deleted the requirement for Local Planning Authorities to set an upper limit on the amount of off-street car parking for all uses. However 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. Facilitating fair and equitable access to a range of local services requires that an appropriate amount of off-street car parking be provided to reflect the different local needs, which exist across the Borough.

Residential Parking

- 7.9 PPS3 (Housing) has proposed the local formulation of residential car parking standards, which are in part based on car ownership and this is reflected in the emerging National Planning Policy Framework. 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). Data from the DVLA in 2011 has revealed a modest increase in car ownership to 1.41 cars per household over the past decade although this is slightly below the figures identified in a survey undertaken by Hertsmere Borough Council in 2006, which suggested that this number has increased to 1.6 cars per household. However, this indicates that average car ownership for one, two and three bed house size remains below two cars per house.

Table 12. 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 PPS3 recommends an approach that takes account of expected levels of car ownership in the future. The 2001 Census for the Borough shows a higher level of car ownership compared to the national and regional average of 1.36 vehicles per household. There is no evidence to suggest that general levels of car ownership will reduce over time. Forecasts to 2021 derived from the TEMPRO model show a projected increase of 3% in household car ownership between 2001 and 2021 taking into account forecasts of growth in population and households. Forecasts across the Borough are shown in Table 13.

Table 13. Hertsmere Borough: Forecast car ownership by area based on Tempromodel 2001-21)

| | 2001 | | | 2021 | | |
|-------------------|------------|------------|-------|------------|------------|-------|
| | Total Cars | Households | Ratio | Total Cars | Households | Ratio |
| Hertsmere | 50968 | 37956 | 1.34 | 59839 | 43479 | 1.38 |
| Rural (Hertsmere) | 2697 | 1833 | 1.47 | 3192 | 2147 | 1.49 |
| Bushey | 10094 | 7029 | 1.44 | 11633 | 8042 | 1.45 |
| Watford (part of) | 4313 | 3037 | 1.42 | 4995 | 3475 | 1.44 |
| Borehamwood | 15148 | 12952 | 1.17 | 18094 | 14698 | 1.23 |
| Potters Bar | 11426 | 8579 | 1.33 | 13415 | 9815 | 1.37 |
| Radlett | 4946 | 3028 | 1.63 | 5643 | 3464 | 1.63 |
| Shenley | 2345 | 1498 | 1.57 | 2867 | 1838 | 1.56 |

Source Tempromodel (6.1) 2010

- 7.12 On this basis, the Council currently proposes to maintain a standard 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.
- 7.13 Actual levels of parking, up to and including the stated requirement will depend on a range of other factors including proximity to public transport and services and actual on-street parking conditions. Opportunities for significantly reduced levels of off-street parking are more likely to be limited within newer 'estate' developments, which tend to be built at higher densities, with narrower and sometimes unadopted internal roads. Whether roads are designed to an adoptable standard will, therefore, be an important consideration in determining the level of off-street parking to be provided. It is recognised that some smaller roads, including cul-de-sacs, within new developments may not necessarily be adopted by the highway authority but the Council will be guided by Roads in Hertfordshire to determine whether they have been designed to an acceptable standard which are capable of adoption.
- 7.14 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 only 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.
- 7.15 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 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.
- 7.16 A Parking Standards Supplementary Planning Document (SPD) was published in 2008 setting out detailed car and cycle parking standards within the parameters set by Policy CS24 below. An additional requirement, over and above the allowance, will be required for mobility impaired car users. A limited review of the SPD was undertaken in 2010 it reviewed how the 'discount' on off-street parking in an accessibility zones is applied. There will be a presumption for the required car parking standard to be applied unless it can be clearly demonstrated, having regard to Policy CS24, that a discounted level of parking could be appropriate.

Non-residential parking

- 7.17 The Council's car parking standards for non-residential development are also contained in the Parking Standards SPD. The detailed standards are considered to be appropriate for Hertsmere and are consistent with the requirements of national government. 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.
- 7.18 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 may exist.

Policy CS24 Accessibility and parking

In order to facilitate fair and convenient 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 14 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, including those likely to be available within the new development;*
- vii) highway and pedestrian safety considerations including whether roads have been designed to an adoptable standard;*
- 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 14. 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

7.19 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

7.20 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. Bushey station is on the London Overground and London Midland routes and is located in the neighbouring town of Oxhey, outside of the Borough.

