

Hertsmere Borough Council

**Revised Core Strategy
Development Plan Document**

Sustainability Appraisal Report

November 2011

Hertsmere Borough Council

Revised Core Strategy Development Plan Document

Sustainability Appraisal Report

(MAIN REPORT)

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Non-Technical Summary

This Sustainability Appraisal Report (SAR) of the Hertsmere Borough Council (HBC) revised Core Strategy has been prepared to fulfil the requirements for Sustainability Appraisal (SA) arising from the Planning and Compulsory Purchase Act 2004 and the requirements for Strategic Environmental Assessment (SEA) arising from the SEA Directive.

The 'SEA Directive' requires that certain plans and programmes undergo an environmental assessment, due to the likelihood that they will have significant environmental effects once implemented. This Sustainability Appraisal extends beyond environmental sustainability concerns to include the social and economic dimensions of sustainability. The Government's Guidance (formerly Office of the Deputy Prime Minister, now the Department for Communities and Local Government) recommends that SA and SEA are carried out in a combined process; therefore, the term Sustainability Appraisal (SA) will henceforth be used to describe this combined process.

This SAR accompanies the revised Core Strategy for public consultation and summarises the findings and results of the SA process which was used in the development of the Core Strategy and its specific policies. The SA process involved three main stages:

1. Identifying other plans, programmes and sustainability objectives which inform and influence the development of the Core Strategy, establishing an understanding of the social, environmental, and economic conditions of Hertsmere (the baseline), identifying key sustainability issues, outlining SA objectives against which to later evaluate the Core Strategy, and gathering consultation feedback on the SA's proposed breadth of coverage and level of detail;
2. Developing a series of policy options for specific Core Strategy objectives and evaluating each option against the SA objectives outlined in stage 1; and
3. Assessing the ways in which the Core Strategy policies are likely to affect the SA objectives (in terms of the nature, scale and time frame of the effects), identifying measures to reduce or counteract any significant negative effects of the policies and developing a strategy for the monitoring of the Core Strategy's significant effects on sustainability in Hertsmere.

Contents and Main Objectives of the Core Strategy

The Core Strategy is the first Development Plan Document (DPD) to be produced as a component of the overarching Hertsmere Local Development Framework (LDF). The Core Strategy will directly inform all additional DPDs and Supplementary Planning Documents (SPD), which will guide more specific aspects of development in the Borough. The Core Strategy sets out a vision for Hertsmere for the period up to 2027 and includes a number of spatial objectives and broad core policies for achieving these.

Sustainability Baseline

The Borough of Hertsmere is situated north of London in the southwest of Hertfordshire. It covers 38 square miles and includes the communities of Bushey, Potters Bar, Radlett, Elstree and Borehamwood. The population of Hertsmere stands at 98,700 (mid-2008) an increase of 4.3% from 2001. It is predicted that the population of the Borough will continue to rise reaching almost 110,000 by 2021.

Hertsmere is a generally affluent area with a low crime rate, good education and low unemployment. However, there are some pockets of deprivation within Borehamwood. Unemployment in Hertsmere was 1.8% compared with the East of England rate of 4.6% and the national rate of 5% (Census, 2001).

In general terms, the health experience of residents of Hertsmere compares favourably with the average across the East of England. The infant mortality rate is 3.5 per 1000 live births and life expectancy for males is 76 years and for females 81 years (Census, 2001).

80% of Hertsmere is designated as Green Belt, most of which is in agricultural use which helps to retain the separate character of Hertsmere's towns and villages and has prevented the merging of settlements. The Green Belt is utilised for outdoor recreation and sports such as horse riding and cycling.

There are two Sites of Special Scientific Interest (SSSI) within the Borough at Redwell Woods and at a former quarry site near South Mimms Castle. In addition, there are three nature reserves, three important geological sites and four prescribed ancient monuments. Hertsmere falls within the Watling Chase Community Forest, an initiative run by the Countryside Agency (now Natural England) and the Forestry Commission.

Hertsmere's urban environment is mainly suburban in character and contained predominantly within the urban areas of Potters Bar, Bushey, Elstree, Borehamwood and Radlett. There are a number of buildings of historic interest many of which are within the 15 conservation areas including Bushey, Elstree, Shenley, Letchmore Heath and Aldenham.

The majority of Hertsmere's population is very mobile, with 60% of people commuting to work outside the area with a high proportion of the population working within the professional and management category sectors. Hertsmere's business sector comprises the service sector, pharmaceutical industries, and high technology and telecommunication businesses in particular. In addition, Borehamwood has been at the heart of the British Film Industry for the past 80 years with the BBC TV, Elstree Film and Television Studios located here.

Key Sustainability Issues

The analysis of baseline information and the current sustainability state of Hertsmere has highlighted the following major sustainability issues. The identification of these issues has guided the subsequent development of the SA objectives, which directly address these issues and includes indicators by which to monitor positive or negative changes in these areas.

The key sustainability issues are:

- **Local skills shortage** – this is recognised as a key priority at a regional level to ensure that the skills of the local population are matched to the available job opportunities which can result in detrimental impact on employment levels.
- **High levels of car usage/reliance on the private car** – compared to walking, cycling and public transport use in the Borough.
- **Vulnerability of landscape/agricultural use** – approximately 80% of the Borough is Green Belt. Whilst the Council in the past has been able to achieve the vast majority of new dwellings on previously development land, green belt is likely to come under considerable pressure for development with the potential housing target set for Hertsmere in the draft RSS14.
- **Pressures on urban character** – from the need to accommodate additional development over the plan period.
- **Increasing energy efficiency and renewable energy sources** – the amount of energy obtained in the East of England from renewable sources is low (0.45%) compared with the UK average of 2%.
- **Traffic congestion and growth** – and associated impacts on increased congestion, deterioration in air quality, increases in greenhouse gas emissions and pressures on existing infrastructure capacity in Hertsmere.
- **Water Supply and demand** – water availability is likely to be a constraint to large-scale development in Hertsmere influencing water supply for people and habitats and biodiversity. The trend for this is likely to worsen with the predicted increase in population.
- **Reducing waste and increasing recycling** – Borough wide issue.

- **Pressure of ecological assets** – development pressure can pose a threat designated and non-designated areas, particularly where they occur within built up areas. Surveys of key species have revealed falling numbers at the regional level.
- **Lack of a range of housing that is affordable** – Hertsmere is reportedly the least affordable district in Hertfordshire for a person on an average income. High demand for housing in the Borough is likely to continue to fuel rising house prices leading to a further widening of the income/house price gap.
- **Combating poverty and social exclusion** – smaller pockets of deprivation in North Bushey, Potters Bar and the Battlers Green area of Radlett.
- **Reducing the fear of crime** – crime and fear of crime rate highest in opinion surveys amongst Hertsmere's residents as areas requiring improvements in their local neighbourhood.

Sustainability Objectives

Following the review of relevant plans and programmes influencing the development of the Core Strategy, the baseline and key sustainability issues identified for Hertsmere, the following SA objectives have been developed to assess the policies within the Core Strategy. The SA objectives have been developed using an iterative process taking into account comments from periods of consultation.

Sustainability Appraisal Objectives	
Social	
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 populations' health and reduce inequalities both geographically and demographically
Environmental	
7	To make the most efficient use of previously 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 the countryside
11	To reduce dependence on private car and achieve a modal shift to more sustainable modes of transport
12	To protect and enhance wildlife 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
Economic	
20	To provide a prosperous, balanced and stable economy
21	To sustain and enhance the viability and vitality of town centres

Initial Compatibility Assessment

Hertsmere have identified a set of objectives to achieve the overall vision for the area. These are:

- To provide the spatial policies necessary to deliver the land use requirements of the Hertsmere Together Community Strategy.
- To protect the Green Belt.
- To maintain an adequate supply of suitable land, concentrated on brownfield sites within towns, to accommodate expected development needs and supporting community infrastructure.
- To assist the community's need for affordable housing
- To address issues arising from climate change and flooding and to take advantage of water and other natural resources responsibly
- To protect and enhance the built heritage of Hertsmere
- To protect and enhance the environment in Hertsmere by addressing local causes and impacts of pollution
- To raise levels of access by seeking development in locations not dependent on access by car and by requiring the provision of accessible buildings.
- To promote safe, healthy and inclusive communities, respecting the diverse needs of the whole Borough.
- To support businesses of all sizes and to help promote local skills.
- To provide a planning framework which promotes sustainable and competitive economic performance
- 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 widely accessible centres.
- To protect and enhance local biodiversity within both developed and undeveloped areas.
- To secure efficient land use through well-designed development reflecting the size, pattern and character of settlements in Hertsmere.
- To promote rural diversification and sustainable access to the wider countryside wherever possible.

Each of these 15 objectives has been evaluated in terms of compatibility with each of the 21 SA objectives. Overall, the majority of Core Strategy objectives were assessed as being compatible with the social and economic SA objectives. The Core Strategy objectives dealing with environmental matters were assessed as having more dependence on the nature of the implementation measures, particularly for SA objectives concerning flooding, pollution, greenhouse gas emissions and biodiversity. These Core Strategy objectives, and the policies that derived from them, were identified at an early stage as requiring further scrutiny during the detailed appraisal.

The Spatial Vision and Core Strategy Objectives have guided the development of more detailed, spatial objectives for the different settlements in the Borough: Borehamwood, Potters Bar, Bushey, Radlett and Shenley. These settlement objectives were included in the April 2007 version of the Core Strategy. Whilst these were not subject to a compatibility assessment, from a sustainability perspective, it is considered that having spatial objectives by settlement provides a strong framework to guide the subsequent policies.

Assessment of Strategic Policy Options

With the Core Strategy Objectives in place, the Council then developed a set of strategic policies to guide the delivery of the objectives. Before each policy was decided upon, a range of varied options for each policy was measured against the 21 SA objectives. The options were developed following the Issues and Options report in February 2007 and associated consultation undertaken by Hertsmere. Additionally, the latest revision of the Core Strategy Consultation Document (November 2011) required the consideration of options for potential development growth due to the anticipated revocation of the East of England Plan.

The assessment revealed varying degrees of sustainability across the options, with some leaning more towards one particular dimension of sustainability (social, environmental and economic) than others. Although the Council ultimately held responsibility for selecting the preferred option for each strategic policy, the SA assessment differentiated the various policy options for each objective and helped to identify the most sustainable option overall.

Assessment of Significant Effects of Preferred Options

Following the appraisal of options, the Council took into consideration where possible, the recommendations emanating from the assessment of the various options in developing their 27 preferred policies for the Core Strategy. Each policy is described in more detail in the SAR and the Core Strategy.

These policies were created and refined through consultation between the Council and the SA Team. As part of the SA process, an assessment of Core Policies was carried out in four iterations in November 2006, April 2007, October 2007 (Preferred Options Document), July to October 2008 (Core Strategy submission document to the Secretary of State) and December 2010. At each stage, recommendations that were made during the various iterations to improve the sustainability performance of the Core Strategy were taken into account in revised Core Strategy policies.

In January 2010, the Core Strategy was formally withdrawn from the Secretary of State following concerns about soundness. The Core Strategy has been revised and this SAR includes a reassessment of changes in the revised Core Strategy that will be published for public consultation ahead of its resubmission for public examination.

The key aims of the SA were to assess the nature (positive, negative or neutral), scale (significant or non-significant) and time frame (short-term, medium-term or long-term) of the social, environmental and economic effects of each policy as they relate to each of the 21 SA objectives. Given the broad nature of the policies concerned, the effects of each policy could not be exactly measured or quantified, therefore qualitative estimations were used.

The Core Policies in the November 2011 Revised Core Strategy for Submission to the Secretary of State are considered to offer potentially significant positive outcomes on environmental, social and economic objectives. The negative effects identified for some individual policies can be minimised to a satisfactory degree through the effective implementation and monitoring of other Core Policies and through identified mitigation measures.

Overall, the SA process has proved to be very effective in ensuring that certain policies were worded as such that sustainability was intrinsically embedded in all Core Strategy policies. In particular, the SA recommended the introduction of an overarching spatial policy on sustainable development. In response, the Council included SP1: Creating Sustainable Development, an umbrella spatial policy on sustainable development which guides subsequent policies in the Core Strategy. The SA also suggested a number of additional aspects to be covered by this Policy, such as biodiversity and heritage, adherence to Building Research Establishment Environmental Assessment Method (BREEAM) and Code for Sustainable Homes standards and a number of other topics. This ensured that the policy provides an accurate general indication of what is expected in terms of sustainable development in Hertsmere.

The SA also recommended the combination of the original CS policies 13 and 14 which related to the environment impact of new development and efficient use of resources respectively and made many other recommendations, most of them taken on board by the Council. It is considered that the sustainability

performance of the Core Strategy has improved as a result of the collaborative work of the SA team and the Council.

Mitigation Measures

Although the Core Strategy will have a positive significant effect in sustainability terms overall, certain policies may have the potential for minor negative effects relating primarily to the impact of physical development on the environment. Measures envisaged to prevent, reduce or offset any adverse effects and enhance positive effects (so called mitigation measures) have been proposed on a policy basis, most of which involve revised policy wording (as discussed above) and recommendations for project-level Environmental Impact Assessment. A generic list of measures proposed is set out below:

- Suggested re-wording or elaboration of some core policies to strengthen identified positive or minimise negative effects;
- The effective implementation of other relevant Core Policies within the Core Strategy, in particular those pertaining to the protection of natural and built environment;
- Reference to forthcoming DPDs and SPDs which will provide a more detailed assessment and identification of mitigation measures, in particular, the emerging Site Allocations DPD;
- Reference to design codes and other good practice guidance, which will provide further detailed guidance and mitigation measures; and
- Project level Environmental Impact Assessments, where applicable.

Monitoring of Significant Effects

This section of the SAR sets out recommendations for the monitoring of significant sustainability effects of the implementation of the Hertsmere Core Strategy.

Conclusion

It has been found that the Hertsmere Core Strategy largely provides a basis for future development and land use to meet the range of sustainability objectives identified in the SA Framework, having been the subject of six assessment and policy development iterations between the SA team and the Council and taking into account consultation comments over the development of the Strategy.

Recommendations were made to the November 2006 version of the Core Strategy and these were taken on board by Hertsmere in the April 2007 version to improve the sustainability performance of the Core Strategy. Further changes were made by the Council to the Preferred Options in October 2007 and subsequently between July and October 2008 following the Preferred Options consultation, however; the changes did not significantly alter the original results of the sustainability appraisal and the overall positive sustainability performance of the Core Strategy.

In January 2010, the Hertsmere Core Strategy was formally withdrawn from the Secretary of State following concerns about its soundness. Reassessment of the changes was first undertaken in December 2010 and revisited in November 2011 following further changes to some policies. The revised Core Strategy that will be published for public consultation ahead of its resubmission for public examination includes amendments to the proposed housing target in anticipation of the expected revocation of Regional Spatial Strategies by the Government. Specifically, the target for housing provision has been reduced from 5,000 dwellings to 3,550 dwellings over the plan period. This rate of housing growth is based on housing needs and what can be delivered in the Borough, taking into account the availability of land and environmental and infrastructure constraints. As a result of the change of the number of dwellings to be provided, the Green Belt land release is no longer required. This has improved the performance of the Core Strategy against a number of the SA environmental objectives.

The majority of the Core Policies in the Submission Document are considered to offer the potential for significant positive outcomes in respect of the full spectrum of the SA environmental, social and economic objectives.

A mix of non-significant positive and negative effects has been identified for some policies against the following SA objectives:

- SA 7 – to make the most efficient use of previously developed land;
- SA 10 - to maintain and enhance the quality of countryside and landscape;
- SA 11 – to promote sustainable modes of transport;
- SA13 – to protect local water resources;
- SA16 – to improve air quality; and
- SA17 - to reduce greenhouse gas emissions.

This demonstrates that although the Core Strategy contains mechanisms to ensure efficient use of land, protect countryside, promote sustainable modes of transport, improve air quality and mitigate climate change, the sheer volume of new development to be delivered over 15 years will inevitably lead to such environmental effects as an additional land take, an increase in air pollutants and CO₂ emissions from new housing and associated trips. However, the predicted significant negative effects are likely to diminish in the longer run due to behavioural change with more people taking up sustainable forms of travel; compliance with the tighter Building Regulations, BREEAM and Code for Sustainable Homes standards and a higher level of application of renewable and low or zero carbon technologies.

No significant negative effects have been predicted against the SA objectives. The minor negative effects identified can be minimised to a satisfactory degree through the effective implementation and monitoring of other Core Policies, in particular those, pertaining to the protection of natural and built environment and through identified mitigation measures.

Another mitigation measure is reference to forthcoming DPDs, SPDs, design codes and other guidance, which will provide further detailed guidance in terms of best practice approach and mitigation measures. In addition, more careful wording of some Core Strategy policies, as advised by the SA process and taken on board by the Council, will minimise potential minor negative effects identified in the assessment.

Abbreviations

Abbreviation	Definition
AA	Appropriate Assessment
AQMA	Air Quality Management Area
BAP	Biodiversity Action Plan
BREEAM	Building Research Establishment Environmental Assessment Method
DPD	Development Plan Document
DCLG	Department of Communities and Local Government
EIA	Environmental Impact Assessment
HBC	Hertsmere Borough Council
LDF	Local Development Framework
LDD	Local Development Document
LDS	Local Development Scheme
LLCA	Local Landscape Character Assessment
NO ₂ ; NO _x	Nitrogen dioxide; oxides of nitrogen
ODPM	Office of the Deputy Prime Minister
PM ₁₀	Fine particles
PPG	Planning Policy Guidance
PPP	Plans, policies and programmes
PPS	Planning Policy Statement
RES	Regional Economic Strategy
SA	Sustainability Appraisal
SAR	Sustainability Appraisal Report
SEA	Strategic Environmental Assessment
SFRA	Strategic Flood Risk Assessment
SHLAA	Strategic Housing Land Availability Assessment
SoS	Secretary of State
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
TPO	Tree Preservation Order

1. Introduction

Background to Local Development Framework

- 1.1 The Local Development Framework (LDF) for Hertsmere Borough Council (HBC) will replace the current Local Plan, which was adopted in 2003. It is being prepared under 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.
- 1.2 HBC 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.
- 1.3 HBC's Local Development Scheme (LDS) is a work programme for preparing the LDF and contains details regarding the types of documents the Council will produce.
- 1.4 The following DPDs are identified in the LDS:
 - Core Strategy;
 - Site Allocations; and
 - Development Control Policies.
- 1.5 The timetable for the production and implementation of these documents is set out in the LDS and subject to periodic review and update. An Update Note to the LDS was published in November 2011 and is available on the HBC website.
- 1.6 The Core Strategy is the key statutory Development Plan Document (DPD) which sets out the Council's vision and strategy for the Borough. 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 Core Strategy

- 1.7 A key part of producing the LDF is the preparation of the Core Strategy which will set the parameters for development in the Borough until 2027 and beyond.
- 1.8 In February 2006, HBC published an LDF 'Issues and Options' document which set out a range of options for how the Borough could develop over the next 15 years. This was subject to community and stakeholder consultation as well as a sustainability appraisal, which informed and guided the preparation of the Preferred Options document.
- 1.9 Following a number of iterations, a revised Core Strategy was submitted to the Secretary of State for Examination in Public. However, in January 2010, the Core Strategy was formally withdrawn from the Secretary of State following concerns about soundness. This SAR includes a reassessment following changes to form the revised Core Strategy (November 2011) that will be published for public consultation ahead of its resubmission for public examination. The revised Core Strategy includes amendments to the proposed housing target in anticipation of the expected revocation of Regional Spatial Strategies by the Government.

- 1.10 This SAR for the revised Core Strategy Consultation Document outlines the process of SA through six assessment iterations between HBC and the SA team over a period of six years and how the SA has helped inform and guide the development of sustainable core policies.
- 1.11 Atkins was appointed by HBC in July 2006 to undertake SA work on the Core Strategy DPD, building on the initial Scoping work undertaken by the Council.

Core Strategy Objectives

- 1.12 The proposed Core Strategy objectives set out below aim to shape the constituent Local Development Documents of the LDF. These objectives are also considered to be relevant and applicable to the related Proposals Map and Development Control Policies DPDs which flow from the Core Strategy. These Core Strategy objectives have been revised through a number of iterations between the SA Team and the Council and represent the final set of objectives:
1. To provide the spatial policies necessary to deliver the land use requirements of the Hertsmere Together Community Strategy.
 2. To protect the Green Belt and its role in preventing urban sprawl and the coalescence of towns.
 3. To maintain an adequate supply of suitable land, focused on brownfield sites within the principal towns, to accommodate expected development needs and supporting community infrastructure.
 4. To work towards meeting the community's need for Affordable Housing.
 5. To address issues arising from climate change and flooding and to take advantage of water and other natural resources responsibly.
 6. To improve environmental and streetscape quality in town centres and protect and enhance the built heritage of Hertsmere.
 7. To protect and enhance the environment in Hertsmere by addressing local causes and impacts of pollution.
 8. To raise levels of access by seeking development in locations not dependent on access by car and by requiring the provision of physically accessible transport interchanges and other buildings.
 9. To promote safe and healthy communities, respecting the diverse needs of the whole Borough.
 10. To support businesses of all sizes and to help promote local skills, focusing on areas of deprivation, education and training.
 11. To provide a planning framework which promotes sustainable and competitive economic performance, in support of regional jobs growth requirements.
 12. To safeguard and enhance the role of the town and district centres in Hertsmere, steering commercial developments which attract a large number of people toward the most accessible locations.
 13. To protect and enhance local biodiversity.
 14. To secure efficient land use through well-designed development reflecting the size, pattern and character of settlements in Hertsmere.
 15. To promote rural diversification and through the Watling Chase Greenways Strategy, sustainable access to the wider countryside.
- 1.13 In addition, the Core Strategy outlines a number of spatial objectives (see Table 1.1) by settlement. 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. From a sustainability perspective, it is considered that having spatial objectives by settlement provides a strong framework to guide the subsequent policies.

Table 1.1 - Spatial Objectives by Settlement

Borehamwood:
<ul style="list-style-type: none"> • Manage housing availability and affordability; • Tackle deprivation in and around the Cowley Hill ward including the enhancement of training opportunities; • Reduce shop vacancies and improving the local environment and streetscape along Shenley Road and at Leeming Road; • 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; • Facilitate the renewal of the Elstree Way Corridor to reinforce a local sense of place, providing a range of housing, employment, community and cultural facilities; and • Protect employment and industry in the town.
Potters Bar:
<ul style="list-style-type: none"> • Manage housing availability and affordability; • Enhance the station forecourt and other approaches to the station; • Address the poor environment in and around the bus garage; • Address the decline of the High Street; • Address localised anti-social behaviour problems; • Provide more play areas and facilities for young people; • Reduce congestion including traffic caused by the diversion of vehicles from the M25; • Develop the range of evening activities in the town centre for younger people; • Roll out town centre environmental improvements beyond Darkes Lane; and • Protect employment and industry in the town.
Bushey:
<ul style="list-style-type: none"> • 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; and

<ul style="list-style-type: none"> • Protect and promote local artistic heritage.
Radlett:
<ul style="list-style-type: none"> • 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 younger people; • Work with the Parish Council to produce a Parish Plan; and • Maintain and expand key public community services in the town.
Shenley:
<ul style="list-style-type: none"> • 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
<ul style="list-style-type: none"> • Protect existing key community facilities and services; • Protecting the character and appearance of villages.

Requirement for Strategic Environmental Assessment

- 1.14 The EU Directive 2001/42/EC on the assessment of effects of certain plans and programmes on the environment (the 'SEA Directive') came into force in the UK on 20 July 2004 through the Environmental Assessment of Plans and Programmes Regulations 2004. Under the requirements of the SEA Directive a plan or programme will be subject to environmental assessment if it meets various criteria including:
- The plan/programme is subject to preparation and/or adoption by an authority at national, regional or local level or prepared by an authority for adoption, through a legislative procedure by Parliament or Government; and
 - It is required by legislative, regulatory or administrative provisions.
- 1.15 The Directive applies to a variety of plans and programmes including those for town and country planning and land use. The LDF is prepared and adopted by an authority at the local level and is required by legislative provisions. It is prepared for the purposes of town and country planning/land use and is likely to have significant effects on the environment. It is therefore the case that the DPDs and SPDs prepared as part of the Hertsmere LDF are required to be subject to environmental assessment, under the SEA Directive.
- 1.16 The overarching objective of the SEA Directive is:
- "To provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans... with a view to promoting sustainable development, by ensuring that, in accordance with this Directive, an environmental assessment is carried out of certain plans... which are likely to have significant effects on the environment." (Article 1)*
- 1.17 SEA is an iterative assessment process which plans and programmes are required to undergo as they are being developed, to ensure that potential significant environmental effects arising from

the plan/programme are identified, assessed, mitigated and communicated to plan-makers. SEA also requires the monitoring of significant effects once the plan/programme is implemented.

