



## Public Document Pack

**Jeff Hughes**

*Head of Democratic and Legal  
Support Services*

**MEETING** : DISTRICT PLANNING EXECUTIVE PANEL  
**VENUE** : COUNCIL CHAMBER, WALLFIELDS, HERTFORD  
**DATE** : THURSDAY 16 JANUARY 2014  
**TIME** : 7.00 PM

### **MEMBERS OF THE PANEL**

Councillors M Carver (Chairman), L Haysey and S Rutland-Barsby

All other Members are invited to attend and participate if they so wish.

Members are requested to retain their copy of the agenda and bring it to the relevant Executive and Council meetings.

<b>CONTACT OFFICER: Martin Ibrahim</b>
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## **DISCLOSABLE PECUNIARY INTERESTS**

1. A Member, present at a meeting of the Authority, or any committee, sub-committee, joint committee or joint sub-committee of the Authority, with a Disclosable Pecuniary Interest (DPI) in any matter to be considered or being considered at a meeting:
  - must not participate in any discussion of the matter at the meeting;
  - must not participate in any vote taken on the matter at the meeting;
  - must disclose the interest to the meeting, whether registered or not, subject to the provisions of section 32 of the Localism Act 2011;
  - if the interest is not registered and is not the subject of a pending notification, must notify the Monitoring Officer of the interest within 28 days;
  - must leave the room while any discussion or voting takes place.
2. A DPI is an interest of a Member or their partner (which means spouse or civil partner, a person with whom they are living as husband or wife, or a person with whom they are living as if they were civil partners) within the descriptions as defined in the Localism Act 2011.
3. The Authority may grant a Member dispensation, but only in limited circumstances, to enable him/her to participate and vote on a matter in which they have a DPI.

4. It is a criminal offence to:

- fail to disclose a disclosable pecuniary interest at a meeting if it is not on the register;
- fail to notify the Monitoring Officer, within 28 days, of a DPI that is not on the register that a Member disclosed to a meeting;
- participate in any discussion or vote on a matter in which a Member has a DPI;
- knowingly or recklessly provide information that is false or misleading in notifying the Monitoring Officer of a DPI or in disclosing such interest to a meeting.

(Note: The criminal penalties available to a court are to impose a fine not exceeding level 5 on the standard scale and disqualification from being a councillor for up to 5 years.)

## **AGENDA**

1. Apologies

*To receive apologies for absence.*

2. Chairman's Announcements

3. Minutes (Pages 5 - 12)

*To approve the Minutes of the meeting of the Panel held on 3 December 2013.*

4. Declarations of Interests

*To receive any Member(s)' Declaration(s) of Interest*

5. Duty to Co-Operate – Update Report (Pages 13 - 34)

6. Interim Development Strategy Report (January 2014) (Pages 35 - 152)

7. Infrastructure Topic Paper (January 2014) (Pages 153 - 204)

8. Interim Sustainability Appraisal Report (December 2013)

9. Draft East Herts District Plan (Preferred Options) (January 2014) (Pages 205 - 540)

*Note – Essential Reference Paper 'B' enclosed separately.*

10. Urgent Business

*To consider such other business as, in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration and is not likely to involve the disclosure of exempt information.*



MINUTES OF A MEETING OF THE  
DISTRICT PLANNING EXECUTIVE PANEL  
HELD IN THE COUNCIL CHAMBER,  
WALLFIELDS, HERTFORD ON TUESDAY 3  
DECEMBER 2013, AT 7.00 PM

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PRESENT: Councillor M Carver (Chairman)  
Councillors L Haysey and S Rutland-Barsby.

ALSO PRESENT:

Councillors D Andrews, E Buckmaster,  
S Bull, A Jackson, G Lawrence, M McMullen,  
P Moore, M Newman, T Page, M Pope,  
J Ranger, P Ruffles, N Symonds, K Warnell  
and J Wing.

OFFICERS IN ATTENDANCE:

Martin Ibrahim	- Democratic Services Team Leader
Kay Mead	- Senior Planning Officer
Martin Paine	- Senior Planning Officer
Laura Pattison	- Assistant Planning Officer
Jenny Pierce	- Senior Planning Officer
Claire Sime	- Planning Policy Team Leader
Katie Simpson	- Planning Policy Officer
Brendan Starkey	- Assistant Planning Officer
Kevin Steptoe	- Head of Planning and Building Control Services
Bryan Thomsett	- Planning Policy Manager

ALSO IN ATTENDANCE:

Paul Chappell	- Hertfordshire County Council
Sue Jackson	- Hertfordshire County Council

**26      TRANSPORT UPDATE REPORT AND MODELLING RESULTS**

The Executive Member for Strategic Planning and Transport submitted a report on the November 2013 Transport Update prepared by Hertfordshire County Council as part of the evidence base to inform the emerging East Herts District Plan. The report also explained that further transport assessment would be needed following agreement of the Draft District Plan, to assess the feasibility and viability of transport and highways mitigation measures. The Executive Member also set out ATLAS advice that the extended process of evidence gathering would go beyond the District Plan itself and into further plan-making and planning application stages of the end-to-end development process.

The Panel Chairman welcomed Paul Chappell and Sue Jackson from Hertfordshire County Council, who were in attendance to answer Members' questions.

A number of questions were asked by Members. Some of these concerned the level of congestion in town centres and how transport infrastructure improvements could be funded. Paul Chappell explained that developers would be expected to contribute to such improvements as and when large applications came through. He acknowledged that new developments added pressures and the purpose of the study had been to identify the pressure points. He reassured the meeting that ringfenced section 106 funds for specific areas were applied as identified in the

agreement.

Sue Jackson also commented on sustainable transport solutions for shorter trips and the need to encourage a modal shift away from the motor car, given the limitations on road capacity. She also detailed the work undertaken with neighbouring Authorities.

The Panel supported the proposals as now detailed.

**RECOMMENDED** – that Hertfordshire County Council's Transport Update November 2013, informed by transport modelling, be noted and agreed as part of the technical evidence base to inform the preparation of the District Plan.

**27 EAST HERTS GREEN BELT REVIEW – PARTS 2 TO 6  
(DECEMBER 2013)**

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The Panel considered a report summarising the findings of the East Herts Green Belt Review – Parts 2 to 6 (December 2013), which sought endorsement to use the Review to inform the preparation of the East Herts District Plan.

The Panel recalled that the Review had been split into two parts, with the first part having been considered by the Panel, at its meeting held on 3 October 2013. Part 1 of the Review had informed the Detailed Site Assessments undertaken in Part 2 of the Review, the subject of this report. The purpose of Part 2 had been to undertake a detailed assessment of the Green Belt for the shortlisted areas of search remaining at the end of Chapter 4 of the Supporting Document. This report also contained Parts 3 to 6, which included more information on the approach towards Major Developed Sites in the Green Belt, minor boundary amendments necessary as a result of digital mapping improvements, new or compensatory Green Belt and the approach towards safeguarding Green Belt land for future development beyond the emerging Plan period.

**Members noted a number of minor corrections to various figures, as detailed in the supplementary sheets tabled.**

**In response to Members' questions, Officers confirmed that the criteria and scoring used in the assessment were comparable to those used by other Authorities and reflected the local circumstances and relationships between East Herts towns and villages. In respect of some confusion on the hierarchy of the maps, Officers undertook to include cross-referencing that would benefit the public.**

**The Panel supported the recommendations as now detailed.**

**RECOMMENDED – that (A) the East Herts Green Belt Review – Parts 2 to 6, December 2013, be agreed as part of the evidence base to inform and support the East Herts District Plan; and**

**(B) the Head of Planning and Building Control, in consultation with the Executive Member for Strategic Planning and Transport, be authorised to make non-material, and typographical corrections to the Green Belt Review.**

## **28 DUTY TO CO-OPERATE – UPDATE REPORT**

**Consideration was given to a report presenting the notes of the latest round of Member-level meetings with adjoining Local Planning Authorities. Officers updated the meeting on these and forthcoming meetings that were required as demonstrating the Council's engagement with neighbouring Authorities under the Duty to Co-operate.**

**The Panel noted the report.**

**RECOMMENDED – that the notes of recent Member-level meetings with Harlow and Uttlesford Councils, as now submitted, be noted.**

29 **DISTRICT PLAN UPDATE REPORT AND SUPPORTING  
DOCUMENT CHAPTER 6**

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The Panel considered a report presenting the final chapter of the District Plan Supporting Document, Chapter 6: Conclusions. This explained the revised scope of Chapter 6, and how the conclusions of the overall strategy selection process would be presented in the Strategy Report at the next meeting on 16 January 2014.

In response to Members' comments and questions, Officers explained that the various references to the outcome of an appeal at a joint inquiry in respect of a site near Buntingford, were factual statements correct at time of going to press. These statements could be reworded before the public consultation period, if the outcome of the appeal was known. Officers further advised that the Appeal Inspector had asked to be kept informed of the progress of the emerging Plan.

The Panel considered the chapter in detail and a number of corrections and typographical amendments were highlighted.

The Panel supported the recommendations as now detailed.

**RECOMMENDED** - that (A) the revised approach to the presentation of the strategy for the District Plan, set out at Essential Reference Paper 'B', be agreed; and

(B) Essential Reference Paper 'C', containing District Plan Supporting Document Chapter 6: Conclusions, be agreed.

30 **LOCAL DEVELOPMENT SCHEME (LDS) VERSION 5  
(DECEMBER 2013)**

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The Panel gave consideration to a report, which presented Version 5 of the Council's Local Development Scheme (LDS). This comprised a schedule and work programme that set out when and how the Council would prepare its Development Plan Documents (DPDs), namely the District Plan. It was proposed that this would replace Version 4 of the LDS (August 2012).

In response to Members' questions, Officers clarified the need to outline a 5 year land supply, as set out in the Annual Monitoring Report.

The Panel supported the recommendation as now detailed.

**RECOMMENDED** – that the Local Development Scheme (LDS) Version 5 – December 2013 be agreed, to take effect from 12 December 2013.

31 **CHAIRMAN'S ANNOUNCEMENTS**

The Chairman welcomed the press, public and Members to the meeting and reminded everyone that the meeting was being webcast.

The Panel Chairman provided a further reminder of the training session on 9 January 2014. He also reminded everyone of the meeting schedule in the next few weeks, which would culminate in the Council approving a draft District Plan for the purposes of public consultation on 29 January 2014. It was still anticipated that the consultation period would run for the full twelve weeks commencing in February 2014.

32 **MINUTES**

**RESOLVED** – that the Minutes of the Panel meeting held on 18 November 2013, be approved as a correct

record and signed by the Chairman.

33      DECLARATIONS OF INTERESTS

The Panel Chairman asked Members to note that he was the Chairman of Hertford Regional College and a board member of South Anglia Housing Association.

Councillor T Page asked Members to note that his wife was a member of Bishop's Stortford Golf Club.

Councillor J Wing asked Members to note that his wife was the Vice Chairman of Hertford Regional College.

The meeting closed at 8.32 pm

Chairman	.....
Date	.....

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## EAST HERTS COUNCIL

### DISTRICT PLANNING EXECUTIVE PANEL – 16 JANUARY 2014

#### REPORT BY EXECUTIVE MEMBER FOR STRATEGIC PLANNING AND TRANSPORT

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#### DUTY TO CO-OPERATE - UPDATE REPORT

WARD(S) AFFECTED:     ALL

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#### **Purpose/Summary of Report**

- This report presents the notes of the latest round of Member-level meetings with adjoining Local Planning Authorities

<b><u>RECOMMENDATIONS FOR DISTRICT PLANNING EXECUTIVE PANEL AND EXECUTIVE: That:</u></b>	
(A)	the notes of recent Member-level meetings with Broxbourne, Epping Forest and Welwyn Hatfield Councils, be noted.
<b><u>RECOMMENDATION FOR COUNCIL: That:</u></b>	
(A)	the notes of recent Member-level meetings with Broxbourne, Epping Forest and Welwyn Hatfield Councils, be agreed.

#### 1.0     Background

1.1     A report to the District Planning Executive Panel on 28<sup>th</sup> November 2012 (see Background Papers) explained the background to the Duty to Co-Operate and its implications for the East Herts District Plan. The report explained that the duty required the Council as Local Planning Authority to engage constructively with a range of bodies at the formative stages of plan-making. The duty also applies to other public sector bodies such as the County Council.

1.2     The report of 28<sup>th</sup> November 2012 explained that one of the most complex areas of the duty is around the issue of cross-boundary

strategic priorities, in particular in relation to the issue of unmet housing need, which applies in the case of districts with little physical capacity to accommodate their housing and development needs.

- 1.3 The report sought agreement for the Executive Member for Strategic Planning and Transport to be authorised to represent East Herts Council in meetings with the relevant Member(s) from neighbouring local planning authorities, Hertfordshire and Essex County Councils, and other relevant bodies.
- 1.4 It was agreed that the notes of all Member-level meetings would be reported back to the District Planning Executive Panel. Member-level meetings with Welwyn Hatfield Borough, Stevenage Borough, and North Herts District were reported in the Duty to Co-Operate Update Report of 25<sup>th</sup> July 2013. The same report also included a summary of the main cross-boundary issues for each of the seven adjoining Local Planning Authorities.
- 1.5 A further Duty to Co-Operate Update Report to the District Planning Executive Panel on 3<sup>rd</sup> December 2013 detailed that additional Duty to Co-Operate meetings had taken place with Harlow and Uttlesford Councils and notes of these meetings were reported.
- 2.0 Report
- 2.1 Subsequent to the Duty to Co-Operate meetings detailed above, further meetings have taken place with Broxbourne, Epping Forest and Welwyn Hatfield Councils. The notes of all of these meetings are attached at **Essential Reference Paper 'B'**. Broxbourne, Epping Forest and Welwyn Hatfield Councils have agreed the notes of the meetings as presented here.
- 2.2 A webpage has been set up on the Council's website so that notes of all meetings can be easily accessed by interested parties. The friendly URL for the webpage is: [www.eastherts.gov.uk/DutytoCooperate](http://www.eastherts.gov.uk/DutytoCooperate). Notes of any further meetings undertaken will be added as they become publicly available.

### 3.0 Implications/Consultations

- 3.1 Information on any corporate issues and consultation associated with this report can be found within **Essential Reference Paper 'A'**.

#### Background Papers

- Duty to Co-Operate Update Report (District Planning Executive Panel, 3<sup>rd</sup> December 2013)
- Duty to Co-Operate Update Report (District Planning Executive Panel, 25<sup>th</sup> July 2013)
- 'The Duty to Co-Operate' and East Herts District Plan (District Planning Executive Panel, 28<sup>th</sup> November 2012)

All reports may be accessed at:

<http://online.eastherts.gov.uk/moderngov/mgCommitteeDetails.aspx?ID=151>

Contact Member: Cllr Mike Carver - Executive Member for Strategic Planning and Transport  
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## ESSENTIAL REFERENCE PAPER 'A'

### IMPLICATIONS/CONSULTATIONS

Contribution to the Council's Corporate Priorities/ Objectives (delete as appropriate):	<p><b>People</b> This priority focuses on enhancing the quality of life, health and wellbeing, particularly for those who are vulnerable, and delivering strong services</p> <p><b>Place</b> This priority focuses on sustainability, the built environment and ensuring our towns and villages are safe and clean.</p> <p><b>Prosperity</b> This priority focuses on safeguarding and enhancing our unique mix of rural and urban communities, promoting sustainable, economic opportunities and delivering cost effective services.</p>
Consultation:	None
Legal:	N/A
Financial:	N/A
Human Resource:	N/A
Risk Management:	Failure to comply with the Duty to Co-Operate could mean that the Council would not be able to submit the District Plan for Examination in Public.

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## ESSENTIAL REFERENCE PAPER 'B'

### **East Herts District Council – Broxbourne Borough Council Meeting Notes**

**Date/time:** Friday 29<sup>th</sup> November 2013, 10:00am

**Venue:** Broxbourne Borough Council Offices, Cheshunt

#### **Attendees:**

##### **East Herts District Council**

Cllr Mike Carver (MC) Executive Member for Strategic Planning and Transport

Bryan Thomsett (BT) Planning Policy Manager

Kay Mead (KM) Senior Planning Officer, Planning Policy

##### **Broxbourne District Council**

Cllr J Metcalf (JM) Cabinet Member for Housing and Regeneration

Colin Haigh (CH) Planning Policy Manager

Vicky Carter (VC) Planning Policy Officer

#### **Meeting Notes:**

1. CH welcomed all to the meeting and made introductory remarks around Duty to Cooperate responsibilities.
2. BT explained that, in accordance with EHC's agreed governance arrangements, such meetings would have agreed meeting notes which will be reported to District Planning Executive Panel (then Executive and Full Council) and become a public document.

#### ***East Herts Timetable***

3. BT explained that East Herts was now preparing a single plan, formed of the strategy (Part 1) and Policies (Part 2). He outlined the following schedule of recently held and proposed meetings leading up to Full Council, which will hopefully agree the draft District Plan (Preferred Options) for consultation early next year:

<b>Date</b>	<b>Meeting</b>	<b>Meeting Type</b>	<b>Content</b>
Monday 18 <sup>th</sup> November 2013	District Planning Executive Panel	Public	Update Report Older People's Study Draft District Plan – Topic-Based Policies
Monday 9 <sup>th</sup> December 2013	Executive	Public	As above
Wednesday 11 <sup>th</sup> December 2013	Full Council	Public	As above
Thursday 28 <sup>th</sup> November 2013	Member Event	Private	Presentation of the draft development strategy and

Date	Meeting	Meeting Type	Content
			settlement policies
Tuesday 3 <sup>rd</sup> December 2013	District Planning Executive Panel	Public	Duty to Co-Operate Update Report Transport Update Green Belt Review Chapter 6 – Supporting Document Local Development Scheme
Monday 9 <sup>th</sup> December 2013	Executive	Public	As above
Wednesday 11 <sup>th</sup> December 2013	Full Council	Public	As above
Thursday 9 <sup>th</sup> January 2013	Member Briefing	Private	Final preparation for Panel on 16 <sup>th</sup> January 2013
Thursday 16 <sup>th</sup> January 2014	District Planning Executive Panel	Public	Infrastructure Topic Paper Sustainability Appraisal Draft District Plan – Development Strategy and Settlement Policies
Tuesday 21 <sup>st</sup> January 2014	Special Executive	Public	As above
Thursday 29 <sup>th</sup> January 2014	Full Council	Public	As above

4. Public consultation (x12 weeks) is anticipated to run mid-February - mid-May 2014.
5. MC outlined that Member engagement in the process was critical and referred to a recent briefing session which was attended by 27 Members and to the Member workshop sessions which had been held to scrutinise policy formulation and aid their development. MC further explained that Part 2 of the Plan, covering Topic Based Policies, had already been through the District Planning Executive Panel, and was now subject to Executive and Council agreement. All members will be presented with a copy of Part 1 of the Plan in advance of the 16<sup>th</sup> January meeting so that they can engage in the iterative process and which will allow for queries and amendments prior to formal consideration.
6. BT commented that member involvement at an early stage had been especially useful, e.g. for Development Management policies.

***Broxbourne timetable***

7. CH detailed that a new Local Plan with Sustainability Appraisal is expected to be published for consultation in spring 2014. Officers are



having informal Local Plan group meetings to discuss information and share evidence. Broxbourne will continue to have duty to co-operate meetings up until consultation. Pre-submission is expected end of 2014, with EiP early half of 2015.

8. JM noted that, as there were no parishes in the borough, the issue of neighbourhood plans was unlikely to arise.

### ***Housing Targets and Sites***

9. CH stated that Broxbourne currently intends planning for 250 homes per year with the intention that this is all provided within the borough. CLG projections will need to be carefully considered. There is no ambition to seek to meet housing requirements by developing into East Herts and none of the site options being considered have any cross boundary impact. JM stated that Broxbourne wants good developments that are well connected.
10. BT explained that East Herts will be planning for a 20 year period to 2031. Sieving of an initial 69 locations has been honed to 12, none of which is in the Broxbourne area. There is no ambition to develop north of Hoddesdon due to coalescence and other constraints.
11. MC said that it could be likely that East Herts would plan for 750 homes a year, or 15,000 over 20 years. Specific sites would be identified for many of these homes with broad locations identified for the remaining, subject to further investigation and refinement.

### ***Employment***

12. BT acknowledged East Herts' role in the sub region, apart from major employers GSK and local government, being one of feeding employment opportunities in neighbouring areas and London, supplemented by small and medium scale enterprises in the district. Following updated employment study evidence, there are no major aspirations to change the current approach. The out-commuting that exists will continue to be supported. This may lead to the district providing more homes than jobs, but some service jobs will be naturally attracted to the area anyway.
13. MC highlighted the high-tech nature of some employers and also the move towards rural development and diversification, with support from DEFRA, the EU and Hertfordshire LEP.
14. CH detailed that, while Broxbourne has a number of viable employment areas, there was an ambition in the Core Strategy for higher value jobs to reduce out-commuting and improve skills/deprivation/employment choice. Broxbourne would continue working with the London-Stansted-Cambridge Consortium to implement this through the Local Plan. JM stated that the Council would not agree industrial uses on sites identified for these high value jobs. CH stated that the Local Plan will allocate land but not a specific number of jobs.

### ***Retail***

15. CH explained that Broxbourne will continue to support its existing town centres and will be reconsidering what should happen at Greater Brookfield, bearing in mind the Core Strategy Inspector's findings over the need for improvements and the requirement for civic facilities.
16. East Herts does not intend to promote any out-of-town schemes, but will continue to support existing centres. MC noted that future policy for its town centres will need to respond to changing retail habits, including supporting the night-time economy, to help draw people in.
17. JM stated that the same was happening in Hoddesdon town centre. In respect of Greater Brookfield, BT remarked that no objection was lodged by East Herts to the previous Core Strategy proposals for the area and would not anticipate a future objection if the scale remained largely the same. It was agreed that East Herts market towns are of a different scale of retail development and these town centres serve different markets.

### ***Transport***

18. CH noted that the previous Core Strategy recognised the impact of development on the A10 and Herts CC prepared cost estimates for improvements. A new study is being prepared for the Local Plan to look at the network in greater detail. Base data from this study should be available soon which will feed into development of preferred options and alternative options in 2014. Broxbourne is supportive in principle of Crossrail 2, especially in terms of employment potential. JM highlighted that transport needs continued co-operation between the councils, particularly with the A10, and this was agreed. BT pointed out that there was a need to understand requirements in order to support bids for finance from appropriate sources.
19. For East Herts, in terms of vehicle traffic arising from growth locations, this would mostly be dispersed around East Herts, depending on level of development. Officers are using both Herts CC and Essex CC expertise and traffic models (HSGWTM, DIAMOND, and some Paramics) to help interpret likely effects in developing the District Plan. Further work will be necessary to refine options for the submission document.
20. East Herts is supportive of the Crossrail 2 Regional Option, but only as far as it would extend to Cheshunt/Broxbourne. KM stated that this was largely due to concerns about Crossrail 2 encouraging out-migration from London and the potential for further impact on the already constrained market towns of Hertford and Ware, especially in terms of the already congested A414 and wider road network. In this respect KM explained that HCC had commissioned a study of the A414 through Hertford to examine whether mitigation measures could satisfactorily accommodate predicted increased traffic brought about through anticipated development both in East Herts and other neighbouring authorities. VC stated that there would be concerns from Broxbourne about station

usage increasing if East Herts commuters were to use these stations as a result of Crossrail 2, particularly given East Herts objective of feeding employment opportunities in neighbouring areas and London. KM considered that if, as requested in its response to the Crossrail 2 consultation, existing services on the branch line were to be at least maintained or improved, this would not be likely become an issue of consequence.

21. JM also stated that we need to carefully consider the potential second runway at Stansted. MC detailed the Council's continuous opposition to such a scheme in the past and highlighted the lack of rail infrastructure as a key issue.

### ***Gypsies and Travellers and Travelling Showpeople***

22. CH detailed that an Accommodation Needs Assessment is underway which will gather information on travellers and travelling showpeople's needs. Results should be available by early 2014. The principle for future development would be to let existing sites grow subject to criteria, move/expand Halfhide Lane and relocate Wharf Road. Broxbourne is aiming to meet its own need. VC highlighted the gypsy issues in Epping and that Epping Council should provide for their own need.
23. KM explained that East Herts has appointed ORS to undertake a Gypsies and Travellers and Travelling Showpeople Accommodation Needs Assessment, with completion due by the end of March 2014. A separate Identification of Potential Sites Study will then seek to identify where any identified need should be met. East Herts is planning to provide for its own need.

### ***Environment***

24. CM detailed that Broxbourne is planning to upgrade parts of the New River pathway. KM stated that East Herts is supportive of improved accessibility in principle, but cautioned against inappropriate lighting in rural areas due to light pollution and its potential effect on wildlife and the wider environment.
25. JM highlighted the fact that there are many environmental areas where there could be co-operation. Both authorities are likely to respond to the forthcoming LVRP consultation.

### ***Evidence Base***

26. East Herts has recently refreshed most of its technical studies including some economic/employment evidence. Broxbourne may also undertake further studies in 2014.

### ***ATLAS/PAS Support***

27. BT discussed the work undertaken by ATLAS/PAS which has helped the Council present the plan making system to Members. The advice is free. ATLAS has also assisted East Herts by engaging with landowners where significant areas of land would be involved and for which delivery would

be likely to be dependent on particularly expensive or complex elements of infrastructure. This would help ensure confidence regarding deliverability within the plan period and that any necessary infrastructure would be achievable.

**AOB**

28. As a result of the meeting, the desire is for both local authorities to write a Memorandum of Understanding, or similar, to take to respective Local Plan EiPs.
29. JM also wished to highlight the work Broxbourne had been undertaking with Epping and Enfield on the Food Task Force group, which may be of interest to East Herts.
30. It was agreed that it would be useful to arrange a further Member level meeting next year once the draft East Herts District Plan had been published for consultation.

**East Herts District Council – Epping Forest District Council  
Meeting Notes**

**Date/time: Monday 21st October 2013, 10:00am**

**Venue: Civic Offices, Epping**

**Attendees:**

**East Herts District Council**

Cllr Mike Carver (MC) Executive Member for Strategic Planning and Transport

Claire Sime (CS) Planning Policy Team Leader

Jenny Pierce (JP) Senior Planning Officer

**Uttlesford District Council**

Cllr Richard Bassett (RB) Portfolio Holder

Glen Chipp (GC) Chief Executive

Anna Cronin (AC) Assistant Director

Chris Butcher (CB) Senior Planning Officer

**Meeting Notes:**

***Duty to Co-operate***

1. CS made Epping aware that in accordance with our agreed governance arrangements, such meetings will have an agreed meeting note which will be a public document and reported to our District Planning Panel.
2. There was some discussion on whether a Memorandum of Understanding including EFDC and EHDC was required. AC agreed to forward a draft to Officers at East Herts for further consideration.
3. Reference was made to the Hertfordshire Infrastructure & Planning Partnership (HIPP) Memorandum of Understanding which seeks to establish a framework for co-operation between the 11 Hertfordshire Authorities and for the partnership to engage with other relevant organisations, both within Hertfordshire and beyond.
4. MC advised that East Herts had held various Duty to Co-operate meetings including with Harlow Council. The notes of this meeting will be made available in due course.

***Local Plan Timetable***

5. CS outlined for East Herts the anticipated timetable over the forthcoming months.
6. The following schedule of proposed meetings presents the most up-to-date position leading up to Full Council hopefully agreeing the draft District Plan (Preferred Options) for consultation early next year:

<b>Date</b>	<b>Meeting</b>	<b>Content</b>
Monday 18 <sup>th</sup> November 2013	District Planning Executive Panel	<ul style="list-style-type: none"> <li>• Update Report</li> <li>• Older People's Study</li> <li>• Draft District Plan – Topic-Based Policies</li> </ul>
Monday 9 <sup>th</sup> December 2013	Executive	As above
Wednesday 11 <sup>th</sup> December 2013	Full Council	As above
Tuesday 3 <sup>rd</sup> December 2013	District Planning Executive Panel	<ul style="list-style-type: none"> <li>• Duty to Co-Operate Update Report</li> <li>• Transport Update</li> <li>• Green Belt Review</li> <li>• Chapter 6 – Supporting Document</li> <li>• Local Development Scheme</li> </ul>
Monday 9 <sup>th</sup> December 2013	Executive	As above
Wednesday 11 <sup>th</sup> December 2013	Full Council	As above
Thursday 16 <sup>th</sup> January 2014	District Planning Executive Panel	<ul style="list-style-type: none"> <li>• Infrastructure Topic Paper</li> <li>• Sustainability Appraisal</li> <li>• Draft District Plan – Development Strategy and Settlement Policies</li> </ul>
Tuesday 21 <sup>st</sup> January 2014	Special Executive	As above
Thursday 29 <sup>th</sup> January 2014	Full Council	As above

7. Public consultation (x12 weeks) is anticipated to run mid-February - mid-May 2014.
8. RB set out the Epping Forest DC timetable advising that they anticipated publishing their Preferred Options for consultation in Summer 2014. Submission to the Planning Inspectorate for Examination is anticipated in October 2015 with adoption at the beginning of 2016.
9. As 93% of Epping Forest District is Green Belt it is anticipated that in order to accommodate growth up to 2033 then the release of some Green Belt land will be required.
10. There was some discussion over the future of North Weald Airfield. The Council has two roles in this respect – as landowner and planning authority. The Council as landowner has considered a number of options and decided to retain aviation but make some land available for mixed development. This will be considered further through the Local Plan preparation process.

### ***Evidence Base***

11. Epping Forest DCI has appointed consultants to carry out population projections using the most up to date census data available for the district. There is the intention to update their SHMA based on revised population projections.
12. A wider discussion occurred on potential developments around Harlow, as there is a considerable potential impact on Epping Forest DC's housing figures, and on infrastructure, particularly the M11 and both existing and any new junctions and surrounding roads. There was a desire expressed to gain a clarified position on Harlow Council's emerging housing figures and growth intentions.
13. Epping Forest DC intend to update their evidence base on economic and employment matters, including economic drivers such as commuting. There was no large drive to grow in economic terms but they are looking at possible infrastructure improvements promoted through the South East Local Enterprise Partnership which could have benefits for Epping Forest DC.
14. The Council is part of a Productive Landscape Task Force, which is a cross boarder/industry group looking at food security. We are working with the growing industry, especially the Lee Valley Growers/NFU and looking at the future of the industry and limits to growth and its ability to supply to the retailers 365 days a year. We are also looking at how we incorporate findings into the Local Plans and also how we can get support from Greater London Assembly, EU, LEPs and other possible partners.
15. There was some discussion over the benefits of working with Parish, Town and District Council Members in terms of training and gaining mutual understanding.
16. Epping Forest stated that there were issues with the completion of evidence work on Gypsies and Travellers and Travelling Showpeople for the Essex authorities. East Herts explained they were in the process of commissioning further work following Secretary of State decisions on existing sites.

### ***Lower Sheering / Sawbridgeworth***

17. A meeting was undertaken with the Parish Council of Lower Sheering during which it was stressed that there is a need to consider the whole corridor of settlements along the M11, as they are somewhat dependant upon each-other in education, retail and economic terms.
18. East Herts explained some of the infrastructure concerns with development in Lower Sheering as there would be implications for Sawbridgeworth and the road and community infrastructure in the town.

Education was cited as a constraint, which is exacerbated by the administrative boundary between Hertfordshire and Essex County Councils and matters of cross-boundary movement of pupils.

19. It was suggested that Epping Forest meet with HCC to discuss these issues further.

### **AOB**

20. MC asked a question on economic development; whether Epping Forest would be interested in joining a partnership hosted by East Herts Council on Rural Economic Development. By working together and increasing the partnership there would be more chance of achieving funding to progress rural development programmes. EFDC expressed support.
21. There was a general discussion on the interest and progression on Neighbourhood Plans, with both authorities agreeing there are issues preventing them coming forward so far.
22. There was some discussion on the future plans of Stansted Airport, with both authorities agreeing there is no 'in-principle' objection to the growth of the airport within its current permissions, but would seek to ensure there are no negative impacts on the settlements and infrastructure within the wider M11 corridor.



**East Herts District Council – Welwyn Hatfield Borough Council  
Draft Meeting Notes**

**Day/time: Wednesday 4<sup>th</sup> December 2013, 2pm**

**Venue: Hertford Council Offices, Pegs Lane, Hertford**

**Attendees:**

**Welwyn Hatfield Borough Council**

Cllr Mandy Perkins (CllrMP), Cabinet Member for Planning and Business

Tracy Harvey (TH), Head of Planning

Sue Tiley (ST), Planning Policy and Implementation Manager

**East Herts District Council**

Cllr Mike Carver (CllrMC), Executive Member for Strategic Planning and Transport

Bryan Thomsett (BT), Planning Policy Manager

Martin Paine (MP), Senior Planning Officer

**Meeting Notes**

1. BT explained that East Herts was producing a single local plan to be known as the District Plan including a development strategy, topic-based policies, development management policies and site-specific policies and allocations. A decision to consult was expected at Full Council on 29<sup>th</sup> January 2014, followed by 12 weeks consultation starting in mid February. Today's meeting was the first of the 'second round' of Member-level meetings with adjoining authorities.
2. TH explained that Welwyn Hatfield was considering whether to continue with a Core Strategy or whether to produce a single Local Plan. A further consultation was planned, starting in September 2014.

**Site availability**

3. TH explained that the land at Panshanger Aerodrome included in the current Local Plan as safeguarded land (Area of Special Restriction) has received an objection from Sport England on the grounds that it was a strategic facility for airports. The council are reviewing the evidence on this and there was a question as to whether the site could be developed for housing.
4. ST stated that Lafarge Tarmac was promoting a substantial, but smaller development than the proposal within East Herts, as an urban extension to Welwyn Garden City on land within the Borough. However, the proposals were complicated by the need for a buffer to the Burnside waste treatment facility and also the issue of contaminated land which restrict the amount of developable land. The Lafarge proposals for the area would need to be studied closely and work is ongoing but it has not yet been demonstrated that the full extent of the Lafarge proposals could be brought forward.

5. Cllr MP stated that the Borough Council would have to review the site options around the Borough's villages as well as the towns. ST explained that a Part 2 Green Belt Review would be looking at smaller non-strategic parcels of land but there was a possibility that this might not yield sufficient land to meet the objective assessment which is currently under review as the SHMA is in the process of being updated.
6. ST advised that the SHLAA is currently being updated. In addition further transport modelling was taking place but it was clear that there are capacity issues from the results of the earlier Diamond modelling work. Taking all these considerations together, there was limited suitable site availability within the Borough.
7. MP explained that the situation in East Herts was not dissimilar. Although East Herts had plenty of open countryside, within the plan period there were relatively few sustainable and deliverable options. Therefore a number of sites would have to be brought forward through the East Herts District Plan which were not ideal when judged individually. However, there was no alternative but to bring such sites forward in order to meet nationally imposed requirements in terms of housing land supply to meet the District's own needs.

## **Transport**

8. MP explained that East Herts Council had received a Transport Update report from Hertfordshire County Council. The Update states that there is a risk that no solution may be found to increased traffic congestion on the A414, but that a County-led study on this matter was scheduled to report in February. This could have implications for the deliverability of plans in both Welwyn Hatfield and East Herts.
9. ATLAS had advised East Herts Council that it may not be possible to resolve at plan-making stage whether or not the traffic impacts would be severe. Even at planning application stage, emerging definitions of 'severe' impact by County and the Highways Agency were increasingly based on an assessment of highways safety (such as queuing onto motorway slip roads) rather than on traffic congestion.
10. The County Council's Protocol for working with Boroughs and Districts, required 'confirmation that proposed measures mitigate against severe harm' at pre-submission stage. MP suggested that in light of the advice from ATLAS, it was uncertain whether this requirement was in fact achievable.
11. TH suggested that an officer level meeting with County should be arranged to scrutinise the A414 study before it is finalised. Cllr MP suggested that it would be helpful to consider the impact along the whole length of the A414.

**ACTION:** TH to arrange meeting with officers from County and both local planning authorities to review the A414 study and approach to ‘severe impacts’.

### **Policy Approaches**

12. CllrMC stated that there were potential deliverability issues at each of the three strategic-scale options identified within East Herts, including North of Harlow, North and East of Ware, and East of Welwyn Garden City. For this reason it was not anticipated that any development here would be able to commence before 2021.
13. BT explained that the concept of a Broad Location combined with a Development Plan Document (DPD) enabled further assessment and testing, to enable control and safeguard against development coming forward until a robust delivery plan could be put in place.
14. MP added that the concept of a Broad Location had been discussed at a recent meeting with transport officers from Hertfordshire County Council, and was in part a response to address their concerns about strategic-scale developments and loss of control over a highway network which was reaching capacity. The further DPD would introduce a clear process for the transport and planning authorities to work with developers and scrutinise their masterplans and their proposed transport solutions.
15. MP explained that there was the potential to expand the Broad Location to include the adjoining land within Welwyn Hatfield Borough, should the Borough Council wish to bring forward the Lafarge land. If the Borough Council didn't wish to bring forward the adjoining land, but East Herts Council were to bring forward the land in East Herts, then a DPD would be prepared by East Herts Council with input from Welwyn Hatfield Council. However, if both Councils were to seek to bring forward adjoining land on both sides of the boundary then a joint DPD may be the appropriate planning policy vehicle.
16. CllrMC stated that a co-ordinated approach was desirable. TH agreed that a co-ordinated approach to management of the area on both sides of the administrative boundary was sensible, and should also include a comprehensive approach to the provision of Green Infrastructure with the potential to link Stanbrough Park and the Lee valley with Panshanger Park.

### **Land east of Welwyn Garden City within East Herts**

17. BT distributed the section on land east of Welwyn Garden City from Chapter 6 of the District Plan Supporting Document. He explained that this suggested a total housing figure within East Herts of 1,700 dwellings, based on around 60 hectares of land controlled by Lafarge Tarmac and 20 hectares controlled by the Gascgoyne Cecil Estates. Owing to the need for prior mineral extraction, it was anticipated that only 450

dwellings would be needed prior to 2031, with the remaining 1,250 after 2031.

18. ST explained that both landowners also had adjoining interests in Welwyn Hatfield Borough. It was agreed that early indications were that the landowners appeared to be willing to work closely together to bring forward a comprehensive scheme.
19. BT stated that ATLAS had been engaged and had meetings with both Lafarge and Gasgoyne Cecil Estates in order to obtain sufficient information on deliverability for this stage in the plan-making process. Landowner submissions from both landowners to East Herts Council, including notes of the meetings with ATLAS, are available online at [www.eastherts.gov.uk/developerinfo](http://www.eastherts.gov.uk/developerinfo) under area 61.
20. MP distributed the draft East Herts Key Diagram inset map for East of Welwyn Garden City. It was explained that the proposed approach to dealing with uncertainty in delivery was to identify East of Welwyn Garden City, North and East of Ware, as Broad Locations for Development, shown as an orange star.
21. CllrMP stated that local residents in Welwyn Garden City would be concerned to ensure that development should not be too dense. MP stated that the figure of 1,700 dwellings in East Herts was an early estimate based on the available land area and inclusion of a secondary school site. The total number of dwellings would need to be subject to confirmation through masterplanning as part of the Broad Locations DPD process once it was clearer what the expectations were in terms of mix of uses.
22. TH confirmed that Welwyn Hatfield officers would be satisfied with the approach to a Broad Location to the area within East Herts, and this was consistent with the Borough Council's position in the Emerging Core Strategy consultation in November 2013.
23. The proposed Panshanger County Park shown on the Key Diagram was discussed and it was agreed that this would be appropriate.

### **Housing Needs**

24. BT stated that by combining the Edge Analytics work with recent 2013 CLG Household Projections, the District Council had estimated that East Herts objectively assessed need was around 750 dwellings per annum for East Herts. ST explained that Edge Analytics had been contracted to provide a range of demographic projections to inform the SHMA.

ST continued that there was a possibility that the borough would not be able to meet all its needs within the borough and would therefore need to explore

through the Duty to Co-operate the potential for other authorities to meet any shortfall as is required in the NPPF.

25. CllrMC explained that it looked as though East Herts was able to meet its own housing needs, but only if it included some strategic scale long-term locations as part of its development strategy. As previously discussed, deliverability in these locations was far from certain. It was therefore unclear at this stage whether or how far East Herts would be able to assist other authorities in addressing their housing needs.
26. MP stated that Edge Analytics had recently undertaken work for East Herts Council looking at Sub-District Population Projections. This study indicated housing needs for Hertford amounting to over 3,500 dwellings to 2031. Given the heavily constrained nature of Hertford, due to the river network and other constraints, the nearest available location to meet this need was east of Welwyn Garden City. MP continued that although the housing market areas mapped in the SHMA follow the A1(M) and the A10, the SHMA recognised the fluidity of the mapped areas. Given the proximity of Hertford to the area east of Welwyn Garden City along the A414, it seemed a logical destination for Hertford's unmet need. The Broad Location at Ware would be sufficient to meet Ware's need.
27. It was agreed that further consideration would need to be given to the issue of housing needs prior to submission of the respective plans.

## **Employment**

28. TH stated that, based on early work emerging from the Economy Study, Welwyn Hatfield may need to provide a for an expansion in employment floorspace. She asked whether there was any potential for East Herts to take any of Welwyn Hatfield's unmet need for employment.
29. MP explained that the Key Diagram suggested an employment allocation east of Welwyn Garden City, this was likely to be quite small. The Broad Locations DPD would need to look into this issue further, and was probably not an issue which the District Plan could resolve. Other potential new employment areas proposed for earlier in the plan period were at a considerable distance from Welwyn Hatfield Borough and were not in the same functional economic area.
30. Cllr MP drew attention to the importance of the main roads including the A10 and the A414 in terms of employment. BT explained that East Herts Council's Strategic Employment Advice drew attention to the role of East Herts in terms of the sub-regional labour market, providing a net outflow of workers to larger employment centres outside the District. Cllr MC added that with the exception of Hertfordshire County Council and GSK Ware, the majority of East Herts businesses were in the SME sector.

## **Gypsies and Travellers**

31. ST stated that Welwyn Hatfield had an immediate need for 25 pitches and a potential future need for a further 29 pitches. However the advice received by Welwyn Hatfield suggests that an overview of the evidence emerging from all the Hertfordshire needs assessments be carried out to establish a more strategic overview of the evidence base and to explore the potential for any double counting for example the same family moving between different unauthorised developments within the county.
32. ST continued that the Borough Council had been advised that, following a sequential approach, it would be appropriate to enquire whether neighbouring authorities had any non Green Belt land which could accommodate additional pitches to meet the Borough Council's need, before the Borough Council identified Green Belt sites. Furthermore the scale of the need for transit provision means that this issue needs to be considered on a wider than district basis.
33. BT stated that East Herts Council had commissioned consultants to undertake a Gypsy and Traveller Accommodation Assessment. This matter would be considered further as part of that study.

## **Outcomes**

It was agreed that the provision of housing within both Welwyn Hatfield's Housing Market Area and the East Herts Housing Market Areas is a strategic issue

The provision of sufficient employment land in the Welwyn Hatfield Functional Economic Market Area is potentially a strategic issue although this would depend on the findings of the Economy Study.

Joint working between the two authorities and the county council needs to take place on highway capacity issues with regards to A414 and is another strategic issue

In respect of land to the East and South-East of Welwyn Garden City it was agreed that a co-ordinated approach to management of the area on both sides of the administrative boundary was sensible, and should also include a comprehensive approach to the provision of Green Infrastructure with the potential to link Stanbrough Park and the Lee valley with Panshanger Park

The needs for Gypsy and Traveller accommodation to be explored at a county level to ensure that cross boundary issues are properly understood. The sequential approach with regards to the provision of pitches in the Green Belt means that those authorities which are tightly constrained will need to explore opportunities with adjoining authorities before considering allocating sites within the Green Belt,

**The meeting closed at 4pm.**

## EAST HERTS COUNCIL

### DISTRICT PLANNING EXECUTIVE PANEL – 16 JANUARY 2014

#### REPORT BY EXECUTIVE MEMBER FOR STRATEGIC PLANNING AND TRANSPORT

#### INTERIM DEVELOPMENT STRATEGY REPORT (JANUARY 2014)

WARD(S) AFFECTED: ALL

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#### **Purpose/Summary of Report**

- This report presents the Interim Development Strategy Report, which sets out the justification of Part 1 of the District Plan. It should be read alongside the Strategy Worksheet, Key Diagram, and the Frequently Asked Questions document, all of which are presented as Essential Reference Papers to the report.

#### **RECOMMENDATIONS FOR DISTRICT PLANNING EXECUTIVE PANEL/EXECUTIVE: That:**

<b>(A)</b>	<b>the Interim Development Strategy Report, January 2014, be supported as part of the evidence base to inform and support the East Herts District Plan; and</b>

<b>(B)</b>	<b>the Head of Planning and Building Control, in consultation with the Executive Member for Strategic Planning and Transport, be authorised to make non-material, and typographical corrections to the Interim Development Strategy Report and Essential Reference Papers, prior to publication for consultation purposes.</b>
------------	--

#### **RECOMMENDATIONS FOR COUNCIL: That:**

<b>(A)</b>	<b>the Interim Development Strategy Report, January 2014, be agreed as part of the evidence base to inform and support the East Herts District Plan; and</b>

<b>(B)</b>	<b>the Head of Planning and Building Control, in consultation with the Executive Member for Strategic Planning and Transport, be authorised to make non-material, and typographical corrections to the Interim Development</b>
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	<b>Strategy Report and Essential Reference Papers, prior to publication for consultation purposes.</b>
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## 1.0 Background

- 1.1 The Draft District Plan Part 1: Development Strategy contains the place-specific policies, including site allocations and locations for development. This aspect of the plan is driven by what is known as the ‘development strategy’ and is based on the principles and requirements contained within the National Planning Policy Framework or NPPF.

## 2.0 Report

- 2.1 The Interim Development Strategy Report contains the justification of the development strategy. It will be available as part of the public consultation on the draft plan. The report is contained at **Essential Reference Paper ‘B’**.
- 2.2 The Strategy Worksheet demonstrates how national housing requirements will be achieved. The Strategy Worksheet is attached at **Essential Reference Paper ‘C’**. To enable easy cross-reference row and column headings are provided on the worksheet, and the main features are explained further in Section 4.6 of the Interim Development Strategy report.
- 2.3 The Key Diagram provides a simplified, high-level graphic interpretation of the development strategy. It is presented at **Essential Reference Paper ‘D’**. An explanation of the main features of the development strategy by reference to the Key Diagram is provided in Chapter 6 of the interim report. The Key Diagram is part of the draft District Plan and is therefore also included alongside the full draft District Plan under agenda item 9.
- 2.4 To provide further clarification and explanation of key aspects of the development strategy and the draft District Plan, a document containing Frequently Asked Questions and Council responses is provided at **Essential Reference Paper ‘E’**. This will also be made available as part of the public consultation.



### 3.0 Implications/Consultations

- 3.1 Information on any corporate issues and consultation associated with this report can be found within **Essential Reference Paper 'A'**.

### Background Papers

The Interim Development Strategy and other key parts of the evidence base are also available on the Council's website at [www.eastherts.gov.uk/strategyreport](http://www.eastherts.gov.uk/strategyreport)

Contact Member: Cllr Mike Carver - Executive Member for Strategic Planning and Transport  
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Report Author: Martin Paine - Senior Planning Policy Officer  
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## ESSENTIAL REFERENCE PAPER 'A'

### IMPLICATIONS/CONSULTATIONS

Contribution to the Council's Corporate Priorities/ Objectives (delete as appropriate):	<p><b>People</b> This priority focuses on enhancing the quality of life, health and wellbeing, particularly for those who are vulnerable, and delivering strong services</p> <p><b>Place</b> This priority focuses on sustainability, the built environment and ensuring our towns and villages are safe and clean.</p> <p><b>Prosperity</b> This priority focuses on safeguarding and enhancing our unique mix of rural and urban communities, promoting sustainable, economic opportunities and delivering cost effective services.</p>
Consultation:	n/a
Legal:	n/a
Financial:	n/a
Human Resource:	n/a
Risk Management:	n/a

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ESSENTIAL REFERENCE PAPER 'B'

# District Plan

## Interim Development Strategy Report

January 2014

[www.eastherts.gov.uk/strategyreport](http://www.eastherts.gov.uk/strategyreport)

# Contents

- 1. Introduction**
- 2. Approach**
- 3. Evidence**
- 4. Housing Requirements**
  - 4.1 Introduction
  - 4.2 Housing Need
  - 4.3 Housing Supply
  - 4.4 Phasing
  - 4.5 Housing Distribution
  - 4.6 Strategy Worksheet
  - 4.7 Summary
- 5. Green Belt**
- 6. Key Diagram and Policy Approaches**
- 7. Duty to Co-Operate**
- 8. Conclusions and Next Steps**

**Appendix A: Strategy Worksheet**

**Appendix B: Key Diagram**

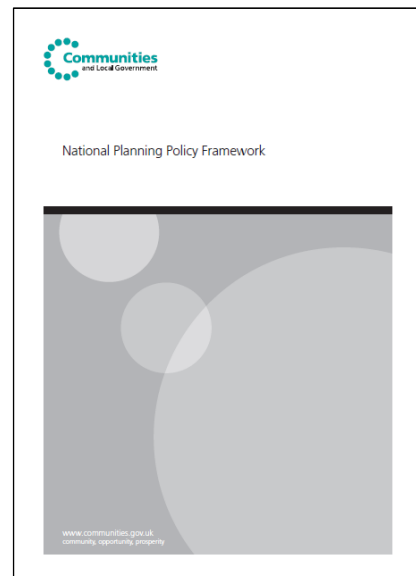
**Appendix C: Process Diagram**

**Appendix D: Phasing of development at the Broad Locations**

**Appendix E: ATLAS Note on Build Rates**

# **1. Introduction**

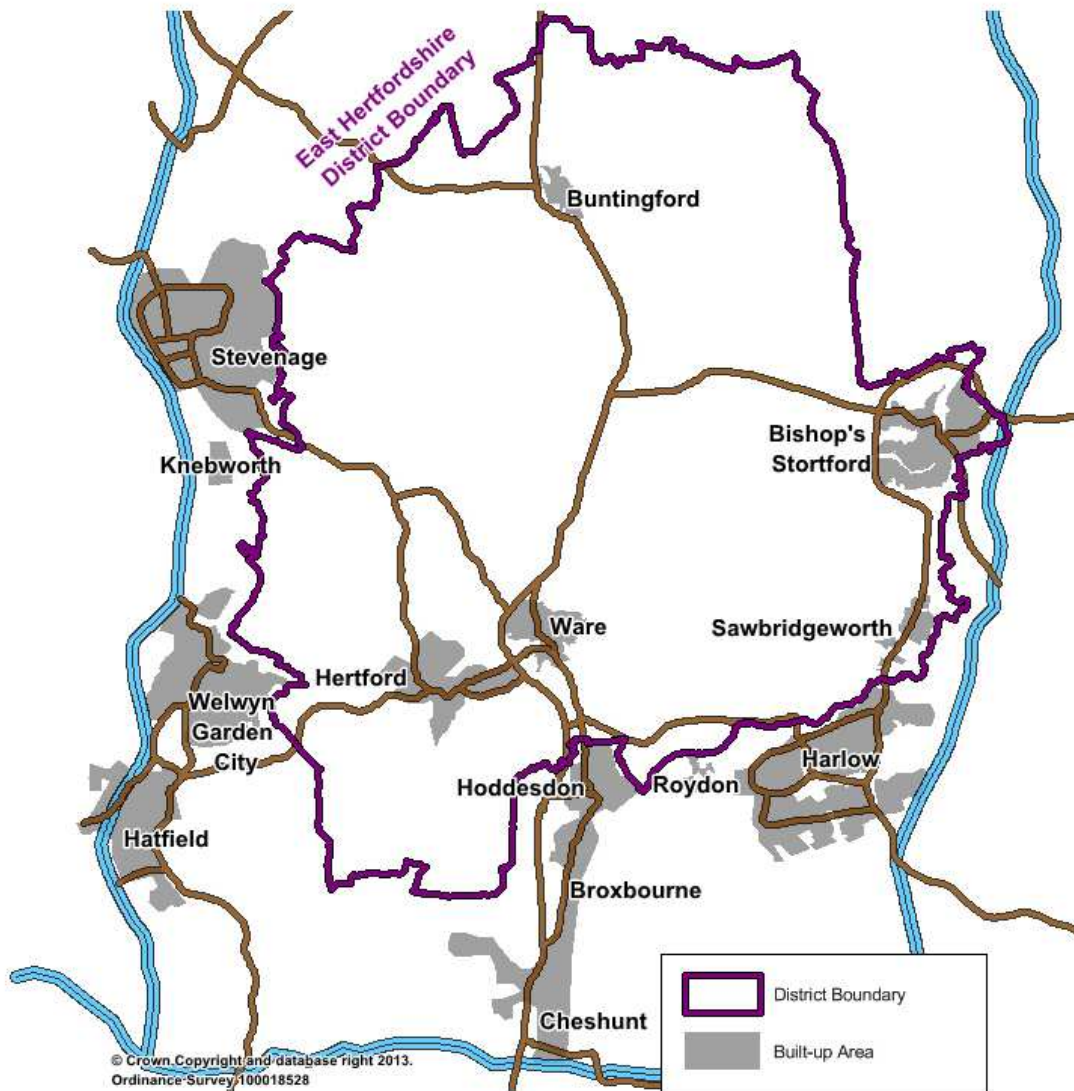
- 1.1 This Interim Development Strategy Report presents important background work to the East Herts District Plan Part 1: The Development Strategy. The report is interim because it presents the position at Preferred Options stage. Further work on the emerging District Plan will be needed during 2014 before the Strategy Report can be finalised.
- 1.2 The District Plan contains explanation of approaches to several aspects of the development strategy, relating for example to economic development and green infrastructure, and this is not repeated here. The interim development strategy report seeks to provide additional explanation, in particular in relation to housing requirements, Green Belt, and the Duty to Co-Operate, since it is not appropriate or possible to provide all this detail within the District Plan itself. This document therefore provides part of the justification for the development strategy.
- 1.3 Before it can be adopted as policy by East Herts Council, the District Plan must first undergo Examination in Public (EiP) presided over by a Planning Inspector appointed by the Government. Unless the Planning Inspector recommends that the District Plan is sound, the plan will be at high risk of legal challenge.
- 1.4 In deciding whether or not a plan is sound, one of the Planning Inspector's main concerns is whether or not the plan conforms to the requirements of the National Planning Policy Framework (NPPF). The NPPF includes many top-down requirements which relate particularly to housing requirements.
- 1.5 The aim of the Development Strategy Report is to demonstrate how the District Plan conforms to national requirements and therefore that it can be assessed as sound and adopted as part of the statutory development plan.
- 1.6 Chapters 1-3 of this report set out the background and summarise the process of strategy formulation between March 2012 and December 2013. Chapters 4, 5, 6 and 7 set out the NPPF compliance aspects of the District Plan. Chapter 8 then draws this together to demonstrate how the District Plan meets the tests of soundness contained in Paragraph 182 of the NPPF.





- 1.7 The area of interest for the District Plan is shown in Figure 1.1. The District Plan operates District-wide and will provide a framework for lower tier plans such as neighbourhood plans, but it must also relate to Local Plans prepared by District and Borough Councils in adjoining local planning authority areas.

**Figure 1.1: East Herts Context**

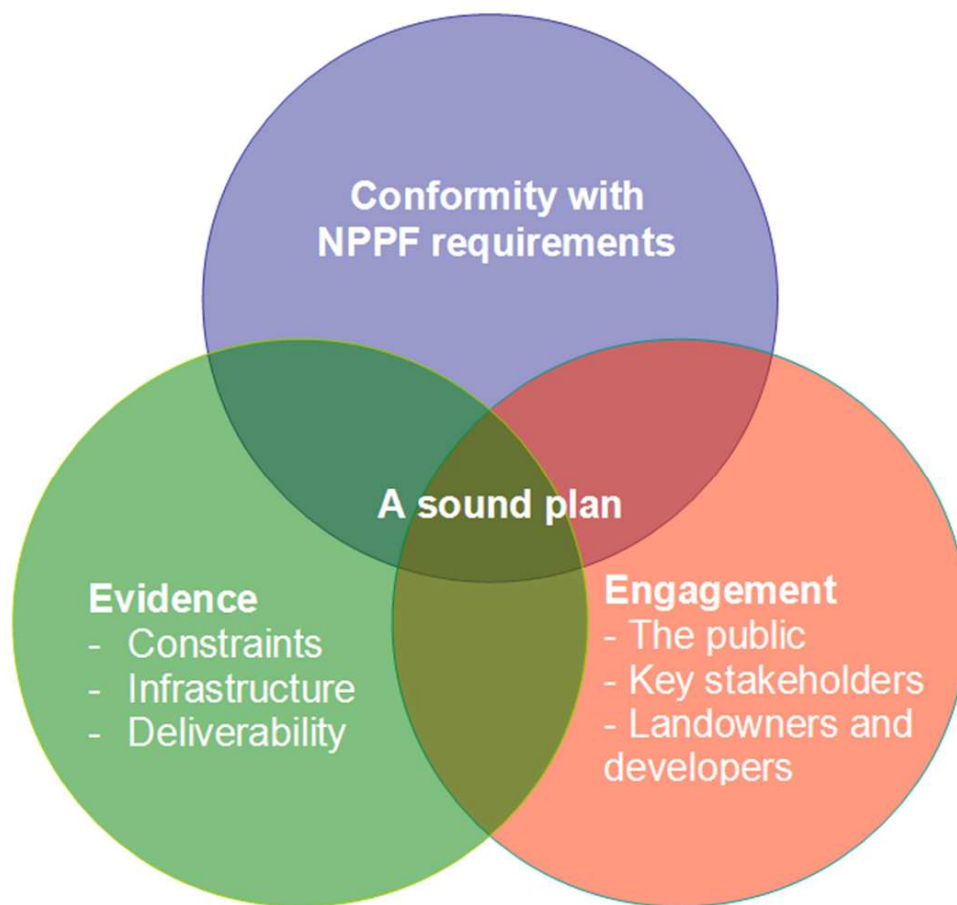


- 1.8 From this it is apparent that there are three large towns adjoining the district boundary: Harlow, Stevenage, and Welwyn Garden City. Within the District the main towns are Bishop's Stortford, Buntingford, Hertford, Sawbridgeworth, and Ware. No motorways pass through East Herts, but the M11 passes nearby to the east, the M25 to the south, and the A1(M) to the west. The main roads in the district are the A10 running north-south, and the A414 running east-west. Bishop's Stortford is the nearest East Herts town to a motorway junction.

## **2. Approach**

- 2.1 The NPPF has four requirements of a sound plan: it should be positively prepared, justified, effective, and consistent with national policy. Chapter 8 will demonstrate how the District Plan will meet these requirements. A diagram illustrating the process is provided in Appendix C.
- 2.2 Before considering this, it is helpful to consider a simplified diagram showing the overall approach, as set out in Figure 2.1 below.

**Figure 2.1: Integrated approach to plan-making**



- 2.3 The role of the Council is to balance and integrate these various requirements. In some cases there will be conflicting and contradictory aspirations expressed. The difficult task of the District Council is to reconcile these different perspectives to produce a sound plan.
- 2.4 **Evidence** has been assembled through technical studies, and also gathered from landowners and developers. An Infrastructure Topic Paper (January 2014) will evolve into an Infrastructure Delivery Plan during 2014 prior to examination in public. A considerable amount of local evidence has been gathered, and this is reviewed in Chapter 3.

- 2.5 **Engagement** is a continuous process throughout plan-making which includes formal consultation and a range of formal and informal contacts with a large range of individuals and organisations. The Council received over 7,000 comments to its Issues and Options consultation in autumn 2010. Engagement with infrastructure and service providers, landowners and developers, neighbouring planning authorities, the County Council, and various statutory and non-statutory bodies is an intrinsic part of the process of strategy formulation.
- 2.6 **Conformity with NPPF requirements** is essential to soundness, but is one of the most difficult and controversial parts of the plan. The Council has carefully studied the interpretation of the NPPF by the Planning Inspectorate at a large number of Local Plan examinations and is in a strong position to be able to apply that knowledge to the production of the plan.

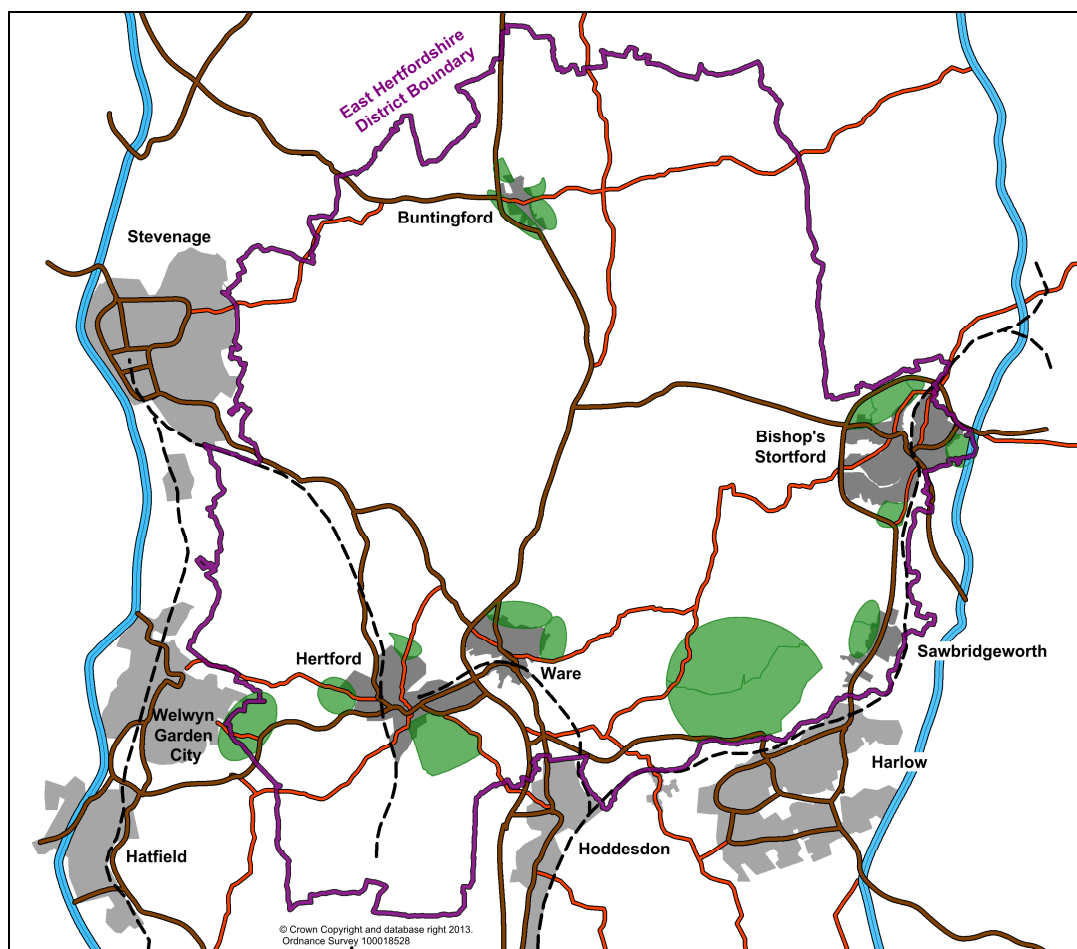
### **The Supporting Document**

- 2.7 The development strategy has emerged gradually over the course of 18 months. It has been presented through a number of reports to the District Planning Executive Panel since March 2012.
- 2.8 These reports have been conceived as a single 'Supporting Document' in order to assist with continuity and clarity of interpretation. The Supporting Document is available at [www.eastherts.gov.uk/supportingdocument](http://www.eastherts.gov.uk/supportingdocument).
- 2.9 The Supporting Document is structured as follows:  
Chapter 1: Background and Approach  
Chapter 2: Issues  
Chapter 3: Assessment Criteria  
Chapter 4: Places  
Chapter 5: Options Refinement  
Chapter 6: Conclusions  
Appendix A: Key Documents and Feedback  
Appendix B: Topic Assessments
- 2.10 The Supporting Document has been prepared in accordance with a 'stepped approach' to gradual testing and refinement of 69 'areas of search', as shown in Figure 2.2 below. Each area of search was assessed in Chapter 3 using standard assessment criteria applied to local circumstances in each case. Chapter 4: Places assessed each area of search within the wider context in terms of the whole settlement and relationship between settlements. It also examined cross-boundary strategic issues.

[illegible]

9

**Figure 2.3: Shortlisted areas of search (excluding villages), Summer 2012**



- 2.12 Chapter 5: Options Refinement then assessed each of the shortlisted options in terms of a) economic development opportunities and b) urban form. Chapter 6: Conclusions evaluated all the shortlisted options in terms of the evidence collected in the Supporting Document, Hertfordshire County Council's submissions on schools and transport, the Green Belt Review, infrastructure information, landowner and developer submissions. With regard to villages, these were all reconsidered taking account in particular of the size of the settlement and its capacity to accommodate further development.
- 2.13 A summary and some examples of some of the evidence from the Supporting Document are presented in Chapter 3: Evidence.
- 2.14 The Supporting Document concluded that it could not by itself balance the strict interpretation of the NPPF with the array of evidence assembled. This difficult final task would be undertaken through the Strategy Report (i.e. this report).

## Sustainability Appraisal

2.15 In addition to assessment of alternatives through the strategy selection process outlined above, East Herts Council commissioned independent consultants URS Corp to undertake a Sustainability Appraisal to assess a range of alternative options and compare these options with the preferred approach set out in the District Plan. The alternatives included:

- A new settlement in a transport corridor;
- Large-scale development options west of Sawbridgeworth and east of Stevenage;
- Concentrating development north of Harlow instead of at urban extensions to the five market towns.

2.16 The sustainability appraisal supports the approach taken by East Herts Council. A full list of options appraised is shown in Table 2.1. For further information please refer to the Interim Sustainability Appraisal, December 2013.

**Table 2.1: Alternative options appraised**

Scenario	Supply source	2011-2031	After 2031
1 – Preferred Strategy	Allocations	5,580	-
	Other supply sources	5,102	-
	North of Harlow	3,000	7000
	North and East of Ware	1,800	1200
	East of Welwyn Garden City	450	1250
	<b>TOTAL – Option 1</b>	<b>15,932</b>	
2	Allocations	5,580	-
	Other supply sources	5,102	-
	East of Welwyn Garden City	1,700	-
	North and East of Ware	3,000	-
	<b>TOTAL – Option 2</b>	<b>15,382</b>	
3	Allocations	5,580	-
	Other supply sources	5,102	-
	North and East of Ware	1,700	-
	West of Sawbridgeworth	3,000	-
	<b>TOTAL – Option 3</b>	<b>15,382</b>	
4	Allocations	5,580	-
	Other supply sources	5,102	-
	East of Stevenage	5,000	-
	<b>TOTAL – Option 4</b>	<b>15,682</b>	
5	Allocations	5,580	-
	Other supply sources	5,102	-
	North of Harlow	5,000	-
	<b>TOTAL – Option 5</b>	<b>15,682</b>	
6	Allocations	5,580	-
	Other supply sources	5,102	-
	New settlement in a transport corridor	5,000	-

Scenario	Supply source	2011-2031	After 2031
	TOTAL – Option 6	<b>15,682</b>	
7	Allocations	0	-
	Other supply sources	5,102	-
	North of Harlow	10,000	-
	TOTAL – Option 7	<b>15,102</b>	
8	Allocations	5,580	-
	Other supply sources	5,102	-
	East of Welwyn Garden City	1,700	-
	North and East of Ware	3,000	-
	North of Harlow	10,000	-
	TOTAL – Option 8	<b>25,382</b>	

*Source: East Herts District Plan interim Sustainability Appraisal, URS Corp December 2013.*

- 2.17 Along with the strategy selection process in the Supporting Document, the Sustainability Appraisal forms an important part of the justification of the preferred development strategy set out in the District Plan. This will be explored further in relation to soundness requirements in Chapter 8: Conclusions and Next Steps.



## **3. Evidence**

- 3.1 This chapter illustrates how evidence has been used to narrow down the strategic options and formulate the development strategy. Given the very large volume of evidence assembled and applied in reaching this point, the examples presented here are limited. For further information please refer to [www.eastherts.gov.uk/supportingdocument](http://www.eastherts.gov.uk/supportingdocument)
- 3.2 Chapter 2 of the Supporting Document (March 2012) provided a high level review of the main planning issues as shown below, prior to commencement of assessment of particular areas of search.

Housing Economy Education Transport Water Telecoms, Gas, and Electricity	Natural and Historic Environment Green Belt Community and Leisure Natural Resources Environmental Quality
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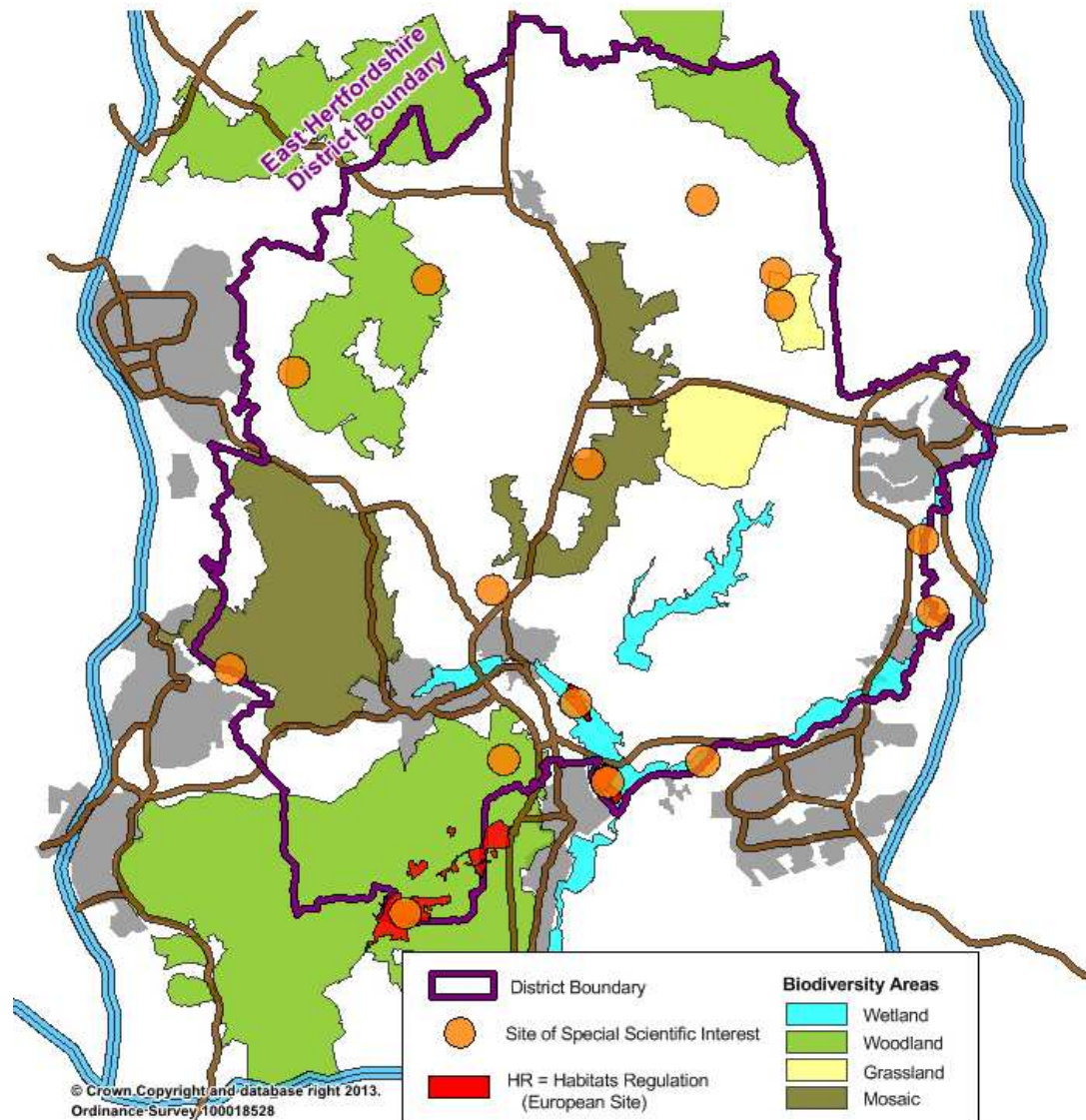
- 3.3. Chapter 3 of the Supporting Document (March 2012/Summer 2012) established a number of assessment topics as shown below.

Land availability Employment potential Primary schools Secondary/middle schools Highways infrastructure Vehicular access Access to bus services Access to rail services Waste water impact Flood risk Designated wildlife sites Historic Assets	Landscape Character Green Belt Strategic Gaps Boundary Limits Community Facilities Minerals and Waste designations Agricultural Land Classifications Environmental Stewardship Noise Impacts
--	--

- 3.4 Assessment criteria were established within each topic. The assessments are presented in Appendix B of the Supporting Document. The assessments were then used to inform an evaluation of individual areas of search in the first part of Chapter 4: Places.
- 3.5 The following series of diagrams provide examples of factors which have informed the selection of the strategy. Whilst not exhaustive, the diagrams illustrate that the development strategy is obliged to consider a district-wide approach in order to meet national requirements.

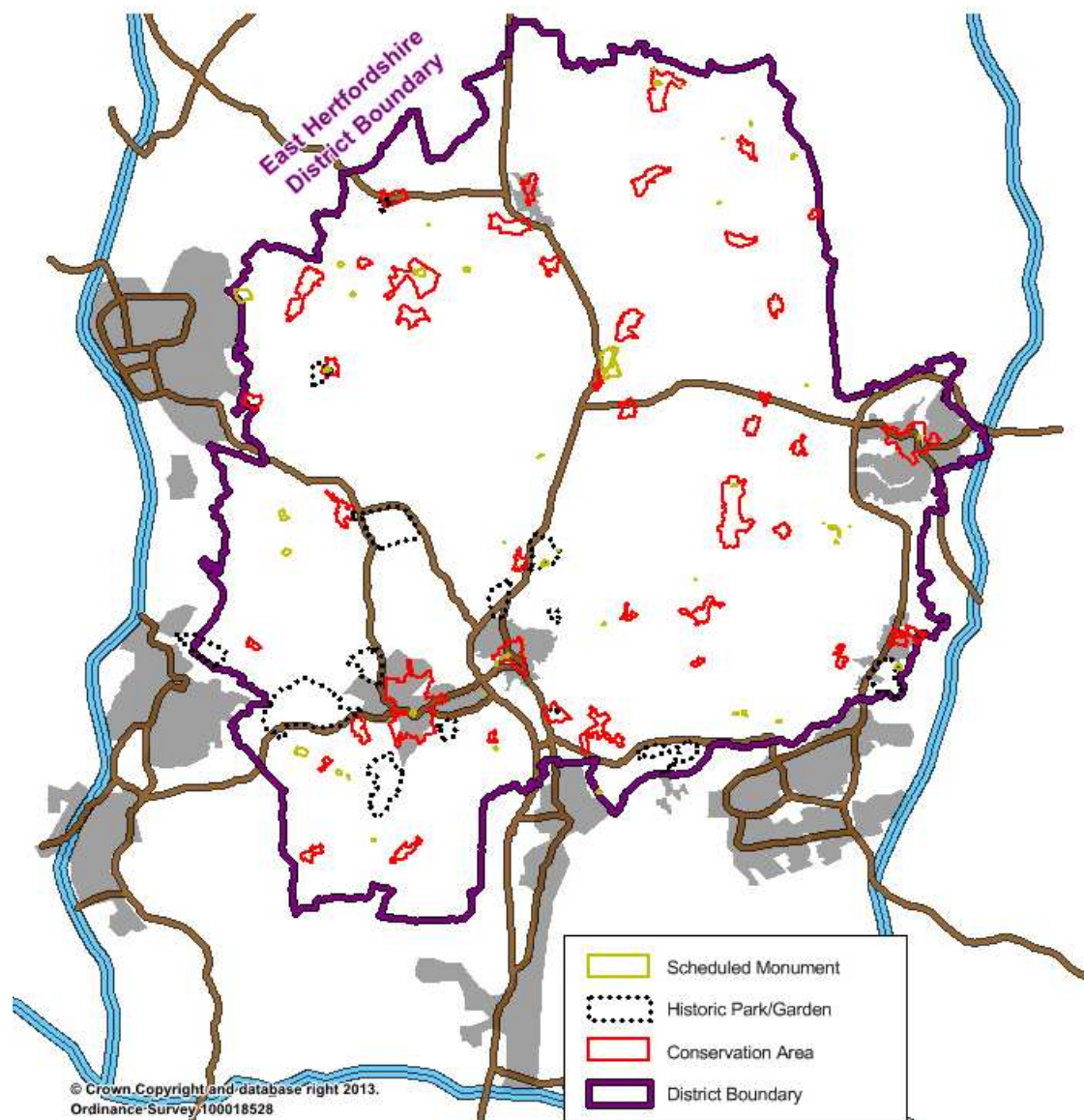
- 3.6 National policy requires an approach which differentiates between a hierarchy of international, national, and local wildlife sites. The development strategy will provide a Green Infrastructure framework which protects these habitats.

