

Hertsmere Local Plan

Site Allocations and Development Management Policies Plan

For submission to the Secretary of State



Published July 2015

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Foreword

The Council's Core Strategy was adopted on 16 January 2013. It is a very important planning document, providing a balance between the Borough's housing and economic development needs, social welfare and protection of the environment. It sets the framework for more detailed planning policies and provides the foundation for decisions on planning applications and development proposals.

The Core Strategy is the first of three documents which together will make up the new Local Plan for Hertsmere.

This document is the second part – the Site Allocations and Development Management Policies Plan (SADM for short). SADM has two main purposes:

- a) to provide environmental and other criteria, against which all development proposals and planning applications can be judged; and
- b) to define sites and areas:
 - these are shown on a Policies Map. They include the Green Belt, towns and villages, town centres, employment areas and housing sites and open spaces. For site proposals, the plan lists specific planning criteria or constraints which should be adhered to.

The policies in SADM will help deliver the aspirations, targets and intentions of the Core Strategy. They will provide more clarity and certainty on planning issues for residents, businesses, developers and infrastructure providers alike.

This version of SADM is the published Plan for Submission. We looked at your comments on the Consultation Draft from last year and have revised the document. As we have now reached a formal stage in the preparation of SADM, we are requesting that you make any representations on the forms available. This will help both the Council and an independent Inspector to examine any outstanding issues. You can find out more from the Council or from local libraries.

You may wish to note that the third part of the Local Plan, which comprises an Area Action Plan for the Elstree Way Corridor in Borehamwood, was adopted by the Council on 8 July 2015.

Finally, I would like to thank everyone who has been involved in the preparation of SADM and hope that it will effectively manage change so that Hertsmere remains an attractive, safe and prosperous place for everyone who lives and works here.

Councillor Dr Harvey Cohen

Planning and Localism Portfolio Holder

1. Introduction

- 1.1 As part of the changes to the plan making process introduced in 2012, Local Planning Authorities are required to produce a Local Plan. The new Local Plan for Hertsmere will help direct, plan for and manage development in the Borough up to 2027. It will consist of a number of policy documents which are known in the legislation as Development Plan Documents (DPDs).
- 1.2 The National Planning Policy Framework (NPPF) states that individual documents that form the Local Plan should be drawn up in accordance with the duty to cooperate, legal and procedural requirements, and be sound. A sound document is positively prepared, justified, effective and consistent with national policy.
- 1.3 The new Hertsmere Plan will supersede the 2003 Hertsmere Local Plan. It will comprise the Core Strategy, the Site Allocations and Development Management Policies Plan and the Elstree Way Corridor Area Action Plan.
- 1.4 The Core Strategy sets out the broad planning framework for the area: it was adopted by the Council in January 2013 following extensive consultation and a public examination.
- 1.5 The Site Allocations and Development Management Policies Plan sets out detailed proposals and policies by which the Council sees the aims and objectives of the Core Strategy being best achieved. Appendix D lists the policies in this document and explains how they will supersede the Local Plan. This document is the Proposed Submission version of the Site Allocations and Development Management Policies Plan. The Council intends to submit the Plan for examination by an independent Inspector this year and adopt it during 2016.
- 1.6 The Council has committed to undertake a review of the Core Strategy within three years of its adoption in order to consider housing and employment needs further. Publication of this review will follow the adoption of the Site Allocations and Development Management Policies DPD.

Policy Context

- 1.7 The NPPF states in paragraph 150 that 'Local Plans are the key to delivering sustainable development that reflects the vision and aspirations of local communities. Planning decisions must be taken in accordance with the development plan unless material considerations indicate otherwise'. Policies should be consistent with the principles in the NPPF, including the presumption in favour of sustainable development.
- 1.8 The Local Plan Core Strategy 2013 Objectives establish the Council's overall principles for planning and development. The policies within this Site Allocations and Development Management Policies Plan are based on these objectives.
- 1.9 The Site Allocations and Development Management Policies Plan should therefore be consistent with the strategic direction and policies of the Core Strategy. In turn, the consultation and technical appraisal which underpin the Core Strategy are relevant to the Site Allocations and Development Management Policies Plan itself.
- 1.10 Further public consultation and technical appraisal relate to the particular detail covered in this document (see following paragraphs).
- 1.11 The Elstree Way Corridor in Borehamwood is the focus of an Area Action Plan (AAP), which will provide guidance for the redevelopment of a number of sites along Elstree Way. The AAP was adopted in July 2015 by the Council, following a public examination in October 2014.

What are Site Allocation policies?

- 1.12 Site allocations establish the principle that a specific form of development should be located on a particular site or within a given area. The purpose is to provide developers, service providers, the local authority and residents with some certainty about which sites will be developed, how they will be managed and for what

purpose. The allocation of a site does not necessarily mean that it will be developed straight away, although it is important to allocate some sites for development which can be delivered in the short term.

- 1.13 The allocation of a site does not convey planning permission to any particular development proposal; this will still need to be secured through the planning application process.
- 1.14 The Site Allocations policies identify land required to deliver the scale of growth and development set out in the Core Strategy 2013. The identification of sites in this document is the result of a number of technical studies and reports. A key study was the Strategic Housing Land Availability Assessment (SHLAA) which was carried out in 2010, and formally updated in 2011, for the Core Strategy examination in 2012. It was reviewed in 2015 to reaffirm housing supply figures for the Plan period. There have been several calls for sites for the SHLAA, and again for this document, to ensure that evidence is up to date. Sites have been suggested through representations in the course of preparing the Core Strategy. Major Developed Sites in the Green Belt have had their own individual assessment and consultation through the Green Belt Sites Report which was published in March 2013. Employment Areas, the Key Employment Site, Locally Significant Employment Sites and green spaces have also been subject to individual assessment.

What are Development Management policies?

- 1.15 Development Management Policies set out criteria by which all planning applications will be judged. The policies will enable the delivery of the objectives and long term vision for the Borough in the Hertsmere Core Strategy. They have been informed by a broad evidence base, sustainability appraisal and consultation with statutory bodies.
- 1.16 The aim of development management policies is to reduce complexity for parties involved in the development process. The challenge of the NPPF is to be positive and proactive, and provide a flexible and balanced approach to planning. The policies together provide a clear framework for managing development and enhancing the natural, built and historic environment.
- 1.17 The policies in this document are supported by text outlining the main issues for Hertsmere and the strategic context that the development management principles sit within. The supporting text and policies may also refer to other documents, such as Supplementary Planning Documents produced by the Council to provide additional guidance on existing policies.

Duty to Co-operate

- 1.18 The Duty to Cooperate requires local planning authorities to constructively and actively engage with relevant bodies as part of an on-going process to maximise effective working on the preparation of the Local Plan in relation to strategic matters. The NPPF states that 'the Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities'¹.
- 1.19 The Council has committed to a partial review of the Core Strategy within 3 years of its adoption in order to address fully the housing and employment needs of the respective market areas in co-operation with neighbouring authorities. The Core Strategy was adopted on the basis that the Plan set out an appropriate way of planning for the Borough. The Site Allocations and Development Management Policies have been prepared in accordance with the Core Strategy and seek to replace all remaining saved Local Plan 2003 policies.
- 1.20 The Council continues to work in co-operation with neighbouring authorities, including those in Hertfordshire, on relevant issues and on strategic priorities. The boroughs and districts in the County established a 'memorandum of understanding' in 2013 on matters pertaining to the duty to co-operate.
- 1.21 A statement explaining the Council's compliance with the duty to co-operate will be prepared for submission to the Planning Inspectorate when SADM is submitted for examination.

¹ NPPF Paragraph 178

Consultation

- 1.22 Consultation with the community and key stakeholders helps to inform and mould the policies and proposals of the Site Allocations and Development Management Policies Plan.
- 1.23 The Council undertook a consultation exercise in 2006 on the three separate elements of the new Local Plan. Development management and site allocations were two of the elements, alongside the strategic aspects for the Core Strategy. The consultation included correspondence with 1,500 consultees and other stakeholder involvement. The results of the consultation are reported in the Core Strategy Statement of Consultation March 2009. The consultation not only provided an important input to the Core Strategy, but also was relevant to site allocations and development management issues.
- 1.24 Relevant issues arising from that consultation were taken into account when formulating the Consultation Draft Site Allocations and Development Management Policies Plan. Key points were:
 - the desire for continued protection of the Green Belt;
 - concern over traffic and parking provision;
 - the visual impact of new buildings in a local context;
 - implications for infrastructure; and
 - the protection of trees.
- 1.25 Before drafting began, the Council contacted a large number of individuals and organisations in April 2013 in compliance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The Council asked for any suggestions for additional topics, issues or sites to be included in the Site Allocations and Development Management Policies document.
- 1.26 A full draft of SADM was published in March 2014 to allow consultation. The comments received have been analysed and revisions made to the document.
- 1.27 A Report of Consultation, starting with the call for sites and topics in April 2013, is being published separately. It covers notification and publicity, comments received on issues and drafts of the Plan, and responses given by the Council.

Evidence base and sustainability appraisal

- 1.28 All documents that form part of the emerging Hertsmere Local Plan are supported by appropriate evidence. This ensures that the Plan is justified in accordance with the requirements of the NPPF. It also ensures that the Site Allocations and Development Management Policies Plan is in accord with the Core Strategy. The evidence comprises technical studies and reports on various topics and issues.
- 1.29 Other sources of information and reference include the Council's Corporate Plan and Community Strategy. These plans are regularly reviewed by the Local Strategic Partnership and the Council, and updated where appropriate.
- 1.30 Sustainability Appraisal is required for each of the documents in the Local Plan. This ensures that consideration has been given to the social, economic and environmental implications of the policies in the document. The appraisal process has informed the Consultation Draft and Proposed Submission Site Allocations and Development Management Policies Plan, and will continue throughout preparation of the Plan. The Sustainability Appraisal should be read in conjunction with this document: a separate Habitats Regulations Assessment is not required.

How is this document set out?

- 1.31 The written part of this document is divided into topic based chapters in line with the Core Strategy. The chapters, together with the main subjects covered, are as follows:

- Housing
 - New housing allocations and residential development
 - Safeguarded land for housing
 - Accommodation for Gypsies and Travellers
- Employment and the economy
 - Employment areas and sites
 - Safeguarded land for employment use
- Open land and the environment
 - The natural environment, including biodiversity, trees and landscape
 - Water, watercourses and flood risk
 - Natural resources
 - Pollution and Environmental Impacts
 - The Green Belt, including minor adjustments to the boundary and standards for appropriate development
 - Key Green Belt sites
 - South Mimms Special Policy Area
 - Protecting the historic environment
- Building sustainable communities
 - Design
 - Provision and protection of community facilities
 - Allocation and protection of green spaces
 - Introduction of a special character area in Bushey Heath
- Transport and parking
 - Roads
 - Detailed highway standards
 - Aviation
- Town centres and shopping
 - Town and district centre boundaries and frontages
 - Managing appropriate uses in shopping areas
- Implementation and monitoring framework

1.32 The policies are shown in *italics*. The background text provides a context and reasons for the policies. The boxes at the beginning of Chapters 2-7 contain key objectives from the Core Strategy and other context (e.g. from the Hertsmere Health and Wellbeing Strategy): together they provide a clear direction for the policies.

1.33 Appendix A contains maps showing site allocations, proposal sites and policy areas.

Monitoring

1.34 Monitoring is important in order to be able to review the effectiveness and delivery of the policies over the plan period. There are some aspects of the Development Management Policies which need to be monitored in addition to those included in the Monitoring Framework for the Core Strategy.

1.35 The authority's monitoring report will use indicators and targets to ascertain the effectiveness of policies, and identify trends in the wider economic, social and environment context affecting the Borough. The monitoring framework for this document can be found in Chapter 8. It relates primarily to the delivery of housing allocations and aspects of development management. It is supported by the Monitoring Framework in Table 17 of the Core Strategy.

2. Housing

'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'

Local Plan Core Strategy Objective 3

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

Local Plan Core Strategy Objective 4

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

Corporate Plan 2009-2013, page 30

'We also want to enable people to live well...in a good standard of housing.'

Hertsmere Together Community Strategy 2013-2016, page 3

National Policy

- 2.1 The National Planning Policy Framework (NPPF) states that planning applications for housing development should be considered in the context of the presumption in favour of sustainable development. It gives general advice on making provision for housing over the period of a development plan. It is the responsibility of the local planning authority to plan for housing development that reflects local demand.

Strategic Context

- 2.2 The Core Strategy establishes the scale and distribution of housing development up to 2027. There are mechanisms in place to ensure that if the targets are not being met the Council can review the approach, and there is a commitment for the housing requirement to be reviewed in 2016 in co-operation with neighbouring authorities.
- 2.3 The overall approach is that the housing target for the Borough can be met in existing urban areas and other suitable locations, such as previously developed land in the Green Belt in line with the requirements of the NPPF and within settlement envelopes. An Area Action Plan (AAP) has been adopted for the Elstree Way Corridor in Borehamwood. This is an area earmarked in the Core Strategy for residential-led redevelopment, resulting in a substantial contribution to the housing target over the plan period.

Housing Supply

- 2.4 Table 1 provides an update on the housing supply in Hertsmere, including site allocations and contributions from other sources. It shows a supply of 4,465 dwellings over 15 years, which is more than sufficient to meet the Core Strategy housing target (3,990 dwellings, 2012-2027). Over half of the supply has been completed or has planning permission.
- 2.5 All potential site allocations were assessed against detailed criteria based on the principles of sustainable development.

Table 1: Site Allocations in relation to the Housing Supply 2012 - 2027

	Source of supply	No. of units (net)
	Completions 2012/13 to 2014/15 (3 Years)	912
	Commitments to 2026/27 (12 Years)	
	Planning Permissions - schemes under construction	379
*	Planning Permissions - schemes not yet started	1,077
*	Sites under consideration ¹	41
	Identified Sites	
*	Allocations in Policy SADM ^{12,3}	685
*	Elstree Way Corridor ⁴	813
*	Town Centre Sites (under Policy SADM ⁴³) ⁵	92
*	Other	89
*	Discount ⁶	-168
	Windfall	
	Small Scale Urban Windfall ⁷	252
	Rural Windfall ⁷	119
	Large Scale Urban Windfall ⁸	174
	Total Completions and Commitments	4,465

Notes: The information represents the position at 1 April 2015

- 1 The category covers sites where planning permission is being sought and the principle of residential use is acceptable under the Council's planning policies: it may include schemes approved by the Council but awaiting a legal agreement.
- 2 All sites will contain 10 or more dwellings.
- 3 Any sites with permission are excluded from the 'Planning Permissions' categories to avoid double counting.
- 4 i.e. proposals in the Area Action Plan. The sites with planning permission are included in the Planning Permissions categories - i.e. Isopad House (150 units) and Gemini House (172 units), while Avenir House (39 units) is included as a 'Site under consideration'.
- 5 The sites in this category both contain smaller areas which have planning permission for residential development. TC1 - total units 45 (including 18 permitted at 61-73 Shenley Road); and TC2 - total units 47 (including permissions, 15 at 199 Watling Street and 18 on the former Fire Station). The sites with permission are excluded from the 'Planning Permissions' categories to avoid double counting.
- 6 A discount of 6% has been applied to all the asterisked categories to account for any non-implementation.
- 7 i.e. for 7 years: the windfall rates are based on observation of windfall completions since 2008 and exclude the use of garden land. The rates are 36 p.a., including a 30% discount for garden land (small scale urban windfall) and 17 p.a., including a 15% discount for garden land (rural windfall).
- 8 i.e. for 2 years: the windfall rate is based on completions since 2008 and excludes the use of garden land. It is 87 p.a., including a 15% discount for garden land.

2.6 Matters taken into consideration included:

- flooding;
- proximity to hazardous substances;
- contamination;
- transport and highways access;
- proximity to shops, schools, employment and public transport; and
- the potential impact on the landscape and wider environment.

2.7 These criteria were developed through consultation with key stakeholders to ensure that all relevant issues were addressed and in turn result in the most appropriate and sustainable sites being selected.

2.8 A key factor was compliance with the Core Strategy and the NPPF. Sites had to conform to the Core Strategy: for residential sites, this meant compliance with Policy CS1. Sites in the Green Belt were not selected unless they contained a substantial element of previously developed land, and their development would not contradict the five purposes for including land in the Green Belt (which are set out in the NPPF). In addition sites were only included if they were likely to be available and deliverable within the plan period (15 years). Only sites with an estimated capacity of 10 or more units have been specifically allocated.

Housing Allocations

2.9 The principle of residential development at the sites in Policy SADM1 is acceptable, subject to compliance with any site specific requirements identified. The sites have been selected having regard to their availability, deliverability and viability. The estimated number of dwellings in Policy SADM1 has taken into account:

- information contained within the SHLAA;
- identified development constraints; and
- indicative schemes put forward by agents or site owners through the call for sites and which have been discussed with officers informally or through a formal planning pre-application meeting.

Policy SADM1 - Housing Allocations

Part or all of the following sites, which are identified on the Policies Map, are allocated for housing development:

Ref. no.	Site	Site specific requirements	Estimated number of dwellings
H1	Directors Arms Public House, Ripon Way, Borehamwood	<p>Mixed residential development incorporating flats and houses. A high quality design is required on this prominent corner plot. A building height of up to 4 storeys may be achievable fronting the roundabout. The number and layout of existing accesses should be rationalised. Future access should not prejudice the safe and effective use of the adjoining roundabout junction. Some appropriately designed public amenity space should be provided within the site. Current usage of garage courts must be investigated and if necessary alternative parking provision identified. Access to the private garage r/o Cranes Way should be retained.</p> <p>The adequacy of waste water capacity is to be assessed: adequate capacity should be made available before development is occupied.</p>	26

Ref. no.	Site	Site specific requirements	Estimated number of dwellings
H2	Gas Holders site, Station Road, Borehamwood	Flatted residential development. A building height of up to 4 storeys may be acceptable fronting Station Road. The height and design of building to the rear of the site must not harm the amenity of occupants of neighbouring two storey properties. A flood risk assessment is required in support of any planning application. Contamination and remediation strategy to be provided. The Retort House, a locally important building, should be retained. Design should integrate linking paths between H2, H3 and surrounding roads. Development must be located outside Flood Zones 2 and 3 (on the sequential approach) to avoid placing vulnerable development in areas of highest flood risk. Proposals should if possible de-culvert and enhance Borehamwood Brook Main River. The adequacy of waste water capacity is to be assessed: adequate capacity should be made available before development is occupied.	43
H3	Land to the south of Elstree and Borehamwood Station	Mixed residential development incorporating flats and houses. A building height of 3 storeys is acceptable on parts of the site. The height and design of buildings must not harm the amenity of the occupiers of neighbouring two storey properties. The primary vehicular access should be taken from Station Road, and a convenient pedestrian link provided to the station. Design should integrate linking paths between H2, H3 and surrounding roads. A noise and vibration assessment is required: relevant mitigation measures must ensure a satisfactory residential living environment. Proposals should if possible de-culvert and enhance the watercourse running through the site. The adequacy of waste water capacity is to be assessed: adequate capacity should be made available before development is occupied Planning permission has been granted for residential development for 43 units.	43
H4	Land at Bushey Hall Golf Club, Bushey	Flats and houses will be acceptable. Development should be no more than two storeys, though there may be opportunities for accommodation within roof spaces. The priority is to ensure an open, treed setting that protects the Green Belt. The re-provision of a clubhouse and parking in a landscaped setting compatible with the Green Belt is required. The adequacy of waste water capacity is to be assessed: adequate capacity should be made available before development is occupied.	13
H5	Land at Rossway Drive, Bushey	A mix of houses to be provided including a majority of 2 and 3 bedroom properties. The site layout should provide significant areas of open space in order to enhance the openness of the Green Belt. A master plan is required to guide the detailed planning of the site. The master plan should include the parcel of land to the immediate south of the site, as this could potentially become available for housing development in the longer term. Developer contributions may be required to address wider traffic issues in the area. Setting of the Grade II Tyler's Farm House to the north west should be protected and enhanced. A planning permission has been granted for residential development for 82 units.	82