1.18 The SEA Directive and the SEA Regulations state that the SEA must consider the following topic areas:

- Biodiversity;
- Population;
- Human Health;
- Flora and Fauna;
- Soil;
- Water;
- Air;
- Climatic Factors;
- Material assets;
- Cultural heritage, including archaeological and built heritage;
- Landscape; and
- The interrelationship between these factors.

Requirement for Sustainability Appraisal

1.19 Under the regulations¹ implementing the provisions of the Planning and Compulsory Purchase Act 2004, a Sustainability Appraisal (SA) is required for all Local Development Documents (LDDs). The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008 removed the requirement for SA for Supplementary Planning Documents (SPD), although LPAs are still required to screen their SPDs in relation to both SA and SEA. The purpose of SA is to promote sustainable development through better integration of sustainability considerations in the preparation and adoption of plans. The Regulations stipulate that SAs of DPDs and SPDs should meet the requirements of the EU Directive 2001/42/EC on the assessment of effects of certain plans and programmes on the environment (the 'SEA Directive').

1.20 Planning Policy Statement 1 (PPS1) describes sustainability appraisal in Paragraph 9 of Annex B:

"A Sustainability Appraisal is intended to assess the impact of plan policies from an environmental, economic and social perspective. It is intended to test the performance of a plan against the objectives of sustainable development and thereby provide the basis for its improvement."

1.21 SA thus helps planning authorities to fulfil the objective of contributing to the achievement of sustainable development in preparing their plans. Overall, the aims of the SA are to:

- Increase the sustainability of the LDF by ensuring that the principles of sustainable development are integrated into the policy-making process;
- Provide a high level of environmental protection and ensure that environmental, economic and social implications are considered in the preparation of each document;
- Consult on the SA procedure to allow stakeholders and the public to have an input into its production;
- Provide an environmental, economic and social audit at appropriate spatial and temporal levels.

¹ Town and Country Planning (Local Development) (England) Regulations 2004. The Regulations came into force on 28 September 2004.

Requirement for Habitats Regulations Assessment

- 1.22 Under Regulation 48(1) of the Conservation (Natural Habitats, &C) (Amendment) (England and Wales) Regulations 2006 an Appropriate Assessment needs to be undertaken in respect of any plan or project which:
- either alone or in combination with other plans or projects would be likely to have a significant effect on a European Site, and
 - is not directly connected with the management of the site for nature conservation.
- 1.23 European sites include Special Areas of Conservation (SAC) and Special Protection Areas (SPA). These European designated sites are known collectively as Natura 2000 sites.
- 1.24 As there are no Natura 2000 sites in Hertsmere or within reasonable proximity of Hertsmere which could trigger an HRA, there is no requirement to undertake this assessment of the Core Strategy.

Sustainable Development

- 1.25 The term “sustainable development” has been used since 1987 following the publication of the World Commission on Environment and Development (WCED) report “*Our Common Future*”, commonly referred to as the Brundtland report. The report developed guiding principles for sustainable development as it is generally understood today.
- 1.26 The Brundtland Report stated that critical global environmental problems were primarily the result of the enormous poverty of the South and the non-sustainable patterns of consumption and production in the North. It called for a strategy that united development and the environment – described by the now-common term “sustainable development”, which is defined as:
- ‘Development that meets the needs of the present without compromising the ability of future generations to meet their own needs’*
- 1.27 In essence the term “sustainable development” not only refers to the impact of development on the environment but also to society and the economy. In order for a development to be considered “sustainable” it must result in a win-win-win situation for the environment, society and the economy. Sustainable development is not about balancing these issues but ensuring that none are adversely affected and, preferably, that there is a positive impact on all three.
- 1.28 The UK Government has recently produced a Sustainable Development Strategy, “*Securing the Future. Delivering UK sustainable development strategy*” (March 2005), which describes the guiding principles of sustainable development as:
- Living within environmental limits;
 - Ensuring a strong, healthy and just society;
 - Achieving a sustainable economy;
 - Promoting good governance;
 - Using sound science responsibly.
- 1.29 The strategy states that “*in order for a policy to be sustainable it must respect all five of these principles although some will place more emphasis on certain principles than others. Any trade-offs should be made in an explicit and transparent way.*”
- 1.30 Priority areas for immediate action are outlined as:
- Sustainable consumption and production;
 - Climate change and energy;
 - Natural resource protection and environmental enhancement;
 - Sustainable communities.

The SA Process

- 1.31 The requirements to carry out SA and SEA are distinct, however the Communities and Local Government (CLG, formerly ODPM) guidance of November 2005² states that it is possible to satisfy both through a single appraisal process and provides a methodology for doing so. This methodology goes further than the SEA methodology (which is primarily focused on environmental effects) requiring the examination of all the sustainability-related effects, whether they are social, economic or environmental. However, those undertaking the SA should ensure that in doing so they meet the requirements of the SEA Directive.
- 1.32 SA is an iterative process that takes place alongside the preparation of DPDs. This is to ensure that the principles of sustainable development are integrated into the plan-making process, thus ensuring that the resulting policies and proposals produce sustainable development when implemented. Through consultation, and the involvement of stakeholders and specialist experts in the process, the resulting appraisal should be both robust and fully integrated.
- 1.33 The main stages in the SA process are as follows:
- Stage A - Setting the context and objectives, establishing the baseline and deciding on scope;
 - Stage B - Developing and refining options and assessing effects;
 - Stage C - Preparing the Sustainability Appraisal Report;
 - Stage D - Consultation on the draft plan and the Sustainability Appraisal Report;
 - Stage E - Monitoring implementation of the plan.
- 1.34 The current guidance sets out a requirement for the preparation of the following reports:
- Scoping Report (summarising Stage A work) which should be used for consultation on the scope of the SA;
 - Sustainability Appraisal Report (documenting Stages A to C work) which should be used in the public consultation on the Preferred Options.
- 1.35 There is also a requirement for the preparation of an adoption statement to accompany the adopted DPD outlining how the findings of the SA process have been taken into account, and how sustainability considerations more generally have been integrated into the DPD. The adoption statement will also confirm monitoring arrangements during the implementation of the DPD.

Purpose of the Sustainability Appraisal Report

- 1.36 The requirement to prepare an SAR arises directly from Article 5.1 of the SEA Directive which states that:
- 'An Environmental Report shall be prepared in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme, are identified, described and evaluated.'*
- 1.37 In sustainability appraisal the SAR replaces the Environmental Report as required under the SEA Directive.
- 1.38 This SAR reports on the work undertaken during the early stages of the SA process and takes the process further by reporting on the significant social, environmental and economic effects of the

² Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks; Guidance for Regional Planning Bodies and Local Planning Authority, ODPM, November 2005.

preferred policies as they evolved, proposed mitigation measures and proposals for monitoring significant sustainability effects.

Programme

- 1.39 The SA of the Core Strategy was commenced in 2005. The SA process up to completion of the Draft Scoping Report and the consultation on this was carried out by HBC.
- 1.40 The Draft and Final SAR have been undertaken by Atkins Limited on behalf of Hertsmere Council. This has since been withdrawn from the Secretary of State and a further iteration of the SA has been undertaken on the revised Core Strategy (December 2010). Table 1.2 outlines the timetable and process undertaken to prepare the SA.

Table 1.2 - Key SA Tasks and Outputs

Task / Output	Date	Comments
Draft Scoping Report	Prepared 2004/2005	Report considered available data and experience of Council Officers/LDF Member Advisory Panel/PAG. The consultation period which followed sought comment from external parties on the scope/content of the report.
Consultation	September 2005	Comments received were addressed by the Council.
Draft SAR (Preferred Options Document)	November 2006 – October 2007	Report completed between November 2006 and October 2007 with 3 iterations. Revisions made to report leading up to the consultation period to reflect various appraisal iterations.
Consultation (Preferred Options Document)	October 2007	Comments sought from statutory consultees and interested parties on the scope/content of both the Draft SAR and the Core Strategy, Preferred Options Document
Draft SAR	July - November 2008	Comments of all consultees / interested parties incorporated into Final SAR where appropriate/necessary. Consideration of iterations between the Council and the SA Team.
Final SAR submitted to Secretary of State	Early 2009	Final SAR submitted to Secretary of State with Core Strategy Submission Document.
Core Strategy withdrawn	January 2010	The Core Strategy and accompanying SAR withdrawn following concerns about soundness.
Revised Core Strategy SAR	December 2010	SAR to account for revised policies of the Core Strategy document consulted upon over the period of January 2011 to March 2011.
Draft Final SAR (Consultation Document) (This document)	November 2011	SAR updated to account for revised policies of the Core Strategy document that will go out for public consultation. Key baseline information updated.

SA and Consultation

- 1.41 The requirements for whom to consult during an SA are as follows:
- Authorities which, because of their environmental responsibilities, are likely to be concerned by the effects of implementing the plan or programme, must be consulted on the scope and level of detail of the information to be included in the Environmental Report. The 2004 SEA Regulations indicate four Consultation Bodies as follows: Countryside Agency, English Heritage, English Nature and Environment Agency. The Countryside Agency and English Nature have since been merged onto one body known as Natural England. The SA guidance goes further by suggesting consultation, in addition to the four Consultation Bodies, of representatives of other interests including economic interests and local business, social interests and community service providers, transport planners and providers and non-governmental organisations (NGOs);
 - The public and consultation bodies must be consulted on the preferred options of the DPD and the SAR.
- 1.42 Appendix A summarises the main consultee comments on the Scoping Report and indicates how these comments have been addressed in the preparation of this SAR. Where appropriate, comments on the draft SA Framework have been reflected in revising the SA Framework now presented in this SAR in Section 3.
- 1.43 Appendix H summarises the consultee comments on the SAR. No specific comments were received on the draft SAR at the preferred options stage and Appendix H refers to all comments on the draft Core Strategy of relevance to the SAR and SA process.

2. Sustainability Appraisal Methodology

Meeting the Requirements of the SEA Directive

- 2.1 As mentioned in Section 1 there is a fundamental difference between the SA and SEA methodologies. SEA is primarily focused on environmental effects and the methodology addresses a number of topic areas namely Biodiversity, Population, Human Health, Flora and Flora, Soil, Water, Air, Climatic Factors, Material Assets, Cultural Heritage and Landscape and the interrelationship between these topics. SA, however, widens the scope of the appraisal to include social and economic topics as well as environmental as it is intended to assess the effects of a plan from an environmental, social and economic perspective.
- 2.2 This appraisal has been undertaken so as to meet the requirements of the SEA Directive for environmental assessment of plans. Table 2.1 sets out the way the specific SEA requirements have been met in this report.

Table 2.1 - Schedule of SEA Requirements

Requirements of the Directive	Where Covered in Report
Preparation of an environmental report in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and geographical scope of the plan or programme, are identified, described and evaluated. The information to be given is:	
a) An outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programmes	Section 3, Appendix B
b) The relevant aspects of the current state of the environment and the likely evolution without implementation of the plan or programme	Section 3, Appendix C
c) The environmental characteristics of areas likely to be significantly affected	Section 3, Appendix C
d) Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directive 79/409/EEC and 92/43/EEC	Section 3
e) The environmental protection objectives established at international, community or national level which are relevant to the programme and the way those objectives and any environmental considerations have been taken into account during its preparation	Section 3
f) The likely significant effects on the environment, including: short, medium and long term; permanent and temporary; positive and negative; secondary, cumulative and synergistic effects on issues such as: biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors.	Sections 4 and 5 Appendices D, E, F, G, H and J
g) The measures envisaged to prevent, reduce and, as fully as possible, offset any significant adverse effects on the environment of implementing the plan or programme.	Section 6, Appendix E, F, H and J

Requirements of the Directive	Where Covered in Report
h) An outline of the reasons for selecting the alternatives dealt with and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information	Section 4, Appendices D and G
i) A description of measures envisaged concerning monitoring (in accordance with regulation 17)	Section 7
j) A non-technical summary of the information provided under the above headings	Non-technical summary
Consultation with:	
Authorities with environmental responsibility when deciding on the scope and level of detail of the information to be included in the environment report	Section 1, Appendix A
Authorities with environmental responsibility and the public to be given an early and effective opportunity within appropriate time frames to express their opinion on the draft plan and accompanying environmental report before its adoption	Consultation on the SA Report at the Preferred Options Stage, Appendix I
Other EU Member States, where the implementation of the plan or programme is likely to have significant effects on the environment of that country	Not applicable
Taking the environmental report and the results of the consultations into account in decision making	See the Revised Core Strategy
Provision of information on the decision: When the plan or programme is adopted the public and any countries consulted must be informed and the following made available: The plan or programme as adopted A statement summarising how environmental considerations have been integrated into the plan or programme in accordance with the requirements of the legislation The measures decided concerning monitoring	To be addressed at a later date
Monitoring of the environmental effects of the plan or programmes implementation must be undertaken	To be addressed at a later date

Appraisal Methodology

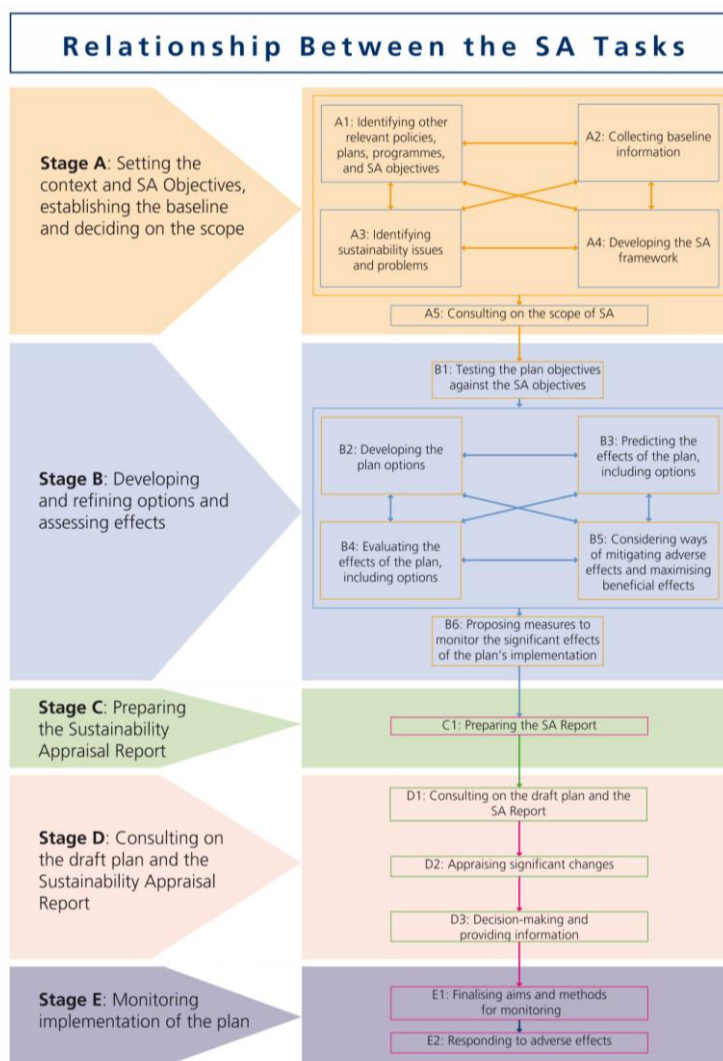
- 2.3 The ODPM (now Department of Communities and Local Government - DCLG) guidance emphasises that SA is an iterative process that identifies and reports on the likely significant effects of the plan and the extent to which the implementation of the plan will achieve the social, environmental and economic objectives by which sustainable development can be defined. The intention is that SA is fully integrated into the plan-making process from the earliest stages, both informing and being informed by it.
- 2.4 The methodology adopted involved the completion of the SA stages A, B, C and D1-D2 and associated tasks as outlined in Figure 2.1 below.

Setting the Context and Objectives, Establishing Baseline and Deciding on Scope

A1: Other Relevant Plans and Programmes

- 2.5 Both the LDF and the SA Scoping Report should be set in the context of national, regional and local objectives along with strategic planning, transport, social, economic and environmental policies. This being the case a comprehensive review of all relevant plans, policies and programmes (PPPs) was carried out as part of the SA scoping process. This ensures that the objectives in the LDF generally adhere to, and are not in conflict with, objectives found in other PPPs and also assists in the setting of sustainability objectives for the SA. In addition to this it can also be used to ascertain potential conflicts between objectives which may need to be addressed as part of the process.
- 2.6 In order to fully assess relevant PPPs a list was drawn up by the Council using the ODPM SA guidance and local knowledge. For the purposes of comprehensiveness higher tier PPPs were included in the list to show the hierarchy and relationships between the various plans, policies and programmes. The plans, policies and programmes reviewed are outlined in Table 3.1 – 3.5 in Section 3. Full details of the review of each plan, policy and programme can be found in Appendix B.

Figure 2.1- Relationship between SA Stages and Tasks



Source: Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents, ODPM, November 2005.

A2: Baseline Data

- 2.7 To accurately predict how potential plan policies will affect the environment, and social and economic factors, it is first important to understand the current state of these factors and then examine their likely evolution without the implementation of the plan.
- 2.8 Information describing the baseline provides the basis for the prediction and monitoring of the effects of the implementation of the LDF and its constituent documents. It can be used as a way of identifying problems as they occur so that relevant policy changes can be made to address such matters.
- 2.9 Due to the fact that SA is an iterative process subsequent stages in its preparation and assessment might identify other issues and priorities that require data collection and monitoring. This makes the SA process flexible, adaptable and responsive to changes in the baseline conditions and enables trends to be analysed over time.
- 2.10 The most efficient way to collect relevant baseline data is through the use of indicators. This ensures that the data collection carried out is both focused and effective. The identification of relevant indicators has taken place alongside the assessment of other relevant plans, policies and programmes (Task A1), the identification of sustainability issues (Task A3) and developing the sustainability appraisal framework (Task A4).
- 2.11 Sustainability indicators have been selected for their ability to provide objective data that will, over time, offer an insight into general trends taking place. Throughout the assessment process the following issues will need to be addressed:
- What is the current situation, including trends over time?
 - How far is the current situation from thresholds, objectives or targets?
 - Are particularly sensitive or important elements of the environment, economy or society affected?
 - Are the problems of a large or small scale, reversible or irreversible, permanent or temporary, direct or indirect?
 - How difficult would it be to prevent, reduce or compensate for any negative effect?
 - Have there been / will there be any significant cumulative or synergistic effects over time?
- 2.12 Baseline information and data have been summarised in Section 3 of this SAR and baseline datasets are presented in Appendix C. The aim is to give an overview of the environmental, social and economic characteristics of the plan area and how these compare to the region and the rest of the country.
- 2.13 Any gaps in the required baseline data will be addressed, where applicable, by the development of a targeted and cost-effective monitoring programme once the DPD is adopted. However, it is likely that external agencies will be able to provide some data through their own monitoring programmes. The collection of baseline data will be refined as the LDF evolves to ensure that the baseline is relevant to each particular DPD.

A3: Sustainability Issues

- 2.14 Analysis of key sustainability issues relevant to the LDF area has been carried out. This work has been based on the review of relevant plans and programmes that are relevant to Hertsmere and its communities and an analysis of the baseline data and trends. The analysis of sustainability issues has been iterative and is ongoing.
- 2.15 The key issues were tabulated under the three sustainable development dimensions (economic, social and environmental) and covered the most relevant topics. In addition the consultation responses on the Scoping Report provided further information relating to the identification of sustainability issues for Hertsmere. The key sustainability issues are outlined in Section 3.

A4: Sustainability Appraisal Framework

- 2.16 A set of draft objectives and indicators, against which the policies in the Core Strategy DPD can be assessed, was drawn up under the three sustainable development dimensions: social, economic and environmental.
- 2.17 The SA objectives were derived from the various plans, policies and programmes that were reviewed as part of Task A1, collection of baseline data (Task A2) and the identification of key sustainability issues (Task A3).
- 2.18 A revised framework was then developed taking on board comments from the consultation on the Scoping Report and original SA Framework contained therein. The revised framework attempts to establish the use of indicators specific to Hertsmere and to identify local targets against which to assess the DPDs. The revised SA Framework is presented in Table 3.9 in Section 3.

A5: Consulting on the Scope of the Sustainability Appraisal

- 2.19 At this stage HBC sought the views from the Consultation bodies and others on the scope and level of detail of the ensuing SAR. A Scoping Report providing the basis for the SA of all LDF documents requiring sustainability appraisal was prepared to that effect. The consultation results have influenced and helped shape the SAR.

Stage B: Developing and Refining Options

B1: Testing the Core Strategy Objectives against the Sustainability Appraisal Framework

- 2.20 A compatibility assessment of the first set of Core Strategy objectives against the SA Objectives was undertaken as part of the iterative process to assess the sustainability of the Core Strategy objectives. This was undertaken to ensure that the overall objectives of the Core Strategy were in accordance with the SA objectives and identify potential areas for further investigation as part of the detailed sustainability appraisal assessments. This is presented in Section 4 of the report. Subsequently the Council has prepared a set of revised Core Strategy objectives and a list of spatial objectives by settlement.

B2: Developing the Core Strategy Options

- 2.21 Strategic policy options have been developed by Hertsmere in close liaison with the team conducting the sustainability assessment. These options have been assessed, in broad terms, against the SA framework in order to determine their performance in sustainability terms, with reference to the social, environmental and economic factors.
- 2.22 Tables showing the assessment of a range of strategic policy options available for achieving the objectives under consideration were prepared. Each strategic policy option was assigned either a major positive effect (represented by ++), a minor positive effect (represented by +), a major negative effect (represented by --), a minor negative effect (represented by -) or a range of positive and negative effects (represented by +/-) against each of the SA objectives. When no effect was anticipated a comment is made to that effect. A commentary explaining and justifying the choice of symbol with reference to the baseline situation relevant to each SA objective was also provided. The assessment has been undertaken primarily using expert judgement which is recognised in the guidance as being an acceptable and appropriate technique to be used at this stage. The assessment of strategic options is presented in Section 4 of this report and Appendix D.
- 2.23 Further strategic options were developed as the Core Strategy evolved and these are reported in Section 4 of this report and Appendix G.

B3: Predicting the Effects of the Preferred Options

- 2.24 The methodology that has been adopted for this assessment is generally broad-brush and qualitative which is generally accepted as good practice by the SA guidance.
- 2.25 The assessment of the Core Strategy has been broken down into 'prediction' of effects, 'evaluation' of effects and 'mitigation' of effects.
- 2.26 The prediction of effects involved the identification of the potential changes to the sustainability baseline conditions which were considered to arise from the specific proposal being implemented by the LDF. The predicted effects were then described in terms of their nature and magnitude using the following parameters:
- Geographical scale;
 - Probability of the effect occurring;
 - Timing of effect - short, medium, long term;
 - Duration of effect - temporary or permanent;
 - Nature of effect - positive, negative or neutral;
 - Secondary, cumulative and/or synergistic effects.
- 2.27 The prediction of effects was undertaken for each Core Policy being implemented through the Core Strategy against the SA Framework in Section 5 of this report.

B4: Evaluating the Effects of the Preferred Policies

- 2.28 The next stage of the assessment involved the evaluation of the significant effects. The evaluation involved forming a judgement on whether or not the predicted effects will be environmentally significant. The technique that has primarily been used to assess the significance of effects in this assessment is a qualitative assessment based on expert judgement. Other techniques included consultation with stakeholders involved in the SA process, use of geographical information systems and reference to key legislation, primarily the Strategic Environmental Assessment of Plans and Programmes Regulations 2004 and Environmental Impact Assessment Regulations 1999.
- 2.29 As with the prediction of the effects, the criteria of assessing the significance of a specific effect used in this assessment, as outlined in Annex II of the SEA Directive, has been based on the following parameters to determine the significance:
- Scale;
 - Permanence;
 - Nature and sensitivity;
 - Cumulative effects.
- 2.30 In the current practice of sustainability appraisals, the broad-brush qualitative prediction and evaluation of effects is based on a qualitative seven point scale in easily understood terms. In general, this assessment has adopted the scale set in Table 2.2 to assess the significance of effects of the Core Strategy policies.

