

Hertsmere Local Plan

Development Plan Document

Core Strategy



Adopted January 2013

Hertsmere
Borough Council



Policy SP1 Creating sustainable development

The Council will work with Hertfordshire County Council, Hertfordshire Constabulary, NHS

Hertfordshire, Registered Housing Providers and other key local stakeholders to enable development in

the Borough to make a sustainable contribution to delivering the Core Strategy Spatial Vision and

Strategy. Accordingly new development will be required to prioritise the efficient use of brownfield

land in delivering the land use requirements of the private sector, local service providers and the

different needs of the hierarchy of settlements across the Borough. There will be a focus on prioritising

development opportunities in Borehamwood but all existing built up areas within urban settlements

will be expected to accommodate opportunities which arise for meeting local housing, jobs growth

and other development and service needs.

All development across the Borough should:

i) ensure a safe, accessible and healthy living environment for residents and other users of a

development;

ii) conserve and enhance biodiversity, protected trees, and sites of ecological value in the Borough

and provide opportunities for habitat creation and enhancement throughout the life of a development;

iii) mitigate the environmental impact of transport by promoting alternatives to the car for accessing

new development and existing development and other destinations across the Borough, and

opportunities for linked trips;

iv) be of high quality design and appropriate in scale, appearance and function to the local context

and settlement hierarchy, taking advantage of opportunity to improve the character and quality

of an area;

v) avoid prejudicing, either individually or cumulatively, characteristics and features of the natural

and built environment;

vi) minimise and mitigate the impact on local infrastructure and services;

vii) avoid inappropriate development in the Green Belt;

viii) seek the maximum level of Affordable Housing on site;

ix) ensure a safe, efficient and affordable transport system that allows access for all to everyday

facilities;

x) be constructed and operated using a minimum amount of non-renewable sources and be

required to use energy efficiently, such as from decentralised and renewable or low carbon

sources;

xi) as a minimum standard, achieve the required levels of the Code for Sustainable Homes for

residential development and emissions reductions in line with the Building Regulations for nonresidential

development;

xii) do not create an unacceptable level of risk to occupiers of a site, the local community and the

wider environment;

xiii) conserve or enhance the historic environment of the Borough in order to maintain and where

possible improve local environmental quality;

xiv) avoiding development in the floodplain and close to river corridors unless the requirements of the

sequential and exceptions tests have been met and flood prevention/mitigation measures are in

place;

xv) incorporate the use of Sustainable Urban Drainage Systems (SUDS) where appropriate and where

required by the Flood and Water Management Act 2010 to help reduce the risk of flooding;

xvi) ensure that pollutants are minimised, including emissions to air, water, soil, light and noise; and

xvii) make provision for waste minimisation and recycling within the development during the

construction phase and following occupation.

Policy SP2 Presumption in Favour of Sustainable Development

When considering development proposals the Council will take a positive approach that reflects the

presumption in favour of sustainable development contained in the National Planning Policy

Framework. It will always work proactively with applicants jointly, in particular through the preapplication

process, to find solutions which mean that proposals can be approved wherever possible,

and to secure development that improves the economic, social and environmental conditions in the

area.

Planning applications that accord with the policies in this Plan (and, where relevant, with policies in

neighbourhood plans) will be approved without delay, unless material considerations indicate

otherwise. Where there are no policies relevant to the application or relevant policies are out of date

at the time of making the decision then the Council will grant permission unless material

considerations indicate otherwise - taking into account whether:

a) any adverse impacts of granting permission would significantly and demonstrably outweigh the

benefits, when assessed against the policies in the National Planning Policy Framework taken as a

whole; or

b) specific policies in that Framework indicate that development should be restricted.

Policy CS1 The supply of new homes

The Council will make provision for at least 3,990 additional dwellings within the District between

2012 and 2027, a development rate of a minimum of 266 dwellings per year.

In providing for the new homes and identifying new locations for development in the Site Allocations

DPD, the Council will take account of:

i) environmental constraints and compliance with the key environmental policies set out in the Core

Strategy (including Policies CS12, CS13, CS14, CS15, CS16 and CS17);

ii) the character, pattern and density of the surrounding area;

iii) the need to retain existing housing;

iv) the need to locate new development in the most accessible locations taking account of local

infrastructure capacity;

v) the settlement hierarchy identified in the Hertsmere Core Strategy; and

vi) the need to focus development within the boundaries of existing built-up areas.