Ref. no.	Site	Site specific requirements	Estimated number of dwellings
H6	Hertswood Upper School, Thrift Farm Lane, Borehamwood	<p>Mixed residential development, incorporating flats and houses and a number of sheltered/extra-care units which must be provided in agreement with the Council. Vehicular access is preferred from Shenley Road and Studio Way. Convenient pedestrian links to be provided to adjoining open space, to the nearby greenway, to the south and to the Hertswood Lower School site. All site accesses to be provided in line with the Highway Authority's technical guidance. A transport assessment is required to show that the cumulative impact on the highways network, taking into account planned development in the Elstree Way Corridor, can be adequately mitigated.</p> <p>Protected trees should be retained and, if any are lost, they should be replaced. The watercourse should be deculverted and enhanced if possible. A Flood Risk Assessment is required. A sustainable drainage system is to be agreed. The adequacy of waste water capacity is to be assessed: adequate capacity should be made available before development is occupied. Leisure and public amenity space to be provided on site.</p> <p>Residential development is linked to and must enable the development of new school and other key community facilities in line with Core Strategy Policy CS19 on the Hertswood Lower School site. Relocation of Hertswood Upper School, playing fields, the Hertswood Centre and The Ark Theatre to the Hertswood Lower School site. Proposals should minimise any reduction in the overall quantity of playing field provision and its effect; improvements to the quality and accessibility of playing field and sports provision will be required as part of any agreed mitigation strategy. Programme of development on the two sites to be considered against Policy CS19 (Key Community Facilities) and agreed, in particular, to ensure that (i) the proper level of school facilities, including playing fields, is available throughout the development period, (ii) there are local facilities available to allow the satisfactory operation of theatre activities throughout the development period, and (iii) the provision of the replacement theatre premises is made at the earliest possible opportunity.</p>	276
H7	Land at Lincolnsfield, Bushey	<p>Building coverage should be limited so as to ensure no greater impact on the openness of the Green Belt. A flood risk assessment should be submitted in support of any planning application. Development must be located outside Flood Zones 2 and 3 (on the sequential approach). Preliminary Risk Assessment required (Source Protection Zone 2) if potential for contamination on site exists. Development to deculvert and enhance the King George Drain main river running through the site as far as possible. The adequacy of waste water capacity is to be assessed: adequate capacity should be made available before development is occupied.</p> <p>Protected trees should be retained and development limited to unused land and offset by removal of derelict buildings. As the site may contain significant heritage assets, Historic England should be consulted: survey and recording of any features of historic interest required. Planning permission has been granted for residential development for 23 units.</p>	23
H8	Europcar House, Aldenham Road, Bushey	<p>The design and layout of the new development should create a stronger building line, improve the street scene and provide a better relationship with other surrounding properties. Development should largely be no more than two storeys, although there may be opportunities for accommodation within roof spaces or some 3 storey development. A back to back arrangement should be achieved wherever possible. Semi-detached and/or terraced properties should front Aldenham Road. A mix of houses and flats could be acceptable subject to compliance with all other policies and development guidance. The adequacy of waste water capacity is to be assessed: adequate capacity should be made available before development is occupied.</p>	19

Ref. no.	Site	Site specific requirements	Estimated number of dwellings
H9	Former Sunny Bank School, Potters Bar	<p>Housing development should respect and as appropriate protect and enhance the character of the surrounding area, in particular the setting of The Royds Conservation Area and the relationship with the Green Belt and its landscape. Development should provide a continuation of the existing established building lines so as to fit with the established grain of development in the surrounding area. Dwellings should be either detached or semi-detached with spacious plots including front and rear gardens. Building heights should not exceed two storeys. Large flatted blocks will not be acceptable. Measures to mitigate any intrusive noise and pollution emanating from the M25 must be provided. Accesses may be taken from Field View Road, Sunnybank Road and/or Meadow Way although it is expected that the primary access will be via Field View Road. Pedestrian and cycle access should be provided through the site to the remaining education facility.</p> <p>The layout should include a minimum of 1.4ha of open space which will thereafter be treated as Local Green Space for planning policy purposes (Proposal C1 in SADM33). The developer will be required to make a contribution towards the cost of implementation and maintenance of this open space. The space must be usable, well-designed and safely and conveniently accessible from the surrounding housing area. It should enable formal sports use unless satisfactory off-site replacement playing field provision is secured or demonstrated not to be required. The developer will be required to produce a master plan indicating how the whole site is proposed to be laid out. Inter alia, this will show how the existing educational support centre (which may be retained) can be integrated in the layout and brought forward for housing at a later date.</p>	31
H10	Birchville Court and adjoining haulage yard, Heathbourne Road, Bushey Heath	<p>Flats and/or houses will be acceptable, with a mix of two and three storeys.</p> <p>The layout and design should allow for open views within the site and reinforce the sense of openness adjoining the Green Belt. Existing trees should be retained and supplemented. Development should not harm the setting of the adjoining listed building County End. Consideration should be given to incorporating the adjoining garden land within the development. If this is not possible, the site layout should allow for future access to the adjoining garden land and not prejudice the future development of this area.</p>	17
H11	Elton House, Elton Way, Bushey	<p>Flatted development using existing access onto Elton Way. Full parking standards to be met. Carefully designed and usable communal amenity space required. The Council has approved planning application 14/0911/FUL for 102 units and prefers this to a conversion of the existing building on the site.</p>	102
H12	First Place Nurseries, Falconer Road, Bushey	<p>Removal of former swimming pool building (currently used by the Nursery) and associated hardstanding. Development of residential units to be situated nearer to Falconer Road thereby reducing the impact on the openness of the Green Belt. Needs to meet requirements of Core Strategy Policy CS19 Key community facilities in respect of the current Nursery use.</p>	10
Total units from housing allocation sites:			685

Development proposals must meet the site specific requirements and all relevant policies within the Local Plan, including Policy SADM31 on design.

The Council will also require the applicant to demonstrate that the necessary infrastructure required to support proposals will be delivered. This includes appropriate community infrastructure.

Safeguarded Land

- 2.10 It is important to retain some safeguarded land both for future housing supply and to maintain the permanence of the Green Belt in the long term.
- 2.11 Potential housing sites safeguarded under Policy H4 in the Local Plan 2003 have been reassessed:
- a) Hayden Dell Farm has been redeveloped for housing and therefore is no longer safeguarded;
 - b) Land east of Farm Way, Bushey is greenfield and remains safeguarded;
 - c) Land bounded by Heathbourne Road, Windmill Lane and Clay Lane contains a significant proportion of previously developed land. The largest proportion of previously developed land is at the haulage yard and Birchville Court. This area is allocated for housing development. The remaining area to the north of this site will stay safeguarded: this comprises Greenacres House, The Callanders and Birchville Cottage. Two small pieces of land to the south of the housing allocation are removed from safeguarding and are now within the urban area. These are County End and the part of its garden to the west which abuts the southern boundary of the haulage yard;
 - d) Starveacres, 16 Watford Road, Radlett comprises a single dwelling with a very large curtilage. It remains safeguarded;
 - e) Land at Byron Avenue/Vale Avenue in Borehamwood has been designated as a village green. This site is returned to full Green Belt status and Safeguarded Land designation removed;
 - f) West Herts College Annex in Bushey has planning permission: the principle of housing has been accepted and the land no longer needs to be subject to safeguarding. It is being included within the urban area.
- 2.12 Safeguarded land is in large part open or undeveloped, normally with a greater proportion of semi-natural habitat compared to the allocated sites in Policy SADM1. It will therefore be important to control the form of development, when eventually it is accepted as being necessary, in order to protect the environment and any significant open use: mitigation and/or compensation measures may be necessary.
- 2.13 Sites which continue to be subject to safeguarded are covered by Policy SADM2.

Policy SADM2 - Safeguarded Land for Housing

The following sites are identified as Safeguarded Land for Housing on the Policies Map:

- a) Land east of Farm Way, Bushey;
- b) Land bounded by Heathbourne Road, Windmill Lane and Clay Lane, Bushey; and
- c) Starveacres, 16 Watford Road, Radlett.

These sites will only be released for housing in the event that a review of this plan indicates that there is insufficient suitable land available, within the then defined urban area and/or consistent with Local Plan and national planning policy, to meet longer term housing needs. Until that time the sites will be treated as if they are in the Green Belt: there will be a presumption against their inappropriate development.

Housing Development

- 2.14 The policy for residential development builds on the principles contained in the NPPF and the approach established in the Core Strategy. The retention of existing residential units is an important foundation in the delivery of the housing target.

- 2.15 The NPPF allows local authorities to set their own guidelines for when the development of residential gardens is appropriate. Part D of the Planning and Design Guide sets out where such development will and will not be acceptable and there will be a presumption against allowing tandem development, where a new dwelling is proposed directly behind or in front of an existing dwelling within its garden. Such proposals, whether within an individual garden or across a number of adjoining gardens, can appear cramped and out of keeping with the surrounding pattern of development, particularly where the proposed development would face existing housing to the front and to rear. Simply exceeding the Council's minimum separation distances, as set out in the Planning and Design Guide, is unlikely to make such development acceptable. Planning applications for developments of garden land will also be determined in accordance with other relevant development plan policies.
- 2.16 The conversion of existing buildings to residential uses and the redevelopment of sites for flats are normally acceptable in existing urban areas, subject to provision for other important uses, infrastructure capacity, and local character and amenity. This also includes development for sheltered housing, including extra-care and self-contained housing for the elderly.
- 2.17 The Government's current approach is to relax controls on conversion of buildings to residential through changes to permitted developments rights. In some cases the period when the change can be introduced is temporary: this particularly affects change of use from offices (Use Class B1(a)) and warehouses (Use Class B8). Each change is subject to prior approval: i.e. consideration of a limited set of factors listed by the Government. Because these new rights have been introduced in exceptional circumstances and they are short-term measures in comparison with the 15 year span of the development plan, it is considered prudent for the Council to retain policies which seek to prevent the loss of key employment floorspace. In other cases, the period when the change can be introduced is not limited: this particularly affects smaller retail units. However prior approval is again required.
- 2.18 The Strategic Housing Market Assessment (SHMA) 2010 found that the private rented sector, including the buy to let sector, had expanded considerably in recent years. It also found that a third of Hertsmere's housing stock is made up of semi-detached properties, and the rest is split evenly between detached, terraced and flat accommodation. One conclusion was that: 'there is consistently high need for...a significant number of larger homes.' Hertsmere was also found to be the joint second authority in London Commuter Belt (West) area with the highest proportion of overcrowding, after Watford.
- 2.19 Investment and adaptation of the housing stock is an important part of a process of urban renewal and delivery of a range of homes. However, a concentration of housing conversions and houses in multiple occupation (HMOs) in an area can have a detrimental effect on local character and neighbours' amenity. An increase in the number of households in a small area may also add significantly to pressures on infrastructure. Although the conversion of a dwelling house in Use Class C3 is permitted to Use Class C4 (an HMO consisting of 3-6 unrelated individuals) without planning permission, it is important to take these houses into account when considering the effect of intensification of use in a small area. A small area is a street or possibly a neighbourhood, depending on local character. An over-concentration of converted dwellings is considered to occur at a level of 1 in 5 houses. More than that would have an adverse impact on the amenity of the local area.
- 2.20 There is an acute need for Affordable Housing in the Borough and where development involving the redevelopment or change of use of affordable units is proposed it is important that there is no net loss of Affordable Housing provision. Where redevelopment of existing affordable units is proposed, particularly as part of the managed replacement of existing affordable accommodation e.g. through estate renewal programmes or adopted master plans/regeneration strategies, the Council will seek to maintain levels of Affordable Housing across the site.
- 2.21 The Council will consider whether some change in Affordable Housing tenures may be justified to reflect local housing need but this will need to be agreed with the Council's Housing department. However, this should generally be achieved through the provision of the same number of units and only exceptionally will

the Council consider the provision of equivalent floorspace as an acceptable alternative. In such instances applicants will be expected to submit evidence, including viability evidence where appropriate, to demonstrate that a reduced number of affordable units is necessary.

- 2.22 Housing proposals should result in satisfactory living conditions for new occupiers and existing local residents. They should therefore comply with standards in Policy SADM3 and any other relevant policies and guidance including Policy SADM31 on Design Principles, Policy SADM20 on waste storage and Policy SADM41 on highway and access. These matters all need to be co-ordinated and integrated within the overall design and layout.
- 2.23 The Council's adopted Planning and Design Guide SPD sets out various standards of amenity for new development, which should normally be followed. However, following the introduction of the Government's national technical standards for new housing (March 2015), the Council intends to revise the Planning and Design Guide SPD to more fully reflect the national standards; in doing so the Council will consider the justification for adopting the optional standards. The Council's established internal space standards have been successfully implemented on all new development since before their adoption in July 2013. These space standards are very similar to the Government's optional standards.

Policy SADM3 - Residential Developments

Proposals which would result in the net loss of satisfactory residential units or accommodation will not be permitted. Replacement residential unit(s) will be required where existing housing is to be demolished as part of any redevelopment scheme for alternative uses.

The redevelopment of sites for residential use will be supported in existing urban areas, subject to the requirements of relevant development plan policies. In particular, development within residential areas must be of a scale and design which respects its immediate surroundings including the local pattern of development, not result in a tandem development layout and as far as possible improve the quality of the area.

Proposals which would result in the net loss of affordable housing units will not be permitted. Where exceptionally a net reduction in units is demonstrated to be unavoidable, applications should

- (i) provide at least an equivalent floorspace of affordable housing; and*
- (ii) achieve an appropriate mix of housing types and tenures in line with local housing need.*

For any development which provides a new flat or flats, the following principles will apply:

- (i) each flat should be self-contained with access direct from a street frontage or a common entrance hall;*
- (ii) each flat should provide a good standard of accommodation and internal space; and*
- (iii) suitable communal or private garden provision should be made for each flat.*

Where planning permission is required, the conversion of existing homes, offices or other buildings, to

- smaller self-contained units or*
- houses or buildings in multiple occupation (Use Class C4 or sui generis)*

will be refused planning permission if:

- (i) there would be insufficient off-street parking provision (in line with the Parking Standards SPD) and the potential effect on the adjoining highway would be unsatisfactory;*
- (ii) the size of garden space would be inadequate or access to it would be difficult;*
- (iii) there would be inadequate provision for the storage and collection of waste, or*
- (iv) there would be more than 1 in 5 conversions in a defined row of houses.*

All development should be consistent with Hertsmere's Planning and Design Guide SPD (and any successor document).

Affordable Housing

- 2.24 The availability of affordably priced homes for Hertsmere residents is a key concern. Policies in the Core Strategy seek to increase the supply of Affordable Housing in the borough. Policy CS4 requires that developments of 5 or more residential units (or sites in excess of 0.2ha) make provision for an element of Affordable Housing and gives guidelines on tenure mix. Policies CS5 and CS7 address provision in rural areas and housing mix. The Affordable Housing SPD provides additional detailed guidance on the policies and how they will operate. The expectation is that the requirement for Affordable Housing will be fully met on site, its delivery being controlled through a S106 agreement. The Affordable Housing SPD sets out the circumstances under which alternatives to on-site provision may, exceptionally, be agreed, and describes a priority order in which alternatives to on-site provision will be considered.
- 2.25 A Written Ministerial Statement in November 2014 set out changes to national policy in relation to planning obligations under s106 of the Town and Country Planning Act 1990 (as amended). These have been reflected in amendments to the national Planning Practice Guidance. The changes seek to remove the requirement for developer contributions (including Affordable Housing) on sites of 10 units or less, the stated aim being to help increase housing supply by lowering the construction cost of small-scale new build housing.
- 2.26 There is, however, an acute need for affordable housing provision in Hertsmere, a situation to which the adopted Core Strategy responds; the site size threshold of 5 reflects independent recognition of both the magnitude of local housing need and the deliverability of small sites including the required affordable housing provision. The Inspector examining the Core Strategy concluded that it would accord with the NPPF by helping to meet the need for Affordable Housing, without compromising delivery or viability. This has been reflected in the number of schemes which have come forward for 5-10 units since January 2013. The evidence supports the Council in continuing to require an Affordable Housing contribution from sites of 10 units or less.
- 2.27 Some additional flexibility in relation to contributions to Affordable Housing provision on small sites (of between 5 and 10 units) is however proposed. Contributions will therefore be sought in the form of cash payments, commuted until after completion of units within the development. This flexibility does not apply to Rural Exception sites under Core Strategy Policy CS5.

Policy SADM4 - Small Sites for Affordable Housing

On sites of between 5 and 10 residential units (inclusive), the Council will seek financial contributions to support the delivery of Affordable Housing. Contributions will be sought in the form of commuted payments, calculated on the basis set out in the Affordable Housing SPD and any subsequent update.

Gypsies and Travellers

- 2.28 The Council's approach to the provision of Gypsy and Traveller pitches is set out in the adopted Core Strategy. This says that provision should be made to accommodate identified pitch requirements up to 2017. Provision has been made up to the end of 2013/2014. An additional 8 pitches are therefore needed for the four years to 2017/18.
- 2.29 Sites are identified in Policy SADM5. One site involves a small intensification and the other two entail regularisation of unauthorised but tolerated accommodation. Additional pitches may come forward on existing or other new sites, if they satisfy local plan policies, in particular Policy CS6.

- 2.30 The Council will also protect existing authorised Gypsy and Traveller sites to ensure that pitches are not lost to alternative development and to ensure that the identified growth can be achieved.
- 2.31 A fresh, independent Gypsy and Traveller assessment has been undertaken to identify accommodation needs. This assessment indicates a need for up to 28 additional pitches, over and above the new provision on the sites listed in Policy SADM5, between 2014 and 2028. Provision on this scale is best made in the context of the forthcoming partial review of the Core Strategy: the Council will need to consider whether additional land should be allocated for housing and employment purposes and as a result review the Green Belt. The Council intends to accommodate the outstanding need for Gypsy and Traveller sites through this process.
- 2.32 The Gypsy and Traveller assessment concluded that there was no need for additional transit provision in Hertsmere.

Table 2: Existing Authorised Gypsy and Traveller Sites

Site	Number of authorised pitches
Brookes Place, Potters Bar (formerly known as the 'Pylon Site')	25 permanent pitches
South Mimms transit site, Bignells Corner, South Mimms	1 permanent pitch and 15 transit pitches
Woodlands Yard, Shenleybury Cottages, Shenley	1 permanent pitch
Sandy Lane HCC traveller site, Bushey	30 permanent pitches
One Acre, Hilfield Lane, Aldenham	1 permanent pitch
The Conifers, Elton Way, Bushey	1 temporary pitch

Policy SADM5 - Gypsy, Traveller and Travelling Showpeople Sites*Existing provision*

The Gypsy and Traveller sites listed in Table 2 will be protected for their existing use. Proposals which would result in the net loss of pitches will not be permitted.

New provision

New pitches will be provided on the following sites:

Reference	Site	Estimated pitches
GT1	Sandy Lane HCC traveller site, Bushey	3 additional
GT2	Gullimore Farm, Sandy Lane, Bushey	4 (regularised)
GT3	Chapman's Yard, Elton Way, Bushey	2 (regularised)

In addition, the Council will:

- (i) support planning applications for the provision of new Gypsy and Traveller pitches on appropriate new or existing sites; and*
- (ii) make further provision as needed through the review of the Core Strategy.*

All new pitches should meet the criteria of Core Strategy Policy CS6.

3. Employment and Economy

'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'

Local Plan Core Strategy Objective 3

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

Local Plan Core Strategy Objective 10

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

Local Plan Core Strategy Objective 11

'The Council will support development proposed in appropriate locations, which attract commercial investment, maintain economic competitiveness and provide employment opportunities for the local community.'

Core Strategy Policy CS8

'...encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value'

NPPF Core planning principle

'We want Hertsmere to be a great place for business, delivering economic growth and jobs in a high quality environment.'

Hertsmere Together - Community Strategy 2013-2016 page 3

'By 2026 the borough will have a thriving, vibrant and prosperous economy that is underpinned by creativity and enterprise...'

'Creative Hertsmere' Economic Development Strategy - The Vision

- 3.1 The NPPF states that councils' approaches should be flexible and open to different sectors of the economy expanding. It advises that plans should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. They should have regard to market signals and the relative need for different uses to support local communities.
- 3.2 The Government has relaxed controls on the conversion of buildings to residential through changes to permitted developments rights, as part of its current drive to promote new homes. The periods when changes can be introduced are temporary: this affects change of use from offices (Use Class B1(a)) and warehouses (Use Class B8). Each change is subject to prior approval: i.e. consideration of a limited set of factors. The Government has also consulted on the possibility of the changes of control being permanent, as well as changes from light industry (Use Class B1(c)) to residential. Nevertheless, the Government confirms that councils should be able to protect strategically important office space in their local areas and should continue to support economic development. The new permitted development rights have been introduced in exceptional circumstances and are short-term measures in comparison with the 15 year span of the development plan. It is therefore prudent for the Council to retain policies which seek to prevent the loss of key employment floorspace.