Table 2.2 - Assessing Significance of Effects

Assessment Scale	Significance of Effect/Appraisal Category
+++	Strongly positive
++	Moderately positive
+	Slightly positive
0	Neutral or no obvious effect
-	Slightly negative
--	Moderately negative
---	Strongly negative

- 2.31 Moderately and strongly positive and negative effects have been considered of significance whereas neutral and slightly positive and negative effects have been considered non-significant.

Secondary and Cumulative Effects Assessments

- 2.32 Annex I of the SEA Directive requires that the assessment of effects include secondary, cumulative and synergistic effects.

- 2.33 **Secondary or indirect effects** are effects that are not a direct result of the plan, but occur away from the original effect or as a result of the complex pathway e.g. a development that changes a water table and thus affects the ecology of a nearby wetland. These effects are not cumulative and have been identified and assessed primarily through the examination of the relationship between various objectives during the Assessment of Environmental Effects.

- 2.34 **Cumulative effects** arise where several proposals individually may or may not have a significant effect, but in-combination have a significant effect due to spatial crowding or temporal overlap between plans, proposals and actions and repeated removal or addition of resources due to proposals and actions. Cumulative effects can be:

- **Additive-** the simple sum of all the effects;
- **Neutralising-** where effects counteract each other to reduce the overall effect;
- **Synergistic-** is the effect of two or more effects acting together which is greater than the simple sum of the effects when acting alone. For instance, a wildlife habitat can become progressively fragmented with limited effects on a particular species until the last fragmentation makes the areas too small to support the species at all.

- 2.35 Many environmental problems result from cumulative effects. These effects are very hard to deal with on a project by project basis through Environmental Impact Assessment. It is at the SA level that they are most effectively identified and addressed.

- 2.36 Cumulative effects assessment is a systematic procedure for identifying and evaluating the significance of effects from multiple activities. The analysis of the causes, pathways and consequences of these effects is an essential part of the process.

- 2.37 Cumulative (including additive, neutralising and synergistic) effects have been considered throughout the entire SA process, as described below:

- As part of the review of relevant strategies, plans and programmes and the derivation of draft SA objectives, key receptors have been identified which may be subject to cumulative effects.

- In the process of collecting baseline information cumulative effects have been considered by identifying key receptors (e.g. specific wildlife habitats) and information on how these have changed with time, and how they are likely to change without the implementation of the Core Strategy. Targets have been identified (where possible), that identify how close to capacity the key receptor is, which is a key determining factor in assessing the likelihood of cumulative and synergistic effects occurring, and their degree of significance.
- Through the analysis of environmental issues and problems, receptors have been identified that are particularly sensitive, in decline or near to their threshold (where such information is available).
- The development of SA objectives, indicators and targets has been influenced by cumulative effects identified through the process above and SA objectives that consider cumulative effects have been identified.
- The likely cumulative effects of the strategic alternatives have been identified which highlighted potential cumulative effects that should be considered later in the SA process.
- Testing the consistency between the Core Strategy and SA objectives has highlighted the potential for cumulative effects against specific Core Strategy objectives.
- Cumulative effects of the policies have been predicted and assessed through the identification of key receptors and SA objectives that consider cumulative effects assessment.

B5: Considering Ways of Mitigating Adverse Effects and Maximising Beneficial Effects

- 2.38 Mitigation measures have been identified during the evaluation process to reduce the scale/importance of significant negative effects and also maximise beneficial effects. This is covered in Section 7 of this report.

B6: Proposing Measures to Monitor the Significant Effects of Implementing the Core Strategy

- 2.39 SA monitoring involves measuring indicators which will enable the establishment of a causal link between the implementation of the plan and the likely significant effect (positive or negative) being monitored. It thus helps to ensure that any adverse effects which arise during implementation, whether or not they were foreseen, can be identified and that action can be taken to deal with them. The proposed SA monitoring framework is presented in Section 8.

Stage C: Preparing the Sustainability Appraisal Report

- 2.40 An SAR on the draft Core Strategy was prepared to accompany the Core Strategy's Preferred Options Report during public consultation. It was later updated to reflect changes to accompany the Submission Document. It has further been updated (this document) to accompany the Revised Core Strategy Consultation Document (November 2011).

Stage D: Consulting on the Preferred Options of the DPD and the Sustainability Appraisal Report

D1: Public participation

- 2.41 The SAR was issued with the Core Strategy DPD during the public participation on the preferred options.

D2: Appraising significant changes

- 2.42 The Council then prepared a Core Strategy for submission taking into account the consultation on the Preferred Options. The Core Strategy submission document was the subject of further

sustainability appraisal in order to identify any significant effects arising from the changes made to the Core Strategy in response to consultation comments. There was a further update to the SAR.

- 2.43 It is recognised that SA is an iterative process and following the withdrawal of the Submission Core Strategy, the revised Core Strategy (November 2011) has been the subject of elements of stages B and C of the above process.

3. Developing the Sustainability Appraisal Framework

Introduction

- 3.1 The SEA Directive states that the Environmental Report should provide information on:
the plan's 'relationship with other relevant plans and programmes' and 'the environmental protection objectives, established at international, [European] Community or national level, which are relevant to the plan...and the way those objectives and any environmental considerations have been taken into account during its preparation'.
(Annex 1 (a), (e)).

Other Relevant Plans, Policies and Programmes

- 3.2 Hertsmere's LDF will be influenced by a range of existing plans, policies, agreements and legislation. These may set high-level objectives or in some cases specific targets that need to be taken into account at the local level. A co-ordinated approach is often required across a region, the nation or even internationally to tackle key sustainability issues such as air pollution and climate change.
- 3.3 At the local level and county level, there are already a range of existing plans and strategies that have already been produced to address issues like housing, environmental protection and community development. Some of these have involved extensive research and community involvement, and will be built upon rather than replaced by the LDF.
- 3.4 Hertsmere's LDF therefore needs to consider the various objectives, policies and targets set in a range of existing plans, policies and programmes, and attempt to reconcile some inevitable conflicts. It will be particularly important therefore to identify the priority sustainability objectives to allow decisions to be made where competing objectives and options exist.
- 3.5 The following tables (Tables 3.1 to 3.5) list the range of existing plans, policies and programmes which are considered to be directly relevant to the preparation of Hertsmere's LDF.

Table 3.1 - International Plans, Policies and Programmes

Kyoto Protocol to the UN Framework Convention on Climate Change (1998)
The World Summit in Sustainable Development, Johannesburg (2002)
Bern Convention on the Conservation of European Wildlife and Natural Habitats (1979)
Bonn Convention on Conservation of Migratory Species (1979)
Conservation of Natural Habitats and Wild Fauna and Flora (Directive 92/43/EC) (The Habitats Directive)
EC White Paper: Adapting to climate change: Towards a European framework for action 2009
EU Rural Development Policy 2007-2013
EU Thematic Strategy on Air Quality (2005)
Groundwater Directive (GWD) (2006/118/EC)
Waste Framework Directive (2006/12/EC)
EU Air Quality Framework Directive (96/62/EC)
EU Directive to Promote Electricity from Renewable Energy (2001/77/EC)
EU Water Framework Directive (00/60/EC)

EU Sustainable Development Strategy 2006
EU Spatial Development Perspective 1999
EU Sixth Environmental Action Programme of the European Community 2002-2012
European Biodiversity Strategy, 1998

Table 3.2 - National Plans, Policies and Programmes

Securing the Future - UK Sustainable Development Strategy 2005
Working with the grain of Nature - A biodiversity strategy for England 2002
UK Climate Change Programme (2006)
Environment Agency (2001) Water Resources for the Future - A Strategy for England and Wales
DEFRA (2004) Making space for water: Developing a new Government strategy for flood and coastal erosion risk management in England.
UK Air Quality Strategy 2007
DEFRA (2004) The First Soil Action Plan for England: 2004-2006
Waste Strategy for England (2007, DEFRA)
Energy White Paper: Our energy Future – creating a low carbon economy
Saving lives: Our Healthier Nation White Paper
The Future of Transport – White Paper
Climate Change Act 2008
Sustainable Communities – Building for the Future (ODPM 2003)
Planning Policy Guidance Note 2: Green belts (1995)
Planning Policy Guidance Note 8: Telecommunications (2001)
Planning Policy Guidance Note 13: Transport (2001)
Planning Policy Guidance Note 17: Planning for open space, sport and recreation (2002)
Planning Policy Guidance Note 19: Outdoor advertisement control (1992)
Planning Policy Guidance Note 24: Planning and noise (1994)
Planning Policy Statement 1: Delivering sustainable development (2005)
Planning Policy Statement 1 (Supplement): Planning and Climate Change (2007)
Planning Policy Statement 3: Housing (2006)
Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009)
Planning Policy Statement 5: Planning for the Historic Environment (2010)
Planning Policy Statement 7: Sustainable development in rural areas
Planning Policy Statement 9: Biodiversity and geological conservation
Consultation paper on a new Planning Policy Statement: Planning for a Natural and Healthy Environment (March 2010)
Planning Policy Statement 10: Planning for sustainable waste management
Planning Policy Statement 12: Local Spatial Planning (2008)
Planning Policy Statement 22: Renewable energy
Planning Policy Statement 23: Planning and pollution control
Planning Policy Statement 25: Development and Flood Risk (2010)

Local Development Framework Monitoring: A Good Practice Guide (ODPM, 2005)
Good Practice Guidance on Planning for Tourism (DCLG, 2006)

Table 3.3 - Regional Plans, Policies and Programmes

East of England Plan: Draft revision to the RSS for the East of England
East of England Plan: Report of the Panel – June 2006
East of England Plan: Sustainability Appraisal Report
Our Environment, Our Future: The Regional Environmental Strategy for the East of England (July 2003)
Revised Regional Housing Strategy for the East of England 2005-2010
A Shared Vision: The regional economic strategy for the East of England (2004)
A Housing Strategy for the London Commuter Belt 2005-2008
Sustainable Futures: The Integrated Regional Strategy for the East of England
A Sustainable Development Framework for the East of England (Oct 2001)
Regional Social Strategy: A strategy to achieve a fair and inclusive society
Living with climate change in the East of England (Feb 2003/Sep 2003)
Creating Sustainable Communities In the East of England
Towns and Cities - Strategy and Action Plan: Urban Renaissance

Table 3.4 - County Plans, Policies and Programmes

Hertfordshire Structure Plan 1991-2011
Hertfordshire Structure Plan Alterations 2001-2016 Deposit Draft Version, February 2003
Hertfordshire Local Transport Plan 2006/07 to 2010/11
Hertfordshire's Local Transport Plan 2006/07 - 2010/11 Strategic Environmental Assessment Report
Hertfordshire Accessibility Planning Strategy 2006/07 - 2010/11
Hertfordshire Economic Development Strategy 2006-2010
A Community Strategy for Hertfordshire 2004-2010
The Hertfordshire Environmental Strategy (June 2001)
Hertfordshire Waste Strategy 2002-2024
Waste Development Plan Issues and Options Paper September 2004
Draft SEA Scoping Report for Hertfordshire's Municipal Waste Management Strategy
Hertfordshire Minerals Local Plan Second Deposit Draft 2003
Enjoy! A cultural strategy for Hertfordshire 2002-2007
Hertfordshire Local Area Agreement
Hertfordshire 2021: A Bright Future (Sustainable Community Strategy)
A 50 Year Vision for the Wildlife and Natural Habitats of Hertfordshire

Table 3.5 - Local Plans, Policies and Programmes

Hertsmere Together Community Strategy First Review 2006-2020
Hertsmere Local Plan 2003
Smile - a cultural and leisure strategy for Hertsmere
Hertsmere Contaminated Land Strategy
Hertsmere Environmental Strategy 2004
Hertsmere Borough Council Best Value Performance Plan 2005-2006
A Corporate Plan for Hertsmere
Crime, disorder and drugs reduction strategy for Hertsmere
Hertsmere Housing Strategy 2004-2007
Hertsmere Supplementary Planning Guidance: Monitoring and Review – Sustainability Indicators (2003)
Hertsmere Air Quality Review
Hertsmere Planning and Design Guidance SPD (2006)
Hertsmere Affordable Housing SPD (2008)
Hertsmere Parking Standards SPD (2008)
Statement of Community Involvement (2006)
Hertsmere Community Strategy 2006-2020

Implications of relevant plans, programmes and sustainability objectives

- 3.6 The plans, policies and programmes listed above contain several hundred different objectives, targets and indicators that contribute to shaping Hertsmere's LDF.
- 3.7 The relevant sustainability objectives, targets and indicators from these documents are listed in Appendix B, together with the identified implications for the SA/SEA of Hertsmere's LDF.
- 3.8 From these documents and objectives, a number of key sustainability themes have been identified. These are documented in Appendix B which details the plans, policies and programmes which make reference to or support these broad theme areas. The table also identifies, where applicable, how the themes link to the topic areas that need to be considered under the requirements of the SEA Directive.
- 3.9 The identification of these theme areas has helped to inform the development of the SA objectives in the SA framework.
- 3.10 The more specific policy implications of each of the plans, policies and programmes will be taken into account as the LDF is prepared, in particular as various issues and options are considered in relation to issues such as housing, environment, economy, leisure, community services, accessibility etc.

Baseline Information

- 3.11 The next task in the SA covers the collection of baseline information. The review of other plans and programmes undertaken previously has also provided a considerable amount of baseline information and this information has been complemented by collection of data on key indicators relating to the SEA topic areas, as well as additional social and economic indicators for the area.

- 3.12 More specifically, the SEA Directive says that the Environmental Report should provide information on:

“relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan” and the “environmental characteristics of the areas likely to be significantly affected” (Annex I (b) (c)) and

“any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC (Birds Directive) and 92/43/EEC (Habitats Directive)” (Annex I (c)).

Sustainability Baseline - Key Features

- 3.13 The collection of baseline information forms a major part of the first stage of Hertsmere’s LDF. In addition to desktop research, HBC has commissioned consultants to undertake studies including housing need, employment land and gypsy and travellers needs.
- 3.14 It is expected that the baseline information will be augmented as data become available during the preparation of LDDs. The baseline will also help to provide the framework for the proposed monitoring measures that the SA of the LDDs will need to incorporate in its production (and post-production monitoring) and this should be detailed in the SAR. The baseline data will need periodic review and updating in order to carry out this process effectively. Given the extended period of the Core Strategy development, this SAR includes selective updates to the baseline information.
- 3.15 This section describes the general characteristics of the Borough of Hertsmere as well as summarising the more detailed baseline information on the state of Hertsmere’s environment, society and economy. Detailed data sets are provided in Appendix C. This section also explores the current baseline trends and predicted future trends describing the likely future baseline without the implementation of the LDF.

General characteristics of Hertsmere

Location and Accessibility

- 3.16 The Borough of Hertsmere is situated north of London in the southwest of Hertfordshire. It covers 38 square miles and includes the distinctly individual communities of Bushey, Potters Bar, Radlett, Elstree and Borehamwood, the latter being the political centre and largest town. The Borough also contains several smaller settlements: Aldenham, Letchmore Heath, South Mimms, Ridge and Shenley.
- 3.17 A number of nationally important roads and railway lines pass through the Borough. This provides much of the opportunity for local residents to find work outside Hertsmere. These transport links also render the Borough easily accessible for local business interests. These movements continue to place a heavy burden on the Borough’s local road infrastructure. As a result, maintenance, traffic congestion and parking are issues of increasing importance to the Council and local people.
- 3.18 Despite the good rail connections to London and the North, there are generally poor public transport connections east–west across the Borough. This has led to the main urban centres becoming isolated from each other, making it difficult to share services. As each centre acts as a separate community, local residents’ interests tend to be directed towards the urban area where they live.

Historical Context

- 3.19 HBC was created in 1974, following local government reorganisation, from the Urban District Councils of Potters Bar and Bushey, and the Rural District Councils of Elstree and Watford. In 1993 the whole of Elstree village came within Hertsmere.

- 3.20 The main towns within the Borough have developed with their own separate identities. Borehamwood grew from a hamlet after the construction of the Midland Railway in 1868. Manufacturing industry moved in and after 1914 the film industry, and later television, provided the economic foundation for the town. During the 1950's and 60's the town's population and housing was dramatically increased with the re-housing of people from London. Today the centre provides the local shopping facilities for the town and surrounding villages as well as jobs in light industry, warehousing and offices.
- 3.21 Attached to Borehamwood, but very different, is the village of Elstree. Dating from Roman times this linear settlement has grown up along Watling Street. A number of its buildings reflect its medieval past creating an attractive place of historical interest. Also situated along Watling Street is the attractive settlement of Radlett that has grown up around road and rail communications providing easy access to London.
- 3.22 Bushey, located east of Watford, is an impressive settlement that still retains its village atmosphere. It has developed from its medieval beginnings, due to its location close to London, as a largely residential settlement. The town has strong links with the Monro Circle of water colourists and the eminent Victorian artist Sir Hubert von Herkomer and his art school. Today the town still retains a strong artistic and cultural community.
- 3.23 From its medieval manorial origins, Potters Bar has developed along the Great North Road (High Street) in the 18th century and grew, after the opening of the railways in 1850, around Darkes Lane creating two centres to the town. The main growth of the town happened in the 1930's when the population trebled. The opening of the M25 has enabled Potters Bar to continue to develop into a modern town with an active community life.

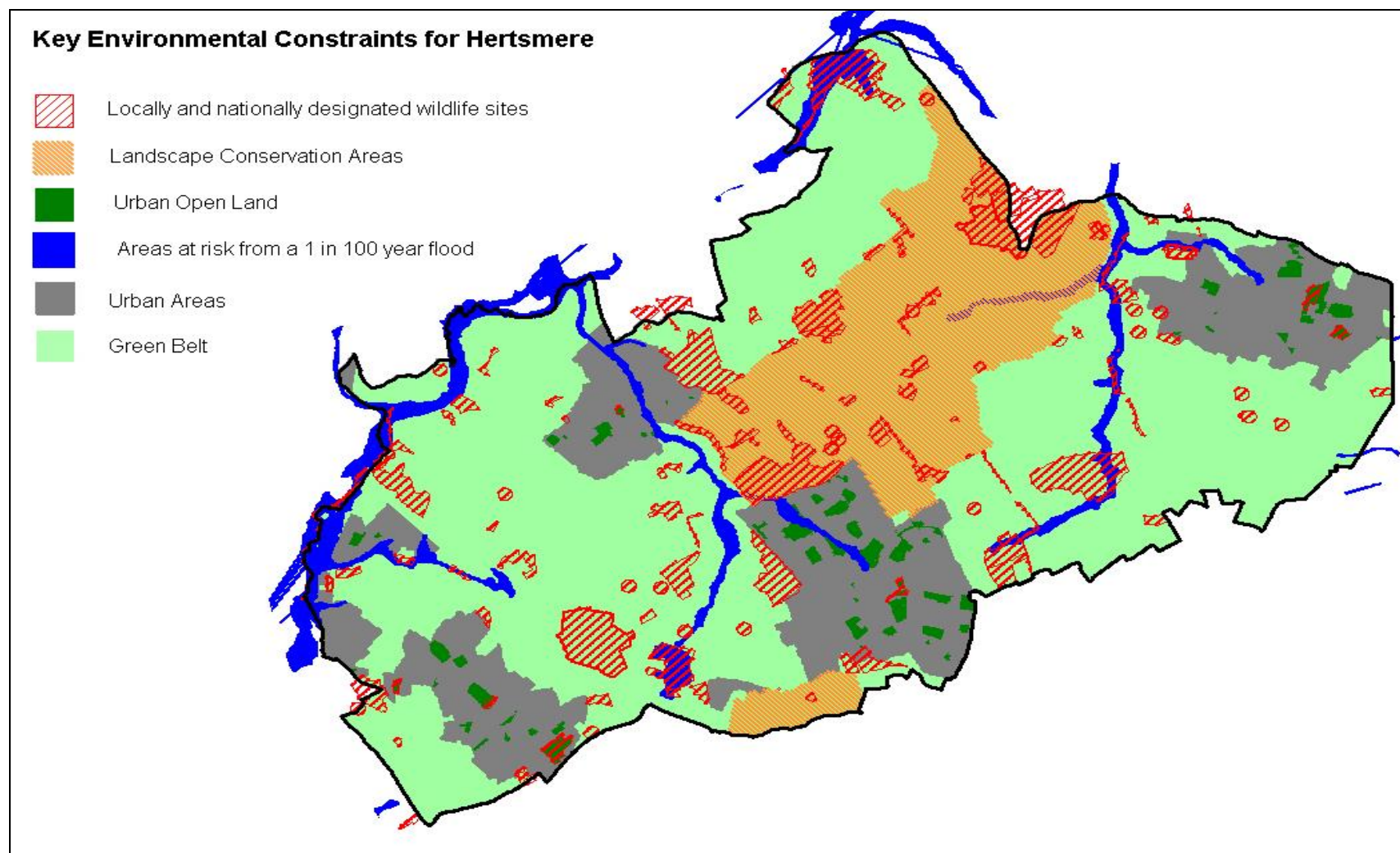
Social Characteristics

- 3.24 The population of Hertsmere stands at 98,700 (mid-2008) an increase of 4.3% from 2001. Although Hertsmere's age structure is similar to the Country as a whole it has a slightly higher population of pensioners and a lower population of people of working age. It is predicted that the population of the Borough will continue to rise reaching 110,000 by 2021.
- 3.25 According to the 2001 Census, 7.5% of Hertsmere's population is not of white UK origin, slightly less than the national average of 7.9% but representative of Hertfordshire. The largest minority groups are Asian, Mixed, Black and Chinese.
- 3.26 Hertsmere is a relatively affluent area with a low crime rate, good education and low unemployment. However it does contain pockets of social deprivation with Borehamwood having some of the most deprived wards in Hertfordshire, while one of the special output areas in Aldenham West ward is one of the least deprived areas in the Country.
- 3.27 In 1999 unemployment in Hertsmere was 1.8% and included considerable local variation with some wards. Borehamwood has the highest unemployment in the Borough at around 4%. Unemployment in Hertsmere in February 2006 was 1.8% compared with the East of England rate of 4.6% and the National rate of 5%
- 3.28 Within a national context, Hertsmere enjoys relatively low crime rates. Hertfordshire as a county has one of the lowest crime rates of all county areas in England and Hertsmere's crime rate is just above the county average. However, crime and the fear of crime are paramount amongst Hertsmere's residents and recent opinion surveys show that reducing crime and the fear of crime are the most important areas for agencies to work together on.
- 3.29 In general terms the health experience of residents of Hertsmere compares favourably with the average across Eastern England. The infant mortality rate is 3.5 per 1000 live births and life expectancy for males is 76 years and for females 81 years (Census, 2001). Nearly 7% of the population describes their health as "not good" compared to the average of more than 9% in England and Wales.

Environmental Characteristics

- 3.30 The key environmental constraints in the Borough are shown in a map on the following page (Figure 3.1).
- 3.31 80% of Hertsmere is designated Green Belt, most of which is in agricultural use. This has helped to retain the separate character of Hertsmere's towns and villages and has prevented the merging of settlements. The Green Belt provides opportunities for outdoor recreation and sports such as horse riding and cycling, while enhancing the attractiveness of the Borough.
- 3.32 There are two sites of special scientific interest within the Borough at Redwell Woods, and at a former quarry site near South Mimms Castle. In addition there are three nature reserves, three important geological sites and four prescribed ancient monuments.
- 3.33 Hertsmere falls mostly within Watling Chase Community Forest, an initiative by the Countryside Agency and Forestry Commission. It is one of twelve Community Forests that provide access to outdoor sport and recreation.
- 3.34 The main rivers and streams include the River Colne, Catharine Bourne, Mimmshall Brook and Tykes Water. Open waters include Hillfield Park Reservoir, Aldenham Reservoir and lakes at Tyttenhanger and Bowmans Green Farms.
- 3.35 With respect to geology, the northern part of the Borough is underlain by a highly permeable gravel and chalk aquifer, which holds the main groundwater drinking water resource for the area. Elsewhere, the chalk aquifer is protected by clay strata, although it is still permeable in places. The aquifer is highly susceptible to urban pollutants, particularly near the River Colne.
- 3.36 Hertsmere's urban environment is mainly suburban in character, and is predominately contained within the urban areas of Potters Bar, Bushey, Elstree & Borehamwood, and Radlett. There are many buildings of historic interest that contribute to the quality of the built environment, many of which are within the Borough's fifteen conservation areas, including Bushey, Elstree, Shenley, Letchmore Heath and Aldenham.