Policy CS2 The location of new homes

Priority will be given to locating the majority of residential development within the main settlements

of Borehamwood, Potters Bar and Bushey. Between 2012 - 2027, up to 60% of new housing will be

sought in Borehamwood, at least 10% in Potters Bar, up to 25% in Bushey and at least 5% in Radlett

and other suitable locations.

Windfall developments will be supported on appropriate sites in all towns, subject to local

environmental constraints, the relationship with the surrounding pattern of development and the

requirements of Policies SP1, CS12, CS13, CS14, CS15, CS16 and CS17 and other relevant planning

policies.

Within rural locations and in particular, Shenley, Elstree and South Mimms limited, small scale infilling

on suitable sites will be supported.

Policy CS3 Housing Delivery and Infrastructure

Where housing delivery has fallen below the required minimum rate over a rolling three year period

by at least 20% and at the same point in time the expected completions over the following five years

will be insufficient to compensate for the shortfall of the minimum required annualised rate, a review

of housing allocations will be undertaken including consideration of safeguarded land for housing and

land presently designated as Green Belt. New housing development will only be permitted if

satisfactory arrangements are in place to provide the necessary infrastructure.

Policy CS4 Affordable Housing

To increase the supply of Affordable Housing, developments of 5 self-contained, residential units or

more (gross), or residential sites of more than 0.2 hectares, should make provision for an element of

Affordable Housing. On sites of fewer than 15 units, this may be delivered through the provision of

intermediate housing (including shared ownership and share equity), with sites of 15 units or more

containing a mix of social rented housing, affordable rent and intermediate housing.

The following percentage targets will be sought through negotiation:

- 40% in post code areas EN5 4, WD25 8, WD7 8, WD7 7;
- at least 35% in all other locations;

Appendix 6 provides a map of the post code areas within Hertsmere.

The policy equates to an affordable housing target of 1,140 from 2012 to 2027.

The Council will seek the maximum level of Affordable Housing on site. A lower level of provision will

not be acceptable unless the Council agrees exceptional circumstances are demonstrated. Only in

exceptional circumstances will an alternative to on-site provision be appropriate.

As a guideline, on sites of 15 or more units (gross) or 0.5 hectares, the Council expect that 75% of the

Affordable Housing units will be delivered as social rented and/or affordable rent housing and the

remainder as intermediate housing. The precise tenure and dwelling mix will be agreed with the

Council on a site-by-site basis and reflecting current housing needs or updated supplementary

guidance.

Where scheme viability may be affected, developers will be expected to provide full development

appraisals to demonstrate an alternative affordable housing provision.

Policy CS7 Housing mix

To help meet local housing needs, proposals for new housing should provide an appropriate mix and

size of new homes in terms of housing size and type within each tenure. Development proposals will

be permitted, subject to the requirements of other relevant DPD / Local Plan policies, so long as:

i) housing developments in excess of 10 units (gross) contain some variation within their housing

mix, with sites over 25 units or 1 hectare reflecting identified variations within the Borough's

housing need, subject to proposals respecting the prevailing character of the area; and

ii) on large sites allocated in the Site Allocations DPD and large windfall sites, the need for a

proportion of sheltered or extra care housing is considered as part of the overall housing mix.

Consideration will be given to the incorporation of minimum floorspace guidance in revisions to Part D

of the Planning and Design Guide Supplementary Planning Document in support of the provision of

high quality residential environments.

Policy CS12 The Enhancement of the Natural Environment

All development proposals must conserve and enhance the natural environment of the Borough,

including biodiversity, habitats, protected trees, landscape character, and sites of ecological and

geological value, in order to maintain and improve environmental quality, and contribute to the

objectives of the adopted Greenways Strategy and the Hertsmere Green Infrastructure Plan. Proposals

should provide opportunities for habitat creation and enhancement throughout the life of a

development. In the case of the highest quality agricultural land (Grades 1, 2 and 3a) and Preferred

Areas of mineral extraction, proposals will only be permitted where there is no likelihood of the land

being sterilised for future agriculture or mineral extraction.