- 3.3 The Core Strategy recognises the importance of key employment locations in the borough in sustaining a competitive local economy, providing employment opportunities for the local community and encouraging economic development. A review of the boundaries of employment areas and employment land was undertaken in 2011. This review considered development trends and pressures, and the response to them, including safeguarding land for employment. Office accommodation in the designated employment areas, and B1(a) office space exceeding 500 square metres elsewhere in the Borough, much of it good quality, is an essential part of the supply: it is considered to be strategically important within the local area and should therefore be retained.
- 3.4 The Core Strategy designates employment areas - i.e. Employment Areas, Key Employment Site and Locally Significant Employment Sites - and identifies Safeguarded Land for Employment. This document, defines the boundaries of those sites.
- 3.5 Some Employment Area boundaries are different from the 2003 Local Plan. Some land has been removed from employment area designation. The Elstree Way Employment Area in Borehamwood has been significantly reduced on its western side. The area removed is allocated for residential-led redevelopment in the Elstree Way Corridor Area Action Plan. This includes Studio Plaza on Elstree Way/Studio Way corner and the Gemini House site on Elstree Way/Manor Way corner, which have come forward through planning applications for housing development. The Stirling Way Employment Area boundary has also been reviewed following the development of the Morrisons supermarket and ancillary petrol filling station, and the Otterspool Way boundary has been amended through the removal of the site on the east side of Hartspring Lane occupied by warehouse club retailer Costco. There has been no reason to change boundary at Cranborne Road. The Station Close and Stirling Way boundaries have also been reviewed to reflect the extent of ancillary car parking.
- 3.6 Some of the designated Employment locations contain or are adjacent to heritage assets or sites important for biodiversity or geodiversity. Any development proposals will need to comply with relevant policies and guidelines. Appendix E lists currently known assets and how the Council will take them into account in assessing development proposals.

Policy SADM6 - Employment Areas

The following sites identified on the Policies Map are allocated as Employment Areas:

- a) *Elstree Way, Borehamwood;*
- b) *Stirling Way, Borehamwood;*
- c) *Cranborne Road, Potters Bar;*
- d) *Station Close, Potters Bar; and*
- e) *Otterspool Way, Bushey*

Further policy requirements for these sites are set out in Policy CS8 and Policy CS10 of the Core Strategy.

- 3.7 The Key Employment Site, Centennial Park, covers 15 hectares and provides modern facilities for a range of users. Centennial Park is located within the Green Belt but comprises a significant amount of development, within which there may be scope for infilling or redevelopment. The site is well located on the major transport network, is increasingly serviced by public transport and is just 2.5 km from Elstree and Borehamwood railway station.

Policy SADM7 - Key Employment Site

The following site identified on the Policies Map is allocated as a Key Employment Site:

- Centennial Park, Elstree

Infilling, additions or redevelopment for employment purposes will be acceptable provided they comply with Policy SADM27. Further policy requirements are set out in Policy CS8 of the Core Strategy.

- 3.8 Locally significant employment sites have a history of providing accommodation for small businesses, particularly those who provide employment to the local workforce or employment to those with lower-level skills. Their importance is recognised in an employment land review carried out for the Council in 2006. The allocations are not Use Class specific but their general use and character is more important for the local economy.

Policy SADM8 - Locally Significant Employment Sites

The following sites identified on the Policies Map are allocated as Locally Significant Employment Sites

- 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; and*
- Farm Close sites, Shenley.*

Further policy requirements for these sites are set out in Policy CS9 of the Core Strategy.

Policy SADM9 - Strategically Important Business Locations and Loss of Office Accommodation

Where planning permission or prior approval is required, change of use to residential use will be resisted in the following Strategically Important Business Locations:

- Employment Areas listed in Policy SADM6;*
- the Key Employment site in Policy SADM7;*
- Locally Significant Employment Sites listed in Policy SADM8, and*
- Existing office buildings (or parts of buildings) elsewhere in the Borough which exceed 500 square metres floorspace unless it can be demonstrated that the premises are no longer suitable for and have been marketed effectively for continued B1(a) use.*

Safeguarded Land

- 3.9 The Core Strategy identifies two sites as Safeguarded Land for employment use. As a result, neither area is in the Green Belt. Both areas may be used for B class development needs beyond the plan period. These are:
- a) land to the north west of Cranborne Road in Potters Bar; and
 - b) land between Rowley Lane and the A1 at Elstree Way in Borehamwood. Land at Rowley Lane is re-designated in order to be consistent with the Council's safeguarding policies. This land includes the Holiday Inn site in line with paragraph 5.9 in the Core Strategy. It also includes a former sports ground, on which a sports hub or sports centre of excellence is considered appropriate, particularly if it creates new jobs and can be accommodated satisfactorily in its surroundings.
- 3.10 The safeguarded land is in large part open or undeveloped with semi-natural habitat and watercourses. It will therefore be important to control the form of development, when eventually it is accepted as being necessary, in order to protect the environment.

Policy SADM10 - Safeguarded Land for Employment Development

The following sites are identified as safeguarded land for employment development on the Policies Map:

- a) *Land adjacent to the Cranborne Road Employment Area*
- b) *Land on Rowley Lane adjacent to the Elstree Way Employment Area.*

These sites will be released for employment purposes in the event that a review of this Plan indicates that there is insufficient suitable land available within the then defined urban area and/or consistent with Local Plan and national planning policy, to meet longer term employment needs. Until that time they will be treated as if they are in the Green Belt: inappropriate development will not be approved, except in very special circumstances.

The Holiday Inn site, at the southern end of the safeguarded land at Rowley Lane, contains a significant amount of previously developed land and buildings: any proposal for development on this site will be considered on its individual merits within the context of the current appearance and use of the site and other relevant policies in this Plan.

4. Open Land and the Environment

'To protect the Green Belt and its role in preventing urban sprawl and the coalescence of towns'

Local Plan Core Strategy Objective 2

'To address issues arising from climate change, and all types of flooding and to take advantage of water and other natural resources responsibly'

Local Plan Core Strategy Objective 5

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

Local Plan Core Strategy Objective 6

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

Local Plan Core Strategy Objective 7

'To protect and enhance local biodiversity'

Local Plan Core Strategy Objective 13

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

Local Plan Core Strategy Objective 15

'The green spaces across the borough are very important to people'

Hertsmere Health and Wellbeing Strategy 2014-2017 p5

'To help increase the use and supply of renewable and low carbon energy, local planning authorities should recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources'

NPPF paragraph 97

'Local planning authorities should take into account...the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring'

NPPF paragraph 126

'...planning should recognise the intrinsic character and beauty of the countryside. Local plans should include strategic policies for the conservation and enhancement of the natural environment, including landscape. This includes designated landscapes but also the wider countryside.'

PPG Natural Environment paragraph 001

Natural Environment

- 4.1 The planning system should actively enhance and protect the natural environment. NPPF Paragraph 114 of the NPPF requires local authorities to "set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure".

- 4.2 It is important to take account of all aspects of the environment: i.e.
- biodiversity (including habitats and species) and geodiversity, which underpins biodiversity by providing rocks, landforms, soils, water, nutrients and natural processes that support habitats, species and ecosystems;
 - networks of natural and semi-natural features, green spaces, rivers and lakes that intersperse and connect villages and towns (known as green infrastructure);
 - watercourses and areas of water, and their margins;
 - landscape and its character; and
 - vegetation, trees and landscaping.
- 4.3 The character of the landscape in Hertsmere is the result of the action and interaction of natural and human factors. In principle, landscape character applies to urban areas and the countryside, and at different scales. The broadest scale may be a mountain range. However in practical terms for a borough like Hertsmere, the scale varies from stretches of the countryside distinguished by a river valley or plateau, say, to an urban park or streetscape.
- 4.4 Policies protecting and enhancing the natural environment build on the principles contained in the Core Strategy, and complement specific allocations on the Policies Map. Policies relating to the Green Belt and Watling Chase are important for the countryside as a whole. The advice of Hertfordshire Ecology, Thames Water, Natural England, the Forestry Commission, the Environment Agency, the Lead Local Flood Authority at the County Council, and the Tree Officers in the Local Authority has been taken. These stakeholders also provide comments on planning applications.

Biodiversity

- 4.5 The Core Strategy provides a broad framework within which more detailed policies on sites and management can sit. It establishes certain principles:
- the list of natural assets of statutory, national and local importance;
 - the use of different documents (and their updates) in determining applications e.g.
 - Hertfordshire Biodiversity Action Plan (2008)
 - Green Arc Strategic Green Infrastructure Plan with Hertfordshire (2011),
 - Hertsmere Borough Green Infrastructure Plan (2011), and
 - Biodiversity, Trees and Landscape SPD (2010)
 - Planning for Biodiversity and the Natural Environment in Hertfordshire - guiding principles (consultation version 2013)
 - BS 42020:2013 Biodiversity - Code of Practice for Planning and Development;
 - the promotion of opportunities for habitat creation and enhancement; and
 - support for partnership working to safeguard, enhance and facilitate nature conservation.
- 4.6 The NPPF draws attention to the difference between international, national and locally defined sites. Sites that are protected by statutory and non-statutory designations are regularly reviewed by other organisations such as the Wildlife Trust, Natural England, and Hertfordshire Ecology. Sites identified in the Plan are based upon the latest available information. Because of species mobility and fragility of habitats, maps will be updated from time to time. Subsequent updates will be visible on the interactive map on the Council's website. The status of a site is based on its designation, taking account of its context in the local environment, the setting of the Borough and the wider ecological network.
- 4.7 The Council supports habitat conservation, improvement and extension, and where necessary mitigation measures. It is important to retain the ecological, geological and biodiversity benefits of sites. Policies also seek protection of species. Where it has been identified that a habitat or species protected in European or Statutory legislation could be affected by a proposed development, the Council will require sufficient survey

information and mitigation or compensation proposals at the time the application is submitted. This is to ensure that an assessment is undertaken of the possible impacts, any appropriate mitigation or compensatory measures, including planning obligations, and future management of the site and any protected species.

Policy SADM11 - Biodiversity and Habitats

Sites of Special Scientific Interest (SSSI), Regionally Important Geological Sites (RIGS), Local Nature Reserves (LNR) and Local Wildlife Sites are identified on the Policies Map. These sites and their boundaries are reviewed by the responsible organisations from time to time: the Policies Map will be updated where necessary over the plan period to reflect any such decisions.

Development that would adversely affect any such site or a protected species (UK or European Law, or identified for conservation by the Hertfordshire Biodiversity Action Plan) will not normally be permitted in accordance with legislation and planning policy guidance.

The Council will expect developers to avoid significant harm to sites of importance for ecology, geology and biodiversity by relocating their proposed development

- (i) on an appropriate alternative site, or*
- (ii) elsewhere within the same site (where the harm would be avoided).*

Where this cannot be achieved, planning permission will be refused unless:

- (i) adequate mitigation measures can be employed, which will outweigh the harm caused; or, as a last resort*
- (ii) adequate compensatory measures will be provided and the benefits of the development are clearly shown to outweigh the harm to the natural environment.*

The acceptability of any development proposal will further be assessed with regard to:

- (i) the level of impact that the development proposal would have on the ecological interest of the habitat concerned and the wider ecological network;*
- (ii) the opportunity available to create, incorporate, enhance, or restore habitats or biodiversity as part of the development;*
- (iii) arrangements for the future maintenance and management of the wildlife or habitat affected by the proposal;*
- (iv) the detailed design of the proposal including its conformity with the Biodiversity, Trees and Landscape SPD.*

The Council will work in partnership with the Hertfordshire Local Nature Partnership, Hertfordshire Environmental Records Centre, the Wildlife Trust and Natural England to minimise the impacts on biodiversity, habitats and geodiversity in Hertsmere.

Landscape Character

- 4.8 The Hertfordshire Landscape Character Assessments, prepared by the County Council and available on their website, provide an important broad description of the character of most of the borough's countryside. The assessments cover physical influences, such as geology and topography, vegetation and wildlife, as well as historical and cultural influences such as the field pattern and development form. The character of some areas includes their relative tranquillity. For each character area management guidelines have been drawn up based on a condition and sensitivity analysis. Development proposals will be expected to adhere to the guidelines, conserving, restoring or improving the landscape as appropriate. This action will support the

prudent management of land and water resources, and benefit ecology. The same broad brush approach will be taken towards any areas of the countryside which are not covered by the Hertfordshire Landscape Character Assessments.

Policy SADM12 - Landscape Character

Development will be managed to help conserve, enhance and/or restore the character of the wider landscape across the borough.

Individual proposals will be assessed for their impact on landscape features to ensure that they conserve or improve the prevailing landscape quality, character and condition, including as described in the Hertfordshire Landscape Character Assessments. The location and design of development and its landscaping will respect local features and take opportunities to enhance habitats and green infrastructure links. Landscaping schemes should use native species which are appropriate to the area.

Trees and Landscaping

- 4.9 Trees are an important part of the environment. The Biodiversity, Trees and Landscape SPD identifies the following benefits of trees:
 - visual amenity;
 - improving air quality;
 - providing habitat for wildlife;
 - providing shelter;
 - reducing storm water run-off;
 - reducing energy use in buildings;
 - screening;
 - historical and cultural values; and
 - health and wellbeing.
- 4.10 Trees subject to particular protection will normally be retained, although replacement planting may be necessary on occasion (e.g. following storm damage or as a result of disease). The Council also will use its powers under the Hedgerow Regulations 1997 (and any successive legislation) to protect hedgerows.
- 4.11 When there is a proposal for a development at a site where there are existing trees, consideration needs to be given to the impact of the proposals on the natural environment, including trees, hedgerows and other forms of landscaping.
- 4.12 If a loss of trees is proposed, the Council expects a landscaping scheme to be prepared, either as part of an application, or as the subject of a condition when an application is granted planning permission. The scheme should have regard to the requirements in the Biodiversity, Trees and Landscaping SPD Part C and be sufficiently detailed to identify particular species within the proposed layout. Development proposals should provide sufficient space between buildings and hard standing areas to enable trees to mature and the development to take place without adversely affecting either the trees or the buildings.
- 4.13 The Council may impose conditions relating to the storage of construction materials, protective fencing, and the location of utility services to protect existing trees. The canopies of important trees may also need protection from constructors' vehicles. These requirements are explained in detail in the Biodiversity, Trees and Landscaping SPD.

Policy SADM13 - Trees, Landscaping and Development

Planning permission will be refused for development which would result in the loss, or likely loss, of:

- i) trees subject to a Tree Preservation Order; or*
- ii) any healthy, high quality trees and/or hedgerows that make a valuable contribution to the amenity or environment of the area in which they are located.*

All development affecting trees, hedgerows and other plants or landscaping should comply with the Biodiversity, Trees and Landscape SPD and BS5837 (or any subsequent guidance). This includes the requirement for appropriate landscaping schemes and, if necessary, replacement trees.

Where possible, the Council will make additional Tree Preservation Orders to ensure that existing trees, or groups of trees, which are healthy and contribute to the amenity of the area, are retained and protected.

Water

- 4.14 The availability of water is a fundament of all life and an essential ingredient to the character of the natural environment.
- 4.15 The NPPF asks local planning authorities to adopt proactive strategies to mitigate and adapt to climate change, taking into account flood risk and water supply and demand considerations. It also requires authorities to plan positively for biodiversity and green infrastructure.
- 4.16 New development should not increase flood risk, whether this is from watercourses, surface water or sewers. The NPPF states that ‘inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere’. Information on how these principles are to be implemented is found in the Planning Practice Guidance. Development in the natural flood plain should be avoided and the requirements of the NPPF and the Environment Agency for flood prevention and mitigation measures met in line with the aims and objectives of the EU Water Framework Directive 2000. The NPPF and Planning Practice Guidance state that priority should be given to sustainable drainage.

The Water Environment

- 4.17 The Council’s suite of policies on water looks holistically at the water environment. They aim to support the Council’s partners (who have responsibility for water and flood risk) and help to:
 - restore river flows;
 - retain water in the catchment area;
 - recharge and maintain the aquifer;
 - improve water quality
 - restore natural habitats and support biodiversity;
 - limit the effect of variable rainfall and reduce the risk of flooding;
 - provide sufficient capacity for foul water drainage;
 - provide sufficient water for people and to support agriculture; and
 - increase the efficiency of water use, in part through sustainable design and construction.
- 4.18 The east of England, of which Hertsmere is a part, is the driest area in the country receiving only two thirds of the average UK annual rainfall. It is an area of serious water stress, meaning that there are high water demands and limited water availability. The effects of climate change and growth in the region will result in water becoming an even more precious commodity.

- 4.19 The variation between prolonged heavy rainfall and long dry spells impacts on river levels and flows, creating pressure on underground drainage systems by affecting the level of rainfall left to recharge groundwater sources (and thus the availability of water). It affects ecosystems susceptible to the availability and flow of water. Depending on the characteristics of development and drainage, it also potentially affects the risk of flooding due to increased run-off.
- 4.20 Management of the water resource is essential, particularly the retention of water within the catchment area. Achieving a more natural character to rivers and streams and their flood plains will help. Likewise sustainable drainage in new development will reduce and manage surface water run-off, improve water quality, and provide opportunities for nature conservation. Improving water quality is important for the public water supply and for wildlife. The application of water efficiency measures in development will encourage the more sparing use of water.
- 4.21 Flood risk will be reduced by water management and by directing new building away from areas vulnerable to flooding. The Strategic Flood Risk Assessment, incorporating the sequential approach to flood risk and agreed with the Environment Agency, informed the selection of the main areas for development in Hertsmere. Most development will be accommodated outside Flood Zones 2 and 3 (the main areas vulnerable to flooding), though some types of development (such as those categorised as 'Less Vulnerable' and 'Water Compatible' in the Planning Practice Guidance) may be appropriate within Flood Zone 3.

Policy SADM14 - The Water Environment

The natural environment of watercourses and areas of water will be improved wherever possible through Policy SADM17. Watercourses, including culverts, land adjacent to rivers, functional floodplains and flood storage areas should be restored to their natural state.

New built development will normally be directed to Flood Zone 1, in preference to Flood Zones 2, 3a and 3b shown on the Policies Map. New development will not be permitted in Flood Zone 3b, as defined by the Strategic Flood Risk Assessment, and redevelopment of previously developed land in Zone 3b will only be permitted if the proposals are for a compatible use.

Reservoirs and water attenuation areas which help reduce flood risk downstream will be retained.

Development will support the effective use of sewerage infrastructure and water supply in accordance with Policy SADM18.

Development that would be likely to pollute the aquifer or unduly affect the water table will not be granted permission. Where there may be a risk to groundwater the criteria adopted will be as described in the Environment Agency's publication 'Groundwater protection: Principles and practice (GP3)' (as amended).

Flood Risk and Drainage

- 4.22 Although Hertsmere does not have the major flood problems of some places in the country, the risk of flooding is a still a significant issue. It is an issue which requires effective co-operation between the Council as local planning authority and the various other authorities which may be involved - the Environment Agency, the Lead Local Flood Authority, the Council's drainage team, Hertfordshire Fire Services and Thames Water.

4.23 The potential sources of flooding are from:

- (i) surface water -
4,400 properties in Hertsmere are at risk of surface water flooding (Local Flood Risk Management Strategy for Hertfordshire, 2013-2016 (LFFMS))
- (ii) rivers and watercourse -
250-500 properties in Hertsmere are at risk of a 1% annual probability of river flooding (Thames Catchment Flood Management Plan, 2009)
- (iii) sewers.

4.24 Careful location and design of development and provision of the appropriate sewerage should ensure that these flood risks are not increased. The risk of flooding can also be reduced through development proposals, e.g. by restoring the natural flood plain, by removing or relocating buildings, through flood mitigation measures and/or through the use of Sustainable Drainage Systems (SuDS).

4.25 Policy SADM15 sets out a set of practical principles, derived from the Strategic Flood Risk Assessment (SFRA), NPPF and advice from the Environment Agency, which should be adhered to.

4.26 The Planning Practice Guidance (PPG) for Flood Risk provides important advice to developers and the Council when determining planning applications, particularly in relation to suitable uses in the different flood zones, compatible land uses, the sequential and exceptions tests, the Flood Risk Assessment process, and managing residual flood risk.

4.27 Information on flood risk in Hertsmere may be obtained from a number of different sources. The SFRA defines flood zones, which indicate flood risk (and guide future use and development). The Surface Water Flood Maps produced by the Environment Agency show flood risk from surface water and should be used alongside the SFRA. Thames Water can advise on sewer flooding, although there is some information in the SFRA.

4.28 As the Lead Local Flood Authority (LLFA), Hertfordshire County Council is responsible for developing, maintaining, applying and monitoring a Local Flood Risk Management Strategy (LFRMS) across Hertfordshire. The Strategy addresses flooding from surface runoff, groundwater and ordinary watercourses. Developers should consult the LFRMS and its supporting documents and be aware of the overall aims of managing and mitigating flood risk in Hertfordshire and the wider implications of any new development on the surrounding area.