Figure 3.1 - Key Environmental Constraints for Hertsmere



Economic Characteristics

- 3.37 The majority of Hertsmere's population is very mobile, with 60% of people commuting to work outside the area and with a high proportion of the population classed within the professional and management category sector. Hertsmere is a popular location for large employers and small businesses including the service sector, pharmaceutical industries, high technology and telecommunication businesses in particular. It is also an attractive location for warehousing and distribution companies.
- 3.38 Borehamwood has been at the heart of the British Film Industry for the past 80 years. Although the industry declined in the 1970's, BBC TV, Millennium Studios and the HBC owned Elstree Film and Television Studios still operate from Borehamwood, and Hillside Studios from Bushey. With the resurgence of film and television production in South West Hertfordshire there are significant economic development opportunities for both the local labour force and supporting businesses.
- 3.39 The continued trend away from manufacturing towards service-based industry has also resulted in a local skills shortage. Local businesses are therefore increasingly dependent upon employees from outside of the Borough. Education and re-skilling within the local workforce is growing in importance as a consequence.

Future Trends without the LDF

- 3.40 The baseline information gathered, and detailed in Appendix C, helps to create a picture of the current state of the Borough, and places this in context against County, Regional and National trends.
- 3.41 Although it cannot always directly impact on the baseline indicators, the LDF provides an opportunity to exert a positive influence across all of these areas. Without the LDF, performance against many of these indicators would be likely to deteriorate.
- 3.42 This section identifies a number of broad areas of concern should the proposed plans not be implemented, and the potential effects on the baseline data. A number of these effects are interrelated (or synergistic) and these in turn have informed the identification of the key sustainability issues for Hertsmere in the following section of this report.

Ensuring an Appropriate Mix of Land Uses

- 3.43 Potential effects on the baseline without the LDF:
- Increased local unemployment;
 - Declining VAT registration and survival rates;
 - Deteriorating performance against the Index of Multiple Deprivation;
 - Increased town centre vacancies.
- 3.44 Without the Core Strategy, there would be no means of securing an appropriate mix of land uses, potentially leading to a loss of land to higher value uses such as residential.
- 3.45 This could lead to a loss of employment land resulting in increased local unemployment and a lower level of economic and entrepreneurial activity in the Borough. Average weekly earnings could rise as increased housebuilding draws in higher earners from outside the Borough. However, this could lead to the creation of 'dormitory settlements' to the detriment of retail vitality and local services as well as increased polarisation and inequality amongst the Borough's population.

Affordability and Need

- 3.46 Potential effects on the baseline without the LDF:
- Increased private house ownership;
 - Decline in affordable housing completions;
 - Increased number of people on housing waiting list (and waiting times);
 - Increased homelessness.
- 3.47 The majority of new affordable housing in the Borough is secured through section 106 legal agreements on private development sites. Without the plan, this mechanism would be removed exacerbating housing need.
- 3.48 Affordable housing completions would fall with a likely commensurate rise in numbers on the housing waiting list, and a growing proportion of the overall stock in private ownership.

Protection of the Green Belt and other Environmental Assets

- 3.49 Potential effects on the baseline without the LDF:
- Loss of greenfield land;
 - Decline in bird species populations;
 - Loss of SSSIs and locally designated sites;
 - Declining ecological, biological and chemical quality of rivers and ponds.
- 3.50 Without LDF policies, there would be no means by which to direct development into existing towns and onto previously developed sites. There would be a resultant loss of greenfield sites and Green Belt land as these are often cheaper to obtain and develop than PDL sites, which can have associated remedial and infrastructure costs.
- 3.51 This would have a detrimental impact upon nationally and locally designated sites and wildlife species with no mechanisms to ensure the protection of habitats and features of importance such as trees and hedgerows.

Protection of Historic Built Assets

- 3.52 Potential effects on the baseline without the LDF:
- Increased losses of Listed Buildings and ancient monuments;
 - Increase % of Listed Buildings and ancient monuments at risk.
- 3.53 Local and national planning policies afford protection to the Borough's historic built assets and preclude developments which would result in damage or loss.
- 3.54 Without the plan, this protection would be removed. The loss of any historic built assets would be permanent.

Air Quality and Climate Change

- 3.55 Potential effects on the baseline without the LDF:
- Increased car use for work, school, shopping and leisure journeys;
 - Increased CO₂ emissions;
 - Declining air quality;
 - Increased number of properties affected by flood risk.

- 3.56 With no means to encourage and promote alternative modes of transport, the use of the private car as the preferred mode of the transport in the Borough would be consolidated or increased.
- 3.57 Without the LDF, there would be no means to ensure that housing, jobs and services were located in close proximity to one another and / or public transport links necessitating further journeys, leading to increased carbon emissions and lower air quality.
- 3.58 There would be no means to control development in flood plains. This could lead to properties being built in areas currently at risk and placing further existing properties at risk from flooding by increasing areas of hardstanding leading to increased runoff.

Human Health and Well Being

- 3.59 Potential effects on the baseline without the LDF:
- Declining life expectancy;
 - Increased % of the population in poor health or with limiting illness;
 - Declining Greenway / cycleway usage;
 - Increased dissatisfaction with the local area.
- 3.60 This area of concern is closely interlinked with the impacts on air quality and climate change discussed above. The decline in air quality associated with increased car use would be detrimental to human health.
- 3.61 This impact would be further heightened by the removal of mechanisms to encourage cycling and walking as alternative modes of transport and to promote the provision of Rights of Way, Greenways and access to the countryside.

Resource Efficiency

- 3.62 Potential effects on the baseline without the LDF:
- Increased waste and lower recycling;
 - Little or no progress towards renewable energy targets;
 - Little or no reduction in carbon emissions per capita.
- 3.63 Without the LDF there would be no means to ensure sustainable design in new developments or to encourage the recycling of building materials in schemes.
- 3.64 The market may yield some additional renewable energy resources however, the incorporation of additional energy saving / renewable energy measures in new build could not be required.

Cumulative Effects

- 3.65 Cumulative effects can occur from the following situations:
- Combined effects of a plan with effects of another plan, affecting the same receptor. For example, proposals from land use and transport plans could affect a nature reserve;
 - Interaction of policies within a plan in the same receptor. For example, a policy to encourage development which promotes jobs and a housing policy to provide more housing to meet the Borough's target, could result in a cumulative loss of open space;
 - Interaction of effects from proposals within a plan affecting the same receptor. For example, proposals to build roads, commercial premises and housing in a particular area within a short period of time could result in cumulative noise, dust and visual effects on the residents nearby.

3.66 As part of the scoping process, likely cumulative effects of the Local Development Framework have been identified from the analysis of plans and programmes and the environmental baseline. This analysis has identified a preliminary set of likely cumulative effects, their receptors and likely causes, as shown in Table 3.6. This initial assessment of likely cumulative effects will be further examined in the more detailed assessments as part of the SA process.

Table 3.6 - Potential Cumulative Effects and their Causes

Cumulative Effect	Affected Receptor	Causes
1. Habitat loss and fragmentation	<ul style="list-style-type: none"> - SSSI - BAP - Areas of local conservation significance - Reptiles, amphibians, invertebrates, breeding birds, bats, and potentially badgers - Sites of non-designated significance for nature conservation including wildlife corridors 	Use of land for new infrastructure, dwellings and employment uses.
2. Climate change	<ul style="list-style-type: none"> - Worldwide 	Increase in CO ₂ emissions through increased motorised transport usage and increased emissions from residential and commercial developments
3. Increase in ambient noise levels	<ul style="list-style-type: none"> - People living adjacent to major roads - Species 	Increase in traffic flows, increased congestion, new transport infrastructure
4. Increase in air pollution	<ul style="list-style-type: none"> - People living and working in identified and possibly extended Air Quality Management Areas - Wildlife habitats and species described in 1 above. 	Increase in traffic flows, increased congestion, new transport infrastructure
5. Fragmentation/ loss of public open space	<ul style="list-style-type: none"> - Residents - Existing public open space - Wildlife habitats and habitats and species described in 1 above. 	Use of land for new infrastructure, dwellings and employment uses.
6. Degradation of water quality	<ul style="list-style-type: none"> - Residents - Wildlife habitats and species described in 1 above. 	Use of land for new infrastructure and increased runoff from impermeable surfaces contaminating waterways.
7. Loss of local townscape character	<ul style="list-style-type: none"> - Listed Buildings - Areas of Special Character 	Unsympathetic design of new development negatively affecting the setting of listed buildings. Disturbance to character of areas through increased traffic flows.

Cumulative Effect	Affected Receptor	Causes
8. Increase in flood risk	<ul style="list-style-type: none"> - Residents - Wildlife habitats and species described in 1 above. - Coastal habitats. 	Use of land for new infrastructure, dwellings and employment uses and associated increase in impermeable surfaces.
9. Improvement in overall levels of health	<ul style="list-style-type: none"> - Residents 	Increase in walking and cycling from infrastructure improvements. Improvements in levels of air quality.
10. Increase in accessibility to essential services	<ul style="list-style-type: none"> - Residents 	Improved provision of public transport, walking and cycling, and car linkages to essential services. Direct provision of new community facilities.
11. Reducing road traffic and congestion	<ul style="list-style-type: none"> - Residents - Wildlife habitats and species described in 1 above. 	Various measures and proposals aimed at reducing road traffic and congestion and encouraging alternatives to the car.
12. Attracting inwards investment and increasing economic diversity	<ul style="list-style-type: none"> - Residents 	Various proposals aimed at improving the image of the area to residents and businesses, which may attract additional private sector investment in the area.

Key Sustainability Issues for Hertsmere

- 3.67 The following section identifies the key sustainability issues affecting Hertsmere, as drawn from the current collection of baseline information presented in Appendix C and the identified programmes in Appendix B. As with previous sections, these are presented under the three key headings of Economy, Environment and Society.
- 3.68 In each instance, relating the issue to the key topic areas identified in Government guidance identifies the relevance to the SEA, the manner in which the issue has implications for the LDF and how the LDF can influence their outcome is also discussed.

Economic Issues

Local Skills Shortage

- 3.69 Developing skills is recognised as a key priority at the regional level, to prevent the formation of a two-tier economy. At a local level, the need to develop skills and knowledge is recognised in a number of policy documents, including the Community Strategy.

- 3.70 Although unemployment remains low relative to the national average, it has been slowly rising since the start of the plan period, with the benefit claimant rate rising by approximately 0.1% a year from 1.2% in 2001 to 1.7% in 2006.
- 3.71 The baseline data shows that the proportion of the economically active population with no qualifications is higher than the county, regional and national figures, although qualifications and skills profile in Hertsmere are improving with more people entering higher education. At the same time, in 2001 (the last year for which a full set of comparable statistics is available), the proportion of the economically active population in Hertsmere with NVQ3 or higher qualifications was 38.2%, compared to a Hertfordshire figure of 50% and a national average of 47.5%.
- 3.72 If the skills of the local population are poorly matched to the available job opportunities a number of detrimental impacts, including increased unemployment, poor performance against the Index of Multiple Deprivation and increased journey lengths to reach suitable employment opportunities can arise.
- 3.73 Employment land is likely to come under pressure from other land uses over the plan period. Although policies cannot influence the types of job that are made available, the LDF can help prevent undue loss of employment land to other, higher value, uses such as residential, helping to maintain job opportunities available in the Borough. The LDF can also afford policy protection to prevent educational buildings and uses being lost.

Environmental Issues

Motor Vehicle Usage Leading to Associated Congestion

Relevance to SEA: Human health, air, climatic factors

- 3.74 A key sustainability issue for Hertsmere is the relatively high level of car usage in the Borough compared to walking, cycling and public transport use.
- 3.75 There are many factors that influence a person's choice of travel mode, including trip purpose, trip distance, disposable income, time of year/weather, frequency/accessibility of public transport, and perception of personal safety.
- 3.76 Reducing reliance on the private motor car as the preferred mode of transport is a national priority, with the commitment to promoting alternative modes contained in the Transport White Paper echoed in PPG13: Transport. This theme is echoed in regional policy documents and permeates through to the local level in the Local Plan.
- 3.77 Vehicle ownership can provide an indication of an area's socio-economic status and the availability and personal perception of other travel methods. Hertsmere has one of the highest rates of car ownership in Britain. Over 82% of all households have at least 1 car, and 41% of households have 2 or more vehicles (see Table 3.7).

Table 3.7 - Vehicle Ownership

Vehicles per household	Hertsmer e	Hertfordshi re	East of England	Englan d
0	18	18	20	27
1	41	42	44	44
2 or more	41	40	36	29
Average number of vehicles per household	1.36	1.34	1.27	1.11

Data Source: 2001 Census. Crown Copyright

- 3.78 Car ownership is increasing, with the proportion of car-free households falling by 4% from 1991 to 2001, while the number of 2 and 3+ car households rose by 4% and 1% respectively. Trends indicate that car ownership in Hertsmere will continue to increase. A sample survey undertaken by the Borough Council in 2006 indicated that average ownership had risen to 1.6 cars per household.
- 3.79 Hertsmere also has relatively low levels of walking and cycling compared to other local authorities. Of journeys to work, only 1.1% were made by cycling, the lowest level in Hertfordshire (average 1.8%). This has declined by 0.3% since 1991. Similarly, only 8% of Hertsmere's residents walked to work, below the average of 8.8% for Hertfordshire, and 10% for England and Wales. The location of employment relative to place of residency may be a factor.
- 3.80 The Borough has a higher level of train usage for journeys to work (13.8%) than the County (10.5%), East of England (6.9%) and National levels (7.4%), reflecting the good rail connections and the large number of residents that commute to London to work. However, despite the good north/south rail connections radiating from London, there are no east-west rail links within the Borough. As a result rail does not feature prominently in school, leisure or shopping journeys.
- 3.81 Bus use for work journeys in Hertsmere is 4.1%, which is above the average for the County (3.2%), similar to the average for the East of England (4.0%), although significantly less than that for England as a whole (7.5%).
- 3.82 Without the LDF to promote alternative modes, the role of the private car as the preferred mode of transport in the Borough is likely to be consolidated. Through promoting alternative uses and locating new development so as to minimise the need to travel, the LDF can help to stabilise or reduce the number of car journeys bringing resultant benefits in terms of reducing congestion, improving air quality and controlling carbon emissions and promoting healthier lifestyle choices.

Pressures on Landscape Character

Relevance to SEA: Material assets, landscape

- 3.83 Approximately 80% of the Borough is Green Belt, much of it high quality landscape area, which provides Hertsmere with a high quality living environment. PPG2 recognises the importance of Green Belts, and is echoed as a priority in the Community Strategy.
- 3.84 The Panel Report into the East of England Plan, published in June 2006, and the subsequent Inspector's proposed changes, proposes a target for Hertsmere to provide 5,000 new homes between 2001 and 2021. While the Council has in the past been able to achieve the vast majority of new dwellings on previously-developed land, Green Belt and other open land is likely to come under considerable pressure in the LDF plan period.
- 3.85 The LDF can help to ensure that, wherever possible, the integrity of the existing landscape character is upheld and, where development is deemed necessary, ensure that any detrimental impacts are prevented, minimised or mitigated so far as is possible.

Pressures on Urban Character

Relevance to SEA: Material assets, cultural heritage

- 3.86 Hertsmere contains distinct urban settlements, with each tending to act as a separate community. Local residents' interests therefore tend to be directed towards the urban area where they live. As a result, there is considerable local interest in maintaining the distinctive characteristics of each urban area. Appendix B identified the protection and enhancement of the built environment, both historic and contemporary, as key themes arising in numerous policy documents.
- 3.87 Urban character could come under pressure from the need to accommodate additional development over the next plan period, for example housing requirements in the draft RSS. It is also potentially in conflict with the desire to protect greenfield land from further development. Balancing these pressures therefore presents a key challenge for the LDF.

- 3.88 The LDF can protect urban character by demanding that new developments incorporate the highest quality of design and, especially in relation to Conservation Areas and listed buildings, ensure that the character of surrounding areas is respected and maintained or enhanced.

Increasing Energy Efficiency and Renewable Energy Sources

Relevance to SEA: Air, climatic factors

- 3.89 Energy and resource efficiency is a distinct priority at the international level, reflected in a number of EU directives and national policy documents and recognised as a key theme of the policy documents studied.
- 3.90 The amount of energy obtained in the East of England from renewable sources, 0.45%, is low compared to the UK average (2%). Total potential renewable resources are equivalent to 40% of energy used. The region has a target of 14% of energy from renewable sources by 2010.
- 3.91 With the exception of some Housing Condition Surveys, the Council does not have detailed statistics on energy efficiency in existing buildings. Anecdotal evidence suggests that new buildings are not optimising energy efficiency opportunities. However, the County Council has recently published its sustainable design guide, Building Futures, for public consultation. This document includes guidance on a number of key themes including energy efficiency and renewable energy.
- 3.92 A key sustainability challenge for Hertsmere will be to encourage designs that use less energy, and proposals that provide renewable energy sources. Without the LDF this goal is unlikely to be achieved.

Air Quality, Especially on Main Transport Routes

Relevance to SEA: Air, human health, climatic factors

- 3.93 The need to prevent the deterioration of air quality is closely intertwined with the key issue of improving health and well being and, as such, is widely quoted as an objective in international, national and regional policy. The Environment Act 1995 requires local authorities to undertake air quality reviews. In areas where an air quality objective is not anticipated to be met, local authorities are required to establish air quality management areas (AQMA) and implement action plans to improve air quality.
- 3.94 An air quality 'Updating and Screening Assessment' conducted for the Council in 2003 concluded that the UK air quality objectives will not be met for nitrogen dioxide in Hertsmere. The annual mean for nitrogen dioxide is likely to be exceeded in Hertsmere, mainly at locations in close proximity to the M25 and M1 and in the urban centres of Potters Bar and Borehamwood.
- 3.95 Although the 2003 PM¹⁰ objectives were being met, it was predicted that the lower PM¹⁰ objectives to be introduced in 2010 would not. These were forecast to be exceeded at many locations throughout Hertsmere, particularly at South Mimms Service Station and properties in Potters Bar which are very close to Junction 24 of the M25.
- 3.96 The Council, as required by the National Air Quality Strategy, has therefore established six AQMA. An updated screening exercise in 2006 confirmed that the levels of nitrogen dioxide had continued to exceed air quality objectives, however this was contained within the existing AQMA and no further detailed assessments are recommended.
- 3.97 The primary source of these pollutants is motor vehicle emissions, as there are no major industrial sources of these pollutants in Hertsmere. As Motorways and trunk roads passing through the Borough provide the main source of these pollutants, regional and national initiatives to reduce traffic congestion, vehicle use and emissions will play an important role in dealing with this issue.

- 3.98 At the local level, encouraging the use of alternative modes and reducing the need to travel can help improve air quality through the reduction of car journeys with the LDF being one potential vehicle through which this can be promoted.
- 3.99 In terms of environmental impact, there are clearly overlaps between the identified key sustainability issues of air quality, energy efficiency and motor vehicle use as all impact upon the key areas of human health, air and climatic factors.

Water Supply and Demand

Relevance to SEA: water, material assets

- 3.100 The south east is one of the driest areas in the UK. Yet at 191 litres per person per day, average water consumption is 28 litres above the national average. Long, hot summer days, high expectations in gardens and an increased use of power showers and other water-hungry domestic appliances, are just some of the many reasons behind the ever-increasing demand for water. The need to improve water quality and supply is reflected in the EU Water Framework Directive.
- 3.101 Hertsmere's water is supplied by Three Rivers Water, which draws approximately 55 per cent of the water from groundwater sources, while the remainder is taken from surface sources on the River Thames and from Grafham Water.
- 3.102 Mapping included in the draft RSS indicates that most of the region's groundwater resources are broadly in balance, but no further resources are available for abstraction. In some areas surface and groundwater abstraction already exceeds sustainable limits.
- 3.103 Water availability is likely to be a constraint to large-scale development in the region. This influences not just water supply for people but also habitats and biodiversity. Key issues for the LDF will include how new development can be accommodated within water supply constraints, and how to reduce water consumption and leakage.

Reducing Waste and Increasing Recycling

Relevance to SEA: water, material assets

- 3.104 Waste reduction and recycling was identified in Section 2 as a key environmental theme, with a number of national and regional policy objectives identified.
- 3.105 The proportion of household waste that is recycled in Hertsmere has been below the National target rate for some time, and has similarly lagged behind the average recycling rate for the county, region and nation. The Government's recycling target will increase to 30% by 2010, while Hertfordshire councils have voluntarily agreed to a much higher target of 50% of waste being recycled or composted by 2012. In 2007/08 Hertsmere's recycling rate of 16.8% was above the target for that year, which was 14.0%. In 2007/08 12.3% of waste was composted.
- 3.106 The majority of the remaining rubbish is currently buried in landfill in Hertfordshire, Bedfordshire and Essex (although these existing landfill contracts will expire during the course of the LDF).
- 3.107 A recent Council survey showed that 50% of all residents surveyed felt that a lack of space at home to store recyclables was a barrier to increasing recycling; rising to 70% for those residents living in flats.
- 3.108 Reducing waste production, increasing recycling, and disposing of non-recyclable waste remain key sustainability issues for the borough. Associated issues will involve the need to provide recycling storage and collection facilities in new developments, minimising construction waste (including through the recycling of materials in new development), and potentially accommodating new recycling and composting facilities within the Borough.

High Susceptibility of the Chalk Aquifer to Pollution

Relevance to SEA: Human health, water

- 3.109 Much of the Borough's groundwater drinking resource is held within the chalk aquifer which, although protected in places by clay strata, is permeable and, as such, susceptible to pollution. The EU Water Directive identifies maintenance of drinking water supply as a key priority while numerous documents seek to limit sources of pollution.
- 3.110 The LDF can assist in the aquifers protection by introducing sustainable measures and precluding development likely to have a detrimental impact upon water quality.

Existence of Nationally and Locally Designated Nature Conservation Sites

Relevance to SEA: Biodiversity, fauna, flora, material assets, landscape

- 3.111 In 2009 the baseline data has identified 40.80 hectares of Sites of Special Scientific Interest, 86.16 hectares of Local Nature Reserves and 884.48 hectares of Wildlife Sites in the Borough. These sites have been designated for their nature conservation value and provide valuable habitat for numerous species.
- 3.112 Surveys of a number of key bird species has revealed falling numbers at the regional and national level, partly a reflection of loss of suitable habitat to other uses. Consequently, the need to conserve and enhance natural habitats and biodiversity emerges as a key theme in a number of international, national, regional and local policy documents.
- 3.113 Development pressure can pose a threat to these designated areas, particularly where they occur within built up areas. The LDF can assist in securing the continued protection of such sites through the provision of suitable policy protection and, where development is required, ensuring that suitable mitigation or replacement measures are put in place to minimise impact.

Increasing Greenhouse Gases Emissions (GHG) in Particular CO₂

Relevance to SEA: Climatic Factors

- 3.114 In 2007 Hertsmere total CO₂ emissions were equivalent to 895,000 tonnes. In the same year per capita emissions (9.2 tonnes) were higher than the regional (7.8 tonnes) and national (8.5 tonnes) averages. The highest proportion of CO₂ emission in Hertsmere was derived from road transport emissions (397,000 tonnes, equivalent to 44.3% of the total CO₂ emissions), followed by industry and commercial emissions (250,000 tonnes equivalent to 28.0% of the total CO₂ emissions) and domestic emissions (246 tonnes equivalent to 27.5% of the total CO₂ emissions).
- 3.115 The LDF can assist in reducing CO₂ emissions, particularly through influencing new development; both through consideration of location issues as well as building design standards such as Code for Sustainable Homes and Building Research Establishment Environmental Assessment Method (BREEAM) and the use of low carbon and renewable energy.