Policy CS14 Protection or enhancement of heritage assets

All development proposals must conserve or enhance the historic environment of the Borough in order

to maintain and where possible improve local environmental quality. Development proposals should

be sensitively designed to a high quality and not cause harm to identified, protected sites, buildings or

locations of heritage or archaeological value including Conservation Areas, Listed Buildings, Historic

Parks and Gardens, Scheduled Ancient Monuments or their setting, and identified and as yet

unidentified Archaeological Remains. The Council will take account of available historic environment

characterisation work, including Conservation Area appraisals and archaeological assessments, when

making decisions affecting heritage assets and their settings.

Policy CS15 Promoting recreational access to open spaces and the countryside

The Council will work with its partners and relevant agencies to safeguard, enhance and facilitate

access to parks, open spaces, rural visitor attractions and to the wider local countryside. Measures

which secure the provision of safer and more secure car-free access including enhancements and

additions to the rights of way / Greenways network as set out in the Council's Greenways Strategy, will

be actively sought where they do not present a risk to the biodiversity value and intrinsic environmental quality of the locality. The provision or enhancement of visitor and appropriate facilities

in the countryside, including Watling Chase Community Forest Gateway Sites and Historic Parks and

Gardens, will be encouraged where this:

i) specifically enhances access for the local population

ii) does not harm the character, appearance and openness of the Green Belt, landscape and wider

countryside;

iii) does not cause new road congestion;

iv) does not exacerbate existing road congestion;

v) promotes uses which can be considered as appropriate in The Green Belt in line with Policy CS13;

and

vi) will ensure that biodiversity is protected and enhanced in accordance with Policy CS12.

Policy CS16 Environmental impact of development

The Council will work with key partners, including the Environment Agency and Natural England, to

ensure that development proposals do not create an unacceptable level of risk to occupiers of a site,

the local community and the wider environment. Development proposals should take account of the

policy recommendations of the Councils SFRA and the guidance set out in the jointly produced

guidance of the Hertfordshire Planning Authorities 'Building Futures' the Hertfordshire Guide to

Promoting Sustainability in Development.

Proposals will be required to incorporate sustainability principles, minimising their impact on the

environment and ensuring prudent use of natural resources by measures including:

i) avoiding development in the floodplain and close to river corridors unless the requirements of the

sequential and exceptions tests have been met and flood prevention/mitigation measures are in

place as required by the Environment Agency;

ii) improving water efficiency by reducing water consumption through measures such as water

saving devices in line with the Code for Sustainable Homes and BREEAM as a minimum requirement;

iii) incorporating the use of Sustainable Urban Drainage Systems (SUDS) where appropriate and

where required by the Flood and Water Management Act 2010 to help reduce the risk of flooding;

iv) ensuring that pollutants are minimised (including emissions to air, water, soil, light and noise);

v) remediating land affected by instability and contamination, and maintaining appropriate distance

from establishments containing hazardous substances;

vi) ensuring efficient use is made of natural resources through their layout, design and construction,

including locally sourced materials where possible in line with the requirements of BREEAM on

sustainable design;

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

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

construction phase and following occupation; and

ix) development proposals must demonstrate that they accord with Policy CS12 and that any adverse

effects can be overcome by appropriate alleviation and mitigation, which are capable of being

secured through planning conditions or an obligation in accordance with Policy CS21.

Policy CS17: Energy and CO2 Reductions

All new residential developments will be required to achieve the following levels of the Code for

Sustainable Homes (Code) as a minimum as and when successive updates to Part L of the Building

Regulations become mandatory:

- 2010 - Code level 3
- 2013 - Code level 4 once updates to Part L come into effect.
- 2016 - Code level 5 once updates to Part L come into effect.

All new non-domestic development will be expected as a minimum to achieve CO2 emissions

reductions in-line with the Building Regulations Part L. This requirement will not come into effect until

successive updates to Part L of the Building Regulations become mandatory:

- 2010 - 25% reduction in the Building Emission Rate compared to the Target Emission Rate defined by

Part L of the Building Regulations (2006).

- 2013 - 44% reduction in the Building Emission Rate compared to the Target Emission Rate defined by

Part L of the Building Regulations (2006) (reductions above 70% can be delivered using allowable

solutions).

- 2019 - Zero Carbon - no additional requirement.