4.29 Every planning application should be assessed for flood risk from surface and ground water flooding as part of the development management process. This assessment should be proportionate to the proposal and its circumstances. As a matter of best practice all proposals for surface water management should be considered at the early concept stages of the development to promote the sustainable use and disposal of surface water from source to discharge. It is more difficult to consider and incorporate this once the layout has been finalised.

4.30 A specific Flood Risk Assessment (FRA) will be required for the categories of development set out in the PPG and as advised by the Environment Agency. This includes:

- development proposals of 1ha or more in Flood Zone 1;
- proposals for all new development in Flood Zones 2 and 3; and
- sites which have a watercourse running through them.

4.31 Some small watercourses may be too minor to be classed as 'Ordinary Watercourses' and therefore will not be shown within the Environment Agency flood zones, and may not be included in the Hertsmere SFRA. Developments affecting any such watercourse may be conditioned to ensure that a Flood Risk Assessment is carried out first: this would establish any potential sources of flooding and the risks over the lifetime of the proposed development based on local evidence.

- 4.32 The incorporation of Sustainable Drainage Systems (SuDS) into new development will improve drainage and reduce the impact of the development on potential surface water flooding. SuDS are designed to mimic the natural drainage of surface water, typically managing rainfall close to where it falls. Techniques such as ditches, drains, swales, detention basins, green roofs and filter strips are normally appropriate, though in some cases where there is a risk of pollution to groundwater (and sufficient cleansing through the system cannot be demonstrated), systems using infiltration may not be suitable. Other, complementary measures, such as rainwater storage, rainwater recycling, and the use of permeable paving surfaces, will also help.
- 4.33 The drainage hierarchy included within the Planning Practice Guidance shows that infiltration of water into the ground is the most sustainable measure, followed by discharge to a surface water body, a surface water sewer or other drainage system, and finally the use of traditional piped/tanked systems which discharge to a combined sewer. Piped/tanked systems are the least sustainable of all drainage techniques as they do not improve water quality or provide environmental benefits, so should only be used as a last resort.
- 4.34 Under the Flood and Water Management Act 2010 SuDS is compulsory on all major schemes. Sustainable drainage will also be sought within smaller schemes to militate against the cumulative impact they can have on localised surface water flooding and to encourage the more efficient use of water.
- 4.35 The Council will apply planning conditions or obligations to ensure that approved SuDS are maintained for the lifetime of the development. Conditions will clearly identify who will be responsible for maintenance, minimum maintenance standards and will set out the funding arrangements, which should be fair for householders.
- 4.36 Further guidance for applicants on ways to manage water and deliver SuDS is provided in Building Futures: A Hertfordshire Guide to Promoting Sustainability in Development (www.hertslink.org/buildingfutures).
- 4.37 Sewer flooding can arise due to lack of capacity within the existing sewer network. The Council will work with Thames Water in order to ensure that the strategic wastewater infrastructure required to support growth will be delivered alongside development. However it is also important for developers to consult Thames Water (see section on Water Supply and Waste Water).

Policy SADM15 - Flood Risk

The risk of flooding will be avoided and reduced by:

- (i) *locating development within areas of lower flood risk through the application of the sequential test and then applying an exception test in line with the National Planning Policy Framework (NPPF); and*
- (ii) *ensuring that development proposals in flood risk areas actively manage and reduce flood risk by applying the sequential approach at site level.*

Where new development is proposed in a flood risk area, a site specific Flood Risk Assessment will be required. This must take into account the risk associated with all types of flooding.

Development must satisfy the following principles:

- (i) *It must not increase the risk of flooding elsewhere.*
- (ii) *Within sites at risk of flooding, the most vulnerable parts of the proposed development should be located in areas of lowest flood risk, unless there are overriding reasons to prefer different locations.*
- (iii) *Floor levels of development in Flood Zones 2 and 3 should be situated above the 1% (1 in 100 years) plus climate change predicted maximum water level, plus a minimum watertight depth of 300mm above the normal water level.*

- (iv) Development at risk from any form of flooding should be flood resilient and resistant, with safe access and escape routes: it should also be demonstrated that residual risks can be safely managed.*
- (v) Development should incorporate appropriate flood resilient features and flood mitigation measures.*
- (vi) Where possible the footprint of existing buildings should be reduced.*
- (vii) Any necessary flood protection or mitigation measure should not have an undue impact on nature conservation, landscape character, recreation or other important matter.*
- (viii) There should be no net loss in flood storage on site.*
- (ix) Flood flow routes should be preserved.*
- (x) Where possible, flood storage should be maximised through the use of green infrastructure and sustainable drainage systems.*
- (xi) The risk from all types of flooding should be reduced as a consequence of development, wherever possible.*

Where necessary, planning permission will be conditional upon flood protection and/or runoff control measures being operative before other site works.

Policy SADM16 - Sustainable Drainage Systems

The design of new development should include sustainable drainage measures.

In particular, the Council will require the introduction of sustainable drainage (SuDS) on all developments of 10 residential units or 1,000 square metres of floorspace (or more). The drainage scheme should provide the most sustainable option from the SuDS hierarchy. Measures should attenuate water runoff at source (e.g. through attenuation ponds, filter strips, swales) and achieve multiple benefits (including management of flood risk and surface water pollution, amenity and biodiversity). The drainage scheme will:

- (i) achieve the greenfield runoff rate, or as close to it as practicable;*
- (ii) provide a 1 in 100 year attenuation taking into account climate change;*
- (iii) provide arrangements for future maintenance and management.*

Major proposals should also comply with the principles and standards set out by the Lead Local Flood Authority for SuDS.

Watercourses

- 4.38 The practical management of watercourses, including any related building (such as bridges and walls), is necessary to support the water environment objectives above, which relate to water flow and biodiversity. It is also necessary to ensure the maintenance of riparian developments and avoid potential problems in the future.
- 4.39 A natural environment is preferred and will be sought. Deculverting - i.e. returning streams to a natural state - helps flood risk management and benefits wildlife. Culverting existing streams should be avoided for similar reasons.
- 4.40 The provision of an undeveloped strip (buffer zone) alongside the banks of watercourses ensures the Borough's wildlife corridors and biodiversity are protected and enhanced, and preserves an acceptable flood flow route. Hertsmere's Land Drainage Bylaws require that a 9m buffer is maintained between the top of the bank of any watercourse and any proposed development.

- 4.41 The European Water Framework Directive (WFD) supports this approach. The WFD also requires member states to prevent the deterioration of water bodies (including rivers, lakes, reservoirs, streams and groundwater) and to improve or maintain them with the aim to meet 'good status' in ecological health in all water bodies by 2027. A healthy water body has thriving populations of fish, invertebrates, plants and diatoms (microscopic algae). These organisms depend upon a healthy flow of water and a variety of natural habitats, and are affected by pollution and nutrients levels in the water, as well as the shape and structure of the water body.
- 4.42 The Environment Agency publishes river basin management plans (RBMPs) that identify measures to achieve WFD requirements for all water bodies in England and Wales. Local planning authorities are required to 'have regard to' RBMPs under the Water Environment (WFD) (E&W) Regulations 2003.
- 4.43 Developers are advised to consult the Environment Agency on matters relating to main rivers and the LLFA on matters affecting water flow on any watercourse prior to submission of a planning application.

Policy SADM17 - Watercourses

Development on sites that contain a watercourse or are situated next to a watercourse will comply with the following principles:

- (i) Development will not culvert a watercourse nor build over a culverted watercourse.*
- (ii) The natural environment of the watercourse and areas of water will be conserved or improved.*
- (iii) A minimum 9m wide undeveloped buffer zone will be provided from the top of the bank of any watercourse.*
- (iv) Opportunities should be provided to support river restoration and enhancement within the catchment of the watercourse.*
- (v) The opportunity to refurbish and/or renew existing assets (e.g. bridges, culverts and river walls) should be provided to ensure their lifetime is commensurate with the lifetime of the development (an assessment of the condition of the assets will be required).*
- (vi) A Water Framework Directive (WFD) assessment will be required for proposals involving works which would have a direct impact on a river (e.g. re-alignment of a river or work to bridges).*

Water Supply and Waste Water

- 4.44 Adequate water supply, surface water and foul water drainage, and sewage treatment capacity must be available to serve all new development. This is in addition to the supply and infrastructure capacity for existing development.
- 4.45 Shortages and gaps in capacity may affect the timing, delivery and design of development. Water supplies are limited; sewerage capacity varies locally; and the Blackbirds Sewage Treatment Works is likely to be in need of expansion and upgrading before 2031.
- 4.46 Large scale schemes may have a major impact on infrastructure capacity, whereas smaller schemes can cumulatively have the same effect. All developers are therefore encouraged to contact Thames Water Developer Services as early as possible before submitting a planning application to establish:
- The water supply infrastructure demand of the development both on and off site and whether this can be met;
 - the wastewater infrastructure demand of the development both on and off site and whether this can be met; and
 - the surface water drainage requirements and flood risk of the development both on and off site.

- 4.47 In some circumstances a study may be required to ascertain whether the proposed development would lead to an unacceptable overloading of existing infrastructure. Where there is an identified capacity problem, the Council may require the developer to fund appropriate improvements, which must be completed prior to occupation of the development.
- 4.48 Pressure on water supplies can in part be addressed by water efficiency measures to reduce average consumption. This is important because recorded consumption is high and needs to be reduced. Average water use in Hertsmere was 175 litres per person per day in 2008-2009, significantly above the England and Wales average of 148 litres per person per day (and the county average in 2011 of 162 litres per person per day). The targets, which are very much lower, are necessary to support local housing growth.
- 4.49 Domestic water consumption can be considerably reduced by building new homes to high water efficiency standards. Appropriate measures to improve water efficiency include, but are not limited to dual flush toilets, low flow bathroom and kitchen fittings, low water consumption appliances, grey water and water recycling systems, water butts and other on-site water retention systems.

Policy SADM18 - Water Supply and Waste Water

Development proposals must take into account the demand for off-site water service infrastructure.

In particular, developers will be required to demonstrate that there is adequate waste water capacity on and off the site to satisfactorily serve the development.

The Council will support development proposals where:

- (i) sufficient infrastructure capacity already exists; or*
- (ii) extra capacity can be provided in time to serve the development.*

Water efficiency measures should be incorporated into the development. For residential development, efficiency measures should enable a maximum potable water usage of 110 litres per person per day to be achieved. The design of non-residential building development should enable achievement of the BREEAM 'Excellent' standard or the best practice level of the Association for Environment Conscious Building Water Standards or equivalent.

Minerals and Waste

- 4.50 Planning for minerals and waste underlies the prudent use of natural resources and the reduction of pollution. The County Council is responsible for the Minerals and Waste Development Framework and is the Waste Disposal Authority.
- 4.51 The Minerals Local Plan guides mineral extraction and associated development. Tyttenhanger Quarry at Colney Heath is identified as a major source of sand and gravel up to 2032: the site is being progressively extracted and infilled with inert waste as the landscape is restored. Mineral reserves, particularly sand and gravel, will be safeguarded from the sterilising effect of new development (i.e. new building, engineering works and land cover). Minerals Policy 5: Mineral Sterilisation encourages the extraction of minerals before any other development is considered appropriate. The County Council has defined Mineral Consultation Areas to support this policy. Councils and developers are expected to consider the effect of prospective development on mineral resources in these areas at an early stage. This excludes the small-scale developments listed in the County Council's Supplementary Planning Document on Mineral Consultation Areas which would have little effect (e.g. householder development). The Mineral Consultation Area in Hertsmere is shown on the Policies Map.

Policy SADM19 - Mineral Consultation Area

Within the Mineral Consultation Area shown on the Policies Map, building or other development will not be permitted to sterilise or prevent the future extraction of the mineral resource. The Council will seek the advice of Hertfordshire County Council as the Mineral Planning Authority on any significant proposal which may affect the resource.

- 4.52 The Waste Core Strategy and Development Management Policies and Waste Site Allocations documents set out the County Council's overall vision and strategic objectives for waste planning and establish the broad locations for strategic waste facilities. They also allocate sites, indicate areas of search for future waste uses and contain waste safeguarding areas. There is an existing strategic site at Redwell Wood Farm, Ridge, and other opportunities for waste management uses may also exist in some of the Borough's employment areas. The Waste documents will be used as a basis for future waste planning, and in the determination of planning applications.
- 4.53 The principal aim of the Waste Strategy is to prevent and minimise waste and, where waste cannot be avoided, maximise the increased and efficient use of recycled materials and the recovery of energy from waste. The volume of waste to be disposed of in landfill must be reduced. In 2013/14 the recycling rate for households and businesses in Hertsmere was 43.1%. The remaining waste was exported to surrounding waste authorities for disposal to landfill sites or energy from waste facilities, and the remainder was disposed of at the Hertfordshire's only remaining landfill site near Ware. Recycling is planned to reach 60% across the county by 2031.
- 4.54 The Council can assist with waste management through site waste management plans during construction and through control of development. Waste storage provision is an important consideration which should be integrated into all new developments at the design stage to ensure that bins are stored within the development site in a fashion which allows easy access for occupiers and collection and does not block the public highway. Households, in particular, are issued with a number of bins and boxes which are required to be stored within new developments in order to facilitate the sorting of waste and recyclable products.

Policy SADM20 - Waste Storage in New Development

Adequate provision for the storage of waste (which includes recycling facilities) will be fully integrated within the design and layout of new development.

New development will be supported where:

- (i) full provision is made within the curtilage of the development site;*
- (ii) waste storage areas are readily accessible by occupiers and by local waste collection agencies allowing easy removal and replacement of bins;*
- (iii) waste storage areas would not obstruct pedestrian, cyclist or driver sight lines;*
- (iv) the siting or design of waste storage areas would not result in any adverse impacts to the amenity of occupiers; and*
- (v) the conditions of the Planning and Design Guide SPD and the Technical Note for Waste Storage Provision Requirements for New Residential Developments are satisfied.*

Pollution and Environmental Impacts

- 4.55 The NPPF sets out the Government's intention that development should be encouraged where there will be no risk from pollution hazards and it will not cause or contribute to environmental pollution.

- 4.56 Hertsmere's Core Strategy addresses the potential causes and strategic reduction of environmental pollution. For individual schemes, the Council will expect development proposals to provide a healthy environment for future occupiers of the land and demonstrate that the development will cause no adverse impact on the surrounding environment. Core Strategy Policy CS16 sets out principles for controlling the environmental impact of development.
- 4.57 The Council will seek to ensure that development will not result in a detrimental impact on public health by requiring all development to promote healthy environments. A key aspect of a healthy environment is an environment where the risks associated with pollution and pollutants are minimised. Many sources of pollution are regulated and monitored by public bodies such as the Environment Agency (e.g. where there would be risk to controlled waters), and local authority departments such as Hertsmere's Environmental Health Department (e.g. air quality, nuisance such as noise, odour and light, and contaminated land). Nevertheless, planning has an important role to play in identifying, mitigating and remediating the impacts of pollution.
- 4.58 The Council will work with developers in order to provide satisfactory mitigation schemes to remove any potential impacts on environmental quality. However, where a mitigation scheme would be unsatisfactory, the proposed development itself will be considered unacceptable in principle.
- 4.59 Where necessary, and in line with any future SPD on this matter, the developer or landowner will be required to provide appropriate remediation and monitoring strategies.

Air

- 4.60 It is important that the air that sustains life is clean. The Council is responsible for monitoring the air quality in the Borough. The Government's National Air Quality Strategy requires Hertsmere to meet national standards for eight air pollutants: benzene, 1,3 butadiene, carbon monoxide, lead, nitrogen dioxide, particulate matter and sulphur dioxide. Progress made in achieving better air quality in the Borough is reported to the Department for Environment Food & Rural Affairs (Defra).
- 4.61 Some areas may require special attention. There are six Air Quality Management Areas (AQMAs) which have been designated by the Council as a result of residential areas being affected by emissions from adjacent high volume traffic corridors. As air quality continues to be monitored it is possible that AQMAs may be revoked, amended or newly designated in future. Areas that surround major roads and intersections such as the A1, A1(M), M1, A41 and M25, require close monitoring. Further details are available on the Pollution - Air Quality pages of the Council's website.
- 4.62 Development proposals in or adjacent to existing AQMAs will need to be assessed by a competent person regarding the impact (including any cumulative impacts) that the proposal and its associated traffic could have on air quality. Where developments are proposed within or adjacent to existing AQMAs, the Council expects any risks to the occupiers' health or overall environmental quality to be mitigated through design, landscaping or green alternative technology. Details of the assessment and mitigation should be included with the development proposal.
- 4.63 Where new industrial and commercial developments are proposed, impacts on air quality from increased trip generation and processes with emissions to air will need to be assessed by a competent person. Details of the assessment and any proposed mitigation should be included with the development proposal. Air pollution can also be caused by non-road transport sources such as railways. Where changes to these sources are proposed and development would occur, air quality impacts must be assessed as part of any proposed development.

Land Contamination

- 4.64 The Council maintains a contaminated land register and has a contaminated land strategy. Whilst potential sources of pollution are now effectively regulated to prevent land contamination, appropriate regulation may not always have been in place. Land contamination in Hertsmere is often the result of a previous land use such as historic landfill or industrial use. Whilst contaminated land that is left in situ often poses little risk to health, the development process could disturb contaminants.
- 4.65 Where land is known or suspected to be contaminated or polluted, the developer or landowner will be expected to appoint a competent person to carry out an assessment. It is desirable for land to be remediated through the development process, taking into account the impact of the development on health and the environment together with any remediation measures. It may be that, even with remediation, land may not be suitable for more sensitive forms of development.

Noise and Vibration

- 4.66 Noise can cause stress to people and have a significant effect on the quality of the environment. Nuisance is regulated by Hertsmere's Environmental Health Department. However, the planning system can play a role in protecting new noise-sensitive development from existing sources of noise, as well as ensuring new development does not impact adversely on existing sensitive receptors. In Hertsmere, residential development pressures have led to some developments being located close to sources of noise such as railways. With adequate mitigation measures, development need not result in an unacceptable environment to future occupiers of the site.
- 4.67 Where development is proposed next to an existing noise source, an assessment of the noise exposure will need to be undertaken by a competent person and submitted as part of the development proposal. An assessment in accordance with BS 4142:1997 should be submitted with development proposal. For residential developments close to sources of transport noise, the four Noise Exposure Categories (NECs) and corresponding noise levels in Appendix B will aid the assessment of proposals. Regard must also be given to BS 8233:1999 - Sound Insulation and Noise Reduction for Buildings.
- 4.68 Where new development is likely to generate noise above existing background noise levels, mitigation measures should be proposed alongside any application. An assessment by a competent person in accordance with BS 4142:1997, together with any new government technical guidance, should be submitted as part of a development proposal, where it is likely to generate noise and is located close to existing sensitive receptors. The assessment should demonstrate that any noise produced will not cause an increase in background noise level beyond the development site boundary. Any noise generated should be 10dB below the existing background noise level.
- 4.69 The main types of noise generating development include entertainment venues and industrial and commercial uses. Different conditions may be attached to mitigate any potential for noise nuisance. Conditions may relate to restrictions on activity type and hours of activity.

Light

- 4.70 Light pollution occurs when areas are excessively lit and/or light installations are poorly designed. Light pollution can impact on the natural environment and amenity, and disturb residential areas. For developments in sensitive locations, or where significant lighting schemes are proposed, details of the schemes and appropriate mitigation measures are required as part of the development proposal. Details of the intensity of illumination and predicted lighting contours should be provided.

Odour

- 4.71 Odour pollution can arise from various sources, including industrial facilities, agricultural practices, wastewater treatment and commercial premises. Proposed development should not produce odour that is detectable beyond the development site boundary. However, if this is expected, mitigation measures and a suitable odour management plan should be detailed as part of the development proposal.

Policy SADM21 - Environmental Pollution and Development

Development should not result in any adverse impact to public health or wellbeing, or significantly add to contamination or pollution, taking into account the situation following any mitigation and remediation measures. Development proposals will be judged against the principles below and any future Contaminated Land, Air Quality or Noise and Vibration SPD.