Social Issues

Housing affordability

Relevance to SEA: Population

- 3.116 Housing affordability is a significant issue for the Borough. Hertsmere's high house prices are a direct consequence of its attractiveness as a place to live surrounded by Green Belt and within easy commuting distance from London. This places pressure on the desire to meet identified housing needs and allow everybody the opportunity of a good home, as expressed in the documents identified under this theme in Table 3.5.
- 3.117 A report prepared by the Joseph Rowntree Foundation Report (2003) identifies Hertsmere as the least affordable district in Hertfordshire for a person on an average income to purchase a home –

see Table 3.8. It is also the 2nd least affordable in the East of England after Cambridge, and the 31st least affordable local authority area in England.

Table 3.8 - House Price to Income Ratios

	Ratio of average house price for 2-3 bed home to average household income
Hertsmere	5.34
Hertfordshire	4.65
East of England	4.27
England	4.11

- 3.118 Females are more disadvantaged than males when it comes to affordability. The average price of a detached dwelling is 18.49 times the average female income in the borough, while a flat/maisonette costs 5.01 times the average annual income for women. All ratios for men and women in Hertsmere are above the average for Hertfordshire and for England.
- 3.119 Housing costs also affects the ability of the “key workers” of the Borough to live here and makes the recruitment and retention of young professional staff particularly difficult. In a recent survey of the Borough, residents ranked housing affordability as the 3rd most important issue needing to be addressed in Hertsmere, after fear of crime and roads.
- 3.120 These factors have clear implications for the development of policies in the LDF. High demand for housing in the Borough is likely to continue to fuel rising house prices leading to a further widening of the income / house price gap.
- 3.121 The LDF can play a key role in ensuring the delivery of additional housing provision to help satisfy both new and latent demand for housing in the Borough. Clear policies relating to housing mix and affordable housing can help to provide a range of appropriate accommodation in terms of both unit size and tenure, including additional provision for social rented, shared ownership and key worker housing.

Reducing Inequality

Relevance to SEA: Population, human health

- 3.122 Hertsmere is a relatively affluent area with a low crime rate, good education and low unemployment. However it does contain pockets of social deprivation, with Borehamwood having some of the most deprived wards in Hertfordshire, particularly with respect to indicators such as income and child poverty. On the other hand one of the super output areas in Aldenham West ward is one of the least deprived areas in the Country. There are also some smaller pockets of deprivation in North Bushey, Potters Bar and the Battlers Green area of Radlett.
- 3.123 Combating poverty and social exclusion and ensuring equality of opportunity is a key objective of numerous regional policy documents in recognition of the fact that the region as a whole is largely affluent though contains significant pockets of deprivation.
- 3.124 As with housing affordability, ensuring the delivery of new housing and a suitable mix of tenures and accommodation types is one means of reducing inequality and there are clear synergies between the two issues.
- 3.125 Through detailed design considerations, the Core Strategy and subsequent DPDs can help to design out crime in new developments and create integrated communities in line with Government aspirations whilst there are also potential overlaps with economic indicators, notably through ensuring the provision of local employment opportunities and services.

Reducing the Fear of Crime

Relevance to SEA: Human health

- 3.126 Within a national context, Hertsmere enjoys relatively low crime rates. Hertfordshire has one of the lowest crime rates of all county areas in England and Hertsmere's crime rate is just above the county average. However, crime and the fear of crime rate highest in recent opinion surveys amongst Hertsmere's residents as areas requiring improvement in their neighbourhood.
- 3.127 Further work is therefore required to help make sure that Hertsmere's residents feel safe and secure in their homes and in public places with LDF policies one potential means of achieving this through positive planning and design.

Population Growth and demographic make-up of the Hertsmere's population

Relevance to SEA: Population

- 3.128 The population estimates for Hertsmere have seen a falling population between the 2001 Census and 2004, in contrast to rises at the county, regional and national level. However, between mid-2007 and mid-2008 the population grew from 97,000 to 98,700 with the predominant population age being between 30 and 44. The ONS predicted in 2004 that the borough population would rise to 103,000 by 2021 and 107,000 by 2028.
- 3.129 In 2008 the age structure of the Borough was broadly comparable to that of Hertfordshire and England though Hertsmere had a slightly lower proportion of its total population in the 15-29 age group and a slightly higher percentage of 75 and over age group.
- 3.130 The LDF policies can play a role in considering specific needs for all age groups and for those in special needs, such as special access facilities and community transport schemes for the increasing aged population.

Developing the SA Framework

- 3.131 The next task in the SA is the development of the sustainability appraisal framework. The SA Framework is a key component in completing the SA by synthesising the baseline information and sustainability issues into a systematic and easily understood tool that allows the prediction and assessment of effects arising from the implementation of the Local Development Framework. Although the SEA Directive does not specifically require the use of objectives or indicators in the SEA process, they are a recognised and useful way in which environmental effects can be described, analysed and compared at key stages of the Local Development Framework development.
- 3.132 From the information gathered in the previous tasks, 21 sustainability objectives have been identified for Hertsmere:
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

- 3.133 These objectives will form the framework against which all DPDs and SPDs arising from Hertsmere's Local Development Framework will be assessed to evaluate whether or not they are likely to have a significant positive or negative effect and to ensure that the identified social, economic and environmental effects are given due consideration in the plan making process.
- 3.134 Although not specifically required by or presented in the SEA directive or the Town and Country Planning Regulations, sustainability appraisal objectives have been widely embraced as a means of assessing the sustainability of proposed plans at a strategic level. The objectives have been developed by considering relevant sustainability objectives in contextual policy and plan documents (as shown in Appendix B), and integrating them in a manner considered to be best suited to the characteristics of Hertsmere.
- 3.135 Table 3.9 sets out Hertsmere's proposed sustainability appraisal framework under the broad headings of social, environmental and economic objectives. The analysis of the likely cumulative effects in Table 3.6 helped identify the SEA objectives that consider cumulative effects in the assessment process. As well as the identified objectives, the table sets out the indicators that will be monitored to see whether the objectives and any relevant targets are being achieved.
- 3.136 Indicators have been chosen to align as closely as possible with relevant regional and national indicators where appropriate, and with other local indicators such as those included in Hertsmere's Best Value Performance Plan.
- 3.137 A specific target or broad target direction has been established against each indicator. Future monitoring and updating of the baseline information will help to establish progress against these targets and determine whether plan documents are producing the desired impact.
- 3.138 The right-hand column of the table relates each objective to the relevant topics that the SEA Directive requires to be addressed.

Table 3.9 - SA Framework

No	SA Objective	Potential Indicators	Target	SEA Topics
Social				
1	To improve educational achievement, training and opportunities for lifelong learning and employability	% of economically active population with no qualifications	Decrease during plan period	Population
		% of economically active population with NVQ3 or higher qualifications	Increase during plan period	
		% of adults with basic numeracy and literacy skills	No target identified	
2	To ensure ready access to essential services and facilities for all residents*	Proximity of services to population - % of population within threshold distance from services-	Increase year on year	Population, Human Health
		% of Borough deficient in various types of open space	Decrease during plan period	
		% of new development within 1 km of good public transport links	% increase year on year during plan period.	
3	To improve the quality and affordability of housing	% of dwellings not meeting the 'decent homes' standard	Decrease year on year	Population, Material Assets, Human Health
		House price to income ratio	Decrease year on year	
		Number of people on housing waiting list and average time on list	Decrease year on year	
		% of affordable housing	Sites more than 15 units or greater than 0.5ha proportion of affordable housing should comprise 40% of total housing.	
4	To reduce poverty and social exclusion and promote equality of opportunities	% of people claiming job seekers allowance who have done so for a year or more	Decrease during plan period	Population
		% of under 16s living in income deprived families	Decrease during plan period	
5	To reduce and prevent crime, fear of crime and anti-social behaviour	Total crime per 1000 population	Decrease year on year	Population, Human Health
		Crime by type (vehicle, burglary, violent) per 1000 population	Decrease year on year	
		Fear of crime: % of residents that feel safe/very safe living in Hertsmere	Increase year on year	

No	SA Objective	Potential Indicators	Target	SEA Topics
6	To improve population's health and reduce inequalities both geographically and demographically*	Life expectancy (by gender)	Increase during plan period	Population, Human Health
		General health: % of people describing their health as a) Good, b) Fairly Good, c) Not Good	Increase % describing their health as good during plan period	
		Death rate by type (CHD, cancer, suicide, accidents) per 1000 population	Decrease rate during plan period	
Environmental				
7	To make the most efficient use of previously land developed land and existing buildings before Greenfield sites	Total ha of greenbelt land	Zero change year on year	Soil, Biodiversity
		Net change of ha of Greenfield land from previous year	Zero change year on year	
		% of new development built on previously developed land	100%	
		Number of empty properties	Decrease number of empty homes on the housing register	
		% of new housing built at more than 30dph dwellings per hectare	100%	
8	To reduce contamination and safeguard soil quality and quantity	Agricultural land by grade (ha)	Target not appropriate	Soil
		% of planning permissions granted resulting in loss of grades 1,2 and 3a agricultural land	Zero loss during plan period	
9	To protect and enhance landscape character, historic buildings, archaeological sites and cultural features of importance to the community	Number and % of listed buildings in good condition, at risk or lost	Increase % in good condition	Landscape, Heritage
		Number and % of ancient monuments in good condition, at risk or lost	Increase % in good condition	
		Total ha of Areas of Outstanding Natural Beauty	Target not appropriate	
		Total area of Conservation Areas	Zero change year on year	
		Net change of ha of Outstanding Natural Beauty from previous year	Zero change year on year	
10	To maintain and enhance the quality of countryside and landscape*	Area and type of landscape character areas	Target not appropriate	
		Landscape character areas (quality/quantity) affected by proposals/policies (using LCA tool)	No net loss in area of landscape character areas	
		Total ha of Green Belt	Target not appropriate	

No	SA Objective	Potential Indicators	Target	SEA Topics
		Net change of ha of Green Belt from previous year	Zero change year on year	
11	To reduce dependence on private car and achieve modal shift to more sustainable transport modes*	% of households with 0, 1 or 2+ vehicles	No target identified	Air, Climatic Factors
		Average number of vehicles per household	No target identified	
		Modal split for journeys to work, shopping, school and leisure	To increase the percentage of journeys to work by non –car modes year on year	
		% population working from home	Increase year on year	
		Length of greenways/cycleways per head of population	Increase year on year	
		% of footways and cycleways that are assessed as easy to use	Increase year on year	
		Number of green travel plans	Increase during plan period	
12	To protect and enhance wildlife and habitats which are important on an international, national and local scale*	Number, area and condition of international, national, regional and locally designated sites	No loss of sites and improve condition during plan period	Biodiversity, Fauna, Flora
		Population of protected species including wild and farmland birds	Increase during plan period	
		Number, area and condition of all BAP habitats	No loss of sites and improve condition during plan period	
		Number of proposals which provide opportunities for building-in beneficial features as part of good design	% increase year on year	
		Number of proposals resulting in the potential loss or damage to designated sites	Decrease year on year	
13	To improve the quality of surface and ground waters*	River biological and chemical water quality classification	Good quality status to be achieved by 2010 Source: Water Framework Directive	Water, Biodiversity, Fauna, Flora
		Number of developments incorporating Sustainable Urban Drainage Systems	100%	
14	To minimise water consumption	Water consumption per capita (l/head/day)	Decrease during plan period	Water

No	SA Objective	Potential Indicators	Target	SEA Topics
		Number of planning applications promoting water saving devices or recycling of greywater	100%	
15	To minimise the risk of flooding taking account of climate change*	Number of properties affected by flood risk	Decrease during plan period	Water
		% of new development in flood risk areas	% change year on year.	
16	To improve local air quality*	Number of days when air pollution is moderate or high for PM ₁₀	To meet National Air Quality Standards	Air
		Levels of main air pollutants	To meet National Air Quality Standards	
		Number and area of Air Quality Management Areas	Decrease year on year	
17	To reduce greenhouse gas emissions*	CO2 emissions per sector	To help contribute towards the UK target of 20% reduction in CO2 emissions by 2010	Air, Climatic Factors
		CO2 emissions per capita		
18	To minimise the need for energy, increase energy efficiency, and to increase the use of renewable energy	% of energy generated from renewable sources	10% of 1,000sqm or 50+ dwellings as per RSS	Climatic Factors, Material Assets
		Number of planning applications promoting energy efficient design and/or renewable energy	To help contribute towards the UK target of 10% renewable energy target by 2010	
19	To reduce the generation of waste and encourage re-use and recycling of waste	Household, commercial, construction, demolition and industrial tonnage per year	Reduce tonnages year on year	Climatic Factors, Material Assets
		% of waste arisings by type recycled	To recycle or compost at least 30 % of municipal waste by 2010 and 33% of municipal waste by 2015 Source: UK Waste Strategy, 2000	
		% of waste arisings by type composted	To recycle or compost at least 30 % of municipal waste by 2010 and 33% of municipal waste by 2015 Source: UK Waste Strategy, 2000	

No	SA Objective	Potential Indicators	Target	SEA Topics
		% of waste arisings by type landfilled	By 2010 to reduce biodegradable municipal waste landfilled to 75% of that produced in 1995; by 2013 50% and 2020 35%. <i>Source: UK Waste Strategy, 2000</i>	
Economic				
20	To provide a prosperous, balanced and stable economy*	Breakdown by employment sector	Target not appropriate	Population, Material Assets
		Number of new VAT registrations per year	Increase year on year	
		Net change in VAT registered businesses from previous year	Increase year on year	
		Gross Value Added per worker	Increase year on year	
		Unemployment rate (%)	Decrease year on year	
21	To sustain and enhance the viability and vitality of town centres	Vacant floorspace	Decrease during plan period	Population
		Net loss of retail floorspace	% change year on year	
		Number and type of planning permissions in town centres	Target not appropriate	
		% retail floorspace in centre vs out-of-centre	Increase	

* - Indicate SEA objectives that consider cumulative effects.

Compatibility of Objectives

- 3.139 Initial work on the Hertsmere Core Strategy identified a set of objectives to achieve the overall vision for the area. These were:
- To provide the spatial policies necessary to deliver the land use requirements of the Hertsmere Together Community Strategy;
 - To protect the Green Belt;
 - To maintain an adequate supply of suitable land, concentrated on brownfield sites within towns, to accommodate expected development needs and supporting community infrastructure;
 - To assist the community's need for affordable housing;
 - To address issues arising from climate change and flooding and to take advantage of water and other natural resources responsibly;
 - To protect and enhance the built heritage of Hertsmere;
 - To protect and enhance the environment in Hertsmere by addressing local causes and impacts of pollution;
 - To raise levels of access by seeking development in locations not dependent on access by car and by requiring the provision of accessible buildings;
 - To promote safe, healthy and inclusive communities, respecting the diverse needs of the whole Borough;
 - To support businesses of all sizes and to help promote local skills;
 - To provide a planning framework which promotes sustainable and competitive economic performance;
 - 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 widely accessible centres;
 - To protect and enhance local biodiversity within both developed and undeveloped areas;
 - To secure efficient land use through well-designed development reflecting the size, pattern and character of settlements in Hertsmere;
 - To promote rural diversification and sustainable access to the wider countryside wherever possible.
- 3.140 Table 3.10 provides an initial compatibility matrix to identify to what extent the Local Development Framework objectives are compatible with the proposed SA objectives that have been outlined in Table 3.9. Overall, the majority of Core Strategy objectives are compatible with social and economic SA objectives. However, the compatibility for a number of Core Strategy objectives, in particular social and environmental, is considered to be dependent on the nature of implementation measures.

Table 3.10 - Initial Compatibility Matrix between the Core Strategy and SA Objectives

SA Objectives	Core Strategy DPD Objectives														
	To provide the spatial policies necessary to deliver the land use requirements of the Community Strategy.	To protect the Green Belt.	To maintain an adequate supply of suitable land, concentrated on brownfield sites within towns, to accommodate expected development needs and supporting community infrastructure.	To assist the community's need for affordable housing	To address issues arising from climate change and flooding and to take advantage of water and other natural resources responsibly	To protect and enhance the built heritage of Hertsmere	To protect and enhance the environment in Hertsmere by addressing local causes and impacts of pollution	To raise levels of access by seeking development in locations not dependent on access by car and by requiring the provision of accessible buildings.	To promote safe, healthy and inclusive communities, respecting the diverse needs of the whole Borough.	To support businesses of all sizes and to help promote local skills.	To provide a planning framework which promotes sustainable and competitive economic performance	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 widely accessible centres.	To protect and enhance local biodiversity within both developed and undeveloped areas.	To secure efficient land use through well-designed development reflecting the size, pattern and character of settlements in Hertsmere.	To promote rural diversification and sustainable access to the wider countryside wherever possible.
To improve educational achievement, training and opportunities for lifelong learning and employability	✓														
To ensure ready access to essential services and facilities for all residents	✓	?	✓					✓				✓			✓
To meet identified housing needs and improve the quality and affordability of housing	✓		✓	✓											
To reduce poverty and social exclusion and promote equality of opportunities	✓			✓					✓	✓	✓				✓
To reduce and prevent crime, fear of crime and anti social behaviour	✓								✓						
To improve population's health and reduce inequalities both geographically and demographically	✓			✓			✓	?	✓						
To make the most efficient use of previously developed land and existing buildings before Greenfield sites	✓	✓	✓		✓			✓				✓	✓	✓	
To reduce contamination and safeguard soil quality and quantity	✓		✓				✓						✓	✓	
To protect and enhance landscape character, historic buildings, archaeological sites and cultural features of importance to the community	✓	✓	?			✓		?							?
To maintain and enhance the quality of countryside and landscape	✓	✓	✓										✓	✓	?
To reduce dependence on private car and achieve modal shift to more sustainable transport modes	✓				✓		✓	✓				✓			?
To protect and enhance wildlife and habitats which are important on an international, national and local scale	✓	✓	?				✓	?					✓	✓	?
To improve the quality of surface and ground waters	?						✓	?					✓		
To minimise water consumption	?				✓			?							
To minimise the risk of flooding taking account of climate change	?				✓			?							
To improve local air quality	?				✓		✓	✓	✓			✓	✓		
To reduce greenhouse gas emissions	?				✓		✓	✓				✓	✓		
To minimise the need for energy, increase energy efficiency, and to increase the use of renewable energy	?				✓		✓								
To reduce the generation of waste and encourage re-use and recycling of waste	?						✓								
To provide a prosperous, balanced and stable economy	✓	?	✓	✓	✓		✓		✓	✓	✓	✓		✓	✓
To sustain and enhance the viability and vitality of town centres	✓	?	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

✓ Broadly compatible
 ✗ Potential conflict
 Not relevant
 ? Dependent on nature of implementation measures

4. Strategic Options

Introduction

4.1 Stage B2 of the SA process seeks to develop and refine options for the Core Strategy.

4.2 The SEA Directive requires that the Environmental Report should consider:

'reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme' and give 'an outline of the reasons for selecting the alternatives dealt with' (Article 5.1 and Annex 1h).

Identification of Core Strategy Strategic Options

4.3 HBC has undertaken a process of identifying the options to achieve the themes of the Core Strategy. The following issues were considered in identifying the various Core Strategy Options.

- The key sustainability issues and opportunities/implications for the Core Strategy as identified by the Sustainability Appraisal Scoping Report and the consideration of consultation responses to this document;
- Consideration of the responses to the Issues and Options Consultation undertaken between September and November 2005, when stakeholders and other consultees were asked to identify the main issues facing the area;
- Regional and national policy guidance;
- Strategies and plans with spatial implications relating locally to Hertsmere.

4.4 As a result of the above process strategic policy options have been identified by the Council for each of the Core Strategy Themes. The options identified for the delivery of each of the Core Strategy Objectives are presented in Table 4.1.

Working Towards the Preferred Option

4.5 It is not the role of the SA to determine which of the options should be chosen as the basis for the preferred option. This is the role of those who have to decide which option is appropriate. The SA should, however, help identify the most sustainable option overall, or different options that promote the different dimensions of sustainability (social, environment, and economic).

4.6 Table 4.1 provides a summary of the comparison of options under the three sustainability dimensions: social, environmental and economic. Details of the assessments are provided in Appendix D.

4.7 A simplified approach has been taken in order to give an indication of the most sustainable options. The approach assumes that all SA objectives are equally important and thus option(s) with the most positive effect overall are noted as being most sustainable option(s) whilst those with less positive effects are noted as being less sustainable. As emphasised in the methodology outlined in Section 2, this assessment has been undertaken using expert and professional judgement.

4.8 Following the appraisal, the Council took into consideration, where possible, the recommendations emanating from the assessment of the various options in developing their preferred policies for the Core Strategy. In the Preferred Options Document, which was accompanied by the previous version of this SAR) it set out the main findings from the consultation on the Issues and Options as well as the findings on the options appraisal. It also provided a justification for why a particular option was taken forward and highlighted where this conflicted with the recommendations emanating from the options sustainability appraisal.

- 4.9 Table 4.2 illustrates how the Core Strategy themes, taking into account the recommendations of the SA options appraisal, were originally formulated into a set of Core Policies.
- 4.10 The Core Strategy policies have evolved since the Issues and Options Paper and since the SA options appraisal. The policies have been refined through consultation between the Council and the SA Team (see Section 5.).

Additional Assessment of Alternative Growth Options (2010)

- 4.11 The previous revision of the Core Strategy Consultation Document required the consideration of options for potential development growth due to the anticipated revocation of the East of England Plan. Previously housing targets were set by the Secretary of State through a regional plan, but with the anticipated revocation of the East of England plan, HBC has decided to set its own housing target to 2026, which needed to be justified and based on a sound evidence base. To that end HBC considered the following five options:
1. 2,300 dwellings;
 2. 3,200 dwellings;
 3. 3,900 dwellings;
 4. 5,300 dwellings; and
 5. 6,750 dwellings.
- 4.12 The SA of these options forms part of the evidence base for setting the local housing growth target. Table 4.3 provides a summary of the comparison of options under the three sustainability dimensions: social, environmental and economic. Details of the assessments and description of the options are provided in Appendix G.
- 4.13 The Council took into consideration the findings of the appraisal in deciding on their preferred approach by taking forward option 2, the most sustainable option overall at the time of the assessment (2010). The revised number of dwellings set out in the 2011 revised Core Strategy document represents an evolution of the assessed option 2. This is demonstrated in Table 4.4.

Assessment of options for employment development, November 2011

- 4.14 During the preparation of the latest revision of the Core Strategy Consultation Document, the Council considered additional alternative options for accommodating new and existing employment development and other competing land uses, comprising the following:
- Do not allow the release of any existing designated employment land;
 - Allow the release of existing employment land with no compensatory designations;
 - Designate new business park / extension to an Employment Area;
 - Safeguard land for a new business park / extension to an Employment Area within the built up areas of an existing settlement;
 - Safeguard land for a new business park elsewhere;
 - Safeguard land for an extension of the Stirling Way / Station Close / Otterspool Way / Centennial Park Employment Area
 - Safeguard land for an extension of to existing employment area of Elstree Way, Borehamwood and Cranborne Road, Potters Bar.
- 4.15 The SA of these options forms part of the evidence base for accommodating new and existing employment development. Table 4.5 provides a summary of the comparison of options under the three sustainability dimensions: social, environmental and economic. Details of the assessments and description of the options are provided in Appendix G.

- 4.16 The Council took into consideration the findings of the appraisal in deciding on their preferred approach by taking forward option 7, the most sustainable option overall. This is demonstrated in Table 4.6.