**Figure 3.1: Designated Wildlife Habitats**



- 3.7 Historic assets constrain development in the District in some locations, notably around Hertford. There are a large number of historic parks and gardens which will be protected by the development strategy. District Plan policies will protect designated and non-designated historic assets.

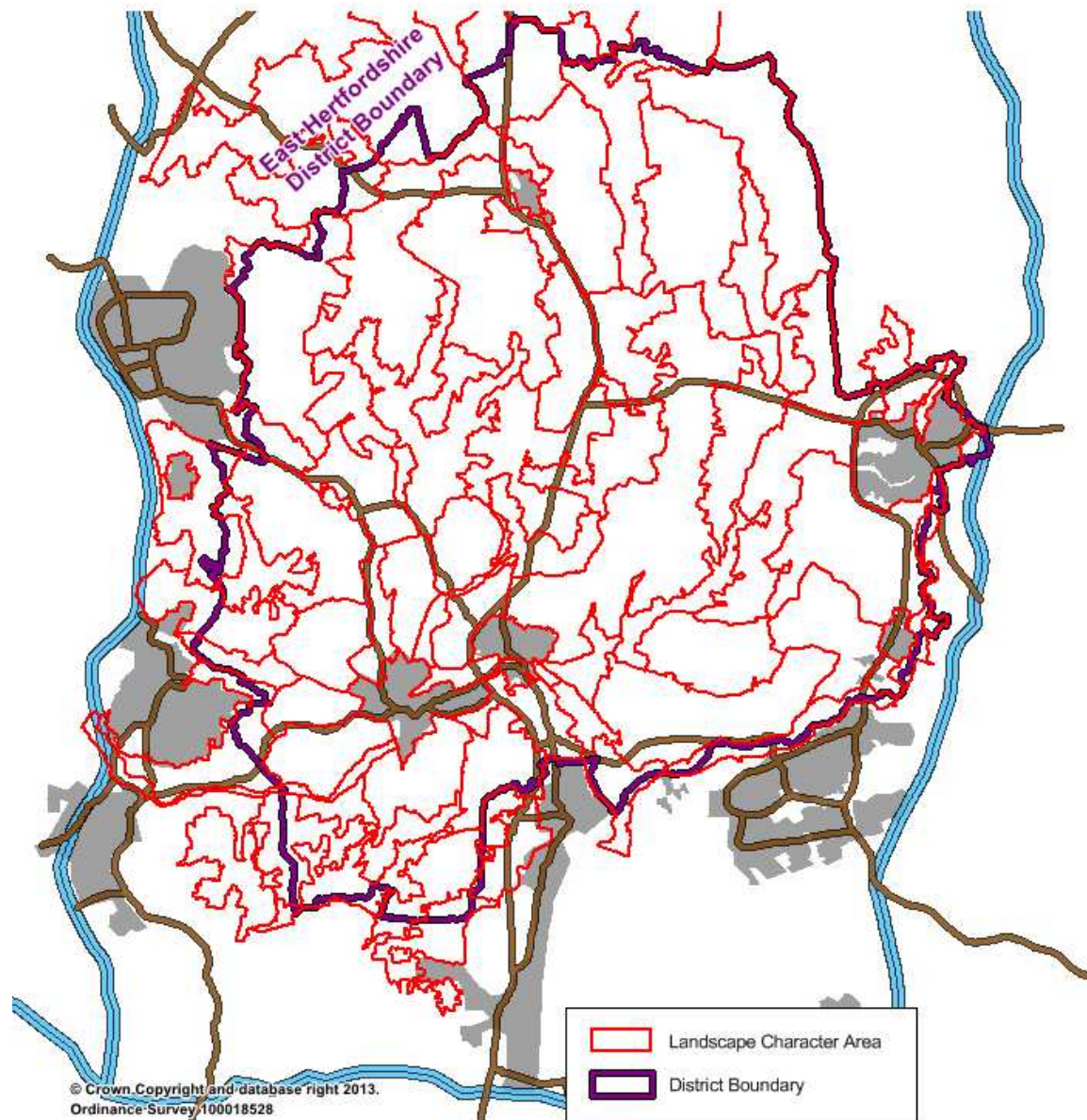
**Figure 3.2: Historic assets**





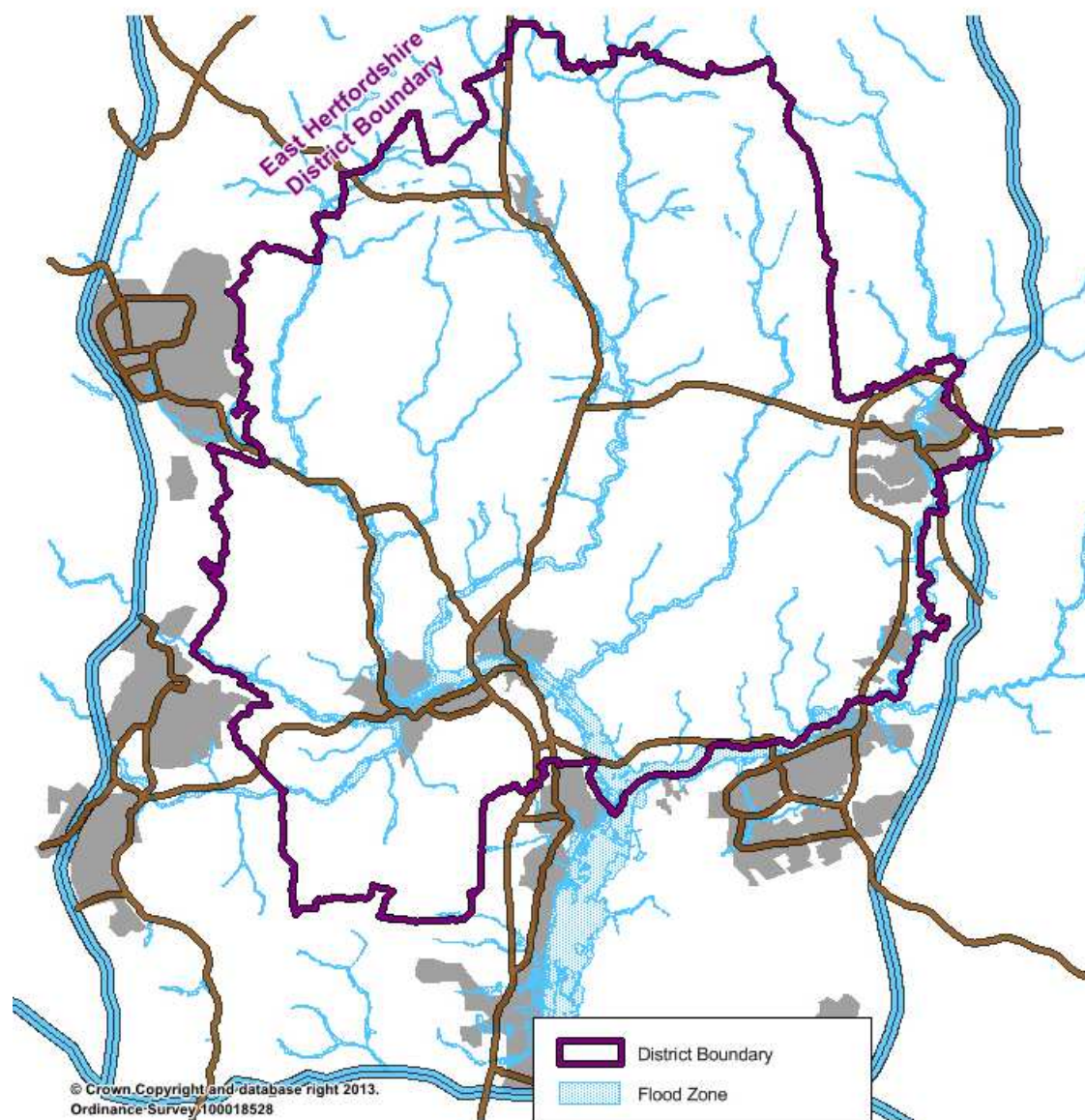
- 3.8 The Landscape Character Assessment (2007) assessed a large number of distinct areas across the district. This assessment has been used as evidence, for example, of the need to avoid development in the Beane Valley and the Stort Valley.

**Figure 3.3: Landscape Character Areas**



- 3.10 The Council's Strategic Flood Risk Assessment (SFRA) includes detailed mapping of all sources of flooding. Up to date mapping has been used and will be included in an updated SFRA to be prepared during 2014. Figure 3.4 shows Flood Zone 2, and illustrates how the river network constrains the options for urban extensions in some locations. River crossings make the provision of new bridges extremely expensive.

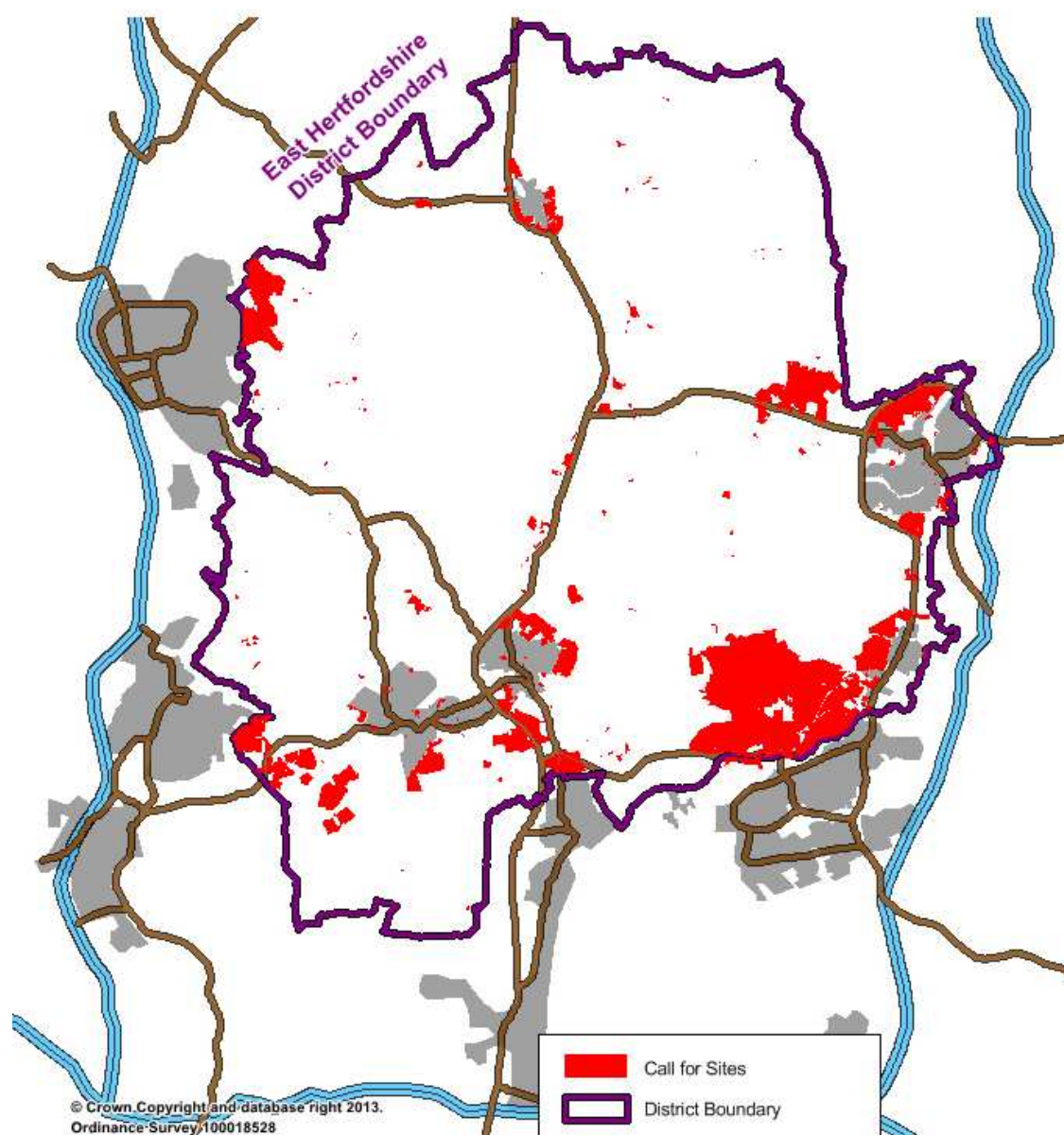
**Figure 3.4: River flooding**





- 3.11 Deliverability and effectiveness of the development strategy depend on landowners to provide land and developers to build. Developer information has been collected through a Call for Sites, questionnaire, and follow-up questions and information. This information has been critically appraised by the Council in formulation of the development strategy. Further explanation is available at [www.eastherts.gov.uk/developerinfo](http://www.eastherts.gov.uk/developerinfo)

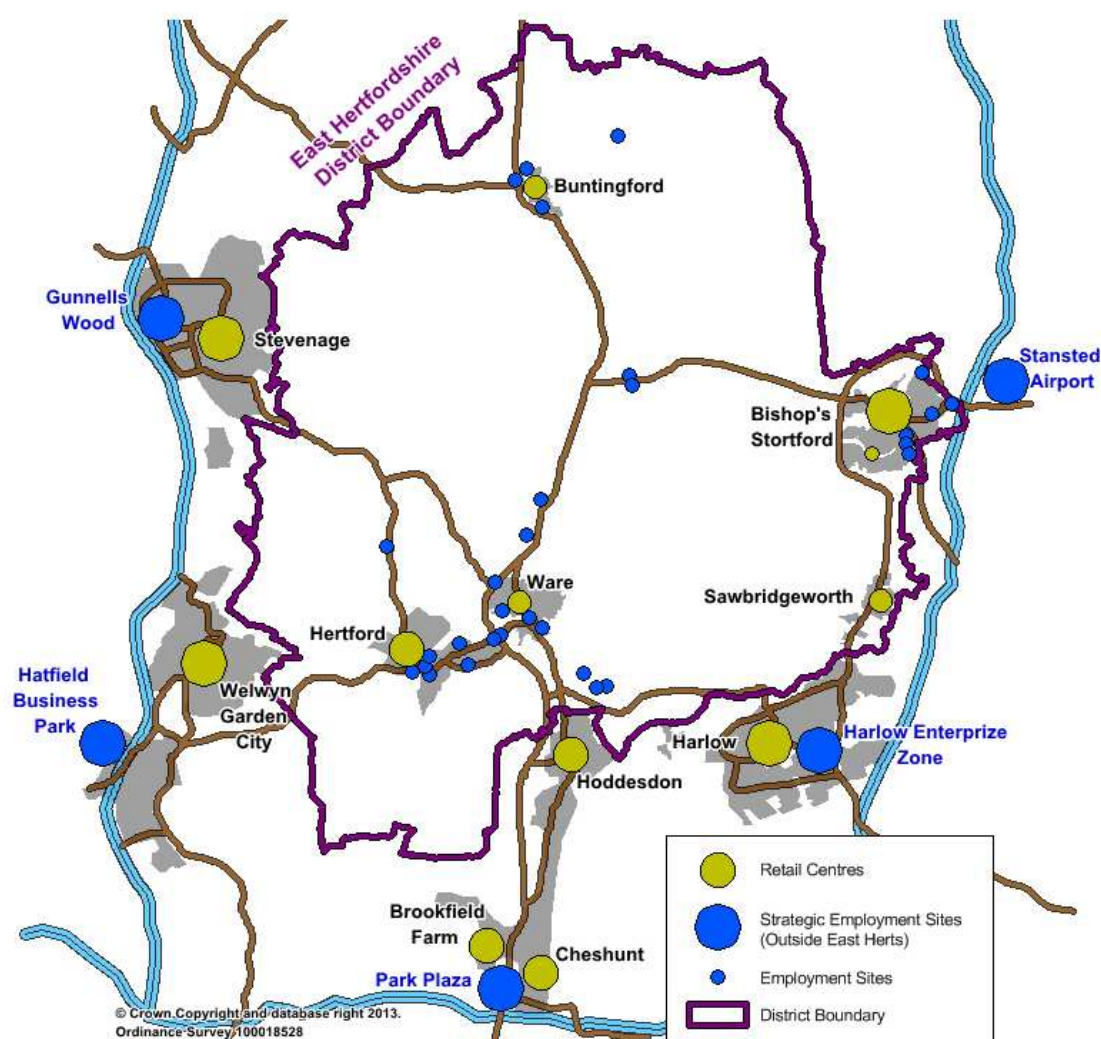
**Figure 3.5: Landowner and developer proposed sites**



Source: Call for Sites (2009+), [www.eastherts.gov.uk/callforsites](http://www.eastherts.gov.uk/callforsites)

- 3.12 East Herts Strategic Employment Advice (2012) shows how East Herts provides smaller employment areas and with a small number of exceptions, primarily serves Small and Medium Sized Enterprises (SMEs). The District plays an important role in providing a high quality of life and residential environment attracting a skilled workforce to the area, many of whom work at larger employment areas outside the District. Outside designated employment areas, there are a large number of jobs in the service sector. There is a trend towards increased home-working.

**Figure 3.6: Employment and retail**





## **4. Housing Requirements**

- 4.1 As explained in the introduction to this report, conformity with National Planning Policy Framework (NPPF) requirements is one of the main components of a sound plan. East Herts Council has conducted an extensive review of the reports and letters of Planning Inspectors in relation to Local Plans around the country<sup>1</sup>. From this it is clear that conformity with housing requirements in the NPPF is one of the main areas scrutinised by the Planning Inspectorate. A number of local planning authorities have submitted their plans to the Inspectorate, only to be told to increase the level of proposed housing or otherwise change major aspects of the draft plan.
- 4.2 The development strategy for the District includes a range of components, including retail and economic development, green infrastructure, leisure and recreation. Given the emphasis of national policy on meeting housing need, and also the specific local circumstances of East Herts as a net generator of out-commuters, housing strategy is perhaps the single most important component of the development strategy, as well as one of the most complicated. Therefore this chapter has been broken down into sub-sections to enable clarification and further detail than has been possible through the explanatory text within the draft District Plan itself.
- 4.3 This chapter demonstrates how national policy requirements shape the overall development strategy. It begins with an assessment of housing need (section 4.2) and then shows what level of housing supply is available to meet those needs (section 4.3). National requirements for the geographical spread and distribution of development are outlined, and it is demonstrated how these requirements could align with the available supply (section 4.4) and phasing requirements are also considered (section 4.5).
- 4.4 Finally, the chapter explains how the supply and phasing have been aligned with housing requirements into a strategy worksheet (section 4.6). The worksheet will become the basis for the future housing trajectory which will sit behind the District Plan and will be updated regularly as part of the Annual Monitoring Report.

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<sup>1</sup> Review of Planning Inspectorate Reports and Letters, [www.easthert.gov.uk/strategyreport](http://www.easthert.gov.uk/strategyreport)

## 4.2 Housing Need

- 4.2.1 In order to establish the level of housing need, East Herts Council has used a reputable specialist in demographic projections using a methodology which complies with national requirements.

### National Planning Policy Framework

#### Paragraph 47

To boost significantly the supply of housing, local planning authorities should...use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period.

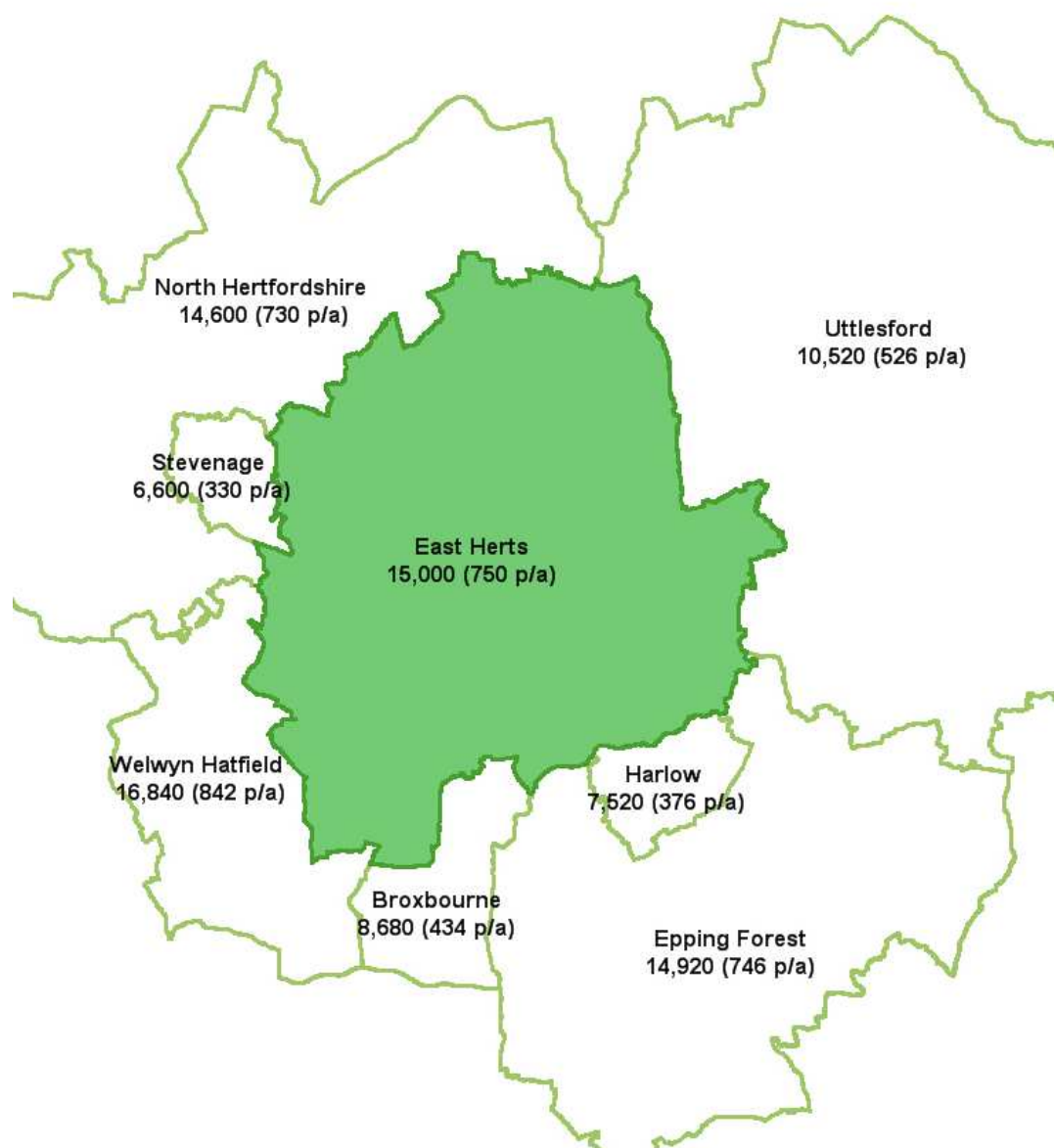
#### Paragraph 159:

Local planning authorities should have a clear understanding of housing needs in their area. They should... prepare a Strategic Housing Market Assessment to assess their full housing needs [and] meet[s] household and population projections, taking account of migration and demographic change...

[emphasis added]

- 4.2.2 By combining the Edge Analytics work with recent 2013 CLG Household Projections, the District Council estimates that the objectively assessed need is 736 dwellings per annum. To avoid giving a false impression of precision, and to allow a degree of contingency, this figure has been rounded up to **750 dwellings per annum**.
- 4.2.3 **Over 20 years, this amounts to a housing need of 15,000 dwellings.** The provision of affordable housing is a more detailed matter which must take account of viability considerations and is beyond the scope of this Strategy Report.
- 4.2.4 Figure 4.1 below puts this into the context of the level of projected need in the surrounding Boroughs and Districts.

**Figure 4.1: Housing need of East Herts and adjoining Districts and Boroughs**



**Caution – these are based on publicly available figures and have not been adopted by the Local Planning Authorities shown.**

### 4.3 Housing Supply

4.3.1 This section sets out the main supply sources and then draws these together at the end to illustrate how supply could meet the projected need. There are six supply sources as follows:

- Urban Areas (1/6)
- Completions (2/6)
- Commitments (3/6)
- Urban extensions to towns (4/6)
- Villages (5/6)
- Windfall (6/6)

#### Housing Supply (1/6): Urban Areas

4.3.2 Within the urban areas of the five towns (Bishop's Stortford, Buntingford, Hertford, Sawbridgeworth, and Ware) the Council has identified a number of development sites in accordance with the national requirements set out in the box below:

#### National Planning Policy Framework, Paragraph 159

Local planning authorities should have a clear understanding of housing needs in their area. They should...prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

4.3.3 East Herts Council has prepared a SLAA, not limited to housing but taking account of all forms of development. The SLAA is available on the Council's website at [www.eastherts.gov.uk/slaa](http://www.eastherts.gov.uk/slaa)

**Table 4.1: Urban capacity – Strategic Land Availability Assessment**

Urban Area	Dwellings
Bishop's Stortford	247
Buntingford	13
Hertford	451
Sawbridgeworth	85
Ware	32
<b>TOTAL</b>	<b>828</b>

4.3.4 In addition to these sites, the Council has identified two large sites in Bishop's Stortford which will be allocated for development. These are as follows:

- **Goods Yard:** allocated for 200 dwellings as part of a mixed use extension
- **Hadham Road Reserve Secondary School Site:** allocated for 250 dwellings, but will only be released for residential development if a secondary school is not required on the site.

4.3.5 Taking into account all the above suggests a total urban capacity of up to 1,278 dwellings.

### Housing Supply (2/6): Completions

4.3.6 Monitoring of completions is undertaken jointly by Hertfordshire County and East Herts Council on an annual basis. Based on the latest available set of monitoring data (March 2013):

**Table 4.2: Completions 1<sup>st</sup> April 2011-31<sup>st</sup> March 2013**

<b>Completions</b>	<b>Dwellings</b>
Bishop's Stortford	240
Buntingford	111
Hertford	302
Sawbridgeworth	102
Ware	150
Villages/rural area	177
<b>TOTAL</b>	<b>1,082</b>

### Housing Supply (3/6): Commitments

4.3.7 These are sites with planning permission. Treatment of sites with planning permission is set out in national policy as shown in the box below:

#### **National Planning Policy Framework, Footnote 11 to paragraph 47**

... Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

4.3.8 Table 4.3 below shows housing commitments across the District as of 31 March 2013:

**Table 4.3: Commitments**

<b>Location</b>	<b>Large sites (5+ dwellings)</b>	<b>Small sites</b>	<b>Total</b>
Bishop's Stortford	147	51	<b>197</b>
Buntingford	119	28	<b>147</b>
Hertford	393	52	<b>445</b>
Sawbridgeworth	39	16	<b>55</b>
Ware	123	25	<b>148</b>
Category 1 Villages	173	17	<b>190</b>
Category 2 villages/rural area	301	89	<b>390</b>
<b>TOTAL</b>	<b>1,294</b>	<b>278</b>	<b>1,572</b>

**Housing Supply (4/6): Urban Extensions to towns**

4.3.10 A number of locations for possible urban extensions were identified through the Supporting Document process, based on assessment of the areas of search. These are included in Table 4.4 below:

**Table 4.4: Potential Urban Extensions**

<b>Location</b>	<b>Number of dwellings</b>
Bishop's Stortford North	2,350- 2,600
Bishop's Stortford South	750-1,000
Bishop's Stortford East	150
Buntingford North	180
Buntingford South (depot)	300
Hertford West	550
Hertford North	150
Hertford South	50
Sawbridgeworth West	400
Ware North and East	200-3,000
East of Welwyn Garden City	1,700
Gilston Area (north of Harlow)	5,000-10,000

4.3.11 A range of numbers is provided at the following locations:

- Bishop's Stortford North and South, to allow flexibility in choice of a suitable location for additional secondary school capacity;
- Ware North and East, to enable further testing of a range between 200 and 3,000 dwellings to assess the feasibility of transport solutions and other considerations;
- Gilston Area (north of Harlow), providing a range for further testing between 5,000 and 10,000 dwellings to assess the feasibility of transport solutions and other considerations.

## Housing Supply (5/6): Villages

4.3.12 Chapter 4 of the Supporting Document presented the results of Sieve 1 and Sieve 2 and concluded whether or not a village was considered suitable for development. On the basis of the results presented it was clear that there are three fairly distinct groups of villages:

- **Group 1 Villages** – these are the larger and most sustainable villages in the district. They have a primary school and a range of other facilities. Growth in these areas will potentially help to sustain existing shops and services (including primary schools), deliver affordable housing, provide local job opportunities and deliver community benefits.
- **Group 2 Villages** – these are generally smaller villages with some services and facilities but often without a primary school. Infill development may be appropriate in these villages to support existing facilities and services.
- **Group 3 Villages** – these are generally amongst the smallest in East Herts. These villages have a poor range of services and facilities and it is often necessary for local residents to travel outside the village for most of their daily needs. These villages generally lack any food shops, have no primary school and may not have a permanent post office or a village hall or meeting place. Development in these villages, other than that appropriate in the Green Belt and Rural Area Beyond the Green Belt, would be unsustainable.

4.3.14 Chapter 6 of the Supporting Document sought to further refine the work previously undertaken on the villages in order to inform the final strategy. The following villages were identified as Group 1 Villages:

- Braughing
- High Cross
- Hunsdon
- Little Hadham and Hadham Ford
- Much Hadham
- Standon and Puckeridge
- Walkern
- Watton-at-Stone
- Widford

4.3.15 On the basis that at least a 10% increase in housing is achievable and sustainable in these settlements, it is considered reasonable that these villages between them should accommodate at least 500 new homes over the Plan period.



4.3.16 The following are identified as Group 2 Villages:

- Aston
- Bayford
- Benington
- Birch Green
- Colliers End
- Cole Green
- Cottered
- Dane End
- Datchworth
- Furneux Pelham
- Hertford Heath
- Hertingfordbury
- High Wych
- Letty Green
- Spellbrook
- Stanstead Abbots and St Margarets
- Stapleford
- Tewin
- Thundridge
- Tonwell
- Wadesmill
- Westmill

4.3.17 No specific housing requirement has been identified for these villages. Where housing development does take place this will contribute towards the district-wide housing windfall allowance (see Windfall 6/6 below).

4.3.18 The SLAA has identified sites for 131 dwellings within the boundaries of the Category 1 villages. These locations may present suitable areas for development. However, the policy approach taken by the District Plan is to encourage Parish Councils to identify suitable sites in the Group 1 villages. The SLAA will be revised during 2014 to assess the options in terms of Group 1 villages as part of the new development plan.

### **Housing Supply (6/6): Windfall**

4.3.19 These are sites which have not been specifically identified in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

#### **National Planning Policy Framework, Paragraph 48**

Local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens

4.3.20 East Herts Council has carried out detailed analysis into historic rates of windfall development in the District and this evidence is included within the SLAA Technical Study which is available to view here: [www.eastherts.gov.uk/slaa](http://www.eastherts.gov.uk/slaa).

4.3.21 The assessment concluded that it would be reasonable to assume an annual windfall allowance of 100 dwellings for the District Plan. However, in order not to over-estimate the potential supply from windfalls, it was considered appropriate to apply a percentage reduction to the annual windfall allowance of 100 dwellings, in recognition of the fact that windfall sites are by their nature a finite source of housing supply. Furthermore, it was also considered reasonable that because the District Plan runs for twenty years from 2011-2031, the percentage reduction should also be increased over time.

4.3.22 The windfall allowance for the District Plan period is summarised in Table 4.5 below.

**Table 4.5: Windfall Allowance 2011-2031**

<b>Years</b>	<b>Reduction</b>	<b>Annual Allowance</b>	<b>5 year Total</b>
1-5	0%	100	500
6-10	10%	90	450
11-15	20%	80	400
16-20	30%	70	350
<b>Total</b>			<b>1,700</b>

4.3.23 The windfall allowance for years 1-5 shown above covers the period from 2011-2016. Therefore, this figure has been deducted from the housing supply calculation to avoid double counting as many of these sites will already have gained planning permission and will have been included within the commitments figure.

4.3.24 This leaves a windfall allowance of 1,200 dwellings to cover the period from 2016-2031.

## Summary – Housing Supply

4.3.25 It is not possible to split out windfall allowance or the village allowance further. Table 4.6 sets out the housing supply options taking account of the sources listed above.

**Table 4.6: Potential housing supply by location**

Location		Dwellings	Total
Bishop's Stortford	Completions	240	<b>4,634</b> (250 deducted to provide school site)
	Commitments	197	
	Urban Area (SLAA)	247	
	Goods Yard	200	
	Hadham Road Reserve	0-250	
	Secondary School Site		
	North	2,350-2,600	
	East	150	
Buntingford	South	750-1,000	<b>751</b>
	Completions	111	
	Commitments	147	
	Urban Area (SLAA)	13	
	South (former Depot)	300	
Hertford	North	180	<b>1,948</b>
	Completions	302	
	Commitments	445	
	Urban Area (SLAA)	451	
	North	150	
	South	50	
Sawbridgeworth	West	550	<b>562</b>
	Completions	102	
	Commitments	55	
	Urban Area (SLAA)	5	
Ware	West	400	<b>530 - 3,330</b>
	Completions	150	
	Commitments	148	
	Urban Area (SLAA)	32	
Gilston Area (north of Harlow)	North and East	200-3,000	<b>5,000 - 10,000</b>
	-	5,000-10,000	
East of Welwyn Garden City	-	1,700	<b>1,700</b>
Villages/rural area	Completions	177	<b>1,257</b>
	Commitments	580	
	Group 1 village allowance	500	

## 4.4 Phasing

4.4.1 The NPPF requires that phasing should be taken into account, as set out in the box below:

### **National Planning Policy Framework, Paragraph 47**

To boost significantly the supply of housing, local planning authorities should....

- identify and update annually a supply of specific deliverable\* sites sufficient to provide five years worth of housing against their housing requirements...
- identify a supply of specific, developable\*\* sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.

\* To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable....

\*\* To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

4.4.2 Two aspects of phasing are the build rate and the start date. The economic cycle is an important variable which may affect both factors, and is notoriously difficult to predict. East Herts Council has therefore taken an approach to phasing based on evidence from elsewhere in the country. Phasing will be considered as part of the Annual Monitoring Framework, and significant variations from the planned phasing will require interventions to ensure as far as possible a continuous supply of residential development.

### **Build rates**

4.4.3 East Herts Council has sought advice from the Advisory Team for Large Applications (ATLAS) in relation to realistic phasing and build rates at the large and complex development options including the Gilston Area (north of Harlow), north and east of Ware, east of Welwyn Garden City, and south of Bishop's Stortford. ATLAS supplied the Council with the example build rates from development schemes elsewhere in the country included at Appendix E. This shows that the highest levels of build rate have been around 450 dwellings per annum, although in practice there are many schemes which have been much slower.

## Start date

4.4.4 Prior to the adoption of the plan it is anticipated that only existing commitments will be constructed, as the allocations and other provisions within the plan will not yet have come on stream. Taking recent completions and commitments together yields a total of 2,654 dwellings in the period 2011-2016. Following adoption of the plan in early 2016, the plan will be divided into three phases reflecting NPPF requirements.

4.4.5 In phase 1 (2016-2021) the following locations are considered deliverable:

- **Bishop's Stortford North:** the latest information suggests that this area is capable of delivering significant levels of housing within the first five years of the plan.
- **Bishop's Stortford South:** the main road network is in place and some residential development could occur here before the final mix of development is agreed;
- **Other locations:** the options for development at Bishop's Stortford, Sawbridgeworth West, Hertford South and West, Buntingford South (depot). At these locations there are relatively few obstacles and it is anticipated that development could be completed in the period 2016-2021; and
- **Villages:** around 250 dwellings, including a proportion delivered in Group 1 villages through neighbourhood planning

4.4.6 In phase 2 (2021-2026) the following sites are considered developable:

- **North of Bishop's Stortford:** the later phase of development
- **North of Hertford:** likely to require prior mineral extraction and therefore construction is likely to occur in phase 2 (2021-2026);
- **North of Harlow:** requires resolution of outstanding transport issues;
- **North and East of Ware:** requires resolution of outstanding transport and education issues;
- **Villages:** around 125 dwellings, including a proportion delivered in Group 1 villages through neighbourhood planning.

4.4.7 **North of Buntingford:** in order to appropriately manage the timing and delivery of development as a whole in Buntingford, and prioritise first the use of a brownfield depot site to the south of the town, the greenfield site to the north will be retained in reserve until after 2021.

4.4.8 In phase 3 (2026-2031) the following is considered developable:

- **East of Welwyn Garden City:** requires significant prior mineral extraction and resolution of outstanding transport and

consideration of the mix of development, including a possible secondary school, neighbourhood centre and employment area. Given the likely need for co-operative working with Welwyn Hatfield Borough, additional time prior to commencement is highly desirable.

#### **Development after the plan period (2031+)**

- 4.4.8 From the available options, it is clear that longer term planning will require emphasis on large strategic sites, shifting the emphasis away from the five market towns within the district.
- 4.4.9 The National Planning Policy Framework requires that Green Belt boundaries should be capable of enduring beyond the plan period. The policy approach proposed by East Herts Council means that housing and development needs can be met at the strategic scale long-term development locations identified north and east of Ware, east of Welwyn Garden City, and in the Gilston Area (north of Harlow). Development on all three sites is anticipated to continue beyond 2031 and hence contribute to future housing needs.
- 4.4.10 Whilst the proposed approach will require a further Green Belt Review after the end of the District Plan period, it is clear from the evidence assembled in this Strategy Report that earlier Green Belt release would result in a loss of local control and would encourage premature planning applications.
- 4.4.11 Draft District Plan Policy DPS6: Long-term Planning shows how East Herts Council will continue to work positively in the future to identify alternative long-term and large-scale development locations, if it is shown that the delivery challenges on any of the identified long-term development areas cannot be overcome.

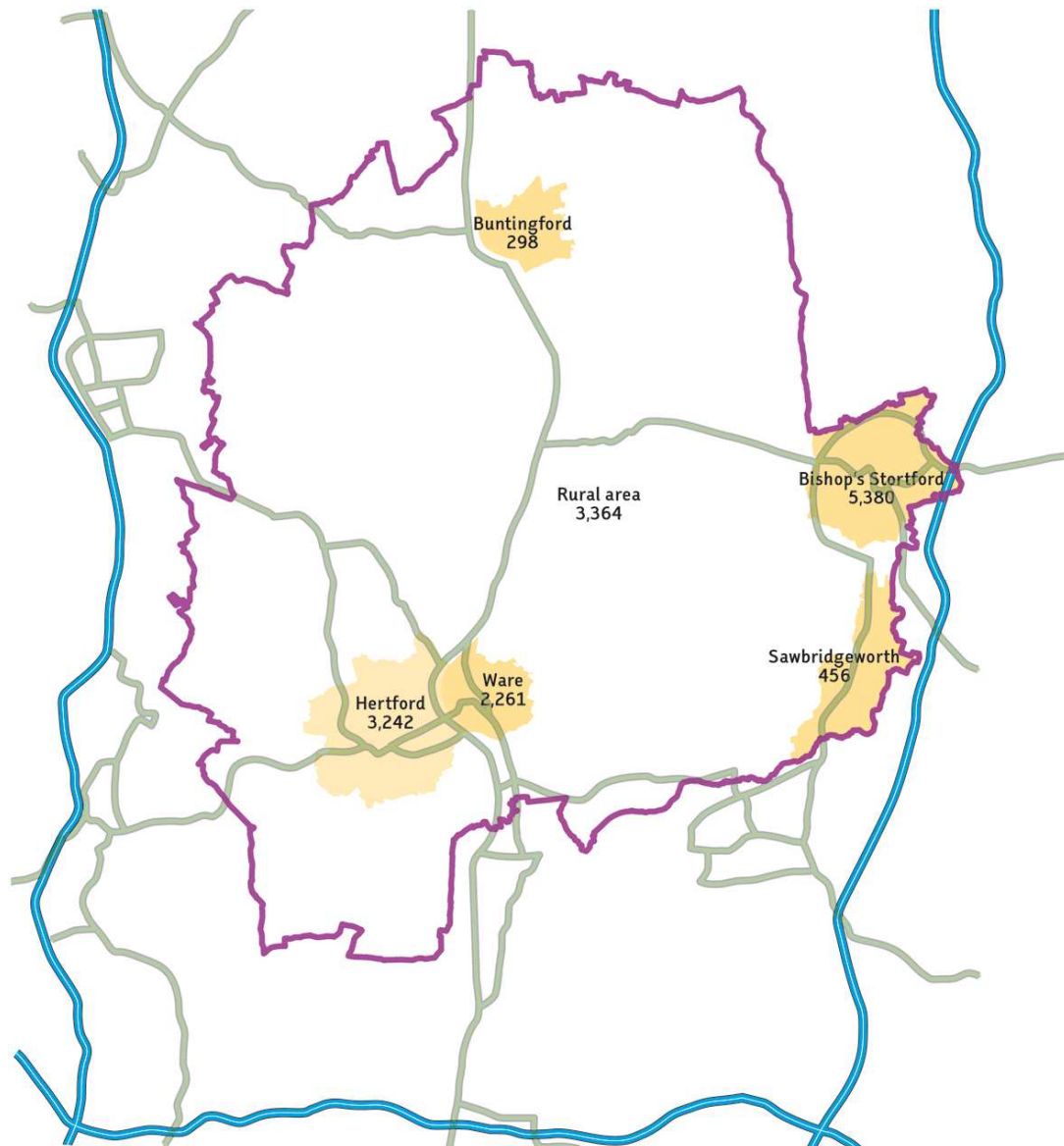
#### **4.5 Housing Distribution**

- 4.5.1 The distribution of development across the district is another important consideration. There are two basic conceptual options: **concentration** (meeting all or most of the 15,000 dwelling need in one place) and **dispersal** (spreading the 15,000 need across the district). However, consideration of distribution in relation to housing need suggests that needs should be met locally, where they are generated. This section investigates this issue further.

## Sub-District Population Projections

4.5.2 In order to obtain a better understanding of housing needs within the District, East Herts Council commissioned Edge Analytics to produce sub-district population projections. The conclusions are shown in Figure 4.2 below, which combines the earlier Edge work with recent 2013 CLG household projections to produce a 15,000 district-wide dwelling figure:

**Figure 4.2: Projected housing need – towns and rural area**



*Note: areas are based on Ward boundaries to enable correlation with Census figures.*

4.5.3 Table 4.7 enables comparison between the projected need and potential supply in each town and in the rural area. The supply figures correspond with those in Table 4.6 above.

**Table 4.7: Need and potential supply by location**

<b>Location</b>	<b>Projected Need</b>	<b>Potential supply</b>
Bishop's Stortford	5,380	4,634
Buntingford	298	751
Hertford	3,242	1,948
Sawbridgeworth	456	562
Ware	2,261	530-3,330
Rural Area	3,364	1,257

4.5.4 The comparison of projected need suggests that there is likely to be a large unmet need in a) the rural area and the villages, b) Hertford, and c) Bishop's Stortford. It is also clear that the lower end of the potential supply at Ware would be insufficient to meet the town's needs.

4.5.5 At Buntingford, the potential supply could meet the needs of the town and the hinterland of villages in the central northern parishes, plus a few additions from the A10 corridor. Potential supply at Sawbridgeworth could meet the needs of that town but not those of the surrounding villages.



## Housing Market Areas

- 4.5.6 National policy includes strict requirements to meet housing needs within each housing market area. According to the Beta Test version of the National Planning Practice Guidance (August 2013), *“a housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. The extent of the housing market areas identified will vary, and many will in practice cut across various local planning authority administrative boundaries. Local planning authorities should work with all the other constituent authorities under the duty to cooperate.”*

### National Planning Policy Framework, Paragraph 47

To boost significantly the supply of housing, local planning authorities should....use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing **in the housing market area**, as far as is consistent with the policies set out in this Framework ....(emphasis added)

- 4.5.7 The Strategic Housing Market Assessment developed housing market areas based on levels of self-containment<sup>2</sup>. They are more complex and somewhat fluid, but nevertheless important.

### National Planning Policy Framework, Paragraph 159

Local planning authorities should have a clear understanding of housing needs in their area. They should...prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which...meets household and population projections, taking account of migration and demographic change;

- 4.5.8 Four identified housing market areas cross East Herts, following the main transport corridors, and crossing boundaries:

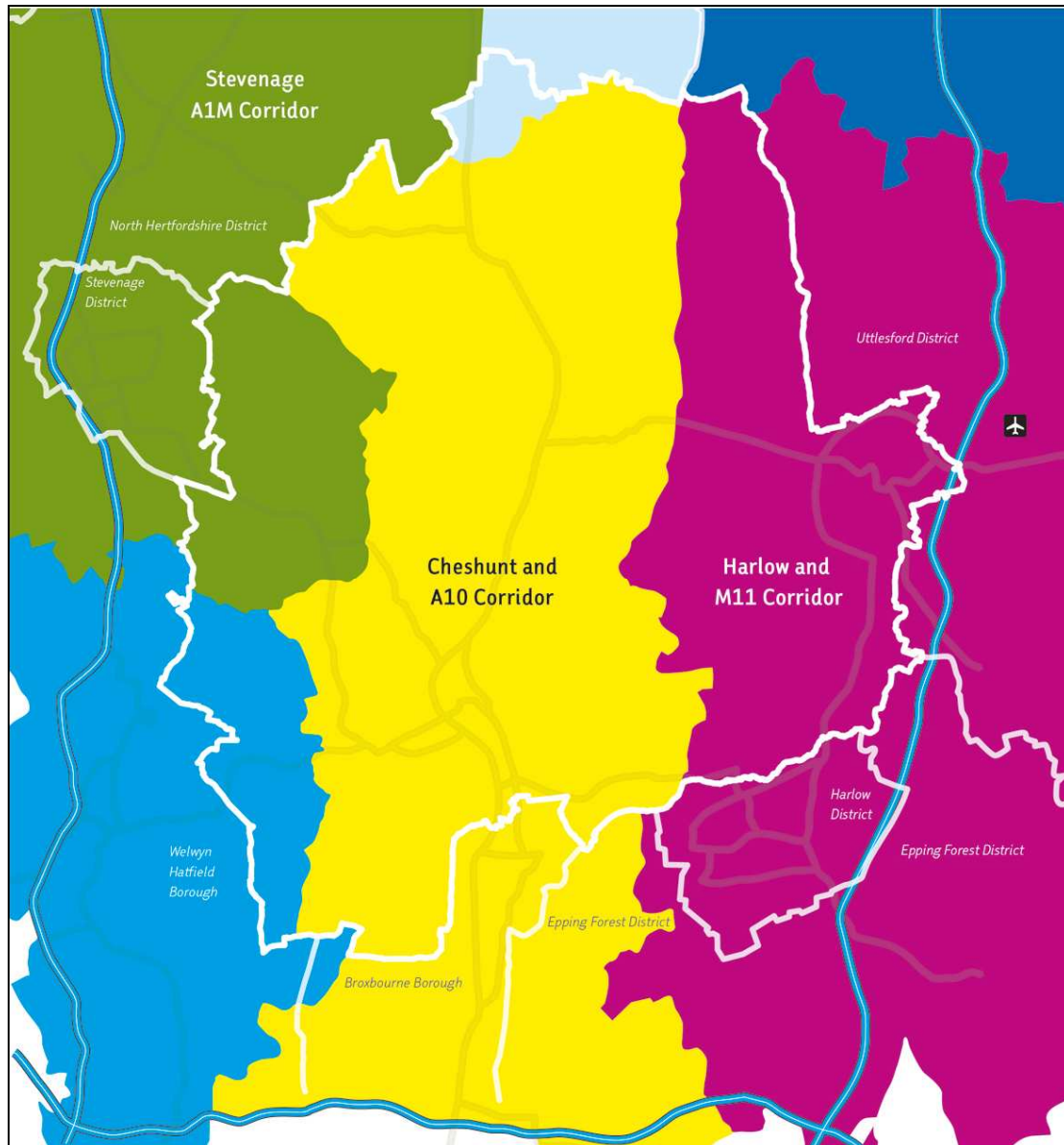
- Cheshunt and the A10 Corridor
- Harlow and the M11 Corridor
- Stevenage A1(M) Corridor
- Welwyn Hatfield A1(M) Corridor

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<sup>2</sup> See Strategic Housing Market Area Assessment (2008), Chapter 3: Identifying Local Housing Sub-Markets within the Sub-region. Available online at <http://www.eastherts.gov.uk/index.jsp?articleid=15675>

4.5.9 A plan which sought to concentrate need, for example, to the north of Harlow, at the expense of needs in other areas, would not meet national requirements. A map of housing market areas is shown in Figure 4.3.

**Figure 4.3: Housing Market Areas**



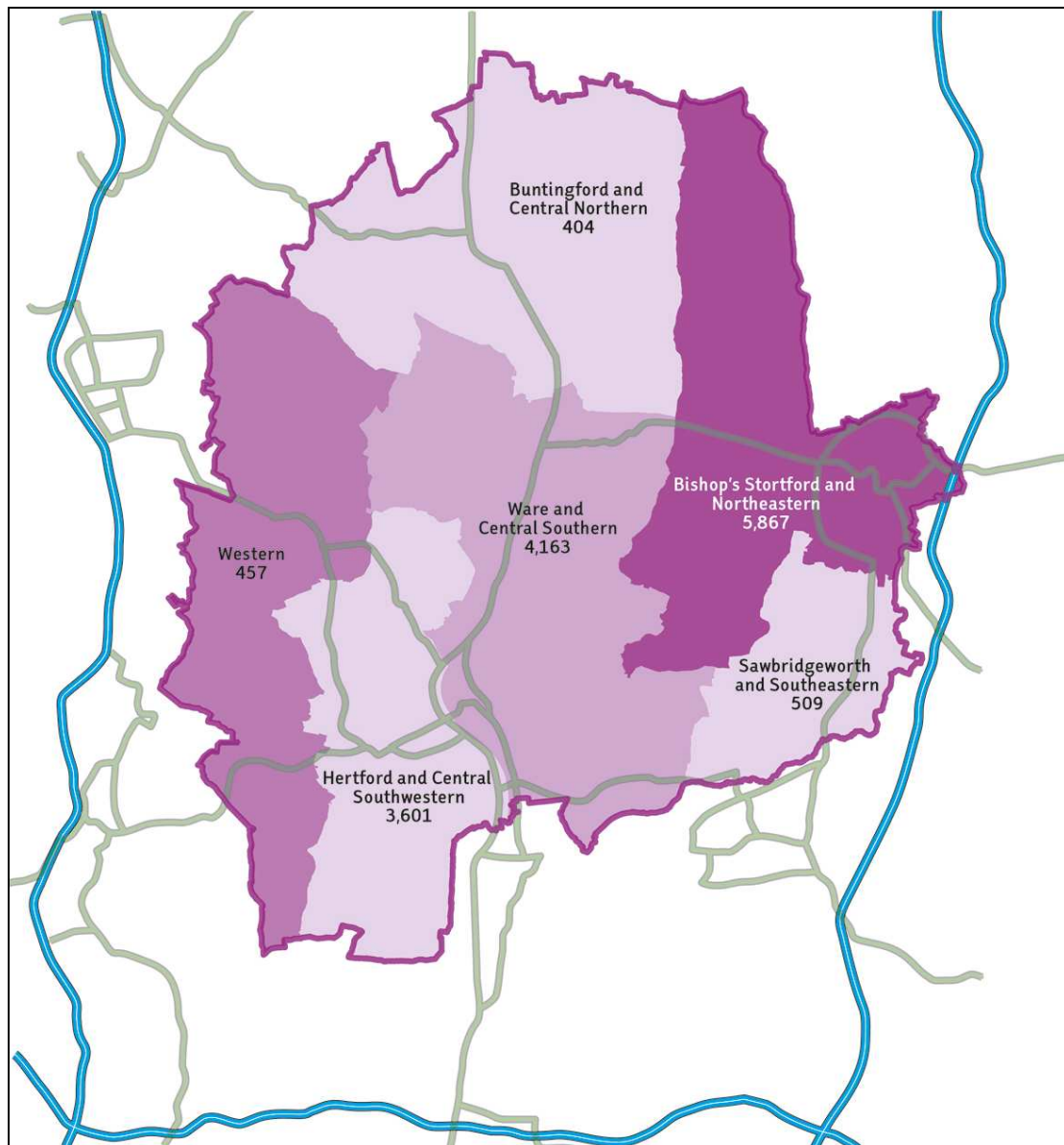
*Source: Strategic Housing Market Assessment (SHMA)*

4.5.10 In order to understand the level of need within each housing market area, East Herts Council commissioned Edge Analytics to prepare sub-district population projections<sup>3</sup>. Using the parish grouping figures in the study it is possible to map the needs of each parish grouping onto the housing market areas.

<sup>3</sup> See [www.eastherts.gov.uk/strategyreport](http://www.eastherts.gov.uk/strategyreport)

4.5.11 Figure 4.4 below combines the earlier Edge parish grouping work to the overall requirement of 15,000 dwellings to give a consistent figure for each grouping.

**Figure 4.4: Projected housing need - Parish groupings**



4.5.12 Projected need within housing market areas which cross administrative boundaries (Stevenage, Harlow, Welwyn Garden City) is addressed within Section 7: Duty to Co-Operate.

4.5.13 In order to further understand and meet housing needs locally, the second strand of the Edge Sub-District Population projections identifies needs in relation to each town and the rural area. These have been applied to the 15,000 district-wide figure for consistency, as shown in Figure 4.8:

Table 4.8: Need and potential supply by housing market area (East Herts contribution only)

Housing Market Area	Parish Grouping and projected need	Total Projected Need	Potential supply	
A10 Corridor	Ware and central southern (4,163) Buntingford and central northern (404) Hertford and central southwestern (3,601)	8,168	Hertford	1,984
			Ware	530-3,330
			Buntingford	751
Harlow and M11 Corridor	Bishop's Stortford and northeastern (5,867) Sawbridgeworth and southeastern (509)	6,376	Bishop's Stortford	4,634
			Sawbridgeworth	562
			Gilston Area (north of Harlow)	5,000-10,000
			Villages	Share of 500
Stevenage and A1(M) Corridor	Western (457)	457	Villages	Share of 500
Welwyn Hatfield and A1(M) Corridor)			East of Welwyn Garden City	1,700
			Villages	Share of 500
	Total	15,001	Total	15,661 – 23,461

4.5.14 This comparison enables a guideline and should not be used rigidly but takes account of local opportunities and constraints. Projected need should not be seen as a cap on development but as one important consideration in putting together a strategy which complies with best practice and national policy requirements.

## **Conclusions – Housing Distribution**

4.5.15 Taking account of the findings in relation to the housing market areas and the distribution between the towns and the rural area, the following approach is proposed to inform the development strategy:

- **Bishop's Stortford** should meet the majority of its own needs, but any unmet need from Bishop's Stortford should be met in the Gilston Area (to the north of Harlow), within the same housing market area;
- **Buntingford** should meet its own needs, plus a proportion of the unmet need from the surrounding villages which constitute its hinterland;
- **Hertford** is heavily constrained and this means that it is not able to meet its own needs locally. Therefore it is proposed that a proportion of Hertford's unmet needs should be addressed through development east of Welwyn Garden City. Although not within the same housing market area, the SHMA recognises that the HMA boundaries are somewhat fluid, and given the importance of the A414 and the proximity of Hertford and Welwyn Garden City this approach is considered reasonable;
- **Sawbridgeworth** should meet its own needs;
- **Ware** should meet its own needs, possibly including a proportion of the need from villages which form its hinterland;
- **The Rural Area** cannot meet its own needs, and therefore these should be met elsewhere in the district, where possible within the same housing market area, or if not possible then these needs may be met in the Gilston Area to the north of Harlow.

## 4.6 Strategy Worksheet

- 4.6.1 Taking account of housing need, supply opportunities, and phasing, the numbers have been entered into a worksheet which shows the development strategy. This worksheet shows how the plan will meet NPPF requirements to deliver the plan and is contained at Appendix A.
- 4.6.2 **Row 1** shows the plan divided into 5 years periods in accordance with paragraph 47 of the NPPF. Calculation of housing supply and requirements starts in 2011, as this is the end date for the 2007 Local Plan, in terms of housing provision. Therefore the 750 annualised housing need has to be back-dated to 2011, even though this period is pre-plan.
- 4.6.3 **Row 25** shows the total supply of housing in each five year period, divided up into specific sites and locations.
- 4.6.4 **Row 30** shows the total housing requirement, made up of projected need (row 26) plus the shortfall (row 27), and buffer (row 29) as explained below.
- 4.6.5 For ease of comprehension the cells in row 30 are shown in green where the supply meets the total supply, in all cases from 2016 to 2031.
- 4.6.6 **Column A** includes the type of supply as follows:
- 'Allocation' indicates sites proposed for a red-line identification on the Policies Map, removed from the Green Belt where necessary, and providing the parameters for planning applications in accordance with the policies
  - 'Broad Location' indicates sites where the principle of development is acknowledged but where there are substantial issues which will require further investigation. Further information on these is provided in Section 6: Key Diagram and Policy Approaches.
  - 'SLAA' refers to the smaller sites within the urban areas identified within the Strategic Land Availability Assessment (see section 4.3 above.)
  - 'Other' includes completions, commitments, and windfall, as explained earlier in this chapter.
- 4.6.7 **Column B** indicates the location and supply source.
- 4.6.8 **Columns C to F** show the proposed phasing of development in 5 year blocks, to accord with Paragraph 47 of the NPPF. For further information see section 4.4 above.
- 4.6.9 **Column G** shows the total housing supply across the 20-year plan period from 2011 to 2031. It adds up to 15,932 dwellings in total (cell G24), or 1,096 dwellings (6%) above the level of projected housing

need, as explained in rows 32 to 34. This is addressed further in relation to contingency planning below.

4.6.10 **Column H** shows potential supply after 2031, at each of the three Broad Locations for development. This amounts to 9,450 dwellings, and assuming a continuation of housing need at 750 dwellings per annum would provide a further 12.6 years' supply of housing. This forms part of the Council's approach to long-term planning, included in draft **District Plan Policy DPS6: Long-Term Planning**.

4.6.11 From the worksheet it is apparent in column C that there is an anticipated supply of only 2,654 dwellings in the period 2011-2016, compared to a projected need of 3,750 dwellings over the same period, leaving a shortfall of 1,096 dwellings. The treatment of this is explained at paragraph 3.3.6 of the draft District Plan as follows:

*"In the period 2011-2016 (the 'pre-plan' period) it is anticipated that only 2,654 homes will be built, leaving a shortfall of 1,096 homes when measured against the projected need of 3,750 over 5 years. Given the long lead-in times in terms of infrastructure provision, it is not realistic to expect the larger site allocations and the Broad Locations to contribute to reducing the total shortfall in the first five years. Similarly, the smaller sites cannot deliver sufficient volume to address the shortfall without the larger sites which can only be delivered later in the plan period. Therefore Policy DPS2 (The Development Strategy 2011-2031) requires the shortfall to be made up over the 15 years of the Plan. Over this time-frame, one years' worth of the shortfall amounts to 72.4 dwellings, or 362 additional homes in each five-year period. Spreading the shortfall over the Plan will enable a proportion of the shortfall to be met by the larger site allocations and the Broad Locations."*

4.6.12 This means that the total requirement in the first five years of the plan amounts to 4,423 dwellings, as shown in cell D24. This figure is included in draft District Plan **Policy DPS3: Housing Supply 2011-2031**.

### **Minimum Housing Levels**

4.6.13 The Strategy Worksheet is necessary to demonstrate compliance with the NPPF. However, in itself it is not sufficient to demonstrate a positive approach to development, as required by Paragraph 182 of the NPPF (see Section 8 below).

4.6.14 From the review of reports and letters by the Planning Inspectorate, it is clear that an important aspect of the positive approach is in relation to housing requirements. The Planning Inspectorate does not permit Local Planning Authorities to arbitrarily cap development at the level of projected housing need. This is because higher levels of development may be needed in order to optimise the potential of a development site.

For example, slightly higher levels of development may enable the provision of additional infrastructure or other benefits. Reduction of development below a certain level may make development financially unviable, for example in terms of cash-flow implications. Therefore the Planning Inspectorate views the housing requirements in the plan as minimum figures to meet projected need.

- 4.6.15 This has implications for the development strategy, particularly in relation to the Broad Locations for Development, where higher levels of development are proposed than are necessary to meet the 15,000 minimum figure. In these locations reduction below the levels shown is likely to have negative implications for financial viability and supporting infrastructure.

### Contingency Planning

- 4.6.13 Footnote 3 within **Policy DPS3: Housing Supply 2011-2031** states that *“the total figure within the plan period is higher than the minimum required figure is proposed to allow for potential slippage of programme/delay, potential reduced site capacities in light of infrastructure capacities and allowances for contingency”*. This approach is often required by Local Plan Inspectors, as demonstrated by a recent review of Local Plan examinations elsewhere in the country<sup>4</sup>.
- 4.6.14 The Annual Monitoring Report (AMR) will track the delivery of housing throughout the District, and will provide a policy tool to enable interventions, should the pace of development fall significantly behind the requirements of the District Plan. Although some slippage is to be expected during the inevitable downturns in the economy affecting the construction sector, it is expected that across the economic cycle the housing levels contained in the plan will be achieved.
- 4.6.15 Another component of contingency planning is the commitment in draft District Plan **Policy DPS6: Long-Term Planning**, to *“progress technical work to identify strategic-scale locations to meet long-term development needs”*. The draft Plan states at Paragraph 3.3.24 that “If work on the Broad Locations DPD identifies difficulties in delivery in any of the Broad Locations, then it will be necessary to bring forward alternative strategic scale options as a contingency measure”. Paragraph 3.3.25 continues *“East Herts Council will continue to prepare technical work to investigate the options for strategic scale development elsewhere in the District to meet long-term development needs.”* This addresses the recommendation in the draft National Planning Practice Guidance<sup>5</sup> that *“where the deliverability of critical infrastructure is uncertain then the plan should address the consequences of this, including possible contingency arrangements.”*

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<sup>4</sup> Review of Planning Inspectors letters and reports at [www.eastherts.gov.uk/strategyreport](http://www.eastherts.gov.uk/strategyreport)

<sup>5</sup> Beta Test Version, August 2013



## Buffer

4.6.16 National policy requires that a buffer should be added into the plan, as set out in the box below:

### **National Planning Policy Framework, Paragraph 47**

To boost significantly the supply of housing, local planning authorities should...identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land...[Emphasis added]

4.6.17 Paragraph 3.3.7 of the Draft District Plan explains that a buffer has been taken into account as follows: *“the NPPF also requires the provision of an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. A 20% buffer should be applied where there is a persistent record of under-delivery. In East Herts Council’s view there has been no persistent record of under-delivery. Applying a 5% requirement to 4,112 (3,750 need plus 362 shortfall) leaves a buffer requirement of 206 homes in the first five years.”*

4.6.18 In terms of specific deliverable sites for housing, in accordance with NPPF paragraph 47, the Council has allowed for *‘an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land’*. The Council feels justified in identifying a 5% buffer rather than the 20% also referred to in the NPPF, due to past performance of deliver of housing.

4.6.19 Over the run of the last Hertfordshire Structure Plan and 2007 Adopted East Herts Local Plan (1991-2011), housing delivery was 98% of the Development Plan housing requirement: 10,825 homes built from a total requirement of 11,575. Over the same 20 year period, taking into account the requirements of the now abolished 2008 East of England Plan, housing delivery still achieved 93% of the housing requirement.

4.6.20 It is acknowledged that housing completions over the more recent 10 year period 2001-2011 were lower than this, being 85% based on the extant Development Plan and 77% if account is taken of the 2008 Adopted Regional Strategy requirements from 2006. The former represents 4,696 homes built from a requirement of 5,500, and the latter comprises 4,696 homes built from a requirement of 6,025.

- 4.6.21 It should, however, be noted that in this latter five year period 2006-2011, the District Council had yet to prepare, consult and adopt a revised Plan, based on the increased Regional Plan housing figures, which were 'back dated' two years to 2006. It should also be acknowledged that this period coincided with the worst economic recession in living memory, which severely impacted on the housing market and consequently housing delivery.
- 4.6.22 While annual housing completions may have fluctuated due to a variety of factors and relative to economic and housing market conditions, East Herts has consistently demonstrated, more than five years supply of housing land, relative to Development Plan requirements, since 1991. Such provision only fell below five years from 2009, reflecting the increased housing requirement of the East of England Plan.
- 4.6.23 The 5% buffer (206) is shown on the strategy worksheet in cell D28. Cells E28 and F28 subtract a total of 206 dwellings (103 in each five-year period) because the buffer is moved forward from later in the plan period. The 5% buffer requirement is included in draft District Plan **Policy DPS3: Housing Supply 2011-2013**.

## 4.7 Summary

- 4.7.1 The approach set out in the strategy worksheet illustrates the housing strategy for the draft District Plan. The strategy is reflected in the Guiding Principles which sit behind the development strategy, contained after paragraph 3.3.2 of the draft District Plan as follows:

***Guiding Principle 1:*** To seek to meet the housing requirement within each housing market area, even where local constraints mean that each settlement may not be able to meet its own needs

***Guiding Principle 3:*** To promote self-containment by directing development to areas where there is reasonable proximity to services and facilities, and which reflect existing travel to work areas, school catchments, and retail spend patterns and functional geographies.

- 4.7.2 The strategy is characterised by a number of key features.

- **flexible:** is not wholly reliant on the provision of development at a single location, but instead identifies a wide range of development locations;
- **meets housing needs locally:** to ensure the long-term sustainability of the plan and support economic development, reflecting the guiding principles of the development strategy;
- **realistic:** phasing is based on realistic build and delivery rates, supported by engagement with landowners and developers and backed up by independent advice from ATLAS;

- **long-term:** provides for a clear understanding of what will happen beyond 2031, directing development to large scale strategic development sites, including three Broad Locations for Development and potentially looking at other locations in the event that evidence comes to light which precludes development in these locations.

4.7.3 The other element of the housing strategy relates to meeting housing requirements across administrative boundaries. This will be addressed further in Section 7: Duty to Co-Operate.

4.7.4 As explained in Section 4.6 above, housing projections should not be misunderstood as targets. The Planning Inspectorate is clear that the projections are the minimum level of development which should be achieved, and should not be seen as an arbitrary cap on development. The District Plan must seek to support financial viability and infrastructure provision, even if these means slightly exceeding the levels of projected need.

## **5. Green Belt**

- 5.1 Having assessed the housing need and the housing supply options in the previous section, it is now necessary to consider whether it is possible to meet those needs without release of any Green Belt sites. Table 5.1 shows the options available without Green Belt release.

**Table 5.1: Housing supply excluding Green Belt options**

<b>Location</b>	<b>Dwellings</b>
Bishop's Stortford Goods Yard	200
Bishop's Stortford Hadham Road Reserve Secondary School Site	250
Bishop's Stortford North <sup>6</sup>	2,600
Buntingford South (former Depot)	300
Buntingford North	180
Bishop's Stortford Urban Area (SLAA)	247
Buntingford Urban Area (SLAA)	13
Hertford Urban Area (SLAA)	451
Sawbridgeworth Urban Area (SLAA)	5
Ware Urban Area (SLAA)	32
Completions	1,082
Commitments	1,572
Group 1 Villages	500
Windfall allowance	1,200
<b>Total supply available without Green Belt sites</b>	<b>8,632</b>

- 5.2 East Herts Council has carefully assessed the conclusions of the reports issued by the Planning Inspectorate<sup>7</sup>. From this, it is clear that housing need constitutes the exceptional circumstances required to release Green Belt through the plan-making process. Since the total supply available is **over 6,000 short** of the projected housing need across the district, it is clear that Green Belt releases will be needed in order to ensure that the District Plan conforms to NPPF requirements. The overall approach to Green Belt is set out in the box below:

**National Planning Policy Framework, Paragraph 83**

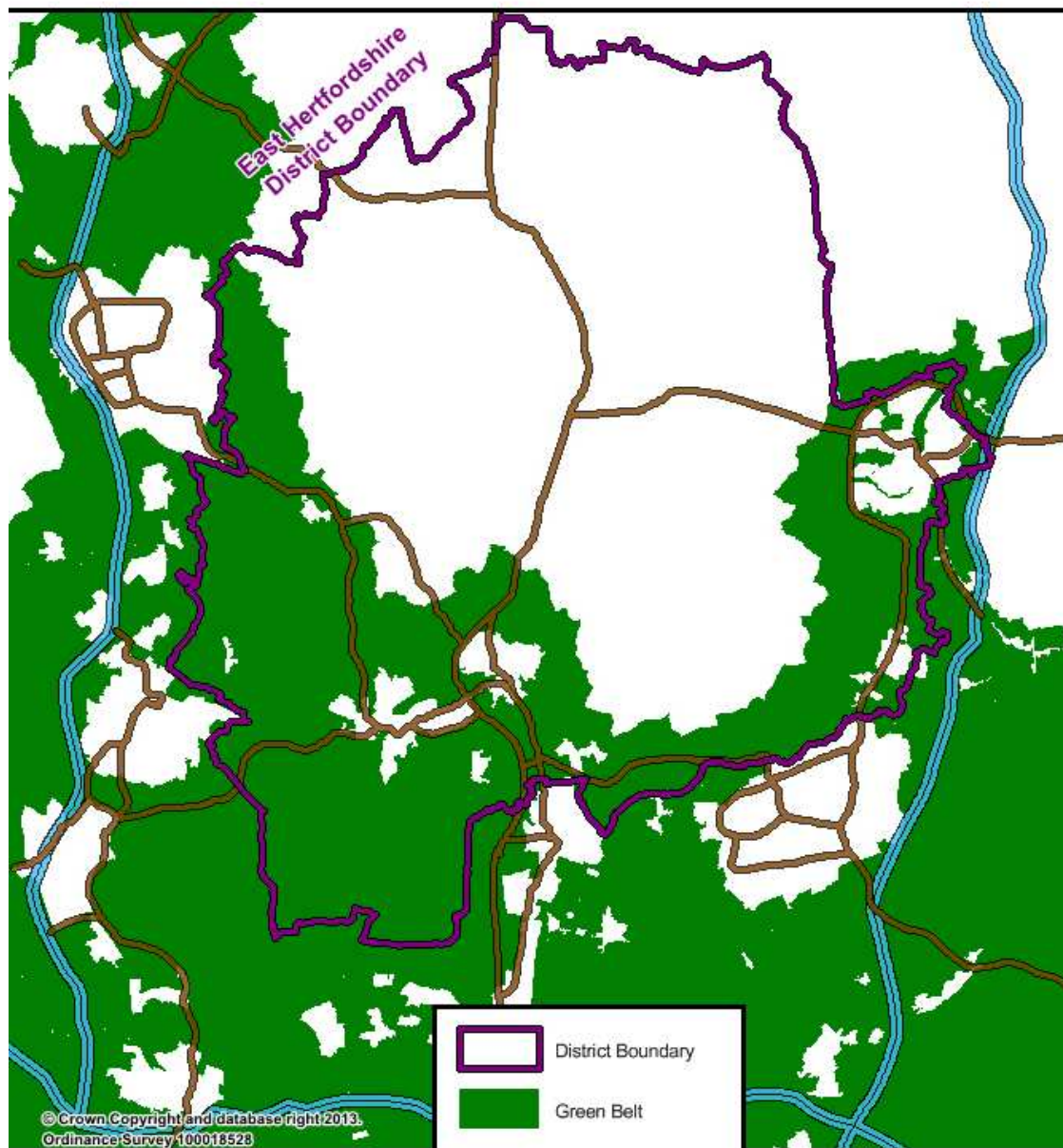
Local planning authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.

<sup>6</sup> Bishop's Stortford North is included in the table because it is safeguarded land inset from the Green Belt.

<sup>7</sup> District Plan Update Report, Essential Reference Paper B: Review of Planning Inspectorate Reports and Letters, East Herts District Planning Executive Panel, 25 July 2013.

- 5.3 Figure 5.1 shows the extent of Green Belt in the District and adjoining areas. This shows that apart from Buntingford, the towns of East Herts, and the adjoining towns outside the District, are all encircled by Green Belt.

**Figure 5.1: Green Belt**



- 5.4 Green Belt therefore acts as a policy constraint to development. Although important, national policy requires consideration of other factors, as shown in the box below:

**National Planning Policy Framework, Paragraph 84**

When drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary. [Emphasis added].

- 5.5 Whilst a new settlement beyond the Green Belt could be sustainable in NPPF terms, work on the Supporting Document has shown that a new settlement including the supporting infrastructure is very unlikely to be deliverable within the plan period. Therefore the towns are the most sustainable available locations for the early part of the plan.
- 5.6 The towns are the location of the majority of the shops and services, and the location of railway stations and existing infrastructure where it is possible to extend. Therefore a strategy which sought to direct development to locations beyond the Green Belt purely in order to avoid otherwise suitable locations adjacent to the towns would not comply with paragraph 84 of the NPPF.
- 5.7 For this reason the Council has undertaken a Green Belt Review to assess the current and potential future function of the Green Belt. This informs the Council's decisions in respect of whether any areas of Green Belt would be suitable for release to meet short and long-term needs.

**Green Belt Review**

- 5.8 The Review is available at [www.eastherts.gov.uk/technicalstudies](http://www.eastherts.gov.uk/technicalstudies). It consists of 6 parts as follows:

Part 1: High-Level Review  
Part 2: Detailed Site Assessment and Boundary Review  
Part 3: Major Developed Sites  
Part 4: Minor Boundary Amendments  
Part 5: Long Term Needs  
Part 6: New Green Belt

- 5.9 Part 1 of the Green Belt Review was presented to the District Planning Executive Panel on 3 October 2013, endorsed by the Executive on 5 November 2013, and agreed by Full Council on 11 December 2013.

- 5.10 Parts 2-6 of the Green Belt Review were presented to the District Planning Executive Panel on 3 December 2013 and agreed by Full Council on 11<sup>th</sup> December 2013.
- 5.11 Landscape character areas were used as a starting point in Part 1 to segment all the Green Belt in the district and create distinct assessment units. Given the very large extent of Green Belt, Part 2 used the shortlisted areas of search from the Supporting Document (summer 2012) to define the extent of the detailed review areas.
- 5.13 **Major Developed Sites (Part 3)** are locations which are washed over by Green Belt (and usually predated Green Belt designation) but where some limited development may be necessary in order to achieve defined objectives. Examples include employment areas and important pieces of infrastructure such as schools and waste water facilities. District Plan Policy GBR3: Major Developed Sites sets out the proposed policy approach these areas.
- 5.14 **Minor Boundary Amendments (Part 4)** result from improvements in mapping technology and are a matter of correcting minor anomalies. These are not of significance to the development strategy and will be reflected on the Policies Map in due course..
- 5.15 **Long-Term Needs (Part 5)** recommends deferral in respect of a designation of any safeguarded land inset from the Green Belt to meet longer term needs, until the development strategy clarifies the extent and location of long-term needs.
- 5.16 From the perspective of the development strategy, the proposed approach to broad locations in the Gilston Area (north of Harlow), North and East of Ware, and East of Welwyn Garden City is considered to provide for longer term needs and therefore there is no need for additional designation of safeguarded land.
- 5.17 In the shorter term, the development strategy contains sufficient flexibility in relation to housing supply. Safeguarded land can only be brought forward as part of a Local Plan review and therefore does not provide a suitable mechanism to adjust the short term housing supply.
- 5.18 Further detail in relation to policy approaches is contained in Section 6 below.
- 5.19 **New Green Belt (Part 6)** recommends deferral of any decision over new (compensatory) Green Belt until the development strategy, and the form of the development locations within it, is better known. Any broad locations within the development strategy will be subject to further work, including an updated Green Belt Review and at that stage it will be clearer how much land is to be released from the Green Belt. The Review will also establish the need, location, and amount of any compensatory Green Belt in order to deliver the development strategy.