Air

- (i) Development which would significantly exacerbate poor air quality in Air Quality Management Areas will not be permitted.*
- (ii) Sensitive development that is proposed to be located in or adjacent to Air Quality Management Areas will be permitted provided:
 - i) the impacts of poor air quality will not result in an undue impact on health; and*
 - ii) satisfactory mitigation measures are included alongside the application.**

Land

- (i) Development on land that is known to be or suspected to be contaminated (or polluted) will only be permitted where a contaminated land assessment shows that the proposed development would not be likely to result in a threat to the health of the future users or occupiers of the site after any remediation measures are taken into account.*
- (ii) The use of the site must be considered compatible with the level of pollution or contamination that is present or would be present after remediation measures are taken into account.*
- (iii) Remediation measures should, where necessary, identify provision for the Environmental Health Department to monitor the site.*

Noise and vibration

- (i) New residential development should not be exposed to existing significant sources of noise pollution, unless it can be shown that mitigation measures would be successful in reducing noise impacts to an acceptable level.*
- (ii) Development which would create increases in background noise levels should be sited away from noise-sensitive development as far as possible: in addition, noise mitigation measures should be taken to ensure there is no increase in background noise levels beyond the site boundary.*
- (iii) The Council will use the more detailed criteria and guidance in Appendix B to interpret these principles.*

Light

- (i) Lighting installations should be appropriate for the area in which they are situated and not harm the amenity of residents or the natural environment.*
- (ii) Well-designed lighting installations are considered to be those that use the minimum lighting intensity and hours of operation for security purposes, minimise light spillage and glare and do not cause harm to local ecology or dazzle drivers.*

Odour

Development which potentially could create polluting odours should be designed with appropriate controls to ensure that there would be no odour detectable beyond the site boundary.

Hazardous Substances

- 4.72 The Planning (Hazardous Substances) Act 1990 and the associated regulations introduced a duty for Councils to hold a list of all sites that are defined as 'notifiable installations' by the Health and Safety Executive. These sites hold substances that are at, or exceed, the 'controlled quality' as set out in the Planning (Hazardous Substances) Regulations 1992 (as amended by the Planning (Control of Major Accident Hazards) Regulations 2005).
- 4.73 Where new notifiable installations are proposed, the Council will seek advice from the Health and Safety Executive.

Policy SADM22 - Hazardous Substances

In determining applications under the Planning (Hazardous Substances) Act 1990 and associated regulations particular regard will be paid to the following:

- (i) the means of transporting any hazardous material to and from the application site;*
- (ii) the level and type of any pollution likely to be caused;*
- (iii) the impact on adjoining occupiers and other land uses in the vicinity;*
- (iv) the need to ensure that no long term land contamination takes place which could prevent an acceptable after use of the site; and*
- (v) the relationship of the site to existing undertakings in the vicinity where the storage of hazardous materials takes place or is permitted, or where hazardous industrial processes are undertaken.*

Green Belt

- 4.74 Green Belt covers almost 80% of the Borough. It is part of the Metropolitan Green Belt around London. The allocation washes over the smaller villages in Hertsmere. The boundary has been tightly drawn around the main towns and the most urban parts of Elstree and Shenley, excluding them from the Green Belt.
- 4.75 The NPPF sets out the main principles for protecting the Green Belt and managing development to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belt are their openness and their permanence.
- 4.76 Changes have been made to the Green Belt boundary which was in the Local Plan 2003:
- (a) In accordance with the Core Strategy, the former Shenley Hospital housing estate has been removed from the Green Belt. In addition, there have been a number of other minor adjustments to:
 - remove Colney Fields, Barnet Road (M25 Junction 22) from the Green Belt;
 - remove the Spire Hospital, Heathbourne Road, Bushey Heath from the Green Belt; and
 - re-draw the boundary around Oakbank; 5-23 (odd nos.) Watling Street; First Place Nursery; and 10 Cobden Hill, Radlett to form a more logical boundary.
 - (b) The following sites are allocated for housing development in Policy SADM1 and have been removed from the Green Belt:
 - Print Works at Bushey Hall Golf Course, Bushey (Site H4); and
 - Former Sunny Bank School, Potters Bar (Site H9).
 - (c) The following land is designated as Safeguarded Land for Employment Development in Policy SADM10 and is removed from the Green Belt:
 - Land on Rowley Lane adjacent to the Elstree Way Employment Area, Borehamwood.
 - (d) Following a review of safeguarded land for housing, land at Byron Avenue/Vale Avenue, Borehamwood is returned to full Green Belt status.

Policy SADM23 - Green Belt Boundary

The amended boundary of the Green Belt, to which Policy CS13 (Core Strategy) and Policy SADM23 apply, is shown on the Policies Map.

- 4.77 The Core Strategy establishes where particular development management policies should apply, including defined Key Green Belt Sites and infilling areas in the service villages. Policy CS13 in the Core Strategy reflects the principles of the NPPF and states that 'there is a general presumption against inappropriate development which will not be permitted unless very special circumstances exist'. The policies below provide the criteria for considering the scale of development in the Green Belt.
- 4.78 Infilling areas in the service villages are defined by village envelopes. Their boundaries are drawn reasonably tightly around the main built area of each village, taking into account green space, larger sites with minimal development and gaps in the built frontage. It is considered that permitting small-scale development in the infilling areas will have limited impact on the openness of the Green Belt.
- 4.79 For the purposes of Policy SADM24, infilling is defined as a form of development whereby buildings are proposed within a gap along a clearly identifiable built-up frontage or within a group of buildings. The term does not include backland development, either in the form of plot amalgamation or tandem development. Infilling will only be permitted where it is limited in scale. For housing, the term 'limited' refers to development which does not create more than two extra dwellings.

Policy SADM24 - Village Envelopes

Village envelopes are shown on the Policies Map for parts of Elstree, Shenley and South Mimms. The areas defined by the village envelopes are part of the Green Belt, within which limited infilling may be appropriate. Such infilling will be considered appropriate if it complies with Core Strategy Policy CS13 and other relevant plan policies.

Key Green Belt Sites

- 4.80 Key Green Belt Sites are the larger, previously developed sites in the Green Belt with educational, research and development, utility service and leisure uses. They are established sites with important uses, which should be maintained and supported. They contain a significant amount of building, and any future development needs to be carefully integrated with its surroundings. The character of the site, including the presence of significant ecological features and heritage assets, the effect on existing uses (such as playing fields), the landscape and the impact on neighbours and adjoining roads will be important factors to consider.
- 4.81 A number of sites, particularly secondary schools have undergone major redevelopment during the last plan period, and as a result site boundaries and envelopes of infilling areas have been reviewed.
- 4.82 Two sites have been removed from Key Green Belt Site status and normal Green Belt policies will now apply. They previously contained non-residential uses and have been redeveloped for housing. These are:
- International University, The Avenue, Bushey; and
 - Watford Campus, University of Hertfordshire, Wall Hall, Aldenham.
- 4.83 Four sites are newly designated as Key Green Belt Sites. These are:
- Blackbirds Sewage Works, Oakridge Lane, Aldenham;
 - Electricity Transforming Station, Hilfield Lane;
 - Elstree Aerodrome, Hogg Lane, Elstree; and
 - Willows Farm Village, London Colney.

- 4.84 The NPPF recognises that 'limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development' is not inappropriate. There is value in acknowledging key sites which play an important role in the economy of Hertsmere and allowing the establishments to meet their physical development needs to comply with national requirements.
- 4.85 There are three Key Green Belt Sites which are subject to redevelopment. The Bushey Academy, formerly known as Bushey Hall School, is being redeveloped and the infilling envelope boundary has been re-drawn accordingly. The governors of Hertswood Lower School, formerly known as Nicholas Hawksmoor School, are seeking new (redeveloped) school premises and St Margaret's School in Bushey is promoting redevelopment together with some school buildings on the south side of Merry Hill Road. Proposals may also come forward for the Haberdashers' Aske's schools. The infilling envelopes for these sites may be amended in the future when the extent of the redevelopment proposals is clearer. Smaller adjustments to the infill boundaries at Bio Products Laboratory and Bushey Meads School have also been made to take account of known development proposals.
- 4.86 Key Green Belt Sites with known listed buildings, registered Parks and Gardens and archaeological remains are listed in Appendix F together with guidance on how these assets are to be taken into account.

Policy SADM25 - Key Green Belt Sites

The following Key Green Belt Sites are identified on the Policies Map:

- a) Aldenham School, Letchmore Heath;
- b) Bio Products Laboratory, Dagger Lane, Aldenham;
- c) Blackbirds Sewage Works, Oakridge Lane, Aldenham;
- d) The Bushey Academy, formerly Bushey Hall School, London Road, Bushey;
- e) Bushey Meads School, Coldharbour Lane, Bushey;
- f) Dame Alice Owen's School, Sawyers Lane, Potters Bar;
- g) Electricity Transforming Station, Hilfield Lane, Elstree;
- h) Elstree Aerodrome, Hogg Lane, Elstree;
- i) Haberdashers' Aske's School (Boys), Aldenham Road, Elstree;
- j) Haberdashers' Aske's School (Girls), Aldenham Road, Elstree;
- k) Cancer Research UK, formerly Imperial Cancer Research Fund, Blanche Lane, Potters Bar;
- l) National Institute for Biological Standards and Control (NIBSC), Blanche Lane, Potters Bar;
- m) Hertswood Lower School, formerly Nicholas Hawksmoor School and Sports Centre, Cowley Hill, Borehamwood;
- n) Queen's School, Aldenham Road, Bushey;
- o) Purcell School, Aldenham Road, Bushey;
- p) St Margaret's School, Merry Hill Road, Bushey;
- q) Willows Farm Village, London Colney.

Continuation of the existing use is supported.

Infilling or redevelopment may be appropriate within the defined 'envelope' area in each site, taking full account of the following factors:

- (i) *the impact on the openness of the Green Belt and the purpose of including land within it;*
- (ii) *the impact of proposals on any playing fields;*
- (iii) *the impact on wildlife and the ecological network;*

- (iv) *the impact on any heritage asset;*
- (v) *the impact on the amenity of adjacent properties;*
- (vi) *the proposal being ancillary to, or supporting an existing or approved use on the site;*
- (vii) *the impact of the relocation or introduction of a hard surfaced area such as car park or playground; and*
- (viii) *whether the proposal would lead to any significant increase in motorised traffic generation.*

Green Transport Plans should accompany planning applications for any significant development at these sites.

The submission of long term plans for Key Green Belt Sites indicating future investment and development is encouraged. In cases where comprehensive development of the site is proposed, a planning brief should be prepared in consultation with the local planning authority.

South Mimms Services (Bignell's Corner)

- 4.87 Motorway service areas (MSAs) are places where drivers can leave a motorway to refuel, rest, or take refreshments. They perform an important road safety function in that they provide road users with the opportunity to stop and take a break in the course of their journey. The Government specifies that all MSAs must offer:
- fuel;
 - free short term parking for all types of vehicle;
 - free toilets and hand washing facilities (in sufficient quantity to cater reasonably for the traffic flow on the motorway) and baby changing facilities;
 - access for up to two hours for those carrying out emergency repairs to broken- down vehicles;
 - access to all facilities for disabled people;
 - access to a cash operated telephone; and
 - be open and available all the time.
- 4.88 A Special Policy Area covering the MSA is shown on the Policies Map next to Junction 23 of the M25. Considerable development has taken place in recent years in an ad hoc manner close to a number of pre-existing uses. As a result, the area is poorly laid out and suffers from congestion. Resolving the problems associated with this area will take concerted effort and co-operation.
- 4.89 The Council wishes to work with the other statutory agencies, the owners of the sites and the occupiers to introduce a phased programme of improvements which will rationalise the land uses and improve access to, and circulation through, the area. This will take time and resources, and will require action beyond the scope of this Plan. Where planning permission is sought for works or development in the area, an agreement under Section 278 of the Highways Act 1980 will be required in order to secure funding towards off-site highway improvements within the Special Policy Area.
- 4.90 Appendix A contains a plan which shows the preferred rationalisation of the site which is designed to:
- reduce conflict between the different uses which occupy the area;
 - improve vehicle circulation;
 - ensure that the most environmentally sensitive uses are located in the most appropriate parts of the site;
 - improve safety; and
 - improve environmental conditions.
- 4.91 The Council wishes to prepare a brief for the area in liaison with relevant organisations based on the layout illustrated in this plan. It is recognised that rationalisation may result in the eventual relocation of some uses and that some additional land may be needed to achieve it. The site of Charleston Paddocks will be held in reserve for this purpose and may be released for appropriate development in due course.

- 4.92 Proposals which would prejudice the aims of the policy and/or cause harm will be resisted.
- 4.93 The site is also a nominated Gateway Site in the Watling Chase Community Forest. Gateway Sites are locations where information facilities can be located and be a focus for activities and visitor attractions. Although no events are expected at South Mimms, it is considered to be a Gateway Site as it provides information and interpretation of the Community Forest, allows the use of the existing natural area at Wash Lane Common and is a rest and refreshment facility for those using non-motorised transport in the adjacent off-road network.

Policy SADM26 - South Mimms Special Policy Area

Within the Special Policy Area defined on the Policies Map planning permission will only be granted for development for facilities for the movement of people and goods on the motorway network, including those supporting the immediate needs of drivers, passengers and their vehicles and activities relating to the management, operation and maintenance of the strategic road network.

Uses primarily for sleeping, rest and refreshment should be located at least 250 metres from elevated and ground level primary road carriageways and 100 metres from such carriageways in cuttings. Other uses or operations, including alterations to the road network, should be located in less sensitive locations.

New development proposals should as far as possible:

- (i) improve vehicular and pedestrian circulation within the site for users of the Motorway Service Area and for through traffic; and*
- (ii) incorporate tree planting to screen the site and improve environmental quality.*

Proposals will not be supported which:

- (i) exacerbate existing traffic or environmental conditions;*
- (ii) have an adverse impact on the safe and effective operation of the strategic road network;*
- (iii) prejudice the rationalisation and improvement of the area, or*
- (iv) are located in the flood plain of Mimmshall Brook.*

The former Charleston Paddocks site will be held in reserve for activities relating to the management, operation and maintenance of the strategic road network.

The Council will prepare a development brief to guide the improvement and rationalisation of the land uses within the Special Policy Area in liaison with the relevant organisations.

Development Standards in the Green Belt

- 4.94 The Council accepts that residents and businesses within the Green Belt may wish to make changes to buildings and sites. It is essential that these changes are of a scale and design that do not impact on the openness or rural character of the Green Belt, but support its continued functioning and maintain its open character. Types of development which are not necessarily inappropriate in the Green Belt are listed in the NPPF, but these must be judged against local circumstances. Policy SADM27 will be used to control the impact of development - i.e. buildings, extensions, additions, works and uses - and ensure that it is appropriate in its surroundings.

Policy SADM27 - Development Standards in the Green Belt

The Council will assess all applications for development in the Green Belt to ensure they comply with the following principles:

- (i) developments should be located as unobtrusively as possible and advantage should be taken of site contours and landscape features in order to minimise the visual impact;*
- (ii) buildings should be grouped together: isolated buildings in the countryside should be avoided;*
- (iii) existing open and green space in the area, including garden areas, should be retained;*
- (iv) the scale, height and bulk of the development should be sympathetic to, and compatible with, its landscape setting and not be harmful to the openness of the Green Belt;*
- (v) developments should use materials which are in keeping with those of the locality, and, where modern materials are acceptable, they should be unobtrusive;*
- (vi) existing trees, hedgerows and other features of landscape and ecological interest should be retained and enhanced in order to enrich the character and extent of woodland in the Community Forest in line with Policy SADM13;*
- (vii) the viability and management of agricultural sites should not be undermined, there also being a strong presumption against development which would fragment a farm holding.*

The scale of development will be controlled. In particular:

- (i) a replacement building (which is for the same use) must not be materially larger than the one it replaces;*
- (ii) an extension or alteration to a building must not individually or cumulatively be disproportionate to the original building¹; the addition(s) must be subordinate to the original;*
- (iii) limited infilling or redevelopment on a previously developed site must have no greater impact on the openness or purpose of the Green Belt than the existing permanent development.*

In judging scale the Council will make a comparison between the existing and proposed development having regard to:

- (i) the proposed change in floor space;*
- (ii) the proposed change in the volume of development;*
- (iii) the proposed changes to the site coverage of building and hardstanding;*
- (iv) the proposed changes in height and orientation of development; and*
- (v) the proposed change and intensity of the use(s) and the buildings at the site.*

A like for like replacement in terms of building is not necessarily acceptable. The nature and intensity of the new use, its effect on amenity, landscape and the purpose of the Green Belt in that locality will be important considerations.

Footnote: 1 The original building is defined as the building that was in existence on 1 July 1948, or if built after 1 July 1948, as so built. For fuller definition see Glossary. The definition of extension, alteration, original or replacement building in relation to this criterion may include a basement level.

Policy SADM28 - Diversification and Development supporting the Rural Economy

Proposals for the diversification of farm enterprises or for forestry, equestrianism or other rural business, which involve new building and/or works, will be supported provided:

- (i) the site is of a lower agricultural land grade (i.e. Grade 3b, 4, 5 or non-agricultural); or*
- (ii) there is a robust case that overrides the need to protect agricultural land of a higher quality; and/or*
- (iii) there is a reliable prospect that the land will be restored to at least its original quality.*

Equestrian facilities should connect to and enhance the network of Greenways and bridleways.

New dwellings for agricultural, forestry or equestrian holdings will be permitted where it is demonstrated that:

- (i) the holding is economically viable and has long term prospects;*
- (ii) there is a proven need for a worker to be on site; and*
- (iii) there is no other reasonable alternative.*

All development which is supported in principle under this policy must also satisfy the requirements of Policy SADM27.

Watling Chase Community Forest

- 4.95 The Watling Chase Community Forest covers 188 square kilometres and includes areas in St. Albans, Welwyn, Hatfield and Barnet. It is a long term initiative that was started by the Countryside Agency and the Forestry Commission. Within the Forest area, grant aid is targeted towards planting, woodland management, habitat maintenance and creation, and access to the countryside for open air sport and recreation.
- 4.96 The NPPF advocates Community Forests as they provide opportunities for improving the environment around towns and cities. The NPPF states that the main considerations for Community Forests are the upgrading of the landscape and providing for recreation and wildlife. The Forest Plan for Watling Chase has a number of specific aims, which are to:
- produce a supply of home grown timber;
 - offer an alternative to agricultural use of land;
 - contribute to rural employment;
 - create attractive sites for people to enjoy;
 - enhance the natural beauty of the countryside;
 - create wildlife habitats; and
 - reduce atmospheric pollution by absorbing pollutant gases.
- 4.97 There are four 'gateway sites' in Hertsmere falling under Policy CS15 of the Core Strategy; these are Aldenham Country Park, Willows Farm Village, Shenley Park and South Mimms Bignell's Corner Motorway Service Area.
- 4.98 While the Forest Plan (and supporting documents) will be used to guide planning decisions, much of the Watling Chase Community Forest is covered by Green Belt designation: normal Green Belt policies set out in the NPPF and the development plan will also apply here.

Policy SADM29 - Watling Chase Community Forest

The Watling Chase Community Forest and its gateway sites are indicated on the Policies Map. The Forest Plan and supplementary planning guidance will be material considerations in the determination of planning applications in the Forest area. The Forest Plan also provides the framework for formulating and implementing projects in partnership with the Countryside Management Service, Natural England, Forestry Commission and the other local authorities.

Historic Environment

- 4.99 The conservation of heritage assets is essential to the character of Hertsmere. The Core Strategy sets out the elements of the historic environment which have statutory protection. The policies in this section control developments to ensure that they protect, preserve and wherever possible enhance the historic environment.
- 4.100 Heritage assets are irreplaceable. All development should therefore have regard to the effect on relevant heritage assets, whether designated or non-designated, and their setting. The NPPF accords stronger protection to the more important assets but also recognises the role of local designations. The historic environment includes heritage assets which have statutory designation as well as landscape and townscape components which have heritage interest and local value. The setting of a heritage asset includes adjacent development and the wider surroundings. This may relate to landscaping, trees, open spaces and other features which add to the significance of the site or structure.
- 4.101 The Council keeps the boundaries of Conservation Areas and management policies relating to their character under review (see table below). Conservation Areas Appraisals will provide additional guidance for decisions on development proposals and/or enhancement projects.