- 7.21 First Capital Connect has announced its intention to carry out improvements at 70 stations across the region and a platform extension at Elstree and Borehamwood to accommodate 12 car trains has recently been completed. Enhancements were recently made to Potters Bar and Elstree and Borehamwood station forecourts and the Council will work with its partners to ensure that further investment is directed towards stations in the Borough, including making all station areas DDA compliant. This is anticipated to happen at Elstree and Borehamwood Station in 2012 with the construction of a new accessible bridge, which will ensure all platforms are fully accessible.
- 7.22 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, lifts to platforms, further enhancements to station forecourts and access as well as new or enhanced community transport initiatives such as the Hertsmere Shopper Scheme run by Hertsmere Community Transport.
- 7.23 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. The South West Hertfordshire Transport Strategy (2008) does not identify any specific sites within the area.

Non-motorised or 'Greenways' routes

- 7.24 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 Council also recognises the role of Hertfordshire County Council's Rights of Way Improvement Plan in maintaining network of those routes around the Borough and across the County. 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.
- 7.25 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.
- 7.26 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.
- 7.27 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 and Development Management DPD.
- 7.28 The financing of improvements and development of routes, such as those in policy CS25 can be achieved through planning conditions, Section 106 legal agreements, and the implementation of a Community Infrastructure Levy in the future. 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.

Table 15 Key Greenways developed since 1999

| Type | Location | Improved | Created | Length (metres) |
|----------------------|---|----------|---------|-------------------------|
| Right of way | Merryhill, Bushey | | X | 1,000 |
| | Tylers Farm, Bushey | | X | 400 |
| | Blackhorse Lane, South Mimms | | X | 190 |
| | Brookside, South Mimms | X | | 2,040 |
| | Shenley Bridleway 13, Shenley | X | | 1,300 |
| | Packhorse Lane, Well End | X | | 780 |
| | Elstree Aerodrome, Hogg Lane | X | | 542 |
| | Crab Lane & Commonmeadow Lane, Aldenham | X | | 2,804 |
| | Saffron Green Greenway, Galley Lane Arkley | | X | 680 |
| | Blackbirds Lane & Aldenham Bridleway 74, Kemp Row 504 | X | | 504 |
| | Wash Lane, South Mimms | X | | 300 |
| | Shenley Park Bridleway | | X | 1,500 |
| | 'Cloverleaf' crossing | | | 500 |
| Hertsmere Park route | Allum Lane Spinney, Borehamwood | X | | 500 |
| | Brook Meadow, Haggerston & Leeming Parks, Borehamwood | X | | 820 |
| | Parkfields, Borehamwood | X | | 1,332 |
| Highway | Blackhorse Lane, Shenley | X | | 1,700 |
| | Swanland Road, South Mimms. | X | | 1,800 |
| Total | | | | 18,232 (11.40 miles) |

Policy CS25 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 preclude 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

- 8.1 Local Planning Authorities are required to plan positively for the growth of, and development within, existing town centres. The Spatial Vision for the Core Strategy reflects the differences of the towns across the Borough. The retail 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 Council supports proposals that would improve existing facilities within its town and district centres. The hierarchy is based on current total floorspace, derived from data from the Valuation Office Agency, as set out in Table 16. Historically, these centres have tended to be largely dominated by small, independent retailers rather than large national multiples, because of the close proximity to a number of major shopping destinations, namely: the Harlequin Centre in Watford, Brent Cross in North London, London Colney retail park, Hatfield Galleria and St Albans town centre. Hertsmere's settlements fall within the catchment of these larger centres and were (and continue to be) considered as part of the retail assessments and projections undertaken by neighbouring authorities in Hertfordshire. On this basis, a full retail needs / capacity assessment has not been considered appropriate. Details of adjoining districts retail assessments have been summarised in a supporting retail topic paper, and the health of retail centres in Hertsmere is considered in the Town Centres and Shopping report (July 2008).

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 significant adverse impact assessment will be required. It should also be proven that town centre sites have been considered before edge-of-centre and out-of-town sites, as required by PPS4 (Planning for Sustainable Growth).

Table 16. Town Centre Floorspace in Hertsmere, 2010 (in sq m)