- 5.20 From the perspective of the development strategy, the only area of new Green Belt which might be required in the longer term is in the Gilston Area north of Harlow, since any development in this location would be likely to puncture the existing Green Belt.

### **Green Belt Release**

- 5.21 Like all the technical studies prepared to support the emerging District Plan, the Green Belt Review only focuses on a narrow scope, and does not address the issue of housing need or other requirements. The Strategy Report therefore makes the strategic decision about which sites to release, driven especially but not exclusively by the NPPF housing requirements, which the Council's review of Planning Inspectorate reports and letters has shown is taken to form the very special circumstances needed to justify release as part of the plan-making process.
- 5.22 The source of evidence informing the decisions in terms of which sites to release is Part 2 of the Green Belt Review, which looks at detailed site assessments and boundary reviews. The decisions are set out in Table 5.2 below.

Table 5.2: Green Belt release

Location	Green Belt Review Part 2 - recommendations	District Plan - Strategic Decision
<b>Bishop's Stortford North</b>	With the exception of the Hoggate's Wood/Ash Grove Green Wedge, this area is safeguarded land inset from Green Belt. The existing Green Belt boundaries along the A120 and maintaining the Green Belt across the Green Wedge are appropriate.	No Green Belt release is necessary to bring forward an urban extension of 2,600 dwellings in this location. District Plan Policies BISH8 seeks to create a new County Park in the Green Wedge to complement the Green Belt status.
<b>Bishop's Stortford East</b>	The Golf course provides the main role of checking unrestricted sprawl. Retain the main Golf course as Green Belt and release the practice ground and links sites for development.	Release site from Green Belt to provide 150 dwellings to meet local housing needs. District Plan Policy BISH6: East of Manor Links.
<b>Bishop's Stortford South</b>	Green Belt plays an important role in maintaining the countryside character of the area. If release is necessary, strong boundaries would be provided by the road network, including the A1184/St James' Way, the B1259/Thorley Way, and Obrey Way.	Whilst acknowledging the openness of the countryside in this location, given the scale of housing need in the area this site is required in order to meet the requirements of Paragraph 47 of the NPPF. Release site from Green Belt to provide up to 1,000 dwellings to meet local housing needs. District Plan Policy BISH7: South of Bishop's Stortford.
<b>Hertford West</b>	South of Welwyn Road and west of Thieves Lane, woodland could provide a strong boundary. North of Welwyn Road, release as far as the ridgeline. Recommend release area of Green Belt containing Sele School and Hollybush School.	Release area west of Thieves Lane to provide 250 dwellings to meet local housing needs.  Release area north of Welwyn Road to provide 300 dwellings to meet local housing need. Boundary to extend west beyond recommended Green Belt Review boundary due to national housing requirements and level of projected need. Adequate buffers with Archers Spring can

Location	Green Belt Review Part 2 - recommendations	District Plan - Strategic Decision
		<p>be provided, and there is an extant permission for a golf driving range with 9m fence on this area. Landscape degraded by significant and prolonged off-road vehicle usage.</p> <p>Sele School and Hollybush School to be removed from the Green Belt and their open areas continue to be protected by Policy CFLR1 Open Space, Sport and Recreation.</p> <p>See also District Plan Policy HERT3: West of Hertford.</p>
<b>Hertford North</b>	Release of southern part of the area of search but avoid encroaching on Waterford Heath and Mole Wood. Protect the allotments with an open space designation.	Release area recommended in the Green Belt Review to address local housing needs amounting to 150 dwellings. See District Plan Policy HERT4: Land North of Hertford.
<b>Hertford South</b>	Release area west of Mangrove Road, including existing residential housing estate currently washed over by Green Belt and the field between this area and the edge of the town to the north. Land to the east of Mangrove Road should be retained owing to its role in safeguarding the countryside from encroachment, taking account of Balls Park, and preventing merging with Hertford Heath.	Release as per Green Belt Review to provide 50 dwellings towards meeting local housing need. See District Plan Policy HERT5: South of Hertford.
<b>Sawbridgeworth West</b>	North of West Road, release Leventhorpe school buildings but retain playing fields in the Green Belt. Release Mandeville School, playing fields, and adjacent field to the west as far as the stream but protect playing	Release area north of West Road for 100 dwellings to meet local housing needs – District Plan Policy SAWB2: Land North of West Road. Release land south of west road for 300

Location	Green Belt Review Part 2 - recommendations	District Plan - Strategic Decision
	fields from development by open space policy. South of West Road, the area west of Chalks Farm as far as the end of the row of houses along West Road serves Green belt purposes the least, but there are no strong potential boundaries. Protect West Road park/play area with open space policy. Retain all other areas in the Green Belt.	dwellings to meet local housing needs. See District Plan Policy SAWB3: Land to the south of West Road. Policy to include structural landscape belt to provide a soft edge and define the new Green Belt boundary.
<b>Ware North and East</b>	To the north, retain Poles Park (Nun's Triangle) in the Green Belt. The area to the north plays a role in maintaining separation with Thundridge and Wadesmill across the A10. Release smaller sites adjoining High Oak Road and Fanhams Hall Road. To the east of Ware, there is a potential new boundary along Wood Lane public footpath as far south as Widbury Hill.	To meet local housing needs, large urban extensions would be needed to the north and east of Ware. However, the Supporting Document identified a number of significant outstanding issues which would need to be resolved before development could be brought forward. To prevent piecemeal development of smaller sites, which would be likely to compromise comprehensive planning of a strategic urban extension in the long term, the whole area will be retained in the Green Belt until after a further Green Belt Review and subsequent Broad Locations Development Plan Document. See District Plan policies DPS4: Broad Locations for Development and WARE3: Land North and East of Ware.
<b>East of Welwyn Garden City</b>	Release of area north of Birchall Lane and west of Panshanger Lane. Panshanger Lane to the east would provide a firm Green Belt Boundary. Establish a landscape buffer around the edges of the woodland.	To meet housing needs including some of Hertford's unmet housing need, this area would be required for development. However, the Supporting Document noted a number of significant outstanding issues which would need

Location	Green Belt Review Part 2 - recommendations	District Plan - Strategic Decision
		to be resolved before development could be brought forward. Therefore the whole area will be retained in the Green Belt until after a further Green Belt Review and subsequent Broad Locations Development Plan Document. See District Plan policies DPS4: Broad Locations for Development and EWEL1: Land East of Welwyn Garden City.
<b>Gilston Area (north of Harlow)</b>	The area meets most of the 5 Green Belt purposes, and the existing Green Belt boundary along the northern edge of Harlow is strong. However, if this area is needed for development a further detailed Green Belt review would be required to look at establishment of a new inner Green Belt boundary. This would be dependent on an understanding of the scale and form of development in the area.	To meet housing needs including the unmet need from the rural area and also unmet housing need from Bishop's Stortford, this area would be required for development. However, the Supporting Document noted a number of significant outstanding issues which would need to be resolved before development could be brought forward. Therefore the whole area will be retained in the Green Belt until after a further Green Belt Review and subsequent Broad Locations Development Plan Document. See District Plan policies DPS4: Broad Locations for Development and GA1: Gilston Area.
<b>Villages</b>	See Green Belt Review Part 2 section 3.4 (page 18-19) for methodology. High Wych, Thundridge, Wadesmill and Watton-at-Stone considered to be only potential Group 1 villages capable of achieving 10% growth. However potential scale and extent of development in the Gilston Area (north of Harlow) and north of Ware is uncertain, and could impact the strategic gaps.	High Wych, Thundridge, and Wadesmill to remain in Green Belt as Group 2 villages but will be reassessed in relation to the Broad Locations in the Gilston Area and north of Ware respectively, as part of a subsequent Development Plan Document (see Chapter 6 below). Watton-at-Stone inset boundary to be

Location	Green Belt Review Part 2 - recommendations	District Plan - Strategic Decision
	Therefore no amendments proposed, except at Watton-at-Stone where inset boundaries should be changed to accommodate 10% development.	amended to accommodate development sites to achieve 10% growth at sites to the north. Retain school site to south within Green Belt.

## **6. Key Diagram and Policy Approaches**

- 6.1 Having established the location of future development, it is necessary to consider the main policy mechanisms by which the development strategy will be implemented. These are set out in the draft District Plan Key Diagram, reproduced at Appendix B. The Key Diagram is not itself policy but assists interpretation of the development strategy. The Policies Map contains the policy areas including policy designations, site allocations, and other policy requirements, and forms part of the statutory plan.

### **Green Belt and Rural Area Beyond the Green Belt**

- 6.3 Green Belt is shown in dark green on the Key Diagram. Green Belt is afforded national policy protection, supported by local policy protection in the District Plan (Policy GBR1: Green Belt). The District Plan development strategy establishes long-term Green Belt boundaries and enables the Council to prevent development proposals in inappropriate locations.
- 6.4 The District Plan uses Green Belt policy to continue to protect and strengthen the network of Green Fingers and Green Wedges in the settlements. These areas also add significantly to the quality of life within each settlement, through the provision of a Green Infrastructure network including both open space and wildlife habitats.
- 6.5 Rural Area Beyond the Green Belt is shown in cream on the Key Diagram. It is a local policy designation (Policy GBR2: Rural Area Beyond the Green Belt) and achieves similar objectives to Green Belt policy in those areas of the District not protected by Green Belt. This policy is an important part of the development strategy, because the openness of the countryside and the character of the historic towns and villages is an important part of the quality of life in the district. In turn this attracts a skilled workforce with a central role in the sub-regional economy.

### **Site Allocations**

- 6.6 Areas shown in red on the Key Diagram will be allocated for development. There is a specific policy for each site allocation within the draft District Plan, together with a site location plan. The boundaries of the allocation are shown on the District Plan Policies Map. At the scale of the Key Diagram it is not possible to show detail, and the site allocations
- 6.7 Site allocations are considered to be deliverable, starting development in the period 2016-2021, or in a few cases in the period 2021-2026. Site allocations have emerged through the Supporting Document as the best locations for development to meet national policy requirements in terms of housing need.



- 6.8 As explained above, the policies for site allocations provide a broad framework for consideration of planning applications but it is not within the scope of the District Plan to resolve all the planning issues, which can only be effectively achieved in the context of specific development proposals through the planning application process.
- 6.9 For each of the site allocations the proposed number of new homes is shown on the Key Diagram. The numbers are indicative and will be subject to further testing through the planning application process. The allocations in Bishop's Stortford may be lower depending on the location of additional secondary school capacity.
- 6.10 Two **Supplementary Planning Documents (SPDs)** are proposed for two large site allocations in Bishop's Stortford. These documents will address design and layout and a range of other factors. They will support policies within the District Plan. See Policies BISH7: South of Bishop's Stortford and BISH8: North of Bishop's Stortford.

### **Broad Locations for Development**

- 6.11 On the Key Diagram these are shown by an **orange star** surrounded by an ellipse to indicate the approximate area of focus for further investigation. There are three Broad Locations identified: North and East of Ware, east of Welwyn Garden City, and the Gilston Area located to the north of Harlow.
- 6.12 The main criteria used for selection of Broad Locations as opposed to Site Allocations relate to a number of factors as follows:
- **Availability of defined boundaries:** is a Green Belt Review combined with masterplanning necessary to establish the extent of development?
  - **Infrastructure:** are there major pieces of infrastructure required, for example, new roads or significant improvements to primary routes outside the development area?
  - **5 year land supply:** there is not the necessity to bring forward development in this location within the first five years to meet the NPPF's requirement to identify a five year housing supply;
  - **Cross-boundary working:** is it likely that partnership working with neighbouring local planning authorities will be necessary in order to secure a suitable policy framework?
- 6.13 It can be seen from this that scale alone does not necessarily dictate a broad location approach. For example, two large allocations are proposed to the north and south of Bishop's Stortford. Whilst it is unlikely that all the infrastructure issues can be resolved by the District Plan, at the present stage in the process there appear to be a good prospect that the issues can be resolved through subsequent planning stages. For both these locations an SPD is proposed to enable further testing of the mix and layout of development.

**Table 6.1: Assessment of Site Allocations versus Broad Locations – based on largest potential development areas**

<b>Location and number of dwellings</b>	<b>Availability of defined boundaries</b>	<b>Infrastructure</b>	<b>5 year land supply</b>	<b>Cross-boundary working</b>	<b>Conclusion</b>
Bishop's Stortford North (2,350-2,600)	Clearly defined	Mostly local – Little Hadham bypass desirable as part of the management of the primary route background flow.	Yes	No	Site Allocation
Bishop's Stortford South (750-1,000)	Clearly defined		Yes	No	Site Allocation
West of Hertford (550)	Mostly clearly defined by woodland boundaries	Small-scale infrastructure	Yes	No	Site Allocation
North and East of Ware of Ware (200-3,000)	No clear boundaries – requires masterplanning and Green Belt Review	Possible northern link road and major new sewer	A small part could be delivered but this would jeopardise a comprehensive approach.	No	Broad Location
Gilston Area (north of Harlow) (5,000-10,000)	No clear boundaries – requires masterplanning and Green Belt Review	New bridges across the river Stort, sub-regional transport infrastructure	No – infrastructure lead-in times	Yes	Broad Location
East of Welwyn Garden City (1,700)	Clearly defined	Potential works to the A414 corridor through Hertford	No – infrastructure lead in times and prior mineral extraction	Yes. Potential enlargement of plan area if Welwyn Hatfield Council brings forward adjacent land	Broad Location

- 6.14 At the Broad Locations the principle of development is accepted, but a significant amount of further work is required before the District Council is ready to accept planning applications. A Broad Locations **Development Plan Document (DPD)** will address development at each of the three locations. Each of the Broad Locations will remain in the Green Belt until such time as the District Council adopts the DPD.
- 6.15 The DPD is essentially a Local Plan focused on a specific area. The range of issues to be addressed by the DPD is set out in the following policies:
- DPS4: Broad Locations for Development
  - WARE3: Land North and East of Ware
  - EEWL1: Land East of Welwyn Garden City
  - GA1: Land in the Gilston Area
- 6.16 Examples of the key issues which will be a focus for the DPD include: transport, Green Belt boundaries, social infrastructure including schools, design and masterplanning, financial viability, housing quantum, mix and housing needs, and other cross-boundary strategic issues. A range of dwellings for testing is provided in the relevant policies.

## Villages

- 6.17 There are three proposed village groups, two of which are shown on the Key Diagram.
- **Group 1 Villages** are shown as orange dots with a black dot in the centre. These are the larger villages with a wider range of services and facilities<sup>8</sup>. These villages will accommodate at least 250 new homes, spread across the villages. Each village will need to accommodate at least a 10% increase in housing stock (based on the 2011 Census) over the 15 year period between 1<sup>st</sup> April 2016 and 31<sup>st</sup> March 2031 (draft District Plan Policy VILL1).
- Parish Councils will be encouraged to produce neighbourhood plans covering each Group 1 village, which should allocate land for housing. Where monitoring shows a shortfall in the number of homes coming forward through neighbourhood planning during this period, then this will trigger a requirement for the District Council to identify specific sites for housing through a review of the District Plan (see draft District Plan Policy VILL4).
- **Group 2 Villages** are generally smaller villages where limited infilling (up to five dwellings on each site) and other uses may be

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<sup>8</sup> Where there are particular environmental and educational constraints then villages which would normally be considered Group 1 have been classified as Group 2.

permitted. No specific housing requirement has been identified for these villages.

- **Group 3 Villages** are generally amongst the smallest in East Herts, with a poor range of services and facilities. Development in these villages, other than that appropriate in the Green Belt and Rural Area Beyond the Green Belt, would be unsustainable.

### **Non-residential land uses**

- 6.18 The development strategy ensures that residential development is supported by a range of other uses. A range of symbols are shown on the Key Diagram to indicate non-residential land uses.
- 6.19 The symbols are shown indicatively within the broad area because it is not possible to identify the exact location of new employment areas within a development area: this will be addressed through either masterplanning in support of a planning application, through an SPD or through a DPD in the case of the Broad Locations.
- 6.20 New primary and secondary schools are indicated by blue circles containing a **P** and **S**. In Bishop's Stortford the District Plan provides a flexible approach to resolution of the search for a suitable location for a new secondary school. Representing this, three potential school sites are shown with a white circle containing an S.
- 6.21 New employment areas are shown as **purple stars**, and new district centres are shown as **yellow stars**. A district centre is expected to include local shops and a range of other facilities intended primarily for the use of residents of the new development in the site in which the centre is situated. New employment areas are likely to be no larger than 3-4 hectares. Design and layout will be addressed further either through planning applications, SPDs, or the Broad Locations DPD.

### **Other symbols**

- 6.22 The Key Diagram shows three further symbols which are not specifically part of the District Plan but are nevertheless shown because they have an impact on the overall strategy and approach.
- 6.23 The first of these is internationally designated wildlife sites, also known as European Sites, which are governed by the Habitats Regulations Directive. These are shown as **HR** on the Key Diagram. These are located at Epping Forest, Broxbourne Woods, and in the Lea Valley. These are shown because further work will be needed through the Broad Locations DPD in order to assess the impact of air quality and mitigation measures to ensure no deterioration in the sites.
- 6.24 The second is the Harlow Enterprise Zone, shown as **EZ** on the Key Diagram. The Enterprise Zone is important because it is a key part of

the regeneration strategy for Harlow and will be an important influence on the strategy for the Broad Location in the Gilston Area. For example, the capacity of the local transport network and options for local employment opportunities will be influenced by the Enterprize Zone.

- 6.25 Finally, the Key Diagram also indicates three significant highways schemes, including the Little Hadham Bypass, A602 improvements, and improvements to the A414 through Hertford. These are shown as thick black lines. The Little Hadham Bypass and the A602 both feature prominently in Hertfordshire County Council's Local Transport Plan and are the subject of funding bids. They are supported by East Herts District Council. The A414 through Hertford is known to contain a number of pinch points and improvements to the A414 are considered to be an important strategic issue for the plan. All three schemes are expected to feature in the Infrastructure Delivery Plan to be prepared during 2014 to support the District Plan.

## **7. Duty to Co-Operate**

- 7.1 The 'Duty to Co-Operate' is contained within the Localism Act 2011 and embedded within the National Planning Policy Framework. The Duty is a legal requirement for local planning authorities to work with other public bodies to their mutual benefit (NPPF paragraphs 178-9). The duty applies particularly to strategic priorities including the homes and jobs needed in an area, infrastructure provision as set out in Paragraph 156 of the NPPF. The main requirements of the duty are set out in the box below:

#### **National Planning Policy Framework**

##### **Paragraph 179**

Local planning authorities should work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans. Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas – for instance, because of a lack of physical capacity or because to do so would cause significant harm to the principles and policies of this Framework.

##### **Paragraph 182**

A local planning authority should submit a plan for examination which it considers is “sound” – namely that it is:

Positively prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development...

[Emphasis added]

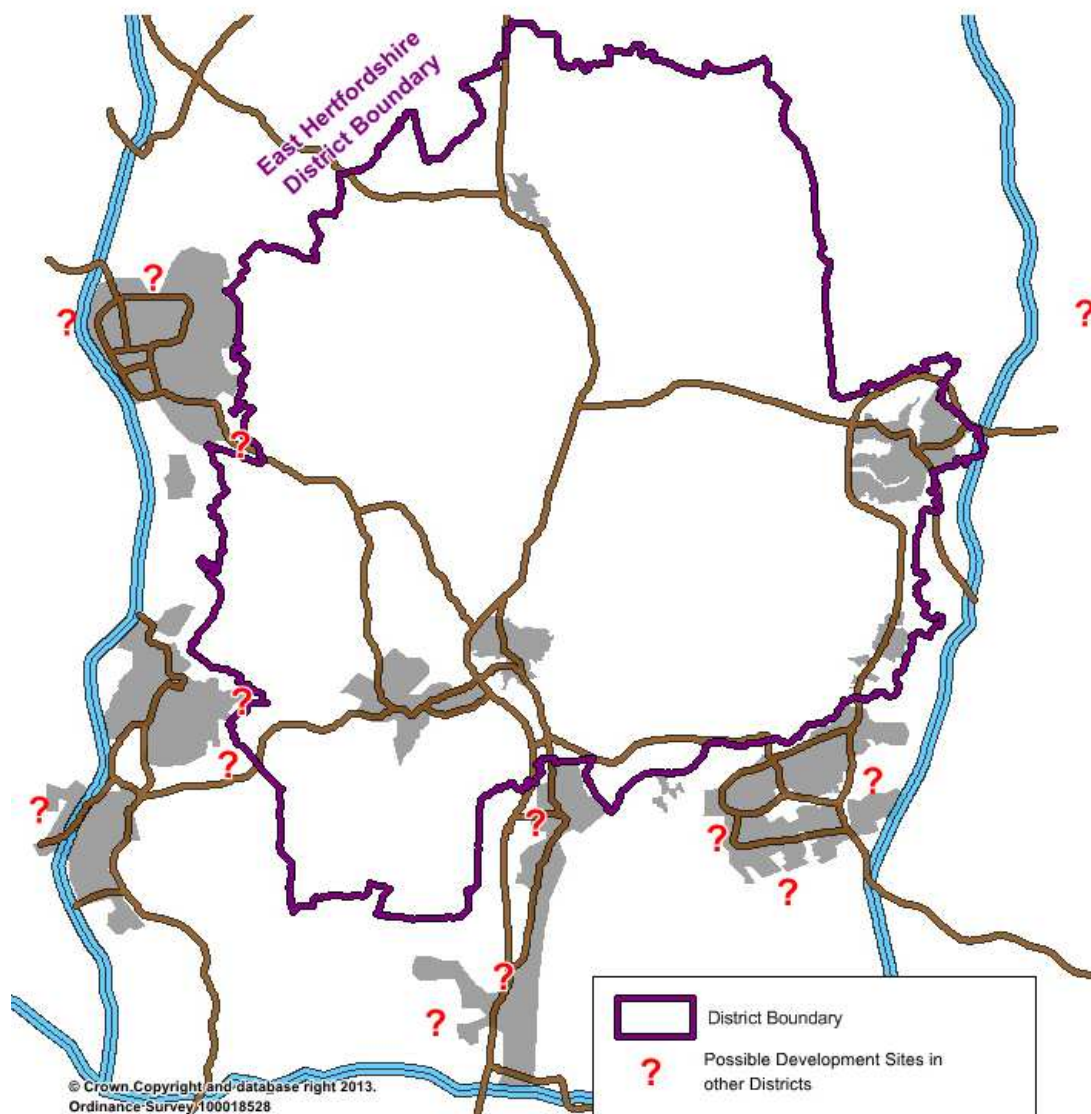
- 7.2 There are two main practical aspects to the Duty to Co-Operate: process and outcomes. **Process** refers to constructive engagement, to actively understand the needs and aspirations of other public sector bodies. **Outcomes** refers to the need to actually achieve a practical way forward, as part of the positive planning approach set out in paragraph 182 of the NPPF. In relation to the outcomes test, Paragraph 182 makes clear that the outcomes and expectations must be reasonable and consistent with achieving sustainable development.

## **Cross-boundary strategic issues**

- 7.3 Whilst the duty applies to a range of public sector bodies, for this early stage in preparation of the District Plan, East Herts Council has had particular regard to cross-boundary issues involving all the neighbouring local planning authorities.
- 7.4 East Herts strategy selection process has been specifically designed to take account of strategic cross-boundary issues. Chapter 4 of the Supporting Document includes a review of the main cross-boundary issues where there are nearby areas of search – at Harlow, Stevenage, Hoddesdon, and at Welwyn Garden City. This information was distributed for comment in September 2012 to all the adjoining local planning authorities and also to officers at Hertfordshire County Council.
- 7.5 A challenge for all Local Plans is to understand development proposals in adjoining districts. At present none of the adjoining districts has a recently adopted Local Plan, and each is at a different stage in preparation of its plan. Figure 7.1 illustrates the location of the main options which appear to be under consideration by adjoining local planning authorities at the current time:



**Figure 7.1: Possible development areas in adjoining districts.**



## Member-Level Meetings

- 7.6 Member-level meetings with the relevant portfolio holders of all the neighbouring authorities have been undertaken at this stage. These meetings identify the major cross-boundary issues. Notes of all the Member meetings have been agreed with all parties and are available on East Herts Council's website at [www.eastherts.gov.uk/dtc](http://www.eastherts.gov.uk/dtc).
- 7.7 A brief summary of the main cross-boundary strategic issues at Preferred Options stage is provided below. The review indicates how

East Herts Council is seeking to achieve positive outcomes through the draft District Plan.

### **Broxbourne Borough Council**

- 7.8 Portfolio holders and officers met on 29 November 2013 (see meeting note). It is agreed that development in the strategic gap between Hoddesdon and Ware is not appropriate. This was reflected in Chapter 4 of the Supporting Document in summer 2012, when area of search 63: North of Hoddesdon was discounted from further assessment.
- 7.9 The development strategy takes account of the concerns raised by Broxbourne Council in relation to impacts on the A10. East Herts Council acknowledges that a significant proportion of residents and businesses in the broad locations in the Gilston Area (north of Harlow) and north and east of Ware are likely to use the A10 southbound.
- 7.10 Draft District Plan Policy DPS4: Broad Locations for Development takes account of concerns about the impact on the A10, to enable thorough testing and further investigation of mitigation measures through further work on a Broad Locations DPD.

### **Epping Forest District Council**

- 7.11 Portfolio holders and officers met on 21 October 2013 (see meeting note). Epping Forest Council is concerned about the potential impact of strategic development in the Gilston Area (north of Harlow) on air quality in Epping Forest Special Area of Conservation (SAC). These concerns echo the concerns of Natural England. Other concerns relate to access to Junction 7 of the M11 and the additional impact that strategic development in the Gilston Area (north of Harlow) could have, as part of the cumulative impact of growth across the area.
- 7.12 The draft District Plan addresses this issue through the policy mechanism of the Broad Locations DPD, which will enable further consideration of the air quality and transport network issues.

### **Harlow District Council**

- 7.13 Portfolio holders and officers met on 23 September 2013 (see meeting note). The main issue discussed related to the aspirations of Harlow Council to promote regeneration through growth of the town to the north into East Herts District. Harlow Council believes that the benefits of growth to the north go include critical mass and a transformation of the image of Harlow, as set out in their recent study on the link between regeneration and growth<sup>9</sup>.

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<sup>9</sup> Harlow Future Prospects Study: Linking Regeneration and Growth (Nathaniel Lichfield and Partners, August 2013)

- 7.14 Harlow Council supports large scale growth provided that the necessary supporting infrastructure is in place. Most significantly, this refers to the transport infrastructure, as the Council has concerns about existing and future congestion within the town. The Council supports a new A414-M11 Junction 7a northern bypass to alleviate pressure on the town, although it acknowledges that it is unclear how such a road could be funded.
- 7.15 Harlow Council's concerns are one of the reasons why a large urban extension to Sawbridgeworth is not being taken forward through the East Herts District Plan<sup>10</sup>. A strategic extension west of Sawbridgeworth would preclude the development of an urban extension to Harlow north of the Stort valley because of coalescence between development in both strategic development areas.
- 7.16 The Draft District Plan addresses Harlow Council's aspirations and concerns. The Broad Locations DPD will mean that further assessment of the highways and infrastructure impacts can be undertaken, to address Harlow Council's concerns about the impact of the additional traffic on Harlow's congested highways network, and to properly assess the feasibility of a northern bypass to the M11.
- 7.17 Further consideration will need to be given to the issue of unmet housing need in response to the SHMA update prior to submission of the District Plan.

#### **North Herts District Council**

- 7.18 Portfolio holders and officers met on 24 April 2013 (see meeting note). The main cross-boundary strategic issue relates to the growth of Stevenage. North Herts Council has previously rejected co-operation with Stevenage in relation to the area of the Stevenage and North Herts Area Action Plan (SNAP) for a large urban extension north and west of Stevenage. However, in light of the Duty to Co-Operate and national requirements in relation to objectively assessed housing need for its own area it may be that North Herts Council will wish to review its own position. A further meeting will be sought at portfolio holder level to clarify the current position.

#### **Stevenage Borough Council**

- 7.19 Portfolio holders and officers met on 30 June 2013 (see meeting note). At this meeting Stevenage Borough Council explained that its preferred strategy was one of self-containment, since North Herts Council had withdrawn its support for SNAP (see above). Stevenage Borough Council is seeking to meet its housing needs to 2031 within its own administrative boundaries. Given the experience with SNAP, the

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<sup>10</sup> Other reasons relate to the difficulty of integrating large-scale development west of Sawbridgeworth into a sustainable and self-contained development.

Council is reluctant to proceed with a plan that relies on a neighbouring authority.

- 7.20 Although not specifically requested to by Stevenage Borough Council, East Herts Council undertook a review of the potential for an urban extension of up to 5,000 dwellings east of Stevenage as part of the assessment of 69 areas of search through the Supporting Document (see Chapter 4: Places, area of search no. 60).
- 7.21 The review in the Supporting Document concluded that a large urban extension in this location was not appropriate because a) the area was remote from the transport network of the railway station, A1(M), main employment areas including Gunnel's Wood, and the town centre, and b) because of the impact on the Beane valley, which the landscape character assessment demonstrates is of a particularly remote and tranquil nature.
- 7.22 In both these aspects the area east of Stevenage compares unfavourably with the proposed broad locations in the Gilston Area (north of Harlow) and east of Welwyn Garden City, which are better located and in the case of Welwyn, of significantly less landscape impact.
- 7.23 East Herts Council acknowledges that beyond 2031 Stevenage is tightly constrained by its administrative boundaries. However, East Herts Council's conclusions from the Supporting Document remain valid in relation to strategic scale development. East Herts Council believes that in relation to Paragraph 182 of the NPPF that a large urban extension east of Stevenage is not reasonable or consistent with achieving sustainable development.
- 7.24 For this reason further meetings will be sought in the near future in order to understand the willingness of North Herts Council and Stevenage Council to consider long term options for development to the north and west of Stevenage.

#### **Uttlesford District Council**

- 7.25 Portfolio holders and officers met on 28 October 2013 (see meeting note). The main cross-boundary issues relate to transport and economic development. These issues were addressed in the Supporting Document Chapter 4: Places within the section on Bishop's Stortford.
- 7.26 Uttlesford Council's latest emerging Local Plan proposes substantial development at Elsenham and also in the A120 corridor including Great Dunmow. Combined with development put forward in Bishop's Stortford through the draft East Herts District Plan, the cumulative impact on the strategic and local roads in the area is likely to be considerable. The Highways Agency has also drawn attention to the

impacts on Junction 8 of the M11, which serves both Districts and Stansted Airport.

- 7.27 To address this, both District Councils are continuing to work with Essex and Hertfordshire County Councils and with the Highways Agency to explore potential mitigation measures. East Herts Council's Delivery Study in 2014 will contribute to an understanding of the financial viability of mitigation measures.
- 7.28 In terms of economic development, both District Councils have agreed that development is likely to increase the prosperity of both districts, subject to the transport impacts noted above. East Herts Council does not object to the proposed large extension of the employment area at Stansted Airport, which would address the needs of different types employment uses (particularly transport and logistics based businesses) to those of the smaller employment areas within Bishop's Stortford.

### **Welwyn Hatfield Borough Council**

- 7.29 Portfolio holders and officers met on 30 November 2012. A second-round meeting was held on 4 December 2013. Notes of both meetings are available on East Herts Council's website. The main issues relate to the potential urban extension to the south and east of Welwyn Garden City.
- 7.30 East Herts Council proposes a mixed-use urban extension to Welwyn Garden City, including a Secondary School, a small employment area, and a neighbourhood centre. The secondary school would serve to meet educational needs not only within the urban extension but potentially also elsewhere within Welwyn Garden City.
- 7.31 At a recent meeting Welwyn Hatfield Borough Council confirmed that an urban extension east of Welwyn Garden City would be consistent with the Borough Council's identification of the area as a site for Potential Expansion identified in the Borough Council's Core Strategy consultation in November 2012.
- 7.31 Both Councils have discussed the approach to a Broad Locations DPD, and Welwyn Hatfield Council has indicated that it considers this approach to be acceptable. There is the potential to expand the scope of the DPD, should Welwyn Hatfield Council decide to bring forward development on land owned within the locality within Welwyn Hatfield Borough. The DPD approach would allow the transport issues to be investigated further.
- 7.32 The Borough Council is still assessing its level of housing need, but believes that it may be unable to accommodate all of its housing needs within its administrative area. East Herts Council will need to give

further consideration to this issue once the Borough Council has confirmed its level of housing need and available sites.

### **Other Public bodies**

- 7.33 East Herts Council has worked closely with a wide range of public bodies, including the Environment Agency, English Heritage, the Highways Agency, Natural England, all of which have commented on emerging positions and site options before consultation on the draft District Plan, and these comments have been taken into account in formulating the draft policies.
- 7.34 The District Council has worked very closely with Hertfordshire County Council. In response to a request from East Herts Council for input to the preferred options, Hertfordshire County Council presented update reports on transport and schools.
- 7.35 Hertfordshire County Council Minerals and Waste Authority has commented on the original 69 areas of search and helped to refine and reduce the original list into a shortlist (summer 2012).
- 7.36 A draft of the Key Diagram has been discussed with an officer from the Local Enterprise Partnership (LEP) during summer 2013.
- 7.37 Regular meetings have been held and are ongoing with the East Herts Association of Town and Parish Councils (EHATPC).
- 7.37 Going forward, there are a number of emerging mechanisms for further consideration of cross-boundary issues as follows:
- East Herts Council is a Member of the Hertfordshire Infrastructure and Planning Partnership (HIPP);
  - The Hertfordshire Duty to Co-Operate Memorandum of Understanding, which has been endorsed by East Herts Council;
  - Continued engagement with Essex authorities including Harlow, Epping Forest, and Uttlesford, as well as Essex County Council and Hertfordshire County Council, through the established officer-level meetings;
  - Round 2 Member-level meetings;
  - Engagement through the Local Enterprise Partnership and the Local Nature Partnership.

### **Other Duty to Co-Operate Issues**

- 7.38 East Herts Council is currently undertaking a Gypsy and Traveller Needs Assessment which will address the issue of cross-boundary needs with adjacent local planning authorities before submission of the plan to the planning inspectorate examination in public.

- 7.39 The Council is also participating in further work with the Highways Agency in relation to Route-Based Strategies to explore the impact of development on the motorway network.

## **8. Conclusions and Next Steps**



- 8.1 The Interim Development Strategy Report has sought to demonstrate how the main components of the development strategy are intrinsic to production of a sound plan. A checklist of requirements is provided in the National Planning Policy Framework, as shown in the box below. This final chapter draws on the information provided in this report to demonstrate how the draft District Plan is making good progress towards achieving a sound report from the Planning Inspectorate.

**National Planning Policy Framework, Paragraph 182**

The Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. A local planning authority should submit a plan for examination which it considers is “sound” – namely that it is:

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

- 8.2 This chapter seeks to address each of the requirements above and show how the Council is working towards achieving these prior to submission of the District Plan, anticipated late in 2014.

**Positively Prepared**

- 8.3 Chapter 4 of this report has demonstrated that the plan is based on a strategy which seeks to meet objectively assessed development requirements for the district. The contingency in the housing numbers within the plan, approach to Broad Locations for development provides some flexibility. There is a positive strategy for each settlement and Broad Location set out at the start of the relevant section within the District Plan. These show how the strategy will move forward into implementation stage.

- 8.4 Chapter 7 showed how East Herts Council has worked with adjoining Authorities to understand their emerging plans and their housing and other needs. Further consideration will need to be given to the issue of unmet housing needs prior to submission of the plan for examination in public.
- 8.5 The approach to Broad Locations is considered both positive and pragmatic, in that it acknowledges the principle of development but also recognises the concerns expressed by the transport authorities, which are likely to require a considerable amount of further investigation. The proposed DPD is necessary given the need for a clear process to manage development in the future.
- 8.6 The plan presents a framework for collaborative working and encourages opportunities to do so. Production of the DPDs and SPDs at the appropriate sites will involve collaborative working with a range of stakeholders including landowners and developers, Town and Parish Councils, and key stakeholders. The approach to the villages provides an important and substantive opportunity for Parish Councils to identify appropriate development locations and to draft suitable local policies, for example relating to design, to raise the quality of development.
- 8.7 The Council considers that the approach to the spread and distribution of development is positive. Although unlikely to be universally popular, the strategy recognises the level of housing need cannot be met within the urban areas of the settlements and plans accordingly. Therefore the strategy includes release of a substantial amount of Green Belt land in the most sustainable locations in order to build communities to meet the needs of the future.
- 8.8 The plan has been prepared on a robust evidence base which has been shared with all the adjoining planning authorities from an early stage.

#### **Justified**

- 8.9 The approach to the areas of search through the Supporting Document was explained in Chapter 2. All 69 areas were subject to rigorous assessment before the shortlist of options was agreed for further assessment in the later stages of plan-making. The stepped approach is a pragmatic and proportionate approach to addressing a very large number of development options. The approach was endorsed by independent sustainability experts prior to commencement of the assessment.
- 8.10 The Council recognises that plan-making is part of an end-to-end planning process and therefore the amount of detail which can be brought to bear at the level of the development strategy is limited.

- 8.11 The Sustainability Appraisal outlined in Chapter 2 has assessed all the reasonable alternatives before finalisation of the draft plan.

### **Effective**

- 8.12 The provision of a broad range of sites of different sizes and types ensures that there is flexibility in the plan. In the event that there are unforeseen deliverability challenges at particular sites, the strategy is sufficient flexible to accommodate this.
- 8.13 Paragraph 47 of the NPPF makes a distinction between deliverable sites (year 1-5) and developable sites (years 6+). It is to be expected that there is less certainty in the later stages of the plan.
- 8.14 East Herts Council has engaged the Advisory Team for Large Applications (ATLAS) to provide deliverability advice. ATLAS has advised that a degree of uncertainty is inevitable in long-term and strategic scale planning. The task of the District Plan is therefore to provide a framework within which uncertainty can be managed. Given the challenges around transport in particular, the approach to Broad Locations plus a DPD is a suitable policy approach to balancing the requirements for a positive approach with concerns of transport authorities and others in relation to the practicalities of delivery.
- 8.15 The Council itself cannot implement the strategy, but is reliant on willing landowners and developers. All the sites and broad locations proposed in the plan have a willing landowner, and in most cases there are already agreements between the landowner and developers to deliver development. Therefore it is realistic to expect that there are reasonable prospects that building can happen to the timeframe set out in the plan.
- 8.16 East Herts District Council has a clear and transparent process for engaging with adjoining local planning authorities. The Council has given careful consideration to the issue of unmet housing need, taking account of the constrained administrative areas of some neighbours, but also being realistic in terms of how much land can realistically come forward within East Herts over the plan period. Given the flexibility within the strategy, further consideration of this issue will be needed prior to submission of the plan for examination.

### **Consistent with National Policy**

- 8.17 The stepped approach of the Supporting Document has meant that the Council has addressed all the social, economic, and environmental requirements of the NPPF. This has been supplemented by technical studies in those areas requiring additional evidence.

- 8.18 The Council has carefully studied the interpretation of the NPPF as it emerges from the Planning Inspectorate<sup>11</sup>. This information has been used to steer the strategy selection process, and ensure that the plan meets the top-down requirements of national policy.

### **Next Steps**

- 8.19 The draft District Plan is based on a significant amount of research and input both by Members of East Herts Council, officers, and a wide range of other stakeholders who have given up significant amounts of time to provide their inputs to the plan. However, the unveiling of the draft plan is only the start of the process.
- 8.20 Following a 12 week consultation, the Council will need to undertake a considerable amount of further work and further checks prior to submission of the plan to the Planning Inspectorate. In particular, a major area for further work is the area of infrastructure planning, viability testing and delivery. This will involve close working and further input from developers and their consultants, in particular in relation to masterplanning, transport and viability matters.
- 8.21 There will also be the need to continue to work constructively and positively with local communities, neighbouring local planning authorities and other public sector agencies to achieve a satisfactory development strategy and sound plan.
- 8.22 Finally, prior to examination the plan will need to comply with legal and procedural requirements in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. The draft District Plan consultation will be carried out in accordance with Regulation 18. The submission consultation in early 2015 will be carried out in accordance with Regulation 19.

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<sup>11</sup> See Review of Planning Inspectorate Reports and Letters, [www.eastherts.gov.uk/strategyreport](http://www.eastherts.gov.uk/strategyreport)

# **Appendix A**

## **Strategy Worksheet**

Available at [www.eastherts.gov.uk/strategyreport](http://www.eastherts.gov.uk/strategyreport)  
and also as an Appendix to the draft District Plan

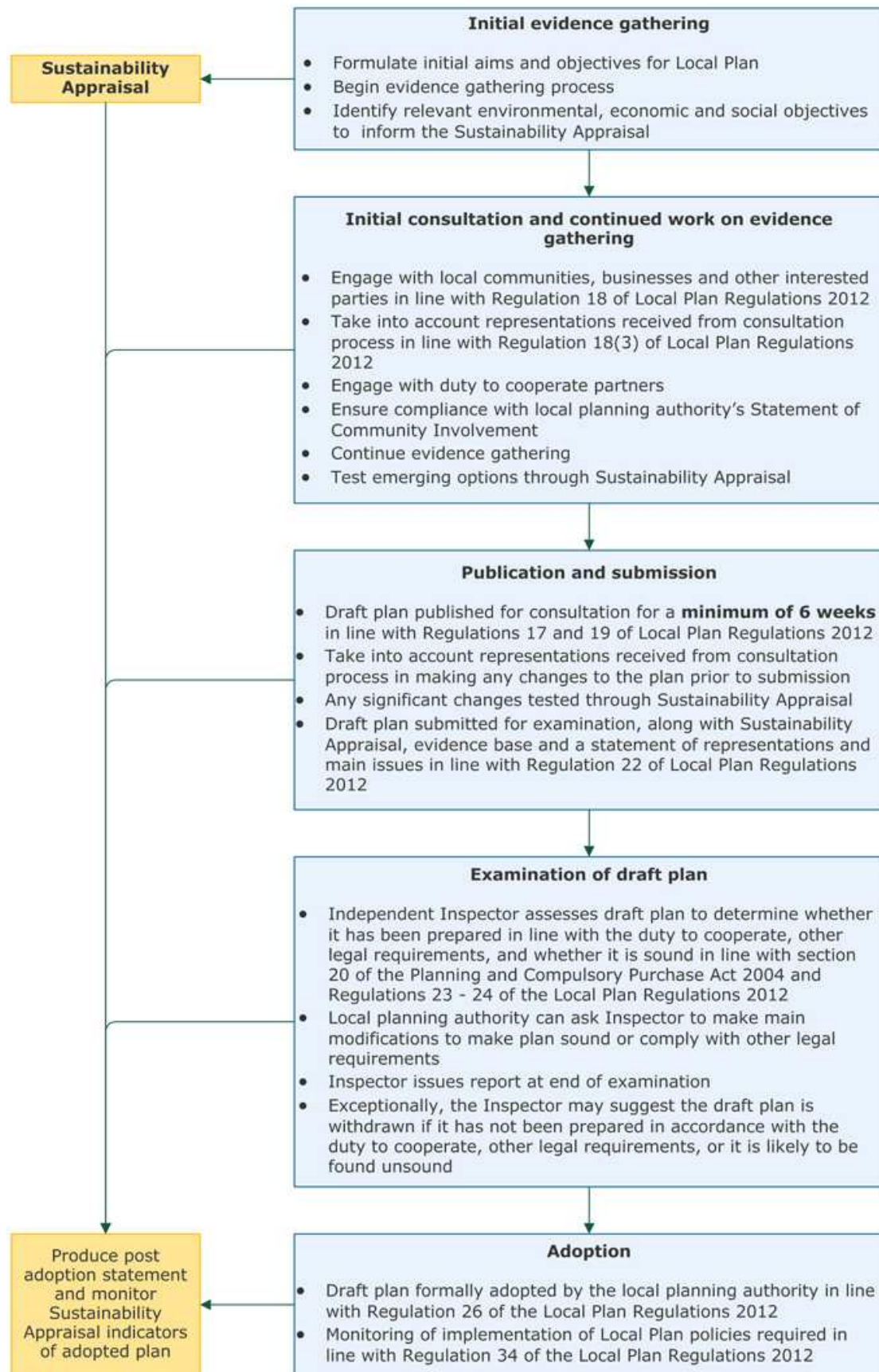
# **Appendix B**

## **Key Diagram**

Available at [www.eastherts.gov.uk/strategyreport](http://www.eastherts.gov.uk/strategyreport)  
and also as an Appendix to the draft District Plan

# **Appendix C**

## **Process Diagram**



Source: National Planning Practice Guidance  
(Beta Test Version, August 2013)



## **Appendix D**

### **Phasing of Development at Broad Locations**

### Gilston Area (Broad Location)

Year	11-16	16-21	21-26	26-31	31+
14-15					
15-16	Adopt District Plan DPD				
16-17					
17-18					
18-19					
19-20		Adopt Broad Locations DPD			
20-21					
22			50		
23			150		
24			350		
25			350		
26			350		
27				350	
28				350	
29				350	
30				350	
31				350	
32					350
33					350
34					350
35					350
36					350
5 yr period		0	1250	1750	1750
Cumulative			1250	3000	4750

### North and East of Ware (Broad Location)

Year	11-16	16-21	21-26	26-31	31+
14-15					
15-16	Adopt District Plan DPD				
16-17					
17-18					
18-19					
19-20		Adopt Broad Locations DPD			
20-21					
22			50		
23			150		
24			200		
25			200		
26			200		
27				200	
28				200	
29				200	
30				200	
31				200	
32					200
33					200
34					200
35					200
36					
5 yr period		0	800	1000	800
Cumulative			800	1800	2600

## East of Welwyn Garden City (Broad Location)

Year	11-16	16-21	21-26	26-31	31+
14-15					
15-16	Adopt District Plan DPD				
16-17					
17-18					
18-19					
19-20		Adopt Broad Locations DPD			
20-21					
22			minerals extraction & restoration		
23					
24					
25					
26					
27					
28					
29				50	
30				150	
31				250	
32					250
33					250
34					250
35					250
36					250
5 yr period		0	0	450	1250
Cumulative			0	450	1700

# **Appendix E**

## **ATLAS Note on Build Rates**

## Notes on Build out rates from Strategic Sites (July 2013)

- There will be many influences on a forecast housing trajectory from a strategic site. It will essentially be dictated by the rate of sales that the site's developers want and are able to achieve in light of site conditions, business strategies and wider market demand.
- These notes are focussed on greenfield urban extension/new settlement type projects as opposed to inner urban high density flat/apartment type schemes which have particular build and purchaser considerations. The key influences on greenfield sites include:
  - The location, nature and scale of the site, as well as its layout and phasing approach. This will influence how many separate housebuilders could be on site at any one time;
  - The scale of demand within the wider housing market, General economic conditions such as job security and job mobility, and general consumer confidence about buying/moving, as well as mortgage availability;
  - The business strategy and physical capacity of the homebuilder, Each housebuilder would build out units at a rate that fits their business plan, and short/long term approach to their strategic land portfolios; and
  - The type and variety of products, pricing, and extent of competition from other properties for sale both within the site itself and wider geographic area.
- A large site would typically involve multiple developers who would be active at any one time. The precise number of active sales outlets at any one time could vary, but would typically start with a few (especially when creating a new 'place') and increase over time to a steady state. How many active outlets exist on one site will vary depending on the influences set out above. For well established sites in strong areas this could get as high as 10-15. Some of the larger national builders can even operate more than one outlet off a single site, and running these as entirely separate construction and sales outlets under different brands or aimed at different market segments.
- As the number of separate sales outlets grow, the overall build rate will increase. However, doubling the size, the number of outlets or the number of developers may not directly lead to a doubling of the build rate. Ultimately, there will be a finite number of purchasers able and willing to purchase properties in any particular geographic location irrespective of the degree of range and choice of product that can be made available.
- Recent activity has seen developers limiting the number of unit completions from a single outlet to around 30 units per annum, as this allows them to sustain quality and prices and reduce prelim costs by having a single site team. When the market was stronger the figure may have been more within the 40-50 range. Whether the market goes back to these levels is debatable. Recent annual reports from the housebuilders have talked about a focus on

“margin not volume” and they appear to now take a more measured approach to new supply. However, this approach could change in light of anticipated increase in demand due to measures in the 2013 Budget such as Help to Buy, and the ongoing role of Funding for Lending to stimulate greater bank lending and mortgage availability.

- Our experience indicates that developers and promoters often tend to overstate trajectories and underestimate the timescales required to bring sites forward. Forecasts could be based upon an ambitious “best case scenario” and/or presented in a positive way to fit to Local Authority land/housing supply needs and aspirations. Care is needed to independently verify whether forecast trajectories would be realistic.
- There is available evidence of large site build out rates to enable a considered and reasonable position to be adopted. Current evidence suggests that annual completions on any one site have very seldom gone higher than 500 units pa even under very strong market conditions.
- It is impossible to provide a standard average rate, but evidence would suggest that forecast trajectories for the very largest sites (say 4,000 units+) may be in the range of 300-500 units pa, and for the smaller strategic sites could be more in the range of 150-300 units pa.
- Some specific examples are set out below and in the table at the end of this document.

### **East of England Research**

- A useful research study by Colin Buchanan in 2005 provides a good overview of the progress of large sites (over 1,000 units) across the East of England from 1980 to 2005. This research was commissioned by Countryside Properties and investigated the length of time required to obtain planning permission and begin construction, the time required to fully develop sites, and the maximum delivery rates at specific locations.
- The research showed a very varied picture. The best performing site was Chafford Hundred in Thurrock which peaked at 677 units in 2002/03, albeit the average over that development’s lifetime was only 300 pa. Cambourne peaked at 620 units in 2003/04 with an average of 243 pa.
- The report concluded that the overall rate of development from strategic sites overall was only around 200 dwellings per annum across all the identified individual sites.

### **Broughton Gate, Milton Keynes**

- MK has several large expansion areas that have been building out over recent years and will continue to going forward. It’s Core Strategy was examined in July 2012, with Inspectors Report issued May 2013. Information on trajectories for strategic sites was produced for and debated at the Examination.
- Of particular note, the Broughton Gate (and adjoining Brooklands) strategic sites with a combined total of 4,000 units, showed average

annual completions of 248 pa with a peak of **439 pa**, when there were 15 active outlets on site. Future forecasts set out a peak of max 400 pa.

### **The Wixams, Bedford**

- Wixams is a planned new settlement of 4,500 units being built on the former Elstow Storage Depot, straddling the Borough boundaries of Bedford and Central Bedfordshire Council areas. The proposals comprise of four new interlinked villages, each retaining its own local village character and feel.
- Gallagher Estates are the master developers for the site. The first village under development is known as Lakeview with active developers including Bloor Homes, Careys New Homes, Lagan Homes, Leech Homes, Miller Homes and Taylor Wimpey.
- In terms of completions to date - 8 dwellings completed in 2008/09. 189 dwellings completed in 2009/10. 159 in 2010/11, and 138 in 2011/12. Future completions forecast approx. 200 per year thereafter.

### **Northstowe, South Cambridgeshire**

- This example illustrates the need for caution on adopting an overly ambitious assumption. The original AAP (adopted 2008) included an anticipated housing trajectory of 150 units in year 1 (08/09), then 400 units, 600, then 650 for the following years, 750 for the following two years, then 850. On these assumptions Northstowe should have delivered approx. 2,500 units by 2013. To date it but has delivered none.
- An outline planning application for the first phase (for 1500 units) has recently been approved in 2013, and the accompanying planning statement makes reference to a completion rate of 100 units Yr1 (2014), then 175, then 275 then peak at 360 the following year, then reducing back down. The document acknowledges that as phase 2 comes forward this would maintain a steady level of provision, albeit this is not set out.

### **Peterborough**

- Hampton is a newly developing township in Peterborough, England. There are currently two neighbourhoods within Hampton - Hampton Hargate and Hampton Vale, still growing. A third area, Hampton Hempsted is now under construction and a fourth, Hampton Leys, has been approved
- Analysis from Peterborough Council indicates that there have been a total of 3,793 unit completions in the period Apr 01 to March 12 (an average 345 pa), with 854 for the 3 years Apr 09 – March 12 (285 pa).





## Example Site Specific Housing Completions 1996/97 – 2011/12

*Note each individual site will have unique locational, physical and delivery contexts. The information below sets out available data from a variety of sources. Users of this information should reflect carefully upon the specific circumstances influencing their local situation.*

Local Authority	Site Name	Ref.	Capacity	Average pa	Highest pa	Start	End	96/97	97/98	98/99	99/00	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08	08/09	09/10	010/11	2011/2012
Thurrock UA	Chafford Hundred	1	5307	205	677	1988	2005	198	177	356	492	489	675	677	262	163							
Peterborough	Hampton - Southern Township	1.2	5200	321	548	1996		149	95	192	356	456	347	340	378	212		548	265	442	498	210	212
Bedford <sup>1</sup>	Wixams	3	4500	265	496	2008														8	198	356	496
Milton Keynes	Broughton Gate & Brooklands	4	4000	281	439	2005											115	439	236	261	439	197	
Colchester	Highwoods	1	3910	77	257	1982	2004	173	252	257	156	88	70	196	40								
Basildon	The Wick, Wickford	1	3555	93	306	1990	2004	190	306	157	157	218	78	125	76								
Harlow	Church Langley	1	3528	167	513	1992	2004	397	466	513	316	158	66	49	35								
South Cambridgeshire	Cambourne	1,6	3300	234	620	1998				126	126	127	213	337	620	151	377	267	219	191	161	206	154
Suffolk Coastal	Grange Farm	1	3150	83	146	1990	2005	146	146	146	146	146	146	146	146								
South Glos	Emersons Green Village Area	5	2870	358	564	1996		161	508	524	564	564	242	160	142								
Broadland	Thorpe Marriot	1	2854	79	279	1988	2000	279	205	219	157	171											
Stevenage	Great Ashby	1	2191	184	319	1998	2005			30	204	319	310	246	100	81							
Braintree	Great Notley Garden Village	1	1766	131	282	1993	2004	195	215	133	84	271	193	282	70								
Huntingdonshire	Loves Farm, St Neots	6	1400	215	336	2008												34	186	336	302	216	
Ipswich	Ravenswood	1	1200	136	226	1999	2005				5	200	60	226	145	182							
Aylesbury <sup>3</sup>	Fairford Leys (Coldharbour)	7	1200	133	349								50	220	349	285	170	105	10	6	1		

### SOURCE REFERENCES:

- 1 Housing Delivery on Strategic Sites Research Study, Colin Buchanan, 2005
- 2 Planning Policy Monitoring, Peterborough Council ([http://www.peterborough.gov.uk/planning\\_and\\_building/planning\\_policy/planning\\_policy\\_monitoring-1.aspx](http://www.peterborough.gov.uk/planning_and_building/planning_policy/planning_policy_monitoring-1.aspx))
- 3 Annual Monitoring Report, BDC ([https://www.bedford.gov.uk/environment\\_and\\_planning/planning\\_town\\_and\\_country/planning\\_policy/annual\\_monitoring\\_report.aspx](https://www.bedford.gov.uk/environment_and_planning/planning_town_and_country/planning_policy/annual_monitoring_report.aspx))
- 4 Core Strategy: Housing Technical Paper, MKC, 2011. ([http://www.milton-keynes.gov.uk/planning-policy/documents/Housing\\_Technical\\_Paper\\_24.3.2011.pdf](http://www.milton-keynes.gov.uk/planning-policy/documents/Housing_Technical_Paper_24.3.2011.pdf))
- 5 Assessment of Deliverable Housing Sites, BNP Paribas for SCDC, 2013 ([https://consultations.southglos.gov.uk/gf2.ti/f/251202/10215685.1/PDF/-/BNP\\_Paribas\\_Assessment\\_of\\_Deliverable\\_Housing\\_Sites.pdf](https://consultations.southglos.gov.uk/gf2.ti/f/251202/10215685.1/PDF/-/BNP_Paribas_Assessment_of_Deliverable_Housing_Sites.pdf))
- 6 Major Housing Development, Cambridgeshire CC (<http://www.cambridgeshire.gov.uk/NR/rdonlyres/3506BA52-AC5F-436E-A562-D3DBCEEC4109/0/Mar13CambridgeshireMajorHousingCompletionsandCommitments.xls>)
- 7 Housing Completions, AVDC (<http://www.aylesburyvaledc.gov.uk/local-development-plans/planning-policy/monitoring-info/>)



	A	B	C	D	E	F	G	H
1			2011-2016	2016-2021	2021-2026	2026-2031	2011-2031	After 2031
2	Other	Windfall allowance	0	450	400	350	1200	
3	Other	Completions	1,082	0	0	0	1082	
4	Other	Commitments	1,572	0	0	0	1572	
5	Other	Group 1 Villages	0	250	125	125	500	
6	SLAA	Bishop's Stortford Urban Area	0	75	172	0	247	
7	Allocation	Bishop's Stortford Goods Yard	0	0	200	0	200	
8	Allocation	Hadham Road Secondary School Reserve Site, Bishop's Stortford (increase to 250 in 2016-2021 if secondary school not required)	0	0	0	0	0	
9	Allocation	North of Bishop's Stortford (reduce to 2,350 if secondary school required)	0	1300	800	500	2600	
10	Allocation	South of Bishop's Stortford (reduce to 750 if secondary school required)	0	500	500	0	1000	
11	Allocation	East of Bishop's Stortford	0	150	0	0	150	
12	SLAA	Buntingford Urban Area	0	13	0	0	13	
13	Allocation	Buntingford South (former Depot)	0	300	0	0	300	
14	Allocation	Buntingford North	0	0	180	0	180	
15	SLAA	Hertford Urban Area	0	365	36	50	451	
16	Allocation	North of Hertford	0	0	150	0	150	
17	Allocation	South of Hertford	0	50	0	0	50	
18	Allocation	West of Hertford	0	550	0	0	550	
19	SLAA	Sawbridgeworth Urban Area	0	0	5	0	5	
20	Allocation	West of Sawbridgeworth	0	400	0	0	400	
21	SLAA	Ware Urban Area	0	20	12	0	32	
22	Broad Location	Gilston Area	0	0	1,250	1,750	3000	7000
23	Broad Location	North and East of Ware	0	0	800	1,000	1800	1200
24	Broad Location	East of Welwyn Garden City	0	0	0	450	450	1250
25		<b>TOTAL SUPPLY - including contingency of c.6%</b>	<b>2654</b>	<b>4423</b>	<b>4630</b>	<b>4225</b>	<b>15932</b>	
26		<b>Projected Need (750 dwellings per year)</b>	<b>3750</b>	<b>3750</b>	<b>3750</b>	<b>3750</b>	<b>15000</b>	
27		<b>Shortfall spread over 2016-2031</b>		<b>365.3</b>	<b>365.3</b>	<b>365.3</b>	<b>1096</b>	
28		<b>Need plus shortfall</b>		4115	4115	4115		
29		<b>5% buffer moved forward from 2021-2031 to 2016-2021</b>		206	-103	-103		
30		Total Requirement	2654	4321	4012	4012	15000	
31								
32	Shortfall	2011-2016 shortfall (3,750-2,654)	1096					
33		Shortfall per year spread over remaining 15 years (2016-2031)	73.1					
34		Shortfall over 5 years (73.1 * 5 years)	365.3					
35								
36	Contingency (mainly post 2021)	Supply	15932					
37		Requirement	15000					
38		Contingency	932					
39		% contingency	6%					
40								
41	<b>Note on Bishop's Stortford housing numbers</b>							
42	A secondary school could be provided at one of three locations: a) Hadham Road, b) North of Bishop's Stortford, c) South of Bishop's Stortford							
43	Numbers at any of these sites would therefore reduce to accommodate a new secondary school.							
44	To avoid double counting, for the purpose of the district-wide strategy the full amount at b) and c) is shown but 250 homes at the allocated Hadham Road site are not shown.							

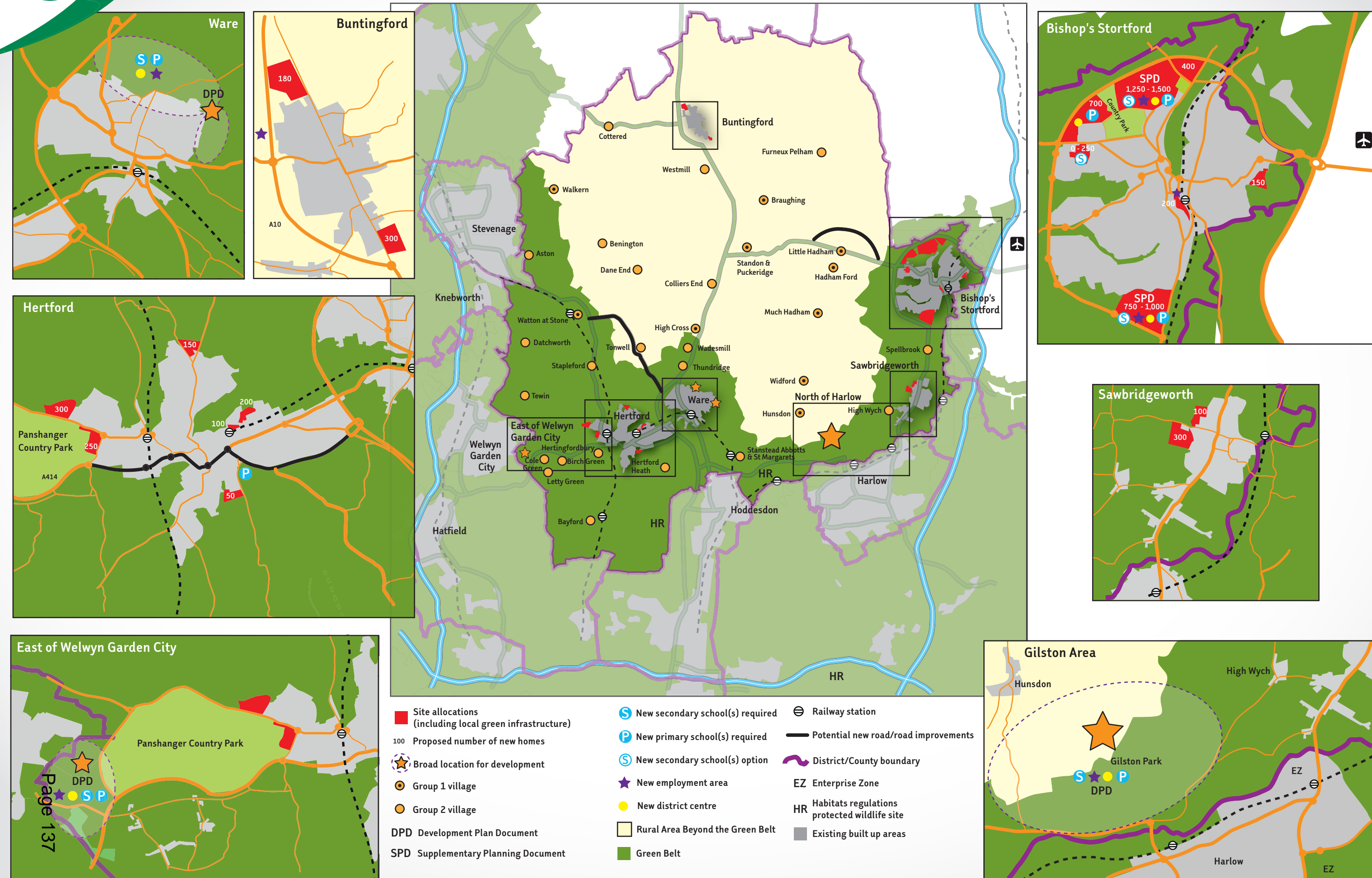
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# Draft District Plan Key Diagram (Preferred Options)

[www.eastherts.gov.uk/districtplan](http://www.eastherts.gov.uk/districtplan)

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**East Herts District Plan: Frequently Asked Questions**

1. What is the current plan?
2. Why do we need a plan?
3. Where is the evidence underlying the Plan?
4. What is the scope of the plan?
5. Who has made the decisions on the draft plan?
6. Have alternative options been considered?
7. Why is the plan housing-led? What about employment?
8. Can the Council reduce the amount of housing and development proposed in the plan?
9. Will the necessary supporting infrastructure be provided in a timely fashion?
10. What about water supplies and waste water capacity?
11. What about the transport impacts?
12. Have landowners and developers been involved in the strategy selection process?
13. Why does the plan include development in the Green Belt?
14. How can the draft District Plan include development north of Bishop's Stortford when this is currently the subject of planning applications?
15. Didn't the Council previously reject the County Council's schools proposal south of Whittington Way, Bishop's Stortford?
16. Doesn't the Council oppose development north of Harlow any more?
17. What is the role of Localism and Neighbourhood Planning in the District Plan?
18. What is the difference between a site allocation and a broad location for development?
19. What is the difference between a DPD and an SPD?
20. What is the difference between a Group 1 village and a Group 2 village?
21. How can I have my say?

**1. What is the current plan?**

The Local Plan 2007 is the current statutory development plan for the district, together with the Minerals and Waste plans prepared by Hertfordshire County Council. It includes a number of site allocations, as well as development management policies, and policies relating to specific designations such as employment areas, leisure and recreation, and Green Belt. It also contains place-specific policies covering the towns and villages. It may be found at [www.eastherts.gov.uk/localplan](http://www.eastherts.gov.uk/localplan). The Local Plan is used as the basis for decisions taken by the Development Management Committee. Legislation requires that decisions at Development Management Committee are made in accordance with the development plan, unless material considerations indicate otherwise.

**2. Why do we need a new plan?**

A plan ensures that there is clarity about where and how much development will happen in the future. This enables local people and businesses to make decisions about their own activities. The 2007 Local Plan is now out of date and although the majority of the topic-based policies are saved, there is no plan to identify locations where development should be focused, or where it should be restricted.

It also means that 'larger than local' decisions to do with infrastructure planning can be addressed between all the relevant bodies. For example, investment in utilities and hospital facilities may take many years to plan and build. Since there is currently no higher tier plan to set out which areas of cross-boundary infrastructure are necessary to support development, the District Plan will provide important information to enable the relevant parties to make capacity enhancements. It will also allow the District Council to lobby central government and other funding bodies as necessary to provide the necessary infrastructure to support growth.

Without a plan it is likely that development proposals would be advanced which are inappropriate in terms of their location and poorly supported by infrastructure. Should the Council refuse proposals of this nature and in the absence of more appropriate development, there would be significant risk of applicants making successful appeals to the Planning Inspectorate to overturn the Council's decisions. This would be an expensive and time consuming process.

**3. Where is the evidence underlying the Plan?**

The evidence can be found in five main locations on the Council's website:

- Technical studies: [www.eastherts.gov.uk/technicalstudies](http://www.eastherts.gov.uk/technicalstudies)
- A Supporting Document explains the process of defining and shortlisting options: [www.eastherts.gov.uk/supportingdocument](http://www.eastherts.gov.uk/supportingdocument)



- The Interim Development Strategy Report draws on the evidence in the Supporting Document and the Technical Studies and explains the selected strategy: [www.eastherts.gov.uk/strategyreport](http://www.eastherts.gov.uk/strategyreport)
- An Infrastructure Topic Paper explains the approach to infrastructure planning and the further work to be done before Examination in Public: [www.eastherts.gov.uk/infrastructure](http://www.eastherts.gov.uk/infrastructure)
- The Sustainability Appraisal of the draft District Plan assesses alternative options: [www.eastherts.gov.uk/sa](http://www.eastherts.gov.uk/sa)

The evidence underlying the plan runs to thousands of pages, but is considered proportionate to the needs of a strategic plan. All the evidence will be clearly signposted as part of the consultation on the draft District Plan.

#### **4. What is the scope of the plan?**

Most detailed issues can only be addressed in relation to specific proposals put forward in a planning application and scrutinised through the Development Management process. The plan should be viewed as part of an end-to-end process. Examples of issues which are beyond the scope of the plan include detailed environmental health issues, ecological surveys, and detailed transport and infrastructure issues. The District Plan provides a framework for consideration of detailed matters through the planning application process.

#### **5. Who has made the decisions on the draft plan?**

East Herts Council is the Local Planning Authority and its responsibilities include production of a statutory plan to guide development. Officers prepare the plan, but have no power to make decisions.

All decisions are made by Full Council, comprising all 50 elected Ward Members of East Herts Council. All work on the District Plan has been presented to the District Planning Executive Panel for scrutiny before being passed to the Executive and then Full Council. The District Planning Executive Panel is open to all East Herts Members to attend and ask questions. The sessions are all public meetings. The agendas, Minutes, and webcasts are all posted on the Council's website.

The District Planning Executive Panel is constituted of three Members of the Executive: Councillor Mike Carver, Executive Member for Strategic Planning and Transport and Chair of the Panel, Councillor Linda Haysey, Executive Member for Health, Housing, and Community Support, and Councillor Suzanne Rutland-Barsby, Executive Member for Community Partnership and Liaison. The three Members of the Panel make recommendations to Executive and Full Council but do not make policy decisions.

The draft Plan has 'emerged' from the evidence and national policy requirements, rather than being 'chosen' by any individual or group of individuals. The Council is constrained by the requirements of the National Planning Policy Framework (NPPF) and the legal system within

which planning operates. Compliance with the NPPF is assessed at Examination in Public presided over by a government-appointed Planning Inspector before the Council can adopt the plan as a statutory document. The Inspector may recommend the Council to change any aspect of its plan which is not in conformity with the NPPF or other legal and planning requirements, or may recommend withdrawal of the plan. Failure to follow the Inspector's recommendations would mean that, should the Council nevertheless decide to adopt the plan unchanged, it would be at very high risk of challenge through the courts.

**6. Have alternative options been considered?**

Yes. The Council has assessed 69 'areas of search'. The details of the assessments are set out in the Supporting Document to the District Plan. The rejected options were assessed through a Sustainability Appraisal of the selected options.

Alternative district-wide growth levels have not been considered as part of the Sustainability Appraisal process because the Council does not have an option in relation to meeting housing requirements (see point 9 below).

**7. Why is the plan housing-led? What about employment?**

Whilst East Herts has a strong SME (Small and Medium Sized Enterprise) sector, its main economic role is in terms of the sub-regional labour market, providing many workers for major employment centres outside the district, including Stansted Airport, Hatfield Business Park, Stevenage, Harlow, Cambridge, and of course London.

Many skilled professional workers are attracted to East Herts as a place to live by the high quality of life on offer here. The combination of pleasant places to live with skilled job availability provides the foundations of the sub-regional economy.

The East Herts plan should therefore be understood as complementary to plans for economic development in neighbouring districts. Stevenage, Harlow, and Broxbourne all have aspirations to grow their employment offer.

It should be remembered that many of the businesses of East Herts itself depend on local customers, and that there is a strong link between local customers and vitality of the shopping centres. Development in the district will also assist businesses to grow, by enabling the provision of small but attractively located modern business parks at the edges of the market towns.

Further information is available in the Council's Strategic Economic Development Advice Technical Study (2012).

**8. Can the Council reduce the amount of housing and development in the draft plan?**

No. The National Planning Policy Framework and associated practice guidance make it very clear that Local Planning Authorities are expected to plan to meet the full extent of housing need in their area. For East Herts this amounts to 15,000 dwellings. The Strategy Report (see link above) explains national housing requirements and their application to the District Plan.

The Council has been examining the outcome of the planning process in other areas, reviewing the outcome of examinations by the Planning Inspectorate. It has also sought external advice on this matter. It is clear that the Planning Inspectorate, backed by the Government, will not allow Local Planning Authorities to reduce their housing requirements without very substantive and clear reasons for doing so. It is not considered that such circumstances are in place in East Herts.

**9. Will the necessary supporting infrastructure be provided in a timely fashion?**

East Herts Council has prepared the draft District Plan but is reliant on external providers to deliver the majority of the critical infrastructure and services to support development. The Council's role involves dialogue and co-ordination, but is not itself able to commit to delivery of infrastructure. For this reason the Council's plan needs to include a degree of flexibility and monitor the changing position in relation to infrastructure delivery over time.

Whilst there is always an element of uncertainty around infrastructure provision over such a long time period, there is a reasonable level of confidence that the infrastructure can be delivered. Further work over the coming year in the lead-up to examination will assemble further evidence in this respect. The Infrastructure Topic Paper sets out the key issues, and these will be worked up further through a Delivery Study leading to an Infrastructure Delivery Plan to support the District Plan at Examination in Public.

In some cases, critical infrastructure such as new schools will need to be built, and this will take a number of years. In such cases interim solutions to expanded school capacity are normally available to enable the gradual scaling up of capacity to the point where the new school can be filled. The plan also identifies options for potential provision of new school sites, which have the capacity to grow and expand over time. The provision of new sites is essential to enable the provision of high-quality educational facilities, given the identified limitations to the amount of capacity which can be provided at existing schools. The draft plan identifies potential new secondary school sites at Bishop's Stortford, the Gilston Area (north of Harlow), north of Ware, and east of Welwyn Garden City.

**10. What about water supplies and waste water capacity?**

The Council has worked with Affinity Water as the water supply company and Thames Water as the waste water company.

Supported by Affinity Water and the Environment Agency, the draft East Herts Plan includes water efficiency targets for new development in excess of Building Regulation requirements. However, East Herts Council has expressed concerns to Affinity Water and the Department for the Environment, Food and Rural Affairs (DEFRA) in respect of the company's draft Water Resources Management Plan (WRMP), which relies on increased water efficiency measures to offset the projected increase in consumption from population increases. The issue of water resources is a matter for the national regulatory framework. The Planning Inspectorate does not view general water resources issues as a reason to reduce the housing requirement. Reflecting this, the Council cannot view water supply issues as a basis for seeking to lower the amount of development in the plan.

Thames Water operates the waste water network and sewage treatment facilities. The company has advised that there is currently capacity in the network. The company has also advised where new sewers and upgraded treatment works will be needed to support development. Promoters in the Gilston Area (north of Harlow) have proposed a new sewage treatment works. Further details are provided in the Infrastructure Topic Paper.

**11. What about the transport impacts?**

East Herts Council takes advice on transport matters from Hertfordshire County Council as transport and highways authority for the county. Advice has also been sought from the Highways Agency, which is responsible for the motorway network, and from Essex County Council, since aspects of the draft plan will have impacts beyond Hertfordshire. Transport modelling has been undertaken to inform the plan-making process and understand the cumulative impacts of development not just in East Herts but also across administrative boundaries.

Paragraph 32 of the NPPF states that *"development should only be prevented or refused on transport grounds where the residual cumulative impacts are severe."* However, it may not be possible to resolve this issue through the District Plan. The Council is not aware of any other examples where the Planning Inspectorate has accepted transport severity as a reason to reduce the level of development in a Local Plan. Highways safety rather than speed of traffic flow is emerging as the main concern of the highways and transport authorities. This will need to be kept under review as work on the plan progresses and further evidence is assembled.

Hertfordshire County Council has provided a Transport Update (November 2013) which sets out the available evidence in relation to the options underlying the draft District Plan. Further work will be produced

during 2014. However, the District Plan is an early part of the end-to-end planning process. Detailed assessment of site-specific transport matters occurs through a Transport Assessment as part of the planning application process.

The proposed Development Plan Documents (see below) at strategic scale growth locations will allow for further detailed testing of transport impacts, working with landowner and developer transport consultants.