Conservation area	Designation	Most recent review
South Mimms	24.03.1969	03.10.1996
Shenley	24.03.1969	19.06.2012
Letchmore Heath	06.10.1969	22.11.1978
Aldenham	22.01.1973	
Bushey High Street	22.01.1973	11.12.2009
Elstree	04.08.1976	17.12.2014
Ridge	28.06.1978	
Roundbush	28.06.1978	
Radlett North	20.04.1988	20.10.2010
Radlett South	20.04.1988	05.10.2012
Bushey Heath High Road	28.03.1990	(Appraisal published April 2013; Review under way)
Bushey Heath The Lake	23.10.1998	
Patchetts Green & Delrow	23.10.1998	
Potters Bar The Royds	25.05.2000	23.10.2014
Melbourne Road, Bushey	11.12.2009	
Potters Bar Darkes Lane	19.06.2012	

- 4.102 The List of Locally Important Buildings in Hertsmere was published in 2008 and will be reviewed from time to time. These buildings are usually considered 'non-designated heritage assets' under the NPPF. The inclusion of a building on the list is a material consideration in the determination of planning applications: applications affecting such buildings will be determined in relation to Policy SADM30.
- 4.103 The Herts Gardens Trust lists Locally Important Parks and Gardens in addition to those registered by Historic England. The inclusion of a park or garden on this list is a material consideration in the determination of planning applications; Policy SADM30 will apply.
- 4.104 Although the vast majority of heritage assets are well-maintained, the Council will seek to compile and maintain a heritage at risk register as a 'health check'. The register will help identify where any specific action and/or resources should be directed in order to secure the continuing future of heritage in the Borough.
- 4.105 The Policies Map shows areas with designated heritage assets; i.e. Scheduled Monuments, sites of archaeological interest, Conservation Areas, registered parks and gardens and the Battle of Barnet battlefield. It does not show individual buildings. All heritage assets are defined separately to the development plan, and the lists of assets are updated from time to time. Any prospective developer should check the up-to-date position with the Council. The developer may then be advised to refer to other information held by specialists, e.g. national registers of parks and gardens or the County Council's Historic Environment Record.
- 4.106 The Council will use the most appropriate measures to manage heritage assets, including the serving of Building Preservation Notices. In some cases it may even be necessary to bring small scale development under planning control, i.e. through the use of Article 4 Directions removing permitted development rights.
- 4.107 Applicants are encouraged to seek informal advice about their proposals before submitting an application. When applications are submitted they must include appropriately detailed plans and drawings, and a written Design and Access statement. Drawings should show the building as existing and as proposed. For listed buildings and other heritage assets (designated and non-designated) this should also include a separate Heritage Statement as required by the NPPF. Small scale alterations and additions to unlisted residential properties are unlikely to require a Heritage Statement unless specifically requested by the Council.
- 4.108 Planning applications for sites of archaeological potential must be accompanied by a Heritage Statement. This can include a desk-based assessment of existing information and sometimes a limited site investigation. It is the responsibility of the developer to fund any investigations, using appropriately qualified and experienced personnel. All work must be carried out under a written scheme of investigation (WSI) written by a qualified person and approved by the Council.
- 4.109 A Local planning authority and the owner(s) of a listed building(s) may, where appropriate, enter into a Listed Building Heritage Partnership Agreement. It allows the local planning authority to grant listed building consent for the duration of the Agreement for specified works of alteration or extension (but not demolition) of those listed buildings covered by the Agreement and removes the need for repetitive applications for listed building consent for works covered by an Agreement to be made. Any Listed Building Heritage Partnership Agreement will be based on the principles set out in Policies CS14 and SADM30.
- 4.110 All development affecting designated and non-designated heritage assets should have regard to British Standard BS7913:2013 Guide to the Conservation of Historic Buildings which describes best practice in the management and treatment of historic buildings. It applies to historic buildings with and without statutory protection.

Policy SADM30 - Heritage Assets

Planning applications will be considered in accordance with the NPPF.

When applications are submitted for proposals affecting any heritage asset the applicant must clearly explain what the proposal is for and provide sufficient detail to allow for an informed decision to be made.

When assessing proposals, the Council will have regard to the significance of the heritage asset and the potential harm to it.

The Council will not support development proposals which fail to protect, conserve or where possible enhance the significance, character and appearance of the heritage asset and its setting. The scale, design, use and character of the proposal will be taken into account, as well as the detailed provisions following.

Conservation Areas

In Conservation Areas the Council will seek to:

- (i) retain buildings, structures and historic features;*
- (ii) retain important open spaces and views;*
- (iii) avoid the cumulative effect of smaller scale proposals harming the area; and*
- (iv) obtain improvements which enhance the area.*

In particular, proposals resulting in the loss of buildings and structures in Conservation Areas will not be permitted unless:

- (i) the building or structure is beyond economic repair; or*
- (ii) its removal and replacement would be beneficial to the character or appearance of the area.*

The Council will also take into account any additional guidance provided by a Conservation Area Appraisal including buildings identified as making a positive contribution to the Conservation Area.

Listed Buildings

The Council will not support development proposals which would materially harm the setting or endanger the fabric of a listed building. Listed Building Consent will not be granted for alterations or extensions that would be detrimental to the special architectural or historic character of a listed building.

Archaeology

The Council expects features of known or potential archaeological interest to be identified, assessed, surveyed, recorded and wherever possible retained. Developers will therefore be required to undertake an archaeological field assessment and submit a report on the findings before the Council will grant planning permission. Where a proposal would affect archaeological remains and it is considered acceptable for the development to proceed, conditions will be imposed to ensure that the remains are properly recorded, and where practicable, preserved and enhanced, and the results analysed and published.

List of Locally Important Buildings

Development proposals affecting a building included on this list will be expected to maintain or improve the appearance and character of the building, and its setting. The demolition of buildings on the list will not therefore be supported.

Historic Parks and Gardens

For proposals relating to registered or locally important historic parks and gardens the Council - will consider:

- (i) whether the proposal conserves and, where possible, enhances the significance, character or appearance of the heritage asset and its setting;*
- (ii) the potential harm to the historic asset; and*
- (iii) the scale, design, character and materials of the proposed development.*

Battlefield

Development on or affecting the setting of the site of the Battle of Barnet (1471) will not be permitted.

5. Building Sustainable Communities

'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'

Local Plan Core Strategy Objective 3

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

Local Plan Core Strategy Objective 6

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

Local Plan Core Strategy Objective 9

'To secure efficient land use through well-designed development reflecting the size, pattern and character of settlements in Hertsmere'

Local Plan Core Strategy Objective 14

'Hertsmere Local Plan will deliver the objective of the Hertsmere Community Strategy by providing a planning framework for providing health, education, leisure and other community facilities'

Local Plan Core Strategy Spatial Vision

'The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities'

NPPF Paragraph 69

'Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities'

NPPF Paragraph 73

'Good design is a key aspect of sustainable development, indivisible from good planning and should contribute positively to making places better for people'

Paragraph 56 of the NPPF

Design Principles

- 5.1 The National Planning Policy Framework emphasises the importance of good design as a basis for sustainable futures for people and places. It discourages the imposition of inflexible architectural styles, its key message being to promote high quality, inclusive design.
- 5.2 The Council attaches great importance to the creation of attractive and usable developments. Hertsmere's Core Strategy makes provision for more houses to be located within the larger settlements, thereby preserving the relative size of Hertsmere's settlements. Core Strategy Policy CS22 reiterates the importance of delivering attractive and accessible environments and seeks the provision of all new homes to Lifetime Homes Standards.
- 5.3 A Planning and Design Guide SPD complements and adds detail to Local Plan policy. The Guide provides good practice guidance, for example in relation to amenity, privacy and outlook and local character. It will be updated from time to time in the future.

- 5.3 There are a number of different settlements in the Borough, each with their own character. Design should respond positively to the local character and pattern of the development within each settlement and local area. Design and Access Statements accompanying planning applications should demonstrate how this has been achieved. Consistency is often an important element of design, but this need not result in the rigid application of like-for-like design standards for new development. Rather, new forms of development will be expected to respond positively to existing buildings and improve the way that the area in which the development is located functions.
- 5.4 New developments should integrate well with their surroundings. Furthermore, new development should enhance the local sense of place. Better living environments should be created for the occupiers of the site and surrounding area by enhancing the legibility of the development and ensuring that the bulk, siting and design are complimentary to the surrounding area. This approach reflects the basic principles of good design, for which greater detail is provided in Part D of the Planning and Design Guide.
- 5.5 The design of extensions to existing buildings should respect the building to which they are attached. Extensions to buildings will therefore be assessed stringently in respect of their visual effect. Part E of the Planning and Design Guide elaborates guidance for residential extensions.
- 5.6 Advertisements should integrate well with their surroundings and respect the character of the area in and, where relevant, building on which they are located. Part F of the Planning and Design Guide provides further guidance in relation to shop fronts.
- 5.7 Some aspects of development are dealt with more fully in other policies, e.g. Policy SADM20 on waste storage and Policy SADM41 on highway and access. These matters all need to be co-ordinated and integrated within the overall design and layout.
- 5.8 In the case of electronic communications apparatus, the principles contained in Policy SADM31 will be applied in conjunction with the NPPF.
- 5.9 Applicants are also encouraged to make use of the advice in the Building Futures Sustainable Design Toolkit at an early stage in the design of proposals.

Policy SADM31 - Design Principles

The Council will support development which:

- (i) makes a positive contribution to the built and natural environment;*
- (ii) recognises and complements the particular local character of the area in which it is located, and*
- (iii) results in a high quality design.*

In order to achieve a high quality design, a development must:

- (i) respect, enhance or improve the visual amenity of the area by virtue of its scale, mass, bulk, height, urban form; and*
- (ii) have limited impact on the amenity of occupiers of the site, its neighbours, and its surroundings in terms of outlook, privacy, light, nuisance and pollution.*

For major proposals development should also:

- (i) retain, enhance or create a high quality public or semi-public realm, in line with Hertsmere's Streetscape Manual or successor document;*
- (ii) enhance legibility through the spatial pattern of development;*
- (iii) create a sense of place by complementing the local character, pattern of development or distinctiveness of its surroundings; and*
- (iv) ensure an appropriate degree of functionality in terms of internal space, accessibility for users, facility provision and waste storage.*

For advertisements proposals should also:

- (i) be sensitively located within the street scene;*
- (ii) be well designed and relate carefully to the scale, design and architectural features of any building on which they are placed;*
- (iii) include only illumination which is well designed and appropriate to the character, scale and design of the building on which it is placed and the area in which it is situated; and*
- (iv) not have a detrimental impact on public safety.*

All development should comply with Hertsmere's Planning and Design Guide SPD (and any successor document).

Special Character Area

- 5.11 There are parts of some towns and villages within Hertsmere that have historical or architectural significance and which are conserved by designation as a conservation area.
- 5.12 The Bushey Heath Ministry of Defence (MOD) housing area does not have the characteristics of a conservation area, but is nonetheless an area of distinctive character and environmental quality. This is due to the following features:
- generous plot sizes, wide verges, and general spacing between buildings which enhance the feeling of spaciousness;
 - an absence of extensions or alterations to the original dwellings;
 - a lack of unsympathetic hardstandings at the front of the buildings; and
 - numerous trees.
- 5.13 Whilst development within the Special Character Area would not be as tightly restricted as development that is located within Conservation Areas, it is appropriate that new development should respect or enhance the character, appearance and environmental quality of the area.

Policy SADM32 - Bushey Heath MOD Housing Area

In order to preserve the special character of the Bushey Heath MOD housing area defined on the Policies Map, new development should satisfy the following principles:

- (i) new development must respect the pattern, rhythm, spacing and open setting of the area;*
- (ii) new development should be sited on a plot that reflects existing plot sizes and must not result in disproportionate plot coverage;*
- (iii) new development must not disrupt the rhythm of existing front building lines or significantly alter existing sky gaps;*
- (iv) new development must complement the design of existing buildings by virtue of its height, scale, bulk, materials and in particular roof design, front projections and ridge and eaves heights;*
- (v) new development should make provision for the retention of soft landscaping between the road and building and respect the open layout of front curtilages;*
- (vi) new development must ensure that existing trees which make a positive contribution to the character of the area are retained;*
- (vii) additions to dwellings should not dominate or overbear the original proportions of the dwelling.*

Neighbourhood Planning

- 5.14 Community groups, such as parish councils and neighbourhood forums, have powers to draw up neighbourhood plans under the Localism Act 2011. The Council will support these community groups wishing to prepare a neighbourhood plan within the framework of national and local planning policies.
- 5.15 There is a set procedure by which to prepare a neighbourhood plan. However once adopted, it will become part of the development plan: it must therefore be taken into account when decisions are made about development. The Council has approved an application for the designation of Radlett Neighbourhood Area boundary by Aldenham Parish Council as a first step towards producing a neighbourhood plan for the Radlett area. This boundary is shown on the Council's website.

Key Community Facilities

- 5.16 The NPPF states that local planning authorities should positively seek opportunities to meet the development needs of their area. This includes community facilities and other services. The NPPF instructs local planning authorities to plan positively for the provision of facilities and services that the community needs, to guard against unnecessary loss of valued facilities and services, to ensure that established facilities and services are able to develop and modernise and to ensure an integrated approach is taken when considering the location of community facilities and services.
- 5.17 The Core Strategy identifies that the level of planned growth over the next 15 years will have significant implications for local facilities and services. The Council has liaised extensively with local service providers and carried out a number of studies, including an Open Spaces Study and a Faith Community Needs Assessment, in order to understand what the future demands would be for local facilities and services. It is evident that for growth to be sustainable there will need to be new or enhanced provision in places.
- 5.18 The Open Spaces Study evaluated the quantity and accessibility of open space and recreational land in the Borough and identified areas of shortfall in provision; the Council reviews and updates this information, including the most up to date standards for provision, on a regular basis. The Council will also undertake an Indoor Sports and Playing Pitch Study in 2015 which will further evidence existing and required provision. Specific proposals for enhancing existing and creating new open space and recreation facilities based on up to date standards and identified need are included in the Parks Improvement and Development Schemes Programme, which is kept under review and updated regularly. These and any other relevant sources will inform requirements for new open space and recreation provision under Policy CS18.
- 5.19 Policy CS18 requires that all developments are assessed for their impact on existing local services and infrastructure and that, where necessary, new provision of community facilities is made. Policy CS19 contains presumptions in favour of proposals for key community facilities and against any development which would lead to the loss, reduction or displacement of an existing facility.
- 5.20 The policies in this chapter reflect the presumptions contained within Policy CS18, and proposals for the provision or enhancement of key community facilities will be supported providing that they meet the criteria set out in Policy SADM33. The policy seeks to deliver accessible, high quality, inclusive facilities in appropriate locations in order to meet local needs. The definition of 'key community facilities' includes:
 - schools and colleges;
 - nurseries;
 - hospitals, doctors surgeries and dentists surgeries;
 - other emergency services' accommodation;
 - extended residential care and supported accommodation;
 - community, youth and children's centres;
 - public libraries, museums, community arts venues and theatres;
 - places of worship and cemeteries;

- allotments and other urban open land including woodland, green infrastructure and town or village greens;
- parks and sports clubs and pitches;
- public leisure centres; and
- public houses in rural villages.

5.21 The following new facilities are proposed:

- new public open space on the Sunny Bank School site off Field View Road
- re-provision of key community facilities as part of the redevelopment of the Hertswood Upper School north and south sites: there may also be an opportunity to provide a new primary school on land immediately adjacent to the development envelope.

5.22 The Elstree Way Corridor Area Action Plan defines locations for a primary school and health facility to support planned residential development in central Borehamwood. The Council recognises the need identified by the Education Authority for two more forms of entry at primary school level in Borehamwood. Given the potential capacity of existing one form entry schools in the area to expand and the possible establishment of new Free Schools the case for a new site is not clear. If the case for a new two form entry school is proven however an alternative location to that identified in the Elstree Way Corridor AAP will be preferred.

5.23 Bhaktivedanta Manor in Letchmore Heath is recognised as a site of special religious significance. The Council has adopted the Bhaktivedanta Manor Planning Brief SPD. The SPD was subject to public consultation prior to adoption; it is a material consideration in the determining of planning applications for the site.

5.24 The Council maintains a list of Assets of Community Value under the provisions of the Localism Act 2011. Buildings or amenities which play an important role in local life may be nominated by the local community and included on the list. When an asset comes up for sale or change of ownership, the owner must give the community an opportunity to bid for the asset. This could occur when a development is under consideration. If an asset is a key community facility (as defined in paragraph 5.19 above), the Council will seek its retention through Core Strategy Policy CS19: Key Community Facilities.

Policy SADM33 - Key Community Facilities

Proposals for the provision or enhancement of community facilities will be supported provided:

- (i) *they will principally serve a local community or meet a wider, unmet need which cannot be accommodated elsewhere;*
- (ii) *they are appropriately located and designed having regard to other plan policies, particularly Policies SP1, CS13, CS24 and CS27, and the amenity of adjoining occupiers and the local area;*
- (iii) *they are or can be made accessible by public transport, walking and cycling;*
- (iv) *where appropriate, they are designed to be able to accommodate a range of community uses and users;*
- (v) *in the case of new schools, there is a clear need for the provision of additional capacity which cannot be met through the expansion of existing schools; and*
- (vi) *they satisfy the terms of Policy CS25 and provide for an appropriate amount of car parking in line with the Parking Standards SPD.*

Specific proposals which are not already the subject of a site-specific planning brief are identified on the Policies Map:

Ref.	Site	Proposal	Site requirements
C1	Former Sunny Bank School, Potters Bar	Provision of new public open space	1.4ha of open space (thereafter to be treated as Local Green Space for planning policy purposes) to be provided within site H9 (SADM1). The space must be usable, well-designed and safely and conveniently accessible from the surrounding housing area. It should enable formal sports use unless satisfactory off-site replacement playing field provision is secured or demonstrated not to be required. Developer will be required to make a contribution towards the cost of implementation and maintenance of this open space.
C2	Hertswood Lower School, Cowley Hill, Borehamwood	Provision of new and/or refurbished school facilities	<p>The site is to be used for the consolidation of Hertswood Academy and associated key community facilities and any other educational facilities that may be necessary to serve the immediate local area.</p> <p>Buildings should be concentrated in one part of the site. Open space and landscaping should provide a soft edge with and visual links to the wider Green Belt. A transport statement is required to show how the cumulative impact on the highways network can be adequately mitigated.</p> <p>The proposal is linked to the residential development of Hertswood Upper School, Proposal H6 (see Policy SADM1). This includes the relocation of Hertswood Upper School, playing fields, the Hertswood Centre and The Ark Theatre to the Hertswood Lower School site.</p> <p>Proposals should minimise any reduction in the overall quantity of playing field provision and its effect; improvements to the quality and accessibility of playing field and sports provision will be required as part of any agreed mitigation strategy. Programme of development on the two sites to be considered against Policy CS19 (key community facilities) and agreed, in particular, to ensure that (i) the proper level of school facilities, including playing fields, is available throughout the development period, (ii) there are local facilities available to allow the satisfactory operation of theatre activities throughout the development period, and (iii) the provision of the replacement theatre premises is made at the earliest possible opportunity. The playing fields are to be made available for community use on a basis to be agreed with the Council.</p>

Faith Communities

- 5.25 Hertsmere has a diverse range of faith communities; the Hertsmere Faith Community Needs Assessment 2012 found that there are at least ten different types of faith in the Borough comprising around seventy individual groups. Each faith community has its own needs; these normally, however, include the need for a place to meet and worship. A place of worship is defined as an establishment where a group of people gather to perform acts of religious praise, honour or devotion. Places of worship are included in the key community facility category and their protection and provision therefore fall under Core Strategy Policies CS18 and CS19, and SADM33.
- 5.26 The NPPF recognises places of worship as contributing to health and well-being (para 171) and enhancing the sustainability of communities and residential environments (para 70). The Faith Community Needs Assessment identified that places of worship play an important role not just in individual faith communities in Hertsmere, but in the wider community as well. The premises owned or used by faith communities are often used for more than regular acts of worship alone; they can also be used for educational, training, accommodation and social welfare purposes as well as providing facilities for the wider community. The physical requirements and different roles that facilities perform are likely to vary between faith communities; the needs may also change over time as congregations increase or contract, and needs, including for security, evolve. The Council wishes to ensure that the needs of different types of faith community are adequately considered.

- 5.27 The Council supports the protection and provision of places of worship, and appropriate structures and symbols, to meet the worshipping and wider needs of local communities where they are appropriately located and designed and they can function without there being a negative impact on nearby residents.

Policy SADM34 - Provision for Faith Communities

The provision or enhancement of facilities in which faith communities can meet and worship will be permitted in accordance with Policy SADM33. Wherever possible, this accommodation should be designed to provide flexibly for existing and future needs. Applications for the erection of structures and symbols related to or required for religious practices will be considered in terms of their impact on amenity and highway safety.

The joint use or re-use of a building or site with other user groups is encouraged, where appropriate and particularly where it would secure the continued and effective use of the community facility.

The potential loss, reduction or displacement of any facility will be controlled under Policy CS19.