| Type of Centre | Town Centre | Retail (A1) | Restaurant (A3) | Pubs & Bars (A4) | Take-Away (A5) | Others (including A2 uses) | Vacant | Total |
|-------------------|--------------------------|-------------|-----------------|------------------|----------------|----------------------------|----------|-----------|
| Town Centre | Borehamwood | 35,126.8 | 2,591.7 | 1,212.85 | 798.76 | 10,331.2 | 4,555.61 | 54,616.92 |
| Local Town Centre | Potters Bar, Darkes Lane | 6,365.59 | 431.81 | 631 | 83.2 | 4,086 | 48.93 | 11,646.53 |
| District Centre | Potters Bar, High Street | 3,010.33 | 1,485.4 | 165.4 | 58.84 | 624.1 | 168.4 | 5,512.47 |
| District Centre | Bushey | 2,505.28 | 1,143.13 | 276 | 94.13 | 1,068.49 | 714.62 | 5,801.65 |
| District Centre | Bushey Heath | 2614.55 | 704.85 | 102.94 | 0 | 2,603.83 | 22.3 | 6,048.47 |
| District Centre | Radlett | 6534.28 | 1,615.47 | 176 | 408.48 | 2,195.84 | 977.04 | 11,907.11 |
| Service Village | Shenley (Andrew Close) | 393 | 0 | 0 | 64 | 94 | 0 | 551 |
| 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 Borehamwood is included in Borehamwood figures: Costco is 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 (such as Manor Way in Borehamwood) are acknowledged to have high levels of occupancy. However, unless there are controls in place, local shopping facilities will remain under threat from the conversion of premises into 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 The Council will ensure that proposals within Borehamwood, Potters Bar, Radlett and Bushey town centres are appropriate to the size and scale of the centre. There are a number of larger supermarkets within Borehamwood and Potters Bar, including a new supermarket which opened at Stirling Corer in January 2011, in addition to several located nearby in Watford, London Colney and Stanmore which serve communities in the borough. Proposals for any additional large supermarket(s) will need be demonstrated by retailers, in addition to satisfying the significant adverse impact assessment test as required by PPS4.

Policy CS26 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 (as defined within PPS4). Retail activity elsewhere should be focused within 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, district and neighbourhood centre hierarchy. Proposals to create in excess of 2,500 sq m of new retail floorspace that is outside of an existing town centre will be subject to the sequential test.

Proposals to create in excess of 2,500 sq m of new retail floorspace will be subject to the [significant adverse] impact assessment to enable the impact on existing shopping centres to be considered.

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 units 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 enhances the vitality of the town centre, although the benefits of those arrivals have not cascaded down to the shopping environment and streetscape along Shenley Road. 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 and Development Management 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 there are no suitable sites or premises available for that particular retail format and proposals are clearly able to demonstrate they would have no significant adverse impact on either Borehamwood town centre or any other centres nearby.

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. The consultation also revealed concerns about the evening economy and the limited range of retail facilities available in Potters Bar.
- 8.9 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. Other acceptable uses along the High Street include 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

- 8.11 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. Battlers Green Farm is located immediately adjacent to Radlett and contains a farm shop, in addition to a range of other retailers. To protect the viability and vitality of the district centre, further retail development, at Battlers Green Farm, just outside Radlett will not be supported.
- 8.12 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 from 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 justified by an overwhelming need in that location and that they are clearly able to demonstrate they would have no significant adverse impact on either Radlett district centre or any other centres nearby.

Shenley

- 8.13 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.
- 8.14 Although the population of Shenley has grown significantly and now exceeds 5,000, the community has limited public transport accessibility with only 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 which has since been handed over to Shenley Park Trust for use as open space. Willows Farm, to the north of Shenley, contains a farm shop, in addition to a number of other retail activities and further retail development will not be supported, given its location beyond the settlement hierarchy and outside of any designated centre in the Borough.

Policy CS27 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. Around the periphery of both secondary frontages and local parades, the Council will identify where any opportunities exist for residential accommodation to replace long-term vacant commercial units.

Details of frontages and uses will be set out in the Site Allocations and Development Management DPD along with any planned measures for the Council to use compulsory purchase and other powers to address the long term neglect and abandonment of vacant commercial and other property within town centres.

Proposals for rural diversification will be supported where they do not conflict with other policies although to protect the role of town centres, further retail development at Battlers Green Farm or further afield at the Willows Farm, will not be sought.

Policy CS28 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 and Development Management 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

- 8.15 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.
- 8.16 The Hertsmere Crime and Disorder Reduction Partnership Plan (CDRPP) 2008-2011 sets four strategic objectives for 2008-2011:
- Creating safer environments by tackling crime, anti-social behaviour, and alcohol related disorder.
 - Improving lives by reducing harm caused to communities by drugs.
 - Reducing offending and managing offender behaviour.
 - Building community confidence and reducing fear of crime.
- 8.17 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 welcomed the changes to the Use Classes Order, which allows 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 CDRPP. This will include improved use of CCTV, improved lighting and improved signage for CCTV and Alcohol Free Zones.
- 8.18 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 and Development Management DPD.

Policy CS29 Safe and attractive evening economy

The Council wishes to promote a range of uses in town centres that cater for the whole community, creating a balanced evening economy including entertainment and late night retailing as well as the provision of a range of 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 Hertsmere Crime and Disorder Reduction Partnership Plan, 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, at a national, regional and 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 through the partnership 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 has the potential to support a more joined up approach to public service regulation and delivery whilst the setting up of a Hertfordshire Local Enterprise Partnership will determine how investment priorities are identified in the County.
- 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 Policy CS3 (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. 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. Changes to the way in which AMRs are prepared are expected as a result of measures set out in the Localism Act and some indicators will also be dependent on external events but the Monitoring Framework in Table 17 is considered to provide the basis for identifying how the Core Strategy should be maintained or amended.