Table 4.1 - Summary Assessment of Strategic Options

Option	Performance			Comments
	Economic	Environmental	Social	
Option 1: Maintain the current policy position (Borehamwood / Potters Bar first)	+/-	++/-	+/-	This policy theme seeks to identify the location and scale of development in Hertsmere using a hierarchy of settlement approach. All options are assessed as having a mixture of negative and positive effects which demonstrates the complexity in identifying the most sustainable option for this policy theme.
Option 2: Flatten / remove hierarchy	+/-	+/--	+/-	
Option 3: Accessibility based approach	++	++/-	++	Option 4, the “do nothing” is assessed as having negative effects overall across all three dimensions as with no policy intervention, development is allocated by market forces with no way of avoiding environmentally sensitive areas or areas which would benefit the population or economy through meeting identified demand or being in accessible locations.
Option 4: Market led / do nothing	+/-	--	+/--	
Option 5: Rural expansion	+/-	---		Option 5 is assessed as having the most negative effects on the environmental objectives due to the greater certainty with this option of Greenfield release.
Option 6: Substantial Urban Intensification	++/-	++/-	+/-	<p>Options 1, 2 and 6 have similar effects on the three sustainability dimensions.</p> <p>On the other end of the spectrum, the preferred option across all dimensions is option 3 which is the accessibility approach as this option seeks to focus development in the most accessible locations in Hertsmere which are Potter Bar, Borehamwood and to a lesser extent Radlett and Bushey. This option is assessed as having strong positive effects on social and economic objectives as this option has strong synergies with directing development to accessible areas resulting in benefits for the local population and economy of Hertsmere.</p> <p>From an environmental perspective, all options are assessed as having a mix of positive and negative effects although option 3, is assessed as having greater positive effects than the other options primarily due to focusing development in accessible locations therefore benefiting in terms of air quality and promoting more sustainable modes of transport.</p> <p>Option 3 is assessed as the preferred option for this policy theme.</p> <p>It is recommended that the negative environmental effects identified should be mitigated through amendments to the policy wording or cross referencing this policy option to environmental protection policies.</p>

Table 4.2 - Evolution of Core Policies

Core Strategy Theme	Preferred Core Policy	Conformity with SA Options appraisal
Location and Scale of New Development		
Development and Strategy and Hierarchy	Not transposed into specific policy.	
Employment Land Uses	Core Policy 7: Scale and Distribution of employment land.	
Extent of Green Belt	Not transposed into specific policy.	
Gypsies, Travellers and Travelling Show people	Core Policy 5: Gypsies and Travellers	Preferred option in line with the SA options appraisal recommendations (option 3).
Housing Targets	Core Policy 1: The Location and Supply of new homes	Preferred option in line with the SA options appraisal recommendations (option 3). However, depends on the outcome of examination of RSS14.
Retail /town centre uses/ boundaries and frontages	Core Policy 23: Town Centre Strategy Core Policy 24: Strengthening Town Centres Core Policy 25: Retail and Commercial Development in Shenley	The SA options appraisal recommended a combination of options 1,2 and 3 to be taken forward as the preferred option or recommended taking 2 options forward which would provide a hierarchy of retail settlements in Hertsmere. These recommendations were taken on board and there are 3 preferred policies outlining a retail hierarchy.
Role of safeguarded land	Not transposed into specific policy.	This was discussed with Hertsmere at the options appraisal stage where it was decided to remove this policy. The SA concluded there was no option which clearly performed the best.
Housing Delivery		
Affordable Housing	Core Policy 3: Affordable Housing	Preferred option in line with the SA options appraisal recommendations (a combination of options 2 and 3).
Elderly Housing	Not transposed into policy.	
Housing Mix, Size and tenure	Core Policy 6: Housing Mix	Unclear whether the SA influenced the preferred policy option as it seems to have been mixed with accessible housing.
Retention of Housing	This has been merged into CS1 criterion iii) the need to retain existing housing.	
Rural Exceptions	Core Policy 4: Affordable housing in rural areas on exception sites.	Preferred option in line with the SA options appraisal recommendations (option 1 – maintaining existing policy)
Delivering Sustainable Communities		
Accessible Buildings and	Core Policy 19: Accessible Buildings	Unclear whether the SA influenced the preferred policy option as it seems to

Core Strategy Theme	Preferred Core Policy	Conformity with SA Options appraisal
Lifetime homes	Core Policy 6: Housing Mix (criterion i)	have been split into 2 core policies.
Design and Sustainable Design / Construction	Not transposed into specific policy.	
Flood Risk	Core Policy 13: Environmental Impact of New Development	This policy does not specifically refer to the SA preferred option which was 'no development in the floodplain unless flood prevention/mitigation' - the preferred policy seems to be more reactive than pro-active as with the option.
Provision of Community and Leisure Facilities	Core Policy 16: Key Community Facilities	Preferred option generally in line with the SA options appraisal recommendations.
S106s/tariffs	Core Policy 18: Planning Tariffs and obligations	Preferred option generally in line with the SA options appraisal recommendations.
Transport		
Residential Parking Standards	Core Policy 21: Accessibility and Parking	Unclear whether the SA influenced the preferred policy option and reference to residential parking standards removed from preferred policy wording. Emphasis more on accessibility and assessed on a case by case basis according to location, car ownership, land use, accessibility zones and travel plans rather than on standards.
Rights of Way / Greenways / Watling Chase	Core Policy 12: Promoting recreational access to the countryside.	Preferred option generally in line with the SA options appraisal recommendations.
Travel Plans	Merged into Core Policy 21: Accessibility and Parking (criterion v)	Generally in line with SA options appraisal recommendations but may be not in correct context and/or policy.
Protecting the Urban and Rural Environment		
Allotments	Not transposed into specific policy (included in open land in CS11)	
Listed buildings, conservation areas, historic parks etc.	Core Policy 11: Protection and enhancement of the natural and built environment.	Preferred option generally in line with the SA options appraisal recommendations.
Playing Fields	Not transposed into specific policy (included in open land in CS11).	
Safeguarded Mineral Land	Not transposed into specific policy.	
Trees and Hedgerows	Not transposed into specific policy (included in open land in CS11)	
Urban Open Land	Not transposed into specific policy (included in open land in CS11)	
Wildlife Sites and Protected Species	Not transposed into specific policy (included in open land in CS11)	

Core Strategy Theme	Preferred Core Policy	Conformity with SA Options appraisal
Environmental Protection	Core Policy 13: Environmental Impact of new development Core Policy 14: Efficient use of natural resources.	Unclear whether the SA influenced the preferred policy option due to ambiguity of option wording.
Protecting Local Character	Not transposed into specific policy.	
Sustainable Transport	Core Policy 20: Development and Accessibility Core Policy 22: Promoting alternatives to the car	Preferred option 1 from SA options appraisal has been split into the preferred policies 20 and 22.
New	Core Policy 2: Phasing of new Development	This option was not appraised at the options stage.
New	Core Policy 8: Local Significant employment sites	This option was not appraised at the options stage.
New	Core Policy 9: Land Use within employment areas	This option was not appraised at the options stage.
New	Core Policy 10: Promoting film and television production in Hertsmere	This option was not appraised at the options stage.
New	Core Policy 15: Access to services	This policy was appraised to a certain extent through assessing Core Strategy Theme 16: Provision of Community and Leisure Facilities
New	Core Policy 18: Securing mixed use development	This option was not appraised at the options stage.
New	Core Policy 26: Safe and attractive evening economy	This option was not appraised at the options stage.

Table 4.3 - Summary of Assessment of Alternative Growth Options (2010)

No	Option	Performance			Comments
		Economic	Environmental	Social	
1.	2,300 dwellings	+/-	++	+/-	<p>All options are assessed as having a mixture of negative and positive effects, however, option 2 stands out as an option delivering best sustainability results overall.</p> <p>Option 1 is scored the best against the SA environmental objectives due to the lowest land take involved, the sole use of brownfield sites and location of development within the existing urban areas. However, this option is rated lower than option 2 in economic and social terms, as it may fail to deliver the required numbers of affordable homes and housing for workers.</p> <p>Option 3 performs well in economic and social terms, as it should deliver an appropriate number of housing to support the local economy and accommodate affordable housing as part of new development. However, its environmental performance is lower than that of option 2 due to a higher level of land take involved, including some use of greenfield land within the Green Belt.</p> <p>Options 4 and 5 are less environmentally sustainable, as they would require a significant land take of greenfield land within the Green Belt and development of urban extensions, affecting strategic gaps between the settlements, or development of a new 'mini-village' in the case of Option 5. These two options perform well in economic terms, as the assumption behind their development is a higher economic growth rate.</p>
2.	3,200 dwellings	+	+/-	++	
3.	3,900 dwellings	+	-	++	
4.	5,300 dwellings	++	--	+/-	
5.	6,750 dwellings	++	---	+/-	

Table 4.4 – Linkage of Alternative Growth Options with Preferred Approach (2010)

Core Strategy Theme	Preferred Core Policy	Conformity with SA Options appraisal
Distribution and level of development		
Level of development	Policy CS1: The supply of new homes	Preferred option in line with the SA options appraisal findings (e.g. the preferred option of 3,550 dwellings is an evolution of the assessed option 2 – 3,200 dwellings).

Table 4.5 - Summary of Assessment of Alternative Options for Employment Development (2011)

No	Option	Performance			Comments
		Economic	Environmental	Social	
1.	No release of any existing designated employment land	-/+	+/-	+	<p>All options are assessed as having a mixture of negative and positive effects, however, option 7 stands out as an option delivering best sustainability results overall.</p> <p>This is because the proposed extensions of employment areas in Borehamwood and Potters Bar should help keep enough employment land available over the Plan period. Extending employment areas at Elstree Way is particularly beneficial, as this is the main settlement in the Borough, and thus increasing employment opportunities there will benefit a larger proportion of the local population. Further, the proposed extensions under this option have limited impacts on the openness of the Green Belt and their location would optimise the use and value of these employment areas. Additionally, both extensions have good connectivity with Borehamwood and Potters Bar and would enable the use of public transport or other sustainable modes and help reduce the reliance on the private car and associated air pollution.</p>
2.	Allow the release of existing employment land, no compensatory designations	-	-	-	
3.	Designate new business park / extension to an Employment Area	+	-	+	
4.	Safeguard land for a new business park / extension to an Employment Area within the built up areas	+	+	+	
5.	Safeguard land for a new business park elsewhere	+	--	+	
6.	Safeguard land for an extension of the Stirling Way / Station Close / Otterspool Way / Centennial Park Employment Area	+	-/--	+	
7.	Safeguard land for an extension of to existing employment area of Elstree Way, Borehamwood and Cranborne Road, Potters Bar	++	++/-	++	

Table 4.6 – Linkage of Alternative Options for Employment Development with Preferred Approach (2011)

Core Strategy Theme	Preferred Core Policy	Conformity with SA Options appraisal
Distribution and level of development		
Level of development	Policy CS8 Scale and distribution of employment land	Preferred option in line with the SA options appraisal findings (option 7).

5. Assessment of Significant Effects of the Core Strategy Policies November 2011

Introduction

- 5.1 The SEA Directive states that in the Environmental Report, *'the likely significant effects on the environment of implementing the plan or programme....and reasonable alternatives....are [to be] identified, described and evaluated'* (Article 5.1). *The Environmental Report should include information that may 'reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme [and] its stage in the decision-making process'* (Article 5.2).
- 5.2 In addition, the SEA Directive requires the Environmental Report to outline measures to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme (Annex I (g)).
- 5.3 Existing SA guidance recognises that the most familiar form of SA prediction and evaluation is generally broad-brush and qualitative. It is recognised that quantitative predictions are not always practicable and broad-based and qualitative predictions can be equally valid and appropriate. Examples of the prediction and evaluation techniques for assessing significance of effects are expert judgement, dialogue with stakeholders and public participation, geographical information systems, reference to legislation and regulations and environmental capacity.
- 5.4 This section outlines the preferred Core Strategy policies that have been assessed, the methodology that has been used for the assessment of significant effects as part of Stage B of the SA process and provides a qualitative assessment of the policies.

Evolution of Core Strategy

- 5.5 The Core Strategy has been subject to several rounds of consultation over the period of 2006 - 2011. Each version of the Core Strategy was accompanied by the SA Report. All the previous iterations of the SA are included in the SA Appendices E, F and H.

This section focuses on the assessment of the latest set of the Core Strategy policies. The Submission Core Strategy document sets out 29 policies. This revised Core Strategy document has taken account of the feedback received during previous consultations, government guidance and recent evidence base documents. It will be submitted to the Secretary of State in January 2012 subject to Council approval. Table 5.1 shows the draft policies as of October 2011 which have been subject of the appraisal. The policies have been updated following the appraisal's findings and this is reflected in the summary assessment provided in this section below and in the report conclusions.

Table 5.1 – Draft Core Strategy Policies – October 2011

Core Strategy Policies
<p>SP1 Creating Sustainable Development</p> <p>The Council will work with Hertfordshire County Council, Hertfordshire Constabulary, NHS Hertfordshire, Registered Social Landlords and other key local stakeholders to enable development in the Borough to make a sustainable contribution to delivering the Core Strategy Spatial Vision and Strategy. Accordingly new development will be required to prioritise the efficient use of brownfield land in delivering the land use requirements of the private sector, local service providers and the different needs of the hierarchy of settlements across the Borough. There will be a focus on prioritising development 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.</p> <p>All development across the Borough should:</p> <ul style="list-style-type: none"> i) ensure a safe, accessible and healthy living environment for residents and other users of a development; ii) seek to mitigate the environmental impact of transport by promoting alternatives to the car and opportunities for linked trips; iii) be constructed and operated using a minimum amount of non-renewable resources and be required to use energy efficiently; iv) be of high quality design and appropriate in scale, appearance and function to the local context and settlement hierarchy, taking advantage of opportunities to improve the character and quality of an area; v) avoid prejudicing, either individually or cumulatively, characteristics and features of the natural and built environment; vi) minimise and mitigate the impact on local infrastructure and services; and vii) Comply with the key environmental policies and designations set out in the Core Strategy.
<p>CS1 The supply of new homes</p> <p>The Council will make provision for 3,550 additional dwellings within the District between 2012 and 2027, a development rate of 237 dwellings per year.</p> <p>In providing for the new homes and identifying new locations for development in the Site Allocations DPD, the Council will take account of:</p> <ul style="list-style-type: none"> 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.
<p>CS2 The location of new homes</p> <p>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.</p> <p>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.</p>

Core Strategy Policies
Within rural locations and in particular, Shenley, Elstree and South Mimms limited, small scale infilling on suitable sites will be supported.
<p>CS3 Phasing of Development</p> <p>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.</p> <p>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 .</p> <p>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.</p>
<p>CS4 Affordable Housing</p> <p>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 of social rented housing, affordable rent and intermediate housing.</p> <p>On qualifying sites, 35% of the housing units should be affordable, equating to an affordable housing target of 985 homes from 2012 to 2027.</p> <p>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.</p> <p>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.</p>
<p>CS5 Affordable Housing in rural areas on “Exception” sites</p> <p>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 Social Landlord. Priority will be given to sites located on previously developed land within settlements and the scale of development should not exceed the level of need identified or have adverse effects on the natural and built environment.</p>
<p>CS6 Gypsy and Travellers sites</p> <p>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.</p>

Core Strategy Policies

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.

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.

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

Core Strategy Policies

- 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.

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

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be based on an assessment of the criteria in Policy CS8.
<p>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.</p> <p>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</p> <p>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.</p>
<p>CS11 Promoting film and television production in Hertsmere</p> <p>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.</p>
<p>CS12 The Green Belt and protection and enhancement of the natural environment</p> <p>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.</p> <p>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.</p>
<p>CS13 Protection or enhancement of heritage assets</p> <p>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.</p>
<p>CS14 Promoting recreational access to open spaces and the countryside</p>

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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; and
- v) promotes uses which can be considered as appropriate in The Green Belt
- vi) will ensure that biodiversity is protected and enhanced in accordance with Policy CS12.

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 Councils 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 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) iii iv) ensuring that pollutants are minimised (including emissions to air, water, soil, light and noise);
- v) iv v) remediating land affected by instability and contamination, and maintaining appropriate distance from establishments containing hazardous substances;
- vi) v vi) ensuring efficient use is made of natural resources through their layout, design and construction, including locally sourced materials where possible;
- vii) vi vii) achieving reduced levels of energy consumption and the use of energy from renewable resources;
- viii) vii viii) making provision for waste minimisation and recycling within the development during the construction phase and following occupation; and
- ix) viii 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.

CS16 Energy and CO₂ Reductions

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<p>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:</p> <ul style="list-style-type: none"> • 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. <p>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:</p> <ul style="list-style-type: none"> • 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. <p>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:</p> <ul style="list-style-type: none"> • 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.
<p>CS17 Access to services</p> <p>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.</p>
<p>CS18 Key community facilities</p> <p>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.</p>
<p>CS19 Securing mixed use development</p>

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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.

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.

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

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in the Borough.
<p>CS22 Elstree Way Corridor</p> <p>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 accepted, in accordance the Elstree Way SPG and any subsequent guidance or agreed masterplan.</p> <p>Any development should have regard for 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. 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.</p>
<p>CS23 Development and accessibility to services and employment</p> <p>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.</p> <p>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:</p> <ul style="list-style-type: none"> it does not conflict with the Transport Objectives of the Hertfordshire Local Transport Plan(April 2011) and associated Accessibility Strategy; 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; 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 i) it contributes, where required, to the provision or funding of new infrastructure or improved public transport services and non-motorised routes.
<p>CS24 Accessibility and parking</p> <p>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:</p> <ul style="list-style-type: none"> 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.
<p>CS25 Promoting alternatives to the car</p> <p>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</p>

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<p>destinations across the Borough including:</p> <ul style="list-style-type: none"> 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. <p>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.</p>
<p>CS26 Town centre strategy</p> <p>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.</p> <p>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</p>
<p>CS27 Strengthening town centres</p> <p>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.</p> <p>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.</p>
<p>CS28 Retail and commercial development in Shenley</p> <p>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:</p> <ul style="list-style-type: none"> • 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). <p>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.</p>

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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.

Assessment Assumptions and Rationale

- 5.6 The policies were assessed against the SA Framework in Table 3.9. The majority of the policies have been assessed individually but those that share similar aims and objectives have been assessed simultaneously.
- 5.7 As already discussed in Section 2, the assessment undertaken relies heavily on professional judgement, which necessarily has an element of subjectivity. It also relies on certain assumptions about changes to people's behaviour as a result of the policies being assessed, the way development will be implemented and the way it will be influenced by other DPDs to be prepared subsequently. The following assumptions have been made in the appraisal of the Core Strategy policies:
- For the purposes of the assessment, the current and future baseline against which effects have been judged is described in Section 3 and contained in the baseline data sets in Appendix C. It assumes improving levels of health and education, whilst biodiversity, air quality, greenhouse gases, flood risk, the use of previously developed land, countryside quality, traffic congestion, and water infrastructure are predicted to worsen.
 - It is assumed that short term is 0-5 years; medium term is 6-15 years and long term is 16+ years.
- 5.8 In addition to the assumptions above the appraisal was undertaken using the assessment rationale outlined in Table 5.2. It has been developed based on the analysis of other relevant plans and programmes, the broad sustainability objectives and the key sustainability issues for Hertsmere.

Table 5.2 - Assessment Rationale

	SA Objective	Assessment Rationale
Social		
1	To improve educational achievement, training and opportunities for lifelong learning and employability	Consideration of whether policies will directly provide educational, training and learning facilities for the local population, or indirectly provide opportunities for learning (e.g. nature trails) or improve accessibility to educational or learning facilities.
2	To ensure ready access to essential services and facilities for all residents	Consideration of whether policies will improve directly or indirectly accessibility to services and facilities through siting, improved transport measures, pedestrian and cycle links, specific community facilities, and open space. Secondary effects such as improved community safety and security measures are also considered.
3	To meet identified housing needs and improve the quality and affordability of housing	Consideration of the extent to which policies will increase or decrease the supply and quality of housing appropriate to local needs and affordability.
4	To reduce poverty and social exclusion and promote equality of opportunities	The extent to which policies sought to improve access to essential facilities such as employment and housing to all sectors in Hertsmere. This includes the effects of locational policies on access, as well as the provision of transportation infrastructure in connecting such locations.
5	To reduce and prevent crime, fear of crime and anti social behaviour	The degree to which policies will reduce crime and the fear of crime through indirect measures such as incorporating design features in new development (such as additional lighting, CCTV) were considered. Direct effect on reducing vehicle, burglary and violent crime rates.
6	To improve population's health and reduce inequalities both geographically and demographically	Consideration of whether policies improve access to health facilities, and indirectly improve health for all. Secondary consideration of reducing air pollution, ensuring homes are of a decent standard, and other indirect or longer-term effects upon health. Secondary effect was also considered of improving walking and cycling infrastructure and the positive effect on improving levels of health.
Environmental		
7	To make the most efficient use of previously land developed land and existing buildings before Greenfield sites	Consideration of the extent to which policies will make the best use of land and buildings. Consideration also be given to indirect effects, such as improving accessibility since this can allow more intensive land uses.
8	To reduce contamination and safeguard soil quality and quantity	Consideration of how policies will reduce or increase soil contamination and safeguard soil quality and quantity.

	SA Objective	Assessment Rationale
9	To protect and enhance landscape character, historic buildings, archaeological sites and cultural features of importance to the community	<p>Consideration given to policies that will have a direct effect on designated Conservation Areas, listed buildings, locally listed buildings and their settings.</p> <p>In addition the extent to which there is a sympathetic integration of development on local character will be assessed.</p> <p>Secondary effects will be considered through policies that will reduce the traffic levels in the borough as well as other traffic management measures resulting in positive effects.</p> <p>Assessment of the policies against landscape character areas.</p>
10	To maintain and enhance the quality of countryside and landscape	<p>Consideration of whether policies will seek directly or indirectly, to maintain and enhance the quality of the countryside, greenbelt and open space. Policies will which seek to protect these areas in the short and medium terms will be assessed as having a positive effect.</p> <p>Assessment of the policies against landscape character areas and the extent to which the quality and quantity of the character areas are affected.</p> <p>Potential loss to the quality/quantity of tranquil areas.</p>
11	To reduce dependence on private car and achieve modal shift to more sustainable transport modes	<p>Consideration of the extent to which policies will provide sustainable modes of transport, or promote the use of such modes and restrict the use of cars, by their location, quality of the pedestrian environment, design, or information provision.</p>
12	To protect and enhance wildlife and habitats which are important on an international, national and local scale	<p>Consideration of whether policies may have a positive or negative effect on internationally and nationally designated sites and locally important habitats and species (either through fragmentation or proximity effects). Additional consideration of whether the policies will result in the conservation, enhancement or creation of habitats.</p>
13	To improve the quality of surface and ground waters	<p>Consideration of whether policies will have positive or negative effects on maintaining and improving the quality of surface and ground waters. Consideration will be given to aspects such as surface water run-off from impermeable surfaces and proximity to water courses.</p>
14	To minimise water consumption	<p>Consideration of whether policies will be efficient in their use of water.</p>
15	To minimise the risk of flooding taking account of climate change	<p>Consideration of whether policies will have positive or negative effects on tidal and fluvial flood risk.</p> <p>Consideration of whether policies will result in an increase/decrease of flooding and other climate change effects. Consideration of direct or indirect effects on reducing the risk of flooding and other climate change effects, e.g. by using sustainable drainage systems.</p>

	SA Objective	Assessment Rationale
16	To improve local air quality	Consideration of whether policies will result in reductions or increases in traffic- and industry- derived pollutant concentrations and carbon dioxide emissions. Predicted changes in road traffic numbers and the effect on the concentrations of certain pollutants (NO ₂ and PM ₁₀). Secondary effect of the use of more sustainable modes of transport, reductions in vehicle use, and changes in industrial activities and locations, leading to improvements in air quality.
17	To reduce greenhouse gas emissions	Consideration of whether policies will result in reductions or increases of greenhouse gas emissions., and to what extent.
18	To minimise the need for energy, increase energy efficiency, and to increase the use of renewable energy	Consideration of whether policies will directly reduce energy demand and incorporate renewable energy. Consideration will also be given to indirect effects, e.g. development located to reduce transport distances.
19	To reduce the generation of waste and encourage re-use and recycling of waste	Consideration of whether policies directly reduce the generation of waste and recycling of waste against standard levels expected for development, e.g. by providing recycling facilities within and near to homes. Consideration will also be given to construction waste reduction, re-use and recycling.
Economic		
20	To provide a prosperous, balanced and stable economy	<p>Consideration of whether policies will support maintaining and extending the range of wealth generating activities, including retail, leisure, recreation and tourism in addition to services, facilities and educational activities.</p> <p>A focus on sustainable development, accompanied by strategies for public transport, community infrastructure and a mix of uses</p> <p>Consideration of whether policies will reduce the number of vacant units and/or add to the diversity of the area.</p> <p>The extent to which policies will require development to be focused in existing urban centres and the expected impact of the policies on the overall quality and attractiveness of the area will be primary considerations.</p>
21	To sustain and enhance the viability and vitality of town centres	Consideration of whether policies will aim to reduce the number of vacant units and/or add to the diversity of the town centres.