**12. Have landowners and developers been involved in the preparation of the draft plan?**

In order to produce an effective plan it is essential to take into account whether there is any party that will actively bring a site forward, what they are proposing, and what other information they may have which could inform the plan. Given the large number of site options remaining at shortlisting stage (summer 2012) a questionnaire was issued to all known owners and responses were collected and reviewed. There have been no direct meetings between site owners and Planning Officers or Members from East Herts Council. However, the Council asked ATLAS, the Homes and Communities Agency's planning experts, to gather further information through targeted landowner meetings, sufficient to the requirements of this stage in the plan-making process. The notes of all these meetings, and the landowner responses to the questionnaire, are all on the Council's website at [www.eastherts.gov.uk/developerinfo](http://www.eastherts.gov.uk/developerinfo).

**13. Why does the plan include development proposals in the Green Belt?**

The National Planning Policy Framework (NPPF) requires all Local Planning Authorities to meet their development needs. Housing and development needs may constitute the required exceptional circumstances to review the Green Belt. Local Planning Authorities have the power to review the Green Belt in their Local Plans.

Housing need in East Herts amounts to 15,000 dwellings. Within the existing built-up areas of the towns there is capacity to accommodate around 1,500 dwellings at identified sites, with around another 1,200 at 'windfall' sites (i.e. permissions granted at previously unidentified sites through property conversions and demolitions for example). Whilst the northern part of the district includes areas not in the Green Belt, delivering the required level of development in this area, away from the infrastructure and facilities of the main towns, would not represent a realistic development strategy.

The Council has undertaken a Green Belt Review technical study which assesses the role of all areas of the District's Green Belt against the purposes of Green Belt as a strategic planning tool, as set out in the NPPF, and looked in detail at potential boundaries at those locations shortlisted by the Council for further study (see the Supporting Document).

The Interim Development Strategy Report takes account of the technical recommendations of the Green Belt review and compares this with national housing requirements, which form the exceptional circumstances needed to justify Green Belt release. The proposed new Green Belt boundaries are shown on the draft Policies Map which accompanies the draft District Plan.

**14. How can the draft District Plan include development north of Bishop's Stortford when this is currently the subject of planning applications?**

The District Plan addresses the principles of development with regard to scale and location of development over the long term. The current planning applications are advancing specific development proposals put forward by the landowners and developers. They are being assessed within the context of the Local Plan 2007 and the National Planning Policy Framework. The draft District Plan is informed by a review of relevant evidence from the planning application process. This review has confirmed that there are no in-principle reasons why development north of Bishop's Stortford should not be included as a site allocation within the plan, irrespective of the Council's decisions in relation to detailed matters of the planning application.

**15. Didn't the Council previously reject the County Council's schools proposal south of Whittington Way, Bishop's Stortford?**

Yes. The Council rejected the proposals within the context of the Local Plan 2007. The Planning Inspector and Secretary of State agreed that Hertfordshire County Council had not sufficiently explored alternative options for school expansion to justify the very special circumstances to allow development to take place in the Green Belt.

There is currently no finalised strategy in place from the County Council, as the Education Authority, to ensure the provision of education capacity in the town. Until such time as this issue has been resolved, it is necessary for the District Plan to keep open the range of possible options for the provision of enhanced educational capacity in the town. Since this land has been identified as a possible residential development site, that includes the possibility of educational development here.

Aside from school provision, the other major consideration relates to housing requirements arising from the National Planning Policy Framework (NPPF). The NPPF requires Local Planning Authorities to meet their housing needs, particularly in the first five years (2016-2021). The Council has had regard to the Hertfordshire Way and the sloping nature of the site amongst other considerations. However, in the absence of less harmful sites elsewhere, and considering the unmet need the Housing Market Area, these concerns are considered to be outweighed by NPPF housing requirements.

**16. Doesn't the Council oppose development in the Gilston Area (north of Harlow) any more?**

The Council opposed the imposition of large-scale development north of Harlow through the East of England Plan, and endorsed the conclusions of the Independent Panel which rejected the concept. However, the Panel's recommendations were subsequently rejected by the Secretary of State, who retained the policy to enable development here in the final Regional Plan. East Herts Council has reiterated its opposition to development north of Harlow since that time.

However, all Local Planning Authorities are obliged to seek to meet their housing needs (see Section 8 above). After extensive consideration of the full range of options, and taking unmet need into account, development in the Gilston Area (north of Harlow) is considered to be the least unfavourable location where those needs could be met to achieve the housing requirement in full. The alternatives have been examined through the strategy selection process and sustainability appraisal (see Section 6 above) and are either not feasible at the present time, or are less sustainable.

The Localism Act 2011 contains a Duty to Co-Operate which requires Local Planning Authorities to take account of the needs of their neighbours. Harlow Council supports large-scale growth in the Gilston Area (north of Harlow), providing that the necessary supporting infrastructure is provided. Harlow Council's aim is to attract skilled workers to the local area and achieve critical mass to enable the transformation of the town. This position has been confirmed through a recent Member-level meeting, the agreed notes of which will be published alongside the draft District Plan for consultation.

If East Herts Council were to proceed to Examination in Public of its own Plan without being able to demonstrate that it has reasonably considered Harlow Council's aspirations, in the absence of demonstrable evidence, then it is likely the plan will be found 'unsound'. Failure to do so would mean that East Herts Council would fail the Duty to Co-Operate and would fail against housing requirements, and so the Council could not produce a plan to guide development anywhere in the district.

Whilst issues remain with regard to highways and transport matters in relation to development at land north of Harlow it is understood that the modelling to date does not provide sufficient evidence to demonstrate that transport solutions could not be found. Therefore, the transport authorities will need to commit to further work to assess potential transport solutions, and to appraise possible solutions based on a mix of schemes put forward by the developers.

Harlow Council and East Herts Council agree that development to the north of Harlow should not come forward without the supporting infrastructure, and recognise that the transport issues remain

unresolved. Harlow Council is concerned about the potential impact of large-scale development on the Harlow road network without the necessary transport infrastructure.

In order to comply with the Duty to Co-Operate, and to ensure rigorous and transparent testing, the Council is proposing to produce a further Development Plan Document to cover the area. The DPD will provide the opportunity for further investigation of the feasibility of development in the Gilston Area (north of Harlow), in consultation with Harlow Council, landowners and developers, Town and Parish Councils and other stakeholders as necessary to ensure a robust framework for considering whether growth is feasible and if so, what scale and form it should take.

If work on the DPD demonstrates that large-scale development in the Gilston Area (north of Harlow) is not feasible, the Council will need to be ready with other development options elsewhere in the district. The draft District Plan contains strong policies to ensure that development does not come forward until there is sufficient evidence to demonstrate that it is sustainable with regard to infrastructure. In the meantime the Gilston Area (north of Harlow) will remain in the Green Belt until at least until 2021.

#### **17. What is the role of Localism and Neighbourhood Planning in the District Plan?**

Any Neighbourhood Plans coming forward in the future will need to be in conformity with the District Plan. The draft District Plan will provide a strategic framework within which Parish Councils may prepare a Neighbourhood Plan, should they wish to do so. The District Plan framework provides considerable scope for communities to get involved in local decisions about the location and design of development within each settlement.

Prior to adoption of the District Plan, Neighbourhood Plans will need to be in conformity with the Local Plan 2007. In preparing the draft District Plan, East Herts Council has taken account of the emerging Neighbourhood Plans, as well as non-statutory Parish Plans.

For planning to function, there needs to be a strategic planning tier to enable joined-up decisions about larger-than-local planning issues (see Section 2: Why do we need a plan?). The Government has decided that Districts and unitary authorities are the most appropriate level for strategic plan-making, combining democratic scrutiny from locally elected Councillors with a perspective on strategic issues above settlement level. The Localism Act 2011 contains a number of provisions which embed this strategic planning requirement, including the Duty to Co-Operate.

During 2014 East Herts Council will consider what advice or support it is able to offer to Town and Parish Councils wishing to prepare Neighbourhood Plans. This will update the 2011 Neighbourhood Planning Guidance Note [www.eastherts.gov.uk/neighbourhoodplanning](http://www.eastherts.gov.uk/neighbourhoodplanning)



**18. What is the difference between a site allocation and a broad location for development?**

These are both policy designations found in Paragraph 157 of the National Planning Policy Framework (NPPF). This states that Local Plans should:

- a. *“indicate broad locations for strategic development on a key diagram and land-use designations on a proposals map;*
- b. *“allocate sites to promote development and flexible use of land, bringing forward new land where necessary, and provide detail on form, scale, access and quantum of development where appropriate”*

The draft District Plan Key Diagram shows Site Allocations as red areas and Broad Locations as orange stars enclosed by a dotted line in the form of an ellipse to indicate the general broad extent of the area under consideration without defining a boundary.

Site allocations have defined boundaries on the Key Diagram and on the Policies (Proposals) Map, and each is supported by a policy which will be used in the consideration of applications by the Development Management Committee. Planning applications for site allocations will be encouraged in accordance with the policies set out in the District Plan.

Broad locations do not have identified site boundaries and further work will be required to determine the practicalities of delivery. District Plan policies on the Broad Locations will set out the high-level issues and define the scope of the DPD. Planning applications in relation to the Broad Locations are not encouraged until a full planning framework is in place in the form of a DPD (see below).

Three Broad Locations for Development are identified in the draft District Plan: the Gilston Area (north of Harlow), North and East of Ware, and East of Welwyn Garden City. Each of these sites has outstanding issues which will need to be tested further. There is also uncertainty at each of these locations about the scale and mix of development, and in the case of Welwyn and Harlow, how it may relate to other strategic development in the area. All this will need further testing through a DPD (see below).

In the case of both Site Allocations and Broad Locations there will need to be a considerable amount of evidence gathered by the site promoters and submitted to the Local Planning Authority in support of any planning application.

**19. What is the difference between a DPD and an SPD?**

A Development Plan Document (DPD) is a statutory document prepared in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004. A DPD must comply with the plan-making regulations for consultation and Examination in Public prior to adoption as policy by a

Local Planning Authority. The East Herts Local Plan 2007 and the proposed District Plan are examples of DPDs.

The draft District Plan proposes a DPD to address the three Broad Locations for Development. A DPD will ensure that there is an appropriate vehicle for thorough testing of the Broad Locations, including options for scale, mix and infrastructure provision. Given the complex and challenging nature of delivery at these locations a DPD will offer an open and transparent basis for evidence gathering and testing with a range of stakeholders including the site promoters, Town and Parish Councils, and others as appropriate.

A DPD is considered an appropriate policy vehicle to support the Broad Location designation, to enable the Local Planning Authority to retain control and ensure that local communities have a stake in the development process.

In relation to SPDs, the National Planning Policy framework (NPPF) Glossary states: *Supplementary planning documents: Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan... (Paragraph 153): Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.*

Two SPDs are proposed in the District Plan to support the site allocations for large sites to the north and south of Bishop's Stortford. These will enable detailed consideration of design and layout. For Bishop's Stortford North, it may be that a decision has already been made and resolved prior to Examination of the District Plan. However, it may also be the case that there will still be outstanding matters to address through further planning applications, and therefore the option to move forwards with an SPD linked to a policy in the District Plan DPD.

As with the DPDs, the SPDs will be subject to public consultation and working with stakeholders including site promoters, Town and Parish Councils, and others as necessary.

**20. What is the difference between a Group 1 village and a Group 2 village?**

These are both local policy designations forming part of the proposed strategy for the District Plan. They have been introduced as a way of identifying the more sustainable villages with a wider range of services and facilities which are capable of accommodating some development.

Group 1 villages are those considered capable of accommodating a 10% increase in dwellings over the 2011 Census (when these figures are aggregated and published by Hertfordshire County Council). They are shown on the Key Diagram as orange circles with a black dot in the middle.

Group 2 villages are villages with a smaller range of services or which are otherwise constrained, and are considered to be capable of accommodating infill development only. No specific housing requirement will be apportioned to these villages, although it is expected that some development will be acceptable.

All other villages will be identified as Group 3 villages where development would be unsustainable.

It is anticipated that the Group 1 villages combined will be capable of providing around 500 new homes by 2031.

When the District Plan is adopted the Group 1, Group 2, and Group 3 designations will replace the Category 1, 2 and 3 village designations in the Local Plan 2007.

## **21. How can I have my say?**

There is a statutory requirement on Local Planning Authorities to consult for 6 weeks. East Herts Council will be consulting on the draft plan for 12 weeks in spring 2014. The Council's agreed procedure for handling consultations is set out in the Statement of Community Involvement (SCI). Three copies of the draft Plan will be sent to each Town and Parish Council prior to the start of the formal consultation period. The consultation portal is at <http://consult.eastherts.gov.uk> (note: no 'www'.)

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## EAST HERTS COUNCIL

### DISTRICT PLANNING EXECUTIVE PANEL – 16 JANUARY 2014

#### REPORT BY EXECUTIVE MEMBER FOR STRATEGIC PLANNING AND TRANSPORT

#### INFRASTRUCTURE TOPIC PAPER (JANUARY 2014)

WARD(S) AFFECTED: ALL

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#### **Purpose/Summary of Report**

- This report presents the Infrastructure Topic Paper, which sets out the main infrastructure issues arising from Part 1 of the draft District Plan;
- The work presented in the Topic Paper is proportionate to the requirements of plan-making at this stage;
- The report outlines the main areas for further work during 2014, including the preparation of an Infrastructure Delivery Plan to support the District Plan, which will be submitted to the Planning Inspectorate for examination in public in 2015.

<b><u>RECOMMENDATION FOR DISTRICT PLANNING EXECUTIVE PANEL/EXECUTIVE: That:</u></b>	
<b>(A)</b>	<b>The Infrastructure Topic Paper, January 2014, be supported as part of the evidence base to inform and support the East Herts District Plan.</b>
<b><u>RECOMMENDATION FOR COUNCIL: That:</u></b>	
<b>(A)</b>	<b>The Infrastructure Topic Paper, January 2014, be agreed as part of the evidence base to inform and support the East Herts District Plan.</b>

#### 1.0 Background

- 1.1 Two reports have been considered by the Council in relation to the approach to infrastructure planning. These are listed under Background Papers below.

1.2 The District Plan Update Report, 3 October 2013 stated that:

*Paragraph 2.18 “The Infrastructure Topic Paper will form a succinct statement of prospects for the provision of the main items of capital expenditure to support the plan. It will not contain detailed assessments of funding packages and infrastructure costs, but will review the main messages from the key infrastructure and service providers, and identify the next steps towards examination.”*

*Paragraph 2.19 “The Topic Paper will be proportionate to NPPF requirements at draft Plan stage. As explained in July, more detail, including on a wider range of infrastructure types, and also including funding and costing detail, will be accumulated as the Topic Paper gradually evolves and expands in a Delivery Plan. The Delivery Plan will be accompanied by an infrastructure schedule for ongoing monitoring and updating throughout the lifetime of the plan.”*

1.3 Chapters 1 and 2 of the Infrastructure Topic Paper set out the scope and overall approach. Chapter 6 explains the next steps, including the preparation of the Delivery Study and Infrastructure Delivery (IDP) which will support the District Plan at Examination in Public in 2015.

2.0 Report

2.1 The Infrastructure Topic Paper is based on the approach agreed by the Council in relation to the previous reports set out under Background Papers. The report is contained at **Essential Reference Paper ‘B’**. The Topic Paper will be available as part of the public consultation on the draft plan.

3.0 Implications/Consultations

3.1 Information on any corporate issues and consultation associated with this report can be found within **Essential Reference Paper ‘A’**.

Background Papers

The Infrastructure Topic Paper and other key parts of the evidence base are also available on the Council’s website at [www.eastherts.gov.uk/infrastructure](http://www.eastherts.gov.uk/infrastructure)

The approach to the Infrastructure Topic Paper is based on the approach outlined in the following reports to the District Planning Executive Panel:

- District Plan Update Report – 3 October 2013
- District Plan Update Report – 25 July 2013

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## ESSENTIAL REFERENCE PAPER 'A'

### IMPLICATIONS/CONSULTATIONS

Contribution to the Council's Corporate Priorities/ Objectives (delete as appropriate):	<p><b>People</b> This priority focuses on enhancing the quality of life, health and wellbeing, particularly for those who are vulnerable, and delivering strong services</p> <p><b>Place</b> This priority focuses on sustainability, the built environment and ensuring our towns and villages are safe and clean.</p> <p><b>Prosperity</b> This priority focuses on safeguarding and enhancing our unique mix of rural and urban communities, promoting sustainable, economic opportunities and delivering cost effective services.</p>
Consultation:	A wide range of consultation has been undertaken in preparing the Infrastructure Topic Paper, including with the relevant infrastructure and service providers.
Legal:	There are no direct legal implications of this report.
Financial:	There are no direct financial implications arising from this report. However, the proposed Delivery Study is likely to entail significant costs to commission external consultants with the required range of specialisms.
Human Resource:	None
Risk Management:	The Infrastructure Topic Paper is not a statutory requirement at this stage but it is advisable as part of the on-going process of infrastructure planning. An Infrastructure Delivery Plan will be needed to support the District Plan at Examination in Public.

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ESSENTIAL REFERENCE PAPER 'B'

# District Plan

## Infrastructure Topic Paper

January 2014

[www.eastherts.gov.uk/infrastructure](http://www.eastherts.gov.uk/infrastructure)

# Contents

- 1. Introduction**
- 2. Approach**
- 3. Schools**
- 4. Transport**
- 5. Health**
  - 5.1 Introduction
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  - 5.3 Hospitals
- 6. Water**
  - 6.1 Introduction
  - 6.2 Water Supply
  - 6.3 Waste Water
- 7. Other Utilities**
  - 7.1 Introduction
  - 7.2 Gas
  - 7.3 Electricity
  - 7.4 Broadband Internet
- 8. Conclusions and Next Steps**

## **Appendix A: National Planning Practice Guidance (extract)**

# **1. Introduction**

- 1.1 This Infrastructure Topic Paper has been prepared to support the draft District Plan at Preferred Options stage. It summarises infrastructure planning work to date, sets out East Herts Council's approach, and explains the work to be undertaken during 2014 prior to submission of the District Plan to the Planning Inspectorate for examination in public.

### **Why Plan?**

- 1.2 One of the reasons for preparing a District Plan is to help to maximise the potential for development to be accompanied by the full range of necessary supporting infrastructure. Given the imperative to deliver housing in the National Planning Policy Framework (NPPF), without a District Plan in place there is a high risk that development will take place without the infrastructure that local communities, existing and future, rightly expect.
- 1.3 A particular role of the plan in this respect will be in relation to the potential cumulative impact of large and small development sites, within and outside East Herts. Planning applications in isolation are limited in their ability to consider the cumulative impacts of development on infrastructure. By providing a framework for development in multiple locations, the District Plan can help to manage the cumulative impact and to give advance notice to infrastructure providers to programme infrastructure delivery into their own plans.

### **District Plan Approach**

- 1.4 The draft District Plan development strategy is underpinned by an infrastructure policy as set out in the box below:

#### **DPS5 Infrastructure Requirements**

I. East Herts Council will prepare an Infrastructure Delivery Plan to address the co-ordinated phasing of infrastructure and development of items of strategic and local infrastructure.

II. Infrastructure needed to support development must be phased appropriately with the delivery of residential and other development to ensure that capacity is provided and impacts are satisfactorily mitigated in a timely manner.

III. The following strategic infrastructure will be required to support the development identified within the District Plan:

- (a) upgrades to Rye Meads Sewage Treatment Works;
- (b) improvements to the A414 through Hertford;
- (c) new schools;
- (d) healthcare facilities;
- (e) improvements to the road network around Junction 8 of the M11 at Bishop's Stortford;

- (f) the Little Hadham Bypass;
- (g) A602 improvements;
- (h) broadband telecoms.

IV. The Council will use planning obligations with landowners and developers to secure direct provision or financial contributions towards infrastructure necessary to support the District Plan, including both on-site and off-site provision to satisfactorily address the cumulative impacts of development on strategic infrastructure.

- 1.5 Strategic infrastructure is defined as infrastructure which meets more than site-specific needs and supports the overall level and pattern of growth outlined in the Development Strategy. Site specific infrastructure serves just the needs of the occupiers and visitors to the site that it is located in. The site-specific policies in the settlement sections within the draft District Plan contain both strategic and site-specific infrastructure.
- 1.6 Each of the settlement chapters in the Plan is accompanied by a high-level strategy statement which sets out the development strategy in relation to key elements of infrastructure, including education, transport, and other infrastructure. The site-specific policies also set out requirements for specific items of infrastructure on and off-site.
- 1.7 The draft District Plan policies list many types of infrastructure which are essential to sustainable place-making. Lack of infrastructure hampers the ability of places to form communities, since local services and facilities are the location of activity. Infrastructure is also essential to quality of life, the maintenance of which is an important aim of the District Plan. Green infrastructure and local community facilities are good examples of this.

### **County-wide approaches**

- 1.8 In 2009 a major study, known as the Hertfordshire Infrastructure and Investment Strategy (HIIS), was published. The study was commissioned by Hertfordshire County Council and all the District and Borough Councils in Hertfordshire. The study contains some costing details and suggested approaches which will be helpful going forward.
- 1.9 There have been a number of other County-wide studies, including the Hertfordshire Green Infrastructure Plan (2012), the Rye Meads Water Cycle Strategy (2009), CIL Viability Study (2012) and the Inter-Urban Route Strategy (2013) which address particular infrastructure issues. These studies are not addressed directly in the Infrastructure Topic Paper but have informed the policies within the draft District Plan. Going further, these studies and any successors are anticipated to play a major role in the shape and content of the Infrastructure Delivery Plan, as explained in Chapter 6 below.

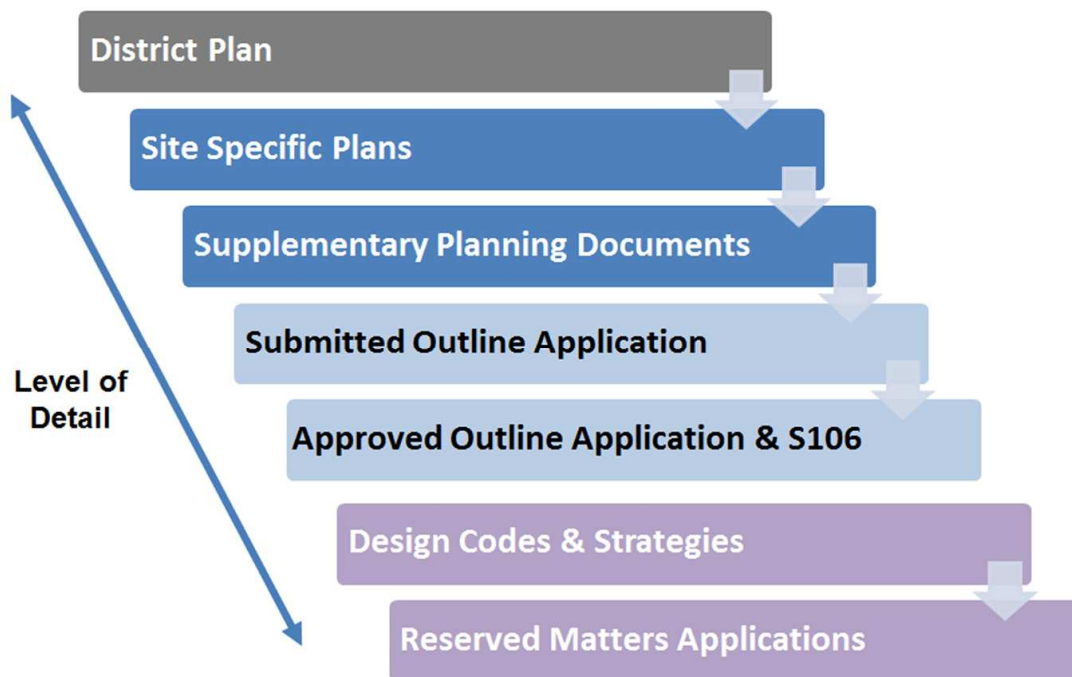
- 1.10 A 'refresh' of HIIIS was prepared by Hertfordshire County Council in January 2013. The main focus of the refresh was to establish the processes and procedures necessary to implement effective infrastructure planning, including matters which are cross-boundary in nature.
- 1.11 East Herts Council also participates in a number of other county-wide initiatives as follows:
- Hertfordshire Infrastructure and Planning Partnership (HIPP), through which many of the ideas in the refresh are being taken forward;
  - officer-level Community Infrastructure Levy (CIL) Reference Group, which investigates issues relating to financial viability and developer contributions;
  - Hertfordshire Memorandum of Understanding and Local Strategic Statement to enhance cross-boundary co-ordination.

### **Scope of the Infrastructure Topic Paper**

- 1.12 The Infrastructure Topic Paper does not attempt to review all types of infrastructure, because this would require a level of detail which is not yet necessary. The Topic Paper is proportionate to NPPF requirements at draft Plan stage.
- 1.13 Although further information will be accumulated as work on the District Plan progresses, the District Plan will not in itself resolve all outstanding infrastructure matters. In many cases this is only possible at site-specific stage, and taking account of masterplanning. The District Plan itself should be understood as the first part in an end-to-end planning process, as shown in Figure 1.1.



**Figure 1.1: The end-to-end planning process**



- 1.14 The Council's development management service where appropriate consults the NHS and other important bodies such as the police in relation to facilities provision.
- 1.15 National regulations do not permit local planning authorities to make up any historic shortfall in infrastructure provision through developer contributions. However, East Herts Council can use the District Plan to support the channelling of future public funding and other private sector investment into the District.
- 1.16 In scoping the mainstream and other funding sources available, the Infrastructure Topic Paper addresses the prospects for the provision of the main items of capital expenditure going forward.
- 1.17 More detail will be accumulated as the Topic Paper gradually evolves and expands into a Delivery Plan. This will include a wider range of infrastructure types, and also include further information on funding and costings, particularly in the first five years of the plan (i.e. 2016-2021). The Delivery Plan will be accompanied by an infrastructure schedule for ongoing monitoring and updating throughout the lifetime of the plan. This is explained further in Chapter 6.

## **2. Approach**

## **The Stepped Approach**

- 2.1 Infrastructure planning is sometimes described as a ‘chicken and egg’ conundrum: plan-makers want to know what infrastructure is needed to support development options, but infrastructure providers want to know where and what development is planned before they commit resources to providing advice. This is understandable, because infrastructure planning can be very resource intensive in terms of time and money.
- 2.2 East Herts Council has adopted a stepped approach to gradual accumulation of information from infrastructure providers, recognising that it is not practical for providers to undertake exhaustive studies when there remain a large number of development options still under consideration.
- 2.3 This approach is set out in the Supporting Document to the District Plan, available at [www.eastherts.gov.uk/supportingdocument](http://www.eastherts.gov.uk/supportingdocument). High-level infrastructure information has helped to shape the selection of options, and to identify key infrastructure issues for inclusion in the draft policies at various levels, from site-specific infrastructure requirements to strategic infrastructure supporting a wider catchment of users.

## **Cumulative Impacts**

- 2.4 Large and small development sites can collectively create strains on infrastructure which may not be adequately addressed by planning applications relating to a single site in isolation. As explained in the introduction above, the District Plan can address this by providing advance notice to infrastructure providers to start to include specific items of infrastructure in their own plans.
- 2.5 Significant efforts have already been made to address the issue of cumulative impacts. For example, transport modelling has been undertaken which includes test assumptions about growth locations within and outside the district. Consideration has also been given to the cross-boundary movement of school pupils, since the good schools in the district attract pupils from surrounding areas. Demand generated by the existing population is also assessed alongside additional demand from new population.
- 2.6 Further work on the cumulative impacts will be undertaken over the coming year in relation to a range of infrastructure types. At the same time it is important to understand that whilst a certain amount of evidence can be obtained by working with providers, there will inevitably be some gaps in the available information. For this reason an important part of plan-making is dealing with uncertainty.

## Dealing with Uncertainty

- 2.7 Many infrastructure and service providers have comparatively short-term planning horizons, in many cases of less than 5 years<sup>1</sup>. It is also clear from the responses received from the Council's request for information that infrastructure providers are limited in the amount of detail they can provide at this stage.
- 2.8 The National Planning Policy Framework draws a distinction in terms of housing provision between the 5-year plan and the long-term plan. Whereas the 5-year plan should be 'deliverable', the long-term plan should be 'developable'<sup>2</sup>. At the same time, the NPPF also requires that a plan should be 'effective' throughout its period as well as taking a positive approach and meeting objectively assessed housing needs (Paragraphs 47 and 182).
- 2.9 East Herts Council has sought advice from the planning specialists at the Advisory Team for Large Applications in relation to strategic scale development options. ATLAS has advised that dealing with uncertainty is an important part of plan-making, and that flexibility and contingency planning are essential for a successful plan<sup>3</sup>. The ATLAS advice also reflects the draft National Planning Practice Guidance contained in Appendix A. This flexibility is embedded in the development strategy and policies of the plan.
- 2.10 The District Plan deals with this in a number of ways.
- 2.11 Firstly, a long-term component is an essential part of the plan because strategic scale development can take many years for the infrastructure to be planned and built. However, the District Plan is reviewed on average every few years, and is subject to annual monitoring. Monitoring of emerging infrastructure provision means that whilst acknowledging the overall direction of travel, the plan can be amended if circumstances change.

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<sup>1</sup> This issue was raised in the Hertfordshire Infrastructure and Investment Strategy, 2010. See [www.eastherts.gov.uk/hiis](http://www.eastherts.gov.uk/hiis)

<sup>2</sup> NPPF Paragraph 47, **footnote 11**: To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans. **Footnote 12**: To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

<sup>3</sup> ATLAS Strategic Sites Deliverability Advice Note, September 2013. Presented to the District Planning Executive Panel, 3 October 2013, and available at [www.eastherts.gov.uk/infrastructure](http://www.eastherts.gov.uk/infrastructure)

- 2.12 Secondly, in the short term, the plan provides a small amount of contingency in provision of sites, which can assist in the event of unanticipated challenges arise in the phasing of particular sites.
- 2.13 Thirdly, the draft District Plan policies set out the goals as to the type of development the District Council wishes to see, but avoids an overly prescriptive approach to the means of achieving it. For example, a new healthcare facility may be needed, but the NHS may wish to have some flexibility as to where it is provided over what form it might take. There may be opportunities for co-location of different services which are not apparent at the plan-making stage but which become available through the planning process, and this could make local facilities financially viable whereas they may not otherwise be.
- 2.14 Another major policy approach on 'Broad Locations' has been developed which entails further testing and assessment as explained below.

#### **Broad Locations Development Plan Document (DPD)**

- 2.15 A site allocation is appropriate where there are clear boundaries to a proposed development site and there is a realistic prospect of delivery. These are shown in red on the District Plan Key Diagram.
- 2.16 In cases where strategic development is proposed but further work is needed to establish boundaries, develop infrastructure requirements and/or work with neighbouring planning authorities and there is not the necessity to bring forward development within the first five years of the plan, Broad Locations for Development have been identified. Paragraphs 6.11 to 6.13 of the Interim Development Strategy Report explain how these criteria have been used to identify Broad Locations in the Gilston Area (north of Harlow), north and east of Ware and east of Welwyn Garden City.
- 2.17 However, from discussions with the transport authorities in particular, it is clear that for three of the long-term development options there remains a substantial amount of work to test a range of mitigation measures. East Herts Council notes the need for a positive approach in the NPPF but agrees with the need for caution as expressed by the transport authorities.
- 2.18 Acknowledging the uncertainty, a further Development Plan Document (DPD), similar in nature to the District Plan but more detailed in its focus on area-specific issues, will be prepared. The DPD will be subject to full consultation and examination by a planning inspector before it will be adopted by East Herts Council as policy.
- 2.19 For further detail refer to Chapter 6 of the Strategy Report and Chapter 3 of the draft District Plan.

## **The Infrastructure Topic Paper**

- 2.20 The remainder of the Infrastructure Topic paper sets out the key messages for schools, transport, health, water, and other utilities. The aim of these sections is not to resolve all the outstanding infrastructure issues, but to illustrate the nature of the issues involved and the different ways in which these will be taken forward.
- 2.21 There are a number of other areas of infrastructure provision which will require further consideration as the Infrastructure Delivery Plan is prepared during 2014. Passenger transport and emergency services are briefly addressed below. At this stage in the plan-making process consideration of these areas is not necessary. The Council is not aware of any cases where the Planning Inspectorate has taken lack of rail or bus capacity as a reason to reject options or lower the level of development put forward as part of Local Plans.
- 2.22 Emergency services were addressed in Chapter 2 of the Supporting Document<sup>4</sup>. Police, ambulance and fire services are all in the process of rationalising their estate portfolios. Fire and ambulance services are unlikely to take on new estate, although development of 10,000 dwellings in the Gilston Area (north of Harlow) might require the provision of a part-time fire station. The police service indicated that larger developments may require the provision of additional custody facilities. This will need further consideration as part of the Broad Locations DPD and is not addressed further as part of this Topic Paper.
- 2.23 The Council continues to work with Network Rail and the Train and Bus Operating Companies in terms of provision of improved services. Further information on these will be considered as the Infrastructure Delivery Plan takes shape during 2014.

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<sup>4</sup> Supporting Document Section 2.10: Community and Leisure. See [www.eastherts.gov.uk/supportingdocument](http://www.eastherts.gov.uk/supportingdocument)

## **3. Transport**

- 3.1 This section focuses on highways issues. The Council continues to work with Network Rail and passenger transport providers to understand the implications for the development strategy. This section will therefore evolve through the preparation of the Infrastructure Delivery Plan.
- 3.2 Paragraph 32 of the National Planning Policy Framework (NPPF) states that “development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.” There is no accepted definition of ‘severe’ transport impacts at present. A definition may emerge over time through practice, interpretation and decisions by the Planning Inspectorate, through the appeals system or in the courts. Paragraph 32, whilst significant in terms of planning applications and Transport Assessments, has not as yet been a significant feature of Local Plan Examinations.
- 3.3 East Herts Council has sought independent advice and clarification of the approach to this from the Advisory Team for Large Applications (ATLAS). ATLAS has advised that it may not be possible to determine conclusively what constitutes a ‘severe impact’ as part of the plan-making process, as further planning stages would refine and provide greater detail of the specific range of necessary transport mitigation measures.
- 3.4 East Herts Council has worked closely with Hertfordshire County Council and Essex County Council during the process of plan formulation to understand the potential transport impacts of development. The Transport Update draws on transport modelling and development management advice. Based on this work, Hertfordshire County Council submitted a Transport Update<sup>5</sup> (November 2013) to East Herts Council, based on the shortlisted areas of search (summer 2012). Paragraph 1.3 of the Transport update explains that:
- The advice provided in the report and undertaken by East Herts Council to date is proportionate to the preferred options stage of plan making, as set out in HCC’s ‘Protocol for Working with District and Boroughs during the Local Plan Process 2013’. It aims to set an agenda for issues that need to be addressed, and, if possible, resolved during the continued development of the plan.*
- 3.5 The key messages from the Transport Update have been taken into account where appropriate in Chapter 6 of the Supporting Document.
- 3.6 At this stage the Infrastructure Topic Paper is not able to add further to the information contained within the Transport Update. However, the District Council will work to address the identified evidence gaps set out in the Transport Update, to produce an Infrastructure Delivery Plan

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<sup>5</sup> District Planning Executive Panel, 3 December 2013

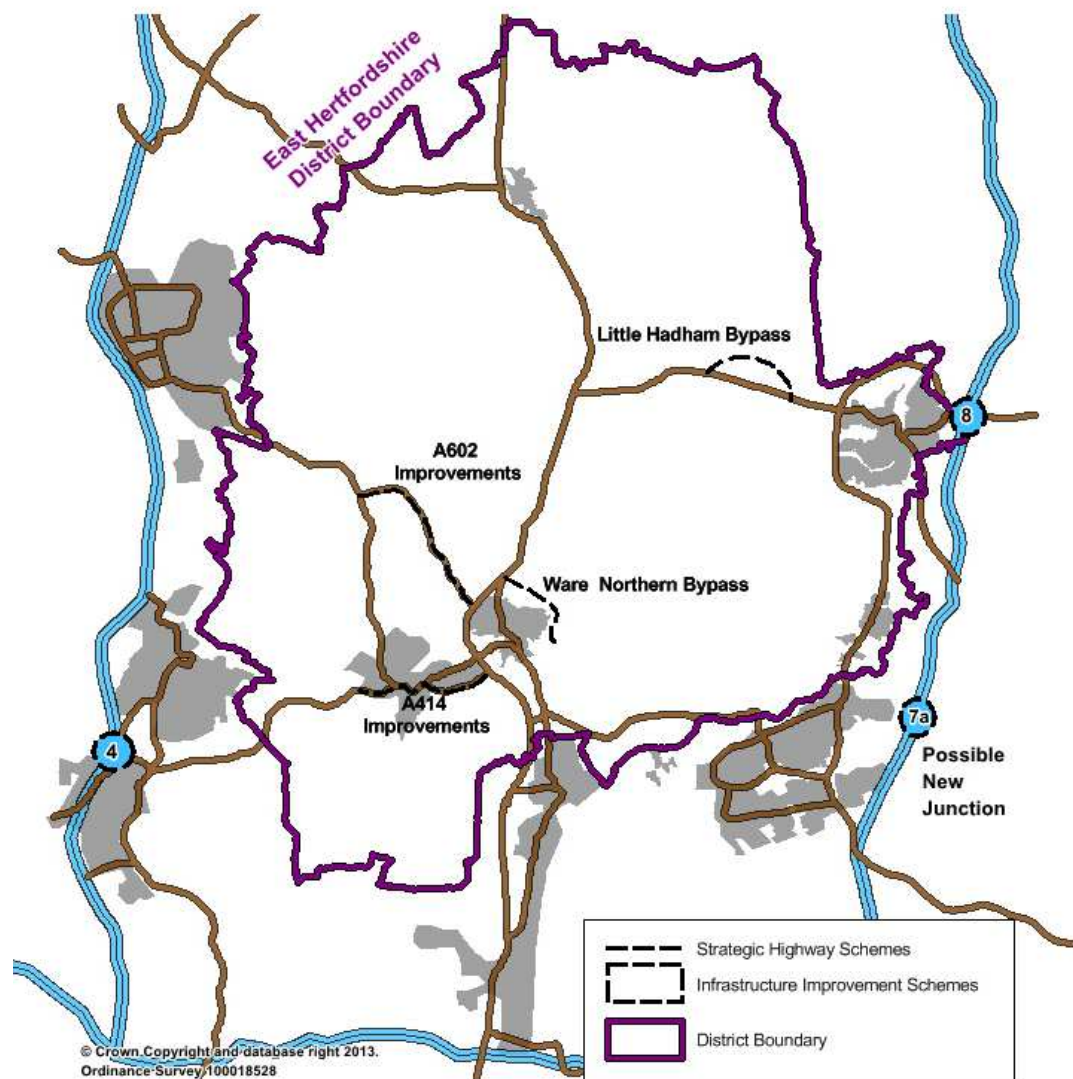


to support the District Plan at examination in public in late 2014/early 2015.

- 3.7 Additional evidence will be drawn from the Urban Transport Plan for Bishop's Stortford and Sawbridgeworth (forthcoming), the Urban Transport Plan for Hertford and Ware, the A414 Study, the Inter-Urban Route Strategy and any other technical work. This work will need to be pursued through joint working between East Herts Council, the transport and highways authorities and the landowner/developers to test development scenarios and mitigation measures.
- 3.8 The results of this work will inform the Delivery Study (see Chapter 2 above) which should provide further information in respect of likely viability taking account of other infrastructure and planning costs.
- 3.9 Following these additional studies the Council will need to secure further advice from Hertfordshire County Council as the Highway Authority, as to whether or not development is acceptable.
- 3.10 Finally, it should also be noted that some of the testing work will go beyond the scope of the plan-making process and will rest on scrutiny of the Transport Assessments accompanying planning applications at future development sites.
- 3.11 The Highways Agency has indicated the need for further investigation into measures to address the capacity of junction 4 of the A1(M) and junction 8 of the M11. Essex County Council is promoting a new junction 7a on the M11, which could also serve new development in and around Harlow.
- 3.12 The Broad Location to the north and east of Ware is likely to require a northern bypass between Widbury Hill and the A10 in order to avoid the congested High Street. The Little Hadham Bypass and improvements to the A414 and A602 are being promoted by Hertfordshire County Council as part of the primary route network.
- 3.13 Transport modelling has shown that an A414-M11 bypass (i.e. a link between the Eastwick junction and a proposed new junction 7a) is unlikely to fully mitigate transport impacts of large-scale development in the Gilston Area (north of Harlow) and therefore further testing will need to focus on a range of smaller viable measures.
- 3.14 Further consideration will need to be given to the cross-boundary implications of traffic growth. Outside East Herts there are considerable growth pressures, particularly in the A1(M) and M11 corridors, as well as the A414 and A120. Some of these issues are apparent, for example in Essex County Council's response to Uttlesford District Council's draft Local Plan. These areas will need to be assessed further with Hertfordshire and Essex County Councils and the Highways Agency.

- 3.14 Figure 3.1 illustrates the most expensive and significant schemes which will require further investigation as part of the plan-making process. There are many other smaller schemes not shown on the diagram which will need to be investigated further prior to submission of the District Plan to examination.

**Figure 3.1: Major highways options for further investigation**



## **4. Schools**

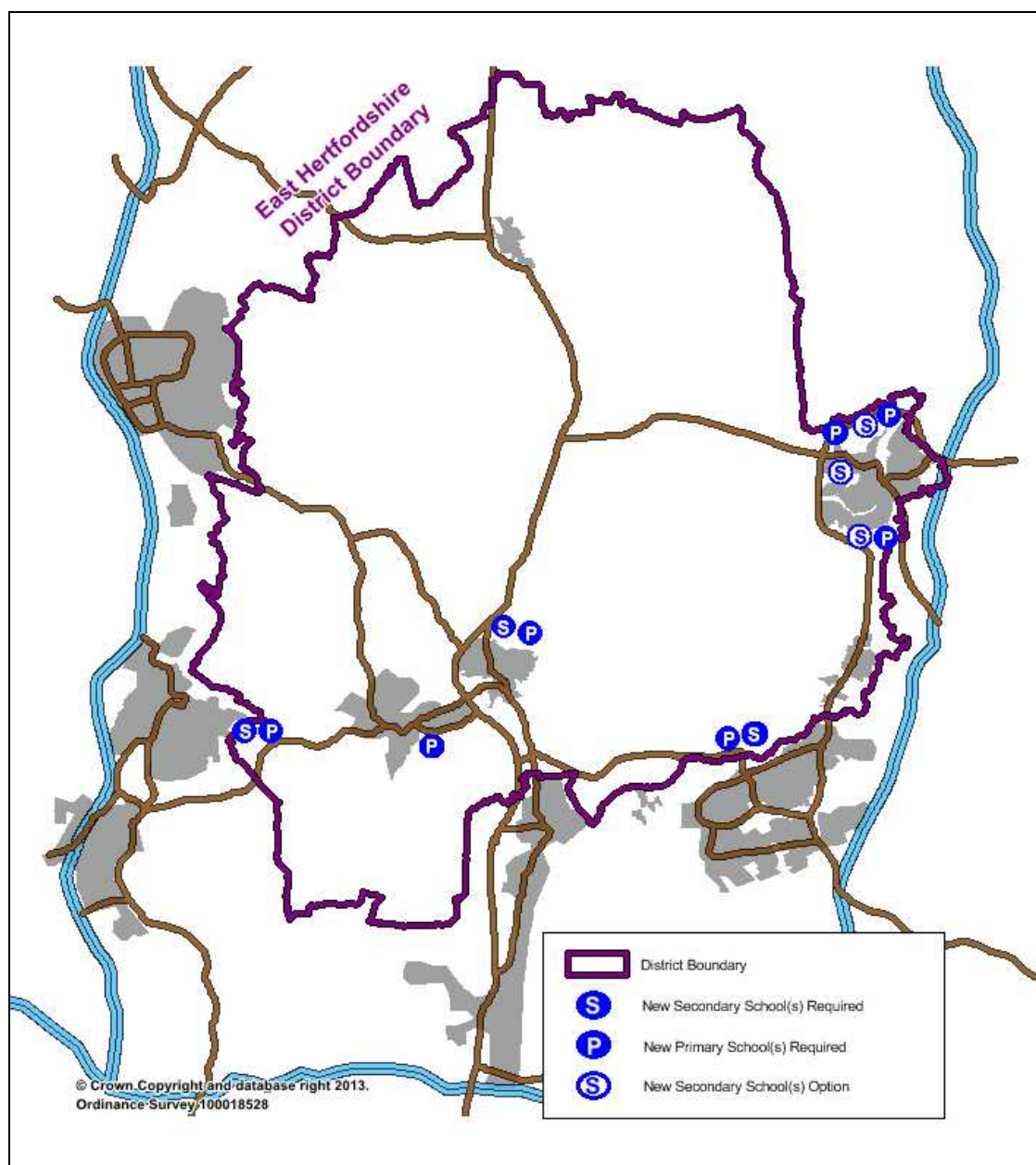
- 4.1 Current Government policy is to promote Free Schools and Academies. A number of secondary schools have opted out of local authority control to become Academies. Given these changes in national policy, Hertfordshire County Council's role is a commissioning one: it cannot direct admissions.
- 4.2 Additional school capacity needs to be delivered within the relevant school planning areas. At secondary level, the school catchments are as follows:
- Bishop's Stortford (including Sawbridgeworth)
  - Hertford and Ware
  - Buntingford
  - Welwyn Garden City
  - Stevenage
- The villages tend to fall within one of the catchments.
- 4.3 Within this context, in September 2013<sup>6</sup> Hertfordshire County Council provided a response in relation to the shortlisted areas of search agreed for further testing in summer 2012. The response has been taken into account in formulating Chapter 6 of the Supporting Document and also in the policies in Part 1 of the Draft District Plan.
- 4.4 Based on the County Council's response, the District Plan identifies locations for potential new schools, as shown in Figure 4.1.
- 4.5 New secondary schools will be required to the north of Ware, in the Gilston Area (north of Harlow) and to the east of Welwyn Garden City. In Bishop's Stortford there is uncertainty around the location of additional secondary capacity. In order to resolve this, the District Plan identifies three options for new secondary school sites. The remainder of the additional capacity requirements will be delivered through expansion of existing secondary schools within each catchment.
- 4.6 A number of new primary school sites have been identified. The remainder of the additional primary school capacity will be provided through the expansion of existing schools.
- 4.7 The District Plan facilitates school expansion through the 'Major Developed Sites' designation (Policy GBR3) which allows schools to expand even where they are located within the Green Belt.

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<sup>6</sup> District Planning Executive Panel, 3 October 2013.

- 4.8 Going forward, there will need to be clarification of the extent of central government funding for new schools. The availability of central government funding will be the major impact on the financial viability of development, including contributions towards a wide range of infrastructure necessary to ensure sustainability development. Although landowners and developers are likely to be expected to contribute towards new schools, it is unlikely to be financially viable for this funding stream to support new schools on it own.
- 4.9 Another area for consideration will need to be in relation to demand for school places from areas outside the District.

**Figure 4.1: New school provision**



## **5. Health**

## 5.1 Introduction

5.1.1 The Infrastructure Topic Paper addresses facilities and services. Public health and planning for healthy societies through the promotion of physical activity is an important aspect of planning addressed through approaches to mixed-use communities and green infrastructure. This is addressed separately in the draft District Plan.

5.1.2 There are five main types of healthcare facility (excluding specialist and private hospitals and home care):

- **District General Hospitals** provide acute care services including accident and emergency and maternity functions. Although outside of the district, Lister Hospital in Stevenage and Princess Alexandra Hospital in Harlow serve East Herts;
- **Local General Hospitals** offer a wide range of primary care services that patients use most often including outpatient, therapies, diagnostics and urgent care. NHS Hertfordshire is proposing to redevelop the QEII Hospital site in Welwyn Garden City in 2014 as a Local General Hospital (with acute care services being transferred to Lister);
- **Urgent Care Centres** treat most injuries or illnesses that are urgent but not life threatening. For example sprains and strains, broken bones, minor burns and scalds, minor head and eye injuries, bites and stings. Hertford County Hospital is an Urgent Care Centre;
- **Community Hospitals** provide outpatient services, for example including a Minor Injuries Unit. There are community hospitals in Bishop's Stortford (the Herts and Essex Hospital) and Cheshunt;
- **GP surgeries** are located in the five towns in East Herts as well as the larger villages of Hertford Heath, Much Hadham, Puckeridge, Stanstead Abbots and Watton-at-Stone. There are a total of 70 practices in East Herts.

5.1.3 In order to provide a better and more efficient level of care, some health services are being decentralised closer to where people live, such as community hospitals, GP practices or in their own homes. Thus, in terms of plan-making, the focus for new health infrastructure will be on providing a limited number of small-scale local health facilities such as health centres for GP practices. It is not considered that specific allocations of new facilities will be made although any requirement for the provision of healthcare will be set out in the development strategy.

5.1.4 The Primary Care Trust (PCT) was abolished and East & North Herts Clinical Commissioning Group (CCG) and NHS England are the main two statutory bodies that have replaced it.

5.1.5 The CCG is responsible for commissioning health care services for the residents in east and north Hertfordshire including hospital, ambulance,

mental health and community services. The CCG works closely with Herts County Council to jointly commission services. For East Herts the CCG commissions services from not only Hertfordshire providers such as Herts Partnership Trust, Hertfordshire Community Trust and East & North Herts Trust but also Princess Alexandra Hospital Harlow as the nearest acute hospital.

## **5.2 GP Practices**

5.2.1 NHS England through each of its 27 Area Teams (AT) is able to provide basic capacity information on GP Premises. The AT which covers East Herts is the Hertfordshire & South Midlands. NHS England commissions General Medical Services, Pharmacy, Optometry, Dentistry and some specialist services whilst Clinical Commissioning Groups (CCGs) commission other health care such as A & E, outpatients and mental health. Currently, NHS England is working in conjunction with Clinical Commissioning Groups (CCGs) to develop a longer term Primary and Community Care Strategy.

5.2.2 In Hertfordshire there are approximately 2,000-2,200 patients per GP. At 2.2 residents per dwelling, this equates to 900-1,000 dwellings per new GP. NHS England provides new GP surgeries facilities at a range of scales depending on local circumstances. Where an existing GP Practice relocates to a new surgery, for example at a large urban extension, then larger facilities may be provided to meet the proposed increased population. In some cases smaller facilities may be justified, depending on the local need. However, in most cases new GP surgeries will take patients from a fairly wide area.

5.2.3 Recognising the limited capacity of existing GP practices, East Herts Council has identified the need for additional healthcare services and facilities. It is anticipated that these would be located within the District centres in the large urban extensions proposed as part of the development strategy. Specific references to the need for new health services and facilities are provided within the policies as follows:

- DPS5: Infrastructure Requirements;
- BISH7: South of Bishop's Stortford;
- BISH8: North of Bishop's Stortford;
- WARE3: Land North and East of Ware;
- EWEL1: Land East of Welwyn Garden City;
- GA1: Land in the Gilston Area.

5.2.4 Although NHS England may obtain government grants for the capital costs of new health facilities, the biggest challenge for the local Area Teams lies in terms of the revenue costs for the first 3 years of a new facility, which have to be paid out of existing budgets. NHS England has therefore signalled its intention to look to local planning authorities to divert a proportion of developer contributions to healthcare provision.



- 5.2.5 East Herts Council will need to investigate NHS funding streams further, and to undertake financial viability assessment in order to ascertain what level of contributions it may be reasonable for developers to make.

**Table 5.1: NHS England comments on emerging plan housing numbers**

Location	NHS England Comment
Bishop's Stortford	The majority of existing practices in the area are constrained, although two do have capacity, however, both these surgery premises are not ideally suited for modern general medical services and this therefore, limits the practice's ability to accept new patients. It was the former PCT's intention that a proposed new surgery premises, to be located at Silver Leys, would be positioned, not only, to meet existing capacity issues within the Town centre, but would have been in a location to accept patients from the proposed new development north of the Town. However, because the Planning application for the new surgery premises (and subsequent appeal) was refused, and with a very large projected population across the proposed development locations, then additional GP Premises facilities may need to be considered on one of the development sites, rather than add pressure to the existing practices in the local area, which will be unable to accommodate the projected increase in population overall.
Buntingford	Currently, both practices within the town have capacity to accept new patients. The proposed development sites amounting to around 500 dwellings would potentially increase the population by circa 1,200 patients, which could be accommodated across both the existing town centre practices.
Hertford	The existing GP premises capacity within the town is already constrained, particularly in the case of two surgery premises. Therefore, any additional residential development in the area will only add pressure on existing facilities, which would not, as a result, be able to accommodate the projected increase in population without major investment in GP premises provision within the town.
Sawbridge-worth	The town is served by one practice only which is currently very constrained, therefore any additional development in the area will only add to the present situation. Although overall the development figures proposed on the out skirts of the Town are modest, the close proximity of the proposed development at Harlow North, could add additional pressure on the practice current capacity.
Ware	The existing GP premises capacity within the Town is already constrained, particularly with regard to one surgery premises. Although the proposed residential development in the area is moderate, it will only add pressure on the existing local

Location	NHS England Comment
	practices to accommodate the additional growth in population, which may, given the current capacity, have implications on the services provided locally.
Gilston Area (north of Harlow)	Currently, patients in this area are served by several practices across a broad area, which would not have the capacity to meet the demands of an additional circa 24,000 residents. This would require a new surgery premises facility on site of at least 1,200m <sup>2</sup> (net internal area) to meet this type of projected population growth.
Villages	Increases in local populations will impact on existing surgery premises facilities, Standon & Puckeridge may be particularly affected, which may therefore, in due course, require the expansion of the existing surgery premises, if this can be achieved on the existing site.
Welwyn Garden City (East)	In our view this proposed development site would have limited implications on the capacity of practices in the East Herts District Council area. However, such a development would have implications for Welwyn Garden City practices, local to the area, but as these fall outside the remit of East Herts the NHS has not commented on this.

### 5.3 Hospitals

5.3.1 The major hospitals lie outside East Herts, at the Lister Hospital in Stevenage and the Princess Alexandra in Harlow. East Herts Council has had direct discussions around the Key Diagram with staff from both hospitals, and it is clear that the main implications relate to the need for improved outpatient facilities. The text below is based on discussions with both hospitals.

#### Lister Hospital, Stevenage

5.3.2 The East and North Hertfordshire NHS Trust identified in its Our Changing Hospitals (OCH) business case in 2009 a programme of works to consolidate acute clinical services in a specialist unit whilst delivering care closer to home for the majority of patients within its catchment area.

5.3.3 The Lister Hospital is to become the focal point for acute clinical services and has seen investment of approximately £150m. This work includes additional wards which will increase the number of beds at the Lister to 682 (including 30 x Special Care Baby Unit cots, 20 x Critical Care beds and a 30 bedded decant ward) a significant increase on the current number of beds to compensate for the changes in Welwyn Garden City at the QEII hospital.

5.3.4 The Lister Hospital is also increasing the number of operating theatres and are providing an expanded specialist Emergency Department and all work is due to be completed in 2014. Hertfordshire Partnership

University NHS Foundation Trust is also making changes at the Lister and QEII hospitals but this is not part of the OCH development.

- 5.3.5 The service model underpinning the OCH programme is for patients to visit the Lister Hospital for their acute care and receive the remainder of their care from the hospital nearest to them. The residents of the East Herts area will be able to receive the majority of their care closer to their homes from both Hertford County and the new QEII Hospitals. The OCH business case factored in population growth so that appropriate capacity will be provided in the new facilities.
- 5.3.6 In order to strengthen this service model, the Trust will look to develop more out-reach services and plans to expand Hertford County Hospital will undoubtedly be considered in the future. Hertford County Hospital is a modern purpose built facility providing out patients, diagnostics, therapies and children's services.
- 5.3.7 The new QEII Hospital is currently under construction and is due to be completed in 2015. It will provide ambulatory care services including Local A&E, rapid assessment unit, out patients, diagnostics, children's services, therapies, endoscopy and specialist day treatments.

#### **Princess Alexandra Hospital, Harlow**

- 5.3.8 Princess Alexandra Hospital (PAH) is a small to medium sized District General Hospital with 420 adult beds. The hospital has had no major investment since its completion in the 1960s, yet it has a very high level of usage of its Accident and Emergency and maternity services, with occupancy rates often running close to capacity.
- 5.3.9 The restructuring of health services at other sites in the sub-region, including in Enfield and Barnet, QEII in Welwyn Garden City, and Herts and Essex in Bishop's Stortford, has led to the growth of the number of GP surgeries which refer patients to PAH, currently in the region of 25-30 separate practices. This combined with an aging population and significant population growth in the hospital's catchment, means that the hospital anticipates significant growth in demand over the next twenty years.
- 5.3.10 In order to meet this projected increase, the hospital is seeking to expand outpatient facilities at Broxbourne and Cheshunt and is also seeking to provide new wards and a larger Accident and Emergency unit at its current site. These measures would alleviate pressure on the hospital from across the catchment area, including East Herts. The majority of funding for provision of this additional capacity will come from mainstream funding sources through the Department for Health.
- 5.3.11 In terms of patient demand from within the East Herts District area, the majority of referrals come from the eastern side of the district, including Sawbridgeworth, Bishop's Stortford and the villages. Patients from

Ware and Hertford tend to visit Lister Hospital in Stevenage and residents of Buntingford primarily look to Lister.

## **6. Water**

## **6.1 Introduction**

- 6.1.1 Water supply and waste water services are delivered by private sector companies which are regulated nationally. The sections below have been drafted with input from Thames Water and Affinity Water.

## **6.2 Water Supply**

- 6.2.1 Affinity Water is the water supply company for the area. Water resources and water supply infrastructure are the two main operational areas. The company's plans for the former are set out in a Water Resources Management Plan (WRMP) which is subject to agreement of the Environment Agency as environmental regulator, OFWAT as the consumer regulator and the Secretary of State. As a water company Affinity has a statutory requirement to supply water. It does not object to development proposals in principle although it does advise on their technical feasibility and potential cost.
- 6.2.2 Given the national regulatory requirements, the main focus of concern for the water companies is around the logistics of water supply. The principle of water supply and the impact of abstraction on the environment is a separate matter, which falls outside the scope of the Infrastructure Topic Paper. Supported by Affinity Water and the Environment Agency, the draft East Herts District Plan includes water efficiency targets for new development in excess of Building Regulation requirements – see Policy WAT3: Efficient Use of Water Resources.
- 6.2.3 However, East Herts Council has expressed concerns to Affinity Water and the Department for the Environment, Food and Rural Affairs (DEFRA) in respect of the company's draft WRMP, which relies on increased demand management including leakage reduction, metering and water efficiency measures to offset the projected increase in consumption from population increases. The issue of water resources is also a matter for the national regulatory framework.
- 6.2.4 The Planning Inspectorate does not view general water resources issues as a reason to reduce the housing requirement. Reflecting this, the Council does not view water supply issues as a basis for seeking to lower the amount of development in the District Plan. However, the Council recognises that in meeting the new demand, Affinity Water will incur additional costs.
- 6.2.5 The focus of the East Herts Infrastructure Topic Paper is in relation to water supply infrastructure. In general it is easier to supply sites that neighbour existing developed areas as the mains network is better adapted to cope. Affinity Water has reviewed the Draft District Plan Key Diagram. Since most of the proposed areas in the draft District Plan are adjacent to existing towns / villages, the overall cost to developers of supply to these sites should be viable. Given this, together with the statutory requirement to supply water, Affinity Water's

position is that it can supply any of the potential sites and Broad Locations within the draft District Plan.

- 6.2.6 Affinity Water's network of infrastructure and pipes has been designed to be suitable for existing developments with a limited amount of spare capacity to accept incremental growth. Where large scale development is required, the network may require infrastructure improvements to be made to ensure that the new developments have an appropriate supply network and source of water, and that existing customers do not experience deterioration in service.
- 6.2.6 Affinity Water plans for new infrastructure as new development sites emerge and planning applications are made. The company then works with developers to ensure that new infrastructure needed is appropriate for the developments proposed and funded by them. It is impossible for Affinity Water to give accurate information on the type and cost of infrastructure needed until detailed plans for new developments have been completed.
- 6.2.7 This detailed work does not form part of the plan-making process. For the purposes of production of an Infrastructure Delivery Plan to support the East Herts District Plan Affinity Water does not consider it appropriate to undertake significant additional work in relation to water supply infrastructure.
- 6.2.8 Finally, East Herts Council is aware of complaints from local people about low water pressure for domestic supplies in Ware. The Council is currently working with Affinity Water to investigate the causes and possible solutions to this problem.

### **6.3 Waste Water**

- 6.3.1 East Herts Council has worked closely with Thames Water in relation to the shortlisted areas of search (summer 2012). Thames Water has commented on the emerging plan in some detail, and this section is based on the company's comments.
- 6.3.2 In relation to the proposed development locations including site allocations and broad locations, the position for the existing infrastructure assets has been set out in Table 6.1 below. This consists of Thames Water's comments on work that would be required to the main sewage treatment works (STWs) serving the district and the sewerage network in order to support growth.
- 6.3.3 It should be noted that the sewerage networks and the sewage treatment works also receive flows from neighbouring local authorities and as such the need for upgrades can also be affected by the timing and scale of development elsewhere.

### **Developer Requirements**

- 6.3.4 It is essential that developers discuss proposals with Thames Water at an early stage so that the impacts on the sewerage network and sewage treatment works can be understood. Where upgrades are required it will be necessary for developers to identify how they will be delivered.
- 6.3.5 Where necessary, planning conditions may need to be used to ensure that any sewerage network upgrades are delivered ahead of the occupation of development to avoid adverse impacts such as sewer flooding. Thames Water requested that policies should be included in the District Plan to support this approach and ensure the delivery of this essential infrastructure required to support growth. East Herts Council has addressed this through Policy DPS5: Infrastructure Requirements.

### **Rye Meads Sewage Treatment Works**

- 6.3.6 This will be impacted on by growth proposals in East Herts District, potentially the Gilston Area (north of Harlow), Sawbridgeworth, Hertford, Ware and Welwyn Garden City sites, as well as the growth proposals from many of the neighbouring Districts. Thames Water had identified upgrade works within the Water Cycle Study (WCS) and these generally remain valid however, the solutions and timing of them is fluid.
- 6.3.7 Within the WCS documents Thames Water were required to state when the upgrades would be undertaken however, due to the recent economic downturn and the uncertainty on growth numbers and timescales, the majority of these upgrades have not yet been put in



place and are currently being reviewed. Thames Water are monitoring the loads into the STW and the quality and volumes of effluent produced and do not foresee an immediate need to upgrade the STW. The delivery of any STW upgrade will be aligned with house completion requirements.

6.3.8 Table 6.1 below presents Thames Water's comments for each broad development area, splitting out the comments on the sewerage network (piped sewers) and the treatment works.

**Table 6.1: Thames Water comments on shortlisted options**

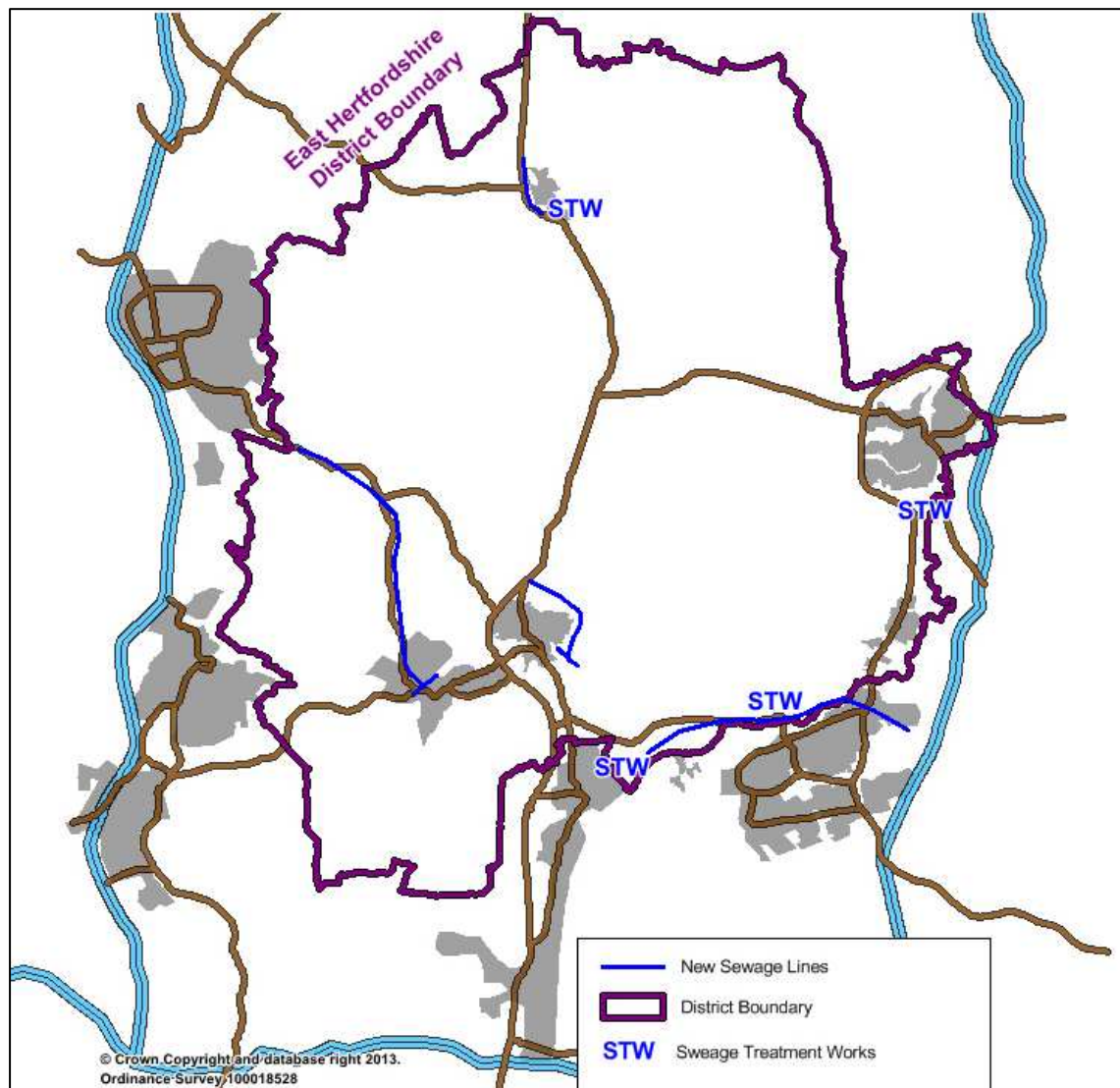
Location		Thames Water Comment
Bishop's Stortford	Sewerage network	With regard to sewerage network upgrades, the most significant development site is to the north-west of the town and Thames Water are already discussing requirements with the developers.
	Treatment Works	Bishops Stortford STW was upgraded recently to accommodate flows from Stansted Airport and for some major development sites within the catchment. Passenger numbers at the airport have dropped since the upgrade was implemented however; the onus is on Thames Water to monitor the performance of the STW and react accordingly and within appropriate timescales.
Buntingford	Sewerage network	As a result of the suggested development, Thames Water are undertaking scenario planning to identify the extent of capacity deficiencies that may exist and possible solutions. A hydraulic model of the catchment is to be built and work on this has recently commenced. It is acknowledged that to upgrade the sewers within the main High Street would be disruptive to the community and this will be avoided if at all possible. Depending on the exact location of any chosen development site, new connections directly to the STW following the line of the bypass are most likely. Alternative options could be to provide local tank sewers to balance the flows.
	Treatment Works	Buntingford STW has seen a reduction in foul flows in recent years but these have now started to increase again as a result of some small housing developments being completed. Some spare capacity exists for further development to commence, however an upgrade to the STW will be required to cater for flows from all the developments proposed. The extent of the upgrades cannot, at this time be detailed but Thames Water is carrying out investigations and modelling work to enable the upgrades to be scoped.

Location		Thames Water Comment
Hertford	Sewerage network	Local network upgrades will be required. Because these sites are separated from each other in drainage terms, Thames Water would require each developer to present a drainage strategy for their site for Thames Water to consider with the LPA through the planning process. This is because it is unlikely that all the sites will be the subject to parallel timescales that would enable a co-ordinated solution to be planned and constructed. Thames Water would also expect the developers to fund any upgrades required for these areas through the requisition process or, construct the upgrades by their own means. It may be necessary for planning conditions to be used to ensure that any upgrades required are delivered ahead of the occupation of development.
	Treatment Works	Served by Rye Meads Sewage Treatment Works
Sawbridge-Worth	Sewerage network	This area drains to Rye Meads STW and the housing numbers are insignificant in terms of additional foul flows onto the treatment works. However, the location of development sites on the west side of town may increase the risk of sewer flooding and therefore sewerage network upgrades maybe required, possibly in the form of underground balancing tanks.
	Treatment Works	Served by Rye Meads Sewage Treatment Works
Ware	Sewerage network	Large scale development would require the provision of a new sewer to the north and east of the town to connect with the trunk sewer. The existing sewer lies underneath the High Street and this new sewer to the north and east would therefore avoid disruption here.
	Sewerage network	Served by Rye Meads Sewage Treatment Works
Gilston Area (north of Harlow)	Sewerage network	<p>This is linked with other development proposals within Harlow District and the need for a new outfall sewer from Harlow to Rye Meads STW has already been established. Thames Water are proposing to seek funding in the next business plan (2015-2020).</p> <p>Thames Water is aware of proposals by Places for People to construct a new sewage treatment works serving the development area. This is feasible but would need to comply with all the necessary environmental regulations and safeguards.</p>
East of Welwyn	Sewerage network	This proposal will be in addition to any similar proposals made by Welwyn Hatfield Council in their

Location		Thames Water Comment
Garden City		adjacent area. Thames Water must consider the total impact on the existing wastewater network taking account of flows from Welwyn Hatfield. The initial drainage solution for the site remains valid, connecting to the recently constructed outfall sewer from the town, however, despite this being a very large underground balancing tank with flow control, it will be necessary to ensure that there is no additional impact on the network either upstream or downstream of the tank. It is considered that all the flows currently being proposed can be accommodated but sensitivity checking will be required when the final numbers from both local authorities are agreed.
	Treatment Works	Served by Rye Meads Sewage Treatment Works

6.3.9 Figure 6.1 shows the location of potential new and upgraded sewerage infrastructure. It shows the possible route of new sewers avoiding the High Streets in Buntingford and Ware which could provide additional capacity to serve development to the north of these areas. It also shows the upgrades needed to Sewage Treatment Works at Buntingford and Rye Meads, and the potential new treatment works in the Gilston Area (north of Harlow). Potential upgrades to the trunk sewer along the Beane from Stevenage to Hertford are also shown.

**Figure 6.1: Potential new/upgraded sewers and sewage treatment works**



## **7. Other Utilities**

## **7.1 Introduction**

- 7.1.1 There are a number of other utilities which provide essential services to existing and new development. Funding gas and electricity provision is arranged directly between developer and provider, and the costs are commercially sensitive and therefore unavailable. Broadband internet is supported by national grant. The arrangements around these utilities are areas where plan-making plays a very limited, if any, role. The overviews presented here provide background context.

## **7.2 Gas**

- 7.2.1 The gas industry can be split into the infrastructure for production, transmission, distribution and metering and the supply of the gas.
- 7.2.2 Production infrastructure is a competitive market and includes the production and importing infrastructure of the major oil companies (e.g. BP/Shell). Gas transmission occurs through the National Transmission System (NTS) operated by the regulated monopoly of National Grid Gas. Three off-takes from the National Grid system supply the whole of the Hertfordshire area.
- 7.2.3 Local Gas Distribution Networks (GDNs) supply the gas from the transmission network to the consumer. GDNs prepare long term development statements (10 year periods – reviewed annually). Reinforcement Plans are produced annually. GDN investment plans cover 5 year periods and are based on consumer demand growth trends, known locations of capacity limitation and slow rollout into rural areas.
- 7.2.4 The cost of network infrastructure both on-site and off-site will be borne by developers. The gas company may wish to install strategic pipelines at an early stage of the developments and will recharge a proportion of the costs to each developer. National Grid will not install infrastructure on a speculative basis to serve potential developments and will need to enter into agreement with developers before any work is commenced. Ofgem (the gas and electricity regulator) will not accept the practice of speculative main laying as this would be seen as anti-competitive and against the interests of the consumer.

## **7.3 Electricity**

- 7.3.1 Generation sources include fossil-fuelled power stations, nuclear power stations, waste incineration and on-and offshore wind power. Electricity is then transmitted through a national network of electricity lines operated by National Grid, before connecting to local networks owned by distribution network operators (DNOs). EDF Energy Ltd is the DNO covering all of East Herts District. DNOs prepare Long Term Development Statements for 5 year periods, reviewed annually based

on consumer growth trends for whole DNO area, and known locations of capacity limits.

- 7.3.2 Whilst there is some spare capacity in several East Herts towns, housing growth will require a substantial investment in infrastructure before a connection is permitted. This may be in the form of additional sub-stations and new heavier duty cables. The electricity companies will seek all costs associated with these works, including design, from the developer.

## **7.4 Broadband Internet**

- 7.4.1 Hertfordshire County Council and Buckinghamshire County Councils have joined together in the 'Connected Counties' initiative to roll out fibre broadband services across both counties. BT has been appointed to install the necessary infrastructure using central government grant money.

- 7.4.2 The Connected Counties website at [www.connectedcounties.org](http://www.connectedcounties.org) provides useful information on the rollout of the programme. Maps on the website showing proposed fibre broadband deployment indicate differences in approach between the following three broad areas across East Herts District:

- Most of the urban areas including Hertford, Ware, Bishop's Stortford and Sawbridgeworth are expected to achieve fibre broadband by April 2016;
- There are no plans for fibre broadband in much of the rest of the rural area of the district but as part of the Connected Counties programme the aim is to ensure that these areas achieve at least 2MBps by April 2016; and
- There is a substantial area of the District including Buntingford, Standon and Puckeridge, which is currently under investigation for inclusion within the proposed fibre broadband rollout area.

- 7.4.3 East Herts Council will work with partners through the Connected Counties programme to seek to achieve fibre broadband coverage in the latter area, particularly given the proposals for significant development allocations in Buntingford.
- 7.4.4 Recognising the particular importance of fast broadband connections to local businesses, East Herts Council will focus in particular on facilitating connections to employment areas in these locations.
- 7.4.5 Draft District Plan Policy ED3: Communications Infrastructure sets out the Council's proposed approach to dealing with planning applications for structures which may assist in the delivery of information technology.

## **8. Conclusions and Next Steps**



- 8.1 The Infrastructure Topic Paper has shown how infrastructure considerations have been part of the process of developing the draft District Plan. The Topic Paper provides a starting point for further investigation of infrastructure delivery to support the District Plan. Over the coming year, East Herts Council will undertake a significant amount of further work, in partnership with infrastructure and service providers, to assess as far as possible the likely costs of the required infrastructure. This will include not only the infrastructure set out in this Topic Paper, but a range of other infrastructure items where cost data is available.
- 8.2 The remainder of this section explores further some of the main issues which will need to be addressed over the coming year.

### **Developer Contributions**

- 8.3 One issue which has arisen from the Topic Paper is that a number of providers are seeking developer contributions to fund infrastructure, including both capital costs and revenue costs. This will need further investigation in relation to the regulations and financial viability, because the total funding 'pot' available through the uplift in land value arising from the grant of planning permission (which generates the money to finance development and developer contributions) may not be sufficient to meet the legitimate expectations of all providers, taking account of the statutory tests set out in Community Infrastructure Levy (CIL) Regulation 122.
- 8.4 The aim of the planning system is to deliver sustainable development, supported by the full range of infrastructure and services necessary. However, given the range of competing demands and aspirations, the District Council will need to make some difficult decisions in terms of what infrastructure it considers to be a priority in terms of delivery of the plan. Whilst Part 1 of the draft District Plan sets out the key infrastructure, the Council will need to understand in the context of further assessment of financial viability, where the top priorities for expenditure should be. This will include aspirations for sustainability features, local standards, and importantly, affordable housing.
- 8.5 Another aspect of developer contributions relates to Community Infrastructure Levy (CIL). The Council will set out its position on CIL later in 2014, since this will need to be considered alongside all the other developer costs as an aspect of financial viability. This will be addressed as part of the Delivery Study (see below).