Table 17. Monitoring Framework

| Policy Context | Outcome | Indicator/ Target | Core Strategy policies | Responsible Agencies | Implementation/ Delivery Mechanism |
|-------------------------|--|--|------------------------|---|---|
| Community | A reduction in poverty / social exclusion | Number / % of SOAs among the 20% most deprived in England | SP1 | All members of Local Strategic Partnership (LSP) | Corporate. Planning and LSP Strategies Individual policies Determination of applications. |
| Sustainable Development | 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 | SP1 CS15, CS21 | Hertsmere Borough Council, Affinity Sutton Homes, Aldwyck Housing Association and other RSLs Development Industry | DPDs Individual planning applications. |
| Housing Supply | Ensuring that there is an adequate supply of developable land for new housing | To maintain a five year supply of deliverable housing sites For net completions from 2011 to track the annualised dwelling requirement set in policy CS1 | CS1, CS2, CS3 | Hertsmere Borough Council, Affinity Sutton Homes Aldwyck Housing Association and other RSLs / Development Industry | DPDs Individual planning applications. Monitored through updates to SHLAA / AMR |
| Affordable Housing | Providing an increased supply of Affordable Housing to meet local needs | To provide at least 65 affordable units per annum to meet target set in policy CS4 That all schemes meeting thresholds in policy CS4 provide affordable housing or a financial contribution 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 | Hertsmere Borough Council, Affinity Sutton Homes, Aldwyck Housing Association and other RSLs / Development Industry DPDs | Individual planning applications Housing Strategy Affordable Housing SPD. Development programme of RSLs |
| Housing | An increased supply of Affordable Housing in rural areas | The number of Affordable Housing units provided on rural 'exceptions' sites | CS5 | Borough Council Parish and Town Councils RSLs, Local Landowners | Individual planning applications Housing Strategy Affordable Housing SPD. |
| 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 authorised sites | CS6 | Hertsmere BC Hertfordshire County Council Individual landowners | Site allocations DPD, sale or lease of land by private landowners, individual applications |

Table 17. Monitoring Framework (cont)

| Policy Context | Outcome | Indicator/ Target | Core Strategy policies | Responsible Agencies | Implementation/ Delivery Mechanism | | |
|-------------------------|---|---|------------------------|---|--|------|--|
| Employment | Retention of a supply of designated land for B-class and other permitted uses | To retain at least 110 ha of designated employment sites (including locally significant employment sites) | CS8, CS9 | Hertsmere Borough Council Herts Local Enterprise Partnership (LEP) Development industry | Site allocations DPD Development Briefs Individual Planning Applications, | | |
| | | To retain Local Significant Employment Sites | | | | CS10 | |
| Nature Conservation | The continued existence and promotion of a vibrant film and television production industry in the Borough | Monitoring of the % of non B class uses within designated employment areas and Local Significant Employment Sites | CS11 | Hertsmere BC BBC, Eistree Studios Film Link Herts LEP | Actions of studio owners and film promotion agencies | | |
| | | Monitoring of investment in premises and facilities and relocation of businesses to the area | | | | | |
| Nature Conservation | The protection of the Borough's environmental assets | Number / area of designated environmental sites to remain at or in excess of the level of the previous year | CS12 | Hertsmere BC Hertfordshire County Council Herts and Middlesex Wildlife Trust Herts Biological Records Centre | Actions of wildlife trust and stakeholders. Green Infrastructure Strategy | | |
| | | Number of trees subject to Preservation Orders felled or damaged | | | | | |
| Built Heritage | The protection of the Borough's built heritage | % of listed buildings identified as 'at risk' No net loss of listed buildings | CS13 | Hertsmere BC BEAMS Parish and Town Councils | Actions from Conservation Area Appraisals Actions of individual property owners Involvement of BEAMS Streetscape Manual Individual planning applications and heritage consents | | |
| | | % 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 | | | | | |
| Open Land & Environment | A reduction in flood risk The incorporation of sustainable design and construction techniques to reduce carbon emissions and environmental impacts | % of permissions granted contrary to EA advice | CS15 | Hertsmere Borough Council Environment Agency Development Industry | SFRA at site allocations stage DPD policies, Design Guidance and advisory notes Building Regulations | | |
| | | Monitoring the compliance of residential and commercial development against targets in policy CS16 | CS16 | | | | |