Assessment Results

- 5.9 The results of the detailed assessment of the potential effects predicted to arise as a result of the implementation of the Core Strategy policies are included in Appendix J of this SA Report. The section below presents an analysis of the detailed assessment in terms of the significance of direct effects and potential cumulative effects and recommendations for improving the sustainability performance of the policies. Suggestions for mitigation of adverse effects or enhancement of positive effects are also set out.
- 5.10 Table 5.3 presents a summary of the significance of direct effects from the detailed assessment. The significance of effects is denoted using the following system of symbols:
- | | |
|-----|---|
| +++ | Strongly positive |
| ++ | Moderately positive |
| + | Slightly positive |
| 0 | No effect |
| - | Slightly negative |
| -- | Moderately negative |
| --- | Strongly negative |
| +/- | Combination of positive and negative effects / neutral effect |
- 5.11 For the purposes of analysing the results of the assessment, significant effects are those which result in strongly positive or negative effects. See section 2 for further details on appraisal methodology).
- 5.12 The assessment has been undertaken as a 'Whole Plan' assessment. This means that although the policies were appraised individually or in groups, the combined effect of all of the policies together has been recognised in assigning a score for the predicted sustainability performance against each SA Objective. This approach is considered to be more holistic and it reflects the reality of the policies of the Plan being adopted and implemented together.

Table 5.3 - Summary of the Revised Appraisal of the Core Strategy (2011)

SA Objective		SP 1 *	CS 1 & CS 2	CS 3	CS 4	CS 5	CS 6	CS 7	CS 8	CS 9	CS 10	CS 11	CS 12	CS 13	CS 14	CS 15	CS 16	CS 17	CS 18	CS 19	CS 20	CS 21	CS 22	CS 23 - 25	CS 26- 29
1	Improving education and skills	+	0	0	0	0	0	+	0	0	+	0	0	0	0	0	+	++	0	0	+	0	+	+	0
2	Improved accessibility	+++	++	++	0	0	++	+	0	0	0	0	0	++	0	0	++	++	0	+	+	+	++	+++	+
3	Housing	+++	++	+	++	++	+/-	+	0	0	0	+	0	0	0	+	-	+/-	++	+/-	++	++	++	0	+
4	Poverty and social exclusion	++	++	+	++	++	++	+	0	0	0	0	0	0	0	0	0	+	++	0	+	++	++	+	0
5	Crime and fear of crime	+	+	0	0	0	++	+	0	0	0	0	0	+	0	0	+	+	0	0	+	++	++	+	++
6	Improving health	++	+	+	0	0	++	+	0	0	0	0	0	++	0	++	+	+	0	0	+	0	++	+	0
7	Efficient use of PDL	++	++	+	0	-	+/-	+/-	0	0	0	++	0	0	++	0	0	+	0	+/-	0	0	+++	0	++
8	Reduce contamination and safeguard soil	++	+	+	0	0	+/-	+/-	0	0	0	+/-	0	0	++	0	0	0	0	+/-	0	0	+/-	+	+
9	Protect and enhance historic assets	++	+	+	0	0	-	-	0	0	0	0	+++	+	0	0	0	0	0	-	0	++	++	0	+
10	Maintain and enhance the quality of countryside and landscape	++	+	+	0	-	-	-	0	0	0	+/-	++	+	++	0	0	0	0	-	+	++	0	0	+
11	Promote sustainable modes of transport	++	+	+	0	0	+/-	+	0	0	0	0	++	+	+	0	+	0	0	+	+	0	++	+++	+

SA Objective		SP 1 *	CS 1 & CS 2	CS 3	CS 4	CS 5	CS 6	CS 7	CS 8	CS 9	CS 10	CS 11	CS 12	CS 13	CS 14	CS 15	CS 16	CS 17	CS 18	CS 19	CS 20	CS 21	CS 22	CS 23 - 25	CS 26-29
12	Protect and enhance biodiversity	+++	0	0	0	-	-	-	0	0	0	++	++	+	+++	0	0	0	0	-	+	0	+	0	+
13	Protect local water resources	++	+	+	0	0	+/-	+/-	0	0	0	0	++	0	++	0	0	0	0	+/-	+	0	-/+	+	+
14	Minimise water consumption	++	-	-	0	0	-	-	0	0	0	0	0	0	++	0	0	0	0	-	0	0	0	0	0
15	Minimise the risk of flooding	++	-	-	0	0	-	-	0	0	0	0	+++	0	++	0	0	0	0	?	+	0	+	+	+
16	Improve local air quality	++	0	0	+	+	0	+/-	0	0	0	0	++	+	+	0	+	0	0	+	+	0	+	++	+
17	Reduce greenhouse gas emissions	+++	0	0	+	+	0	+	0	0	0	0	++	+	+	+++	+	0	0	+	+	0	+	++	+
18	Increase energy efficiency and renewables	+++	0	0	0	0	0	+	0	0	0	0	0	0	+	+++	0	0	0	0	0	0	+	+	0
19	Reduce waste generation	++	-	-	0	0	0	-	0	0	0	0	0	0	0	0	0	0	0	0	+	0	-	0	0
20	Provide a prosperous, balanced economy	++	+	++	++	++	0	++	++	++	++	+	+	+	+	++	0	0	++	+	+++	0	+++	++	++
21	Create vibrant towns and villages	+	+	0	0	0	0	++	+	+	+	+	+	0	0	+	0	0	+	+	++	+	+++	+	++

*Score for Policy SP1 in this table represents an updated score after the Council has addressed the SA recommendations

SP1 - Creating Sustainable Development

- 5.1 Policy SP1 is an overarching policy which indicates how development in the Borough is to make a contribution to delivering sustainable development. It aims to deliver sustainable development by ensuring that Brownfield sites are prioritised over Greenfield and that development is targeted especially at Borehamwood. It then sets out a number of key points that the council will look to focus on that would enable a development to be considered sustainable.
- 5.2 In terms of environmental and social benefits at the time of the appraisal there were only two significant positive effects arising from this policy. The first was on SA environmental objective 7, which relates to brownfield development prioritisation and the second on SA economic objective 20 as additional development is likely to have direct moderate positive effects through providing additional employment in the building industry and creating jobs and employment in the local area.
- 5.3 Overall, at the time of the assessment the policy did not deliver many of the expected positive effects of such type of overarching policy on a number of SA objectives as it did not clearly define how sustainable development would be promoted in Hertsmere. These details have been defined in many of the other Core Strategy policies and therefore the appraisal recommended that some of the key points included in these policies should be included in Policy SP1 in order to reinforce its overarching intent. Therefore, in addition to the key points already contained within in the policy, the following was suggested to be included:
- ensure a safe, accessible and healthy living environment for residents and other users of a development;
 - ensure a safe, efficient and affordable transport system that allows access for all to everyday facilities;
 - 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;
 - minimise and mitigate the impact on local infrastructure and services;
 - 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;
 - seek the maximum level of Affordable Housing on site;
 - be constructed and operated using a minimum amount of non-renewable sources and be required to use energy efficiently. All new development or major refurbishment to incorporate energy from decentralised and renewable or low carbon sources;
 - All new residential development 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:
 - 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-residential development to achieve as a minimum BREEAM Excellent or Outstanding.
 - do not create an unacceptable level of risk to occupiers of a site, the local community and the wider environment;

- avoid prejudicing, either individually or cumulatively, characteristics and features of the natural and built environment;

5.4 It is proposed that the following bullets replace bullet vii) currently on the policy to clarify what the key environmental policies are:

- avoid inappropriate development which causes harm to the openness and appearance of the Green Belt;
- conserve or enhance the historic environment of the Borough in order to maintain and where possible improve local environmental quality;
- 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;
- 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;
- 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;
- ensure that pollutants are minimised (including emissions to air, water, soil, light and noise); and make provision for waste minimisation and recycling within the development during the construction phase and following occupation.

5.5 The recommendations above have been considered and taken on board by the Council and the updated policy now reads as follows:

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:

- *ensure a safe, accessible and healthy living environment for residents and other users of a development;*
- *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;*
- *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;*
- *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;*

- *avoid prejudicing, either individually or cumulatively, characteristics and features of the natural and built environment;*
- *minimise and mitigate the impact on local infrastructure and services;*
- *avoid inappropriate development which causes harm to the openness and appearance of the Green Belt;*
- *seek the maximum level of Affordable Housing on site;*
- *do not create an unacceptable level of risk to occupiers of a site, the local community and the wider environment;*
- *ensure a safe, efficient and affordable transport system that allows access for all to everyday facilities;*
- *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;*
- *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;*
- *do not create an unacceptable level of risk to occupiers of a site, the local community and the wider environment;*
- *conserve or enhance the historic environment of the Borough in order to maintain and where possible improve local environmental quality;*
- *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;*
- *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;*
- *ensure that pollutants are minimised, including emissions to air, water, soil, light and noise;*
- *make provision for waste minimisation and recycling within the development during the construction phase and following occupation.*

5.6 This elaboration of the policy has significantly enhanced its performance against most of the SA objectives, namely objectives 2 (improved accessibility), 3 (housing), 4 (social exclusion), 6 (health), 7 (efficient use of land), 8 (soil quality), 9 (historic assets) 10 (quality of countryside and landscape), 11 (sustainable modes of transport), 12 (enhance wildlife and habitats), 13 (water quality), 14 (water consumption), 15 (risk of flooding), 16 (air quality), 17 (greenhouse gas emissions), 18 (energy efficiency and renewables) and 19 (waste generation). The updated policy delivers significant positive effects against most of the SA objectives, as it should be expected from an overarching policy that directs the rest of the more specific policies in the Core Strategy.

CS1 -The supply of new homes

CS2 – The location of new homes

5.7 These two policies have been assessed together. Policy CS1 has been updated to reflect an increased number of houses that is to be supplied following the Strategic Housing Land Availability Assessment (SHLAA). The number of housing provision is to increase to 3,550 from 3,200 between 2012 and 2027 at an average of 237 dwellings per year. This rate of housing

growth is based on housing needs and what can be delivered in the Borough, taking into account the availability of land, environmental and infrastructure constraints. 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.

- 5.8 Policy CS2 directs the majority of residential development to the main settlements of Borehamwood, Potters Bar, Bushey and Radlett. It also allows for limited, small scale infilling on suitable sites in rural locations.
- 5.9 In terms of social objectives, significant beneficial effects have been identified in terms of providing access to services (Objective 2), meeting identified housing needs (Objective 3) and helping to reduce social exclusion and promote equality of opportunities (Objective 4).
- 5.10 In terms of environmental objectives, significant beneficial effects have been identified against objective 7 (making use of previously developed land), as the Policy CS1 does not require the release of greenfield land in the Green Belt and the delivery of new housing will be focused on previously developed sites. The policies are expected to deliver minor positive or negative effects against the rest of the environmental objectives. These positive effects are predicted due to the fact that the policy CS1 states that the character, pattern and density of the surrounding area are key considerations for identifying new locations and because it also refers to Policy CS13 (Protection or enhancement of heritage assets) and Policy CS12 (The Green Belt and protection and enhancement of the natural environment) which set out strong environmental safeguards. Minor negative effects may arise, as the sheer volume of new development is likely to lead to some growth of waste arisings and water consumption, even if this growth is likely to be tempered through the implementation of other Core Strategy policies. Minor negative effects are likely to arise for objective 17 (GHG emissions) in the short to medium term, and neutral effects are predicted in the long term, when zero carbon development will become a norm and there is a step change in public behaviour towards more 'pro-environmental' habits, e.g. a regular use of sustainable transport modes,
- 5.11 The two policies are likely to deliver minor positive effects against the economic objectives, as they are likely to stimulate regeneration opportunities and help improve the image of the area for potential investors. Locating the majority of residential development within the main settlements of Borehamwood, Potters Bar and Bushey may also increase footfall in the town centres, increasing their vitality.

CS3 – Phasing of Development

- 5.12 Policy CS3 aims to ensure a rolling five year supply of developable housing land. A phased delivery of housing will help prevent placing a major burden on infrastructure and community facilities to the detriment of existing and new householders.
- 5.13 As a phased programme for housing is likely to ensure the delivery of sustainable communities across Hertsmere by ensuring that required infrastructure and community facilities are in place prior to the delivery of new development. Therefore this policy has been assessed as having significant positive effects on SA social objective 2 (ready access to essential services and facilities for all residents) and minor positive effects on other SA social objectives 3, 4 and 6 (housing, equality of opportunities and public health). It has been predicted to deliver significant positive effects on the economic objective 20 (stable economy) by enabling stability in the local construction industry and providing adequate supporting infrastructure. The assessment of the policy against the environmental objectives mirrored that of the assessment of Policies CS1 and CS2.
- 5.14 It is recommended that the detailed maps showing IMD Multiple Deprivation and Health Domain ranking in the borough should be used to inform the release of housing to promote regeneration

opportunities. This could be explained in the policy's supporting text. This addition would enhance the policy's performance against SA objectives 4 (reduce poverty and social exclusion) and 6 (health inequalities).

CS4 - Affordable Housing

- 5.15 The Council's assessment of local housing needs demonstrated a high level of need for Affordable Housing. Policy CS4 seeks to optimise the supply of affordable housing in the Borough to address this issue. The level of affordable housing required is set at 35% on qualifying sites, i.e. 10 units or sites of 0.3 hectares. The policy also aims to ensure that the tenure mix is best suited to the local needs, representing a split of 75% social rent and/or affordable rent and 25% intermediate housing.
- 5.16 The findings of the assessment indicate that significant positive effects are likely to arise against the SA social objectives 3 and 4 in terms of providing sufficient housing that is affordable and helping to tackle poverty and social exclusion. Additionally, significant positive effects have been predicted against the SA economic objective 20 (a prosperous, balanced and stable economy), as the provision of affordable homes may help retain key workers in the area which will contribute towards a balanced and steady economy.

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

- 5.17 Policy CS5 identifies where small scale affordable housing can be developed on sites that would not normally be permitted. This allows for small scale development to deliver housing where a need has been identified.
- 5.18 The policy is expected to deliver significant positive effects against the SA social objectives 3 (housing), 4 (social exclusion) as development is expected to support the housing of local residents and improve the availability of affordable housing to low income groups.
- 5.19 This policy should have a significant positive economic effect on providing a prosperous, balanced and stable economy (SA Objective 20) as it will provide the necessary housing allocations in small communities in order for them to continue to develop where there is a need.

CS6 – Gypsy and Travellers sites

- 5.20 Policy CS6 identifies the number and delivery timescales for Gypsy and Traveller sites within the council boundary. It sets out the criteria upon which selected sites should be allocated in the site allocation DPD.
- 5.21 The Policy is expected to deliver a number of significant positive social effects in SA Objectives 2 (access to facilities), 4 (social exclusion), 5 (crime and anti social behaviour), 6 (health and health inequalities) due to the criteria of site selection it is planning to implement for these social groups.
- 5.22 No significant economic or environmental effects have been identified.

CS7 - Housing Mix

- 5.23 Policy CS7 identifies the requirements for housing types based upon the size of future developments. This policy will be clarified in the Site Allocation DPD which is subject to the SA process as well.
- 5.24 This policy is likely to have significant positive effects against SA social objectives 3 (housing) and 4 (social exclusion) as it should deliver appropriate housing requirements. It should also deliver significant positive effects against SA economic objective 20 to provide a prosperous, balanced and stable economy by delivering the appropriate housing requirements.

CS8 - Scale and distribution of employment land

- 5.25 This policy identifies the amount of employment land that will be provided during the Core Strategy period to support the local economy. It also identifies the existing and new employment areas where development and redevelopment will be permitted. The boundaries of these locations will be clarified in the Site Allocations DPD which is subject to the SA process as well.
- 5.26 The policy is expected to deliver significant positive effects against the SA economic objectives, as it aims to attract commercial investment and maintain economic competitiveness of the area. A number of minor positive effects have been predicted against SA social objectives: 1 (training and employability), 2 (access to facilities), 3 (housing), 4 (social exclusion), 5 (crime and anti social behaviour), 6 (health and health inequalities), as the policy's implementation may provide the basis for apprenticeships, ensure good accessibility, as development is directed to the main settlements and allow for the release of existing employment sites for new housing, where appropriate. The policy will also provide more employment opportunities for local people, reducing worklessness and anti-social behaviour, enabling access to employment for those without access to a private car. Furthermore, it will encourage active travel and may have positive effects on mental wellbeing through reduced levels of anxiety, improved self-esteem and income.
- 5.27 In terms of the environmental objectives a range of positive, negative or mixed but not significant effects have been identified due to the potential negative effects of new development on the environment, in particular on Greenfield land. Positive effects are associated with the policy's aim to reduce car dependency and promotion of Local Development Orders which help encourage the installation of solar panels or other renewable energy technologies. The majority of the predicted negative effects can be mitigated through the wholesale implementation of the Core Strategy policies, in particular, policies setting out environmental safeguards: Policy CS15 (Environmental impact of development), Policy CS16 (Energy and CO₂), and CS13 (Protection or enhancement of historic heritage assets) and policies on accessibility and sustainable transport (CS23, 24 and 25).

CS9 - Local significant employment sites

CS10 - Land use within employment areas

- 5.28 These policies have been assessed together as they look to allocate appropriate employment sites and define land use within employment areas. They will also be delivered by the Site Allocation DPD which is subject to an SA process.
- 5.29 These policies are likely to deliver significant positive effects against SA economic objective 20 to provide a prosperous, balanced and stable economy by delivering appropriate employment site requirements. No effects on social and environmental SA objectives have been recorded.

CS11 - Promoting film and television production in Hertsmere

- 5.30 Policy CS11 specially looks to ensure that the film and television industry mainly around Boreham wood is supported. It should deliver significant positive effects against SA economic objective 20 to provide a prosperous, balanced and stable economy by delivering the employment opportunities for local residents.

CS12 - The Green Belt and protection and enhancement of the natural environment

- 5.31 Policy CS12 looks to 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. There is a presumption against inappropriate development, which causes harm to the openness and appearance of the Green Belt, as defined in PPG2 (Green Belts).
- 5.32 By its virtue the policy is expected to deliver significant beneficial effects against SA environmental objective 7 (To make the most efficient use of previously developed land and

existing buildings before Greenfield sites) , and objective 12 (protect and enhance wildlife and habitats). No significant effects are expected on social or economic SA objectives.

CS13 Protection or enhancement of historic assets

- 5.33 Policy CS13 sets out strong safeguards for heritage assets and their settings.
- 5.34 By its virtue the policy is expected to deliver significant beneficial effects against the objective 9 (historic buildings and archaeological sites). It details sites, buildings and locations of heritage or archaeological value, including unidentified archaeological remains. Related minor positive effects are also likely to arise for the SA objective 10 (landscape), as the quality of the landscape character will benefit from the conservation and enhancement of the heritage assets forming part of it.
- 5.35 In addition minor positive effects are expected to arise against the economic objectives, as the policy's aims will help preserve historic attractions and attract more tourism to the area. The enhancement of heritage assets often found in the settlements' centres should also benefit town centres' vitality.

CS14 - Promoting recreational access to open spaces and the countryside

- 5.36 Policy CS14 looks to safeguard, enhance and facilitate access to parks, open spaces, rural visitor attractions and to the wider local countryside by specifying criteria that will deliver this access.
- 5.37 The policy is likely to deliver a number of significant positive social effects including against SA social objectives 2 (access to essential services and facilities) and objective 6 (improve population's health and reduce inequalities)
- 5.38 Although the policy has some reference to environmental and economic issues it is likely that significant effects will be delivered through other policies.

CS15 - Environmental Impact of development

- 5.39 Policy CS15 will ensure that development proposals do not create an unacceptable level of risk to occupiers of a site, the local community and the wider environment. It details that the council will work with the Environment Agency and Natural England as well as working with its SFRA and the Hertfordshire Planning Authorities 'Building Futures' guidance which is Hertfordshire's Guide to Promoting Sustainability in Development. It details a number of environmental measures that it will look to implement to ensure that this policy delivers on its intent.
- 5.40 By its virtue the policy is expected to deliver significant beneficial effects against SA environmental objective 7 (To make the most efficient use of previously developed land and existing buildings before Greenfield sites), objective 8 (reduce contamination and safeguard soil quality), objective 10 (quality of countryside and landscape), objective 12 (protect and enhance wildlife and habitats), objective 13 (protect local water resources), objective 14 (minimise water consumption) and 15 (minimise the risk of flooding).
- 5.41 No significant effects on social or economic SA objectives are predicted to arise from this policy.

CS16- Energy and CO₂ Reductions

- 5.42 Policy CS16 looks to make sure that all new residential developments will be required to achieve relevant 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 they will also be implemented:
- 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.

- 5.43 The policy also details a number of additional energy and CO₂ reduction requirements for new developments.
- 5.44 The policy will have a significant positive effect to SA social objective 6 (improve health).
- 5.45 The policy will also have a number of environmental benefits specifically as expected against SA environmental objective 17 (greenhouse gas emissions) and objective 18 (energy efficiency).
- 5.46 There may also be a significant positive effect against SA economic objective 20 if the green sector is able to support additional employment.

CS17 - Access to services

- 5.47 A key aim of this policy is to ensure that local infrastructure and service providers' needs are addressed when considering new development. In addition, new development 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. The policy was assessed primarily as having positive effects against the majority of the social objectives and no effects against environmental or economic objectives. Significant positive effects are predicted against objective SA02 (ensuring fair access to services and positive effects on objective SA01 (the extent to which new [provision will comprise educational facilities), SA05 and SA06 (through the provision of new community facilities).
- 5.48 No effects are predicted against economic SA objectives.

CS18 - Key Community Facilities

- 5.49 Policy CS18 was assessed primarily as having minor and significant effects against the majority of the social objectives by lending strong support to the provision or dual use of key community facilities.
- 5.50 Significant positive effects are achieved against SA objective 01 (improve educational achievement, training and opportunities for lifelong learning and employability) and SA objective 02 (ready access to essential services and facilities for all residents) as the policy provides for a pro-active support for new uses, protection of existing uses where there is no demonstrated surplus, and the conversion, where appropriate, of residential buildings to provide local community facilities.
- 5.51 No effects are predicted against economic SA objectives.

CS19 - Securing mixed use development

- 5.52 Policy CS19 allows for mixed-development to be sought on major development sites in Borehamwood town centre and in any other locations capable of satisfactorily accommodating a range of uses and sets a number of conditions to assess the ability of such sites to accommodate mixed use development.
- 5.53 This policy was assessed as having overall positive but not significant effects on the social and economic objectives, and as having a mix of negative and positive effects on the environmental objectives.

CS20 – Standard charges and other planning obligations

- 5.54 Policy CS20 details how planning obligations and charges will be used to raise funds for local infrastructure, services and facilities when planning permission is granted for development. Currently a Planning Obligations SPD sets out a local standard charge or facilities and infrastructure which are secured through a planning obligation under Section 106 of the Town and Country Planning Act. A Community Infrastructure Levy (CIL) charging schedule to be introduced by April 2014 is expected to make the planning obligations system simpler and more predictable

and be more flexible in funding infrastructure that supports growth but is located outside of the area where revenue is raised.

- 5.55 As this policy represents a proactive approach aiming to deliver benefits for the community (e.g. the provision of a range of community facilities and infrastructure improvements) and improvements in open space, public realm and green infrastructure through developer contributions, it was assessed, in general, as having positive effects on SA social, environmental and economic objectives. The effects on SA objective 3 (housing and its affordability) have been assessed as significant, as the Affordable Housing obligation, separate to other provision, is an important financial mechanism to help ensure the delivery of affordable housing. Effects against the economic objectives have also been deemed significant, as improvements to the infrastructure and facilities, delivered with the help of planning obligations and charges, will help ensure the vitality and viability of the local communities and provide support for a balanced and stable economy.

CS21 - Securing a high quality and accessible environment

- 5.56 Policy CS21 aims to ensure that new development is delivered to high quality standards as detailed in the Planning and Design Guide SPD. The policy also requires that development should be planned with the principles of crime prevention and community safety integrated. Further, it requires new development to meet Lifetime Homes Standards and be fully accessible to groups with special mobility requirements.
- 5.57 The policy was assessed as having significant positive effects against SA Objectives 3 (improve the quality of housing), 4 (equality of opportunities) and 5 (prevent crime) due to its main objectives outlined above. In addition, the emphasis on ensuring that development proposals take advantage of opportunities to improve the character and quality of an area and conserve historic environment is likely to result in significant positive effects on objectives SA09 (landscape character and historic buildings) and SA10 (quality of countryside and landscape). Minor positive effects may arise against the social objective 2 (access to facilities for all) due to the policy's inclusive accessibility requirements, and against the economic objective 21, as the policy aims to support the creation of attractive and usable places, which may contribute to the area's vitality and viability.