### **New Homes Bonus**

- 8.5 One of the principles of the New Homes Bonus is that money should be directed to the areas where development occurs, to be spent on infrastructure or other items. Under East Herts Council's existing policy

a proportion of this money goes to the Parish Council in which the development is located.

- 8.6 However, the District Plan proposes three locations for future development which, although physically part of a town, are located within the administrative area of another Parish. These are:
- North of Buntingford (Cottered Parish)
  - North and East of Ware (Wareside Parish)
  - South of Bishop's Stortford (Thorley Parish)
- 8.7 It is proposed that East Herts Council's own regulations be reviewed to ensure that any future new homes bonus arising from development in these locations will be equitably distributed between the Town and Parish Councils, taking account of the need for infrastructure provision within the towns of which the development will form a part.

### **The Delivery Study 2014**

- 8.8 The Council will use the draft District Plan to carry out a Delivery Study during the course of 2014 which will develop the evidence base to a level sufficient to meet the requirements of examination in public. East Herts Council already has initial viability evidence in relation to land values, known as a part 1 viability study.
- 8.9 The main focus of the Delivery Study will be on understanding the financial viability of the full 'basket' of costs on delivery, based on knowledge of specific infrastructure likely to arise from the specific development locations proposed in the draft District Plan. It is only by assessing the full costs of development, including all these site-specific requirements and other planning costs that it is possible to know how much it is realistic to expect developers to contribute to specific items.
- 8.10 In order to undertake the Delivery Study in a robust manner, it will be essential for the Council to work with developers of the larger allocations and Broad Locations to understand and critically appraise the evidence they submit. This work is only possible now that the Council has a clearer idea of the locations of development as proposed in the draft District Plan. The Council will work with developers following the consultation on the draft Plan.
- 8.11 Mainstream public funding and other funding streams will be researched. This work will be necessary to understand how far it is reasonable to seek developer contributions. In some cases there are national funding pots at national and European level which are available to support growth areas.
- 8.12 Once East Herts Council has agreed its draft District Plan for consultation, it will also be possible to collect infrastructure information in earnest, focusing on specific requirements to serve the development proposals set out in the plan.

## **Infrastructure Delivery Plan 2014-15**

- 8.13 All this information will be gathered together into an Infrastructure Delivery Plan (IDP). The schedule underlying the IDP will show the phasing of development and the supporting infrastructure. The IDP will be updated annually alongside the Annual Monitoring Report, and further information added as it becomes available.
- 8.14 In order to understand financial viability implications of the IDP it will be necessary to work closely with landowners and developers at the development locations identified in the draft District Plan. The Council will commission specialist viability experts to undertake critical appraisal of the evidence submitted and to advise over viability matters.
- 8.15 It is anticipated that infrastructure and service providers will use the consultation on the draft District Plan to provide further information on infrastructure requirements. This information will be supplemented by further partnership working with infrastructure and service providers over the coming months.
- 8.16 The IDP will include a schedule of infrastructure information, consisting of a table showing what infrastructure is required, when it is required, where it is required, whose responsibility it will be to deliver it, and the anticipated funding sources.
- 8.17 Infrastructure planning is an on-going process from initial idea through to delivery. In between those two points there are a number of stages, including feasibility assessment, resource allocation and budgeting, planning permission, and construction.
- 8.18 Recognising the long lead-in times, it is proposed that the IDP should be updated annually with the latest evidence, including a risk assessment around key delivery aspects. This evidence will sit alongside the Annual Monitoring Report which details the housing trajectory, and will alert the Council to any necessary interventions to ensure the sustainable delivery of the District Plan. This may include triggers to look at contingency measures including review of the plan itself. Further details of the approach to delivery (including monitoring) are set out in Part 2 of the District Plan.

## **Partnership Working**

- 8.19 With the exception of parks and Leisure Centres at Hartham in Hertford and Grange Paddocks in Bishop's Stortford, East Herts Council itself delivers very little infrastructure directly. The role of the Council is therefore one of co-ordination and facilitation, rather than direction.

- 8.20 Through the preparation of the draft District Plan East Herts Council has already undertaken a considerable amount of work with key partners including Hertfordshire County Council, Essex County Council and others. This partnership will need to be extended throughout the plan period and will require mutual understanding of the limitations and constraints, including national policy requirements, which all organisations operate under.
- 8.21 East Herts Council has an established approach to cross-boundary strategic issues with all seven neighbouring local planning authorities. This is detailed in Chapter 7 of the Interim Development Strategy Report. Going forward, it is clear that there are particular cross-boundary infrastructure issues with a number of authorities, in particular relating to transport (particularly Uttlesford, Broxbourne, Harlow, Welwyn Hatfield), but also in relation to schools provision (Welwyn Hatfield). These infrastructure issues will need to be subject to further discussion as part of the preparation of the IDP.
- 8.22 The Local Enterprise Partnership LEP provides the gateway to significant funding opportunities. East Herts Council will use the draft District Plan to demonstrate to the LEP that infrastructure funding should be directed to East Herts, given the significant amount of development and the important sub-regional role of the District. East Herts Council will work with the Local Enterprise Partnership (LEP) to unlock funding opportunities and support bids.
- 8.23 East Herts Council will also need to work with other bodies including the Local Transport Body and the Local Nature Partnership to draw further evidence into the infrastructure planning process.

## **Conclusions**

- 8.24 The main messages from the Infrastructure Topic Paper are as follows.
- The District Plan provides the opportunity to provide a high-level framework for consideration of the cumulative impacts of development proposals before the planning application stage;
  - Utility companies are under a statutory requirement to provide their services and enable connection to developers who request it, and there is limited scope for the District Plan to engage in these areas;
  - There are sometimes wider environmental impacts which need to be addressed by District Plan policies, although some of these, for example in relation to water supply and abstraction, are governed by other regulatory regimes;
  - There will need to be further work to clarify and agree with partners the interpretation of 'severe' traffic impacts as set out in the NPPF;

- Some services such as education and health have experienced considerable changes in their configuration at national level and there is uncertainty about mainstream funding;
- There will always be inherent uncertainty in infrastructure delivery, particularly over the longer term, which the District Plan can to an extent address, but which it cannot fully resolve;
- Annual monitoring should include not only housing and development but also the provision of infrastructure which supports it.

8.25 The Infrastructure Topic Paper has illustrated the ways in which the infrastructure planning process will be taken forward by the District Council in the future. As set out in the introduction, this is part of an evolutionary process and will require capacity building and mutual understanding involving developers, providers, and the public.

# **Appendix A**

## **National Planning Practice Guidance (extract)**

**Extract from the National Planning Practice Guidance (Beta Test Version, August 2013)**

**How can the local planning authority show that a Local Plan is capable of being delivered?**

- A1. A Local Plan is an opportunity for the local planning authority to set out a positive vision for the area, but the plan should also be realistic about what can be achieved and when. This means paying careful attention to providing an adequate supply of land, identifying what infrastructure is required and how it can be funded, and ensuring that the requirements of the plan as a whole will not prejudice the viability of development.
- A2. Early discussion with infrastructure and service providers is particularly important to help understand their investment plans and critical dependencies. The local planning authority should also involve the Local Enterprise Partnership at an early stage in considering the strategic issues facing their area, including the prospects for investment in infrastructure.
- A3. The Local Plan should make clear, for at least the first five years, what infrastructure is required, who is going to fund and provide it, and how it relates to the anticipated rate and phasing of development. For the later stages of the plan period less detail may be provided as the position regarding the provision of infrastructure is likely to be less certain. If it is known that a development is unlikely to come forward until after the plan period due, for example, to uncertainty over deliverability of key infrastructure, then this should be clearly stated in the draft plan.
- A4. Where the deliverability of critical infrastructure is uncertain then the plan should address the consequences of this, including possible contingency arrangements. The detail concerning planned infrastructure provision can be set out in a supporting document such as an infrastructure delivery programme that can be updated regularly. However the key infrastructure requirements on which delivery of the plan depends should be contained in the Local Plan itself.
- A5. The evidence which accompanies a draft Local Plan should show how the policies in the plan have been tested for their impact on the viability of development, including (where relevant) the impact which the Community Infrastructure Levy is expected to have. Where local planning authorities intend to bring forward a Community Infrastructure Levy regime, there is a strong advantage in doing so in parallel with producing the Local Plan, as this allows questions about infrastructure funding and the viability of policies to be addressed in a comprehensive and coordinated way.

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## EAST HERTS COUNCIL

### DISTRICT PLANNING EXECUTIVE PANEL – 16 JANUARY 2014

#### REPORT BY EXECUTIVE MEMBER FOR STRATEGIC PLANNING AND TRANSPORT

#### DRAFT EAST HERTS DISTRICT PLAN (PREFERRED OPTIONS) (JANUARY 2014)

WARD(S) AFFECTED: ALL

#### **Purpose/Summary of Report**

- This report asks Members to consider and agree the Draft East Herts District Plan (January 2014) for public consultation for a period of twelve weeks, and also to agree the consultation strategy.

#### **RECOMMENDATIONS FOR DISTRICT PLANNING EXECUTIVE PANEL AND EXECUTIVE: That:**

(A)	the Draft East Herts District Plan (January 2014) at Essential Reference Paper 'B' be supported and made available for public consultation for a period of twelve-weeks in accordance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012;
(B)	the Consultation Strategy at Essential Reference Paper 'F' be supported; and
(C)	the Head of Planning and Building Control, in consultation with the Executive Member for Strategic Planning and Transport, be authorised to make non-material, and typographical corrections to the Draft District Plan, prior to publication for consultation purposes.
<b><u>RECOMMENDATIONS FOR COUNCIL: That:</u></b>	
(A)	the Draft East Herts District Plan (January 2014) at Essential Reference Paper 'B' be agreed and made available for public consultation for a period of twelve-

	<b>weeks in accordance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012;</b>
<b>(B)</b>	<b>the Consultation Strategy at Essential Reference Paper ‘F’ be agreed; and</b>
<b>(C)</b>	<b>the Head of Planning and Building Control, in consultation with the Executive Member for Strategic Planning and Transport, be authorised to make non-material, and typographical corrections to the Draft District Plan, prior to publication for consultation purposes.</b>

## 1.0 Background

- 1.1 The Council is in the process of preparing an updated Local (District) Plan for East Herts that will plan for the needs of the District to 2031 and ensure an up to date development plan to provide a framework for decisions on planning applications as required by the National Planning Policy Framework.
- 1.2 Work on the emerging District Plan has been ongoing since the issues and options consultation in 2010. The emerging Plan has been prepared in accordance with relevant legislation and guidance, including the Town and Country Planning (Local Planning) (England) Regulations 2012 and the National Planning Policy Framework (2012).
- 1.3 The preparation of the Plan has been informed by extensive background research and information. This includes research on a range of topics, including housing delivery and supply, transport needs, infrastructure requirements, and economic development. Work on the evidence base is ongoing throughout the Plan process (and beyond), as it is essential that the Council maintains an up to date evidence base that informs the production, implementation and future review of the District Plan. The evidence base is available at:  
[www.eastherts.gov.uk/technicalstudies](http://www.eastherts.gov.uk/technicalstudies).
- 1.4 The final development strategy included in the proposed District Plan was selected following a rigorous strategy selection process. This is documented in the ‘Supporting Document’ which accompanies the Plan and can be found on the Council’s website at: [www.eastherts.gov.uk/supportingdocument](http://www.eastherts.gov.uk/supportingdocument). A separate

'Interim Development Strategy Report' draws together the evidence contained in the Supporting Document with the requirements of the National Planning Policy Framework (see Agenda Item 6).

- 1.5 To help inform the process of moving towards a draft District Plan, a series of briefings have been held to which all District Councillors were invited. The briefings were not part of the decision making process but provided a forum to discuss the emerging Plan and gave all Members the opportunity to engage in the development of the District Plan.
- 1.6 This reports presents for the first time the proposed Draft East Herts District Plan (Preferred Options) (January 2014) and seeks Members agreement to publish the Plan for a twelve-week period of public consultation.

## 2.0 Report

- 2.1 The proposed Draft East Herts District Plan is attached at **Essential Reference Paper 'B'**. The Plan includes two parts: Part 1 contains the Development Strategy and Part 2 contains the Topic Policies:

### Part 1:

- 1. Introduction
- 2. Vision and Strategic Objectives
- 3. The Development Strategy
- 4. Green Belt and Rural Area Beyond the Green Belt
- 5. Bishop's Stortford
- 6. Buntingford
- 7. Hertford
- 8. Sawbridgeworth
- 9. Ware
- 10. Villages
- 11. East of Welwyn Garden City
- 12. The Gilston Area

### Part 2:

- 13. Housing
- 14. Economy
- 15. Retail and Town Centres
- 16. Design
- 17. Transport
- 18. Community Facilities, Leisure and Recreation

19. Natural Environment
20. Landscape
21. Heritage Assets
22. Climate Change
23. Water
24. Environmental Quality
25. Delivery

2.2 The Plan also contains five Appendices:

Appendix A: Key Diagram  
Appendix B: Strategy Worksheet  
Appendix C: Open Space Standards  
Appendix D: Monitoring Framework  
Appendix E: Glossary

Appendix A: Key Diagram and Appendix B: Strategy Worksheet are A3 sheets and are attached at **Essential Reference Paper 'C'** and **Essential Reference Paper 'D'** respectively.

- 2.3 A Policies Map (previously known as the Proposals Map) will accompany the District Plan. This will be made available at the Panel meeting on the 16 January 2014. The Policies Map will show all the policies and proposals set out in the District Plan.
- 2.4 Members will recall that Part 2 was previously presented to the District Planning Executive Panel on Monday 18 November 2013. Chapters 13-24 were subsequently agreed for inclusion in the Draft District Plan by Executive on 9 December 2013 and Council on 11 December 2013.
- 2.5 There have been some minor amendments to Chapters 13-24, including typographical corrections. A new section on 'Flexible Working Practices' has also been added to Chapter 14 (Economy) to clarify the Council's position on this policy area (see paragraphs 14.4.2 and 14.4.3 of the Draft Plan and new Policy ED4 Flexible Working Practices). In addition, the Council's position on renewable and low carbon energy, with particular regard to solar farms and wind turbines, has been clarified in section 22.4 of Chapter 22 (Climate Change).
- 2.6 Chapter 21 (Heritage Assets) has also been updated to reflect advice from English Heritage to ensure a more positive approach to the historic environment policies in accordance with the National Planning Policy Framework. For information a track

change version of Chapter 21 is attached at **Essential Reference Paper 'E'**.

- 2.7 Part 1 of the District Plan provides for the full objectively assessed needs of the District for 9,700 jobs and 15,000 homes. The Plan sets out the Council's strategy for delivering this growth over the period to 2031. The Plan identifies the need for new site allocations in the towns, together with other broad locations (in the Gilston Area, North and East of Ware and East of Welwyn Garden City) to deliver the strategy, and what new infrastructure and services may be required.
- 2.8 The Plan also sets out the approach to the villages including policies for different groups of villages consistent with the level of service provision at each settlement. This is an important element of the strategy, helping to direct housing to the most sustainable locations. There are no site allocations in the villages. Instead, responding to the introduction of Neighbourhood Planning under the Localism Act, Parish Council's will be encouraged to produce a Neighbourhood Plan to develop a shared vision for their village and to deliver the sustainable development that they need.
- 2.9 The final Chapter of the Plan (Chapter 25 - Delivery) sets out how the Council will work in partnership with providers of infrastructure and services to facilitate the timely provision of infrastructure necessary to support sustainable development.
- 2.10 The proposed Draft District Plan is supported by an Interim Sustainability Appraisal Report (see Agenda Item 8) that assesses each of the policies in the Plan, and also assesses the cumulative impacts of the Plan as a whole. The report also provides an audit trail for the development of the policies in the Plan – the links between national and local planning, the evidence base, and the policies and proposals included in the proposed Draft District Plan.
- 2.11 Planning plays an essential role in shaping the places where we all live and work. The outcomes of planning have an effect on everyone and for this reason everyone should have the opportunity to get involved in the process. Given this, it is important that effective consultation and community engagement is at the heart of Local (District) Plan preparation. This gives people the opportunity to get involved from the outset and have their say on local planning issues.

2.12 The 'Consultation Strategy' attached at **Essential Reference Paper 'F'** sets out the Council's approach to consulting and engaging the community on the draft East Herts District Plan. The strategy has been prepared in accordance with the Council's Statement of Community Involvement (October 2013). A twelve-week period of public consultation is proposed from February 2014 – May 2014, the specific dates to be confirmed in due course.

### 3.0 Implications/Consultations

3.1 Information on any corporate issues and consultation associated with this report can be found within **Essential Reference Paper 'A'**.

### Essential Reference Papers

- 'A' Information on any corporate issues and consultation
- 'B' Draft District Plan
- 'C' Draft District Plan Appendix A: Key Diagram
- 'D' Draft District Plan Appendix B: Strategy Worksheet
- 'E' Chapter 21 (Heritage Assets) – track change version
- 'F' Consultation Strategy

### Background Papers

The Supporting Document, together with links to all relevant reports and documents, are available at: [www.eastherts.gov.uk/supportingdocument](http://www.eastherts.gov.uk/supportingdocument)

The District Plan evidence base is available at:  
[www.eastherts.gov.uk/technicalstudies](http://www.eastherts.gov.uk/technicalstudies).

Previous District Planning Executive Panel reports are all available at:  
<http://online.eastherts.gov.uk/moderngov/mgCommitteeDetails.aspx?ID=151>

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**IMPLICATIONS/CONSULTATIONS**

Contribution to the Council's Corporate Priorities/ Objectives (delete as appropriate):	<p><b><i>People</i></b> This priority focuses on enhancing the quality of life, health and wellbeing, particularly for those who are vulnerable, and delivering strong services</p> <p><b><i>Place</i></b> This priority focuses on sustainability, the built environment and ensuring our towns and villages are safe and clean.</p> <p><b><i>Prosperity</i></b> This priority focuses on safeguarding and enhancing our unique mix of rural and urban communities, promoting sustainable, economic opportunities and delivering cost effective services.</p>
Consultation:	A wide range of consultation has been undertaken in preparing the proposed Draft East Herts District Plan and further consultation is proposed, as detailed in this report and set out in the Consultation Strategy at ERP 'F'.
Legal:	There are no direct legal implications of this report.
Financial:	There are no direct financial implications arising from this report. The cost of preparing a District Plan is significant and has been budgeted for over the duration of its preparation. Preparing one single Local (District) Plan rather than two separate Development Plan Documents (Core Strategy and Site Allocations) will mean that cost and time savings will be achieved.
Human Resource:	Additional staff resource has been agreed to ensure the ongoing timely preparation of the District Plan.
Risk Management:	The preparation of the District Plan is major project for the Council. Full project and risk management procedures are being employed. Not having an up to date Plan in place will make it more difficult for the Council to defend the District against inappropriate development.

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# Chapter 1

## Introduction

## Chapter 1 Introduction

### 1.1 What is the District Plan?

- 1.1.1** This District Plan sets out a framework for guiding development in East Herts. It looks at how much, where and when development should take place. It seeks to ensure that development in the district is 'sustainable' and meets the needs of the local area.
- 1.1.2** The District Plan covers the period up to 2031. But it is likely that the Plan will be reviewed well before then. The District Plan replaces the 'East Herts Local Plan Second Review' (2007).
- 1.1.3** The District Plan will be the main basis for making decisions on planning applications. When adopted, planning decisions should be in accordance with the District Plan, unless material considerations indicate otherwise. The District Plan sits alongside the Government's National Planning Policy Framework (NPPF), which must also be taken into account when deciding planning applications, and preparing local plans, and the Hertfordshire Minerals and Waste Local Plans.

#### Why Plan?

##### Having an up to date plan:

- Allows the Council to provide for local community needs in terms of jobs, housing (including affordable housing) and infrastructure (e.g. green space);
- Provides a strong basis for securing benefits from new development – up-to-date policies will provide a robust starting point for negotiations with developers;
- Provides greater certainty for communities and businesses as to where development will go – they can therefore plan ahead with confidence;
- Allows infrastructure providers (e.g. NHS, utilities) to plan future infrastructure provision more effectively – the plan will help them to assess and deliver necessary capacity enhancements;
- Provides the Council with a firm basis on which to apply for infrastructure funding;
- Will help attract investment to East Herts – evidence suggests that having a plan in place helps provide the private sector with greater confidence to invest.

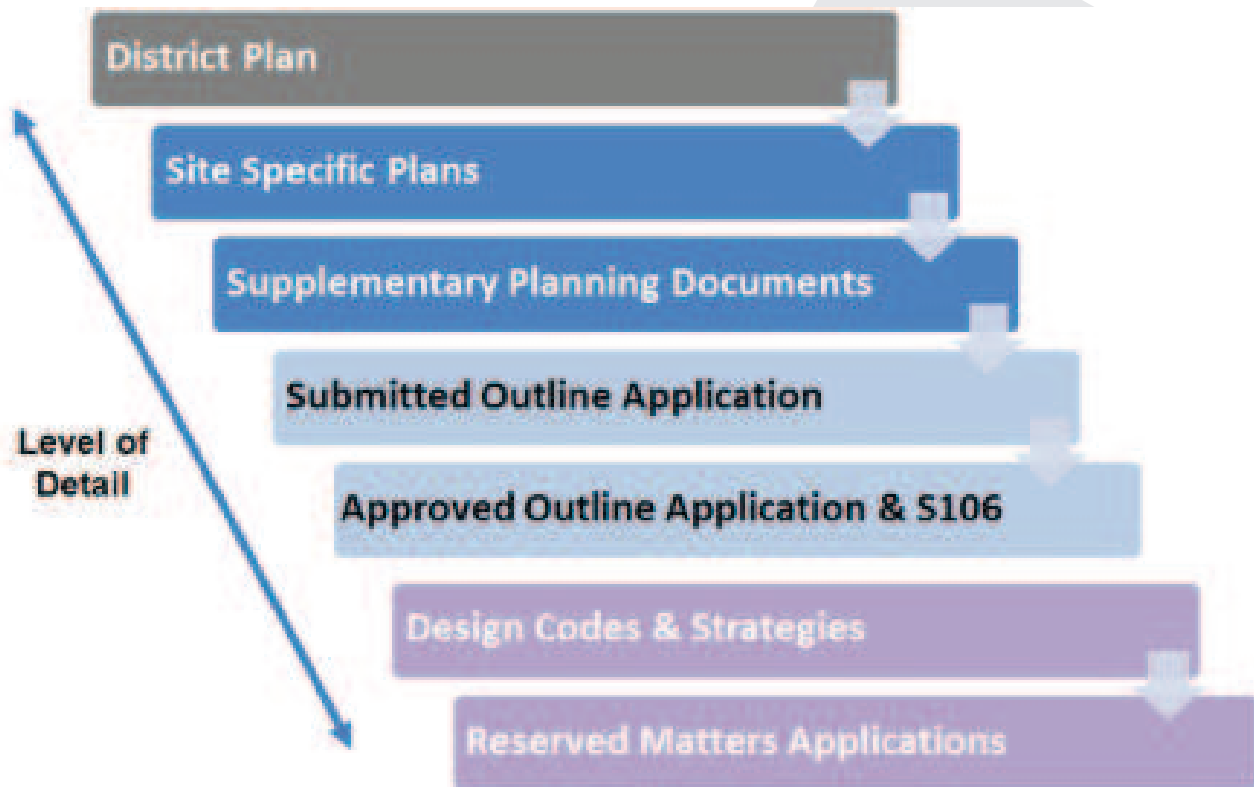
##### Not having a plan in place:

- More difficult to defend the District against inappropriate development – loss of local control;
- New development may not be supported by adequate infrastructure;
- There is a risk that if planning permission is denied, developers will appeal decisions.

*Source: Planning Advisory Service, presentation to East Herts District Councillors 24th October 2013*

- 1.1.4** The District Plan should be understood as the first step in the planning process, as shown in Figure 1.1 below:

**Figure 1.1 The end to end planning process**



*Source: Advisory Team for Large Applications (ATLAS), presentation to East Herts District Councillors, 24th October 2013*

- 1.1.5** The diagram shows that the District Plan is the first of a number of stages before development may commence. The District Plan sets out the high-level, strategic policy framework, but is not a 'blueprint' for development and does not seek to resolve all the outstanding planning issues. Further detail comes with successive stages in the plan-making process.

## 1.2 Preparation of the District Plan

- 1.2.1** The District Plan has been prepared in accordance with relevant legislation and guidance, including the Town and Country Planning (Local Planning) (England) Regulations 2012 and the National Planning Policy Framework (2012).

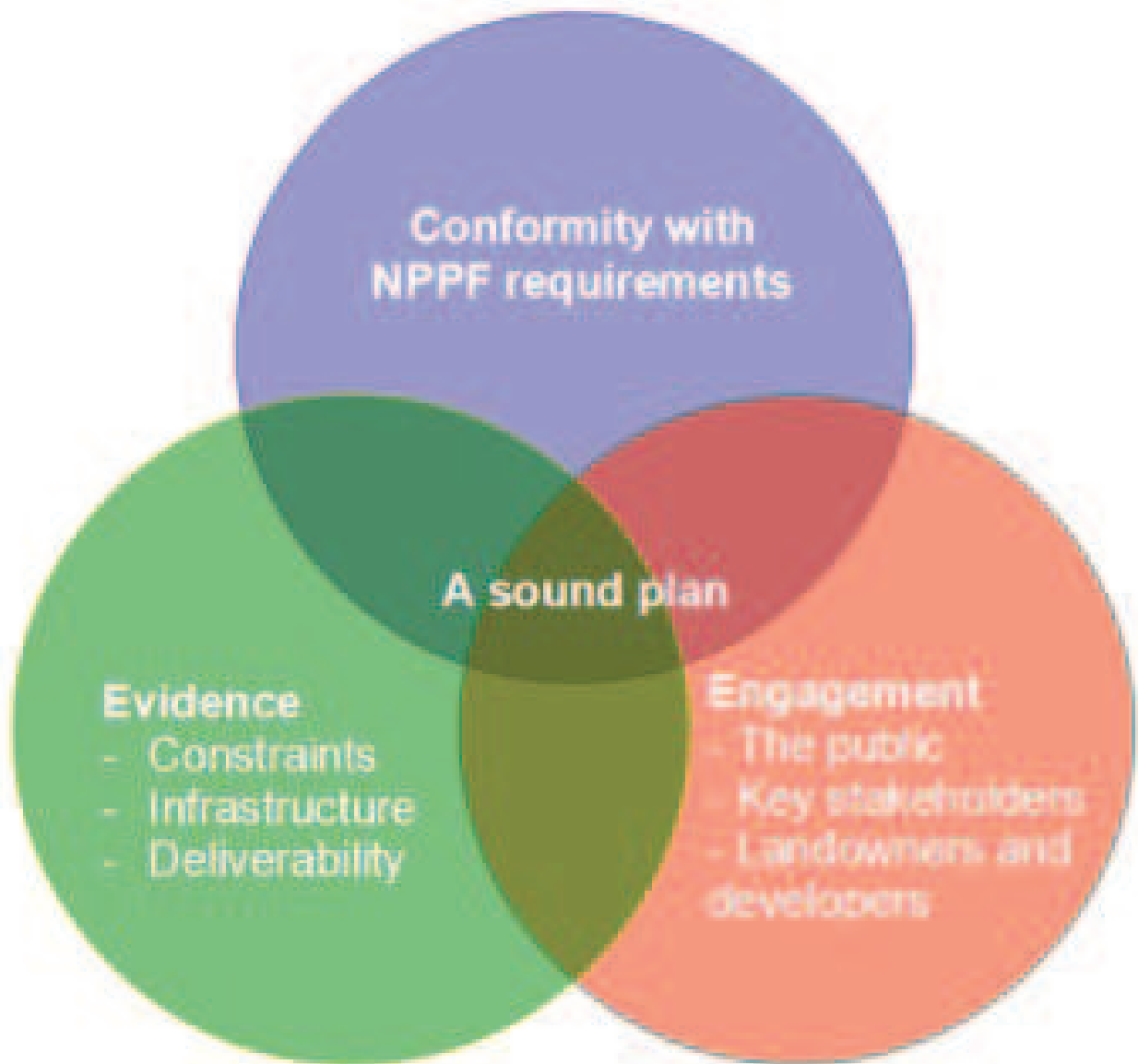
### Evidence Base

- 1.2.2** The preparation of the Plan has been informed by extensive background research and information. This includes research on a range of topics, including housing delivery and supply, transport needs, infrastructure requirements, and economic development. It also includes production of a 'Sustainability Appraisal' which looks at the economic, environmental and social impacts of the District Plan. The full range of background documents can be found on the Council's website at [www.eastherts.gov.uk/districtplan](http://www.eastherts.gov.uk/districtplan).
- 1.2.3** Work on the evidence base is ongoing throughout the Plan process (and beyond), as it is essential that the Council maintains an up to date evidence base that informs the production, implementation and future review of the District Plan. The evidence base is available at [www.eastherts.gov.uk/technicalstudies](http://www.eastherts.gov.uk/technicalstudies). Information received from developers is available at [www.eastherts.gov.uk/developerinfo](http://www.eastherts.gov.uk/developerinfo). This information has been subject to scrutiny as part of the plan-making process.

### Strategy Selection

- 1.2.4** The final development strategy included in this District Plan was selected following a rigorous strategy selection process. This is documented in the 'Supporting Document' which accompanies this Plan and can be found on the Council's website at [www.eastherts.gov.uk/supportingdocument](http://www.eastherts.gov.uk/supportingdocument). A separate 'Strategy Report' draws together the evidence contained in the Supporting Document with the requirements of the National Planning Policy Framework. A diagram showing the three main components of strategy selection is shown in Figure 1.2.

Figure 1.2 An integrated approach to plan-making



### Next Steps

- 1.2.5** This draft District Plan has been published for a 12 week period for comments and feedback. Details of how to comment are set out below. Following this period the Plan will then be revised as necessary.
- 1.2.6** There will then be a further opportunity for stakeholders and the community to say whether they think the Plan and its preparation is 'sound' and fit for purpose.
- 1.2.7** The District Plan will be independently examined, and a public hearing is expected to be held in summer 2015. The final District Plan will need to be adopted by a full meeting of East Herts Council.

## 1.3 Working with Neighbouring Authorities and Key Stakeholders

- 1.3.1** The District Council is expected to work together with other local authorities and public bodies across administrative boundaries, to plan for the housing, transport and infrastructure that local people need. This is known as the 'duty to co-operate'.
- 1.3.2** Full details of the process of co-operation and joint working will be set out in a 'Duty to Co-operate Evidence Report' which will accompany the final District Plan.

## 1.4 Neighbourhood Plans

- 1.4.1** The Government has introduced a number of new planning tools for local communities through the 'Localism Act', including the ability to produce 'Neighbourhood Development Plans'.
- 1.4.2** Neighbourhood Plans can be produced by Town and Parish Councils, and can identify how an area (i.e. a settlement, area or street) should grow and change. The Neighbourhood Plan process provides an opportunity for local people to influence what is built in their area – although it should be noted that Neighbourhood Plans need to be in conformity with the District Plan. A Neighbourhood Plan can become part of the statutory plan for East Herts. For further advice see Section 3.5 below on Neighbourhood Planning.

## 1.5 How can you comment on the District Plan?

- 1.5.1** Your comments and views on the Draft District Plan are welcomed. Please note that any comments submitted will be published, alongside your name (and organisation if appropriate). Other contact details will not be disclosed. The consultation period runs from 11 February to 11 May 2014.

Comments should be made online using our Consultation Portal at <http://consult.eastherts.gov.uk>. (note: no 'www.')

All comments should be received by 5pm on Thursday 11 May 2014. The Council cannot guarantee that responses received after the consultation deadline will be considered.

- 1.5.2** Alternatively you can email us at [planningpolicy@eastherts.gov.uk](mailto:planningpolicy@eastherts.gov.uk) or write to the Planning Policy Team at East Herts Council, Wallfields, Pegs Lane, Hertford, SG13 8EQ.
- 1.5.3** If you have questions on the Draft District Plan, please contact the Planning Policy Team on 01279 655261 or email at [planningpolicy@eastherts.gov.uk](mailto:planningpolicy@eastherts.gov.uk).

## Chapter 2

# Vision and Strategic Objectives

## Chapter 2 Vision and Strategic Objectives

### 2.1 Introduction

**2.1.1** This chapter sets out the overall strategic vision for development in East Herts up to 2031, taking account of its current issues, attributes and potential. The vision is supported by a set of strategic objectives.

**2.1.2** The chapter includes:

- A brief description of East Herts
- An overview of the key issues and challenges facing the District
- A vision of how the District should be in 2031
- A set of strategic objectives which will help to deliver the vision and guide development in the District to 2031

### 2.2 A Description of East Herts

**2.2.1** The District of East Herts covers an area of 477 square kilometres (184 square miles) and comprises around one third of the area of the County of Hertfordshire. It is predominantly a rural district, with attractive towns and villages set in a rolling landscape. Topographically, the District is shaped like a hand with the principal rivers of the Lea, Mimram, Beane, Rib, Ash, and Stort forming the fingers with the higher ground lying in-between.

**2.2.2** East Herts has a dispersed settlement pattern that includes the five market towns of Bishop's Stortford, Buntingford, Hertford, Sawbridgeworth and Ware. Each of the towns provides a range of services to the surrounding rural area. There are also some hundred villages and hamlets of varying sizes.

**2.2.3** Approximately the southern third of the District lies within the London Metropolitan Green Belt.

**2.2.4** The District is heavily influenced by the presence of major settlements beyond its borders. The three New Towns of Stevenage, Harlow and Welwyn Garden City are located immediately on the East Herts District boundary, and there is pressure for expansion of these settlements. There are also substantial cross-boundary influences from Cambridgeshire to the north and Essex to the east.

**2.2.5** Historical development of the transport network has resulted in the District being largely bypassed by strategic road and rail corridors; with the M11 and the West Anglia Main Line between London and Cambridge to the east; and the A1(M) and East Coast Main Line to the west. The M25 London Orbital Motorway lies further to the south.

**2.2.6** Within the District, the main road routes are the A10, which bisects the District roughly in half on a north-south axis; and the A414 in the south of the District, running in an east-west direction. The A120 also runs east-west from the A10 at Puckeridge



to Bishop's Stortford and beyond, and the A602 links the A10 from Ware with the A1(M) in Stevenage. Stansted Airport, whilst outside the district, is immediately to the north-east of Bishop's Stortford and has strategic implications for the area.

**2.2.7** The District contains many special landscape, natural and built heritage features including:

- 3 sites of international nature conservation importance
- 1 National Nature Reserve
- 14 Local Nature Reserves
- Over 30 Scheduled Monuments
- Nearly 3,100 Listed Buildings
- 42 Conservation Areas
- 450 Areas of Archaeological Significance
- 16 Registered Parks and Gardens of Special Historic Interest
- 59 Locally Listed Historic Parks and Gardens

**2.2.8** Residents in East Herts enjoy one of the highest qualities of life in rural Britain . In particular residents in East Herts enjoy a good level of health and life expectancy.

## 2.3 Key Issues and Challenges

**2.3.1** East Herts is an attractive and prosperous area, with a high quality of life for its residents. However, there are still a number of important issues and challenges facing the District. These are mainly related to challenges of managing high levels of growth and the effects of population increase. An overview of the key issues is set out below:

**2.3.2 Environment** – East Herts has a high quality environment, both within the towns and villages and in the countryside. The challenge is to ensure that this is recognised and protected whilst still allowing the necessary development to take place. It means protecting what is most important and ensuring that where new development takes place, it is of a high quality of design that takes account of its local setting. It is also about protecting the rich biodiversity in the District and responding to the challenge of climate change. This includes promoting sustainable development, both in terms of where it is located and how it is constructed.

**2.3.3 Economy** – Supporting a vibrant local economy and responding to the needs of businesses is another key issue. This means getting the balance right between the delivery of new housing on brownfield sites and ensuring there is enough employment land to meet current and future needs. It also means recognising and responding to the particular issues in East Herts, including the rural economy.

**2.3.4 Housing** – East Herts is an attractive place to live, which is reflected in high house prices. There is a pressing need for more affordable housing in the District. Achieving housing development that responds to local needs, whilst recognising the

environmental and other constraints in East Herts, is a significant challenge. It is also necessary to recognise the specific accommodation and housing needs of different groups in the local community.

- 2.3.5 Infrastructure and Services** – It is important that the infrastructure and services needed to support new development are provided. This includes transport infrastructure, education provision, utilities such as water and energy and improved broadband provision. The challenge is to ensure that these services and facilities are delivered alongside growth.
- 2.3.6 Transport** – The District is predominantly rural with a dispersed population which creates challenges in providing a comprehensive public transport network. Many local communities are reliant on the private car as their only transport option. This impacts on carbon dioxide emissions, air quality, noise, public safety and the quality of the environment in towns and villages. The challenge is to ensure that development is directed to sustainable locations and that sustainable modes of transport are encouraged to reduce reliance on the car.
- 2.3.7 Population** – East Herts has an ageing population. Meeting the varying needs of older people will be a challenge, whilst ensuring that the district remains attractive and accessible to young people.
- 2.3.8 Town Centres** – The District's market towns form the core of East Herts retail offer and their vitality and viability are critical to the success of the local economy. The challenge is to support the main town centres in East Herts, which are all different, all serve a particular purpose and all have particular needs.
- 2.3.9 Rural Services** – The retention of local services is a key issue, particularly for rural communities. The challenge is to resist the loss of important facilities and to support the delivery of new ones. This will be especially important in the context of the district's ageing population and the dispersed rural nature of the district.
- 2.3.10 Cross Boundary Issues** – Understanding and taking account of the significance and impact of cross boundary issues is key. These include those developments planned outside East Herts but that will impact on the District. It also means considering how the developments planned within East Herts might impact on other areas.

### 2.4 Vision

- 2.4.1** Having identified the main planning challenges for the District, this section now sets out the vision for East Herts. The vision is founded on realistic, achievable goals developed through public consultation. The vision is a statement of what East Herts will be like in 2031.

#### East Herts in 2031

1. The high quality environment of East Herts, its distinctive character and its economic prosperity will have been maintained.
2. New homes and jobs will have been provided through well designed and sustainable development. Local communities will have embraced Neighbourhood Planning to deliver their local objectives.
3. A range of sizes, types and tenure of new housing and accommodation will have been provided. There will be an increase in the overall stock of affordable housing and houses built to 'lifetime homes' standards.
4. Working in partnership with other service providers, there will be new and improved infrastructure to support the increased population of the District. Support will have been given to the retention of existing facilities and the provision of new facilities for leisure, recreation and cultural needs of the community.
5. The local economy in the District will have been supported, with provision having been made for the accommodation requirements of existing and new businesses. Important employment assets will have been retained. The emphasis will have been on sustainable economic development, of the right type and in the right place to meet employment needs both within the towns and in the rural areas.
6. The vitality and viability of the main towns of Bishop's Stortford, Buntingford, Hertford, Sawbridgeworth and Ware will have been safeguarded in a way that takes account of their distinctive roles. This will have been achieved through carefully planned development, which meets the needs of these centres, whilst recognising the importance of preserving and enhancing their historic character. In local and village centres shopping facilities that meet local needs will have been supported.
7. The rich heritage of historic buildings, features and archaeology in the District will have been protected and enhanced. The attractive landscape of East Herts, which contributes to its distinctive character, will have been conserved and enhanced.
8. New building will have contributed to the creation of sustainable communities, which are safe, attractive and inclusive and where the design of new development makes a positive contribution to the area in which it is located.

9. The rich biodiversity of East Herts will have been protected and where possible enhanced. Where new development could potentially have an adverse effect on biodiversity, measures will have been taken to ensure that the impact was either avoided or mitigated.

10. East Herts will be more sustainable through measures to combat the effects of climate change. This will have been achieved by locating new buildings in the most sustainable locations possible so as to reduce car dependency and by ensuring through their design and construction, new buildings produce lower carbon emissions.

11. Measures will have been taken to adapt to the effects of climate change, which will have included steps to minimise the risk of flooding and reduce the demand for water as well as supporting the adaptation of buildings to cope with extremes of heat and cold in an energy efficient manner.

### 2.5 Strategic Objectives

**2.5.1** The following strategic objectives are the stepping stones to deliver the vision and form the basis of the policies contained in the District Plan.

#### Strategic Objectives

1. To mitigate the effects of climate change by reducing carbon dioxide emissions, supporting decentralised, low carbon and renewable energy and reducing the risk of flooding.

2. To encourage safe and vibrant mixed communities that provide for the needs of all East Herts residents including young, old, disabled and disadvantaged.

3. To balance the housing market by delivering a mix of market, low cost, and affordable homes and accommodating the housing needs of an ageing population.

4. To protect the countryside from inappropriate development and enhance the historic character of East Herts' market towns, villages, hamlets and landscape promoting good design that creates a distinctive sense of place.

5. To foster entrepreneurial endeavour through educational attainment and encourage small and medium enterprises through maximising existing employment opportunities and clusters and supporting rural diversification.

6. To improve access opportunities, minimise the need to travel, and encourage necessary journeys to be made by sustainable means to ease congestion and help reduce East Herts' carbon footprint.

7. To meet the needs of all of East Herts' communities by maintaining and improving existing facilities and providing new facilities including for arts, culture, community, leisure, entertainment, recreation, faith and health.

8. To reduce water consumption, increase biodiversity and protect and enhance the quality of existing environmental assets by creating new green spaces and networks of green space for both recreation and wildlife.

9. To ensure that development occurs in parallel with provision of the necessary infrastructure.



## Chapter 3

# The Development Strategy

## Chapter 3 The Development Strategy

### 3.1 Introduction

- 3.1.1** This chapter sets out the Council's strategy for delivering growth in East Herts over the Plan period up to 2031. It looks at the amount of new development that will be delivered, and where it should be located across the District. It also identifies the need for new site allocations/broad locations to deliver this strategy, and what new infrastructure and services may be required.
- 3.1.2** The strategy seeks to deliver the vision and objectives in Chapter 2 and ensure that growth in East Herts is 'sustainable'. Sustainable development is defined as 'development which meets the needs of the present without compromising the ability of future generations to meet their own needs'. In essence it means trying to provide growth which meets the needs of local people, whilst minimising adverse economic, environmental and social impacts (now and in the future). The amount and location of growth is important. It is also critical to ensure that growth is accompanied by the required infrastructure and services in order to support the quality of people's lives.
- 3.1.3** This chapter also sets out how local people can facilitate the delivery of growth themselves, and influence their local area – through Neighbourhood Planning. The Government's localism agenda has raised the profile and importance of community involvement in planning. The District Council is supportive of this approach.

### 3.2 Level of Growth

- 3.2.1** This section looks at the amount of housing, employment and retail growth that the District Council will seek to facilitate over the Plan period. Other types of growth or development will also be needed in the District over the Plan period including, for example, green infrastructure and community facilities. These requirements are explored further in the relevant topic chapters (see Part 2 of the Plan) and settlement chapters.

#### Housing Growth

- 3.2.2** Following the abolition of Regional Spatial Strategies the District Council is responsible for identifying a housing 'target' in the District Plan. The right level of housing can help to support economic growth, meet local housing needs, and facilitate the delivery of infrastructure. Having a housing target also allows a local authority to work with service providers and other organisations to ensure that suitable infrastructure is provided to meet the needs of new development.
- 3.2.3** The housing requirement for East Herts needs to be justified and based on an objective assessment of need (NPPF paragraph 47). This involves looking at housing needs and demands (including demographic evidence, affordability levels, jobs growth) – but also taking account of supply, delivery and strategic matters which may have an impact (including land availability, infrastructure capacity and market



deliverability). It also involves co-ordination with the strategies of neighbouring authorities, and working together to ensure that the needs of the market area are met.

Further details and analysis of the East Herts housing requirement can be found in the following documents:

- The Strategic Housing Market Assessment Update 2012
- Greater Essex Demographic Forecasts Phases 1 and 2 (March 2012)
- Greater Essex Demographic Forecasts Phase 3 (July 2012)
- Greater Essex Demographic Forecasts Phase 4 (January 2013)
- Sub-District Population and Household Forecasts - Parish Grouping and Towns: Phase 1 (May 2012)
- Sub-District Population and Household Forecasts - Parish Grouping and Towns: Phases 1 and 2 (October 2012)
- Household Interim Projections for East Herts: 2011-2021, England. Department for Communities and Local Government (April 2013)

**3.2.4** Combining the most recent national household interim projections for East Herts, for 2011 to 2021, published April 2013, with the basis of the district-wide Greater Essex Demographic Forecast rates of growth, when converted to dwellings, the evidence indicates that there is likely to be a need for at least 15,000 additional dwellings to be built between 2011 and 2031. This represents an annual average rate of 750 dwellings per year.

**3.2.5** This rate is more than the previous Regional Strategy target and will be very challenging. Section 3.3 below sets out in detail where housing growth will be focused.

## Economic Growth

**3.2.6** Future employment needs are identified in the Council's 'Jobs Forecast and Strategic Economic Development Advice' (2012). Forecasts indicate to 2031 that employment in the sub-region will grow by some 60,000 jobs, of which 9,700 are expected to be created in East Herts. The forecasts suggest that of the 9,700 additional jobs, over 6,100 will be created in the financial and business services sector.

**3.2.7** This Plan seeks to ensure sufficient provision of land and premises for office, industrial and warehousing uses (B1, B2, B8 uses) in sustainable locations which meet the needs of local businesses. As such, a potential additional 11-13 hectares of Employment Land is identified in the following locations:

- 3 hectares to the north of Buntingford Business Park
- 4-5 hectares within the development at North of Bishop's Stortford
- 4-5 hectares within the development at South of Bishop's Stortford

**3.2.8** In order to recognise the valuable role existing businesses have, the following locations have also been designated as Employment Areas:

- 0.23 hectares at Millside Industrial Estate, Bishop's Stortford
- 0.36 hectares at Southmill Trading Estate, Bishop's Stortford
- 9.36 hectares at Pegs Lane/Hale Road, Hertford
- 0.84 hectares at the Taylor Trading Estate, Hertford
- 0.43 hectares at Leaside Works, Stanstead Abbots
- 0.59 hectares at Riverside Works, Amwell End, Stanstead Abbots

**3.2.9** In addition, the Council encourages the provision of new employment land created through mixed-use developments, which should contain small-scale business units. These will make valuable contributions to balancing new residential developments with local employment opportunities. These employment areas may be designated through future revisions to the District Plan.

**3.2.10** All existing Employment Areas designated in the 2007 Local Plan will retain their designation. More detail on the approach to employment is contained in the settlement chapters and in Chapter 14 (Economy). Proposals that affect designated and non-designated Employment Areas will be considered in accordance with Policies ED1 (Employment) and ED2 (Rural Economy).

### Retail Growth

**3.2.11** As the population grows additional retail development will be required to provide shopping opportunities at the local level. The Council's 'Retail and Town Centres Study Update' (2013) assesses qualitative issues and quantitative requirements for additional retail floorspace to meet future needs. The Study concludes that there will be a need over the Plan period for:

- Convenience (food) retail – an additional 7,600m<sup>2</sup> (net) of new floorspace
- Comparison (non-food) retail – an additional 6,100m<sup>2</sup> (net) of new floorspace

**3.2.12** These floorspace requirements take into account commitments, assuming that these will have come forward by 2021, but not the potential reoccupation of vacant floorspace.

- 3.2.13** The Plan seeks to ensure that new retail development occurs in a manner that secures the vitality and viability of the District's retail centres but is not too restrictive as to stifle innovation and investment. There is a need for a balanced approach to enabling retail centres to respond to changing retail behaviour, whilst preserving and enhancing the essence and historic character which is key to the attractiveness of the District's historic market towns.
- 3.2.14** More detail on the approach to retail requirements is contained in the settlement chapters and in Chapter 15 (Retail and Town Centres).
- 3.2.15** New retail provision will be encouraged within major urban extensions in order to support the new and existing communities. These will be neighbourhood centres or local parades as appropriate and will complement the existing town centres.

## DPS1 Housing, Employment and Retail Growth

In the period 2011 to 2031 the District Council will:

- (a) Identify land to accommodate at least 15,000 homes in the District up to 2031.
- (b) Maximise opportunities for jobs growth in the District, with the aim of achieving a minimum of 9,700 additional jobs in East Herts. This will include making provision for 11-13 hectares of new employment land for B1/B2/B8 uses.
- (c) Encourage an additional 7,600m<sup>2</sup> of convenience and 6,100m<sup>2</sup> of comparison retail floorspace in the District.

## 3.3 Development Strategy

- 3.3.1** This section sets out where growth should be focused, and where it should be restricted. The aim is to ensure that growth takes place in the most suitable locations in the District i.e. where it is needed, where it is deliverable, and where it is sustainable. This section sets out the broad policy framework, which is then carried through into the separate settlement-level policy sections.

## Testing Alternative Options

A Supporting Document to the District Plan sets out the extensive process of selection of the housing and development allocations contained in the Plan. This document explains how a large number of initial options known as 'Areas of Search' were tested against a wide range of assessment criteria, and how these options were gradually narrowed down and shaped into a development strategy.

An Interim Sustainability Appraisal of the draft Plan and rejected options has been prepared to ensure that the social, economic, and environmental implications of the Plan have been fully taken into account. Previously discounted options including new settlements have been assessed through the Appraisal process.

The Supporting Document and Sustainability Appraisal are available on the Council's website at: [www.eastherts.gov.uk/districtplan](http://www.eastherts.gov.uk/districtplan)

### Guiding Principles and Strategy

- 3.3.2** In order to help formulate the Plan a number of principles have been developed. The principles are based on national policy and legal requirements applied to the local circumstances of the East Herts area. The strategic principles guiding the development strategy are as follows:

#### Guiding Principles

1. To seek to meet the housing requirement within each housing market area, even where local constraints mean that each settlement may not be able to meet its own needs;
2. To prioritise the development of brownfield land and other appropriate sites within the urban areas of the settlements, but to avoid over-development of such sites;
3. To promote self-containment by directing development to areas where there is reasonable proximity to services and facilities, and which reflect existing travel to work areas, school catchments, and retail spend patterns and functional geographies;
4. Wherever possible to utilise readily available features to provide clear and unambiguous Green Belt boundaries;
5. To allocate development sites unless there are clear planning reasons for not doing so, in order to provide clarity and certainty for local people, businesses and the development industry;
6. To co-operate with adjoining authorities on cross-boundary strategic matters where it is reasonable to do so;
7. To focus development in locations where the impacts on the historic and natural environment are minimised;
8. To acknowledge that in the long term, the capacity for the market towns and villages to grow is constrained by the existing capacity and future potential of these settlements, and therefore long-term planning will need to look towards large-scale strategic development options;

9. To protect and enhance the rural area and the Green Belt outside the allocated development areas to preserve the countryside and the rural character of the District;
10. To encourage limited small-scale development in and around the identified villages, with an opportunity for neighbourhood planning to influence the type and location of development sites.

- 3.3.3** The strategy must conform to a number of housing requirements set out in the National Planning Policy Framework (NPPF).
- 3.3.4** Firstly, the NPPF requires that **objectively assessed housing needs should be met**. As set out above in Section 3.2, based on the 2011 Census and 2013 projections issued by the Department for Communities and Local Government, the projected housing need across the District is for around 750 dwellings per year. Local planning authorities cannot adjust the identified level of housing need, but must seek to meet it. East Herts' projected need is back-dated to 2011, when the previous Local Plan figures end.
- 3.3.5** Secondly, the NPPF requires a **supply of specific deliverable sites sufficient to provide five years' worth of housing against housing requirements**. Because the Plan will be adopted in late 2015, the first five years are 2016-2021. This is the period when homes are anticipated to be delivered at sites allocated in the District Plan.
- 3.3.6** In the period 2011-2016 (the 'pre-plan' period) it is anticipated that only 2,654 homes will be built, leaving a shortfall of 1,096 homes when measured against the projected need of 3,750 over 5 years. Given the long lead-in times in terms of infrastructure provision, it is not realistic to expect the larger site allocations and the Broad Locations to contribute to reducing the total shortfall in the first five years. Similarly, the smaller sites cannot deliver sufficient volume to address the shortfall without the larger sites which can only be delivered later in the plan period. Therefore Policy DPS2 (The Development Strategy 2011-2031) requires the shortfall to be made up over the 15 years of the Plan. Over this time-frame, one years' worth of the shortfall amounts to 73.1 dwellings, or 365 additional homes in each five-year period. Spreading the shortfall over the Plan will enable a proportion of the shortfall to be met by the larger site allocations and the Broad Locations.
- 3.3.7** Thirdly, the NPPF also requires the provision of an **additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land**. A 20% buffer should be applied where there is a persistent record of under-delivery. In East Herts Council's view there has been no persistent record of under-delivery. Applying a 5% requirement to 4,115 (3,750 need plus 365 shortfall) leaves a buffer requirement of 206 homes in the first five years.

- 3.3.8** Policy DSP2 (The Development Strategy 2011-2031) below reflects the requirements of national policy and the guiding principles, and sets out the high-level approach which sets the framework for the place-specific policies set out in the District Plan.

## **Policy DPS2 The Development Strategy 2011-2031**

I. Provision will be made to meet the projected housing need of at least 750 homes per annum, making a total minimum requirement of 15,000 homes in the period 2011-2031.

II. In the period 2011-2016 prior to adoption of the Plan, there will be an estimated shortfall of 1,096 homes, which will be addressed through provision of the same number of additional homes spread over the remaining 15 years of the Plan (i.e. approximately 73 homes each year between 2016 and 2031).

III. In the first five years of the Plan after adoption (2016-2021), the housing requirement will total at least 4,322 homes, comprising:

- (a) 3,750 based on projected housing needs for 5 years;
- (b) 365 towards compensation for the anticipated shortfall in the period 2011-2016 before adoption of the Plan;
- (c) 206 to allow a 5% buffer for choice and flexibility, brought forward from later in the plan period.

IV. Brownfield locations in the towns will be prioritised for mixed-use development. The remainder of the housing and development needs in the first five years of the Plan (2016 - 2021) will be met on a range of greenfield sites allocated on the edges of the five towns;

V. In the period 2021 - 2031, housing needs will be met at the identified Broad Locations for Development listed in VI. below;

VI. Land North and East of Ware, East of Welwyn Garden City and land in the Gilston Area, are identified as Broad Locations for Development, subject to testing and examination through a further Development Plan Document (DPD) or Documents in accordance with Policy DPS4 (Broad Locations for Development); and

VII. Development in the villages shall be delivered in accordance with local initiatives led by Parish Councils, subject to the review triggers set out in Policy VILL1 (Group 1 Villages).

- 3.3.9** The main policy elements of the development strategy are shown on the Key Diagram. Inset maps showing further detail on particular locations are shown in the relevant section of the document. The Key Diagram including the main map and inset maps is included at Appendix A.



## Housing Supply

**3.3.10** There are a number of potential sources of housing supply as follows:

- **Completions and commitments** are shown in the period 2011-2016, based on monitoring data up to March 2013.
- Within the urban areas of the towns, there are a number of sites identified through the **Strategic Land Availability Assessment (SLAA)**. The sites are subject to annual monitoring and updating, the details of which are available at [www.eastherts.gov.uk/slaa](http://www.eastherts.gov.uk/slaa).
- It is also anticipated that there will be a number of permissions granted at sites not identified in the SLAA. These are known as **windfalls**. A windfall allowance has been made on the basis of an analysis of past windfalls and assessment of how this is projected to continue into the future.
- Those sites where there is a high degree of confidence that they will come forward and can contribute to the housing supply have been given a status as **site allocations**. These are shown on the Policies Map and the site locations are shown in red alongside each of the site specific policies in the settlement chapters. Large strategic development locations within the towns have been allocated as sites with specific policy requirements.
- Finally, **Broad Locations for Development** indicate strategic scale locations where the Council accepts the principle of development but there is uncertainty about aspects of the proposals which is significant enough to require further testing through further planning stages.

**3.3.11** Policy DPS3 (Housing Supply 2011-2031) reflects these different sources of housing supply. It also sets out the contribution from each source for the important first five years of the Plan after adoption (2016-2021). The housing supply exceeds the requirement by around 930 homes, or around 6%, which forms a suitable level of contingency in the event of delivery running behind schedule at a small number of sites. Contingency planning is necessary to allow for eventualities beyond the Council's control, including the economic cycle and factors relating to specific sites or developers, which could result in stalled sites. The Plan provides a range of sites in different locations which means that it is not reliant on delivery at a single location. A full breakdown of the housing supply is included at Appendix B.

## DPS3 Housing Supply 2011-2031

The overall housing supply will meet projected housing need over the plan period 2011 to 2031.

Type	Supply Source	Housing supply: First five years 2016-2021	Housing supply: Total 2011-2031
Other	Windfall allowance	450	1,200
Other	Completions	0	1,082
Other	Commitments	0	1,572
Other	Villages	250	500
Allocation	Bishop's Stortford Urban Area	75	247
Allocation	Bishop's Stortford Goods Yard	0	200
Allocation	East of Bishop's Stortford	150	150
Allocation	Hadham Road Reserve Secondary School Site, Bishop's Stortford	0-250	0-250 <sup>1</sup>
Allocation	North of Bishop's Stortford	1,300	2,350-2,600 <sup>1</sup>
Allocation	South of Bishop's Stortford	500	750-1,000 <sup>1</sup>
SLAA	Buntingford Urban Area	13	13
Allocation	Buntingford South (former Depot)	300	300
Allocation	Buntingford North	0	180
SLAA	Hertford Urban Area	365	451
Allocation	North of Hertford	0	150
Allocation	South of Hertford	50	50
Allocation	West of Hertford	550	550
SLAA	Sawbridgeworth Urban Area	0	5
Allocation	West of Sawbridgeworth	400	400



Type	Supply Source	Housing supply: First five years 2016-2021	Housing supply: Total 2011-2031
SLAA	Ware Built-Up Area	20	32
Broad Location	Gilston Area	0	3,000 <sup>2</sup>
Broad Location	North and East of Ware	0	1,800 <sup>2</sup>
Broad Location	East of Welwyn Garden City	0	450 <sup>2</sup>
	<b>TOTAL</b>	<b>4,423</b>	<b>15,932<sup>3</sup></b>

<sup>1</sup> A secondary school will be provided at one of these three locations within Bishop's Stortford, in which case the lower figure will apply at that location and the higher figure will apply at the other two locations. The overall figure will not change. Supply of homes in the period 2016-2021 will not be affected at the urban extensions to the north or south.

<sup>2</sup> Housing supply figures from the Broad Locations within the plan period will be further refined. Overall housing delivery from the Broad Locations is likely to continue beyond 2031 in light of potential overall site capacities and masterplanning.

<sup>3</sup> The total figure within the plan period is higher than the minimum required figure of 15,000 to allow for potential slippage of programme/delay, potential reduced site capacities in light of infrastructure capacities and allowances for contingency.

### Broad Locations for Development

- 3.3.12** Three Broad Locations for Development are proposed: land North and East of Ware, East of Welwyn Garden City and land in the Gilston Area. Each location presents different challenges. The delivery of large-scale and long-term development in these areas is complex and challenging, and will require further work.
- 3.3.13** It is proposed to evolve and refine the approach to the Broad Locations through a Development Plan Document (DPD). If possible, work on all three Broad Locations, will be drawn together into separate sections within a single DPD. However, acknowledging the different challenges posed by each location, it may prove necessary to bring forward one or more locations early as a stand-alone DPD.
- 3.3.14** The scope of the DPD(s) will be to:
- (a) identify and allocate development sites;
  - (b) establish the requirements for an acceptable location-wide masterplan;
  - (c) provide a detailed policy framework;

- (d) establish an acceptable amount of development (housing numbers, quantum of other uses and scale and massing);
- (e) identify infrastructure requirements and phasing/trigger points for delivery; and
- (f) provide a detailed delivery framework.

**3.3.15** One of the most challenging areas in relation to the Broad Locations for Development is around the area of financial viability. It will be vitally important to ensure that development can proceed at these locations to provide the necessary infrastructure, mitigate against adverse impacts and meet wider policy objectives including affordable housing. Competitive returns to landowners and developers must reflect this context and evidence of viability prepared for plan making purposes would be expected to be a material planning consideration influencing future development management decision making. Only in exceptional circumstances, such as where there are material changes in market conditions or robust evidence of unforeseen additional/abnormal development costs, would any changes which deviate from the overall sustainable development requirements, including affordable housing, be considered acceptable.

## DPS4 Broad Locations for Development

I. To be acceptable, strategic scale development in Broad Locations must be based on an approved location-wide masterplan, infrastructure requirements, delivery strategy, and appropriate assessment, which satisfy the principles set out in the Broad Location policies in this Plan (WARE3, EWEL1 and GA1) and a subsequent Broad Locations Development Plan Document (DPD).

II. A location-wide masterplan must be prepared in collaboration with landowners, local communities, the Council and other key stakeholders and be consistent with CABI Design Council's 'Creating Successful Masterplans' Guidance or replacement guidance to be agreed by the Council.

III. A delivery strategy must include:

- (a) a financial viability assessment including understanding of competitive returns to landowners and developers;
- (b) a robust transport assessment which demonstrates that the likely residual cumulative impacts on the highways network would not be severe, taking account of proposed mitigation measures across the network;
- (c) details of how development would be implemented and managed once occupied (including housing stock and publicly available space);
- (d) details of land assembly and preparation, infrastructure requirements and delivery;

(e) details of development phasing and likely need for planning obligations (including financial contributions) and/or conditions;

(f) identification of any likely need for public sector assistance in land assembly or funding.

IV. An appropriate assessment must demonstrate that there will not be adverse impacts on internationally designated wildlife habitats, including Special Areas of Conservation, Special Protection Areas, and Ramsar Sites.

V. If work on the Development Plan Document cannot resolve matters of feasibility then East Herts Council will seek to bring forward alternative strategic development location/s in accordance with Policy DPS6 (Long-Term Planning).

## Infrastructure Planning

- 3.3.16** When development takes place it makes additional demands on infrastructure, including water and energy supply, wastewater disposal, roads, education and healthcare as well as open space, and green infrastructure. Therefore it is important to ensure that appropriate levels of infrastructure are provided to support growth and meet the objectives of the District Plan.
- 3.3.17** The process of identifying infrastructure needs is an essential starting point, and the District Council plays an important role in coordinating a range of agencies and bodies which deliver infrastructure in East Herts, to ensure delivery alongside growth. Infrastructure providers include Hertfordshire County Council (transport and education), NHS England and the Clinical Care Commissioning Group (healthcare), utility companies, as well as the District Council itself.
- 3.3.18** The planning system can be used in a number of other ways, including securing the provision of infrastructure or contributions towards infrastructure from developers. The District Plan also assists by protecting existing facilities against loss.
- 3.3.19** Policy DPS5 (Infrastructure Requirements) identifies the key infrastructure requirements that are likely to be needed over the plan period to support the levels of growth envisaged in Policy DPS2 (The Development Strategy 2011-2031). This list has been informed by discussions with key infrastructure providers. The list is not exhaustive and does not include site-specific infrastructure which may be required in connection with individual development sites to mitigate their impact.
- 3.3.20** The District Council will work closely with infrastructure providers to ensure inclusion of infrastructure schemes within their programmes, plans and strategies, and delivery of specific infrastructure requirements in conjunction with individual development schemes and the expected timing of development coming forward.

### DPS5 Infrastructure Requirements

I. East Herts Council will prepare an Infrastructure Delivery Plan to address the co-ordinated phasing of infrastructure and development of items of strategic and local infrastructure.

II. Infrastructure needed to support development must be phased appropriately with the delivery of residential and other development to ensure that capacity is provided and impacts are satisfactorily mitigated in a timely manner.

III. The following strategic infrastructure will be required to support the development identified within the District Plan:

- (a) upgrades to Rye Meads Sewage Treatment Works;
- (b) improvements to the A414 through Hertford;
- (c) new schools;
- (d) healthcare facilities;
- (e) improvements to the road network around Junction 8 of the M11 at Bishop's Stortford;
- (f) the Little Hadham Bypass;
- (g) A602 improvements;
- (h) broadband telecoms.

IV. The Council will use planning obligations with landowners and developers to secure direct provision or financial contributions towards infrastructure necessary to support the District Plan, including both on-site and off-site provision to address the cumulative impacts of development on strategic infrastructure.

- 3.3.21** Strategic infrastructure is defined as infrastructure which meets more than site-specific needs and supports the overall level and pattern of growth outlined in the Development Strategy. Site specific infrastructure serves just the needs of the occupiers and visitors to the site that it is located in. The site-specific policies in the settlement sections within this Plan contain both strategic and site-specific infrastructure.

### Long-Term Planning

- 3.3.22** One of the guiding principles of the District Plan is that the capacity for the market towns and villages to grow is constrained by the existing capacity and future potential of these settlements, and therefore long-term planning will need to look towards large-scale strategic development options.

- 3.3.23** The scale of such developments will require further investigation, and may depend on the location and characteristics of the area, but is likely to be at least 3,000 dwellings and possibly significantly more. This scale of development should be capable of accommodating secondary schools, a good range of shops and services and also providing suitable transport infrastructure.
- 3.3.24** Delivery of such developments is likely to take a number of years from initial inception. Prior to delivery it will be necessary to identify a suitable location(s), a willing landowner and developer, and the mechanisms by which the necessary infrastructure and facilities will be provided.
- 3.3.25** If work on the Broad Locations DPD identifies difficulties in delivery of any of the Broad Locations, then it will be necessary to bring forward alternative strategic scale options as a contingency measure in order to continue to facilitate sustainable patterns of development in the future, and to avoid unsustainable pressure on the market towns and villages.
- 3.3.26** East Herts Council will continue to prepare technical work to investigate the options for strategic scale development elsewhere in the District to meet long-term development needs. This will require close working with Hertfordshire County Council in order to understand the impacts on the transport network in particular, and also with the Hertfordshire Local Enterprise Partnership (LEP) to ensure that funding arrangements are taken into account through the LEP Growth Plan.

## DPS6 Long-Term Planning

Working in partnership with Hertfordshire County Council, the Local Enterprise Partnership (LEP) and other partners as necessary, East Herts Council will progress technical work to identify strategic-scale development locations to meet long-term development needs.

## 3.4 Presumption in Favour of Sustainable Development

- 3.4.1** As set out in the National Planning Policy Framework (NPPF), the main purpose of planning is to contribute to the achievement of 'sustainable development'. New growth in East Herts needs to be 'sustainable'; it must support the local economy, provide social benefits (e.g. housing and community facilities) and protect and enhance the natural and built environment. The principles of sustainable development are reflected in the strategic objectives and vision in Chapter 2 – and incorporated into the policies in the Plan.
- 3.4.2** The NPPF also highlights the Government's desire to promote and support the delivery of growth. Local authorities are urged to work proactively with applicants and approve proposals wherever possible – where they accord with policies in the District Plan. If the Plan is silent or out of date, local authorities are urged to grant approval, having regard to whether any adverse effects would significantly outweigh

the benefits, and other aspects of the NPPF. This approach has been termed a 'presumption in favour of sustainable development'. The Government has issued advice that a 'model policy' should be included within local plans, which reiterates national guidance. This policy is set out below.

### **DPS7 Presumption in Favour of Sustainable Development**

I. The District Council will work proactively with applicants jointly 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.

II. Planning applications that accord with the policies in this District Plan (and, where relevant, policies in Neighbourhood Plans) will be approved without delay, unless material considerations indicate otherwise.

III. 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.

(b) Specific policies in the National Planning Policy Framework indicate that development should be restricted.

### **3.5 Neighbourhood Planning**

**3.5.1** Neighbourhood Planning is a new right for communities introduced through the Localism Act 2011. Communities can shape development in their areas through the production of Neighbourhood Development Plans, Neighbourhood Development Orders and Community Right to Build Orders.

**3.5.2 Neighbourhood Development Plans** will become part of the Development Plan and the policies contained within them will be used, together with the District Plan, in the determination of planning applications. A Neighbourhood Development Plan can set out a vision for an area and planning policies for the use and development of land. Any Neighbourhood Plan prepared will need to support the strategic development needs of the District as set out in this Plan. However it will be able to shape and influence where that development will go and what it will look like.

Further information on how to produce a Neighbourhood Plan can be found in the Council's 'Interim Neighbourhood Planning Guidance Note' (December 2011), which can be viewed and downloaded at: [www.eastherts.gov.uk/neighbourhoodplanning](http://www.eastherts.gov.uk/neighbourhoodplanning)



- 3.5.3** A **Neighbourhood Development Order** can grant planning permission for specified developments in a neighbourhood area. Once established there would be no need for anyone to apply to the Council for planning permission if it is for the type of development covered by the order. This should make it easier and quicker for such development to go ahead in the future.
- 3.5.4** A Neighbourhood Development Order must still be in line with national planning policy, with the strategic vision for the wider area set by the local planning authority, and any other legal requirements.
- 3.5.5** **Community Right to Build Orders** are a new way for communities to choose for themselves where and when to build homes, shops, facilities and businesses – putting power back into the hands of local people.
- 3.5.6** Community Right to Build is an enabling right supporting local people to undertake community led development (communities collectively owning, developing and/or managing their own land and developments).
- 3.5.7** As an alternative to the traditional application for planning permission, it gives communities the power to decide for themselves what happens in their neighbourhood i.e. local people will be able to decide what their community needs. The benefits of any development, such as any profits generated, should be managed by a community organisation on behalf of the whole community.

## DPS8 Neighbourhood Planning

The District Council will support in principle development brought forward through Neighbourhood Development Plans, Neighbourhood Development Orders and Community Right to Build Orders, where such development is in general conformity with the strategic objectives and policies set out in this District Plan.





## Chapter 4

# Green Belt and Rural Area Beyond the Green Belt

## Chapter 4 Green Belt and Rural Area Beyond the Green Belt

### 4.1 Green Belt

**4.1.1** The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.

**4.1.2** In East Herts the Green Belt, which forms part of the London Metropolitan Green Belt, covers approximately the southern third of the District, and contains the settlements of Bishop's Stortford, Hertford, Sawbridgeworth and Ware, together with several villages. The Green Belt in East Herts covers approximately 17,530 hectares.

**4.1.3** The District Council has sought to reduce the amount of Green Belt land required to accommodate development over the plan period. Whilst the Council could have located development exclusively outside of the Green Belt this would not have been either a realistic or a sustainable distribution and consequently would have been contrary to the requirements of the National Planning Policy Framework (NPPF). In order to facilitate delivery of the development strategy the following sites have therefore been taken out of the Green Belt and are shown on the Policies Map as site allocations:

- Land South of Bishop's Stortford
- Land East of Bishop's Stortford
- Land North of Hertford
- Land South of Hertford (excluding the public amenity green space buffer between development and Hagsdell Stream)
- Land West of Hertford (excluding land west of Sele Farm Wildlife Site)
- Land West of Sawbridgeworth

**4.1.4** Further information on each of these site allocations can be found in the relevant settlement chapter.

**4.1.5** In addition to the above, the following sites have also been removed from the Green Belt to reflect the recommendations of the Green Belt Review 2013:

- Land south of Whittington Way, west of London Road, Bishop's Stortford
- Land at Glenholme and Allotments, west of B158/Wadesmill Road, Hertford
- Land at Hollybush Primary School, Hertford
- Land at Oak Grove, Hertford
- Land at Sele School, Hertford
- Land at Leventhorpe School, Sawbridgeworth
- Land at Mandeville Primary School, Sawbridgeworth
- Land west of Sawbridgeworth, including Chalks Farm Buildings, park and existing development south of West Road

- 4.1.6** The Green Belt at Watton-at-Stone has also been reviewed in the Green Belt Review 2013 to allow potential development to be accommodated in the village in accordance with Policy VILL1 (Group 1 Villages).
- 4.1.7** Land North and East of Ware, East of Welwyn Garden City and land in the Gilston Area will remain within the Green Belt until such time as it may be brought forward for development through the adoption of a Broad Locations Development Plan Document. The need for compensatory Green Belt will be considered at this time.
- 4.1.8** Other minor boundary amendments have also been undertaken as a result of digital mapping technology improvements; as a result of developments that have occurred since the Green Belt was established; and to rectify anomalies where boundaries dissect buildings for example.
- 4.1.9** As with previous Green Belt policy, inappropriate development in the Green Belt is by definition harmful and should not be approved except in 'very special circumstances'. Exceptions to this are set out in the NPPF (paragraphs 89 and 90). Any development proposals that come forward in the Green Belt will be assessed against both the NPPF and other policies in the District Plan.

### GBR1 Green Belt

I. Within the Green Belt, as defined on the Policies Map, permission will not be given for inappropriate development. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

II. The construction of new buildings in the Green Belt will be considered as inappropriate. Exceptions to this include:

- (a) buildings for agriculture and forestry;
- (b) provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries;
- (c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- (d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces in accordance with Policy HOU8 (Replacement Buildings in the Green Belt and Rural Area Beyond the Green Belt);
- (e) limited infilling in Group 2 Villages in accordance with Policy VILL2 (Group 2 Villages);
- (f) limited affordable housing for local community needs in accordance with Policy VILL3 (Group 3 Villages) and Policy HOU4 (Rural Exceptions Affordable Housing Sites);

(g) limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings).

III. Certain other forms of development are also not inappropriate in the Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land in the Green Belt. These are:

- (a) mineral extraction;
- (b) engineering operations;
- (c) local transport infrastructure which can demonstrate a requirement for a Green Belt location;
- (d) the re-use of buildings provided that the buildings are of permanent and substantial construction; and
- (e) development brought forward under a Community Right to Build in accordance with Policy DPS8 (Neighbourhood Planning).

### 4.2 Rural Area Beyond the Green Belt

**4.2.1** The Rural Area Beyond the Green Belt covers approximately the northern two-thirds of the District. As such it is a considerable and significant rural resource where there is a strong restraint on inappropriate development as set out in Policy GBR2 below.

#### **GBR2 Rural Area Beyond the Green Belt**

I. The Rural Area Beyond the Green Belt will be maintained in the central and northern parts of the District, as defined on the Policies Map.

II. The construction of new buildings in the Rural Area Beyond the Green Belt will be considered as inappropriate. Exceptions to this include:

- (a) buildings for agriculture and forestry;
- (b) provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries;
- (c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- (d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces in accordance with Policy HOU8 (Replacement Buildings in the Green Belt and Rural Area Beyond the Green Belt);

(e) limited infilling in Group 2 Villages in accordance with Policy VILL2 (Group 2 Villages);

(f) limited affordable housing for local community needs in accordance with Policy VILL3 (Group 3 Villages) and Policy HOU4 (Rural Exceptions Affordable Housing Sites);

(g) limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings);

(h) the provision of accommodation for Gypsies and Travellers and Travelling Showpeople in accordance with Policy HOU7 (Gypsies and Travellers and Travelling Showpeople).

III. Certain other forms of development are also not inappropriate in the Rural Area Beyond Green Belt. These are:

(a) mineral extraction;

(b) engineering operations;

(c) local transport infrastructure which can demonstrate a requirement for a location in the Rural Area Beyond the Green Belt;

(d) the re-use of buildings provided that the buildings are of permanent and substantial construction; and

(e) development brought forward under a Community Right to Build in accordance with Policy DPS8 (Neighbourhood Planning).

## 4.3 Major Developed Sites

**4.3.1** Previous national planning policy set out detailed development management advice in relation to major developed sites in the Green Belt; specifically in relation to infilling and comprehensive redevelopment (where the original use had ceased). In contrast the National Planning Policy Framework (NPPF) provides very little detail on this area of policy. Given the rural character of the district and the fact that there are a number of 'major developed sites' in the Green Belt it is considered appropriate to continue with a local policy approach in this respect. The Green Belt Review 2013 confirms this approach and the following sites are identified on the Policies Map as 'Major Developed Sites' in the Green Belt:

- Terlings Park, near Gilston
- Van Hage's Garden Centre, Great Amwell
- Simon Balle School, Hertford
- Haileybury, Hertford Heath

- Hayters, Spellbrook
- Rye Meads Sewerage Works, Stanstead Abbots
- Presdales School, Ware

**4.3.2** Sele School in Hertford and Leventhorpe School in Sawbridgeworth were previously identified, in the 2007 Local Plan, as Major Developed Sites. However, following the Green Belt Review 2013 these sites have both been removed from the Green Belt (see paragraph 4.1.5 above) and consequently are not identified as Major Developed Sites in this Plan. In addition, Balls Park in Hertford is no longer identified as a Major Developed Site as it has been redeveloped from its previous use (former University of Hertfordshire) to residential development.