Table 17. Monitoring Framework (cont)

| Policy Context | Outcome | Indicator/ Target | Core Strategy policies | Responsible Agencies | Implementation/ Delivery Mechanism | |
|--|--|---|------------------------------------|--|---|---|
| Building Sustainable Communities | The protection and enhancement of a range of community facilities and provision of new facilities | The number of key community facilities lost through the development process | CS18 CS20 | All members of Local Strategic Partnership Parish and Town Councils Voluntary sector including Hertsmere Community Voluntary Service | Policies and plans of LSP members. AMR Site Allocations DPD Community Infrastructure Levy/ s106 funds | |
| | | Monies generated through s106 standard charge/s106/CIL | | | | |
| Transport & Accessibility | To promote transport choice and achieve modal shift away from private transport | Monitoring and reporting of planning obligations agreed with new development | CS23, CS24, CS25 | Hertsmere BC Hertfordshire Highways / HCC (Passenger Transport Unit) Transport operators Countryside Management Service | Local Transport Plan and Area Transport Plans. Greenways Strategy delivery. Individual planning applications Use of CIL and s106 to support public transport | |
| | | Number of new or enhanced Greenway or cycle routes | | | | |
| Retail Hierarchy and town centres | Parking provision | % of approved major commercial developments with a Green Travel Plan and cycling measures | CS26, CS27 CS28 | Hertsmere BC Hertfordshire Highways | Identification of shop frontages in site allocations DPD Streetscape manual Shopfronts SPD Individual planning applications | |
| | | Ongoing monitoring of parking standards and implementation on new developments | | | | |
| | Promoting attractive and viable town centres | Monitoring of total units and vacancy rates in main town centres and parades | | | | Hertsmere BC Property owners Developers |
| | Protecting local retail facilities | Monitoring of total units and vacancy rates in local centres and parades | | | | |
| Promotion of 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 | CS29 | Hertsmere BC Herts Constabulary | CDRP strategy Individual planning applications | | |

10. Responding to this Document

10.1 This Document has set out 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 available 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 PPS 12. 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 PPS 12 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 submission 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, affordable 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. |
| - | Affordable rent | A new type of rent introduced by the Homes and Communities Agency in February 2011, where registered housing providers can charge up to 80% of full market rent, as opposed to Social Rents, which are typically 50-60% of full market rent. Revenue from Affordable Rents can be used to fund affordable housing development, which should generally be within the same part of the country. |
| 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, taking 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. |
| - | East of England Plan | The East of England Plan 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. |
| EERA | East of England Regional Assembly | The East of England Regional Assembly was 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 was responsible for producing the Regional Spatial Strategy. |
| - | 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. |
| LEP | Local Enterprise Partnership | A partnership between local authorities and businesses playing a key role in promoting local economic development, delivering infrastructure and attracting inward investment. |

| Acronym | Full Name | Definition / Explanation |
|----------------|------------------------------------|--|
| - | Localism Act | The Localism Act was enacted in November 2011. It covers a very wide range of issues, including planning reform. If enacted, these reforms will abolish regional planning and establish neighbourhood planning. |
| NPPF | National Planning Policy Framework | The National Planning Policy Framework (NPPF) is a proposed single national planning framework, which seeks to replace PPSs and PPGs. |
| PPG | Planning Policy Guidance (note) | Planning Policy Guidance notes set out national planning policy. |
| 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. |
| RHP | Registered Housing Providers | Also known as housing associations or registered social landlords, are organisations which provide and manage affordable housing. |
| - | Social rented housing | Rented housing owned and managed by local authorities and Registered Providers (formerly known as 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 2011 to 2031 (LTP3) Goals and Challenges Relevant to Core Strategy