The Council will further encourage all new development or major refurbishment to incorporate energy

from decentralised and renewable or low carbon sources. All large scale development will be required

to incorporate on-site renewable energy generation, unless it is not feasible or viable or alternative

decentralised and renewable, low carbon sources can be identified. The Council will also permit new

development of sources of renewable energy generation subject to:

- local designated environmental assets and constraints, important landscape features and significant

local biodiversity;

- minimising any detriment to the amenity of neighbouring residents and land uses; and
- meeting high standards of sustainable design and construction.

Policy CS18 Access to services

The Council will work with local service providers to facilitate and promote their land use and buildings

requirements through the identification of mixed-use and other development opportunities in the Site

Allocations DPD. The Council will also require new development to contribute to the Community

Strategy aim of achieving fair access to key community facilities and the wider goal of creating a safer

and more sustainable environment. New proposals will be assessed against their impact on existing

local infrastructure, services and resources and where necessary, new provision of required key

community facilities should be made as part of the development in consultation with the local

community and local service providers and in order to meet or fund any infrastructure impact, having

regard to the provisions of Policy CS21.

Policy CS20 Securing mixed use development

Mixed-development will be sought on major development sites in Borehamwood town centre and in

any other locations capable of satisfactorily accommodating a range of uses. The ability of any site to

accommodate a mix of uses will be assessed on:

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

The Council will work in partnership with local service providers, Parish and Town Councils and

local community groups, in order to identify the need for additional services and facilities.

Policy CS21 Standard charges and other planning obligations

Up until April 2014 (or until the Council has adopted a Community Infrastructure Levy (CIL) charging

schedule), provision for on and off-site facilities, services and improvements, for which a need is known

to arise from new residential development, in addition to obligations towards Affordable Housing, will

be secured through:

- i) the use of individually negotiated planning obligations and / or any standard charge(s) on the

approval of each new home on smaller sites, typically of fewer than 15 units (gross), to be secured

through a planning obligation under Section 106 of the Town and Country Planning Act; and

ii) the use of individually negotiated planning obligations entered into by the Council under Section

106 of the Town and Country Planning Act, on sites of 15 or more units (gross).

The provision of Affordable Housing, together with on and off-site facilities, training, services and

improvements necessitated by new commercial and other development, will be secured through

planning conditions and obligations entered into by the Council and developers under Section 106 of

the Town and Country Planning Act and related or equivalent legislation.

The Council will seek to introduce a CIL charging schedule by April 2014. Following the introduction of

a CIL charging schedule, planning obligations under Section 106 of the Town and Country Planning Act

will only be sought to in relation to individual schemes where such contributions would be necessary

to mitigate site-specific impacts and are not for items already covered in a CIL charging schedule.

Policy CS22 Securing a high quality and accessible environment

In line with the Planning and Design Guide SPD the Council will require all development to be of high

quality design, which ensures the creation of attractive and usable places.

Development proposals

should take advantage of opportunities to improve the character and quality of an area and conserve

the Borough's historic environment. The Council will take account of the cumulative impact of new

development, including the impact arising from residential intensification and redevelopment.

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

integrated. All new development should be designed to ensure that buildings and land within their

curtilage are fully accessible to groups with special mobility requirements. Where practicably possible

100% of new residential units should be built to the Lifetime Homes Standards based on the Joseph

Rowntree Foundation standards highlighted in the Council's Planning and Design Guide Supplementary Planning Document. The proportion of wheelchair accessible homes on new residential

redevelopments of 15 or more units will be considered on a site by site basis, having regard to current

needs in the Borough.

Policy CS24 Development and accessibility to services and employment

The Council will work towards Hertfordshire County Council's vision of providing a safe, efficient and

affordable transport system that allows access for all to everyday facilities.

To obtain the best use of the existing highway network, major trip generating development should be

focused principally on Transport Development Areas and town centres, as indicated on the Key

Diagram. Major developments will only be permitted where:

i) it does not conflict with the Transport Objectives of the Hertfordshire Local Transport Plan (as

amended);

ii) it is accompanied by a suitable Travel Plan (where required by the Hertfordshire Local Transport

Plan (as amended)), prepared in accordance with guidance set out in the Parking Standards

Supplementary Planning Document and DfT guidance on preparing travel plans;

iii) it is in accordance with Hertfordshire County Council guidance and relevant Local Plan (as

amended) policies relating to the operation of the Highways network and the achievement of

vehicular, pedestrian and equestrian safety;

iv) it contributes, where required, to the provision or funding of new infrastructure or improved

public transport services and non-motorised routes; and

v) the cumulative impact on the highways network can be adequately mitigated.