**4.3.3** In East Herts there is also a strong restraint on inappropriate development in the Rural Area Beyond the Green Belt. It is therefore considered appropriate that a consistent approach to this part of the district should be applied. The following sites are therefore identified on the Policies Map as 'Major Developed Sites' in the Rural Area Beyond the Green Belt:

- Former GlaxoSmithKline site, Bury Green
- Freman College, Buntingford
- St Elizabeth's Centre, Perry Green, Much Hadham
- St Edmund's College and Prep School, Old Hall Green, Ware

**4.3.4** The previous Major Developed Site boundary for the Former GlaxoSmithKline site (as identified in the 2007 Local Plan) was reviewed in the Green Belt Review 2013 and the site area has consequently been reduced in this Plan, to reflect the fact that planning permission has been granted for residential development at the southern end of the site.

**4.3.5** Policy GBR3 outlines the circumstances when limited infilling or redevelopment can occur.

## GBR3 Major Developed Sites

I. Major Developed Sites in the Green Belt and the Rural Area Beyond the Green Belt are identified on the Policies Map.

II. Limited infilling of small gaps between existing development should:

- (a) Have no greater impact than the existing development on the openness of the Green Belt or on the character of the Rural Area Beyond the Green Belt;
- (b) Not exceed the height of the existing buildings;
- (c) Not lead to a major increase in the developed proportion of the site.

III. Redevelopment or partial redevelopment should:

(a) Have no greater impact than the existing development on the openness of the Green Belt or on the character of the Rural Area Beyond the Green Belt, and where possible have less;

(b) Not exceed the height of the existing buildings;

(c) Not occupy a larger area of the site than the existing buildings (unless this would achieve a reduction in height or building form/layout that would benefit visual amenity).

IV. Redevelopment or partial redevelopment of a Major Developed Site should be accompanied with a Development Brief/Masterplan and landscape scheme.







## Chapter 5 Bishop's Stortford



## Chapter 5 Bishop's Stortford

### 5.1 Introduction

- 5.1.1** Bishop's Stortford is a medium-sized town with an important sub-regional role related to its retail, leisure and employment offer, enhanced by good transport links including the M11 and the railway. It is designated as a Principal Town Centre. The town retains a very attractive historic core with a regular market, a reputation for good schools, lots of green space in the Stort corridor and other 'Green Wedges' which penetrate the town. The town is unusual in East Herts in having several remaining brownfield redevelopment opportunities, although the scale of housing needs in the local area also requires well-designed urban extensions on Greenfield land adjoining the town.
- 5.1.2** The main components of the development strategy for Bishop's Stortford are as follows:
- 5.1.3** **Housing:** the majority of the projected housing need for the town will be met through development in the town or at urban extensions to the north, south, and east. The provision of a substantial increase in family homes will allow emerging households to remain living in Bishop's Stortford and support employment and retail opportunities in the town.
- 5.1.4** **Education:** the educational needs of the town will be achieved at primary level via the expansion of existing facilities, together with the provision of new schools in the urban extensions to the north and south. Options for three potential secondary school sites at allocations to the north and south of Bishop's Stortford, and at Hadham Road will provide the flexibility required to enable a viable solution to provision of additional capacity within the town.
- 5.1.5** **Transport:** the provision of frequent new bus services from urban extensions to the north and south of the town will link with an improved transport hub at the railway station. Walking and cycling will be promoted through better signposting and a network of trails into and around the town centre. Congestion will be eased through the construction of the Little Hadham Bypass and improvements to the town bypass. The Bishop's Stortford and Sawbridgeworth Urban Transport Plan will develop initiatives to tackle traffic congestion in and around the town, and address the issue of air quality at the Hockerill Air Quality Management Area.
- 5.1.6** **Other infrastructure:** there is capacity at the sewage treatment works for development in Bishop's Stortford and Essex.
- 5.1.7** **Employment and Retail:** the proximity of Bishop's Stortford to the M11 and Stansted Airport makes it an attractive place for a new employment allocation within urban extensions at Bishop's Stortford North and South. Residents of the town are well placed for access to a range of employment opportunities within the wider travel-to-work area. The town centre has a stronger retail offer than other centres in the District, and is the only town centre with good prospects for expansion at the



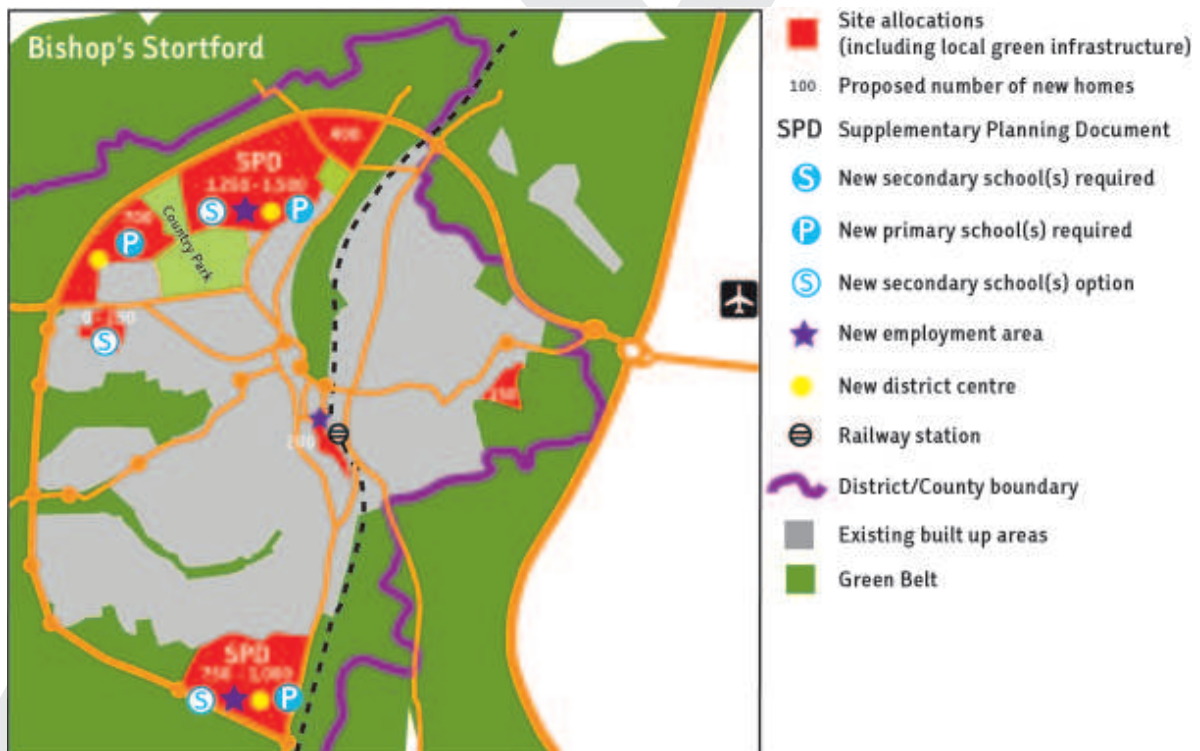
Causeway/Old River Lane, across the river to the railway station to encompass the Goods Yard and in the long-term possibly also the Mill Site. For these reasons it is designated as the District's Principal Town Centre. An attractive pedestrian circuit from the station through the town centre will enhance the vitality and viability of the town centre as a retail and leisure destination.

- 5.1.8 Character:** The provision of a new Country Park at Hoggate's Wood and Ash Grove will extend the pattern of Green Wedges which frame the urban area. The A120 and A1184 will continue to provide a boundary limit to development and retain the town's compact character. Long views to historic features including church spires will be preserved through the layout of new streets. Development of the Goods Yard (and in the long term, the Mill Site) will preserve the attractive green corridor of the Stort. An urban extension to the south will provide an attractive new gateway to the town, and masterplans and design codes produced in collaboration with the local community as part of a Supplementary Planning Document (SPD) will promote high quality design appropriate to the location.

## 5.2 Development in Bishop's Stortford

- 5.2.1** The main features of the policy approach to development in Bishop's Stortford are shown on Figure 5.1 below:

**Figure 5.1 Key Diagram for Bishop's Stortford**



- 5.2.2** Reflecting the District Plan Strategy, the following policies will apply to applications for new development in Bishop's Stortford:



### BISH1 Development in Bishop's Stortford

I. In accordance with Policy DPS3 (Housing Supply 2011-2031), Bishop's Stortford will accommodate at least 597 homes at the following sites:

- (a) 247 homes focused on identified SLAA sites;
- (b) 200 homes at the Goods Yard as set out in Policy BISH3;
- (c) 150 homes East of Manor Links, in accordance with Policy BISH6;
- (d) A proportion of the overall windfall allowance for the District.

II. In addition, depending on the location of new secondary school capacity within the town, residential development will also be accommodated at the following sites:

- (a) Either 0 or 250 homes at the Hadham Road Reserve Secondary School site, as set out in Policy BISH5;
- (b) Either 750 or 1,000 homes at a mixed-use development South of Bishop's Stortford, in accordance with Policy BISH7;
- (c) Either 2,350 or 2,600 homes at a mixed-use development North of Bishop's Stortford, as set out in Policy BISH8.

**5.2.3** Within Bishop's Stortford's urban area 247 homes are identified for development through the SLAA process. In addition, it is expected that a proportion of the overall windfall allowance for the District will be accommodated in Bishop's Stortford. These sites will be determined on an individual basis, taking into account the policies of the Plan.

**5.2.4** For the allocated sites, the following policies will apply in addition to general policies in the Plan:

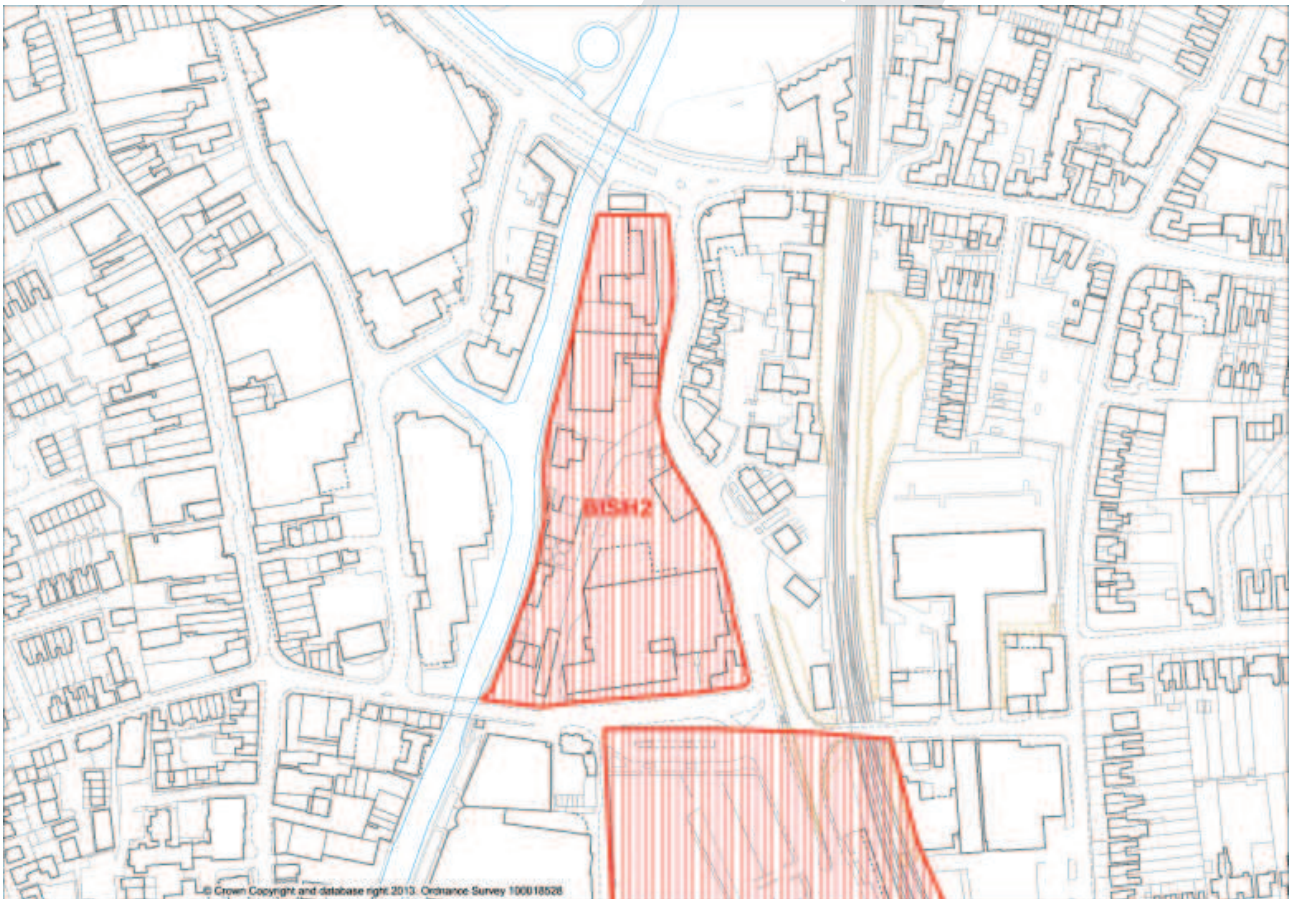




## The Mill Site

- 5.2.5** The Mill Site occupies a strategic location between the railway station and the town centre and fronting the River Stort. In the long term, the opportunities for sensitive mixed-used development are significant, as set out in the Mill Site Development Brief (2011). However, at present there is no indication that the Mill owners are seeking to relocate to alternative premises. Policy BISH2 (The Mill Site) will apply should the present occupants wish to relocate at some point during the plan period, and/or the remaining non-mill land within the site comes forward for development. Proposals for development on this and the adjoining landholding should reflect a comprehensive approach to the whole site.

**Figure 5.2 Site Location: Land at the Mill Site**



### BISH2 The Mill Site

I. Mixed-use development at the Mill Site shall include the provision of:

- (a) limited residential apartments on the upper floors of commercial employment uses;
- (b) active ground floor frontages;



- (c) a canal basin with additional moorings and associated equipment and facilities;
- (d) commercial frontages to the canal basin;
- (e) views and vistas towards the railway station and the river;
- (f) improved access to the waterway from the town centre to create a focus of activity for residents and visitors;
- (g) retention and renovation of the most significant historic buildings, including improving the setting of the Registry Office and adjacent listed building;
- (h) a new bridge to facilitate the pedestrian circuit in accordance with Policy BISH9 (Essential Off-Site Infrastructure);
- (i) a decentralised or District Heating system, or other low carbon heating system for residential and commercial use throughout the development, using locally sourced fuel and with appropriate long-term management arrangements;
- (j) high quality public spaces, including pocket parks within the site area and in particular along the river;
- (k) landscaping and tree planting to reduce urban heat island effects;
- (l) necessary new utilities infrastructure;
- (m) retention of a suitable buffer strip adjacent to Station Road Bridge to enable bridge widening to provide safe and attractive access between the station and the town centre for pedestrians and cyclists;
- (n) planning obligations including on and off-site developer contributions; and
- (o) other policy provisions of the District Plan and relevant matters, as appropriate.

II. The site will be developed in accordance with a conceptual masterplan which shall be submitted with a planning application. This will enshrine the principles set out in the Development Brief (2011) within an overall design code that sets out parameters for design and layout.

III. Buildings fronting the river shall not exceed 3 or 4 storeys in height and should be sufficiently set back to avoid a 'canyon' effect.

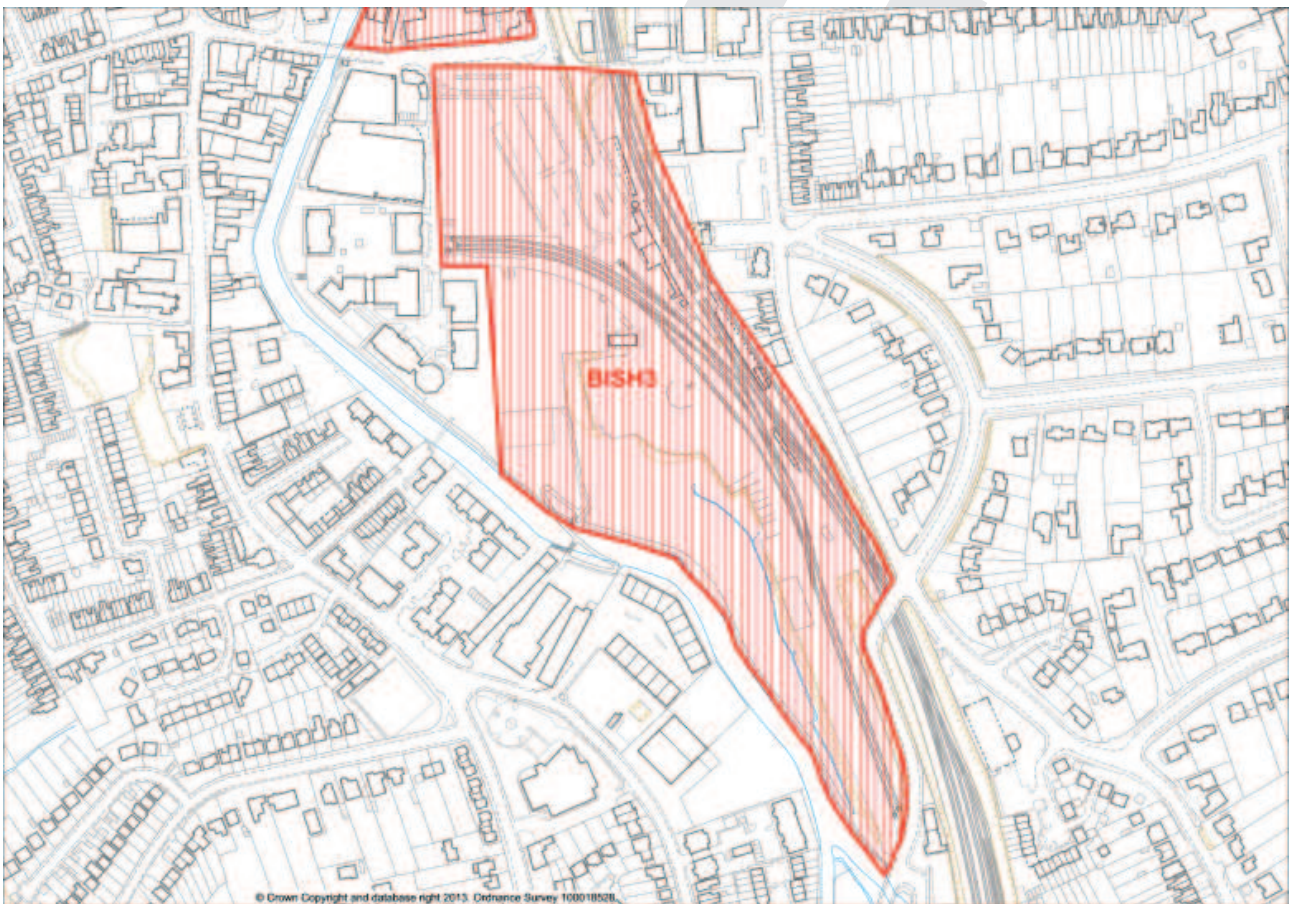




## The Goods Yard

- 5.2.6** Like the Mill Site, the Goods Yard occupies a strategic location between the railway station and the town centre and fronting the River Stort, as set out in the Goods Yard Development Brief (2011). The northern part of the site lies within the town centre boundary and is appropriate for a mix of retail and commercial development. An approach is sought which brings forward a financially viable development whilst at the same time maximises the opportunities for high quality design and mixed use development provided by the location and context.

**Figure 5.3 Site Location: Land at the Goods Yard**



### BISH3 The Goods Yard

I. The Goods Yard will provide for 200 homes between 2021 and 2026, as part of a mixed use development including a significant amount of B1a office floorspace and small-scale retail provision. Development of the site shall include:

- (a) Residential apartments on the upper floors of commercial employment uses and 3-4 bed family homes to the southern end of the site;
- (b) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);



- (c) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (d) active ground floor frontages;
- (e) views and vistas towards the railway station and the river;
- (f) improved access to the waterway from the town centre to create a focus of activity for residents and visitors;
- (g) high quality public spaces, including pocket parks within the site area and in particular along the river;
- (h) a direct route from the station to the Goods Yard pedestrian and cycle bridge;
- (i) a decentralised or District Heating system, or other low carbon heating system for residential and commercial use throughout the development, using locally sourced fuel and with appropriate long-term management arrangements;
- (j) landscaping and tree planting to reduce urban heat island effects, including retention and enhancement of the area of woodland to the south of the site;
- (k) necessary new utilities infrastructure;
- (l) planning obligations including on and off-site developer contributions; and
- (m) other policy provisions of the District Plan and relevant matters, as appropriate.

II. The site will be developed in accordance with a conceptual masterplan which shall be submitted with a planning application. This will enshrine the principles set out in the Development Brief (2011) within an overall design code that sets out parameters for design and layout.

III. Buildings fronting the river shall not exceed 3 or 4 storeys in height and should be sufficiently set back to avoid a 'canyon' effect.

IV. On-site car parking will be minimised, to avoid worsening of town centre traffic congestion and the impact on the Hockerill Air Quality Management Area.

V. Site promoters must work with Hertfordshire County Council as the Highways and Transport Authority to undertake transport modelling to assess the need for a link road through the site, and to assess and provide suitable mitigation measures against vehicular congestion in the town centre.

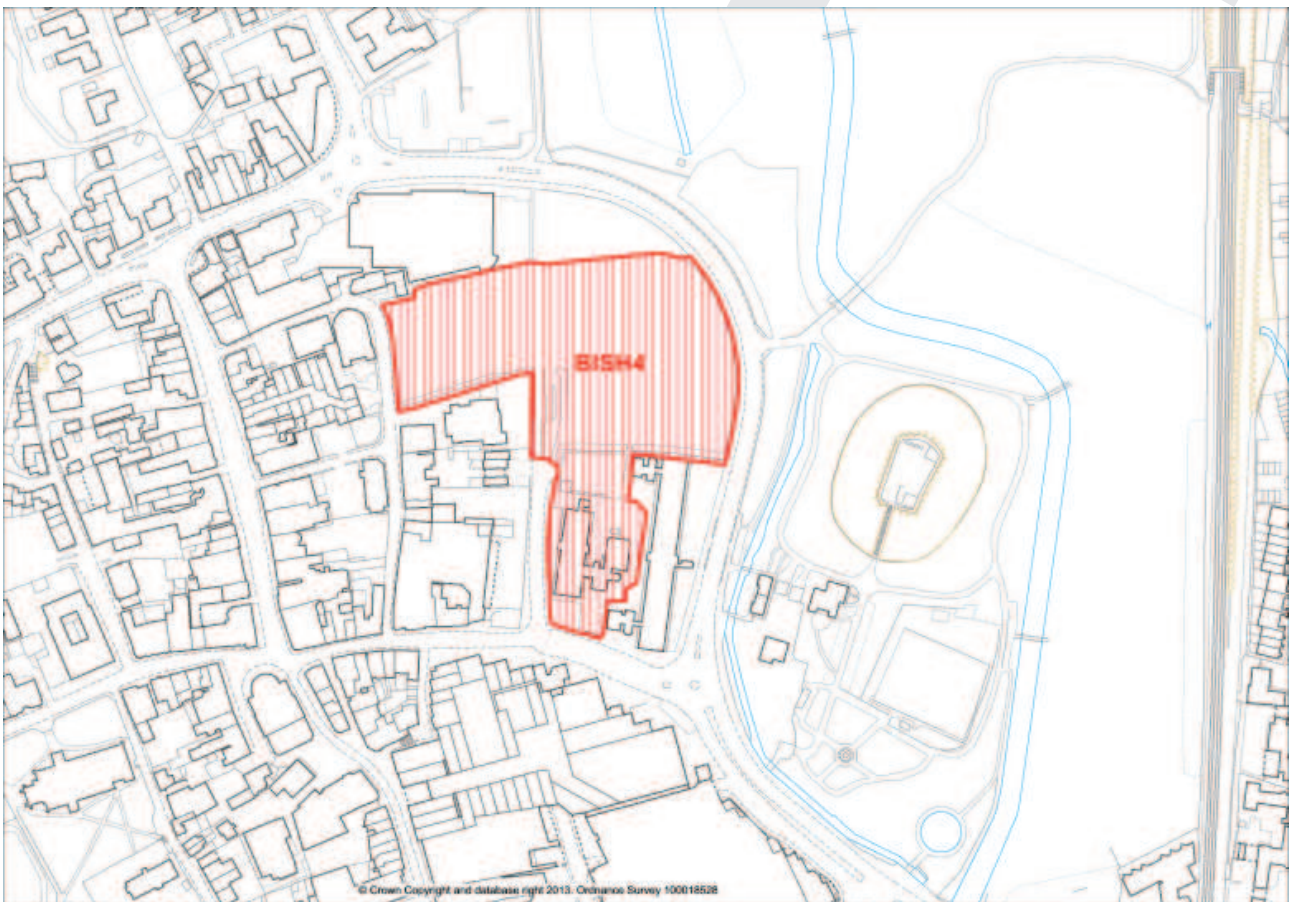




### The Causeway/Old River Lane

- 5.2.7** This is an important town centre site located within the town centre boundary. To maximise the opportunities at this site, a high-quality mixed-use development scheme will be required, including appropriate levels of parking provision. Subsequent to the delivery of this site, the Primary Shopping Frontage will be extended to encompass this site, as illustrated on the Policies Map.

**Figure 5.4 Site Location: Land at Old River Lane**



#### **BISH4 The Causeway/Old River Lane**

I. The Causeway/Old River Lane site will provide for a mixed use development including retail, leisure and residential dwellings between 2016 and 2021. Development of the site shall include:

- (a) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
- (b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (c) pedestrian and cycle access routes into and within the site and in connection to the town centre;



(d) a design and layout which respects the significance and relationship of the site with designated and un-designated heritage assets;

(e) car parking and vehicular access provision appropriate to the town centre location;

(f) new utilities infrastructure where necessary;

(g) planning obligations including on and off-site developer contributions where necessary and reasonably related to the development; and

(h) other policy provisions of the District Plan and relevant matters, as appropriate.

II. Subsequent to the delivery of this site, the Primary Shopping Frontage will be extended to encompass the site, as illustrated on the Policies Map.

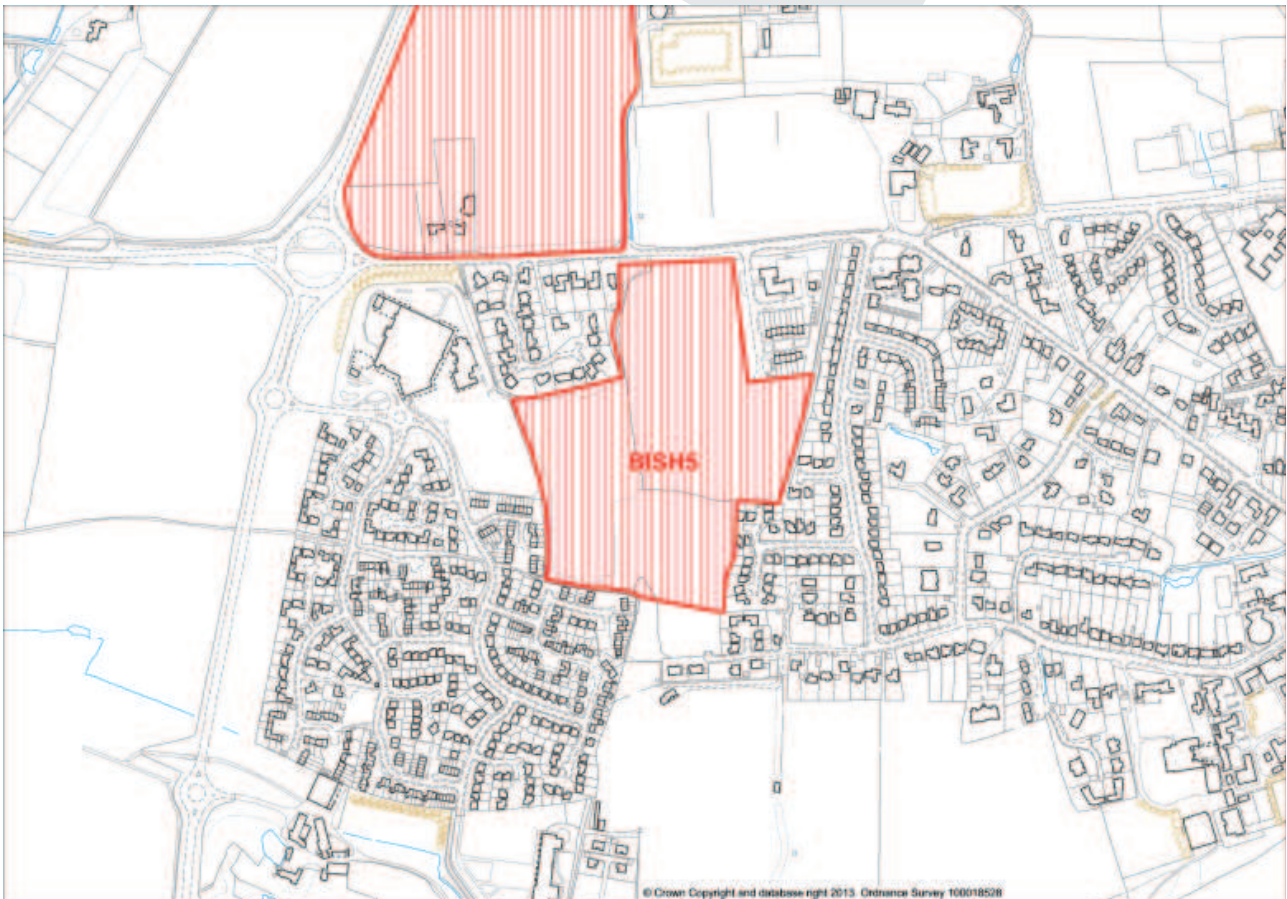


### Reserve Secondary School Site, Hadham Road

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- 5.2.8** One of the main challenges facing development in Bishop's Stortford is the funding and provision of additional secondary school capacity. In order to enable flexibility and avoid closing down opportunities for successful resolution of the school sites issues, three locations for potential alternative school sites have been identified. These include the reserve secondary school site on Hadham Road.
- 5.2.9** Policy BISH1 (Development in Bishop's Stortford) specifies either no homes at this site if a new secondary school is required at Hadham Road, or 250 homes if a new secondary school site is not required but is instead provided at one of the proposed mixed-use urban extensions, either north or south of Bishop's Stortford.

**Figure 5.5 Site Location: Reserve Secondary School Site, Hadham Road**



#### **BISH5 Reserve Secondary School Site, Hadham Road**

I. The Reserve Secondary School Site, Hadham Road will only be released for residential development if sufficient additional secondary school capacity is provided elsewhere in the town.

II. In the event that the site comes forward for non-educational development, 250 homes will be provided between 2021 and 2026, including:





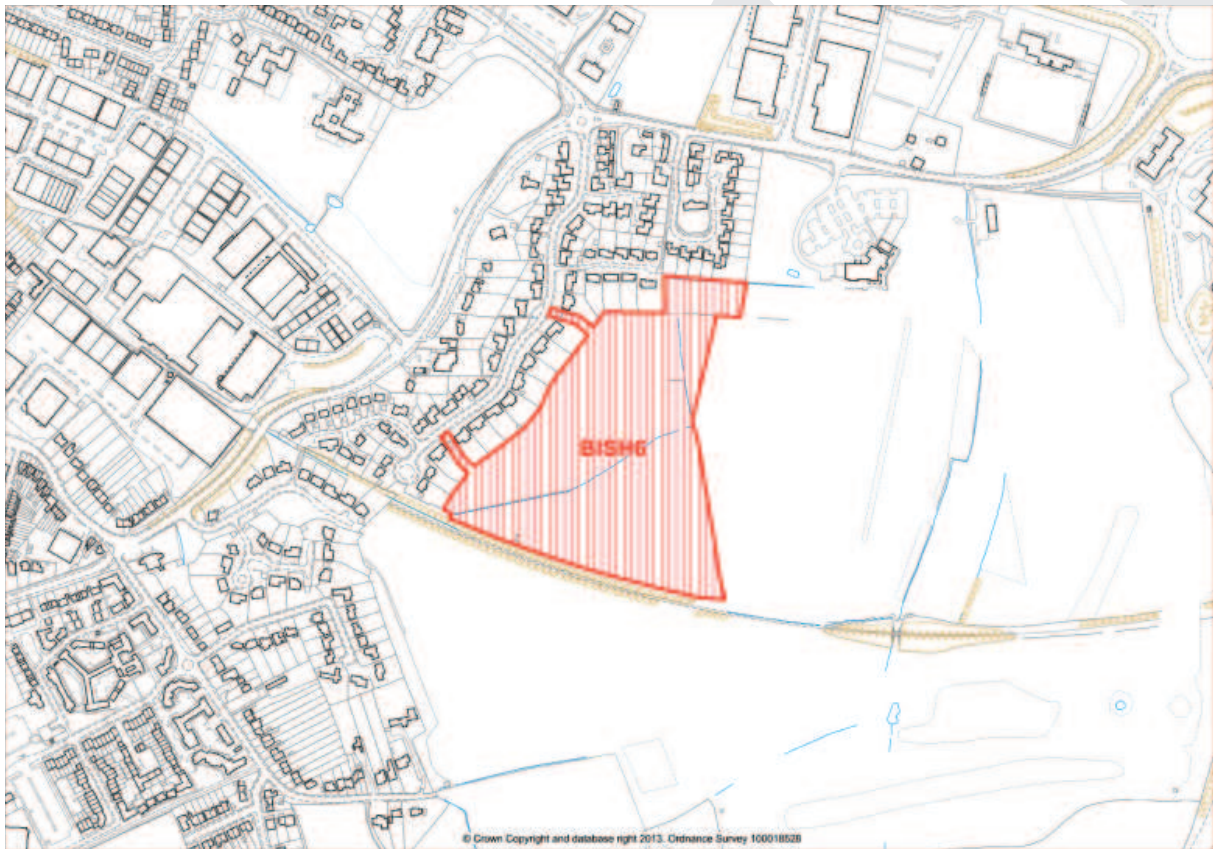
- (a) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
- (b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (c) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity;
- (d) necessary new utilities infrastructure;
- (e) sustainable urban drainage and provision for flood mitigation;
- (f) access arrangements and wider strategic and local highways mitigation measures;
- (g) sustainable transport measures including the encouragement of walking and cycling, and enhanced passenger transport services;
- (h) social infrastructure including health services and facilities; community facilities; public amenity green space and play areas;
- (i) landscaping;
- (j) financial viability and the delivery of all necessary infrastructure;
- (k) planning obligations including on and off-site developer contributions; and
- (l) other policy provisions of the District Plan and relevant matters, as appropriate.



## East of Manor Links

- 5.2.10** This site is located between the Golf Course and the existing urban area. A predominantly residential development in this location will contribute towards meeting the short-term housing requirement and meet needs within the Housing Market Area.

**Figure 5.6 Site Location: East of Manor Links**



### **BISH6 East of Manor Links**

Development of 150 homes will be provided between 2016 and 2021, which shall include provision of:

- (a) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
- (b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (c) necessary new utilities infrastructure;
- (d) tree planting and other appropriate landscaping to mitigate loss of amenity to existing residential properties in Manor Links;



- (e) access arrangements including primary access to Dunmow Road and secondary access to Manor Links, and appropriate local highways mitigation measures;
- (f) sustainable transport measures including the encouragement of walking and cycling, and enhanced passenger transport services;
- (g) public amenity green space and play areas;
- (h) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity;
- (i) protection of all public rights of way (including, inter alia, the protection of the restricted byway) and other public access routes running through or on the boundaries of the site;
- (j) planning obligations including on and off-site developer contributions; and
- (k) other policy provisions of the District Plan and relevant matters, as appropriate.

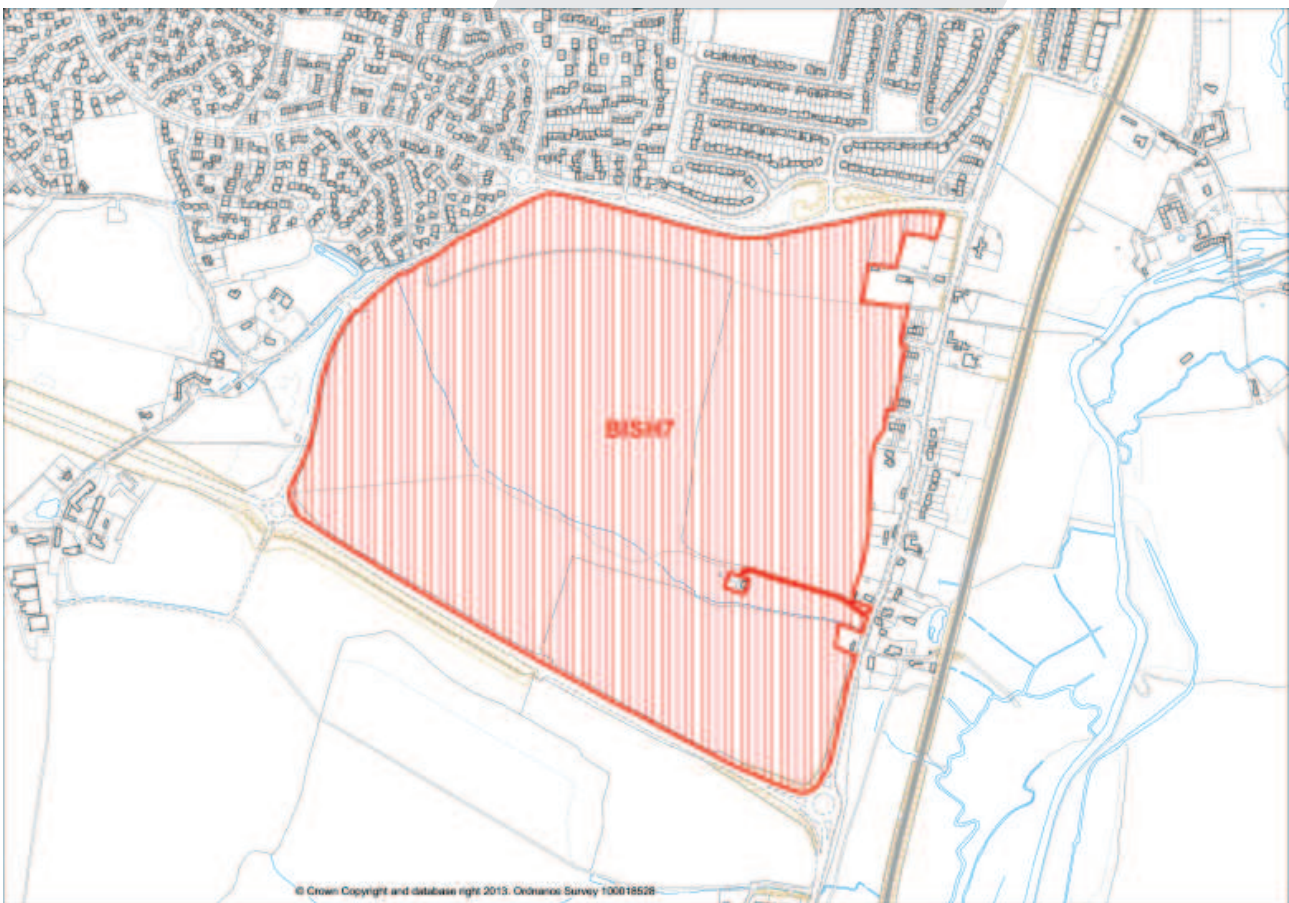




### South of Bishop's Stortford

- 5.2.11** Development of a mixed-use urban extension is needed in this area in order to meet housing requirements for the Housing Market Area and potentially also to provide a secondary school site to serve the catchment area. Policy BISH1 (Development in Bishop's Stortford) specifies a lower number of 750 homes if a new secondary school site is required, or 1,000 homes if a new secondary school site is not required but is provided at either Hadham Road or North of Bishop's Stortford. To encourage self-containment and improve sustainability the provision of a neighbourhood centre including local shops and a new employment area will be required.
- 5.2.12** Masterplanning as part of the planning application and production of a Supplementary Planning Document is considered to be essential to the assessment of the proposals for development in this area, including the appropriate level of homes and other uses. Technical work to support the Supplementary Planning Document (SPD) shall be expected to be part-funded by the landowners/promoters for and with direct involvement of East Herts Council as the Local Planning Authority, Bishop's Stortford Town Council, Thorley Parish Council, and other stakeholders as necessary.

**Figure 5.7 Site Location: Land South of Bishop's Stortford**





### BISH7 South of Bishop's Stortford

I. As part of the mixed-use development of this area, between 750 and 1,000 homes will be provided between 2016 and 2026 in accordance with Policy BISH1 (Development in Bishop's Stortford), depending on whether a secondary school is needed on the site. Development in this location should provide:

- (a) a range of dwelling type and mix, in accordance with the full provisions of Policy HOU1 (Type and Mix of Housing);
- (b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (c) quality local green infrastructure and landscaping through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity;
- (d) necessary new utilities infrastructure;
- (e) sustainable urban drainage and provision for flood mitigation;
- (f) access arrangements and wider strategic and local highways mitigation measures, including improvements along London Road;
- (g) sustainable transport measures including the encouragement of walking and cycling, and enhanced passenger transport services;
- (h) social infrastructure including: primary school/s to serve the development and appropriate surrounding catchment area/s; a potential secondary school; health services and facilities; community facilities; public amenity green space and play areas;
- (i) protection and sensitive treatment of all public rights of way and other public access routes running through or on the boundaries of the site;
- (j) views and vistas, in particular those relating to Thorley Church;
- (k) appropriate levels of local retail to promote self containment and sustainability;
- (l) a new employment allocation to provide 4-5 hectares of modern business premises in a modern business park attractive to B1 employment uses;
- (m) financial viability and the delivery of all necessary infrastructure;
- (n) planning obligations including on and off-site developer contributions; and
- (o) other policy provisions of the District Plan and relevant matters, as appropriate.





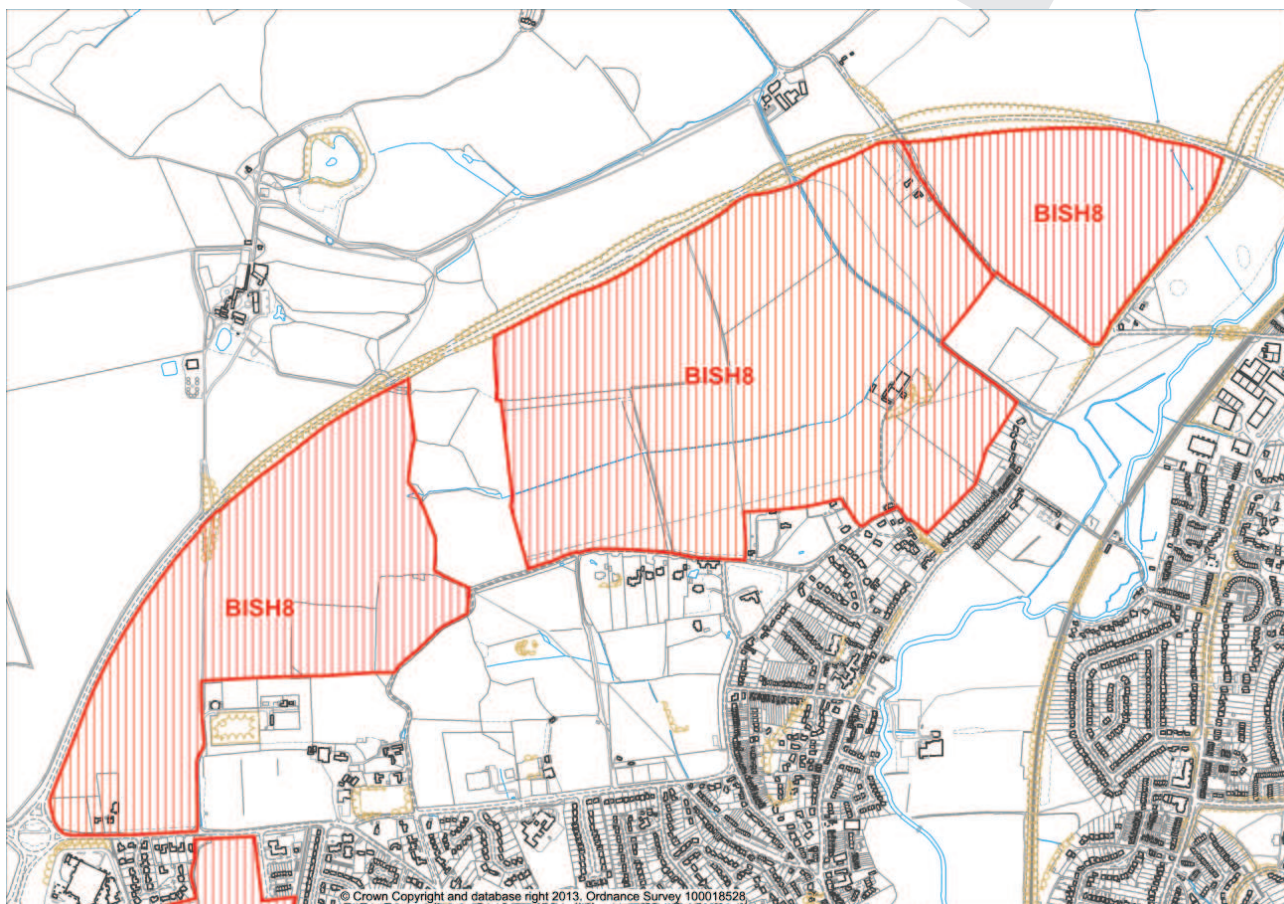
II. Working with the site promoters, Bishop's Stortford Town Council, Thorley Parish Council, and other stakeholders as appropriate, a Supplementary Planning Document (SPD) will be prepared to address detailed matters of design and layout, including potential school(s), the movement network, design coding, views, treatment of the Hertfordshire Way, car parking, drainage, density, landscaping, and local green infrastructure.



## North of Bishop's Stortford

- 5.2.13** To the north of the town, land inset from the Green Belt and safeguarded for future development in previous Local Plans will be allocated for mixed-use development. This area is currently the subject of a planning application (2013). The District Plan is based on the merits and requirements of this location rather than specific proposals put forward.
- 5.2.14** Development of a mixed-use urban extension is needed in this area in order to meet housing requirements for the Housing Market Area and potentially also to provide a secondary school site to serve the catchment area. Policy BISH1 (Development in Bishop's Stortford) specifies a lower number of 2,350 homes if a new secondary school site is required, or 2,600 homes if a new secondary school site is not required but is provided at Hadham Road or South of Bishop's Stortford. To encourage self-containment and improve sustainability the provision of a neighbourhood centre including local shops and a new employment area will be required.

**Figure 5.8 Site Location: Land North of Bishop's Stortford**





### BISH8 North of Bishop's Stortford

As part of the mixed-use development of this area between 2,350 and 2,600 homes will be provided in accordance with Policy BISH1 (Development in Bishop's Stortford), depending on whether a secondary school is needed on the site. Development in this location should provide:

I. West of Hoggate's Wood, around 700 homes between 2016 and 2026, which shall include the provision of:

- (a) a primary school;
- (b) a neighbourhood centre providing a range of local shops and services; and
- (c) a new roundabout on Hadham Road to provide vehicular access to the area.

II. Between Hoggate's Wood and Farnham Road between 1,250 and 1,500 homes shall be provided between 2016 and 2031, depending on whether a secondary school is needed on the site. Development in this location shall include the provision of:

- (a) a primary school;
- (b) vehicular access by a new roundabout on the A120 and also by a new junction on Rye Street;
- (c) a neighbourhood centre comprising a mix of local shops and facilities, business incubator units, health facilities, and a play area/open space;
- (d) a new employment allocation to provide 4-5 hectares of modern business premises in a modern business park attractive to B1 employment uses; and
- (e) Foxdells Farm shall be preserved and enhanced as a focus for a public space and appropriate community or leisure facilities.

III. East of Farnham Road, around 400 homes shall be provided between 2016 and 2026.

IV. Across the whole development site, the following requirements and provisions will apply:

- (a) a range of dwelling type and mix, in accordance with the full provisions of Policy HOU1 (Type and Mix of Housing);
- (b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (c) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity;



(d) landscaping to take account of key features of the site, including the undulating topography, mature trees and hedgerows;

(e) necessary new utilities infrastructure;

(f) sustainable urban drainage and provision for flood mitigation;

(g) a new Country Park shall be provided to include the Green Belt land north and south of Dane O' Coy's Road, including Hoggate's Wood and Ash Grove, including long-term arrangements for management and maintenance;

(h) the rural character of Dane O' Coys Road shall be preserved, and access along the road shall be reserved for pedestrians, cyclists and bus services only;

(i) a network of well-signposted pedestrian and cycle routes between the development and the town centre;

(j) a circular bus route connecting with the bus/rail interchange in the town centre;

(k) strategic long views of St. Michael's Church and All Saints, Hockerill, and views of mature trees, should be preserved;

(l) easy access to the village of Farnham must be maintained along Farnham Road, including during the construction period;

(m) financial viability and the delivery of all necessary infrastructure;

(n) planning obligations including on and off-site developer contributions; and

(o) other policy provisions of the District Plan and Bishop's Stortford Town Council's Neighbourhood Plan for Silverleys and Meads Wards, as appropriate.

V. Working with the site promoters, Bishop's Stortford Town Council and other stakeholders as appropriate, a Supplementary Planning Document (SPD) will be prepared to address detailed matters of design and layout, including potential school(s), the movement network, design coding, views, car parking, drainage, density, landscaping, and local green infrastructure.



### 5.3 Off Site Infrastructure

- 5.3.1** The cumulative impact of development at different locations will require financial contributions from a range of developers towards funding of essential off-site infrastructure. This development is likely to include contributions not only from development in Bishop's Stortford, but also for example in relation to upgrades to Junction 8 of the M11 and associated highway works, from development in Essex.

#### **BISH9 Essential Off-Site Infrastructure**

Development proposals in Bishop's Stortford will be permitted subject to the other policies in this Plan and the provision of financial contributions towards the following infrastructure schemes:

- (a) a new secondary school and/or sixth form college at one or more of the three identified potential locations (Bishop's Stortford North, Bishop's Stortford South, Hadham Road Reserve Secondary School Site);
- (b) the widening of Station Road bridge;
- (c) improvements to traffic control and air quality at Hockerill lights;
- (d) improvements to the A1184/A120 bypass around the town;
- (e) Junction 8 of the M11 and the Birchanger Roundabout;
- (f) an enhanced passenger transport hub at the railway station.





### 5.4 Employment in Bishop's Stortford

- 5.4.1** The strategy is to protect and enhance the existing employment areas in the town, and supplement these with new Employment Areas at Bishop's Stortford North, Bishop's Stortford South and at the Goods Yard.
- 5.4.2** In addition, Millside Industrial Estate and Southmill Trading Estate have been formally designated as Employment Areas.

#### **BISH10 Employment in Bishop's Stortford**

I. In accordance with Policy ED1 (Employment), the following locations are designated as Employment Areas:

- (a) Raynham Road/Dunmow Road Industrial Estate (incorporating Stortford Hall Industrial Estate, The Links Business Centre, Rainham Road/Myson Way, Raynham Road West, and Raynham Road East between The Links Business Centre and Raynham Close);
- (b) Haslemere Estate;
- (c) Twyford Road;
- (d) Stansted Road (incorporating Goodliffe Park, Stort Valley Industrial Estate, and Birchanger Industrial Estate);
- (e) Woodside;
- (f) Millside Industrial Estate;
- (g) Southmill Trading Estate.

II. In addition, new Employment Areas will be identified in the following locations:

- (a) The Goods Yard, as set out in Policy BISH3;
- (b) Bishop's Stortford South, as set out in Policy BISH7; and
- (c) Bishop's Stortford North, as set out in Policy BISH8.



## 5.5 Retail in Bishop's Stortford

- 5.5.1** Bishop's Stortford has the largest shopping centre in the District and provides a range of convenience and comparison shopping opportunities. A strategy to secure the increased vitality and viability of the town centre rests on increasing the town centre offer through the provision of additional sites, and on integrating the town centre with the railway station across the river. The town centre boundary will restrict land uses in the town centre to those which may be appropriate to securing the long-term vitality and viability of the town in accordance with Policy RTC1. A pedestrian circuit is shown in Figure 5.9 below.

**Figure 5.9 Pedestrian Circuit**



- 5.5.2** Environmental enhancements will be sought to improve the attractiveness of the town centre as a retail and leisure destination, particularly along the route of the proposed movement circuit. These could include a range of public realm enhancements including paving, signage and street furniture. Supporting the town centre, local shopping needs will be addressed through the designation of three new Neighbourhood Centres.



### **BISH11 Retail in Bishop's Stortford**

I. New retail and leisure facilities will be focused within the Town Centre of Bishop's Stortford at the Old River Lane site, in accordance with Policy BISH4.

II. New Neighbourhood Centres will be designated in the following locations:

(a) South of Bishop's Stortford, in accordance with Policy BISH7;

(b) North of Bishop's Stortford, west of Hoggate's Wood, in accordance with Policy BISH8 (I); and

(c) North of Bishop's Stortford, between Hoggate's Wood and Farnham Road, in accordance with Policy BISH8 (II).

III. Development proposals in Bishop's Stortford should seek to enhance the public realm and vitality of the pedestrian circuit between the station and the town centre, and should not compromise the potential for completion of the circuit.

## **5.6 Leisure and Community Facilities in Bishop's Stortford**

**5.6.1** All new development in Bishop's Stortford and the surrounding area will result in an increased demand for local services and community facilities including, for instance, healthcare and education. Development proposals should contribute to the enhancement of existing provision to ensure that both new and existing residents in the town are able to access community facilities and vital services within Bishop's Stortford, thereby reducing the need to travel to other settlements. Reflecting this, development proposals will be considered in accordance with Policies CFLR7 (Community Facilities), CFLR8 (Health and Wellbeing) and CFLR9 (Education).

**5.6.2** Bishop's Stortford has been identified as having a good provision of open space within the town, but deficiencies in strategic Accessible Natural Greenspace (ANG) (green space of over 500 hectares) exist, and there is a lack of provision for people to travel off-road by cycle or foot between the town and countryside. The East Herts Green Infrastructure Plan (2011) indicates a need to provide and enhance links to the River Stort, Gilston Park, Harlow and the woodland sites to the south and east. There is also a need for a new strategic and local ANG site to serve existing and future communities.

**5.6.3** For formal sport provision, the under provision of junior football, rugby and mini-soccer pitches should also be addressed. Development proposals will be considered in accordance with Policies CFLR1 (Open Space, Sport and Recreation) and CFLR2 (Open Space Standards).





- 5.6.4** Bishop's Stortford's Green Wedges ('green fingers'), which penetrate the town, are a recognised local amenity, wildlife and leisure asset and have been designated as Local Green Spaces under Policy CFLR3 (Local Green Space). This designation provides protection for these valuable resources and ensures that development will not be allowed in such locations, other than in very special circumstances.





## Chapter 6 Buntingford



## Chapter 6 Buntingford

### 6.1 Introduction

- 6.1.1** Buntingford is the only town in the District not constrained by Green Belt. Two urban extensions are proposed to the north and the south of the town. The principle of development at Buntingford is established through the District Plan, but housing land supply pressures arising from national policy requirements mean that development in the town is likely to be well underway prior to 2015. For this reason it is likely that many planning issues will be tested through the planning application process.
- 6.1.2** Buntingford is the District's northern-most town, where the lack of a railway connection has resulted in a reliance on the private car as a means of transport. This relative remoteness has helped the town to retain its compact Market Town character. There is a growing need for more homes, which has resulted in new development pressure around the town. This does however provide an opportunity to enhance the role and function of Buntingford as a service centre for its large rural hinterland; to make effective use of previously developed sites; provide improved access and improvements to education facilities; and to reinforce the valley setting of the town.
- 6.1.3** The main components of the development strategy for Buntingford are as follows:
- 6.1.4** **Housing:** additional homes will be provided which will consist of a mix of dwelling types and sizes that will have been constructed in appropriate locations to ensure that Buntingford's population is able to access a balanced housing market catering for all life stages. The amount of dwellings provided will support the need identified for the Housing Market Area. The provision of affordable housing as part of any new residential or mixed use development scheme/s will allow emerging households to be able to remain living in Buntingford in accommodation suited to their needs.
- 6.1.5** **Education:** secondary education provision will be enhanced via the expansion of Freman College along with new playing fields, which will be enabled through the development of an urban extension to the north of the town to provide for existing and new residents. This in turn will enable improvements to be made to Edwinstree Middle School. Primary education enhancements will be achieved via the expansion of existing facilities, as appropriate.
- 6.1.6** **Transport:** the provision of enhanced bus services to support travel to and from new urban extensions to the town will provide links to neighbouring towns. New developments will support improved green travel and will aid delivery of initiatives contained in Hertfordshire's Local Transport Plan and daughter documents. Walking and cycling will be promoted with the provision of better signposting and a network of trails into and around the town centre and towards the River Rib.
- 6.1.7** **Other Infrastructure:** improved utility infrastructure such as wastewater networks and enhanced broadband connectivity will support existing and new developments.



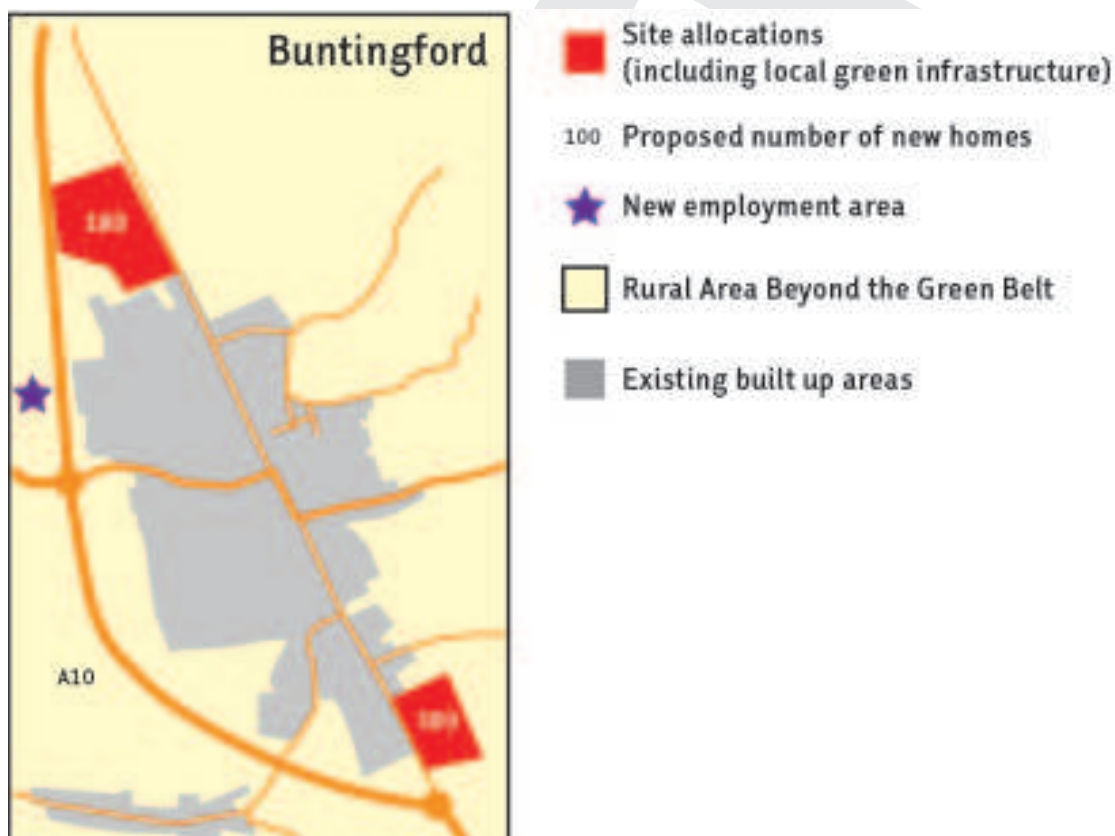
- 6.1.8 Employment and Retail:** the large rural hinterland surrounding the town makes Buntingford an ideal base for small businesses that have links to the town itself rather than those that rely on a proximity to major road networks. Additional employment land in the town will replace that lost through development proposals with modern units with good access to the A10, providing opportunities for small and medium businesses.
- 6.1.9** The town centre of Buntingford will retain its role as a minor town centre with a secondary shopping frontage which will continue to function as an important service centre for its large rural hinterland, whilst retaining its market town characteristics. Economic and housing development will generate additional wealth to help support a good range of services including jobs, shopping, leisure and education, to meet the needs of residents of the town and surrounding villages.
- 6.1.10 Character:** Buntingford will preserve its market town character and the quality of the town's historic core will be respected in new development proposals. Where development occurs this will ensure that the sense of place is respected and allows for successful integration with existing features, including the valley landscape. Development to the north and south of the town will enhance primary routes into the town, providing a visual transition between rural and urban, providing a gateway to the town, whilst minimising the impact on the valuable landscape which surrounds the town.



## 6.2 Development in Buntingford

**6.2.1** The main features of the policy approach to development in Buntingford are shown on Figure 6.1 below:

**Figure 6.1 Buntingford Key Diagram**



**6.2.2** In addition to other policies within this Plan, in order to reflect the District Plan Strategy, development in Buntingford will be delivered in accordance with the following policies:

### BUNT1 Development in Buntingford

In accordance with Policy DPS3 (Housing Supply 2011-2031), Buntingford will accommodate at least 493 new homes within the town boundary as defined on the Policies Map, which will include:

- (a) Identified SLAA sites amounting to 13 homes;
- (b) 300 homes to the south of the town on land to the east of London Road, as set out in Policy BUNT2 (South of Buntingford); and
- (c) 180 homes to the north of the town to the west of Ermine Street, as set out in Policy BUNT3 (North of Buntingford);





(d) a proportion of the overall windfall allowance for the District.

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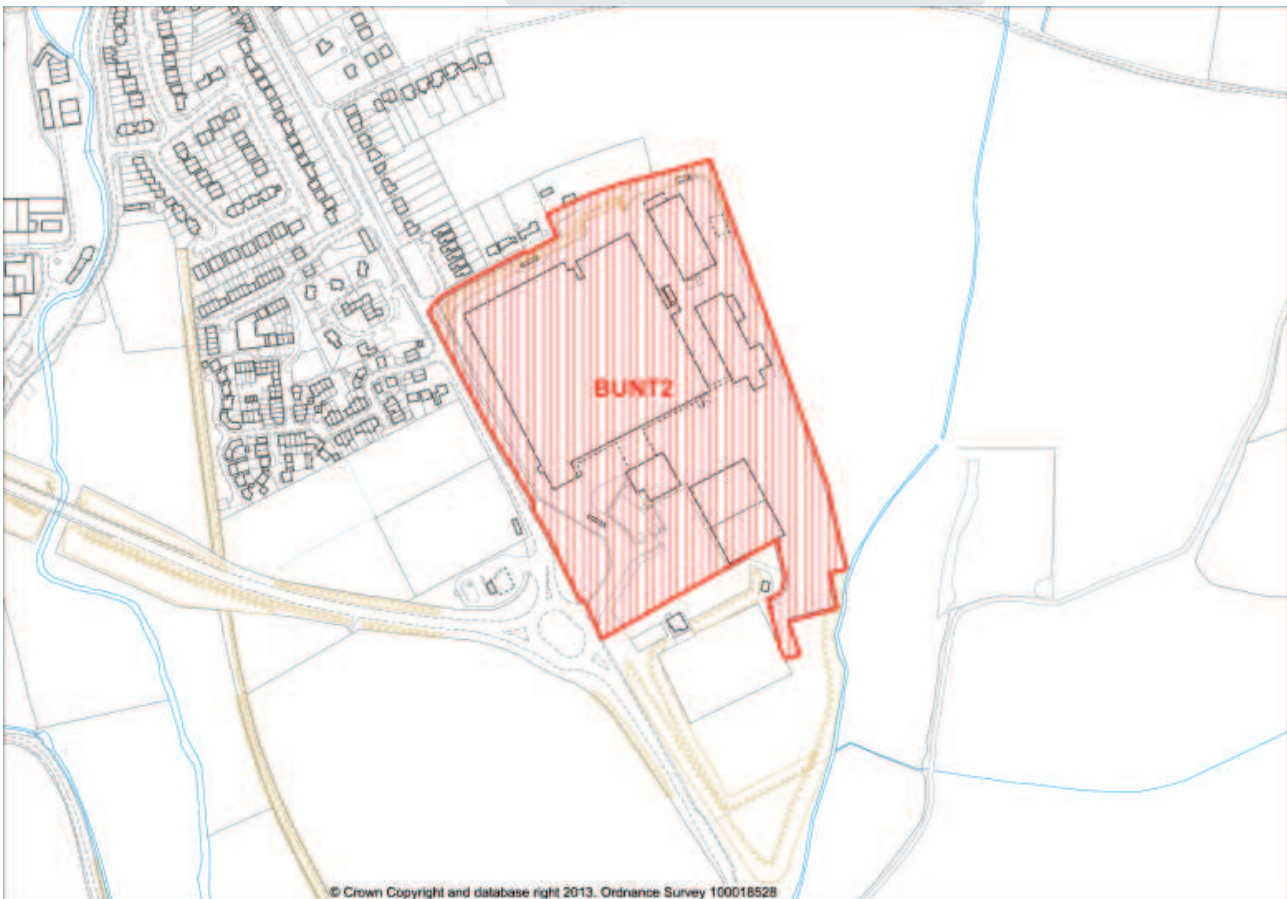
**6.2.3** Within Buntingford's urban area 13 dwellings are identified for development through the SLAA process. In addition, it is expected that a proportion of the overall windfall allowance for the District will be accommodated in Buntingford. These sites will be determined on an individual basis, taking into account the policies of the Plan.

**6.2.4** For the allocated sites, the following policies will apply in addition to general policies in the Plan:

## Land South of Buntingford

**6.2.5** In order to meet the District's short term housing requirement and to provide for the housing needs of Buntingford, development is proposed to the south of Buntingford on land to the east of London Road on land formerly known as the Sainsbury's Distribution Depot site. Given the sites connections to the A10, development to the south of the town will need to provide a mix of uses, including residential and employment development.

**Figure 6.2 Site Location: Land South of Buntingford**





### BUNT2 South of Buntingford

I. Land to the east of London Road, south of Windmill Hill (the former Sainsbury's Distribution Depot) is allocated as a residential-led mixed-use site to include approximately 300 homes by 2021.

II. The development of the site is expected to be subject to a development brief or masterplan prepared by or approved by the District Council. The development is expected to address the following provisions and issues:

- (a) the key design and layout principles of development, which should include a visual transition from rural to urban where it fronts onto London Road.
- (b) the need to set aside a proportion of land for employment uses and to facilitate improvements to the Bury Football Club;
- (c) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
- (d) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (e) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity;
- (f) necessary new utilities infrastructure, such as a new sewer to link from the development to existing infrastructure in the town;
- (g) sustainable urban drainage and provision for flood mitigation;
- (h) access arrangements and wider strategic and local highways mitigation measures including access serving the Bury Football Club grounds;
- (i) sustainable transport measures including the encouragement of walking and cycling, and enhanced passenger transport services;
- (j) social infrastructure including contributions towards education and other community facilities;
- (k) financial viability and the delivery of all necessary infrastructure;
- (l) planning obligations including on and off-site developer contributions; and
- (m) other policy provisions of the District Plan and relevant matters, as appropriate.

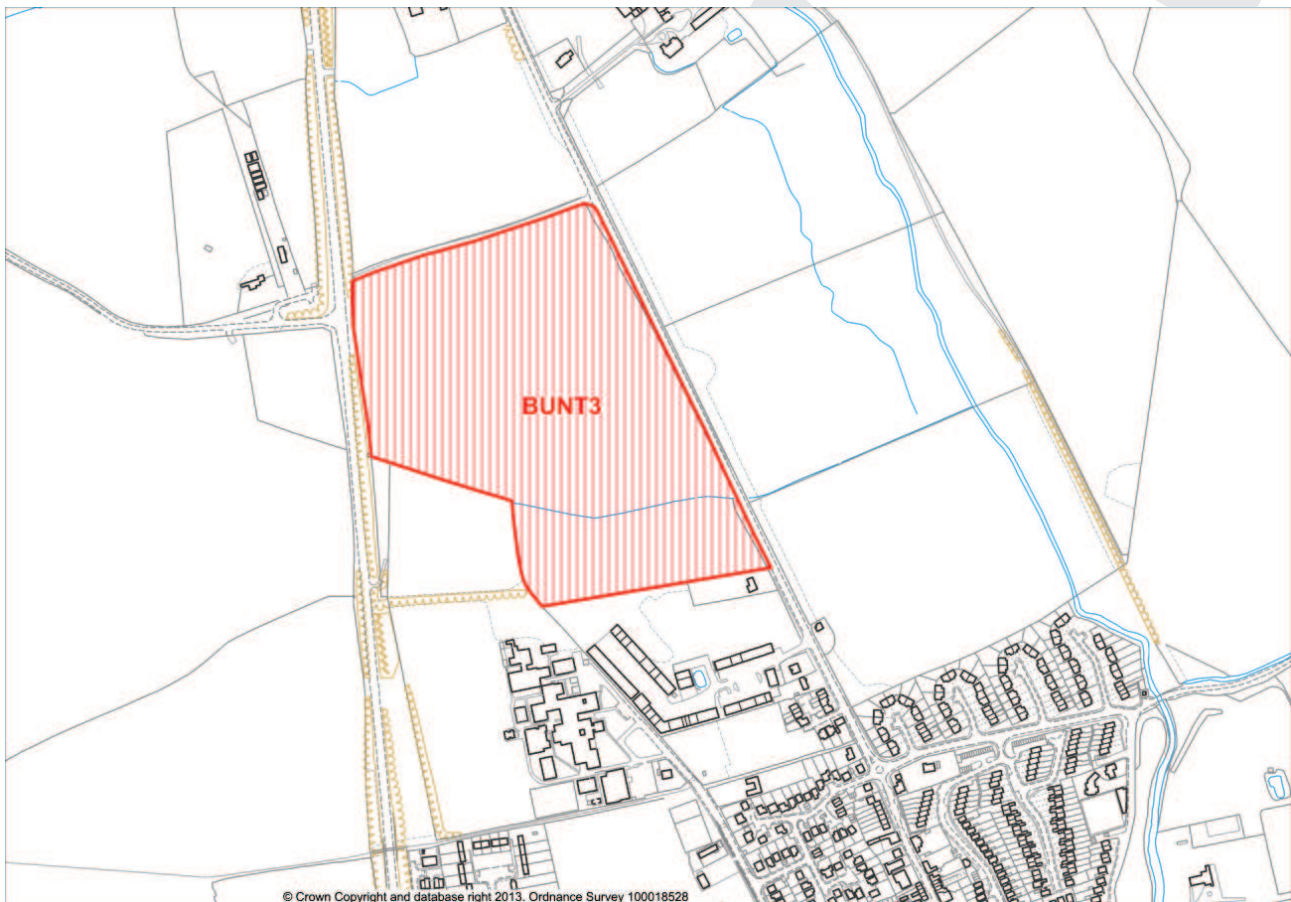




## Land North of Buntingford

- 6.2.6** In order to meet the District's long term housing requirement and to provide for the housing needs of Buntingford, development is also proposed to the north of Buntingford. Development to the north of the town will need to ensure that future expansion needs of Freman College are secured.

**Figure 6.3 Site Location: North of Buntingford**



### BUNT3 North of Buntingford

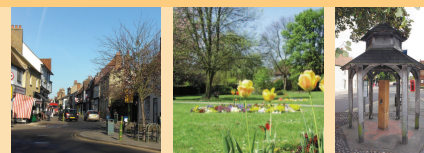
I. Land between Ermine Street and the A10 to the north of the town is allocated as a residential-led mixed-use site, to include approximately 180 homes after 2021.

II. The development of the site is expected to be subject to a development brief or masterplan prepared by or approved by the District Council. The development is expected to address the following provisions and issues:

- (a) the key design and layout principles of development, which should include a visual transition from rural to urban where it fronts onto Ermine Street, acting as a gateway to the town from the north.



- (b) the need to protect the historic landscape of Corneybury in accordance with Policy HA2 (Non-Designated Heritage Assets) and Policy HA7 (Listed Buildings);
- (c) the need to set aside a proportion of land for employment and education uses and to facilitate improvements to Freman College;
- (d) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
- (e) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (f) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity;
- (g) necessary new utilities infrastructure, such as a new sewer to link from the development to existing infrastructure in the town;
- (h) sustainable urban drainage and provision for flood mitigation;
- (i) access arrangements and wider strategic and local highways mitigation measures including access serving Freman College;
- (j) sustainable transport measures including the encouragement of walking and cycling, and enhanced passenger transport services;
- (k) social infrastructure including contributions towards education and other community facilities;
- (l) financial viability and the delivery of all necessary infrastructure;
- (m) planning obligations including on and off-site developer contributions; and
- (n) other policy provisions of the District Plan and relevant matters, as appropriate.



## 6.3 Employment in Buntingford

- 6.3.1** The relative isolation of Buntingford makes it an attractive place for new small scale employment allocations in order to provide opportunities for local businesses to serve the town and nearby settlements in the rural area surrounding. The town centre will be strengthened by the additional wealth generated by the growing population of the town.
- 6.3.2** The strategy is to protect and enhance the existing employment areas in the town, and supplement these with small-scale extensions to existing employment areas.

### BUNT4 Employment in Buntingford

I. In accordance with Policy ED1 (Employment), the following locations are designated as Employment Areas:

- (a) Park Farm;
- (b) Buntingford Business Park;
- (c) Watermill Estate.

II. In accordance with Policy ED1 (Employment), the following Employment Area has been extended to accommodate B1, B2 and small-scale B8 Uses:

- (a) Buntingford Business Park (approximately 3 hectares).

III. In accordance with Policy ED1 (Employment), new small-scale employment development will be supported as part of mixed use schemes at:

- (a) Land South of Buntingford;
- (b) Land North Buntingford.

## 6.4 Retail in Buntingford

- 6.4.1** Buntingford has a small town centre, consisting of small units in a linear High Street, with two small supermarkets. Despite its size, the town centre provides a vital role for the residents of the town and for the rural hinterland. Recognising its size and its relatively limited retail offer, the High Street is designated as a minor town centre with only a secondary frontage. Within this frontage, it is necessary to retain a suitable mix of retail units and appropriate town centre uses in order to ensure the longer term viability and vitality of Buntingford's town centre. As such, retail development in Buntingford will be considered in accordance with Policy RTC1 (Retail and Town Centres) and RTC4 (Secondary Shopping Frontages).



### 6.5 Leisure and Community Facilities in Buntingford

- 6.5.1** Despite its rural setting, Buntingford has a relative lack of Accessible Natural Greenspace (ANG), open spaces for sport and recreation and play spaces for children. It is therefore important that improvements are made to existing open spaces and that new open spaces are provided to support existing and new communities in the town. Developments will be considered in accordance with Policies CFLR1 (Open Space, Sport and Recreation) and CFLR2 (Open Space Standards).
- 6.5.2** All new developments will increase demand for local services and community facilities including healthcare and education. It is important that developments in Buntingford enhance existing and provide new community facilities in order to ensure existing and new communities can access vital services within Buntingford without the need to travel to neighbouring settlements. Developments will be considered in accordance with Policies CFLR7 (Community Facilities), CFLR8 (Health and Wellbeing) and CFLR9 (Education).