Green Spaces

- 5.28 The NPPF recognises high quality open spaces and opportunities for sport and recreation as vital components of sustainable communities. It contains a strong presumption against building on existing open spaces and sports and recreational land, including playing fields. Core Strategy Policy CS19 affords a high degree of protection to key community facilities, including allotments and other urban open land, green infrastructure and town or village greens together with parks, sports clubs and pitches.
- 5.29 National guidance also contains a presumption in favour of new community facilities. The NPPF is clear that local authorities should plan positively to deliver sufficient community facilities to meet local needs. This includes open space and sports and recreation facilities. Planning policies should be based on robust and up to date assessments of needs, and identify opportunities for new provision as appropriate. Open space needs and provision are kept under review by the Council. An Open Spaces Study has been carried out, together with a Green Spaces and Amenity Land Assessment, and an Indoor Sports and Playing Pitch Study is to be undertaken in 2015.
- 5.30 The Green Spaces and Amenity Land Assessment reviewed existing urban open land in the Borough. A rigorous criteria-based approach was taken to identifying those spaces with high environmental, spatial and social value, worthy of protection for the benefit of local people and the environment. The Assessment recommends the protection of three different types of open space, i.e. Major Green Spaces, Local Green Spaces, and Minor Amenity Land.
- 5.31 The NPPF makes specific reference to Local Green Space: this should apply to green areas of particular importance to the local community and would rule out new development on them other than in very special circumstances. The Green Spaces and Amenity Land Assessment, which recommends areas which could appropriately be defined as Local Green Spaces, was subject to public consultation before it was finalised to allow the community to make a case for any areas which might have special local significance. These spaces are shown on the Policies Map and listed in Appendix G.
- 5.32 Major Green Spaces are defined on the basis of their size and structural value rather than communal value. They have an essentially open character which it is considered necessary to protect. They are typically larger than Local Green Spaces and generally offer opportunities for sports and recreation. These spaces are also shown on the Policies Map and listed in Appendix G.
- 5.33 Minor Amenity Land is land within the urban area, such as road side grass verges and small amenity greens, which contributes to character and visual amenity but does not serve the functions of a Major Green Space

or have the local significance of a Local Green Space. A lower level of protection is afforded to this category of space and proposals to develop part of Minor Amenity Land to facilitate off street parking or to provide access to driveways will be considered on their individual merits. Parts of Borehamwood and Potters Bar, in particular, contain large areas of Minor Amenity Land: where a small amount of hardstanding is needed for parking proposals are likely to be viewed favourably provided they do not undermine the setting of nearby housing. In assessing such proposals, it is important to avoid leaving small pieces of soft landscaping with little amenity value that are difficult to maintain efficiently.

- 5.34 An assessment of past planning applications reveals significant pressures on open space in the Borough from the expansion of education facilities. The Government wants a sufficient choice of school places to meet the needs of existing and new communities. Great weight is therefore given in the NPPF to the need to create, expand or alter schools. Where there is a proven need for additional local education provision and it can be clearly demonstrated that it is not possible to meet the need in a better way, the Council may accept a case for exceptional circumstances: this would override the protection afforded to areas defined as Major Green Spaces and Local Green Spaces.
- 5.35 Provision of new open space may be required in accordance with the Council's published Developer Contributions Framework. The Council expects that open space and play provision will be suitably designed and made on-site in order to ensure an acceptable distribution of and accessibility to open space and play provision across Hertsmere; this is important for amenity, biodiversity and well-being. Provision of or a contribution towards identified off-site enhanced or new facilities may be an acceptable alternative, where on-site provision is not viable.

Policy SADM35 - Major Green Space

Development proposals, which would result in the loss of a Major Green Space identified on the Policies Map or detract from its open character, will not be permitted unless exceptional circumstances can be demonstrated.

Where exceptional circumstances can be demonstrated, proposals will not be considered acceptable unless they:

- (i) are ancillary to the use of the space or to any buildings on that land;*
- (ii) will enhance activities associated with the open nature of the space;*
- (iii) are appropriate in scale; and*
- (iv) will contribute positively to the setting and quality of the space.*

Policy SADM36 - Local Green Space

Development proposals, which would result in the loss of a Local Green Space defined on the Policies Map or would have a negative impact on the features which make it locally significant, will not be permitted unless exceptional circumstances can be demonstrated.

Where exceptional circumstances can be demonstrated, proposals will not be considered acceptable unless they:

- (i) are ancillary to the use of the space or to any buildings on that land;*
- (ii) will enhance activities associated with the use of the space;*
- (iii) are appropriate in scale; and*
- (iv) will contribute positively to the setting and quality of the space.*

Policy SADM37 - Minor Amenity Land

Development proposals which would result in the loss of minor amenity land that contributes to the character and visual amenity of an area will not be permitted unless it can be demonstrated that the benefits of development to the area clearly outweigh the loss.

Policy SADM38 - New and Improved Public Open Spaces

Developments in excess of 50 residential units or 2,500 sq.m gross external floorspace, or where a specific need has been identified by the Council, are required to provide public open space on site. This shall be provided in addition to private amenity space and landscaping; it shall be fully accessible without any restrictions and maintained in perpetuity unless otherwise agreed with the Council. If public open space cannot be provided on site or the required amount cannot be provided on site in full, and where the proposal has over-riding planning benefits, a financial contribution may be sought towards the provision of new public open space or enhancements to existing spaces as an alternative.

Public open space provision must maximise biodiversity benefits. New or improved public open space shall incorporate areas of biodiversity habitat complementing surrounding habitats and supporting the Hertfordshire Biodiversity Action Plan. Species chosen for planting across the space must maximise the biodiversity benefit. Public open space must also provide local land drainage benefits and may include a Sustainable Drainage System.

Public open space should normally be green public open space, such as a public park. Areas of new and/or improved hard landscaped public open space, such as civic space, may be considered appropriate instead of green public open space, particularly in town centres. In such cases it must be demonstrated that the provision of green public open space is not possible or appropriate. Biodiversity benefits should be maximised where appropriate for civic spaces and other hard landscaped public open space.

6. Transport and Parking

'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.'

Local Plan Core Strategy Objective 8

'Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.'

Paragraph 30 of the NPPF

'Planning can include provision of walking and cycling routes...To foster health – promoting environments it is essential that public health practitioners work closely with planners...to ensure that health is considered at all stages of the development process.'

Hertsmere Health and Wellbeing Strategy 2014-2017 p8

Modal Shift

- 6.1 The NPPF encourages local planning authorities to achieve modal shift from private motorised vehicles to more sustainable forms of transport in order to reduce harmful emissions to the environment and provide a healthier society. The integration of land uses, efficient use of public transport and ensuring safe and adequate provision for pedestrians and cyclists are all key factors in encouraging people to use more sustainable forms of transport.
- 6.2 The Core Strategy promotes modal shift and the provision of genuine alternatives in the way that people choose to travel. This is especially important as Hertsmere has high car ownership levels and some places are subject to frequent congestion. Policy CS24 focuses on the provision of a safe, efficient and affordable transport system that allows access for all to everyday facilities. It guides development to more accessible locations and encourages new or improved public transport services and pedestrian and cycle routes. It also requires major trip generating proposals to be accompanied by a Travel Plan aimed at promoting sustainable transport choices thereby reducing car dependency. Policy CS25 seeks to ensure that appropriate amounts of off-street parking for all modes of transport are provided at new developments, thus helping to promote sustainable transport choices. Policy CS26 seeks to promote alternatives to the car. It supports the provision of enhanced and new public transport and non-motorised facilities and routes, including greenways.

The Road Hierarchy

- 6.3 The Highways Agency is responsible for the national road network - i.e. A1(M) and M25 in Hertsmere. It is preparing a route-based strategy for the A1(M) between London and Leeds as a basis for further investment. The service area at South Mimms primarily supports the strategic road network. Policy SADM26 South Mimms Special Policy Area sets out the Council's approach to future development here.
- 6.4 The County Council is the Local Highway Authority and has set out its transport policy in the Local Transport Plan (2011-2031). The Local Transport Plan reduces the previous emphasis on building new roads and increasing road capacity, though they may still be required to support economic development or planned housing growth. Instead it places much higher priority on making better use of the existing road network.

- 6.5 Transport improvements will be necessary to help enhance access to homes, workplaces, shops and social facilities. They should be designed to help tackle peak-time congestion, reduce casualties, support economic growth and enable access to key services.
- 6.6 The Borough Council has a major role to play in ensuring that development within the Borough takes place in a manner which is consistent with achieving the objectives of the Local Transport Plan. The Core Strategy supports the Local Highway Authority's strategic transportation plans, in particular the Local Transport Plan and Urban Transport Plans.

Policy SADM39 - The Road Hierarchy

Hertfordshire County Council's current road hierarchy is shown on the Policies Map: it will be updated during the plan period to accord with the latest version of the local highway authority's road hierarchy. New and existing roads will be used as effectively as possible in accordance with their role in the road hierarchy. The accommodation of accesses and improvements will be guided by Policy SADM41 and the principles set out in the Local Transport Plan for each category of road.

Locations for Growth

- 6.7 Most of the growth that is required within the Borough will be located within the established main settlements: the aim is to direct development towards the most accessible locations thus helping to both reduce the need to travel and facilitate a greater use of more sustainable modes of transport. This is important for all, but especially for those who do not have regular use of a car, and to promote social inclusion. Appropriately located new development enables the best use of the existing highway network, builds on the availability of established sustainable transport routes, and offers opportunities to enhance existing provision (e.g. through contributions to bus services and infrastructure).
- 6.8 In order to help achieve this, Core Strategy Policy CS24 indicates that major trip generating development should be focused principally in Transport Development Areas (TDAs) in Borehamwood and Potters Bar and town centres in Borehamwood, Potters Bar, Bushey and Radlett. The TDA and town centre boundaries are defined on the Policies Map. The TDAs reflect the higher accessibility zones (zones 1 and 2) as set out in the Parking Standards SPD, plus the Elstree Way Corridor, where the opportunity to secure well designed higher density development around good public transport nodes and access to a wide range of facilities and services exists.

Policy SADM40 - Transport Development Areas

Transport Development Areas at Borehamwood and Potters Bar are defined on the Policies Map.

Criteria for New Development

- 6.9 All new development will be expected to create safe and convenient movement within the site for all users. This includes giving priority to pedestrians, cyclists and other non vehicle-users. Development should aim to maximise cycle, pedestrian and greenway provision through its layout and linkages. Where appropriate, contributions to the provision of new and existing routes and facilities will be required.
- 6.10 New development should comply with local highway design guidance (Roads in Hertfordshire: A Design Guide available at www.hertsdirect.org).

- 6.11 New development should not create a detrimental impact on the adjoining and wider road network. Where development might have an impact on the highway or on the delivery of Hertfordshire County Council's Local and Area/Urban Transport Plans (see Appendix C), the Council will seek the advice of the Highway Authority.
- 6.12 Where a development proposal would be likely to result in significant impacts to the local or wider transportation network, a Transport Statement or Transport Assessment will be required. This should be prepared in accordance with any guidance issued by the local highway and/or planning authority. It must address the following issues:
- a) **Reducing the need to travel:** by ensuring, at the outset, that thought is given to reducing the need to travel, especially by car; and by considering the types of use (or mix of uses) and the scale of development in order to promote multi-purpose or linked trips;
 - b) **Sustainable accessibility:** by promoting accessibility by all modes of travel, in particular public transport, cycling and walking; by assessing the likely travel behaviour or travel pattern to and from the proposed site; and by developing appropriate measures to influence travel behaviour;
 - c) **Dealing with residual trips:** by providing accurate quantitative and qualitative analyses of the predicted impacts of residual trips from the proposed development; and by ensuring that suitable measures are proposed to manage their impacts;
 - d) **Mitigation measures:** by ensuring that the proposed mitigation measures avoid unnecessary physical improvements to the highway inasmuch as possible; and by promoting innovative and sustainable transport solutions.
- Hertfordshire County Council's local highway design guidance and Hertsmere's Parking Standards SPD give guidance on what categories of schemes will require Transport Assessments and Statements.
- 6.13 Major trip generating schemes must also, in compliance with Core Strategy Policy CS24, be accompanied by a Travel Plan delivering a range of measures and incentives to reduce car usage and increase use of public transport, walking and cycling.
- 6.14 Where a development proposal would be likely to have a significant impact on the transport network, applicants are encouraged to enter into early discussions with the Council.

Policy SADM41 - Highway and Access Criteria for New Development

The Council will support development provided that:

- (i) *it can be accessed by a range of transport modes including, where appropriate, public and other sustainable transport modes;*
- (ii) *it provides safe and convenient links through the site and within the site and enables access to adjoining routes and services for all users;*
- (iii) *it will not harm the safety of any users of the highway network, cause or add significantly to road congestion or unduly harm the flow of vehicles;*
- (iv) *the proposed design and layout give priority to pedestrians, cyclists and other non-vehicle users and provide for safe and convenient:*
 - a) *movement, circulation, parking, manoeuvring and picking up or dropping off;*
 - b) *accommodation of larger vehicles including emergency and servicing vehicles and/or coaches where required and*
 - c) *site access for all users (including adequate visibility splays);*
- (v) *off-street car and cycle parking is provided in accordance with Core Strategy Policy CS25 and the Parking Standards SPD; and*

- (vi) *for major trip generating schemes, the applicant provides a Transport Statement or Transport Assessment (prepared in compliance with guidance issued by the Council and local highway authority), which demonstrates that the scheme accords with the policies in the Local Plan.*

Where development may be expected to have negative impacts, appropriate mitigation measures will be required at the developer's expense.

Aviation

- 6.16 The NPPF requires local planning authorities to take account of the growth and role of airfields in serving business, leisure, training and emergency service needs.
- 6.17 Elstree Aerodrome lies between Elstree and Aldenham; it is a privately operated airfield licensed by the Civil Aviation Authority (CAA) for paid passenger flights and flying instruction. The Aerodrome is also used by other aircraft and non-aircraft related businesses and provides a location for filming and other events. The Council recognises
- (i) the contribution to the local economy which businesses based at the Aerodrome make;
 - (ii) its role in the national transport infrastructure, providing connectivity, particularly for business travellers, with locations outside the Borough; and
 - (iii) the opportunities for access to aviation for sport and leisure that flying schools and aircraft hire companies based here offer.

Policy SADM25 Key Green Belt Sites confirms that the Council supports Elstree Aerodrome's continued use. When considering proposals for new development it is important that the Council has regard to their compatibility with the future operation of the Aerodrome.

- 6.18 Elstree is a CAA licensed aerodrome, but not officially safeguarded. The Aerodrome Operator is however required to take all reasonable steps to ensure the Aerodrome and its airspace are safe for use by aircraft. Government advice is that aerodromes such as Elstree should agree a consultation procedure between themselves and the Local Planning Authority in order to protect their locations from the effects of possible adverse development¹. Local planning authorities are asked to respond sympathetically to requests for non-official safeguarding. The Elstree aerodrome Operator has provided the Council with safeguarding information in the form of a safeguarding chart indicating areas within which they wish to be consulted on specific types of proposals - either due to their height or because they involve major tree planting, mineral extraction or quarrying, a refuse tip, reservoir, sewage disposal works, nature reserve or bird sanctuary, or are connected with an aviation use. It is therefore important that the Council consults with the Aerodrome as requested in order to ensure that general safety around the Aerodrome and the operational integrity and safety of the Aerodrome itself are not compromised.
- 6.19 Significant areas of the Borough also fall within the 30km radius official safeguarding area for Heathrow Airport; the Council is required to consult the Airport Operator on proposed wind turbine developments within this area.
- 6.20 The establishment and possible updating of these safeguarded areas are not the responsibility of the Local Planning Authority. The boundary of the Heathrow Airport official safeguarding area is shown on the Policies Map. The detailed safeguarding chart for Elstree Aerodrome is available on the Council's website.

¹ Circular 1/2003 - advice to local planning authorities on safeguarding aerodromes and military explosives storage areas.

Policy SADM42 - Aviation Safeguarding

The Council will consult with the Elstree Airport Licensee on relevant proposals for development. It will only permit development proposals which

- (i) will not compromise the Aerodrome's operational integrity and general safety; and*
- (ii) are compatible with the continued use of the site as an aerodrome.*

The Council will consult the Heathrow Airport Operator on proposals for wind turbine development within the safeguarding zone around Heathrow Airport shown on the official safeguarding map.

7. Town Centres and Shopping

'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'

Local Plan Core Strategy Objective 12

'Local planning authorities should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality'

Paragraph 23 of the NPPF

'(High Streets) need to offer an experience that goes beyond retail - the high street should be a destination for socialising, culture, health, wellbeing, creativity and learning, with schools, doctors' surgeries and offices along with shops. Our high streets should be social places that make creative use of public spaces and with a vibrant evening economy'

DCLG, Statement on Improving High Streets and Town Centres

'..leads and champions town centre improvements to improve the retail and leisure offer across the borough'

'Creative Hertsmere' Economic Development Strategy - The Vision

Town Centres and District Centres

- 7.1 The NPPF recognises centres as the heart of communities. They are seen to provide access to a range of essential services to meet community needs and also as vibrant places where people come together and social interaction takes place. The NPPF therefore requires local authorities to pursue policies which support the viability and vitality of existing centres.
- 7.2 The Core Strategy sets out a town centre strategy based on a hierarchy of six centres. This seeks to ensure that any significant growth is proportionate to the size of that centre. The designated Town and District Centres will continue to be the preferred locations for any new retail, commercial or leisure development. Policy CS27 expects development within defined centres to maintain their primary retail function and wider role as a focus for business, leisure, cultural and other appropriate town centre uses (as referred to in the NPPF). The Council's shopping policies are based on the shopping hierarchy set out in Table 3. The hierarchy ranges from the largest town centres to individual shops, reflecting the nature and function of each centre and the relationships between them. Town centres and district centres are at the top end and are more significant in terms of size and function.
- 7.3 New investment is encouraged in the centres not only to support their retail and commercial function but also to enhance their vitality, improve accessibility and improve their appearance and environment. The Council will keep under review what is necessary for each centre. Regeneration of individual sites or areas, and parking and environmental management schemes may be appropriate. Two specific proposals are identified.
- 7.4 The Council will seek mixed use development or redevelopment on the north side of Shenley Road, Borehamwood between nos. 29 - 59 Shenley Road and the former site at 61 and 73 Shenley Road. The Council will seek to prepare a planning brief for the area and consistent with the Core Strategy will consider a range of approaches, including the possibility of compulsory purchase powers, to reduce the number of long term vacant shop units and bring about the effective use of this part of the town centre.

Any development or redevelopment should retain live frontages at ground floor level, within the range of uses sought within secondary frontages in Policy CS28. The amalgamation of ground floor units will be supported at 29 - 59 Shenley Road where this will result in the occupation of a formerly vacant unit or can be demonstrated to improve the overall health of the frontage.

- 7.5 Three adjacent sites in Radlett district centre, two of which are currently vacant, are also proposed for development. Radlett Service Station/Regency House, Former Radlett Fire Station, and Burrell & Co are identified in the Radlett District Centre Key Locations SPD as one of four key development opportunities to improve the centre. Radlett Fire Station has an extant permission for a mixed use development comprised of community uses on the ground floor and residential above. Burrell & Co has permission for demolition of the former builder's merchants and erection of two retail units at ground floor with flats above. However, the opportunity may still exist to bring the three adjacent sites together as part of a single development scheme, an approach which would be preferred by the Council.
- 7.6 Proposals for retail, office and leisure uses should be checked for their potential impact on the centres and controlled as appropriate. If the impact is not managed, the functioning of the centres (and/or shopping hierarchy) could be undermined and proposals to improve a centre could be threatened. A three stage threshold for impact assessments has therefore been set to reflect circumstances in Hertsmere. The highest threshold, 2,500 sq m, comes from the NPPG and relates to Borehamwood Town Centre: it applies to applications on the edge of the centre. Beyond this in Borehamwood, a lower threshold of 1,000 sq m is considered necessary to understand and manage individual and/or cumulative impacts on the town centre and other key shopping locations across the town. The lowest threshold, 500sq m, applies to sites on the edge of the Local Town Centre and District Centres listed in Policy SADM43 and everywhere else. Compared to Borehamwood Town Centre, the Local Town Centre and District Centres are significantly smaller in terms of retail offer and floorspace: Borehamwood Town Centre is four times larger than both Potters Bar (Darkes Lane) and Radlett and over nine times larger than the others. The policy does not apply to offices in the strategically important business locations, defined under Policy SADM 9.