Recommendation

- 5.58 It is recommended that the requirement mentioned in the policy's supporting text for all schemes to incorporate 'Secured by Design' principles should be included in the main policy text to clarify and strengthen its message.

CS22 - Elstree Way Corridor

- 5.59 Policy CS22 on Elstree Way Corridor is concerned with encouraging employment, civic and community use development in the corridor and will seek to allow residential development on appropriate sites and bring forward development in a coordinated manner.
- 5.60 The policy scored well against social objectives, with positive effects being identified against all social objectives. By facilitating mixed use development, there will be more opportunities for employment and training (objective 1), some housing provision (objective 3) and improved access to services (objective 2), which will promote equality of opportunities (objective 4). The policy is also expected to lead to the reduction of crime, fear of crime and anti-social behaviour (objective 5) through promotion of active frontages, providing more local jobs and improving public realm. It may also help improve public health through providing opportunities for active travel, access to health facilities and improving local image and public space (objective 6). Most of the predicted social effects are expected to be significant in the longer term when the bulk of the refurbishment and development is delivered.

- 5.61 A range of effects have been identified against the environmental objectives. Significant identified against SA objective 7 (Efficient use of land) and objective 9 (Landscape character), as development and re-development will take place on previously developed land and the policy aims to avoid a piecemeal approach to development and improve the character of the area. Significant positive effects have also been identified against SA objective 11 (Sustainable transport) due to the promotion of sustainable modes of transport and reducing the need to travel. Related to these effects, minor positive effects have been predicted for objective 16 (Air quality) and objective 17 (GHG emissions). Minor positive effects are also expected to arise for objective 15 (Flooding) due to the use of previously developed land and the requirements to use SUDS in Policy CS 15. Mixed effects were predicted for objective 16 (energy efficiency), which are likely to improve in the longer term, due to the requirements of Policy 16 for new development to progressively achieve zero carbon standards and because Local Development Orders may help encourage the installation of solar panels or other renewable energy technologies.
- 5.62 Minor negative effects have been identified against the objective 19 (waste), as new development is likely to lead to an increase in waste arisings. Mixed effects have been predicted against the SA objectives 8 and 13, as soil and water quality may be affected during construction. However, the requirements to remediate contaminated land, to minimise emissions into all environmental media and use SUDS in Policy CS15 should prevent and offset potential negative effects
- 5.63 By promoting employment and a mixture of uses within the corridor, the policy scores well against the economic objectives: providing prosperous economy (objective 20) and enhancing the vitality of the town centre in Borehamwood, the main settlement of the Borough (objective 21).

CS23 - Development and accessibility to services and employment

CS24 - Accessibility and parking

CS25 - Promoting alternatives to the car

- 5.64 The transport and parking policies (CS23, CS24 and CS25) have been assessed simultaneously as they share similar aims and objectives. They have been predicted to deliver significant positive effects on improving accessibility (SA02) through their aims to align new development with the objectives of the Hertfordshire's LTP3, require contributions towards public and non-motorised modes infrastructure and services improvements, the creation of accessibility zones, the focus of major trip generating development in areas of high public transport accessibility and a number of other measures. Minor positive effects have been predicted against the SA social objectives 1 (training and employability), 4 (social exclusion), 5 (crime and fear of crime) and 6 (health and health inequalities) due to focus on improvements to public transport and sustainable modes infrastructure and facilities, acknowledgement of the need for transport system to be affordable and potentially providing more transport options for those without access to the private car.
- 5.65 In terms of the environmental objectives, these policies have been assessed as having significant positive effects on objective SA11 (modal shift) as with reference to travel plans, creation of accessible zones and promoting alternatives to the car, this is highly complementary with this objective. Effects are likely to become more prominent in the longer term as more measures are implemented and a higher percentage of public uptakes sustainable transport modes. Closely linked to these effects, positive effects have also been predicted against the objectives SA16 (air quality) and SA17 (GHG emissions). Promoting shift to the sustainable transport modes may also deliver positive effects against SA8 (soil quality) and SA13 (water quality) due to potentially reduced amount of polluted run-off from roads
- 5.66 Significant positive effects have also been predicted against the economic objective SA20, as good accessibility and efficient transport system are essential for a prosperous and stable economy. Minor positive effects are likely to arise against the economic objective SA21, as the promotion of alternatives to the car is likely to have an indirect positive effect on the viability and

vitality of town centres by making town centres less car dominant and more accessible to a wider cross-section of the population.

CS26 - Town Centre Strategy

CS27 - Strengthening Town Centres

CS28 - Retail and commercial development in Shenley

CS29 - Safe and attractive evening economy

- 5.67 The town centre policies (CS26, CS27, CS28 and CS29) have been assessed together as they share similar aims and objectives. The town centre policies provide for a balanced town, district or neighbourhood centre strategy allowing appropriate size and scale retail and commercial units in line with the settlement hierarchy. Development within designated centres must allow these centres to maintain their retail and other business, leisure and cultural functions; development elsewhere will need to be commensurate to its position within the centres hierarchy. Designated centres will be reinforced through the designation of primary and secondary shopping frontages with a focus on retail uses on primary frontages and a wider range of uses in secondary frontages. Evening economy uses, in particular, will be controlled taking into account the need to reduce anti-social behaviour, crime and fear of crime with financial contributions sought for related town centre improvements. There will be a presumption against further consents of evening economy uses in areas where concentration of such uses cause existing anti-social problems.
- 5.68 Opportunities to replace long term vacant commercial units for residential accommodation and to address the long term neglect and abandonment of commercial and other property within town centres will be considered
- 5.69 As such, these policies were assessed as achieving positive effects against SA social objectives 2 (access to essential services and facilities), 3 (housing needs) and significant positive effects in relation to SA objective 5 (crime, fear of crime and anti social behaviour). Significant positive effects are assessed against the economic objectives to provide a stable and balanced economy (SA objective 20) and to sustain and enhance the viability and vitality of town centres (SA objective 21) as this group of policies strongly supports the development of balanced economy and diverse town centres.
- 5.70 By focussing retail development within the designated town, district or neighbourhood centres retail development will be directed away from Greenfield sites and is likely to have a significant positive effect on SA environmental objective 7 (efficient use of previously developed land and buildings before Greenfield land) and also on objectives 16 (air quality) and 17 (greenhouse gases) through the shortening of travel distances and creation of accessible zones (in combination with the transport policies). Significantly, proposals to create in excess of 2,500 sqm of new retail floorspace will be subject to impact assessment and this will ensure positive effects against a number of other SA environmental objectives (8, 9, 10, 12, 13 and 15).

6. Mitigation

- 6.1 The term mitigation encompasses any approach which is aimed at preventing, reducing or offsetting significant adverse sustainability effects that have been identified. In practice, a range of measures applying one or more of these approaches is likely to be considered in mitigating any significant adverse effects predicted as a result of implementing the Hertsmere Core Strategy. In addition, it is also important to consider measures aimed at enhancing positive effects. All such measures are generally referred to as mitigation measures.
- 6.2 However, the emphasis should be in the first instance on proactive avoidance of adverse effects. Only once alternative options or approaches to avoiding an effect have been examined should mitigation then examine ways of reducing the scale/importance of the effect.
- 6.3 Mitigation can take a wide range of forms, including:
- Changes to the Core Strategy options, including bringing forward new options to address specific elements that cause adverse effects, or adding or deleting options;
 - Refining options in order to improve the likelihood of positive effects and to minimise adverse effects;
 - Technical measures (such as setting guidelines) to be applied during the implementation stage;
 - Identifying issues to be addressed in project environmental impact assessments for certain projects or classes of projects;
 - Proposals for changing other plans and programmes; and
 - Contingency arrangements for dealing with possible adverse effects.
- 6.4 However, the emphasis should be in the first instance on proactive avoidance of adverse effects. Only once alternative options or approaches to avoiding an effect have been examined should mitigation then examine ways of reducing the scale/importance of the effect.
- 6.5 Mitigation measures for each Core Policy have been identified in the individual assessments in Appendix E and are highlighted in the summaries of assessment in Chapters 5 and 6. Given the high level of the document being assessed, the following general measures have been proposed in order to mitigate the adverse sustainability effects identified in the sustainability assessment.
- Suggested re-wording of some core policies to strengthen identified positive effects or minimise negative effects;
 - The effective implementation of other relevant Core Policies within the Core Strategy, in particular those, pertaining to the protection of natural and built environment;
 - Reference to forthcoming DPDs, SPDs, design codes and other good practice guidance which will provide a more detailed assessment, further guidance and identification of mitigation measures; and
 - Project level Environmental Impact Assessments, where applicable.

7. Monitoring

- 7.1 The SEA Directive states that *'member states shall monitor the significant environmental effects of the implementation of plans and programmes.....in order, inter alia, to identify at an early stage unforeseen adverse effects, and to be able to undertake appropriate remedial action'* (Article 10.1). In addition, the Environmental Report should provide information on a *'description of the measures envisaged concerning monitoring'* (Annex I (i)) (Stage E).
- 7.2 SA monitoring must cover significant social and economic effects as well as significant environmental effects and it involves measuring indicators which will enable the establishment of a causal link between the implementation of the plan and the likely significant effects (both positive and negative) being monitored. In line with the SEA Directive, these significant effects should be monitored during the implementation of the Hertsmere Core Strategy.
- 7.3 Through the iterations between the SA and the Core Strategy, the SA objectives that require monitoring have been identified. The significant positive effects of the policies have been predicted with regards to all SA objectives (see Table 5.3) which will require monitoring are:
- 7.4 The SA framework contains indicators which could be used to monitor significant effects post implementation. Some of these indicators have now used as the basis for preparing the monitoring programme. Other indicators utilised are from the Core Strategy Annual Monitoring Framework (AMR) as they are believed to be suitable sustainability indicators.
- 7.5 The monitoring framework is provided in Table 7.1 (indicators in bold denote those from the AMR).
- 7.6 The SA guidance recommends SA monitoring to be incorporated into the Local Authority's existing monitoring arrangements. In accordance with Regulation 48 of the Town and Country Planning Regulations, the Council is required to prepare an Annual Monitoring Report (AMR) to assess the implementation of the Local Development Framework and the extent to which core policies are being achieved and to identify any changes if a policy is not working or if the targets are not met. It is recommended that the Council seeks to integrate the monitoring of the Core Strategy's significant sustainability effects in these wider monitoring arrangements.

Table 7.1 - Monitoring Framework

Bold - indicator outlined in Core Strategy monitoring framework

	Effect to be monitored	Indicator(s) to be used	Target	Frequency of review/analysis of monitoring data	Responsibility for undertaking monitoring
Social					
01	Effects on the level of educational achievement, training and opportunities for lifelong learning and employability	% of economically active population with no qualifications % of adults with basic numeracy and literacy skills	To increase year on year	Annual	HBC
02	Effect on ensuring ready access to essential services and facilities (positive)	Proximity of Services to population - % of population within threshold distance from services.	To increase year on year	Annual	HBC
		% of approved commercial developments with Green Travel Plan and cycling measures.	100%	Annual	HBC/AMR
		% of dwelling completions within 30mins public transport of key services	100%	Annual	HBC/AMR
		% of major developments in Borehamwood and Potters Bar Town Centre including mix of uses	For 66% of major developments in Borehamwood and Potters Bar to incorporate a mix of uses	Annual	HBC/AMR
		Number of hospitals/doctors/dentists by town	No net loss of identified community facilities	Annual	HBC/AMR
		% of Borough deficient in various types of open space.	Decrease during plan period	Annual	HBC

	Effect to be monitored	Indicator(s) to be used	Target	Frequency of review/analysis of monitoring data	Responsibility for undertaking monitoring
03	Effect on meeting housing needs and improving the quality and affordability of housing (positive)	Anticipated housing surplus/shortfall against strategic housing target	To allocate sufficient land to meet housing target requirements	Annual	HBC/AMR
		% of completed homes that are affordable	For 30% of dwelling completions to be affordable	Annual	HBC/AMR
		% of dwelling approvals on sites of 15 or more units that are affordable	For 40% of dwellings approved on qualifying sites to be for affordable housing	Annual	HBC/AMR
		Number/% of gypsy sites on authorised sites	For 100% of gypsy pitches to be sited on authorised sites	Annual	HBC/AMR
		House price to income ratio	Decrease year on year	Annual	HBC/AMR
		Number of dwellings completed by size and type	None identified	Annual	HBC/AMR
04	Effect on reducing poverty and social exclusion	% of people claiming job seekers allowance who have done so far for a year or more	Decrease year on year	Annual	HBC
		Houses by Council Tax band	No target identified	Annual	HBC/AMR
		Number/% of SOAs among the 20% most deprived in England	None identified	Annual	HBC/AMR
		% of under 16s living in income deprived families	Decrease year on year	Annual	HBC
05	To reduce and prevent crime, fear of crime and anti-social behaviour	Total crime per 1000 population	Decrease year on year	Annual	HBC with input from local police
		Crime by type (vehicle, burglary, violent) per 1000 population	Decrease year on year	Annual	HBC with input from local police

	Effect to be monitored	Indicator(s) to be used	Target	Frequency of review/analysis of monitoring data	Responsibility for undertaking monitoring
		Fear of crime: % of residents that feel safe/very safe living in Hertsmere	Increase year on year	Annual	HBC with input from local police
06	Effects on improving populations health	Life expectancy (by gender)	Increase during plan period	Census 2011	Office for National Statistics
		General health: % of people describing their health as a) Good, b) fairly good, c) not good	Increase % describing their health as good during the plan period	Census 2011	Office for National Statistics
		Death rate by type	Decrease rate during plan period	Census 2011	Office for National Statistics
Environmental					
07	Effect on making the most efficient use of PDL and existing buildings	% of gross dwelling completions in Borehamwood, Bushey and Potters Bar	For the majority of residential development to take place in the Borough’s main towns	Annual	HBC/AMR
		% of new homes on PDL	To provide 90% of new dwellings on PDL (as per BVPI)	Annual	HBC/AMR
		Average dwelling density of gross dwelling completions	To achieve a borough-wide average of at least 30 dwellings per hectare (dph)	Annual	HBC/AMR
		Average dwelling density of gross dwelling completions in identified accessibility zones	For housing densities in identified accessibility zones to be higher than the Borough average	Annual	HBC/AMR
08	Effects on soil quality and quantity	Agricultural land by grade (ha)	Maintain high quality agricultural land	Annual	HBC

	Effect to be monitored	Indicator(s) to be used	Target	Frequency of review/analysis of monitoring data	Responsibility for undertaking monitoring
		% of planning permissions granted resulting in loss of grades 1,2 and 3a agricultural land	Zero loss during plan period	Annual	HBC
09	Effect on protecting and enhancing landscape character, historic buildings, cultural features of importance to local community (positive and negative)	% of listed buildings to be identified as 'at risk'	For no listed buildings to be identified as 'at risk'	Annual	HBC/AMR
		Number of buildings on the local list	To maintain an up to date local list	Annual	HBC/AMR
		% of Conservation Area consents for demolition approved with no detailed scheme for replacement	For Conservation Area Consents for demolition only to be approved where there is an approved detailed scheme for its replacement	Annual	HBC/AMR
10	To maintain and enhance the quality of the countryside and landscape (positive and negative)	% of open space managed to green flag standards	Target to be developed	Annual	HBC/AMR
		Number of TPOd trees lost or damaged	No loss or damage to TPOd trees	Annual	HBC/AMR
		Landscape character areas (quality/quantity) affected by policies/proposals (using LCA tool)	No net loss in landscape character areas	Annual	DEFRA/HBC
		% of Hertsmere designated as green belt	No loss of designated green belt	Annual	HBC/AMR
11	Effect on reducing the dependence on the private car and achieve modal shift to more sustainable modes of transport (positive)	Modal split	Increase the % of journeys to work by non-car modes year on year	Annual	HBC/Hertfordshire County Council
		Average daily traffic counts on identified routes in Hertsmere	No target identified	Annual	HBC/AMR

	Effect to be monitored	Indicator(s) to be used	Target	Frequency of review/analysis of monitoring data	Responsibility for undertaking monitoring
		Number/length of new routes implemented	To provide at least 2 new Greenways or cycle routes per year	Annual	HBC/AMR
		Car parking provision on approved development in/outside of accessibility zones	To achieve a lower car parking provision in identified accessibility zones than elsewhere in the Borough	Annual	HBC/AMR
		% of completed non-residential developments meeting parking standards	For 100% of completed non-residential development to comply with parking standards	Annual	HBC/AMR
		% of approved major commercial developments to have a Green Travel Plan and cycling measures	For 100% of approved major commercial developments to have a Green Travel Plan and incorporated cycling facilities	Annual	HBC/AMR
12	Effect on protecting and enhance wildlife and habitats which area important on an international, national and local scale (positive and negative)	Number/area of designated environmental sites	No net loss in areas designated for their environmental value	Annual	HBC/AMR
		Number, area and condition of international, national, regional and locally designated sites	No loss of sites and improve condition during plan period	Annual	HBC/Natural England
		Population of protected species	Increase during plan period	Annual	HBC/Natural England
		Number, area and condition of all BAP habitats	No loss of sites and improve condition during plan period	Annual	HBC/Natural England
		Number of proposals which provide opportunities for building in-beneficial features as part of good design	% increase year on year	Annual	HBC/Natural England

	Effect to be monitored	Indicator(s) to be used	Target	Frequency of review/analysis of monitoring data	Responsibility for undertaking monitoring
13	Effects on the quality of surface and ground waters	River biological and chemical water quality classification	Good quality status to be achieved by 2010 and maintenance of good status or continuous improvement	Annual	HBC/Environment Agency
14	Effects on the levels of water consumption	Water consumption per capita (l/head/day); Compliance with Code for Sustainable Homes	Decrease during plan period Adherence to increasingly tighter standards	Annual	HBC
		Number of planning applications promoting water saving devices or recycling of grey water	100%	Annual	HBC
15	Effects on minimising the risk of flooding taking account of climate change (positive and negative)	% of permissions granted contrary to EA advice	For no permissions to be granted contrary to EA advice	Annual	HBC/AMR/Environment Agency
16	Effects on improving local air quality (positive and negative)	Number of days when air pollution is moderate or high for PM10	To meet National Air Quality Standards	Annual	HBC/national Air Quality Archive
		Levels of main air pollutants	To meet National Air Quality Standards	Annual	HBC/national Air Quality Archive
		Number and area of AQMAs	To meet National Air Quality Standards	Annual	HBC/national Air Quality Archive
17	To reduce greenhouse gas emissions	CO ₂ emissions per sector	To help contribute towards the UK target of 20% reduction in CO ₂ emissions by 2010	Annual	HBC
		CO ₂ emissions per capita		Annual	HBC
18	Effects on minimising the need for energy, increase energy efficiency, and to increase the use of renewable energy	% of approved major developments incorporating measures to reduce carbon emissions	For 100% of major developments to incorporate measures to reduce carbon emissions	Annual	HBC/AMR

	Effect to be monitored	Indicator(s) to be used	Target	Frequency of review/analysis of monitoring data	Responsibility for undertaking monitoring
		100 % of Buildings meeting Code for Sustainable Homes and BREEAM standards for energy efficiency. % of Buildings meeting relevant Energy Efficiency Targets in line with Building Regulations	Increase energy efficiency and renewable energy use	Annual	HBC/AMR
19	To reduce the generation of waste and encourage re-use and recycling of waste	Household, commercial, construction, demolition and industrial tonnage per year	Reduce tonnages year on year	Annual	HBC/Hertfordshire County Council
		% of waste arisings by type recycled	To recycle or compost at least 30 % of municipal waste by 2010 and 33% of municipal waste by 2015 Source: UK Waste Strategy, 2000	Annual	HBC/Hertfordshire County Council
		% of waste arisings by type composted	To recycle or compost at least 30 % of municipal waste by 2010 and 33% of municipal waste by 2015 Source: UK Waste Strategy, 2000	Annual	HBC/Hertfordshire County Council
Economic					
20	To provide a prosperous, balanced and stable economy	Hectares of land available for employment use	To maintain a supply of at least 103 hectares of employment land in designated sites	Annual	HBC/AMR
		Amount of completed employment floorspace	For the majority of completed B-class floorspace to be in designated employment areas	Annual	HBC/AMR

	Effect to be monitored	Indicator(s) to be used	Target	Frequency of review/analysis of monitoring data	Responsibility for undertaking monitoring
		Breakdown of floorspace approved in employment areas	For the % of approved floorspace in employment areas for permitted users set out in Policy CS9 to remain at or in excess of the previous year	Annual	HBC/AMR
		Hectares of land in locally significant employment sites	No net loss of locally significant employment sites	Annual	HBC/AMR
21	Effect on sustaining and enhancing the vitality and viability of town centres	% of completed commercial floorspace	Target to be developed	Annual	HBC/AMR
		For the % of retail floorspace in town centres to not fall below 2004/05 levels	Retail floorspace by location	Annual	HBC/AMR
		For the proportion of units in A1 use (or with a valid A1 permission) in identified primary frontages to not fall below 66%;	% of units / floorspace in use as, or with a valid permission for A1 use	Annual	HBC/AMR

8. Conclusions

It has been found that the Hertsmere Core Strategy largely provides a basis for future development and land use to meet the range of sustainability objectives identified in the SA Framework, having been the subject of six assessment and policy development iterations between the SA team and the Council and taking into account consultation comments over the development of the Strategy.

Recommendations were made to the November 2006 version of the Core Strategy and these were taken on board by Hertsmere in the April 2007 version to improve the sustainability performance of the Core Strategy. Further changes were made by the Council to the Preferred Options in October 2007 and subsequently between July and October 2008 following the Preferred Options consultation, however; the changes did not significantly alter the original results of the sustainability appraisal and the overall positive sustainability performance of the Core Strategy.

In January 2010, the Hertsmere Core Strategy was formally withdrawn from the Secretary of State following concerns about its soundness. Reassessment of the changes was first undertaken in December 2010 and revisited in November 2011 following further changes to some policies. The revised Core Strategy that will be published for public consultation ahead of its resubmission for public examination includes amendments to the proposed housing target in anticipation of the expected revocation of Regional Spatial Strategies by the Government. Specifically, the target for housing provision has been reduced from 5,000 dwellings to 3,550 dwellings over the plan period. This rate of housing growth is based on housing needs and what can be delivered in the Borough, taking into account the availability of land and environmental and infrastructure constraints. As a result of the change of the number of dwellings to be provided, the Green Belt land release is no longer required. This has improved the performance of the Core Strategy against a number of the SA environmental objectives.

The majority of the Core Policies in the Submission Document are considered to offer the potential for significant positive outcomes in respect of the full spectrum of the SA environmental, social and economic objectives.

A mix of non-significant positive and negative effects has been identified for some policies against the following SA objectives:

- SA 7 – to make the most efficient use of previously developed land;
- SA 10 - to maintain and enhance the quality of countryside and landscape;
- SA 11 – to promote sustainable modes of transport;
- SA13 – to protect local water resources;
- SA16 – to improve air quality; and
- SA17 - to reduce greenhouse gas emissions.

This demonstrates that although the Core Strategy contains mechanisms to ensure efficient use of land, protect countryside, promote sustainable modes of transport, improve air quality and mitigate climate change, the sheer volume of new development to be delivered over 15 years will inevitably lead to such environmental effects as an additional land take, an increase in air pollutants and CO₂ emissions from new housing and associated trips. However, the predicted significant negative effects are likely to diminish in the longer run due to behavioural change with more people taking up sustainable forms of travel; compliance with the tighter Building Regulations, BREEAM and Code for Sustainable Homes standards and a higher level of application of renewable and low or zero carbon technologies.

No significant negative effects have been predicted against the SA objectives. The minor negative effects identified can be minimised to a satisfactory degree through the effective implementation and monitoring of other Core Policies, in particular those, pertaining to the protection of natural and built environment and through identified mitigation measures.

Another mitigation measure is reference to forthcoming DPDs, SPDs, design codes and other guidance, which will provide further detailed guidance in terms of best practice approach and mitigation measures. In addition, more careful wording of some Core Strategy policies, as advised by the SA process and taken on board by the Council, will minimise potential minor negative effects identified in the assessment.

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