## Chapter 7 Hertford





## Chapter 7 Hertford

### 7.1 Introduction

- 7.1.1** The County town of Hertford lies at the confluence of four rivers in a valley setting, which in the past has influenced its shape and form. Hertford's boundaries are characterised by areas of open land which penetrate towards the centre of the town. These 'Green Fingers' are an environmental asset of value to local people and visitors alike. The town also benefits from cultural and recreational facilities.
- 7.1.2** Hertford's town centre retains much of its medieval core, includes many buildings of historic significance, and has high townscape quality which, combined with its river setting, presents both opportunities and constraints in shaping its future development. The town offers an attractive environment for leisure and business purposes and, with its retail offer characterised both by major multiples and independent outlets, Hertford is classed as Secondary Town Centre.
- 7.1.3** The town has good transport connections, including a bus station providing access to both local and long-distance destinations and two railway stations, offering services into London and wider locales. Despite good road links, traffic congestion in Hertford is acute at peak times, both within the historic core and especially on the A414 Gascoyne Way, which bi-sects the town. Future development is likely to exacerbate this situation unless mitigating measures can be introduced.
- 7.1.4** Good use has been made in the past of brownfield opportunities in the town and, despite this being a shrinking resource, the prospect of regenerating underutilised parts of the Mead Lane area for mixed use development remains. Beyond this, any large scale residential development would of necessity involve Green Belt release.
- 7.1.5** The main components of the development strategy for Hertford are as follows:
- 7.1.6** **Housing:** a mix of dwelling types and sizes will be constructed in appropriate locations to ensure that Hertford's population will be able to access a balanced housing market catering for all life stages. The number of homes provided will contribute to the need identified in the Housing Market Area. The provision of a significant amount of affordable housing as part of new development schemes will allow emerging households to be able to remain living in Hertford in accommodation suited to their needs.
- 7.1.7** **Education:** the educational needs of the town will be achieved at primary level via the expansion of existing facilities, which may be supplemented by the construction of additional schools. Hertfordshire County Council is currently focusing investigations on the provision of a new primary school within the grounds of Simon Balle Secondary School but, if this scheme should not come to fruition, the need would have to be resolved elsewhere. Secondary educational provision will be enhanced via the expansion of one or more of the existing schools in the Hertford



and Ware Schools Planning Area and potentially by construction of a new school, depending on the level of strategic scale development across the whole of the Schools Planning Area.

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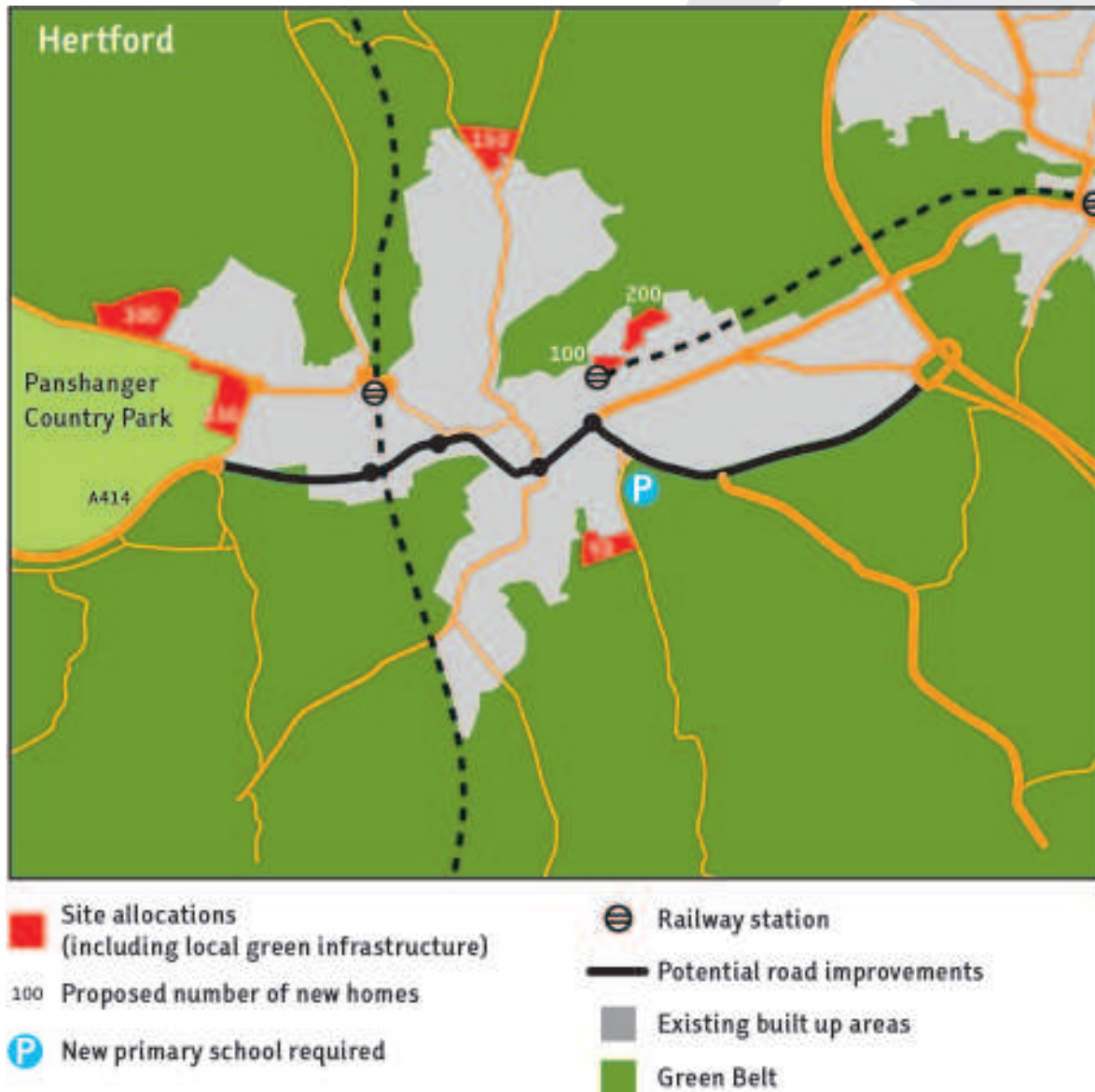
- 7.1.8 Transport:** the provision of enhanced bus services to support travel to and from new urban extensions to the town will provide links with the two existing railway stations and the central bus station. New development will support improved sustainable travel and will aid delivery of initiatives contained in Hertfordshire's Local Transport Plan and daughter documents, particularly those schemes detailed in the Hertford and Ware Urban Transport Plan. Mitigating measures will help ameliorate congestion, particularly on the A414.
- 7.1.9 Other Infrastructure:** improved utility infrastructure, such as to wastewater networks, will support existing and new developments.
- 7.1.10 Employment and Retail:** the Mead Lane Employment Area will be revitalised via the redevelopment of vacant areas to provide 3,000 sqm B1 employment floorspace as part of a mixed use development (see the Mead Lane Urban Design Framework). Other existing Employment Areas in the town will be maintained and, where appropriate, modernised. The retail function of the town will be maintained and, if suitable opportunities arise, supplemented within the central core.
- 7.1.11 Character:** Hertford will preserve its market town character and the quality of the town's historic core will be respected in new development proposals. Where development occurs in the town, this should ensure that the sense of place is respected and allows for successful integration with existing features of character in the area. Where development involves river frontages, this should enable the provision of an enhanced setting and improvement of public access, as appropriate. The town's green infrastructure, particularly Hertford's Green Fingers which provide unique character to the settlement, will be maintained. The furtherance of the Panshanger Country Park initiative will be supported, which will enable increased public access to this resource.



## 7.2 Development in Hertford

**7.2.1** The main features of the policy approach to development in Hertford are shown on Figure 7.1 below:

**Figure 7.1 Key Diagram for Hertford**







- 7.2.2** Reflecting the District Plan Strategy, the following policies will apply to applications for new development in Hertford:

### **HERT1 Development in Hertford**

In accordance with Policy DPS3 (Housing Supply 2011-2031), Hertford will accommodate at least 1,201 new homes, which will include:

- (a) at least 151 homes which will be focused on identified SLAA sites;
- (b) 300 homes as part of mixed use development in the Mead Lane area, as set out in Policy HERT2 (Mead Lane Area);
- (c) 550 homes to the west of the town, in accordance with Policy HERT3 (West of Hertford);
- (d) 150 homes to the west of B158 Wadesmill Road, as set out in Policy HERT4 (North of Hertford);
- (e) 50 homes to the west of Mangrove Road, in accordance with Policy HERT5 (South of Hertford); and
- (f) a proportion of the overall windfall allowance for the District.

- 7.2.3** Within Hertford's urban area 151 homes are identified for development through the SLAA process. In addition, it is expected that a proportion of the overall windfall allowance for the District will be accommodated in Hertford. These sites will be determined on an individual basis, taking into account the policies of the Plan.

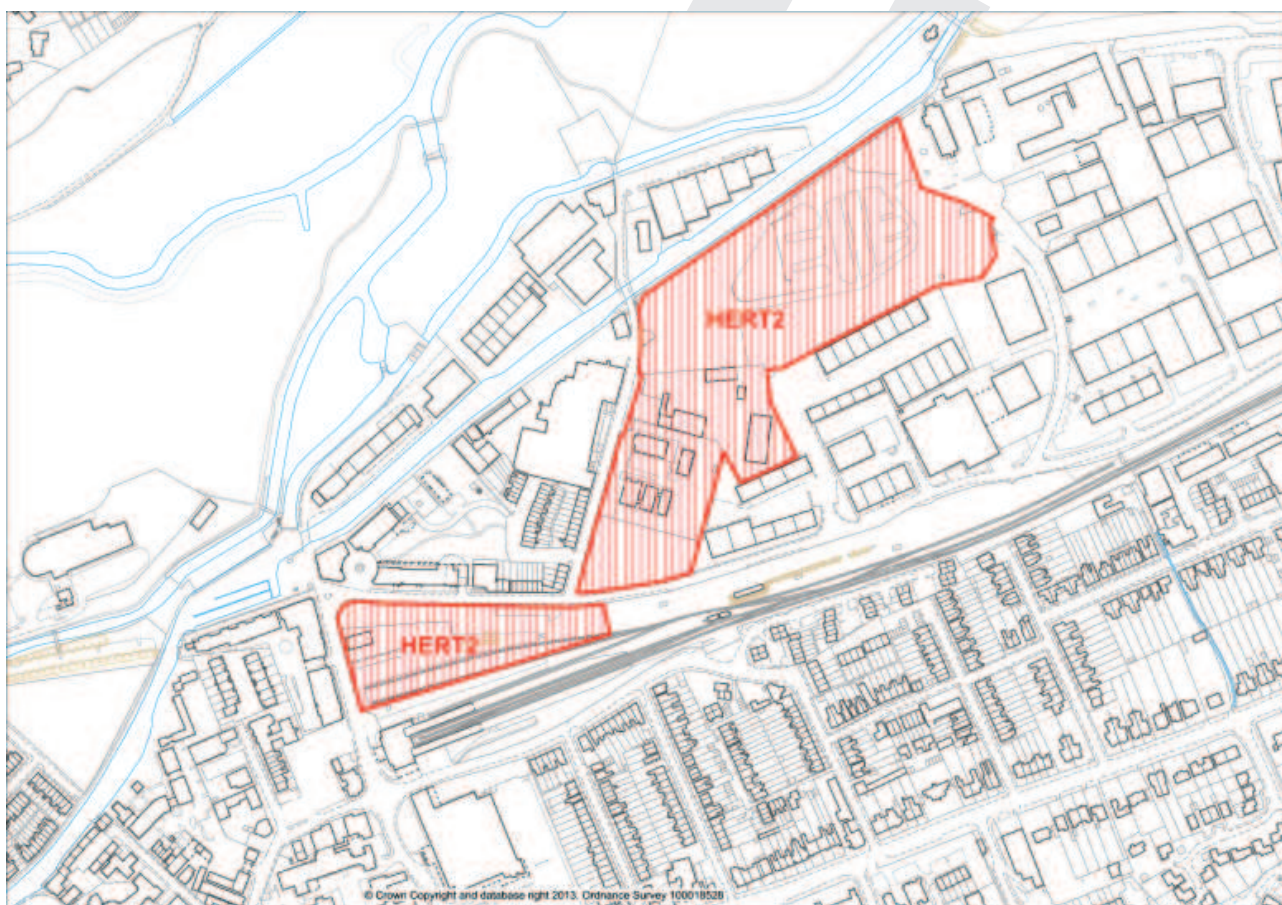
- 7.2.4** For the allocated sites, the following policies will apply in addition to general policies in the Plan:



## Mead Lane Area

- 7.2.5** In order to meet the District's short term housing requirement and to provide for the housing needs of Hertford, development in the Mead Lane area is proposed. The Mead Lane area offers a unique opportunity to regenerate underused employment land through mixed-use development. The Mead Lane Urban Design Framework, as a Supplementary Planning Document (SPD), sets parameters in terms of acceptable uses, required infrastructure and other requirements, to support the redevelopment and revitalisation of the area.

**Figure 7.2 Site Location: The Mead Lane Area**



### HERT2 Mead Lane Area

The Mead Lane Area will provide for 300 homes by 2021 as part of mixed-use development, subject to the provisions of the Mead Lane Urban Development Framework.

## West of Hertford

- 7.2.6** In order to meet the District's short term housing requirement and to provide for the housing needs of the town, development is proposed to the West of Hertford.



- 7.2.7** Development of the area will need to ensure the enhancement of sustainable transport provision; the continued protection of Archer's Spring, Ancient and other woodland, wildlife, and other natural assets; and also contribute to the Panshanger Country Park initiative.

**Figure 7.3 Site Location: Land West of Hertford (North of Welwyn Road)**

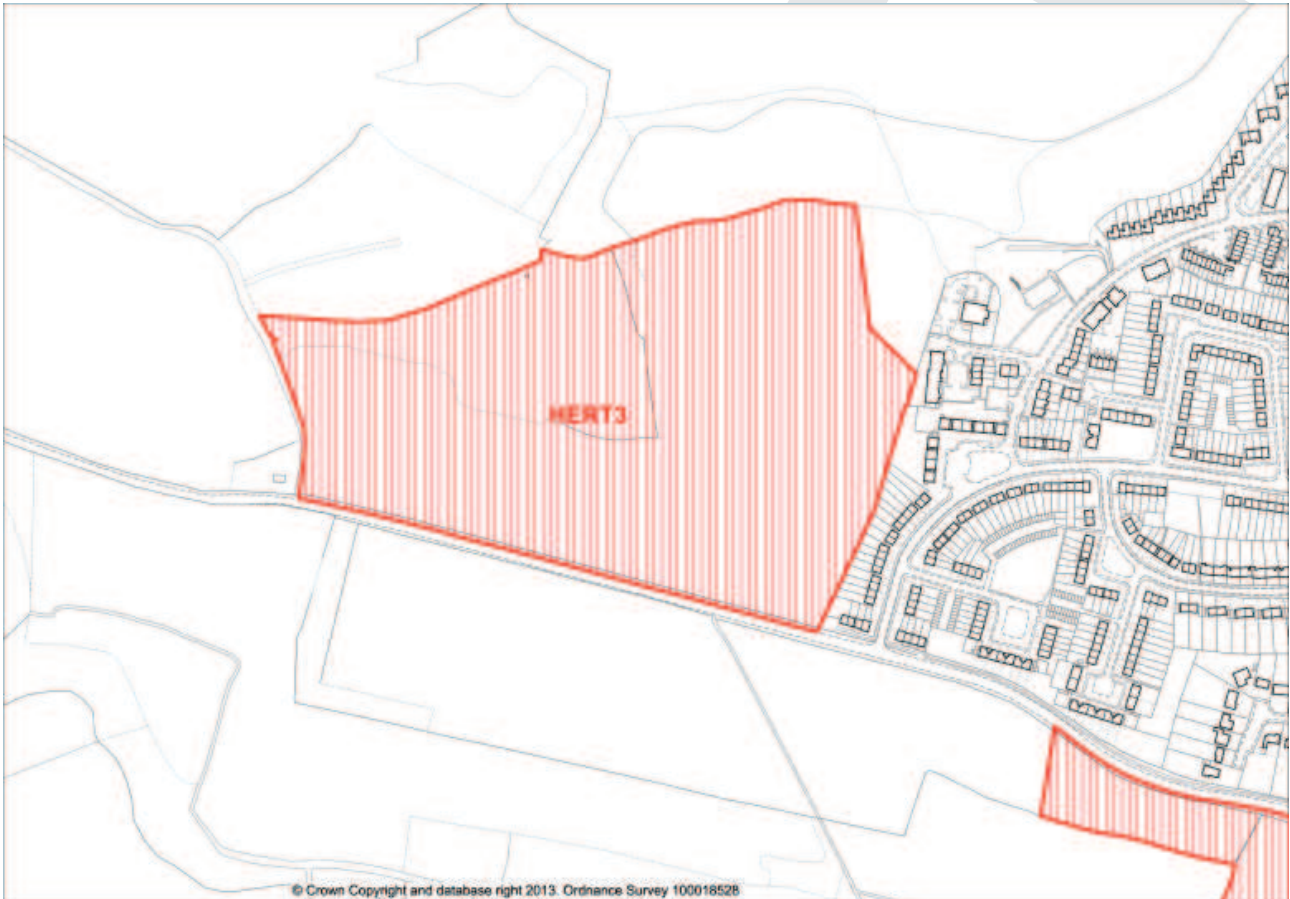
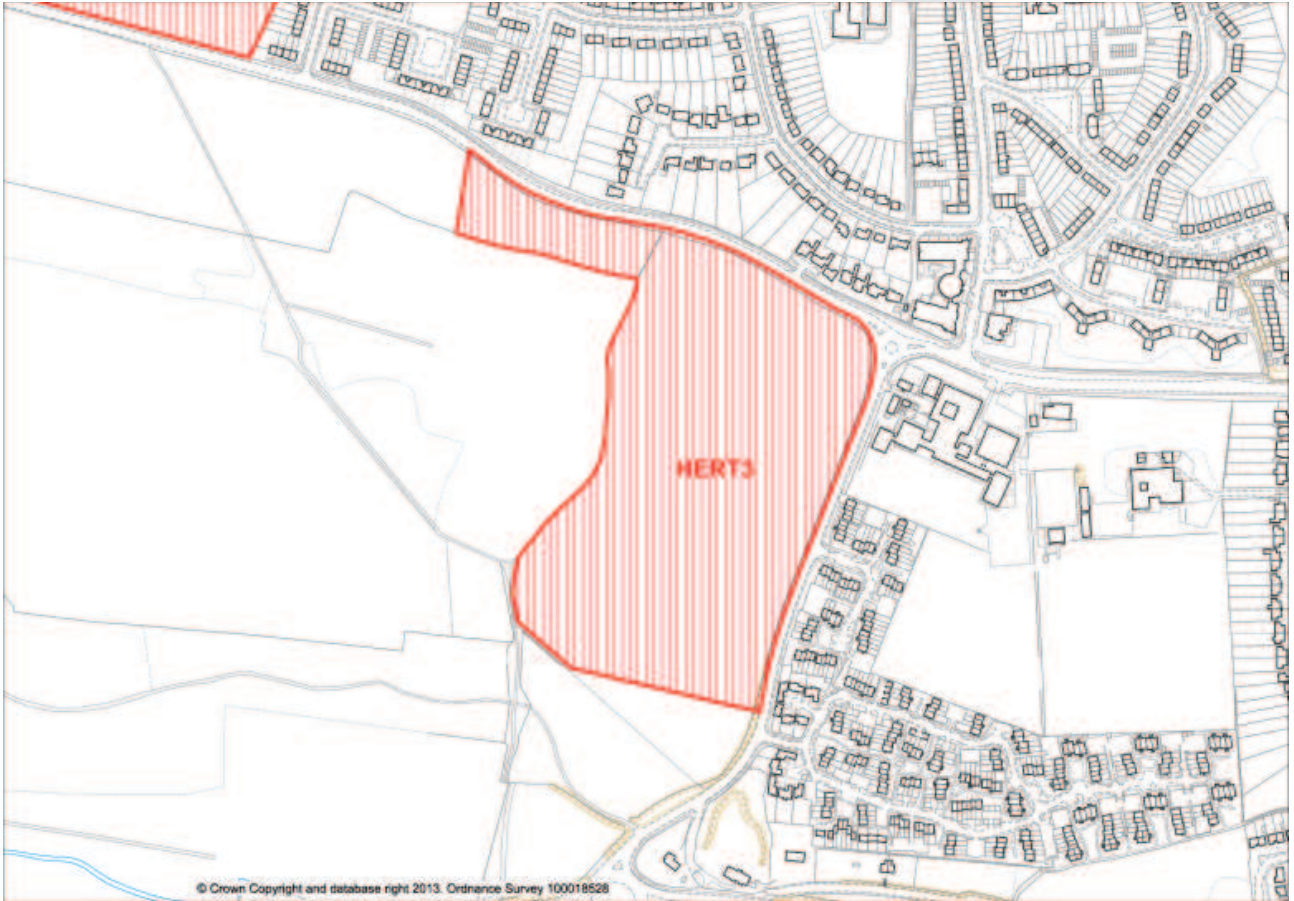






Figure 7.4 Site Location: Land West of Hertford (South of Welwyn Road)





### HERT3 West of Hertford

Development of 550 homes will be provided by 2021 in the following locations:

I. 300 dwellings to the north of Welwyn Road, which shall include provision of:

- (a) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
- (b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (c) necessary new utilities infrastructure;
- (d) access arrangements and appropriate local highways mitigation measures;
- (e) sustainable transport measures including the encouragement of walking and cycling (including, inter alia, the improvement of pedestrian and cycle access to Perrett Gardens and links from the Sele Farm estate to public footpaths and bridleways in the locality); shared use cycle/pedestrian way alongside Welwyn Road; enhanced passenger transport services (including, inter alia, the provision of new bus stops and shelters on B1000 Welwyn Road);
- (f) landscaping;
- (g) public amenity green space and play areas;
- (h) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity including the protection of Local Wildlife Site 59/077; Archers Spring; and other woodland and wildlife interests in the area;
- (i) measures to ensure that any impact on views from within the Panshanger Country Park towards the site is successfully mitigated;
- (j) contributions towards the Panshanger Country Park initiative;
- (k) social infrastructure including contributions towards education, health services and other community facilities;
- (l) planning obligations including on and off-site developer contributions; and
- (m) other policy provisions of the District Plan and relevant matters, as appropriate.

II. 250 homes to the south of Welwyn Road/west of Thieves Lane, which shall include provision of:

- (a) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);



- (b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (c) necessary new utilities infrastructure;
- (d) access arrangements and appropriate local highways mitigation measures;
- (e) sustainable transport measures including the encouragement of walking and cycling (including, inter alia, the improvement of pedestrian and cycle links from the Sele Farm estate to public footpaths and bridleways in the locality); shared use cycle/pedestrian way alongside Welwyn Road and Thieves Lane; enhanced passenger transport services (including, inter alia, the provision of new bus stops and shelters on B1000 Welwyn Road);
- (f) landscaping;
- (g) social infrastructure including contributions towards education, health services and other community facilities;
- (h) public amenity green space and play areas;
- (i) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity including the protection of Local Wildlife Site 58/025; Ancient and other woodland and wildlife interests in the area;
- (j) measures to ensure that any impact on views from within the Panshanger Country Park towards the site is successfully mitigated;
- (k) contributions towards the Panshanger Country Park initiative;
- (l) protection of all public rights of way and other public access routes running through or on the boundaries of the site;
- (m) planning obligations including on and off-site developer contributions; and
- (n) other policy provisions of the District Plan and relevant matters, as appropriate.



## North of Hertford

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- 7.2.8** In order to meet the District's housing requirement and to provide for the housing needs of the town, development is proposed to the North of Hertford.
- 7.2.9** The close proximity of primary education and local retail facilities coupled with regular bus provision make this a good location for new residents to integrate with existing infrastructure. However, constraints in relation to waste water and educational capacity, along with traffic congestion issues and protection of the Rib Valley, limit the scale of development opportunities in this location. The phasing of development will need to ensure that underlying mineral deposits in the locality can be satisfactorily extracted.

**Figure 7.5 Site Location: Land North of Hertford**



### HERT4 North of Hertford

Development of 150 homes will be provided between 2021 and 2026 to the west of B158 Wadesmill Road/north of Sacombe Road, which shall include provision of:

- (a) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
- (b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);





- (c) allowance for the satisfactory phased extraction of underlying mineral deposits, either on the site itself or on adjoining land;
- (d) necessary new utilities infrastructure;
- (e) access arrangements and appropriate local highways mitigation measures;
- (f) sustainable transport measures including the encouragement of walking and cycling, and enhanced passenger transport services;
- (g) landscaping, public amenity green space and play areas;
- (h) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity;
- (i) protection of all public rights of way (including, inter alia, the protection of the restricted byway) and other public access routes running through or on the boundaries of the site;
- (j) social infrastructure including contributions towards education, health services and other community facilities;
- (k) planning obligations including on and off-site developer contributions; and
- (l) other policy provisions of the District Plan and relevant matters, as appropriate.

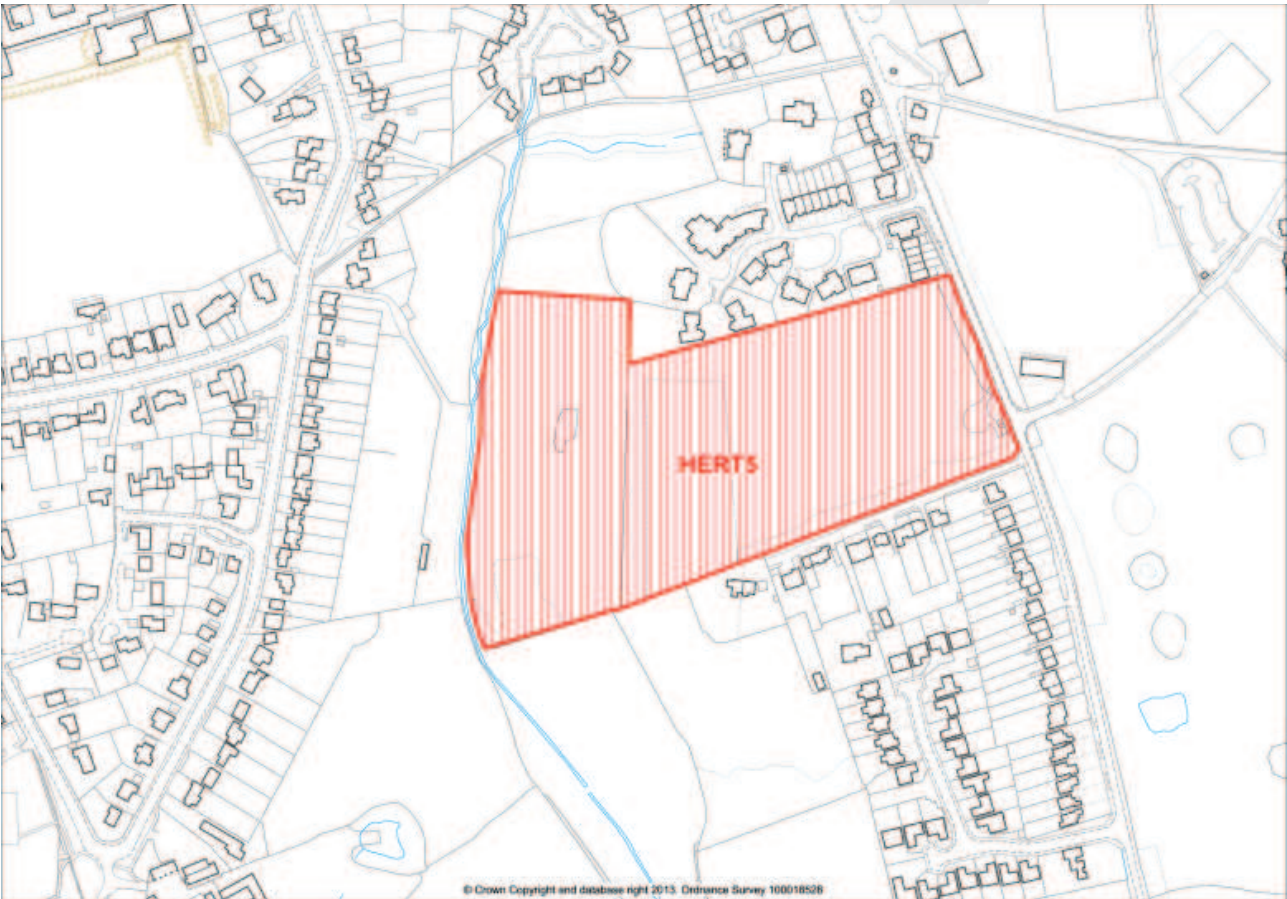
## South of Hertford

- 7.2.10** In order to meet the District's short term housing requirement and to provide for the housing needs of the town, development is proposed to the South of Hertford.
- 7.2.11** Development of the area will need to ensure the continued protection of the Green Finger at the western part of the site, including the existing treed area at the higher level, the tree belt at the lower level, and the sloped area of land between them leading towards Hagsdell Stream.





Figure 7.6 Site Location: Land to the South of Hertford



### HERT5 South of Hertford

50 homes will be provided to the west of Mangrove Road by 2021 which shall include provision of:

- (a) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
- (b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (c) necessary new utilities infrastructure;
- (d) access arrangements and appropriate local highways mitigation measures;
- (e) sustainable transport measures including the encouragement of walking and cycling (including, inter alia, an upgraded pedestrian and cycle way along Mangrove Road to Simon Balle School), and enhanced passenger transport services;
- (f) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity. This should include, but not be limited to:



to, the provision of a public amenity greenspace buffer between the development and Hagsdell Stream to allow for the preservation of that part of the Hertford Green Finger, and which should also provide for public access from Mangrove Road;

(g) landscaping;

(h) protection of any public rights of way and other public access routes running through or on the boundaries of the site;

(i) social infrastructure including contributions towards education, health services and other community facilities;

(j) planning obligations including on and off-site developer contributions; and

(k) other policy provisions of the District Plan and relevant matters, as appropriate.

## 7.3 Employment in Hertford

**7.3.1** The county town of Hertford retains its traditional brewing role, albeit on a reduced basis from that of bygone times. The town has evolved its employment base over time to reflect changing needs and currently contains a broad spectrum of employment from industrial to prestige office accommodation with varying sized enterprises in its employment areas.

**7.3.2** Hertford's location in relation to accessing the major road network means that it is an attractive place for businesses to locate; however, the A414 has a propensity towards congestion, especially at peak times, and this can affect ease of access to some areas.

**7.3.3** Hertford benefits from having the District's largest local authority employer, Hertfordshire County Council, located in the town. Other public and private sector employment premises also lie in close proximity to County Hall.

**7.3.4** In order to continue to provide opportunities for businesses to serve the town and nearby settlements in the surrounding area, the strategy will be to protect and enhance the existing employment areas in Hertford and to supplement this by the formal designation of the Pegs Lane/Hale Road/Gascoyne Way area and the Taylor Trading Estate, both of which have long been in employment use.

### HERT6 Employment in Hertford

I. In accordance with Policy ED1 (Employment), the following locations are designated as Employment Areas:

(a) Caxton Hill;



(b) Foxholes Business Park;

(c) Hartham Lane;

(d) Mead Lane - East of Marshgate Drive (including the provisions of the Mead Lane Urban Development Framework);

(e) Mimram Road;

(f) Taylor Trading Estate, Ware Road;

(g) Warehams Lane;

(h) Windsor Industrial Estate, Ware Road.

II. In addition, the following Employment Area is reserved primarily for B1, Sui Generis and mixed uses:

(a) Pegs Lane/Hale Road/Gascoyne Way.

## 7.4 Retail in Hertford

**7.4.1** Classed as a Secondary Town Centre, Hertford provides a wide range of comparison and convenience shopping in addition to other service needs. This offer serves both its own residents and those of surrounding settlements. Hertford's markets, food and drink facilities and successful night-time economy also draw patronage from wider locations.

**7.4.2** However, its historic development pattern, while providing a unique character which acts as an attractor, also limits the potential of the town to expand its retail function in its central core.

**7.4.3** Within some of its residential areas, Hertford also benefits from local parades and individual shops, which provide valuable resources for local people and passing trade, in addition to the retail offer in the town centre.

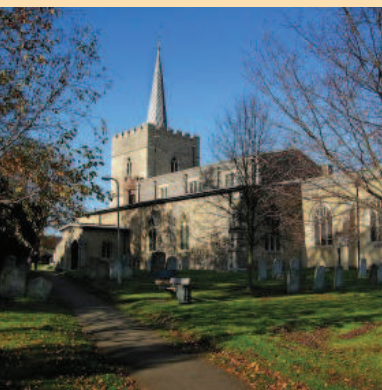
## 7.5 Leisure and Community Facilities in Hertford

**7.5.1** Despite being located within a rural setting and having areas of open land known as 'Green Fingers' penetrating towards the centre of the town, Hertford has been identified as having a deficit of Accessible Natural Greenspace (ANG) as well as sites offering space for children. Cycle provision has also been identified as limited. It is therefore important that better public access to the countryside that surrounds the settlement is created to support both existing and new communities in the town. The river corridors have also been identified as areas for improvement of both habitat and physical links connecting settlements, especially between Hertford and Ware and the wider countryside.



- 7.5.2** For formal sport provision, the under provision of junior football and mini-soccer pitches in the Hertford and Ware area should also be addressed. Development proposals will be considered in accordance with Policies CFLR1 (Open Space, Sport and Recreation) and CFLR2 (Open Space Standards).
- 7.5.3** Hertford's Green Fingers, which penetrate the town, are a recognised local amenity, wildlife and leisure asset and have been designated as Local Green Spaces under Policy CFLR3 (Local Green Space). This designation provides protection for these valuable resources and ensures that development will not be allowed in such locations, other than in very special circumstances.
- 7.5.4** All new development in Hertford will result in an increased demand for local services and community facilities including, for instance, healthcare and education. Development proposals should contribute to the enhancement of existing provision to ensure that both new and existing residents in the town are able to access community facilities and vital services within Hertford, thereby reducing the need to travel to other settlements. In this respect, development proposals will be considered in accordance with Policies CFLR7 (Community Facilities), CFLR8 (Health and Wellbeing) and CFLR9 (Education).





## Chapter 8 Sawbridgeworth



## Chapter 8 Sawbridgeworth

### 8.1 Introduction

- 8.1.1** Sawbridgeworth is a small market town, located on the A1184 between the two larger settlements of Bishop's Stortford and Harlow. As such, the town acts predominantly as a dormitory settlement, with residents commuting to these neighbouring towns and also to London and Cambridge using the town's railway link. Congestion is therefore a significant problem in the town along with the air quality issues this congestion can bring.
- 8.1.2** Historically, the town has developed along the route linking London with both Cambridge and East Anglia; however, this historic market town character is both an advantage and a disadvantage. The medieval core of the town is an attractive location which supports local independent retailers, but it also acts as a constraint to larger retailers. The town has only one small supermarket, meaning that a lot of larger shopping trips are conducted outside the town. Sawbridgeworth is therefore regarded as a Minor Town Centre.
- 8.1.3** Being one of the smaller towns in the District, with a predominance of residential development, there is not much potential for brownfield redevelopment within Sawbridgeworth. Therefore, any large scale residential development would of necessity involve Green Belt release. To meet the need for additional housing in Sawbridgeworth, an urban extension is proposed to the west of the town.
- 8.1.4** The main components of the development strategy for Sawbridgeworth are as follows:
- 8.1.5** **Housing:** additional homes will be provided which will consist of a mix of dwelling types and sizes to ensure that Sawbridgeworth's population is able to access a balanced housing market catering for all life stages. The number of homes provided will contribute to the need identified for the Housing Market Area. The provision of affordable housing as part of any larger development scheme/s will allow emerging households to remain living in Sawbridgeworth in accommodation suited to their needs.
- 8.1.6** **Education:** the educational needs of the town will be met at primary level via the expansion of Mandeville School to 2 forms of entry. Secondary educational provision will be enhanced via the expansion of one or more of the existing schools, and by the potential construction of a new school, in the Bishop's Stortford School Planning Area within which Sawbridgeworth falls.
- 8.1.7** **Transport:** bus services will be maintained and, where possible, improved, with a particular focus on providing enhanced services to the town's railway station. New development to the west of the town will support improved sustainable travel and aid delivery of initiatives contained in Hertfordshire's Local Transport Plan and



daughter documents. New development will be well integrated with existing development and the town centre through the provision of new pedestrian and cycling links.

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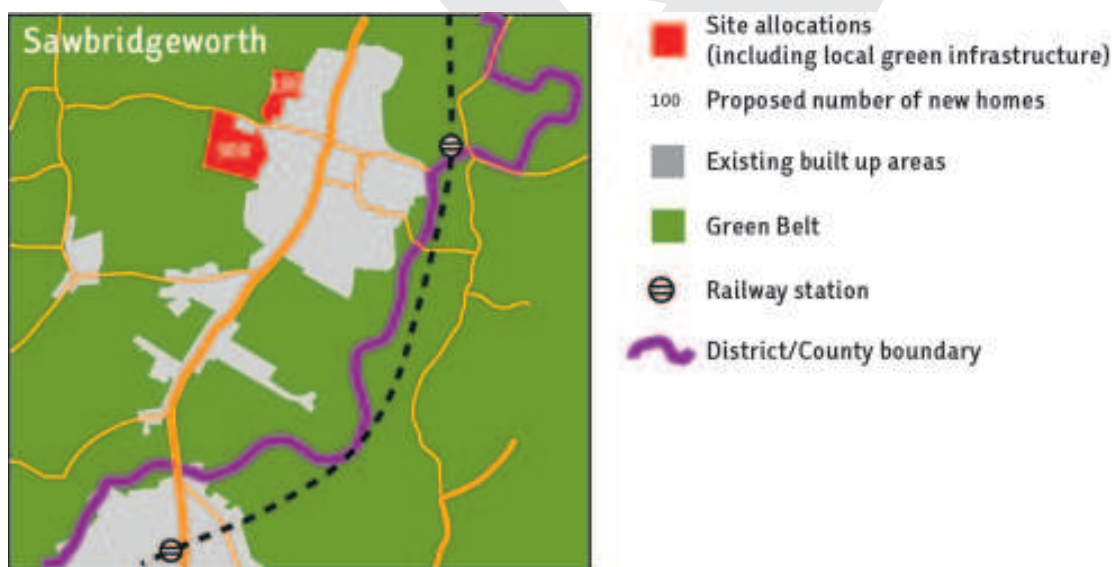
**8.1.8 Economic Development:** Sawbridgeworth's limited employment offer will be maintained to support local scale employment opportunities. As a Minor Town Centre, Sawbridgeworth's retail offer in the central core will be maintained and strengthened if suitable opportunities arise to serve both the town's residents and its local rural hinterland.

**8.1.9 Character:** Sawbridgeworth's market town character and the heritage qualities of the town's historic core will be maintained. New development to the west of the town will respect both the local and wider landscape character and will enhance Sawbridgeworth's green infrastructure, through the provision of a significant amount of public open space.

## 8.2 Development in Sawbridgeworth

**8.2.1** The main features of the policy approach to development in Sawbridgeworth are shown on Figure 8.1 below:

**Figure 8.1 Key Diagram for Sawbridgeworth**





- 8.2.2** Reflecting the District Plan Strategy, the following policies will apply to applications for new development in Sawbridgeworth:

### **SAWB1 Development in Sawbridgeworth**

In accordance with Policy DPS3 (Housing Supply 2011-2031), Sawbridgeworth will accommodate at least 405 new homes, which will include:

- (a) identified SLAA sites amounting to at least 5 homes;
- (b) 100 homes to the west of the town on land to the north of West Road, as set out in Policy SAWB2 (Land to the North of West Road);
- (c) 300 homes to the west of the town on land to the south of West Road, as set out in Policy SAWB3 (Land to the South of West Road); and
- (d) a proportion of the overall windfall allowance for the District.

### **Development Sites in Sawbridgeworth's Urban Area**

- 8.2.3** Within Sawbridgeworth's urban area 5 homes are identified for development through the SLAA process. In addition, it is expected that a proportion of the overall windfall allowance for the District will be accommodated in Sawbridgeworth. These sites will be determined on an individual basis, taking into account the policies of the Plan.
- 8.2.4** For the allocated sites, the following policies will apply in addition to general policies in the Plan:



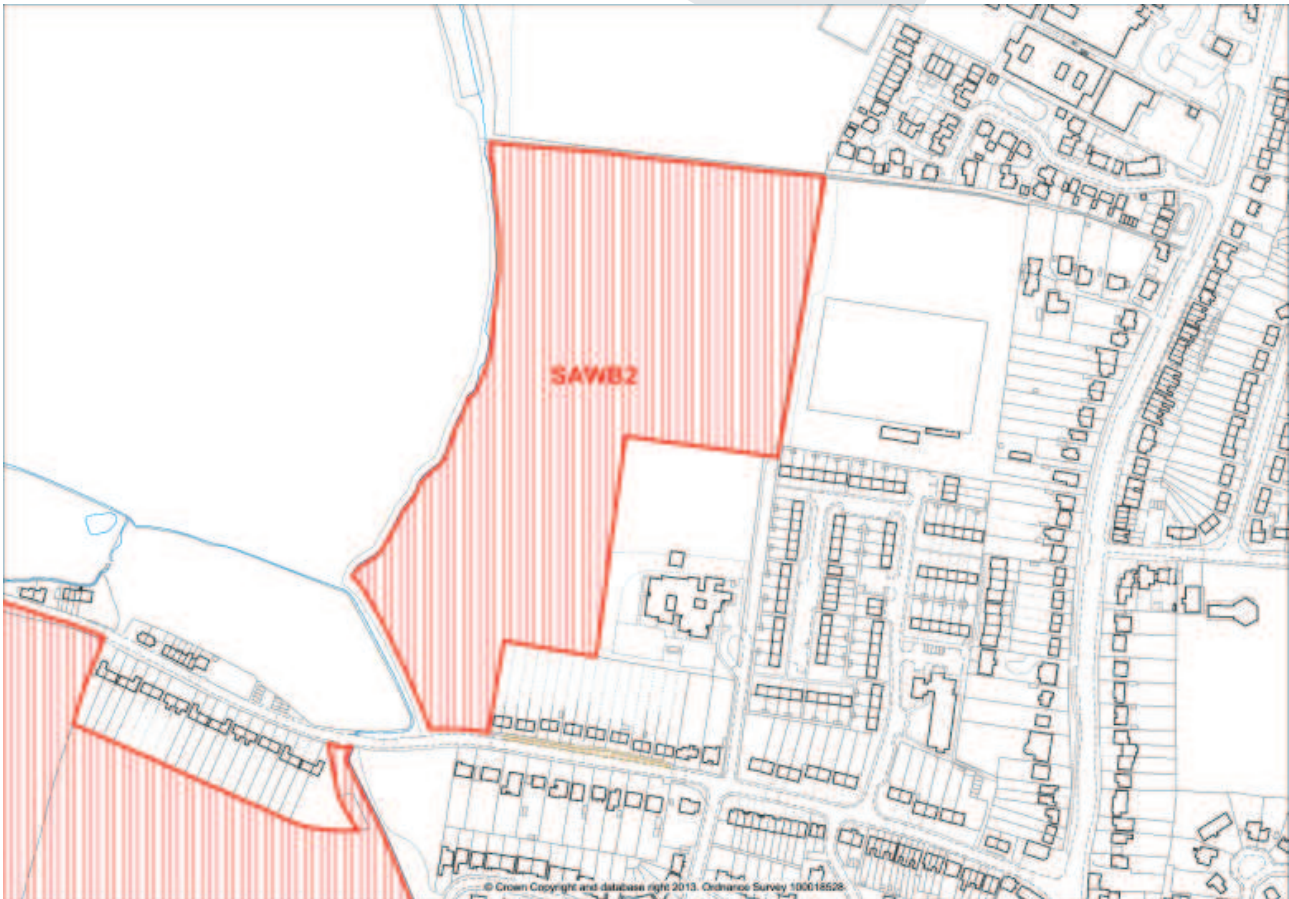


## Land North of West Road

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- 8.2.5** In order to meet the District's short term housing requirement and to provide for the housing needs of Sawbridgeworth, development of approximately 100 homes is proposed on land to the north of West Road.
- 8.2.6** The proximity of this location to both primary and secondary education, sustainable transport opportunities and local retail and community facilities would enable new development to relate well to existing infrastructure. However, constraints in relation to educational capacity in the town limit the scale of development in this location as any development will be required to ensure that the future expansion needs of Mandeville School are secured.

**Figure 8.2 Site Location: Land North of West Road**



### **SAWB2 Land North of West Road (West of Sawbridgeworth)**

- I. Land to the north of West Road is allocated as a residential development site, to accommodate approximately 100 homes by 2021.
- II. The development is expected to address the following provisions and issues:



(a) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);

(b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);

(c) sustainable transport measures including the encouragement of walking and cycling, and enhanced passenger transport services;

(d) an enhanced public footpath and cycleway from West Road to enable direct pedestrian and cycle access to Mandeville School and Leventhorpe School;

(e) the setting aside of 1.2ha of land (to the west of the existing school buildings) to facilitate the expansion of Mandeville School to 2 forms of entry, including the provision of a new access route;

(f) enhanced landscaping along the western boundary of the site to provide a soft edge to the development and define the new Green Belt boundary;

(g) planning obligations including on and off-site developer contributions; and

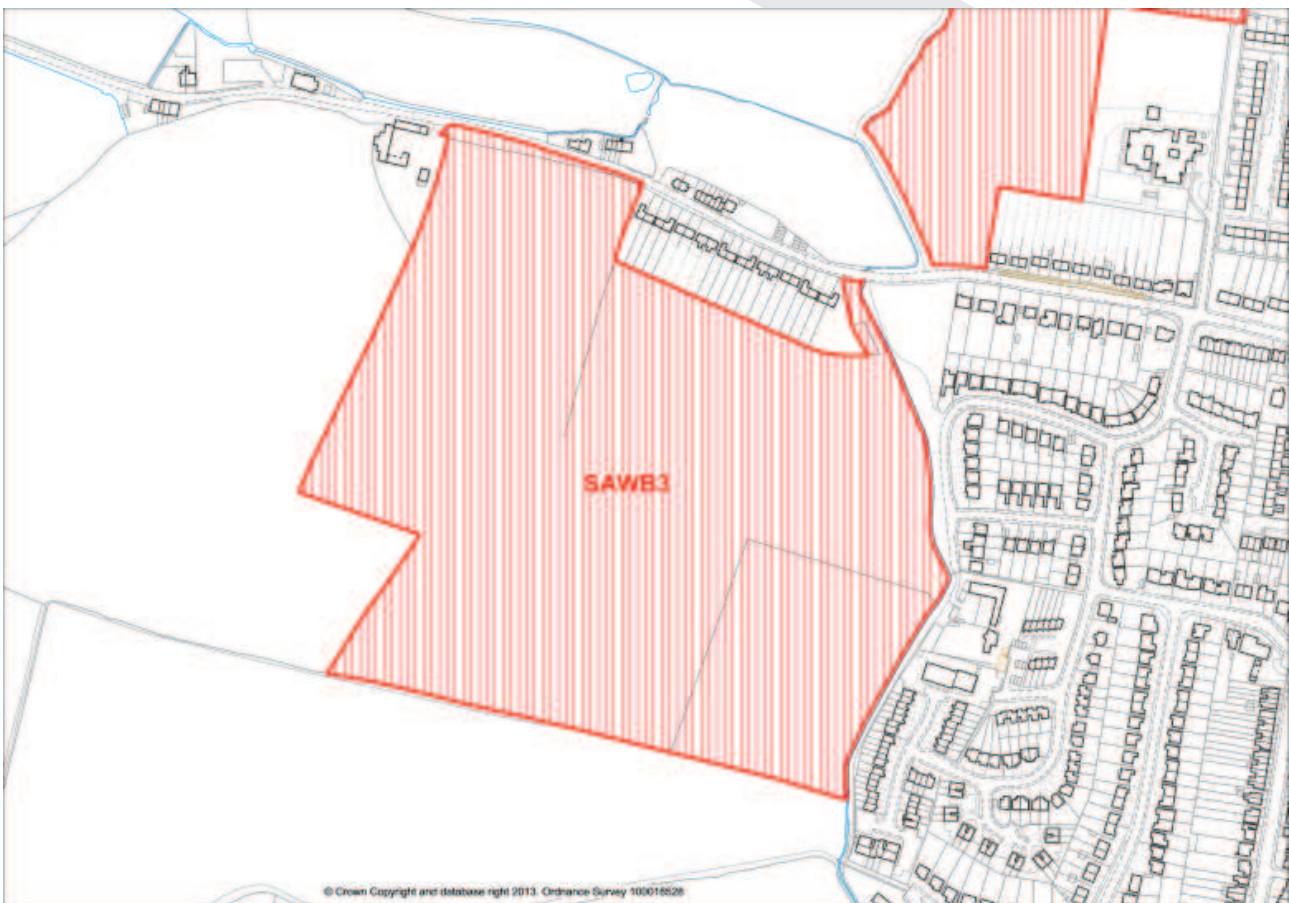
(h) other policy provisions of the District Plan and relevant matters, as appropriate.



### Land South of West Road

- 8.2.7** In order to meet the District's short term housing requirement and to provide for the housing needs of Sawbridgeworth, development of approximately 300 homes is proposed on land to the south of West Road.
- 8.2.8** The proximity of this location to both primary and secondary education, sustainable transport opportunities and local retail and community facilities would enable new development to relate well to existing infrastructure. However, constraints in relation to highways infrastructure limit the scale of development in this location. Initial transport modelling work has proposed that signalisation of the A1184/West Road and Station Road junction should occur, so development will be required to provide financial contributions to address this local highways mitigation measure.

**Figure 8.3 Land South of West Road**



#### **SAWB3 Land to the south of West Road (West of Sawbridgeworth)**

I. Land to the south of West Road is allocated as a residential development site, to accommodate approximately 300 homes by 2021.



II. The development of the site is expected to be subject to a development brief or masterplan prepared by, or approved by, the District Council. The development is expected to address the following provisions and issues:

- (a) the key design and layout principles of development, which should include a visual transition from urban to rural;
- (b) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
- (c) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (d) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets (such as Sawbridgeworth Brook), maximising opportunities to link into existing assets and enhance biodiversity;
- (e) necessary new utilities infrastructure, such as upgrades to the localised sewerage network;
- (f) sustainable urban drainage and provision for flood mitigation;
- (g) access arrangements and local highways mitigation measures, including junction improvements at the West Road/A1184 junction;
- (h) sustainable transport measures including the encouragement of walking and cycling, in particular to the town centre and railway station, and enhanced passenger transport services;
- (i) the extension of the existing footpath running along the southern side of West Road to serve the new development;
- (j) social infrastructure including: community facilities; public amenity green space and play areas;
- (k) small scale retail (A1-A5) provision in the form of neighbourhood shops;
- (l) provision of an appropriate structural landscape belt and public open space along the western and southern boundaries of the site to provide a soft edge to the development and define the new Green Belt boundary;
- (m) planning obligations including on and off-site developer contributions; and
- (n) other policy provisions of the District Plan and relevant matters, as appropriate.





### 8.3 Employment in Sawbridgeworth

- 8.3.1** Sawbridgeworth is unique in that it is the only town in the District that doesn't have any designated Employment Areas. This reflects its position between two higher order settlements which are considered to be more attractive employment locations.
- 8.3.2** In order to continue to support the town's local commercial, retailing and service businesses, the strategy will seek to maintain Sawbridgeworth's limited employment offer.

### 8.4 Retail in Sawbridgeworth

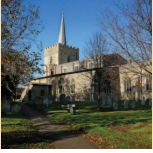
- 8.4.1** Sawbridgeworth has a small town centre, consisting predominantly of small independent units and a modest supermarket. Despite its size, the town centre provides a vital role for the residents of the town and its immediate rural hinterland.
- 8.4.2** Recognising its size and relatively limited retail offer, the High Street is designated as a Minor Town Centre with only a secondary frontage. Within this frontage, it is necessary to retain a suitable mix of retail units and appropriate town centre uses in order to ensure the longer term vitality and viability of Sawbridgeworth's town centre. As such, retail development in Sawbridgeworth will be considered in accordance with Policies RTC1 (Retail and Town Centres) and RTC4 (Secondary Shopping Frontages).

### 8.5 Leisure and Community Facilities in Sawbridgeworth

- 8.5.1** The Local Plan 2007 allocated a site to the north of Leventhorpe School for new sports pitch provision recognising an identified shortfall in pitch provision within the town. Given that this shortfall has not been addressed, the strategy will be to reallocate the same site for the provision of sports pitches. Development proposals will be considered in accordance with Policies CFLR1 (Open Space, Sport and Recreation) and CFLR2 (Open Space Standards).
- 8.5.2** New development to the west of Sawbridgeworth will increase demand for local services and community facilities including healthcare and education. It is important that developments in Sawbridgeworth enhance existing, and provide new community facilities in order to ensure existing and new communities can access vital services without the need to travel to neighbouring settlements. In this respect, development proposals will be considered in accordance with Policies CFLR7 (Community Facilities), CFLR8 (Health and Wellbeing) and CFLR9 (Education).

#### SAWB4 Sports Pitch Provision

A site of 14 hectares has been allocated to the north of Leventhorpe School as shown on the Policies Map for sports pitch provision.





## Chapter 9 Ware



## Chapter 9 Ware

### 9.1 Introduction

- 9.1.1** Ware is an historic market town which has developed in a valley setting around a crossing point of the River Lea. Past coaching and malting industry ties influenced the evolution of the town's urban form and this historic pattern of development now constrains future town centre development opportunities. This is especially so for the town's retail offer where, due to traffic congestion and servicing constraints on the High Street, coupled with surrounding residential development, there is considered to be little opportunity for further retail expansion within the town centre. Ware is therefore regarded as a Minor Town Centre.
- 9.1.2** Good use has been made of brownfield opportunities in the town; however, it is considered that there is only limited potential for further areas of redevelopment, given the need to maintain Ware's existing employment base, which provides jobs to residents of the town and surrounding areas. Therefore, any large scale residential development would of necessity involve Green Belt release. The impacts of district-wide need have to be balanced against the ability of Ware's infrastructure to satisfactorily absorb the likely additional population and its requirements whilst retaining the town's unique historic character and sense of place.
- 9.1.3** The main components of the development strategy for Ware are as follows:
- 9.1.4** **Housing:** additional homes will be provided which will consist of a mix of dwelling types and sizes that will have been constructed in appropriate locations to ensure that Ware's population is able to access a balanced housing market catering for all life stages. The number of homes provided will contribute to the need identified for the Housing Market Area. The provision of affordable housing as part of any new residential or mixed use development scheme/s will allow emerging households to be able to remain living in Ware in accommodation suited to their needs.
- 9.1.5** **Education:** the educational needs of the town will be achieved at primary level via the expansion of existing facilities, which may be supplemented by the construction of additional schools, depending on the level of development in the town. Secondary educational provision will be enhanced via the expansion of one or more of the existing schools in the Hertford and Ware Schools Planning Area and by the potential construction of a new school if strategic scale development to the North and East of the town should progress. Hertford Regional College will continue to provide further educational opportunities for students from both Ware and wider locales.
- 9.1.6** **Transport:** bus services will be maintained and, where possible, improved so that they continue to support travel between residential areas and the town centre and its railway station. New development will support improved sustainable travel and aid delivery of initiatives contained in Hertfordshire's Local Transport Plan and daughter documents, particularly appropriate schemes detailed in the Hertford and Ware Urban Transport Plan. If strategic scale development to the North and East of the town occurs, a new link road between the A10/A1170 junction and the Widbury





Hill area will be constructed to help relieve the town centre of extraneous traffic and assist in alleviating congestion. Where possible, pedestrian and cycle links, routes and facilities will be improved.

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- 9.1.7 Other Infrastructure:** if strategic scale development to the North and East of the town progresses, a new sewer will be constructed to serve this area of the town and link into the existing network to the east of Ware.
- 9.1.8 Employment and Retail:** as a Minor Town Centre, Ware's retail offer in the central core will be maintained and strengthened if suitable opportunities arise to serve both the town's residents and its hinterland settlements. If strategic scale development to the North and East of the town progresses, the town centre's retail offer could be supplemented by additional retail facilities as part of comprehensive development in that location. Existing employment sites will be retained and, where appropriate, modernised.
- 9.1.9 Character:** Ware's unique market town character and the heritage qualities of the town's historic core will be maintained. In new developments a sense of place will be respected and allow for successful integration with existing assets of character in the area. Ware's green infrastructure, including its open spaces and river corridors, will be maintained and will continue to contribute to the town's unique character. Where development involves river frontages, this will ensure the provision of an enhanced setting and, where possible, improve public access. The Lee Valley Regional Park will continue to provide a valuable resource to enhance the area.



## 9.2 Development in Ware

**9.2.1** The main features of the policy approach to development in Ware are shown on Figure 9.1 below:

**Figure 9.1 Key Diagram for Ware**



**9.2.2** Reflecting the District Plan Strategy, the following policies will apply to applications for new development in Ware:

### WARE1 Development in Ware

I. In accordance with Policy DPS3 (Housing Supply 2011-2031), Ware will accommodate at least 32 homes, which will include:

- (a) identified SLAA sites amounting to at least 18 homes;
- (b) 14 homes as part of mixed use development at the former Co-op Depot, Star Street, in accordance with Policy WARE2; and
- (c) a proportion of the overall windfall allowance for the District.

II. In addition, between 200 and 3,000 homes will be provided to the North and East of Ware, in accordance with Policy WARE3.

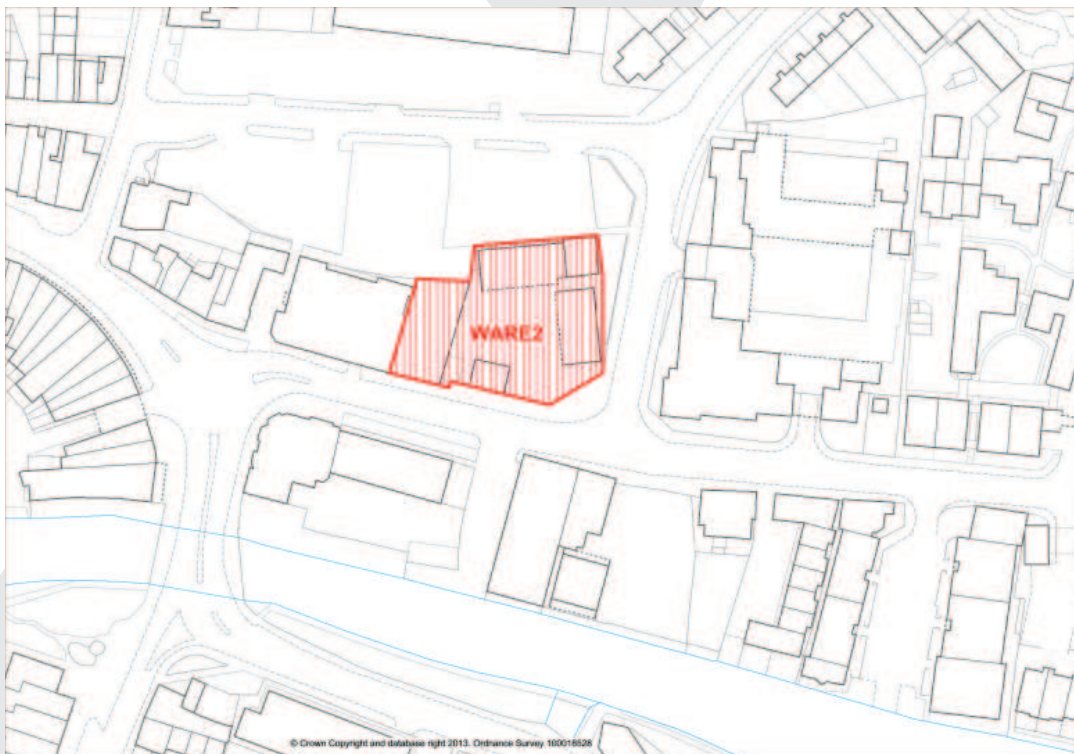


- 9.2.3** Within Ware's urban area 18 homes are identified for development through the SLAA process. In addition, it is expected that a proportion of the overall windfall allowance for the District will be accommodated in Ware. These sites will be determined on an individual basis, taking into account the policies of the Plan.
- 9.2.4** For the allocated sites, the following policies will apply in addition to general policies in the Plan:

#### **Former Co-op Depot, Star Street**

- 9.2.5** This vacant site is currently occupied by redundant buildings which were previously used by the Enfield Highway Cooperative Bakery for dairy storage and distribution.
- 9.2.6** Permission was granted (subject to S.106 agreement) in 2013 for the demolition of the majority of the existing buildings and for a mixed use development of the site to provide residential, 1 retail unit with offices above and 3 units for A1, A2 or B1 use. Should this permission, which also retains the existing brick built façade which displays the Enfield Highway Cooperative Bakery sign, not be implemented, the redevelopment of the site would be expected to accord with Policy WARE2 (Former Co-op Depot, Star Street) below. Mixed-use proposals including a range of uses for housing, retail, leisure, or other commercial uses should also be compatible with the site's town centre location and Conservation Area status.

**Figure 9.2 Former Co-Op Depot, Star Street**





## WARE2 Former Co-op Depot, Star Street

- I. The Former Co-op Depot, Star Street is allocated for mixed-use development to include 14 homes together with retail, leisure, or other commercial uses by 2021;
- II. Affordable Housing in accordance with Policy HOU3 (Affordable Housing); and
- III. Development proposals should retain the existing brick built façade which displays the Enfield Highway Cooperative Bakery sign and be compatible with the site's town centre location and Conservation Area status.

### North and East of Ware

- 9.2.7** In order to meet the District's long-term housing requirement, and specific local needs within the Housing Market Area, a broad location for development of between 200 and 3,000 homes is identified to the North and East of Ware. Development at a strategic scale would require new access and highways infrastructure including the provision of a link road between the A10/A1170 junction and the Widbury Hill area, along with other measures, to both mitigate traffic generation and help alleviate town centre congestion issues. Such strategic infrastructure would need to be determined through the evolution of a deliverable site wide masterplan. However, until further testing has been undertaken around the ability of the local and strategic transport networks in and around Ware to accommodate such strategic scale development, it is unclear whether mitigating measures would be sufficient to address the residual traffic impact on both the town itself and wider locales.
- 9.2.8** Moreover, the assessment of educational provision at secondary level has yet to conclude in terms of expansion potential of existing schools in the Hertford and Ware Schools Planning Area. Development of the location to the North and East of Ware at a strategic scale would itself generate a requirement for the provision of a new secondary school. It would therefore be appropriate to explore the possibility for any latent demand identified during the assessment of the wider Hertford and Ware Schools Planning Area to potentially be accommodated in the area in combination with school places generated by the development itself.
- 9.2.9** Given that these matters require further work, land to the North and East of Ware is identified as a Broad Location for Development and delivery after 2021 of between 200 and 3,000 dwellings, subject to further testing through masterplanning, assessing viability and infrastructure planning.
- 9.2.10** Consequently, a Development Plan Document will be prepared by East Herts Council working with Hertfordshire County Council (particularly in respect of its roles as Highway Authority and Local Authority with Responsibility for Education), Ware Town Council, Wareside Parish Council and other public and regulatory bodies to test the feasibility of, and set the parameters for, development to the North and East of Ware.





- 9.2.11** It is anticipated that development could commence on site towards the beginning of the 2021-26 period which, depending on the level of development finally determined through the Development Plan Document, could continue through the remaining plan period and beyond. If at the upper end of the development range, this could result in a significant proportion of the dwellings being provided post-Plan. Conversely, should development at the lower or lowest end of the range be agreed, then it is likely that these dwellings would be constructed within the 2021-26 period, or potentially before that.
- 9.2.12** Technical work to support the Development Plan Document will be overseen by the Local Planning Authority and will involve the above parties in its preparation. It is expected that some elements of work underpinning the document will be either wholly or part funded and/or carried out by site promoters/landowners/developers under the supervision of stakeholder bodies, primarily East Herts Council, as the Local Planning Authority.

### WARE3 Land North and East of Ware

I. To meet long-term housing needs, land to the North and East of Ware is identified as a Broad Location for Development. East Herts Council will work with site promoters, Ware Town Council, Wareside Parish Council, Hertfordshire County Council, and other appropriate public and regulatory bodies to prepare a Development Plan Document to shape and refine opportunities for strategic scale development of between 200 and 3,000 homes and supporting uses and infrastructure in accordance with Policy DPS4 (Broad Locations for Development). Development shall not proceed until the adoption of the DPD.

II. Depending on the scale and form of development opportunities that are identified, in addition to the requirements of Policy DPS4 (Broad Locations for Development), the Development Plan Document and site wide masterplan is expected to address the following provisions and issues:

- (a) the quantum and distribution of development within this location;
- (b) key design and layout principles to guide subsequent design codes in order to ensure high quality design;
- (c) a range of dwelling type and mix, in accordance with the full provisions of Policy HOU1 (Type and Mix of Housing);
- (d) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
- (e) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhance biodiversity;
- (f) necessary new utilities infrastructure, such as a new sewer to link from the development at the north of Ware to existing infrastructure to the east of the site;



- (g) satisfactory water supply, including acceptable water pressure for occupants;
- (h) a decentralised or District Heating system, or other low carbon heating system for residential and commercial use throughout the development, using locally sourced fuel and with appropriate long-term management arrangements;
- (i) sustainable urban drainage and provision for flood mitigation;
- (j) access arrangements and wider strategic and local highways mitigation measures including a potential a link road between the Widbury Hill area and the A10/A1170 to both serve the development and mitigate congestion elsewhere in the town;
- (k) sustainable transport measures including the encouragement of walking and cycling, and enhanced passenger transport services;
- (l) a direct public footpath and cycleway from the High Oak Road area to enable direct pedestrian and cycle access to Wodson Park and the A1170;
- (m) social infrastructure including: primary school/s to serve the development and appropriate surrounding catchment area/s; a secondary school to serve the development and the wider Hertford and Ware Schools Planning Area; health services and facilities; community facilities; public amenity green space and play areas;
- (n) encouraging successful and active communities, including innovative approaches to create the conditions for local resident participation, governance and stewardship of their new communities;
- (o) landscaping;
- (p) appropriate levels of local retail and employment opportunities to promote self containment and sustainability, including provision for home-working;
- (q) the relationship between the Broad Location and the settlements of Cold Christmas, Thundridge, Wadesmill and Wareside;
- (r) Green Belt boundaries;
- (s) financial viability and the delivery of all necessary infrastructure;
- (t) planning obligations including on and off-site developer contributions; and
- (u) other policy provisions of the District Plan and relevant matters, as appropriate.

III. Land to the North and East of Ware will remain within the Green Belt until such time as it may be brought forward for development through the adoption of the Development Plan Document by East Herts Council.



### 9.3 Employment in Ware

- 9.3.1** The location of Ware in relation to accessing the major road network means that it is an attractive place for businesses to locate. Ware is home to the District's largest private employer, GlaxoSmithKline, and other varying sized enterprises within its employment areas.
- 9.3.2** In order to continue to provide opportunities for businesses to serve the town and nearby settlements in the surrounding area, the strategy will be to protect and enhance the existing employment areas in Ware.

#### WARE4 Employment in Ware

I. In accordance with Policy ED1 (Employment), the following locations are designated as Employment Areas:

- (a) Broadmeads;
- (b) Crane Mead;
- (c) Ermine Point/Gentlemen's Field\*;
- (d) Marsh Lane;
- (e) Park Road/Harris's Lane;
- (f) Star Street/Widbury Hill.

II. In the event of strategic scale development within the Broad Location for Development to the North and East of Ware, appropriate scale employment provision will be expected to be provided in conjunction with residential provision. Any new allocation/s in this respect will be brought forward through masterplanning as part of a Development Plan Document to be prepared in relation to development of the area, as detailed in Policy WARE3.

\*N.B. This site lies within the Green Belt outside the main settlement boundaries.

### 9.4 Retail in Ware

- 9.4.1** Classed as a Minor Town Centre, Ware caters for a mixture of shopping and other service needs, both for its own residents and those of surrounding settlements. However, it has a low preponderance of national multiple A1 retailers (Tesco, Boots and Peacocks) and therefore lacks the draw that these stores bring. It therefore relies to a large extent on the quality of its independent stores, weekly market, and also on its higher than average food and drink offer.



**9.4.2** Ware also benefits from local parades and individual shops within some of its residential areas, which provide valuable facilities for local people and passing trade in addition to the retail offer in the town centre.

**9.4.3** There is considered to be limited opportunity for expanding the retail offer in Ware beyond the outstanding permission for development of an ASDA store in Watton Road, which lies beyond the identified Town Centre boundary and Primary Shopping Area. Although recent uptake of vacant stores is encouraging, it is considered important that the retail offer continues to be safeguarded.

### 9.5 Leisure and Community Facilities in Ware

**9.5.1** Although located within a rural setting, Ware has been identified as having poor provision of Accessible Natural Greenspace (ANG) as well as space for children and young people. It is therefore important that better public access to the countryside resource that surrounds the settlement, including the Lee and Rib Rivers, is created to support both existing and new communities in the town. The river corridors have been identified as areas for improvement of both habitat and physical links connecting settlements, especially between Hertford and Ware and the wider countryside. For formal sport provision, the under provision of junior football and mini-soccer pitches in the Hertford and Ware area should also be addressed. Development proposals will be considered in accordance with Policies CFLR1 (Open Space, Sport and Recreation) and CFLR2 (Open Space Standards).

**9.5.2** The Lee Valley Regional Park penetrates the town and any proposals within its boundaries should accord with Policy CFLR5 (The Lee Valley Regional Park).

**9.5.3** All new development in Ware will result in an increased demand for local services and community facilities including, for instance, healthcare and education. Development proposals should contribute to the enhancement of existing provision to ensure that both new and existing residents in the town are able to access community facilities and vital services within Ware, thereby reducing the need to travel to other settlements. In this respect, development proposals will be considered in accordance with Policies CFLR7 (Community Facilities), CFLR8 (Health and Wellbeing) and CFLR9 (Education).





## Chapter 10 Villages



## Chapter 10 Villages

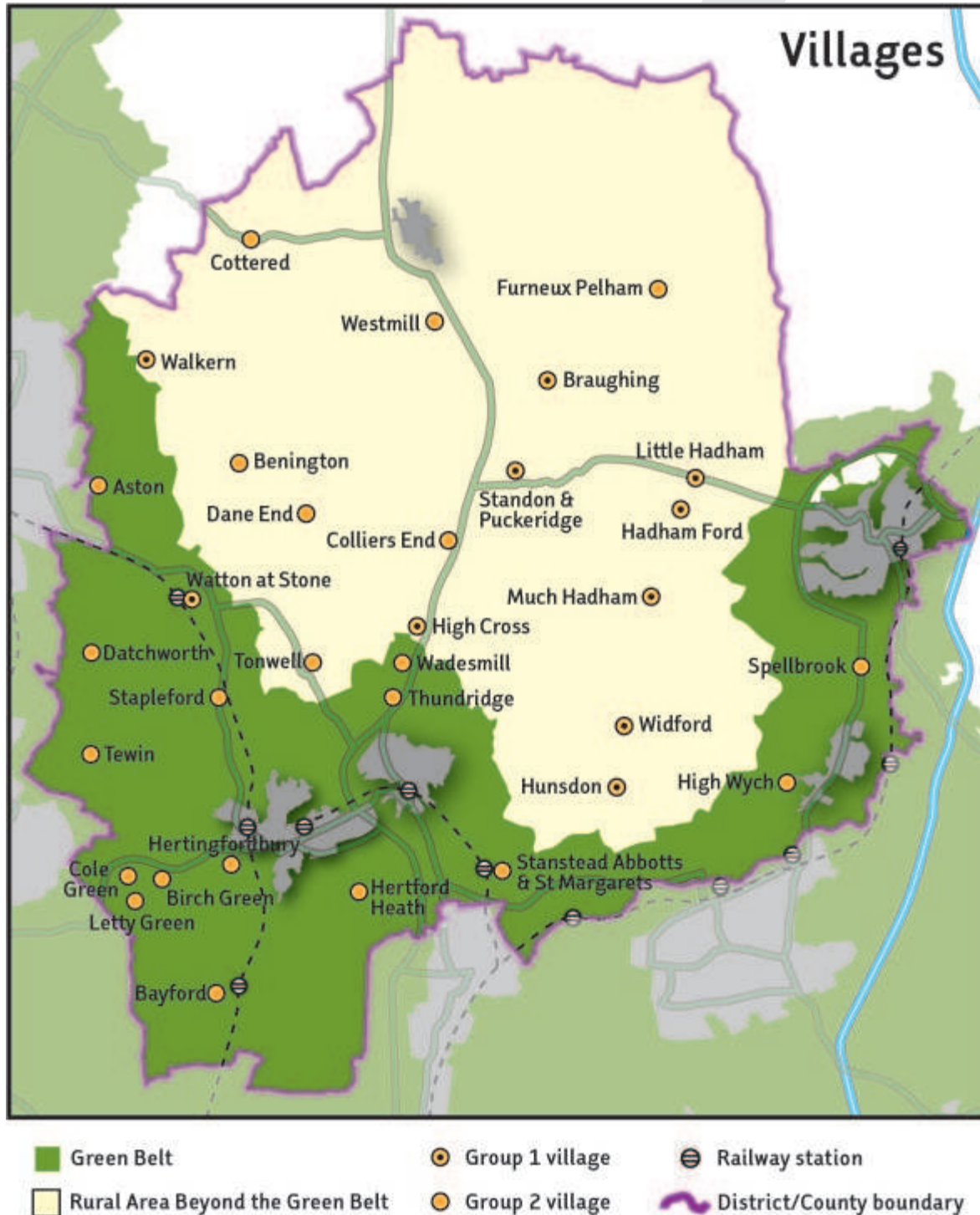
### 10.1 Introduction

**10.1.1** The District Plan classifies villages into three groups reflecting their relative sustainability. This is an important element of the strategy, helping to direct housing to the most sustainable locations and control the level of windfall development that takes place in the least sustainable areas of the District, whilst enabling the recycling of land and delivering new homes to meet local housing needs. Villages have been classified following a review of services and facilities, education, passenger transport and employment available at each settlement, as well as consideration of environmental constraints and capacity to accommodate development.

**10.1.2** Figure 10.1 below illustrates the key diagram for villages:



Figure 10.1 Key Diagram for Villages



## 10.2 Development in the Villages

**10.2.1 Group 1 Villages** are the most sustainable villages in the District. In these villages limited small-scale development and infill development for housing, employment and leisure, recreation and community facilities may be permitted. Growth in these



areas will help to sustain existing shops, services and facilities (including primary schools), deliver affordable housing, provide local job opportunities and deliver community benefits.

**10.2.2** In accordance with Policy DPS3 (Housing Supply 2011-2031) the Group 1 Villages identified below in Policy VILL1 will accommodate at least 500 new homes, spread across the villages. In applying a fair approach to the distribution of this housing growth, each of these villages will need to accommodate at least a 10% increase in housing stock (based on the 2011 Census) over the 15-year period between 1st April 2016 and 31st March 2031. This is a level of housing growth that is considered fair, achievable and sustainable for each of the settlements concerned and that will make a meaningful contribution towards alleviating future housing demands, addressing local housing needs and supporting the village economy. Table 10.1 shows the minimum number of homes that each village will need to accommodate. However, the final number of homes will depend on site availability and suitability.