| Core Strategy Section | | | | | | | | |
|---|---|---|--|---|---|---|--|---|
| LTP Goals | Key LTP Challenges | Overview | Housing | Transport and Parking | Town Centres and Shopping | Delivering Sustainable Communities | Open Space | The Economy |
| <p>Support economic development and planned dwelling growth</p> | <ul style="list-style-type: none"> Keep the county moving through efficient management of the road network to improve journey time, reliability and resilience and manage congestion to minimise its impact on the economy; Support economic growth and new housing development through delivery of transport improvements and where necessary enhancement of the network capacity; and Improve accessibility for all and particularly for non-car users and the disadvantaged (disabled, elderly, low income etc). | <p>LDF Core Strategy Objective 3 aims to advocate new supporting infrastructure associated with development; 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".</p> | <p>Policy CS1 supports new housing development in the most accessible locations, with consideration to local capacity, and directs 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 over-burdened.</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> | <p>Policy CS24 confines major retail developments to Borehamwood and Darke Lane, Pottery Bar.</p> | <p>Policy CS18 seeks a mix of uses on major development sites to reduce the need to travel.</p> | <p>n/a</p> | <p>Policy CS10 restricts large, new office developments to Elstree 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> |
| <p>Improve transport opportunities for all and achieve behavioural change in mode choice</p> | <ul style="list-style-type: none"> Improve accessibility for all and particularly for non-car users (disabled, elderly, low income etc); Achieve behavioural change as regards choice of transport mode increasing awareness of the advantages of walking, cycling and passenger transport, and of information on facilities and services available; and Achieve further improvements in the provision of passenger transport (bus and rail services) to improve accessibility, punctuality, reliability and transport information in order to provide a viable alternative for car users. | <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> | <p>Policy CS21 requires Travel Plans for major trip-generating developments. 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> | <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 and alternative modes.</p> | <p>n/a</p> | <p>Chapter 6 recognises the role of planning in the provision of necessary transport infrastructure; and Policy CS19 makes provision for securing developer funding through legal agreements.</p> | <p>Aims to develop and improve car-free access to Watling Chase Community Forest gateway sites</p> | <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> |

| Core Strategy Section | | | | | | | |
|---|---|--|--|---------------------------|--|--|--|
| | Overview | Housing | Transport and Parking | Town Centres and Shopping | Delivering Sustainable Communities | Open Space | The Economy |
| LTP Goals | | | | | | | |
| Key LTP Challenges | <ul style="list-style-type: none"> Improve journey experience for transport users in terms of comfort, regularity and reliability of service, safety concerns, ability to park and other aspects to improve access; Improve the health of individuals by encouraging and enabling more physically active travel and access to recreational areas and through improving areas of poor air quality, which can affect health; Maintain and enhance the natural, built and historic environment managing the streetscape and improving integration and connections of streets and neighbourhoods and minimizing the adverse impacts of transport on the natural environment, heritage and landscape; and Reduce the impact of transport noise especially in those areas where monitoring shows there to be specific problems for residents. | See above and policies CS21 and CS23. | 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). | 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. | Aims to develop and improve car-free access to Watling Chase Community Forest gateway sites. | Policy CS9 allows for the potential release of 'bad neighbour' uses to less polluting classes of development (i.e. housing). |
| Enhance quality of life, health and the natural, built and historic environment of all Hertfordshire residents | | | | | | | |
| Improve the safety and security of residents and other road users | <ul style="list-style-type: none"> Improve road safety in the county reducing the risk of death and injury due to collisions; and Reduce crime and the fear of crime on the network to enable users of the network to travel safely and with minimum concern over safety so that accessibility is not compromised. | 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. | n/a | Policy CS18 seeks a mix of uses on major development sites to reduce the need to travel. | n/a | n/a |
| Reduce transport's contribution to greenhouse gas emissions and improve its resilience | <ul style="list-style-type: none"> Reduce greenhouse gas emissions from transport in the county to meet government targets through the reduction in consumption of fossil fuels; and Design new infrastructure and the maintenance of the existing network in the light of likely future constraints and threats from changing climate, including the increasing likelihood of periods of severe weather conditions. | n/a | n/a | n/a | n/a | Supporting text in Chapter 5 addresses the contribution that traffic has on air quality, and uses AQMA to monitor levels. Proposals are assessed on the impact they have on air quality with reference to traffic. | Policy CS9 allows for the potential release of 'bad neighbour' uses to less polluting classes of development (i.e. housing). |

Appendix 2

Key development proposals and policies in neighbouring local authorities

| London Borough of Barnet (Core Strategy DPD Pre Submission Report May 2011; Mill Hill East AAP 2009; Colindale AAP 2010). | | |
|---|--|---|
| Issues | Possible Designations | Major developments |
| <ul style="list-style-type: none"> • Growth areas, town centres and other places with a concentration of retail and/or employment uses could impact on the economic development of Hertsmere • The draft Core Strategy specifies a target of 28,000 new homes to 2025/26, though an unmet need for affordable housing, and housing in general, could lead to pressure on Hertsmere's housing stock Road congestion could impact on Hertsmere's accessibility from central and parts of outer London by car and improvements to bus/cycle lanes could promote green travel as an alternative | <ul style="list-style-type: none"> • The designation of Brent Cross/Cricklewood as a new "metropolitan" town centre could have a significant impact on centres in Hertsmere | <ul style="list-style-type: none"> • The relocation of Middlesex University to Hendon gives Hertsmere's residents access to higher education. • The regeneration of Brent Cross/Cricklewood could attract shoppers away from Hertsmere. |