Policy CS25 Accessibility and parking

In order to facilitate fair and convenient access to local services, the quantity of off-street parking for

all modes of transport, to be provided at new developments, will be based on an assessment of:

i) a site's location;

ii) local car ownership;

iii) the proposed land use (having regard to Table 13 for residential development);

iv) housing tenure;

v) the potential for shared parking, over various times of the day and week, with other uses;

vi) local on-street parking conditions and controls, including those likely to be available within the

new development;

vii) highway and pedestrian safety considerations including whether roads have been designed to an

adoptable standard;

viii) incentives to reduce dependency on the car and the provisions of any Travel Plan submitted;

ix) the Accessibility Zones for the Borough; together with the extent of compliance with requirements set out in the Parking Supplementary Planning Document; and

x) the extent to which permeable and semi-permeable surfaces are incorporated into the area of

off-street parking to be provided.

Policy CS26 Promoting alternatives to the car

The Council will support a wide range of measures to provide safer and more reliable alternatives to

the car for accessing new development and existing development and other destinations across the

Borough including:

i) improved public transport facilities;

ii) additional public transport routes and stops;

iii) enhanced and new non-motorised links (including Greenways) within and between urban and

rural areas, along or additional to the existing rights of way and highways network, which

increase walking, cycling or riding opportunities; and

iv) the safeguarding of proposed non-motorised routes, where necessary, to preclude development

occurring which would prevent their future implementation.

New developments will be assessed in terms of their accessibility by a range of transport modes and

where appropriate, measures to promote alternatives to the car will need to be provided as part of a

proposed scheme, having regard to the requirements of the Parking Standards Supplementary

Planning Document, and the adopted Greenway Strategy.

Policy CS27 Town centre strategy

Development within the designated town, district or neighbourhood centres of Borehamwood, Potters

Bar, Bushey and Radlett will be permitted provided that it maintains their primary retail function and

wider role as a focus for business, leisure, cultural and other appropriate town centre uses (as defined

within the NPPF). Retail activity elsewhere should be focused within local centres and parades, which

will be expected to retain a core of local shopping facilities and accommodate any new retail

development, commensurate to their position within the town, district and neighbourhood centre

hierarchy. Proposals for main town centre uses will be considered in accordance with national planning

policy set out in the NPPF, including the application of the sequential test and impact assessment as

appropriate.

Policy CS28 Strengthening town centres

The retail function and vitality of designated centres will be reinforced through the designation of

primary and secondary shopping frontages in Borehamwood, Potters Bar, Bushey and Radlett. There

will be a focus on (A1) retail uses within the primary frontages and scope for a wider range of activities

in secondary frontages, with an emphasis on a mix of (A1) retail, (A2) financial and professional

services and (A3) dining-in establishments. An appropriate proportion of other uses will also be

permitted in secondary frontages, including (A4) pubs and bars and (A5) take away uses, together with

other appropriate arts, leisure and entertainment uses. Around the periphery of both secondary

frontages and local parades, the Council will identify where any opportunities exist for residential

accommodation to replace long-term vacant commercial units.

Details of frontages and uses will be set out in the Site Allocations and Development Management

DPD along with any planned measures for the Council to use compulsory purchase and other powers

to address the long term neglect and abandonment of vacant commercial and other property within

town centres.

Proposals for rural diversification will be supported where they do not conflict with other policies

although to protect the role of town centres, further retail development at Battlers Green Farm or

further afield at the Willows Farm, will not be sought.

Policy CS29 Retail and commercial development in Shenley

Small scale retail and commercial development in Shenley should be restricted to suitable sites within

existing commercial areas. Locations will be identified in the Site Allocations and Development

Management DPD, based on those defined in the Shenley Parish Plan:

i) along London Road in the south east of the village; and

ii) at Andrew Close and the nearby junction between London Road and Porters Park Drive (excluding

the reserve school site).

Retail and commercial development in identified locations in Shenley should be of a size and scale

which primarily serves the local community rather than drawing in large numbers of visitors from

further afield.