Policy SADM43 - Town and District Centres

The boundaries of town and district centres are shown on the Policies Map i.e:

- *Borehamwood Town Centre*
- *Potters Bar Darkes Lane Local Town Centre*
- *Potters Bar High Street District Centre*
- *Radlett Watling Street District Centre*
- *Bushey High Street District Centre*
- *Bushey Heath High Road District Centre*

The Council will support proposals to improve the facilities, functions and environment of these centres whenever appropriate. Specific proposals are identified on the Policies Map as follows:

<i>Ref.</i>	<i>Address</i>	<i>Proposal</i>	<i>Planning requirements</i>
<i>TC1</i>	<i>29-59 Shenley Road and 61-71 Shenley Road, Borehamwood</i>	<i>Mix of town centre uses</i>	<i>Active frontages on ground floor fronting Shenley Road, consistent with the range of uses sought in secondary frontages in Policy CS28 and Policy SADM45. Upper floor(s) may be residential and/or office. Design should respect the existing pattern of development along Shenley Road. A general building height of 3 storeys is appropriate. New retail and commercial units should be serviced from the rear. Car parking should also be provided at the rear.</i>

Ref.	Address	Proposal	Planning requirements
TC2	Radlett Service Station/Regency House, Former Fire Station and Burrell & Co	Mix of town centre uses	Retail/commercial uses on ground floor fronting Watling Street. Community uses required on part of the site to replace former community use. Upper floor(s) may be residential and/or office. Comprehensive redevelopment is preferred, though the site could come forward in stages. Building should not exceed two storeys fronting Watling Street, though it may be possible to utilise roof voids and/or basement space. Design should respect the character and enhance the setting of the adjacent Conservation Area. Consistent and co-ordinated design required across the whole site. Flood risk assessment required. Noise mitigation measures required for residential (and any other noise sensitive) use.

New development must also accord with Policy CS27 in the Core Strategy, including the need for impact assessments. In particular the Council will require the submission of an impact assessment for retail, office and leisure proposals in excess of:

- a) 2,500 square metres on the edge of Borehamwood Town Centre;
- b) 1,000 square metres elsewhere in Borehamwood; and
- c) 500 square metres on the edge of a Local Town Centre, or District Centre or anywhere else in the Borough.

- 7.7 Core Strategy Policy CS28 requires the identification of primary and secondary retail frontages to support the vitality of centres. Policies SADM44 and SADM45 identify these and specify the policy approach that will apply to them. Policy CS28 states that there should be a focus on (A1) retail uses within the primary frontages and within secondary frontages there will be scope for a wider range of activities with a particular emphasis on (A1) retail, (A2) financial and professional services and (A3) dining establishments.
- 7.8 Primary frontages are the core shopping areas of the Borough's centres and contribute significantly to the overall level of vitality. The approach in these areas is therefore to support the retention of A1 shops as far as possible. The change of use of A1 shops to A2 and (up to 150 square metres and subject to prior approval, which includes consideration of the sustainability of a key shopping area) A3 uses is currently permitted development; the Council recognises that these additional uses within primary frontages are capable of supporting retail vitality and footfall subject to there not being an over-concentration of such uses. The Council considers an over-concentration of A3 uses to be harmful to the sustainability of primary frontages within a key shopping area. Generally an over-concentration would be regarded as having more than the following proportion of A3 units within primary frontages: 20% in Borehamwood and Darkes Lane Potters Bar, and 25% in Radlett, Bushey Village and Bushey Heath.
- 7.9 Secondary frontages have a much greater mix of uses. The Council will seek to maintain and encourage A1, A2 and A3 uses. Other main town centre uses, as defined in the NPPF, will also be acceptable provided that they make a positive contribution to the frontage and the centre generally. Acceptable uses include A4 and A5 and will be those that create activity and interest along the frontage and which are well integrated in design terms. Where premises are currently vacant and a proposed use would not result in an active frontage, the Council will have regard to how long the premises have been vacant and seek evidence of active marketing for 'A' class uses over a significant period of time. Where a betting or pay day loan shop is proposed in a particular location (other than in a primary frontage, where they will not be supported), the Council will seek to avoid an over-concentration of these uses. As a guide, three or more units of each type in close proximity to each other would be regarded as an over-concentration.
- 7.10 Changes in permitted development rights are reducing the control which the Council can currently exercise over the mix of uses at ground floor level. Change from shop to financial or professional service (excluding payday loan shops or betting shops) is permitted. Some changes of smaller units are possible for a temporary two-year period. Otherwise changes require prior approval from the Council, and must consider the sustainability of the shopping area. The key shopping areas of the borough are listed in Table 3:

Shopping Hierarchy. They include the town and district centres (containing primary and secondary frontages), one local centre, key neighbourhood parades and neighbourhood centres. It is important they are all suitably protected and the key retail and service activities supported.

Policy SADM44 - Primary Frontages

In the primary shopping frontages (defined on the Policies Map) the Council will seek to ensure that Class A1 (retail shops) predominate in ground floor units.

The Council will control any proposal requiring consent in a primary frontage on the following basis:

- (i) the retail function should remain predominant or be enhanced;*
- (ii) the new use should support the retail function; and*
- (iii) there would be clear benefits for the vitality and viability of the frontage and the centre generally.*

Proposals for Class A4 (drinking establishments) and A5 (hot food take-aways) uses, betting shops and pay-day loan shops, or for uses with a non-active frontage at street level, will not be supported in Primary Frontages.

Policy SADM45 - Secondary Frontages

In the secondary shopping frontages (defined on the Policies Map) the Council will seek to maintain and encourage class A1 (retail shops), A2 (financial and professional services) and A3 (restaurants and cafes) uses in ground floor units. Proposals for other main town centre uses, including A4 (drinking establishments), A5 (hot food take-away) and D2 (assembly and leisure) will be supported provided that they would not harm the vitality or viability of the frontage and the centre generally. The new use will be expected to maintain an active frontage at street level.

Local Centres and Smaller Shopping Areas

- 7.11 The Borough also has a range of smaller centres, parades and individual shops which allows communities to meet their day-to-day needs locally. Policy SADM46 designates these and sets out Council's policy approach, which is fundamentally to maintain a core of A1 shops, normally supported by other services. The Core Strategy states that the primary objective for the Borough's smaller centres, parades and individual shops is to ensure that they can continue to provide essential services for their local catchment.
- 7.12 Core Strategy Policy CS27 says that outside the Borough's town and district centres retail activity should be focused within local centres and parades. They will be expected to retain a core of local shopping facilities and accommodate any new retail development commensurate to their position within the centre hierarchy. The Core Strategy Key Diagram identifies one Local Centre and four Key Neighbourhood Parades. These are key shopping areas within the shopping hierarchy (Table 3), and the larger of the Borough's smaller centres. They have a clearly defined form and meet the basic convenience needs of relatively large catchments.
- 7.13 The Core Strategy identifies Elstree and Shenley as "Service Villages". Although they contain a limited range of shops and services, these make a vital contribution to the sustainability of the local community and are also defined as key shopping areas within the shopping hierarchy. Elstree High Street and Andrews Close, Shenley are designated as Neighbourhood Centres. The centres are limited in size but contain a mix of uses with a high level of local significance. Access to alternative facilities is poor.
- 7.14 The Core Strategy recognises the specific circumstances of Shenley, and has a separate policy addressing retail and commercial development in the village. Policy CS29 states that small scale retail and commercial development should be restricted to suitable sites within existing commercial areas, based on those defined in the Shenley Parish Plan. These are at Andrews Close and along London Road in the south east of the

village. Andrews Close is designated as a Neighbourhood Centre and the convenience store at 40 London Road is identified as an Individual Shop. Policy SADM47 sets out the locations where retail and commercial development will be acceptable.

- 7.15 Neighbourhood Parades comprise a series of adjoining shop units with not only a focus on A1 convenience shops but also a limited number of other class A uses. These parades are typically smaller than the Key Neighbourhood Parades and serve a smaller geographical catchment.
- 7.16 Isolated shops are those which are not part of a defined centre or parade. They are often a considerable distance away from the nearest alternative shopping facilities. While they are sometimes found in groups isolated shops are mostly broken up. They rarely present as a coherent or defined frontage.

Table 3: Shopping Hierarchy

Core Strategy Designation	Shopping Location	SADM Designation	Key Shopping Area
Town Centre	Borehamwood Town Centre		✓
Local Town Centre	Darkes Lane, Potters Bar		✓
District Centre	High Street, Potters Bar Bushey Village Bushey Heath Radlett		✓
Local Centre	Leeming Road, Borehamwood		✓
Key Neighbourhood Parade	Manor Way, Borehamwood Harcourt Road, Bushey Bushey Hall Road, Bushey Cranborne Parade, Potters Bar		✓
	Elstree Village Centre Andrew Close, Shenley	Neighbourhood Centre	✓
	Croxdale Road, Borehamwood Hartforde Road, Borehamwood Howard Drive, Borehamwood Rossington Avenue, Borehamwood Aldenham Road, Bushey Bournehall Avenue, Bushey Bushey Mill Lane, North Bushey Park Avenue, North Bushey High Street north (1), Potters Bar High Street north (2), Potters Bar Battlers Green Drive, Radlett	Neighbourhood Parade	
	Organ Hall Road, Borehamwood Shenley Road (North), Borehamwood Studio Way, Borehamwood Thirsk Road, Borehamwood Sparrows Herne (1), Bushey Sparrows Herne (2), Bushey High Road (1), Bushey Heath High Road (2), Bushey Heath Church Road, Potters Bar Wayside, Potters Bar Aldenham Road, Radlett London Road, Shenley St Albans Road, South Mimms	Individual Shops	

Policy SADM46 - Smaller Centres, Parades and Individual Shops

The Council will, as far as possible, protect class A1 shops within the following designated areas: Local Centres, Key Neighbourhood Parades, Neighbourhood Centres, Neighbourhood Parades, and Individual Shops.

Where consent is required, however, proposals that would result in the loss of a shop will be permitted provided:

- (i) the function of any Key Shopping Area would be sustained;*
- (ii) local residents would still have access to a range and choice of essential shops within the centre, parade or within reasonable walking distance; or in the case of smaller centres and parades there is more than one class A1 use remaining; or there is clear evidence to demonstrate that there is no demand for continued class A1 use and the unit has been marketed effectively for such use; and*
- (iii) the replacement use would be beneficial to the local community.*

Policy SADM47 - Retail and Commercial Development in Shenley

The Council will support small scale development within Classes A1, A2, A3, A4, A5 in the following locations:

- a) Andrew Close Neighbourhood Centre and its immediate vicinity, excluding the designated Major Green Space at Porters Park Drive; and*
- b) along the east side of that part of London Road which falls within the Shenley village envelope provided it can be demonstrated that it would primarily serve and benefit the local community.*

Non Retail Uses

- 7.17 The Borough's centres and parades, particularly the key shopping areas defined in Table 3, are crucial for the provision of goods and services. While they contain a wide variety of other activities in addition to shopping it is important that the mix of uses is sensitively managed. Firstly the basic retail function is essential. Secondly, those other activities (such as financial services, cafes and take-aways) assist in extending the use of the area throughout the day and during the evening, and their contribution to the local economy can be supported appropriately. The diversity of use helps to sustain the area's vitality and viability.
- 7.18 Although there are no particular issues identified at present, it is also important to control the quantity, type and location of A3, A4, A5 and other evening or late night uses in the interests of local amenity and health. The location of hot food take-aways close to secondary age schools gives rise to health concerns. Research indicates that students are likely to walk up to 400 metres to buy lunch. Proposals to locate new hot food take-aways within a 400 metre walking distance of a school site entrance will therefore be assessed for their impact on the accessibility of hot food take-aways to students, unless the proposal is within an existing town, local town or district centre on the Shopping Centre hierarchy table 3.
- 7.19 Policies SADM48 and SADM49 set out the factors that the Council will take account of when determining applications to ensure that an appropriate balance of uses is maintained in shopping areas.

Policy SADM48 - Controlling Non-Retail Uses

The Council will consider the following factors in determining applications for non-retail uses:

- (i) the nature of the operation and the number of such occupiers within the centre, parade or frontage and the local area generally;*
- (ii) the concentration or clustering of such operators within the centre, parade or frontage and the local area generally;*
- (iii) the likely effects of the proposal, whether individually or cumulatively, in terms of noise, odours, traffic, parking, general disturbance or problems of disorder and nuisance;*
- (iv) the likely impacts of the proposal, whether individually or cumulatively, on the retail image of the area in which it is located; and*
- (v) in the case of hot food take-aways, which may fall partly or wholly within Class A5, their proximity to local secondary-age schools.*

Policy SADM49 - Night-time and Evening Uses

The Council will in addition consider the following factors in determining planning applications for evening economy uses, including entertainment, late night retailing and eating and drinking establishments:

- (i) whether the proposal supports the creation of a balanced evening economy;*
- (ii) the likely effects of the proposal, whether individually or cumulatively, in terms of noise, traffic, parking, signage and lighting, general disturbance or problems of disorder and nuisance;*
- (iii) the design of the development, as it relates to public safety, crime prevention and the reduction of anti-social behaviour;*
- (iv) arrangements for mitigating pollution, including noise, odours and emissions;*
- (v) access arrangements for people of all ages and abilities;*
- (vi) whether adequate levels of parking and public transport would be available during the hours of operation; and*
- (vii) whether the day-time use would detract from the character and amenity of the surrounding shops and services (i.e. by providing a blank frontage due to closure during the day rather than maintaining an active street frontage).*

7.20 The Town Centres and Shopping Survey demonstrated that the Borough's centres are, on the whole, in good health. There is a good level of A1 provision in most locations and vacancy rates are generally very low. There are however a small number of frontages which are underperforming. These are characterised by a higher proportion of vacant units. The empty shops are often long-term vacant units. A run of long-term empty units impacts upon the vitality of a frontage, even if other units are occupied and properly maintained. The Council prefers active use to long term vacancy.

7.21 Core Strategy Policy CS28 supports the replacement of long-term vacant units by residential accommodation in appropriate locations: Policy SADM50 provides a balanced approach to proposals for change of use from retail to residential use. Amendments in the General Permitted Development Order 2013 allow for the change of use from Class A1 and A2 to Class C3 residential use (for floorspace of less than 150 square metres) subject to prior approval: one of the factors the Council must consider is the impact of the change of use on the provision of A1 or A2 services or the sustainability of a key shopping area. If unchecked, the introduction of residential uses would threaten the sustainability of a key shopping area and/or the availability of local services for local communities. The Council must therefore exercise control, and in the cases elaborated in the policy, such change of use will not be acceptable. The key shopping areas are listed in Table 3: Shopping Hierarchy.

Policy SADM50 - Opportunities for Residential Use

The change of use to residential accommodation of ground floor premises will be permitted if :

- (i) the unit is long term vacant;*
- (ii) there is clear evidence to demonstrate that there is no demand for continued retail or commercial use;*
- (iii) the unit has been marketed effectively for such use;*
- (iv) the site is either outside any designated Key Shopping Area (ref. Table 3: Shopping Hierarchy) or at the outer periphery of a designated Secondary Frontage and would not create or perpetuate a break in the active frontage;*
- (v) local residents would still have access to a range and choice of essential shops and services within the centre or parade, or within reasonable walking distance;*
- (vi) in the case of neighbourhood centres and parades and individual shops it is not the last remaining A1 use;*
- (vii) the use of the unit for residential purposes is consistent with the function and character of the area;*
- (viii) the design of the new frontage is of a high standard which both meets the needs of future occupiers and is sensitive to the appearance of nearby shopfronts; and*
- (ix) high quality self-contained residential accommodation with a high standard of amenity for occupiers would be provided, consistent with other policies and standards relating to housing and design.*

Shop Fronts

- 7.22 Good design and appearance support an area's vitality and viability. Good shop front design is therefore important. The Council provides design guidance in the Planning and Design Guide.

Policy SADM51 - Shop Fronts

Permission will be granted for well-designed shop fronts which respect the street scene and follow the guidance set out in the Planning and Design Guide SPD.

8. Implementation and Monitoring Framework

Delivery

- 8.1 Effective implementation of the policies in this Plan depends on the actions of the Council and a number of other organisations. The overall aim of the Council is to ensure the delivery of the sustainable development that is appropriate for Hertsmere. Therefore, development should be co-ordinated with infrastructure. Where development creates the need for investment in infrastructure, the costs for that infrastructure should be offset.
- 8.2 Contributions to infrastructure will be secured through planning obligations and the Community Infrastructure Levy (CIL). The Council expects both to work together depending on the circumstances.
- 8.3 CIL will be the preferred method of collecting and pooling financial contributions (except for affordable housing). CIL liabilities are not negotiable under the regulations, although should future amendments to the regulations allow any flexibility, the Council's approach will be set out in the Developer Contributions Framework.
- 8.4 Section 106 planning obligations must complement and not duplicate any CIL charge. They must be concluded on a site by site basis in compliance with the three tests in Regulation 122(2) of the CIL Regulations 2010 (as amended) i.e:
- necessary to make the development acceptable in planning terms;
 - directly related to the development; and
 - fairly and reasonably related in scale and kind to the development.
- 8.5 Planning obligations will apply in circumstances where there is no proposal to deliver the necessary infrastructure through CIL. Planning permission will normally be refused if a planning obligation is required and a Section 106 agreement has not been made. The monitoring and review of these obligations and contributions will continue through the Council's monitoring report process and in line with Policy CS21 of the Core Strategy.
- 8.6 The costs of development (including the contribution it must make to infrastructure) may affect the viability of a scheme and prevent it coming forward. While the Council normally expects development to meet sustainable design standards, affordable housing requirements, the CIL charge and any site specific obligations, there are occasions where some relaxation may be justified in order to reduce costs and enable a scheme to go forward. In such cases the Council must be satisfied that the assessment of viability is accurate. The Council will weigh up what the effect of any cost savings would be; the Council will then decide whether that is reasonable in all the circumstances.
- 8.7 Detailed advice on contributions to infrastructure including affordable housing and the way in which the Council addresses the issue of viability is given in the Council's "Developer Contributions Framework".

Review

- 8.8 In order to ensure that the Council is effectively delivering the policies contained in this Plan a monitoring framework is required. The monitoring framework in this document will complement the framework in Table 16 of the Core Strategy.
- 8.9 The Council's monitoring process will be used to identify where objectives and targets are not being met through policies and recommend action to amend any problems that occur.

Table 4: Monitoring Framework

Policy	Aspiration	Ref.	Indicator	Complements Core Strategy Indicator	Target	Responsible Agencies	Implementation / Delivery Mechanism
SADM1	To deliver all proposals	AMF 1	Development progress, noting the proportion of total dwelling capacity given planning permission and completed	MF6	To complete 100% of the total dwelling capacity by 2027	Hertsmere BC	Individual planning applications Monitoring through the AMR
SADM9	Retention of strategic office accommodation (where floorspace exceeds 500 sq m) outside Employment Areas	AMF 2	Applications for change of use of strategic office accommodation from office to residential use.	M14, M15	No net loss of strategic office floorspace to residential use	Hertsmere BC	Individual planning applications/prior approvals. Monitoring through the AMR
SADM26	To maintain a list of locally important buildings that have value	AMF 3	Number of locally listed buildings	MF22, MG23, MF24, MF25	No loss of locally important buildings through the grant of planning permission	Hertsmere BC	Individual planning applications Monitoring through the AMR
SADM29	To deliver both proposals	AMF 4	Development progress		Both sites in full active use for key community facilities	Hertsmere BC	Individual planning applications Monitoring through the AMR
SADM30	To maintain the supply of Major Green Space	AMF 5	Hectares of Major Green Space		No net loss of Major Green Space	Hertsmere BC	Individual planning applications Monitoring through the AMR
SADM31	To maintain the supply of Local Green Space	AMF 6	Hectares of Local Green Space		No net loss of Local Green Space	Hertsmere BC	Individual planning applications Monitoring through the AMR
SADM33	To increase the supply of public open space	AMF 7	Hectares of new public open space in schemes of more than 50 dwellings		New public open space	Hertsmere BC	Individual planning applications Monitoring through the AMR
SADM36	To deliver both proposals	AMF 8	Development progress		To complete 100% of total dwelling capacity from these sites by 2027 (see Table 1)	Hertsmere BC	Individual planning applications Monitoring through the AMR

9. Glossary

9.1 This Glossary should be read in conjunction with the Glossary in Chapter 10 of the Core Strategy 2013.

Acronym	Full Name	Definition / Explanation
AAP	Area Action Plan	This area specific plan provides planning policy and guidance for an area where regeneration or investment needs to be managed.
CIL	Community Infrastructure Levy	Regulations that allow local authorities to levy a charge on new developments in the area. The money is used to support development by funding infrastructure that the Council, local community and neighbourhoods want.
SHLAA	Strategic Housing Land Availability Assessment	A technical study which provides evidence to support the delivery of sufficient land for housing. The methodology is used to help meet the community's need for more homes.
SHMA	Strategic Housing Market Assessment	A study which assesses and provides information on the type and tenure of housing required to meet need and market demand across housing markets (across the study area).

Term	Definition / Explanation
Greenway	Greenways are primarily car-free, usually off-road routes that connect people who walk, cycle or ride horses to facilities and open spaces in and around towns and through the countryside.
Original building	In relation to a building existing on 1st July 1948, as existing on that date and, in relation to a building built after 1st July 1948, as so built. Any existing garages and outbuildings sited over 5 metres from the main dwelling will not be taken to comprise part of the "original" building.