| London Borough of Enfield (Adopted Core Strategy DPD November 2010) | | |
|--|-----------------------|---|
| Issues | Possible Designations | Major developments |
| <ul style="list-style-type: none"> • As a greater number of new housing units than required by the London Plan are proposed – 11,000 to 2025/26 – increased pressure could be placed on schools in Potters Bar • An unmet need for affordable housing may put pressure on Hertsmere's housing stock, as a lower provision of affordable housing than that required by the London Plan is proposed • An unmet need for Gypsy and Traveller pitches could lead to pressure on sites in Hertsmere, especially The Mimms transit site • The strengthening of town centres could impact on the economic development of Hertsmere, especially the viability of Potters Bar • Improvements to the road network would improve Hertsmere's accessibility • Planned enhancements to key industrial/business areas close to the M25 could attract employers away from Hertsmere | | <ul style="list-style-type: none"> • The threat of the closure/downgrading of Chase Farm Hospital A+E, if realised, could increase pressure on nearby medical centres, such as Potters Bar Community Hospital and other facilities operated by the West Hertfordshire Primary Care Trust |

| London Borough of Harrow (Core Strategy DPD Preferred Option Report December 2009; Site Specific Proposals DPD Issues and Options Report 2006) | | |
|--|---|--|
| Issues | Possible Designations | Major developments |
| <ul style="list-style-type: none"> • A greater number of new homes than required by the London Plan are planned – 6,050 to 2026 – though it is unlikely that undue pressure would be put on services located within Hertsmere as the majority of these new homes would not be in the northern part of the Borough | <ul style="list-style-type: none"> • The designation of an intensification area around Wealdstone and Harrow Town Centre, which is also designated as a Metropolitan Centre in the London Plan, could lead to significant office and retail developments that may impact on the viability of Hertsmere's centres | <ul style="list-style-type: none"> • Any significant new development at major developed sites in the Green Belt such as Harrow Weald College, the Royal National Orthopaedic Hospital and Bentley Priory which could include over 712 new homes, may have a bearing on the future openness of the Green Belt between Stammore and Bushey and Elstree. |

| St Albans City and District Council (Shaping Our Community – Core strategy: Consultation on the Proposed Strategy for Locating Future Development December 2010) | | |
|---|---|--|
| Issues | Possible Designations | Major developments |
| <p>St. Albans is a historic town with associated development constraints, therefore Green Belt alterations, which could impact on the future openness of the Green Belt surrounding Radlett and Shenley, may be required to accommodate new home</p> <p>However, the number of new homes required by the East of England Plan – 7,200 to 2021 – has been successfully challenged and the provision of fewer homes could put pressure on Hertsmere's housing stock. It is proposed that national and regional targets for the provision of affordable homes should be exceeded, though a significant level of unmet demand for affordable housing could put pressure on Hertsmere's housing stock. A housing target of 250 homes per annum is sought.</p> <ul style="list-style-type: none"> • Road congestion could result in Hertsmere being less accessible from the north • A park and ride scheme could be implemented and may result in car parks being located in the Green Belt, which might decrease the openness of areas of Green Belt close to settlements in Hertsmere • The need to out-commute for jobs may lead to residents looking for employment in neighbouring Districts, such as Hertsmere • Services at St Albans City and Harpenden Memorial Hospitals could become increasingly under threat due to the development of newer facilities to the north and west, this could result in Hertsmere residents having to travel further to receive treatment | <p>The Harperbury Hospital site may be designated as a Major Developed Site in the Green Belt and be developed for housing, potentially 250, which could result in an impact on the openness of the Green Belt around Radlett.</p> <p>An area of Colney Fields may be designated for an expansion of the Ridgeview retail park. This may have an impact on the attractiveness of Hertsmere's town centres to shoppers. This may also include 100 residential homes.</p> <p>St. Albans City Centre, which attracts small independent retailers and is designated as Major Town Centre in the East of England Plan, could draw such uses away from Radlett District Centre.</p> | <p>Proposals for Strategic Railfreight Interchange north of Radlett would have major bearing on Hertsmere, as it is likely that a large volume of vehicular traffic would be generated on account of such a development – the Secretary of State's decision following a legal challenge is pending.</p> <p>The widening of the M25 between junctions 16 and 23 may relieve road congestion within Hertsmere.</p> |

| Three Rivers District Council (Core Strategy Adopted October 2011) | | |
|---|--|--------------------|
| Issues | Possible Designations | Major developments |
| <p>Planned improvements to services and facilities in South Oxhey, that would be targeted at tackling deprivation, could impact positively on the residents of Bushey. The Core Strategy sets the target of 4,500 between 2001-2026.</p> <p>An unmet need for affordable housing could lead to pressure on Hertsmere's housing stock, though a higher provision of affordable housing than required by the East of England Plan is proposed. Planned enhancements to Oxley's shopping centre could impact on the viability of Bushey, Lower that EoE Plan gypsy and traveller targets could increase demand in Hertsmere.</p> | <p>Sites within areas of South Oxhey and Carpenders Park may be designated for new housing, which may lead to increased pressure on Bushey's services.</p> | |

| Watford Borough Council (Core Strategy Pre Submission May 2011) | | |
|--|---|---|
| Issues | Possible Designations | Major developments |
| <p>The Core Strategy seeks to deliver 6,500 additional homes between 2006 and 2031, along with around 7,000 additional jobs. A severe lack of affordable housing has been identified and could lead to pressure on Hertsmere's housing stock</p> | <p>Watford is designated as a Key Centre for Development and Change within the East of England Plan and the growth of Watford Town Centre could impact negatively on the viability of Hertsmere's Centres, especially Bushey and Bushey Heath; however, Watford could act as a driver for economic growth in South West Hertfordshire and thus have a positive impact on Hertsmere.</p> <p>Watford is designated as a Regional Centre in the East of England Plan and a proposed Shopping Quarter would attract retailers that might otherwise locate within Hertsmere and may affect the viability of Centres such as Bushey and Bushey Heath.</p> <p>An area to the west of Watford is to be designated as a Health Campus, which would include a new 510 bed hospital and could provide jobs and better facilities for Hertsmere residents; though its relative close proximity to Bushey could worsen traffic congestion around existing problem areas such as Bushey Arches.</p> | <p>The rearrangement of Watford ring road could help to ease traffic congestion in and around Bushey.</p> |

| Welwyn Hatfield District Council (Core Strategy Consultation - How Many New Homes? June 2011) | | |
|--|---|--------------------|
| Issues | Possible Designations | Major developments |
| <p>The number of new homes required by the East of England Plan – 10,000 to 2021 – has been successfully challenged and the provision of fewer homes could put pressure on Hertsmere's housing stock. The Council is underook consultation on a revised housing target in June 2011. Development in the South of the Borough could impact Hertsmere. Hatfield's retail offering, including the Galleria, provides competition for Hertsmere's Centres.</p> | <p>Land may be designated for new housing in the Green Belt west and south of Brookmans Park and east of Little Heath, which could result in an impact on the openness of the Green Belt around Potters Bar.</p> <p>Hatfield and Welwyn Garden City are designated as a Key Centre for Development and Change within the East of England Plan, and these towns could act as a driver for growth in Hertfordshire and thus have a positive effect on Hertsmere through the provision of jobs.</p> <p>Welwyn Garden City is designated as a Major Town Centre in the East of England Plan and could impact on the viability of Hertsmere's Centres.</p> | |

Appendix 3

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 4

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 5

Schedule of Core Strategy policies

| 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 The supply of new homes | Y | H1 Housing Land – overall supply | |
| CS2 The location of new homes | 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 Green Belt 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 or enhancement of historic assets | Y | | E9 - E32 (Archaeology, Historic Buildings, Conservation Areas, Historic Parks and Battelfields) |
| 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 | | D1 - D5 (Drainage and Water) D7 Re-use and recycling in construction D13 - D14 (Noise) . D15 - D16 (Energy) D17 - D19 (Pollution) |

| Core Strategy Policy | Development Control application | To replace Local Plan policy | Compliments Local Plan policy |
|--|--|--|---|
| CS16 Energy and CO ₂ Reductions | Y/ In line with Part L of the building Regulations | | D15 Energy Efficiency - Design and Layout D14 Renewable Energy Sources |
| CS17 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 |
| CS18 Key community facilities | Y | S1 Social and community facilities - existing S8 Libraries | |
| CS19 Securing mixed use development | Y | B2 Employment Areas - offices and other employment generating uses | H13 Changes of use to residential |
| CS20 Standard charge and other planning obligations | Y | | H7 Housing Mix R2 Developer Requirements |
| CS21 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 |
| CS22 Elstree Way Corridor | Y | | |
| CS23 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 |
| CS24 Accessibility and parking | Y | M13 Car Parking Standards H14 New Residential Development in Town and District Centre Locations | |
| CS25 Promoting alternatives to the car | Y | | M5 - M11 (Topics within Integrated Package Areas) |
| CS26 Town centre strategy | Y | T3 Town and District Centres - Retail and Commercial Developments | T5 Shopping Facilities - Areas of Deficiency |
| CS27 Strengthening town centres | N | T6 Non retail uses - Locational Criteria | T7 Non-retail uses - other criteria |
| CS28 Retail and commercial development in Shenley | Y | | T5 Shopping Facilities - Areas of Deficiency |
| CS29 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 |