**Table 10.1 Indicative increase in new homes at Group 1 Villages, based on 2001 Census figures**

Village Name	Resident Population	Number of Households	10% growth 2016-2031
Braughing	818	328	33
High Cross	376	144	14
Hunsdon	929	363	36
Little Hadham	320	126	13
Hadham Ford	259	106	11
Much Hadham	1,147	490	49
Puckeridge	1,940	795	80
Standon	1,379	558	56
Walkern	1,158	474	47
Watton-at-Stone	2,057	846	85
Widford	438	178	18

*Note: the figures shown are based on 2001 Census figures interpreted by Hertfordshire County Council. The figures will be updated using 2011 Census figures when these become available in 2014, prior to submission of the District Plan to Examination in Public.*



- 10.2.3** Housing growth in these villages will be achieved through the identification of sites within and, where necessary in locations in the Rural Area Beyond the Green Belt, on the periphery of the built-up area which together are sufficient to achieve at least 10% growth.
- 10.2.4** Parish Council's will be encouraged to produce a Neighbourhood Plan to develop a shared vision for their village and to deliver the sustainable development they need (including housing, employment and leisure, recreation and community facilities). Neighbourhood Plans must be in general conformity with the strategic policies in this Plan and should not be used to promote a lower level of housing development than is set out in Policy DPS3 (Housing Supply 2011-2031) and Policy VILL1 below.

### VILL1 Group 1 Villages

I. The following villages are identified as Group 1 Villages:

- Braughing
- High Cross
- Hunsdon
- Little Hadham and Hadham Ford
- Much Hadham
- Standon and Puckeridge
- Walkern
- Watton-at-Stone
- Widford

II. Within the Group 1 Villages, as defined on the Policies Map, limited small-scale development and infill development for housing, employment and leisure, recreation and community facilities will be permitted subject to (VI) below and all other relevant policies in this Plan.

III. In accordance with Policy DPS3 (Housing Supply 2011-2031) the Group 1 Villages will together accommodate at least 500 new homes. In applying a fair approach to the distribution of this housing growth, these villages will need to accommodate at least a 10% increase in housing stock (based on the 2011 Census) over the 15-year period between 1st April 2016 and 31st March 2031.

IV. Parish Councils are encouraged to prepare Neighbourhood Plans to allocate land for development or to introduce additional policy requirements aimed at ensuring that development contributes toward local distinctiveness or other community objectives.

V. Where monitoring shows a shortfall in the number of homes coming forward through Neighbourhood Planning, then the District Council will review the District Plan in accordance with Policy VILL4 (Neighbourhood Plans).





VI. Prior to a Parish Council preparing a Neighbourhood Plan, development in the villages listed above will be limited to the built up area as defined on the Policies Map. All development should:

- (a) Relate well to the village in terms of location, layout and connectivity;
- (b) Be of a scale appropriate to the size of the village;
- (c) Be well designed and contribute to the character of the village;
- (d) Not represent a significant open space or gap important to the form and/or setting of the village;
- (e) Not represent an extension of ribbon development or an addition to an isolated group of buildings;
- (f) Not unacceptably block important views or vistas and/or detract from the openness of the countryside;
- (g) Not be significantly detrimental to the amenities of neighbouring occupiers.

**10.2.5 Group 2 Villages** are generally smaller villages where limited infilling (up to five dwellings on each site) and limited affordable housing for local community needs, together with small-scale employment, leisure, recreation and community facilities may be permitted.

**10.2.6** No specific housing target has been identified for these villages. Where housing development does take place this will contribute towards the district-wide housing windfall allowance. Infilling development should take place within the built up area of the village as defined on the Policies Map.

**10.2.7** Whilst Hertford Heath, Stanstead Abbots and St. Margarets are three of the District's larger villages, each with a reasonable range of facilities, they have particular environmental constraints and issues with education capacity which mean that they are more appropriately identified as Group 2 Villages.

**10.2.8** As with Group 1 Villages Parish Council's may consider that the most appropriate way to plan for their community's needs is by preparing a Neighbourhood Plan.

## VILL2 Group 2 Villages

I. The following villages are identified as Group 2 Villages:

- Aston
- Bayford
- Benington
- Chesham Green



- Colliers End
- Cole Green
- Cottered
- Dane End
- Datchworth
- Furneux Pelham
- Hertford Heath
- Hertingfordbury
- High Wych
- Letty Green
- Spellbrook
- Stanstead Abbots and St Margarets
- Stapleford
- Tewin
- Thundridge
- Tonwell
- Wadesmill
- Westmill

II. Within Group 2 Villages, as defined on the Policies Map, limited infill development (up to five dwellings on each site) and limited affordable housing for local community identified needs, together with small-scale employment, leisure, recreation and community facilities will be permitted subject to (III) below and all other relevant policies in this Plan.

III. Development will be limited to the built up area as defined on the Policies Map. All development should:

- (a) Relate well to the village in terms of location, layout and connectivity;
- (b) Be of a scale appropriate to the size of the village;
- (c) Be well designed and contribute to the character of the village;
- (d) Not represent a significant open space or gap important to the form and/or setting of the village;
- (e) Not represent an extension of ribbon development or an addition to an isolated group of buildings;
- (f) Not unacceptably block important views or vistas and/or detract from the openness of the countryside;
- (g) Not be significantly detrimental to the amenities of neighbouring occupiers.



- 10.2.9 Group 3 Villages** are generally amongst the smallest in East Herts. These villages have a poor range of services and facilities and it is often necessary for local residents to travel outside the village for most of their daily needs. These villages generally lack any food shops, have no primary school and may not have a permanent post office or a village hall or meeting place. Development in these villages, other than that appropriate in the Green Belt and Rural Area Beyond the Green Belt, would be unsustainable.

### VILL3 Group 3 Villages

- I. Those villages not identified as either Group 1 or Group 2 Villages are identified as Group 3 Villages.
- II. Development will not be permitted in Group 3 Villages other than that appropriate in the Green Belt and Rural Area Beyond the Green Belt including rural exception housing schemes in accordance with Policy HOU4 (Rural Exception Sites).

## 10.3 Village Boundaries

- 10.3.1** Village boundaries have been defined for all Group 1 and Group 2 Villages, both within and beyond the Green Belt, and are shown on the Policies Map. These have generally been defined by the current outer extent of the built-up area of villages. Development will be limited to the built-up area.
- 10.3.2** It is anticipated, however, that through Neighbourhood Plans village boundaries in Group 1 Villages that are located in the Rural Area Beyond the Green Belt may need to be amended to accommodate future development.
- 10.3.3** Where villages are inset from the Green Belt then there is no opportunity for an amendment to the boundary to be made via a Neighbourhood Plan. The National Planning Policy Framework (NPPF) is clear that it is for local planning authorities to establish Green Belt boundaries in their local plans and that, once established, boundaries should only be altered in exceptional circumstances through the preparation or review of the local plan.

## 10.4 Neighbourhood Plans

- 10.4.1** Neighbourhood planning is a key part of the Government's localism agenda. It aims to give local communities greater power to shape their neighbourhood by taking a more active role in the development of planning policies at a local level.
- 10.4.2** A Neighbourhood Plan allows communities to create a both a vision and planning policies for the use and development of land in their village. For example, communities can identify where new homes should be built and what they should look like.





- 10.4.3** The District Council wants to give Parish Councils the opportunity to empower local people to take a proactive role in shaping the future of the areas in which they live, and give local people greater ownership of the plans and policies that affect their local area. In accordance with Policy VILL1 (Group 1 Villages), Parish Council's will therefore be encouraged to prepare Neighbourhood Plans to allocate land for development or to introduce additional policy requirements aimed at ensuring that development contributes toward local distinctiveness or other community objectives.
- 10.4.4** However, given that Neighbourhood Planning is an optional tier of planning, it is important that a monitoring framework is in place so that if a shortfall in delivery is identified then this will trigger a requirement for the District Council to allocate sites for housing through an early review of the District Plan.

#### VILL4 Neighbourhood Plans

I. Parish Council's are encouraged to prepare Neighbourhood Plans to deliver at least 500 homes in Group 1 Villages in accordance with Policy VILL1 (Group 1 Villages).

II. The District Council will expect at least 250 homes to be delivered in the Group 1 Villages in the period 2016-2021. Where monitoring shows a shortfall in the number of homes coming forward through Neighbourhood Planning during this period, then this will trigger a requirement for the District Council to identify specific sites for housing through a review of the District Plan.

III. On the basis that at least 250 homes are delivered in the period 2016-2021 then the District Council will continue to monitor the situation and if a shortfall in delivery is identified then, as with (II) above, this will trigger a requirement for the District Council to identify specific sites for housing through a review of the District Plan.

### 10.5 Employment in the Villages

- 10.5.1** The District Council provides support for rural businesses and the rural economy through its planning policies and through implementation of its Economic Development Strategy. Employment areas within the rural area have a key role to play in providing accessible and affordable employment and business opportunities. The Local Plan Second Review 2007 designated several Employment Areas in the villages, all of which have been retained.
- 10.5.2** In Stanstead Abbots, The Maltings continues to offer a well managed estate serving a local need for small office premises. In addition, the following two sites are identified as Employment Areas reflecting the market demand for these premises in the village:
- Leaside Works, Stanstead Abbots
  - Riverside Works, Amwell End, Stanstead Abbots



### VILL5 Village Employment Areas

In accordance with Policy ED1 (Employment) the following locations are designated as Employment Areas:

- (a) Silkmead Industrial Estate, Hare Street;
- (b) Oakley Horseboxes, High Cross;
- (c) Langley House, Station Road, Standon;
- (d) Standon Business Park, Standon;
- (e) Leaside Works, Stanstead Abbots;
- (f) Riverside Works, Amwell End, Stanstead Abbots;
- (g) The Maltings, Stanstead Abbots;
- (h) Warrenwood Industrial Estate, Stapleford;
- (i) Thundridge Business Park, Thundridge.

**10.5.3** Sensitive small scale employment development can help sustain the rural economy and achieve a wider range of local employment opportunities. It can enhance the vitality of villages and reduce the need to travel. Proposals must however be in scale with the location. This means that larger proposals are more likely to be considered favourable in Group 1 Villages, whilst only very small scale proposals are likely to be acceptable in Group 2 Villages.

**10.5.4** The District Council also recognises that in order to ensure the continued viability of existing rural businesses there may be a need for premises to expand. Applications for small-scale extensions or alterations to premises, which provide an important source of local employment and cannot be relocated without damage to the local economy or community, will therefore be viewed sympathetically subject to Policy VILL6 (New Employment Development).

### VILL6 New Employment Development

I. Within the built up area of Group 1 and Group 2 Villages, as defined on the Policies Map, new employment development (B1 and B2 uses) may be permitted provided that the proposal:

- (a) Relates well to the village in terms of location, layout and connectivity;
- (b) Is of a scale appropriate to the size of the village;



- (c) Is well designed and contributes to the character of the village;
- (d) Does not represent a significant open space or gap important to the form and/or setting of the village;
- (e) Does not represent an extension of ribbon development or an addition to isolated group of buildings;
- (f) Does not unacceptably block important views or vistas and/or detract from the openness of the countryside;
- (g) Is not significantly detrimental to the amenities of neighbouring occupiers.

II. In the Green Belt and Rural Area Beyond the Green Belt, outside the towns and Group 1 and Group 2 Villages, the extension or alteration of existing premises in B1 or B2 use may be permitted provided it does not result in disproportionate additions over and above the size of the original dwelling.

## 10.6 Retail, Leisure and Community Facilities in the Villages

- 10.6.1** Village shops, post offices and pubs play a vital role in rural areas helping to maintain villages as viable communities. They are often a focus of community life, providing a wide range of services. The District Council wishes to support the continued provision of these facilities recognising in particular that they are of value to less mobile members of society and those without access to a car.
- 10.6.2** Planning applications that result in the loss of village shops, post offices and pubs will not be permitted unless the Council is satisfied that every effort has been made to retain them in accordance with Policy CFLR7 (Community Facilities).
- 10.6.3** Small-scale extensions/alterations to existing village shops, post offices and pubs may be permitted in Group 1, 2 and 3 Villages in accordance with Policy CFLR7 (Community Facilities), where the use is considered essential to the vitality and viability of the village and is of a scale and use appropriate to the size and location of the village.



## Chapter 11

# East of Welwyn Garden City

## Chapter 11 East of Welwyn Garden City

### 11.1 Introduction

- 11.1.1** The area is well located in relation to Welwyn Garden City, and is only a short distance from Hertford. It is largely screened from the wider landscape by the surrounding areas of woodland, which along with the surrounding roads, help to define the structure of the area. Panshanger Lane to the east of the site could provide a clear Green Belt boundary, beyond which is an area of high quality landscape around the Mimram Valley. Welwyn Garden City is well known for its Garden City (after Letchworth) design principles and this should provide a strong framework for consideration of development in this location.
- 11.1.2** The main components of the development strategy for East of Welwyn Garden City are as follows:
- 11.1.3** **Housing:** Land East of Welwyn Garden City is required for development in order to address unmet housing needs from villages in the west of the East Herts area, as well as from nearby Hertford. Approximately 1,700 new homes could be accommodated in the area north and south of the B195 Birchall lane, on land within East Herts District. There is the potential for additional housing development nearby on land within Welwyn Hatfield Borough.
- 11.1.4** **Education:** the site is large enough to accommodate a new secondary school as well as a primary school. This will meet the educational needs of the development as well as providing additional capacity to address wider needs.
- 11.1.5** **Transport:** whilst well located next to the A414 for easy access, and with potential for bus access to Hertford and Welwyn Garden City, further consideration will need to be given to the cumulative impact of development on the pinch-points on the A414 through Hertford, and also the cumulative impact on junction 4 of the A1(M). In terms of sustainable transport, bus routes along the B195 will connect the area with Hertford and Welwyn Garden City. The strategy will also promote usage of National Cycle Route 61 (a disused railway line known as the Cole Green Way), which provides connections between the southern edge of the site and Hertford and offers the potential for leisure and commuter cycling trips to and from the development.
- 11.1.6** **Other Infrastructure:** waste water will drain to Rye Meads, and there is capacity in the sewer serving the area.
- 11.1.7** **Employment and Retail:** the area is well located for easy access to Hatfield Business Park and the employment opportunities within Welwyn Garden City and Hertford. It is therefore proposed that an employment area within the development will be local in character. There are also likely to be employment opportunities within a neighbourhood centre provided as part of the development. There are underlying mineral deposits which will need to be extracted prior to the commencement of development, and if possible should be used locally in the construction phase.

- 11.1.8 Character:** Garden City design principles should be extended to this development area. Design principles should be secured through design codes to ensure the highest quality design and layout and a comprehensive and unified approach to the whole development, albeit reflecting different character areas across the site. The Panshanger Country Park will form a robust barrier to coalescence between Hertford and Welwyn Garden City, but will be easily accessed on foot or by bicycle from either location. The Country Park will be opened up to full public access as a new area of strategic Green Infrastructure.

11.2 Development East of Welwyn Garden City

11.2.1 The main features of the policy approach to development East of Welwyn Garden City are shown on Figure 11.1 below:

Figure 11.1 Key Diagram for Land East of Welwyn Garden City



11.2.2 Given the complexity of the transport issues in particular, a subsequent Development Plan Document will be necessary to assess the feasibility of the proposal as well as the strategy and supporting infrastructure for the area. Given the location of the area adjacent to Welwyn Garden City, the approach to this site will be prepared with input from a broad range of stakeholders including Welwyn Hatfield Borough Council.



- 11.2.3** It is estimated that around 1,700 homes could be provided on land in East Herts including a new secondary school, small employment area and neighbourhood centre. However, given the need for prior mineral extraction, it is estimated that only 450 homes would be completed prior to 2031.
- 11.2.4** The approach could be extended to include potential development sites within Welwyn Hatfield Borough, including at the adjacent Panshanger aerodrome and to the south-east of Welwyn Garden City, should Welwyn Hatfield Borough Council wish to see development brought forward in these areas. A comprehensive approach to masterplanning for the whole area should be pursued.
- 11.2.5** Technical work to support the Development Plan Document will be expected to be part-funded by the relevant landowners/developers for and with the direct involvement of East Herts Council (potentially with Welwyn Hatfield Borough Council), Hertingfordbury Parish Council, Hertfordshire County Council as transport authority and Local Authority with responsibility for education and minerals, and other public and regulatory bodies as appropriate.

## **EWEL1 Land East of Welwyn Garden City**

I. To meet long-term housing needs Land East of Welwyn Garden City is identified as a Broad Location for Development. East Herts Council will test through a Development Plan Document (DPD) the feasibility of Land East of Welwyn Garden City to accommodate around 1,700 new homes and supporting infrastructure in accordance with Policy DPS4 (Broad Locations for Development). Development shall not proceed until the adoption of the DPD.

II. The DPD shall be prepared by the Council (potentially jointly with Welwyn Hatfield Borough Council), working with key stakeholders including, Hertingfordbury Parish Council, Hertfordshire County Council, landowners/developers and other stakeholders as necessary.

III. Depending on the scale and form of development opportunities that are identified, in addition to the requirements of Policy DPS4 (Broad Locations for Development), the Development Plan Document and site wide masterplan is expected to address the following provisions and issues:

- (a) the quantum and distribution of development within this location;
- (b) key design and layout principles to guide subsequent site specific design codes in order to ensure high quality design;
- (c) a range of dwelling type and mix, in accordance with the full provisions of Policy HOU1 (Type and Mix of Housing);
- (d) Affordable Housing in accordance with Policy HOU3 (Affordable Housing)

(e) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets, and enhancing biodiversity;

(f) necessary new utilities infrastructure;

(g) a decentralised or District Heating system, or other low carbon heating system for residential and commercial use throughout the development, using locally sourced fuel and with appropriate long-term management arrangements;

(h) sustainable drainage and provision for flood mitigation;

(i) social infrastructure including: primary school/s to serve the development and appropriate surrounding catchment area/s; a secondary school to serve the development and the wider area; health services and facilities; community facilities; public amenity green space and play areas;

(j) landscaping;

(k) treatment of the Cole Green Way;

(l) access arrangements and wider strategic and local highways mitigation measures, including impacts along the A414 in Hertford and the A1(M);

(m) sustainable transport measures including the encouragement of walking and cycling, enhanced passenger transport and providing linkages with Hertford and Welwyn Garden City;

(n) appropriate levels of local retail and employment opportunities to promote self containment and sustainability, including provision for home-working;

(o) encouraging successful and active communities, including innovative approaches to create the conditions for local resident participation, governance and stewardship of their new communities;

(p) the relationship between the Broad Location and Welwyn Garden City;

(q) Green Belt boundaries;

(r) financial viability and the delivery of all necessary infrastructure;

(s) planning obligations including on and off-site developer contributions; and

(t) other policy provisions of the District Plan and relevant matters, as appropriate.

IV. Land to the East of Welwyn Garden City will remain within the Green Belt until such time as it may be brought forward for development through the adoption of the Development Plan Document by East Herts Council.

V. A new Country Park shall be provided at the Panshanger Estate as a condition of development of Land East of Welwyn Garden City, comprising the following features:

- (a) open access to the park as a multi-functional green space for members of the public and for wildlife;
- (b) pedestrian and cycle routes through the park between Hertford and Welwyn Garden City;
- (c) natural sustainable drainage measures;
- (d) enhancement of biodiversity and local habitats;
- (e) suitable financial and other arrangements for the long-term management and maintenance of the Country Park.



## Chapter 12

# The Gilston Area

## Chapter 12 The Gilston Area

### 12.1 Introduction

- 12.1.1** As this area will continue to be physically separated from Harlow and development in this locale would contribute to East Herts' development needs, it is considered appropriate to refer to this Broad Location as the Gilston Area.
- 12.1.2** The area is located across the Stort Valley approximately 500 metres from the edge of Harlow at the nearest point, close to Harlow Town railway station and the employment areas and town centre of Harlow. It is characterised by an area of undulating countryside with a number of features including small streams, woods, hedgerows, and at the centre the landscaped bowl of Gilston Park. Harlow is one of the early New Towns and has regeneration needs which Harlow District Council is seeking to address through a strategy based on increased critical mass to draw investment to the town and enhance its economic performance. Strategic scale development will enable a comprehensive approach to the planning of infrastructure and the building of sustainable communities.
- 12.1.3** The main components of the development strategy for the Gilston Area are as follows:
- 12.1.4** **Housing:** land in the Gilston Area is required for development in order to address unmet housing needs from villages in the centre and east of the East Herts area, as well as from Bishop's Stortford; to provide flexibility to the housing strategy for East Herts and guard against under-delivery elsewhere in the District; and to help avoid future incremental housing development to the settlements elsewhere in East Herts. Strategic-scale development will provide for a wide range of housing types and tenures, including extensive provision for families and older people.
- 12.1.5** **Education:** strategic scale development in the Gilston Area could support one or more new secondary schools and a number of primary schools, as well as provision for pre school and post 16 education needs.
- 12.1.6** **Transport:** a wide range of small and large scale interventions including sustainable transport measures and highways, will be required if development is able to proceed without causing unacceptable congestion in Harlow and the surrounding towns and villages, as well as the wider strategic transport network. These interventions will be developed and tested through the preparation of a Development Plan Document (see below).
- 12.1.7** **Other Infrastructure:** a wide range of supporting infrastructure will be required. It is likely that a new trunk sewer connecting with Rye Meads will be provided to serve development east of Harlow, and it is likely to be feasible to connect development north of the Stort into this sewer. However, the landowner/developers are proposing a new sewage treatment works to serve development in the Gilston Area so that the Broad Location is not reliant on provision of the new trunk sewer.

- 12.1.8 Employment and Retail:** a strategic business park would not be appropriate in this location because it could undermine the Enterprise Zone within Harlow, and is too far from the M11 to be attractive. However, development in this location could contribute to the regeneration of Harlow, by attracting skilled workers who may choose to seek work locally over time. A smaller-scale employment area(s) may be designated, provided that it complements the regeneration activities in Harlow, and additional employment in and around neighbourhood centres is likely to be provided.
- 12.1.9 Character:** to ensure a strong character for the area, new development will need to treat the Stort as a central piece of strategic Green Infrastructure, avoiding development on the valley sides south of Gilston. There will be a strong internal transport network and enhanced role for Harlow Town station. Design principles should be unified as far as possible with elements of design taken from the market towns and villages in East Herts.

12.2 Development in the Gilston Area

12.2.1 The main features of the policy approach to development in the Gilston Area are shown on Figure 12.1 below:

Figure 12.1 Key Diagram for Land in the Gilston Area



12.2.2 Given the complexity of the transport issues in particular, a subsequent Development Plan Document will be necessary to refine the proposals and assess their feasibility as well as the strategy and supporting infrastructure for the area.

12.2.3 The feasibility of a strategic-scale development of between 5,000 and 10,000 new homes in the Gilston Area will be tested through the preparation of the DPD. 5,000 homes represents the minimum scale of development considered necessary to deliver on-site and off-site supporting infrastructure, and deliver the range of sustainability features which would be expected given the width of the Stort Valley and resultant requirement for a degree of self-containment. Subject to testing through



masterplanning, assessing viability and infrastructure planning, 10,000 homes is considered to be the approximate maximum scale of development which could be satisfactorily accommodated in light of environmental and natural assets such as woodlands, the need to avoid coalescence with local settlements, other on-site constraints and transport impacts.

- 12.2.4** It is anticipated that development could commence on site towards the beginning of the 2021-26 period, continuing through the remainder of the plan period and beyond. Hence it is estimated that only 3,000 of the overall headline housing anticipated may be complete by 2031, with the site continuing to supply a pipeline of future housing to address local need going forward from 2031 onwards.
- 12.2.5** Given uncertainties surrounding the identification of satisfactory viable solutions to the issues identified above and elsewhere in this section of the plan, the District Council will draw up plans in parallel with the other Broad Locations for Development, in the event that further testing demonstrates that strategic-scale development is either not feasible, or if there are infrastructure constraints limiting the site's acceptable capacity.
- 12.2.6** Technical work to support the Development Plan Document shall be expected to be part-funded by the landowners/promoters for and with direct involvement of East Herts Council as the Local Planning Authority, Harlow District Council, Sawbridgeworth Town Council, Hunsdon, Gilston, Eastwick, High Wych, and Widford Parish Councils, Essex County Council, Hertfordshire County Council, and other stakeholders as necessary.

### **GA1 Land in the Gilston Area**

I. To meet long-term needs, land in the Gilston Area is identified as a Broad Location for Development.

II. East Herts Council will test through a Development Plan Document (DPD) the feasibility of land in the Gilston Area to accommodate between 5,000 and 10,000 new homes (overall looking beyond this plan period) and supporting uses and infrastructure in accordance with Policy DPS4 (Broad Locations for Development). Development shall not proceed in the Gilston Area until the adoption of the DPD.

III. The DPD shall be prepared by the Council working with key stakeholders including Harlow Council, Sawbridgeworth Town Council, Hunsdon, Gilston, Eastwick, High Wych, and Widford Parish Councils, Essex County Council, Hertfordshire County Council, landowners/developers, and other stakeholders as necessary.

IV. Depending on the scale and form of development opportunities that are identified, in addition to the requirements of Policy DPS4 (Broad Locations for Development), the Development Plan Document and site wide masterplan is expected to address the following provisions and issues:

- (a) the quantum and distribution of development within this location;
- (b) key design and layout principles to guide subsequent site specific design codes in order to ensure high quality design;
- (c) a range of dwelling type and mix, in accordance with the full provisions of Policy HOU1 (Type and Mix of Housing);
- (d) Affordable Housing in accordance with Policy HOU3 (Affordable Housing)
- (e) quality local green infrastructure through the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets, and enhancing biodiversity;
- (f) necessary new utilities infrastructure, such as a new sewage treatment works and/or a connection into the new trunk sewer;
- (g) a decentralised or District Heating system, or other low carbon heating system for residential and commercial use throughout the development, using locally sourced fuel and with appropriate long-term management arrangements;
- (h) sustainable drainage and provision for flood mitigation;
- (i) social infrastructure including: primary school/s to serve the development and appropriate surrounding catchment area/s; a secondary school to serve the development and the wider School Planning Area; health services and facilities; community facilities; public amenity green space and play areas;
- (j) access arrangements and wider strategic and local highways mitigation measures, including a range of necessary measures in both Hertfordshire and Essex;
- (k) sustainable transport measures including the encouragement of walking and cycling, enhanced passenger transport, providing linkages with Harlow Town Station and travel planning;
- (l) appropriate levels of local retail and employment opportunities to promote self containment and sustainability, including provision for home-working;
- (m) the relationship between the Broad Location and the settlements of Eastwick, Gilston, High Wych and Hunsdon;
- (n) encouraging successful and active communities, including innovative approaches to create the conditions for local resident participation, governance and stewardship of their new communities;
- (o) Green Belt boundaries;
- (p) financial viability and the delivery of all necessary infrastructure;

(q) planning obligations including on and off-site developer contributions; and

(r) other policy provisions of the District Plan and relevant matters, as appropriate.

V. Land in the Gilston Area will remain within the Green Belt until such time as it may be brought forward for development through the adoption of the Development Plan Document by East Herts Council.



## Part 2 - Topic Policies (comprising Chapters 13 to 24)



## 13 Housing



## 13 Housing

### 13.1 Introduction

- 13.1.1** A key objective of the District Plan seeks to ensure that new housing is accessible to, and meets the needs and aspirations of, the District's communities. The Council also recognises that everyone should be given the opportunity to access a decent home, which they can afford and is in a community where they want to live. The Plan can contribute to achieving these objectives by planning for a sufficient quantity, quality and type of housing in the right locations, taking account of need and demand and seeking to improve choice.
- 13.1.2** This chapter sets out the Council's approach to addressing the need for different types of housing within the District up to 2031. It includes policies relating to the type, mix and density of new housing, affordable housing, and Gypsies, Travellers and Travelling Showpeople housing requirements.

### 13.2 Type and Mix of Housing

- 13.2.1** A key aspect of creating sustainable mixed communities is maintaining a variety of housing, particularly in terms of tenure and price, and a mixture of different households such as families with children, single person households and older people.
- 13.2.2** Developers are encouraged to discuss with the Council the appropriate mix of house size, type and tenure within any new housing development at an early stage in the pre-application process. Requirements will be informed by the following, along with any additional up-to-date evidence:
- The Strategic Housing Market Assessment (SHMA) and Older People's Housing Requirements Technical Study;
  - The latest East Herts Housing Strategy;
  - Local demographic context and trends;
  - Local housing need and demand;
  - Site issues and design considerations.
- 13.2.3** The SHMA Update (March 2013) identifies dwelling requirements by tenure and size mix. Based on Figure 41 in the SHMA the following tenure/size mix proportions are identified for the District Plan period.

**Table 13.1 Tenure/Size Mix Proportions (%) 2011-2031**

Housing Type	1 bedroom	2 bedroom	3 bedroom	4 bedroom	5+ bedroom
All	17%	27%	40%	13%	3%
Market	5%	11%	55%	24%	5%

## 13 . Housing



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Housing Type	1 bedroom	2 bedroom	3 bedroom	4 bedroom	5+ bedroom
All Affordable	29%	44%	25%	2%	0%
Intermediate Affordable Housing/Shared Ownership	22%	51%	25%	2%	0%
Social Rented/Affordable Rented	41%	31%	25%	3%	0%

The Strategic Housing Market Assessment can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk/shma](http://www.eastherts.gov.uk/shma)

The London Commuter Belt (East) Sub-Region: Older People's Housing Requirements Study: October 2013, can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk/olderpeoplestudy](http://www.eastherts.gov.uk/olderpeoplestudy)

The Council's Housing Strategy can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk/housing](http://www.eastherts.gov.uk/housing)

- 13.2.4** Another key issue for East Herts is its ageing population. This is expected to grow dramatically over the next twenty years. Our ageing society therefore poses a significant challenge. Proposals which include an element of 'Lifetime Homes' will help to ensure enough appropriate housing is available in the future. The Lifetime Homes Standard has been developed to support the construction of flexible, adaptable and accessible homes that can respond to the changing needs of individuals and families at different stages of life at minimal cost. Providing a range of house types including bungalows and accessible apartments will enable greater choice for those who need single floor accommodation.

### HOU1 Type and Mix of Housing

I. On new housing developments of 5 or more gross additional dwellings, an appropriate mix of housing tenures, types and sizes will be expected in order to create mixed and balanced communities appropriate to local character and in accordance with the latest Strategic Housing Market Assessment.

II. Affordable Housing should be provided in accordance with Policy HOU3 (Affordable Housing).





III. In order to encourage new homes that are readily adaptable to meet the changing needs of occupants, and to support independent living, at least 15% of all new dwellings are expected to be constructed to 'Lifetime Homes' standards.

IV. Provision of specialist housing will be encouraged for older people and vulnerable groups, across all tenures on suitable sites in appropriate and sustainable locations in accordance with Policy HOU6 (Housing for Older and Vulnerable People).

V. Provision of specialist accommodation will be expected for Gypsies and Travellers and Travelling Showpeople, in appropriate and sustainable locations in accordance with Policy HOU7 (Gypsies and Travellers and Travelling Showpeople).

### 13.3 Housing Density

- 13.3.1** Housing density is a measure of the amount of land used for development and is usually expressed as dwellings per hectare (dph). Higher densities allow land to be used more efficiently (i.e. less land is required for development) and are considered to be more sustainable. However, since higher density development is usually associated with flats and taller buildings, the impact of increasing densities on character must be considered.
- 13.3.2** The NPPF allows local planning authorities to set their own approach to housing density. The density of housing varies across the District, and between different sites. Factors affecting density include on-site constraints, the type of development proposed and the level of transport accessibility. Higher densities may be appropriate in and around town centre locations where services are supported, public transport is likely to be better and urban form is dense. Lower densities may be appropriate in established suburban areas, in villages, in areas with an open character or on the edge of settlements.
- 13.3.3** The Council will expect all housing schemes to propose densities which are sensitive to the character of the local area, and take account of on-site constraints and the level of local transport accessibility and parking. At the same time, applicants should also have regard to making efficient use of land, as this can help to reduce the amount of building on greenfield sites. Major schemes should include a range of housing density areas, to ensure varied character and appearance.
- 13.3.4** The density standards used in Policy HOU2 refer to average net density. This is a normal way of expressing residential density and includes those areas which will be developed for housing and directly associated uses such as access roads within the site, private garden space, car parking, incidental open space and landscaping, and children's play areas.



### HOU2 Housing Density

I. Housing development should make efficient use of land. Proposals are required to demonstrate how the density of new development has been informed by the character of the local area and contributes to:

- (a) The design objectives set out in Policy DES1 (Local Character and Amenity);
- (b) Improving the mix of house types in accordance with Policy HOU1 (Type and Mix of Housing);
- (c) Providing adequate levels of public open space in accordance with Policy CFLR2 (Open Space Standards); and
- (d) Retaining existing site features, including mature trees, shrubs, hedgerows and amenity areas, and make provision for new green infrastructure in accordance with Policy NE3 (Green Infrastructure).

II. Subject to the above, densities will vary according to the relative accessibility and character of locations. Higher average net densities (30+ dph) will be favourably considered on central sites in or near town centres.

III. Medium average net densities (30 dph) will normally be appropriate for sites that are in more peripheral locations within and on the edge of these settlements.

IV. In villages and for some other locations lower average net densities (less than 30 dph) may be more appropriate to respond to local character and context.

### 13.4 Affordability and the Housing Market

- 13.4.1** The location of East Herts on the periphery of London means that the affordability of housing is a key issue.
- 13.4.2** The NPPF defines affordable housing as 'social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market'.
- 13.4.3** There is a significant need for additional affordable housing within East Herts as set out in the latest Strategic Housing Market Assessment (SHMA). Using the 'Trend Based Projections' the SHMA Update (March 2013) at Figure 39, has identified for the District Plan period, a housing requirement tenure mix of:
  - Market Housing: 51%
  - Intermediate Affordable Housing/Shared Ownership: 32%
  - Social Rented/Affordable Rented: 17%



- 13.4.4** The SHMA has, therefore, identified a total affordable housing requirement of 49% of all housing provision. In terms of the affordable housing element, it shows a tenure mix of 66% intermediate/shared ownership and 34% social/affordable rented. This finding, which is projected over the plan period, is different to that which the Council currently seeks of 75% social/affordable rented and 25% intermediate/shared ownership.
- 13.4.5** Since the SHMA was updated, a number of the affordable housing products have either been refined or are not being developed by Registered Providers (housing associations) in East Herts. The intermediate affordable products being developed by Registered Providers, have been reduced down to one, which is shared ownership and is offered to any resident that qualifies and can afford to purchase. The previous intermediate rent product, that was set at 80% of market rent and offered on an assured short hold tenancy, is no longer being developed and has become part of the affordable rent products, let through the Council's Housing Register, on either lifetime or fixed term tenancies and is, therefore, comparable to social rent. There are currently no new properties being developed that are specifically for key workers or offered on an intermediate rent outside the Council's Housing Register.
- 13.4.6** The District Council secures the majority of affordable housing that is built in the District by requiring developers to provide affordable dwellings as part of open market housing developments (through Section 106 Agreements). Affordable housing is also delivered by Registered Providers (i.e. housing associations) on sites owned and/or developed by them, and on 'exception sites' as set out in Policy HOU4 below.
- 13.4.7** The Council recognises that the level of affordable housing provision set out in Policy HOU3 is less than the 49% indicated in the SHMA, and that as a consequence is insufficient to meet local need. Policy HOU3 sets out the percentage of affordable housing that the Council will expect to secure. This has been informed by development viability assessments. The aim is to maximise affordable housing provision and the viability assessments demonstrate that the targets of 30% and 40% as required in Policy HOU3, are viable for most developments in most locations across the district, and can realistically be achieved without constraining overall delivery of housing.

The East Herts Viability Assessment (2012) can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk/viabilitystudy](http://www.eastherts.gov.uk/viabilitystudy)

- 13.4.8** Due to the continuing demonstrable pressing need for social and affordable rented housing, priority will be given to this tenure over intermediate/shared ownership. In this way those in most need of affordable housing continue to be given priority. There is also a case that in order to continue creating mixed and balanced communities, affordable housing tenures on larger sites should reflect a more balanced mix.
- 13.4.9** Policy HOU3, therefore, sets out that on:



- small to medium sized sites, proposing between 5 and 199 dwellings, the affordable housing will be expected to be provided with a tenure mix of 75% social/affordable rented and 25% intermediate/shared ownership.
- large sites proposing 200 and more dwellings, the affordable housing will be expected to be provided with a tenure mix of 60% social/affordable rented and 40% intermediate/shared ownership.

**13.4.10** The requirement for affordable housing extends to all types of residential development, including specialist accommodation, such as sheltered or ‘extra care’ housing for older people. Where such schemes provide accommodation that is self contained and fall within the Use Class C3 (Dwelling Houses), affordable housing will be expected in accordance with Policy HOU3. Proposals which fall within the Use Class C2 (Residential Institutions), such as residential care and nursing homes, and do not provide self contained accommodation or support independent living, will not be expected to contribute to the provision of affordable housing.

**13.4.11** The Council recognises that in some cases there may be abnormal development costs which need to be considered. Applicants seeking to justify a lower proportion of affordable housing will be required to demonstrate why it is not economically viable to provide such housing in accordance with Policy HOU3.

**13.4.12** Policy HOU3 states that the Council will seek affordable housing on developments of 5 or more dwellings, or the related site size. It is considered that this is a realistic threshold, which enables the delivery of affordable housing and does not prevent the delivery of smaller housing sites within the District.

**13.4.13** Where the affordable housing policy would result in the requirement relating to part of a dwelling, the calculation will be rounded upwards for 0.5+ and downwards for less than 0.5. Where development involves the demolition of existing properties the amount of affordable housing will be calculated on the gross number of new dwellings to be provided.

**13.4.14** In general affordable housing should be provided on the application site. Wherever possible, the affordable houses should be integrated within the scheme through ‘pepper-potting’ rather than concentrated in a particular area unless site specific considerations dictate otherwise. This does not necessarily mean that every second or third property should be affordable; rather the affordable housing should be distributed evenly across the entire site, as this ensures the best prospect of securing mixed, inclusive communities. The design and appearance of affordable housing should be indistinguishable from market units. Further guidance on ‘pepper-potting’ and the Council’s approach to affordable housing is set out in the Council’s ‘Affordable Housing and Lifetime Homes’ (2008) Supplementary Planning Document (or as amended).



The Affordable Housing and Lifetime Homes' (2008, or as amended) Supplementary Planning Document can be viewed and downloaded at: [www.eastherts.gov.uk/affordablehousing](http://www.eastherts.gov.uk/affordablehousing)

- 13.4.15** Off-site provision or financial contributions in lieu will only be accepted in exceptional circumstances where agreed with the District Council. Applicants proposing off-site provision or financial contributions in lieu will be expected to provide justification as part of a planning application.

### **HOU3 Affordable Housing**

I. Affordable Housing provision will be expected with all Class C3 (Dwelling House) developments as follows:

- (a) up to 30% on sites proposing 5 to 14 gross additional dwellings, or between 0.17 and 0.49 hectares in size;
- (b) up to 40% on sites proposing 15 or more gross additional dwellings, or 0.5 hectares or more in size.

II. In order to continue creating mixed and balanced communities, Affordable Housing will be expected to be provided on the following tenure mix basis on sites proposing:

- (a) 5 to 199 gross additional dwellings: 75% social/affordable rented and 25% intermediate/shared ownership;
- (b) 200 or more gross additional dwellings: 60% social/affordable rented and 40% intermediate/shared ownership.

III. Lower provision may be permitted if it is demonstrated that the 30% and 40%, as appropriate referred to in I (a) and (b) above, cannot be achieved due to viability reasons or where it would prejudice the need to secure other infrastructure priorities.

IV. Applicants seeking to justify a lower percentage level of affordable housing and/or different tenure mix, to that referred to in I (a) and (b) and II (a) and (b) above, will be required to provide a financial viability assessment as part of the planning application. Where agreement is not reached, external independent consultants, agreed by both the Council and applicant, will be appointed by the developer, to undertake further independent viability assessment. The applicant will be required to meet the costs of this independent assessment.

V. Affordable Housing should normally be provided on site, apart from in exceptional circumstances when agreed with the District Council. Applicants will be required to provide justification as part of the planning application setting out the need for off-site provision or financial contributions in lieu to be made.





VI. The affordable housing units should be integrated into the open market housing development using appropriate design methods, i.e. tenure blind.

VII. To secure the benefits of affordable housing for first and subsequent occupiers, such affordable housing will be retained as affordable by means of an appropriate legal agreement with the Council, or the subsidy will be recycled for alternative affordable housing provision.

### 13.5 Special Residential Uses

- 13.5.1** Applications for planning permission are sometimes received by the Council for a number of special residential uses, such as caravans, mobile homes, houseboats, and other residential institutions. All of these uses will be considered as though they were for a normal residential building and the policies relating to residential development will apply.

### 13.6 Rural Exception Sites

- 13.6.1** An exception site is one that would not usually secure planning permission for housing, for example agricultural land next to but not within, a local settlement area.
- 13.6.2** It is important that rural exception affordable housing schemes are needs led, the starting point being that a need for affordable housing exists in the parish, rather than the availability of a particular site. Proposed developments must be based on sound evidence of affordable housing need and must fulfil the criteria as stated in the policy below.
- 13.6.3** The ability of the proposed scheme to meet identified local affordable housing needs must be clearly demonstrated to the satisfaction of the District Council. This will be assessed using the Council's Housing Register and other available up-to-date housing needs assessments. It should also be demonstrated that the proposal is financially viable and deliverable.
- 13.6.4** Given that housing permitted through this policy is an exception to normal countryside policies, it is important that it remains 'affordable' in perpetuity. Only tenures which can be guaranteed to remain affordable in the long term will be permitted in such schemes.
- 13.6.5** Localism will have an increasingly important influence on the shape of smaller rural settlements and the balance of rural housing stock. Parish Councils will be encouraged to identify sites in Neighbourhood Plans suitable for community-led affordable housing, including rural exception affordable housing sites which meet the criteria set out in the policy below.



### HOU4 Rural Exception Affordable Housing Sites

I. Proposals for rural exception affordable housing schemes, on sites that would not normally be acceptable for general housing development, may be permitted, subject to the following criteria:

- (a) The exception site is adjacent to an existing built-up area boundary, or is well related to existing residential development and amenities located in, or adjacent to, a clearly identifiable village or settlement;
- (b) The proposed development will contribute towards meeting an identified need for affordable housing within the parish; and
- (c) The proposed development would be appropriate to the settlement and area in which it is proposed to be located in terms of scale, form and character.

II. The District Council will base its assessment of identified housing need on the Housing Register and other available up-to-date housing needs assessments.

III. Where permission is granted this will be subject to planning obligations and will include safeguards that the scheme provides for the identified local affordable housing need and will continue to do so in perpetuity.

## 13.7 Dwellings for Rural Workers

- 13.7.1** The accommodation needs of rural workers employed full-time in agriculture, forestry and other rural business can usually be met in existing properties either on the site or in nearby settlements. Occasionally it is essential for a worker to be in close proximity to the business and there is no suitable accommodation available nearby, for example, where animal or agricultural processes require essential care at short notice. These special circumstances may justify the construction of new dwellings in the countryside to meet these needs providing the financial and functional criteria in Policy HOU5 below are satisfied. Genuine essential need, rather than business convenience, must be justified.
- 13.7.2** Applications will be assessed taking account of the history of the enterprise, in order to establish whether existing dwellings within the site/holding or nearby could fulfil the need, or whether any dwellings or buildings suitable for conversion have been sold on the open housing market. Such a sale is likely to constitute lack of evidence of essential need.
- 13.7.3** New permanent dwellings can only be justified if the enterprise to which they relate is economically viable. For this reason, details of the financial situation of the business will be required.



- 13.7.4** Where planning permission is granted for a new dwelling on this basis, suitable occupancy conditions will be imposed. Proposals to remove an occupancy condition will only be considered on the basis of whether the need remains for the accommodation for other rural workers. This will involve marketing the property for a period of at least 12 months at a realistic price to reflect the occupancy condition. As part of this approach applicants will also need to demonstrate that the building cannot contribute to meeting local affordable housing needs in the area.

## HOU5 Dwellings for Rural Workers

I. The District Council will only permit permanent dwellings for agriculture, forestry and other rural businesses where:

- (a) It can be demonstrated that the dwelling is essential to the needs of the business (i.e. there is a need for one or more workers to be available at most times);
- (b) It can be demonstrated that the enterprise has been established for at least three years and is, and should remain financially viable;
- (c) There is no other accommodation within the site/holding or in the locality which is currently suitable and available, or could be made available.

II. The proposed dwelling must be sensitively designed and in keeping with its rural surroundings.

III. Where a new dwelling is permitted, the occupancy will be restricted by condition to ensure that it is occupied by a person or persons currently employed in agriculture, forestry or other rural business.

IV. Applications for the removal of an occupancy condition related to rural workers will only be permitted in exceptional circumstances where it can be demonstrated that:

- (a) There is no longer a need for the accommodation on the holding/business and in the local area;
- (b) The dwelling has been marketed for a reasonable period (at least 12 months) and at a price which reflects the existence of the occupancy condition;
- (c) The dwelling cannot make a contribution towards meeting local affordable housing needs in the area.

## 13.8 Housing for Older and Vulnerable People

- 13.8.1** National policy requires local authorities to meet the specific accommodation needs of older and vulnerable people. It is important that the Council, working with partners such as the County Council, Registered Providers, health care agencies, and





developers, seeks to plan for increasing housing choices in terms of specialist accommodation, and appropriate dwellings that are in locations close to sustainable transport options and other key local services. In addition, offering attractive alternative housing choices for older people and vulnerable groups will assist in freeing-up family sized homes that are currently under-occupied.

- 13.8.2** There is, therefore, a need in the District to provide suitable accommodation for various groups of people, including the elderly, people with disabilities and vulnerable people.
- 13.8.3** Accommodation for the elderly is moving towards more flexible forms of living and support which seek to maintain their independence. There are several options where residents can enjoy their own self contained home within a site offering extra facilities. These include retirement homes, and 'extra care' housing, where varying levels of care and support are provided within the home. Other forms of accommodation include residential care or nursing homes.
- 13.8.4** Residential care accommodation should normally be located within settlements where there is easy access to a range of services e.g. shops, healthcare and social facilities.

### **HOU6 Housing for Older and Vulnerable People**

I. Proposals for new housing for older and vulnerable people will be expected to:

- (a) Offer a flexible approach, incorporating 'Lifetime Homes' standards and be capable of being readily adapted to meet the needs of those with disabilities and the elderly. A percentage of new specialist accommodation will be expected to be fully wheelchair accessible;
- (b) Provide a range of accommodation size, tenure and type with the opportunity to attain additional or specialist care as needed within the one development.

II. Such proposals will be expected to be:

- (a) In a suitable location where access to a choice of sustainable travel options is available;
- (b) Within walking distance, on a safe and level route or within easy reach by passenger transport, to town centre shops and services;
- (c) Well integrated with existing communities through the sharing of space and public access to services;
- (d) Of a non-institutional, safe and stimulating design, which meets not only the needs of its future residents but also the staff who work there and the visitors who may use it as a community resource.



### 13.9 Gypsies and Travellers and Travelling Showpeople

- 13.9.1** In addition to meeting the needs of the settled population, national policy requires that local planning authorities make provision for Gypsies and Travellers and Travelling Showpeople, within their local plans by setting respective pitch and plot targets to meet likely permanent and transit site accommodation needs in their area. Guidance is clear that Plans are likely to be found unsound if proper provision, which should be based on robust evidence of local need, is not made.

The national approach to planning for the needs of Gypsies and Travellers and Travelling Showpeople is set out in 'Planning policy for traveller sites' DCLG, March 2012. This can be viewed and downloaded from the Government's publications Website at: [www.gov.uk/government/publications/planning-policy-for-traveller-sites](http://www.gov.uk/government/publications/planning-policy-for-traveller-sites).

A definition of Gypsies and Travellers and Travelling Showpeople is contained in Annex 1 of this document.

- 13.9.2** Criteria based policies are also required to both guide land supply allocations and provide a basis for determining planning applications.
- 13.9.3** There are currently three authorised private Gypsy and Traveller sites in East Herts:
- Nine Acres, High Cross: 2 pitches (with planning permission for an additional 6 pitches);
  - Field Farm, Levens Green: 4 pitches (with planning permission for an additional 2 pitches); and
  - The Stables, Bayfordbury: 6 pitches.
- 13.9.4** There is currently one authorised private Travelling Showpeople's site (yard) in East Herts:
- Rye House.
- 13.9.5** The Gypsies and Travellers and Travelling Showpeople Accommodation Needs Assessment, 201x, identified that xx permanent pitches and xx transit pitches for Gypsies and Travellers and xx plots for Travelling Showpeople should be provided in the district for the period up to 201x with a further xx permanent pitches and xx transit pitches for Gypsies and Travellers and xx plots for Travelling Showpeople for the period from 201x up to 20xx.
- 13.9.6** The Gypsies and Travellers Identification of Potential Sites Study, 201x, made recommendations on locations within which the need identified in the Gypsies and Travellers and Travelling Showpeople's Accommodation Needs Assessment could be met.



### HOU7 Gypsies and Travellers and Travelling Showpeople

I. To meet the identified need, xx pitches for Gypsies and Travellers and xx plots for Travelling Showpeople will be provided within the District at the following locations:

*Dependent on outcome of two shortly to be commissioned studies: Gypsies and Travellers and Travelling Showpeople Accommodation Needs Assessment, and Gypsies and Travellers and Travelling Showpeople Identification of Potential Sites Study.*

*To be shown in form of table with phasing.*

II. In order to identify exact locations within the areas allocated to meet the accommodation needs of Gypsies and Travellers and Travelling Showpeople listed above, and to assess suitability where planning applications are submitted for non-allocated sites, the following criteria should be satisfied:

- (a) the site is in a sustainable location in terms of accessibility to existing local services;
- (b) the site is suitable in terms of vehicular access to the highway, parking, turning, road safety and servicing arrangements and has access to essential services such as water supply, sewerage, drainage, and waste disposal;
- (c) proposals make adequate provision for on site facilities for storage, play, residential amenity and sufficient on-site utility services for the number of pitches proposed;
- (d) the proposal is well related to the size and location of the site and respects the scale of the nearest settled community;
- (e) the site can be integrated into the local area to allow for successful co-existence between the site and the settled community;
- (f) proposals provide for satisfactory residential amenity both within the site and with neighbouring occupiers and thereby do not detrimentally affect the amenity of local residents by reason of on site business activities, noise, disturbance, or loss of privacy;
- (g) proposals ensure that the occupation and use of the site would not cause undue harm to the visual amenity and character of the area and should be capable of being assimilated into the surrounding landscape without significant adverse effect;
- (h) the site is not affected by environmental hazards that may affect the residents' health or welfare or be located in an area of high risk of flooding, including functional floodplains;
- (i) within nationally recognised designations, proposals would not compromise the objectives of the designation.



III. Proposals for sites accommodating Travelling Showpeople should allow for a mixed use yard with areas for residential provision and the storage and maintenance of equipment. All other proposals for mixed residential and business activities will be assessed on a site specific basis, taking the above criteria into account.

IV. New traveller sites (whether temporary or permanent) in the Green Belt are inappropriate development and will not be approved except in very special circumstances.

V. Any development granted under this policy will be subject to a condition limiting occupation to Gypsies and Travellers or Travelling Showpeople, as appropriate.

VI. Existing authorised sites for Gypsies and Travellers and Travelling Showpeople will be safeguarded from development which would preclude their continued occupation by these groups, unless acceptable replacement accommodation can be provided or the site is no longer required to meet an identified need.

### 13.10 Replacement Buildings in the Green Belt and the Rural Area Beyond the Green Belt

**13.10.1** The replacement of buildings on a one-to one basis can be a means of securing more functional buildings to meet present and future needs. The Council is anxious that the character of the District is maintained. Proposals for a replacement building should be in the same use and not be materially larger than the one it replaces.

**13.10.2** The Council may control the further extension of replacement buildings by the removal of permitted development rights.

#### **HOU8 Replacement Buildings in the Green Belt and Rural Area Beyond the Green Belt**

Replacement buildings on a one-for one basis, in the Green Belt and Rural Area Beyond the Green Belt, may be permitted provided the new building:

(a) is in the same use;

(b) is not more visually intrusive or harmful to the openness of the site and its surroundings than the one it replaces;

(c) is designed in accordance with Policy DES1 (Local Character and Amenity) and does not conflict with other policies in this Plan.



### 13.11 Extensions and Alterations to Dwellings and Residential Outbuildings

- 13.11.1** A large number of the planning applications received by the District Council relate to extensions to dwellings. In an area as large and diverse as East Hertfordshire, it is not possible to provide precise standards relevant to every case, but the policies below set out the principles and criteria by which proposals will be judged.
- 13.11.2** The Council will expect all proposals for extensions and alterations to dwellings and residential outbuildings to be of a high standard of design that is appropriate to the character and appearance of the dwelling and the surrounding area. All householder development proposals should be sensitively designed to ensure that they would not have an unacceptable impact upon the amenities of the occupiers of the existing dwelling and any neighbouring dwellings. In particular the Council will assess proposals having regard to any loss of light, privacy and outlook and overbearing impacts that the development could have upon existing and future occupiers of the host dwelling and adjoining dwellings. In addition to the policies below, applications for extensions will also be considered against Policy DES1 (Local Character and Amenity) where appropriate.
- 13.11.3** Within the Green Belt and Rural Area Beyond the Green Belt, the Council is concerned about the specific effect extensions and outbuildings may have on the character and appearance of an existing dwelling, the site and surrounding area. Whilst extensions to dwellings or the erection of outbuildings are not in principle inappropriate development, they should not result in disproportionate additions over and above the size of the original dwelling; the Council is also concerned with the cumulative impact of development in the countryside.

#### HOU9 Extensions to Dwellings

I. Planning permission will be granted for extensions to existing dwellings, provided that the character and appearance of the dwelling and surrounding area, and the amenities of the current and future occupiers of the dwelling and any adjoining dwellings would not be significantly affected to their detriment.

II. Within the Green Belt and Rural Area Beyond the Green Belt in addition to the above, planning permission will be granted for extensions to existing dwellings provided that they do not result in disproportionate additions over and above the size of the original dwelling (including existing outbuildings) nor intrude into the openness of the site and the surrounding area.

III. All proposals will be considered against the criteria set out in Policy HOU10 (Extensions and Alterations to Dwellings and their Curtilage).



### **HOU10 Extensions and Alterations to Dwellings and their Curtilage**

Proposals for extensions and alterations to dwellings and works within their curtilage will be considered in accordance with Policy HOU9 (Extensions to Dwellings) and against the following criteria:

- (a) proposed extensions or alterations to dwellings should be of a size, scale, mass, form, siting, design and materials of construction that are appropriate to the character, appearance and setting of the existing dwelling and/or the surrounding area, and extensions should generally appear as a subservient addition to the dwelling;
- (b) side extensions at first floor level or above should ensure appropriate space is left between the flank wall of the extension and the common curtilage with a neighbouring property (as a general rule a space of 1 metre will be the minimum acceptable), to safeguard the character and appearance of the street scene and prevent a visually damaging 'terracing' effect;
- (c) flat roofed extensions, except those on the ground floor, will be refused as visually undesirable other than in those exceptional circumstances where the character of the original dwelling allows a flat-roofed design to be appropriately incorporated;
- (d) roof dormers may be acceptable if appropriate to the design and character of the original dwelling and its surroundings. Dormers should generally be of limited extent and modest proportions, so as not to dominate the existing roof form.

### **HOU11 Residential Outbuildings**

Proposals for residential outbuildings or extensions to existing outbuildings will be considered against the following criteria:

- (a) where located within the Green Belt and Rural Area Beyond the Green Belt, proposals for residential outbuildings should not result in disproportionate additions over and above the size of the original dwelling (including existing outbuildings) nor intrude into the openness of the site and the surrounding area;
- (b) be of an appropriate size, scale, mass, form, siting, design and materials of construction such that the character and appearance of the site and its surroundings, and the amenities of the current and future occupiers of the dwelling and any adjoining dwellings would not be significantly affected to their detriment.





### 13.12 Change of Use of Land to Residential Garden and Enclosure of Amenity Land

- 13.12.1** The Council seeks to ensure that changes of use of land to residential garden do not result in harmful incursions into the countryside that would have an adverse effect on the character and appearance of rural landscapes. The residential use of rural land can have adverse effects on the character of the countryside from, for example, the erection of fences, garden sheds and other domestic paraphernalia.
- 13.12.2** In urban areas, the extension of private gardens involving the enclosure of amenity land/open space/landscaped areas around housing development might have a detrimental affect on the appearance of an area. Consideration will need to be given to whether proposals to enclose such land would be harmful to the character, appearance, design and layout of the development.

#### **HOU12 Change of Use of Land to Residential Garden and Enclosure of Amenity Land**

I. The change of use of land to residential garden may be permitted if the proposal:

- (a) is not likely to result in an adverse effect on the character and appearance of the surrounding area and landscape;
- (b) is well related to other residential land and does not involve a harmful incursion into the countryside;
- (c) includes the provision of appropriate landscaping and boundary treatment.

II. The District Council will seek to ensure the retention of amenity land/open space/landscaped areas around housing developments and planning permission for the enclosure of such land into gardens will not usually be given.

### 13.13 Residential Annexes

- 13.13.1** A significant number of planning applications are received seeking permission to extend properties or for outbuildings to be used as a self-contained annexe to accommodate elderly relatives, older children or staff. Annexes for elderly relatives particularly, can help to meet social needs whilst reducing pressure on other types of accommodation. However, they can have implications for car parking provision, amenity space, and impact on neighbouring properties, occupiers and the locality.
- 13.13.2** The Council considers that annexes should be designed as an integral part of the existing dwelling or as a separate outbuilding, which is close to and related to the main dwelling. Applications will need to justify the level of accommodation proposed and demonstrate how it is compatible with the requirements of the annexe.



- 13.13.3** Within the Green Belt and Rural Area Beyond the Green Belt, permission would be unlikely to be granted for later sub-division to two separate residential units, unless the proposal meets the planning criteria which would be applied to new proposals for a separate dwelling. In an urban setting there would be no in-principle objection to a new dwelling, subject to design and amenity issues.

### **HOU13 Residential Annexes**

#### **I. Residential annexes will be permitted where:**

- (a) the accommodation forms an extension to the main dwelling and is capable of being used as an integral part of the dwelling or forms a separate outbuilding which is close to and well related to the main dwelling;
- (b) the scale of the annexe does not dominate the existing dwelling and is the minimum level of accommodation required to support the needs of the occupant;
- (c) sufficient space to park vehicles for both parts of the dwelling, in accordance with adopted standards, is available and appropriately located in design terms within the curtilage;
- (d) the development accords with Policies HOU9 (Extensions to Dwellings) and HOU10 (Extensions and Alterations to Dwellings and their Curtilage).

**II.** Where planning permission is granted for a residential annexe, planning conditions may be imposed to ensure that the occupation of the annexe remains tied to the main dwelling.



# 14 Economy

## 14 Economy

### 14.1 Introduction

- 14.1.1** East Herts is a district of fairly small towns and an extensive rural area. It lies between the A1(M) and the M11, with only the A10 running north-south and the A414 running east-west through the south of the district. East Herts is surrounded by the larger centres of Hatfield, Welwyn Garden City, Stevenage, Letchworth and Baldock, located along the A1(M) corridor. To the south and east there are the urban areas of Hoddesdon, Cheshunt and Harlow. Stansted Airport, a major centre of employment, lies just outside the district boundary to the north east of Bishop's Stortford.
- 14.1.2** This geography has a significant bearing on patterns of economic development. East Herts is not a self contained economy and in economic terms it plays a supporting role in relation to the adjacent urban centres and Stansted Airport. It is home to many of the people who work in these adjacent towns (and the airport). As such, East Herts is part of a wider integrated labour and property market area covering much of Hertfordshire and part of Essex and north London. East Herts is an important part of this economic sub-region, but the district's business base is made up predominantly of small and medium sized firms, many of which will have links to companies in the sub-region, to London or with Stansted Airport.
- 14.1.3** It is necessary to acknowledge the role East Herts plays and to balance the desire to remain competitive and to provide new employment opportunities for the residents of the district within the limitations created by the physical constraints of each town and the wider economic geography.
- 14.1.4** East Herts is a prosperous district with higher than average earnings and relatively low unemployment, though the statistics disguise pockets of relative deprivation within the district. Educational attainment is generally very high, but there is a disparity between the wages of those who live and work within the district and those who live in East Herts but are employed outside the district in locations such as London and Cambridge. There is therefore a need to ensure there is a balance of employment opportunities available to residents and to ensure that the skills of the workforce (both school leavers and adults alike) are appropriate for the businesses within and beyond the district, and to provide support for entrepreneurialism, new and growing businesses.
- 14.1.5** Whilst it is acknowledged that nationally there is a drive to reinvigorate economic growth and reduce housing demand through allowing changes of use from B1 (business) uses to C3 (residential) uses, the legislation guiding these changes apply only to conversions begun by 30 May 2016. It is vital that the District Plan provides for all of East Herts' needs both now and in the future. Businesses have performed well in East Herts despite the economic recession and the Council therefore maintains that commercial and business units should be retained in appropriate locations in order to provide suitable accommodation for existing and emerging

businesses. It is necessary to ensure that where office space is converted into residential units this does not result in isolated and unsustainable residential developments or prejudice the prospects of remaining neighbouring businesses.

- 14.1.6** The NPPF requires local authorities to do all they can to support sustainable economic growth and to plan proactively to meet the development needs of businesses. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances. Authorities should identify priority areas for economic regeneration, infrastructure provision and environmental enhancement, and facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.

## 14.2 Employment

- 14.2.1** The NPPF is clear that policies should avoid the long term protection of employment land where there is no reasonable prospect of a site being used for that purpose. The Council has produced a series of reports which identify the need to retain all designated Employment Areas for current and future requirements. Nevertheless, the policy approach is sufficiently flexible to respond to individual business needs within the remit of protecting and retaining land for employment purposes.

The Council's technical studies relating to employment and economic development can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk/technicalstudies](http://www.eastherts.gov.uk/technicalstudies).

- 14.2.2** While a large proportion of the district's employment generating uses and B-Class businesses are located in designated Employment Areas, there are many businesses located across the district either in small clusters or isolated units. Evidence also shows that a significant proportion of employment generating uses are actually in the retail and service industries and would not necessarily locate in employment areas. In addition, there is a growing trend towards self-employment and more flexible working patterns including working from home. To facilitate this flexible approach to working it is important that adequate access to broadband and IT connectivity and the ability to access office space where necessary is available. A vital part of the district's business offer should be the provision of a business-hub facility which provides meeting rooms, office equipment and function room services for hire and for drop-in purposes. Such a facility should be in an accessible location and have sufficient parking.
- 14.2.3** The following policies relate to the district as a whole and set out the approach to designated and non-designated employment land and employment generating uses, which may include uses not within the traditional employment Use Classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution). Policies on

retail and commercial uses are contained in Chapter 15 (Retail and Town Centres). Policies related to employment, retail or commercial uses relevant to specific settlements are included in the appropriate settlement chapter.

## ED1 Employment

I. Within designated Employment Areas (as defined on the Policies Map), land is reserved for industry, comprising Use Classes B1 (Business), B2 (General Industrial) and where well related to the primary road network, B8 (Storage and Distribution).

II. The provision of new employment uses will be supported in principle, where they are in a suitable location where access can be achieved by a choice of sustainable transport and do not conflict with other policies within this Plan. New employment floorspace should be of a flexible design, able to respond to the changing needs of small and growing enterprises, be energy efficient in construction and operation (in accordance with the Council's Design and Climate Change policies in Chapters 16 and 22) and have fully integrated communications technology.

III. Development which would cause the loss of an existing designated Employment Area, or a site/premises that was last in employment use, will only be permitted where all the following criteria are met:

- (a) The retention of the site or premises for Use Classes B1, B2 and B8 has been fully explored without success, and that there is no reasonable prospect of the site/premises being suitable and viable for any alternative employment generating use. Evidence of a period of marketing of at least 12 months must be provided;
- (b) The proposal consists of a redevelopment or change of use to an appropriate alternative employment generating use which provides at least the equivalent number of job opportunities and does not conflict with other policies in the Plan; and
- (c) The proposal does not prejudice the continued viability of existing Employment Areas and neighbouring uses.

## 14.3 Rural Economy

- 14.3.1** East Herts has the most significant rural economic profile in the county, with more than 400 agricultural holdings occupying more than 34,000 hectares. Many of these businesses have diversified and have a second income stream. Some diversification schemes, such as those that create visitor attractions, result in the intensification of the rural area but can also act as a means of connecting visitors to the countryside, thereby supporting rural jobs and skills.

- 14.3.2** Employment areas within the rural area have a key role to play in providing accessible and affordable employment and business opportunities. It is important to balance the need to retain these vital rural employment locations with the need to protect the amenity of the locality.
- 14.3.3** Agricultural buildings within the rural area are often of historic merit and the conversion of such buildings should be undertaken with care in order to protect the historic and visual quality of the building and its setting. In most cases, agricultural buildings would be considered in relation to the farm house, most of which, if they are of historic merit would already be designated in some way. Where there is no designation, an assessment will be made in relation to the Heritage policies in Chapter 21 and other policies in this Plan. The Council will expect such proposals to consider the English Heritage guide '*The Conversion of Traditional Farm Buildings: A guide to good practice*'.

The English Heritage guide '*The conversion of Traditional Farm Buildings: A guide to good practice*' can be viewed and downloaded at <http://www.english-heritage.org.uk/publications/conversion-of-traditional-farm-buildings/>.

## ED2 Rural Economy

I. Proposals for new agricultural buildings, which require planning permission, will be permitted where the building:

- (a) Is required to support the viability of the agricultural holding;
- (b) Is of a design which is appropriate for its intended use;
- (c) Is sympathetic to its surroundings in terms of design and includes a landscaping scheme;
- (d) Is designed to minimise the impact of the building on the character and appearance of the countryside;
- (e) is located within or adjacent to an existing group of buildings unless it can be demonstrated that a more isolated location is essential to meet the needs of the holding.

II. In order to support sustainable economic growth in rural areas and to prevent the loss of vital sources of rural employment, proposals that create new employment generating uses or expand existing businesses in the rural area will be supported in principle where they are appropriately and sustainably located and do not conflict with Part I of this policy or other policies within this Plan.

III. Proposals that consist of a change of use of agricultural or employment generating uses will need to provide evidence that the use is no longer needed nor viable, and that the change of use will provide at least the equivalent number of job opportunities.

IV. Where the change of use of an agricultural building is proposed, evidence will be required to demonstrate that:

- (a) the building was originally erected to serve a genuine agricultural need;
- (b) the retention of the building is unable to be facilitated by conversion to a fully or part employment generating use; and
- (c) the building is permanent and soundly constructed, not requiring complete or substantial reconstruction before adaptation to a new use.
- (d) Such proposals should not conflict with Part I of this policy or other policies within this Plan.

V. Proposals for the diversification of farms will be supported in principle where:

- (a) they secure the viability of the agricultural practice of the farm;
- (b) the diversification remains a subsidiary of the overall agricultural holding; and
- (c) any resultant retail or commercial use does not have an adverse impact on the viability of existing nearby rural or village shops or community facilities.

## 14.4 Communications Infrastructure and Flexible Working Practices

### Communications Infrastructure

**14.4.1** With the development of new information technology such as broadband internet, smart phones and Wi-Fi connectivity, working behaviour is changing with individuals and businesses working in more flexible ways. Recent trends indicate a growing popularity of and propensity for flexible working patterns and working from home. It is important that new residential properties are designed in a way that enables households to work from home either occasionally or on a full-time basis. It is vital that communications infrastructure is provided as a fully integrated part of new residential and commercial premises, particularly in more rural locations.

#### ED3 Communications Infrastructure

The provision or expansion of electronic communications networks, including high-speed broadband is supported in principle subject to the following:



(a) Where providing new infrastructure, such equipment is fully integrated into the design and is available from the start of occupation;

(b) That masts and visible structures are kept to the minimum required for the efficient operation of the network. Providers should justify the need for new structures, having fully explored the multiple-use of existing structures;

(c) Where new structures are required, equipment should be sympathetically and appropriately located, designed and camouflaged where possible, in order to respect the character and amenity of existing developments and occupiers. Providers will be expected to undertake appropriate consultations prior to seeking permission or prior approval;

(d) Providers should present evidence that the infrastructure will not cause significant and irremediable interference with other electrical equipment, air traffic services or instrumentation operated in the national interest;

(e) Providers should consider the possibility of new buildings or other structures interfering with broadcast and telecommunications services; and

(f) Proposals should meet the International Commission guidelines (or as amended) for public exposure and operations.

### Flexible Working Practices

**14.4.2** The NPPF supports flexible working practices such as the integration of residential and commercial uses within the same unit, in a way that goes beyond homeworking. Buildings can be designed in ways which facilitate the sharing and division of space for residential and business uses. The way these units operate will be different to those of wholly residential properties and will therefore need to ensure no harm is caused to the amenity of neighbouring uses. Conditions can be used to maintain a level of control over the types, occupation, intensity and operating times of business uses. For Development Management purposes, live/work units are classed as *sui generis* uses and therefore any change to either part of the property will require planning permission.

**14.4.3** The provision of such units should be part of a wider mix of residential and other uses within a development.

### ED4 Flexible Working Practices

I. Proposals for the use of part of a dwelling for small-scale business purposes will be expected to ensure that the amenity of neighbouring properties is not adversely affected.

II. Proposals for live/work units will be supported in principle subject to the following:

- (a) that a separate functional workspace is identifiable and where appropriate capable of accommodating the whole range of B1 uses;
- (b) where possible, the workspace element is provided at street level; and
- (c) there will be no significant adverse impact on the amenity of the adjoining area or nearby occupiers.

III. Where permission for live/work units is granted the following conditions shall be applied:

- (a) The business floorspace of the live/work unit shall be finished ready for occupation before the residential floorspace is occupied and the residential use shall not precede commencement of the business use;
- (b) The business floorspace of the live/work unit shall not be used for any purpose other than for purposes within Class [B1] in the Schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification;
- (c) The residential floorspace of the live/work unit shall not be occupied other than by a person solely or mainly employed, or last employed in the business occupying the business floorspace of that unit, a widow or widower of such a person, or any resident dependants.

## 14.5 Tourism

- 14.5.1** The tourism industry and visitors to the district play a vital role in the East Herts economy, creating jobs and contributing to the maintenance of facilities. Tourism in East Herts is a by-product of the high quality environment of its countryside and historic market towns, along with its locational advantages and proximity to Stansted Airport, rather than something that can be effectively planned for. It is therefore important that the provision of facilities which cater for the needs of visitors do not detract or harm the very environment that attracts them.

### ED5 Tourism

I. New tourism enterprises will be supported in principle where the facility meets identified needs which are not met by existing facilities, are appropriately located and do not conflict with other policies within this Plan.

II. Water-based facilities and developments within environmentally sensitive locations will be required to provide evidence that no harm will occur to the quality of the environment and the health of the wildlife in line with the provisions of Policy CFLR4



(Water Based Recreation), Policy NE1 (International, National and Locally Designated Nature Conservation Sites) Policy NE2 (Species and Habitats) and NE3 (Green Infrastructure).

## 14.6 Lifelong Learning

- 14.6.1** It is vital that the educational needs of the district are met both at primary and secondary level, but also within higher education and adult learning opportunities, including apprenticeships. East Herts does not have a university, but the University of Hertfordshire lies within the nearby town of Hatfield. Harlow College offers vocational courses and the Hertford Regional College has campuses both within Ware and the neighbouring town of Turnford in Broxbourne Borough, specialising in vocational courses. There is also an active adult learning partnership between several Bishop's Stortford secondary schools and The Leventhorpe School in Sawbridgeworth. It is vital that through the Council's Economic Development Strategy, links with these educational facilities are maximised and the development of further education opportunities are supported.

The Council's Economic Development Strategy can be viewed and downloaded at: [www.eastherts.gov.uk/economicdevelopmentstrategy](http://www.eastherts.gov.uk/economicdevelopmentstrategy)

- 14.6.2** In order to provide opportunities for those leaving education, and to support the creation of new businesses and entrepreneurialism in general, the Council will support in principle the creation of incubation units; small, flexible units designed for start up and growing businesses as part of new employment space across the district.

### ED6 Lifelong Learning

The provision of new educational establishments which support a range of learning and community needs such as further education and opportunities for lifelong learning will be supported in principle in line with Policy CFLR9 (Education).





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## Retail and Town Centres



### 15 Retail and Town Centres

#### 15.1 Introduction

- 15.1.1** East Herts' town centres play a vital role in providing for the every day needs of residents, providing not only a varied retail offer, but also for banking and administrative needs, leisure and social opportunities. The market towns of East Herts have a rich heritage which has influenced their current form and limiting road networks, character and architectural interest. However, this historic character can also act as a constraint, prohibiting larger retailers from investing .
- 15.1.2** In recent years there have been many financial pressures on town centres, with competition from larger centres including from out of town shopping centres, rising proportions of internet shopping, rising business rates and rents, restricted bank lending and a challenging economic climate. Despite this, East Herts' towns have been reasonably resilient suffering comparatively few closures.
- 15.1.3** The Town and Country (General Permitted Development) (Amendment) (England) Order 2013 came into force on 30 May 2013. The new rules allow high street premises to be used for new types of businesses without planning permission. Certain new retail businesses and other services will be able to open for up to two years in buildings classified as A1, A2, A3, A4, A5, B1, D1 or D2 (shops, financial services, restaurants, pubs, hot food takeaways, business, non-residential institutions, leisure and assembly). Whilst acknowledging these changes, the District Plan must plan for the whole plan period and consider the longer term needs of the district's high streets.

The East Herts Retail and Town Centres Study Update Report 2013 can be viewed and downloaded at: [www.eastherts.gov.uk/retailstudy2013](http://www.eastherts.gov.uk/retailstudy2013)

#### 15.2 Retail Development

- 15.2.1** In order to secure the vitality and viability of the district's retail centres, it is important for planning policy to seek to retain a high proportion of units for retail uses, but to also acknowledge the changing role town centres have in providing social and cultural experiences, both now and in the future. A mixture of uses in the right locations can encourage activity throughout the day and into the evening, providing for social as well as retail needs, thus enhancing the role of town centres. Therefore, where planning permission is required, the Council will seek to retain a high proportion of shop uses in the town centre.
- 15.2.2** The following hierarchy of town centres will apply:
- Principal Town Centre: Bishop's Stortford
  - Secondary Town Centre: Hertford



- Minor Town Centres: Buntingford, Sawbridgeworth and Ware
- District Centre: The Thorley Centre, Bishop's Stortford

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- 15.2.3** The NPPF states that where a proposal is over a proportionate, locally set floorspace threshold, local planning authorities should require an impact assessment to be submitted. It is not considered appropriate to apply the default threshold of 2,500 sq.m gross across the district as this scale of development would represent a significant proportion of the overall retail projections for East Herts through the Plan period. Given the high proportion of small retail units and businesses in the district's town centres, developments over 500 sq.m gross will be of a greater significance and therefore should be subject to some form of impact assessment.
- 15.2.4** The Council supports the use of upper floors in town centre locations for residential purposes where there is potential to provide a reasonable standard of accommodation, has its own access, has arrangements for car parking and/or access to, and availability of passenger transport, and has suitable refuse storage facilities. The conversion of dwellings into commercial uses outside town centre locations will be resisted.

## RTC1 Retail Development

I. Within the town centre boundaries as defined on the Policies Map, the following uses will be supported in principle, where they contribute to maintaining the role and function, viability and vitality of the market town:

- A1 (shops)
- A2 (financial and professional services)
- A3 (restaurants and cafes)
- A4 (drinking establishments)
- A5 (hot food takeaways)
- B1a (offices)
- C1 (hotels)
- D1 (non-residential institutions)
- D2 (assembly and leisure)

II. Proposals will be assessed in line with the sequential approach. The main town centre uses as listed should be located in the town centre, then in edge of centre locations and only if suitable sites are not available should out of centre locations be considered. When



considering edge of centre and out of centre proposals, preference will be given to accessible sites that are well connected to the town centre. The Council and the applicant will demonstrate flexibility on issues such as format and scale.

III. Proposals for retail, leisure and office developments are required to provide an impact assessment indicating the impact of the proposal on existing, committed and planned public and private investment in the town centre and in the catchment area of the proposal. The assessment should also consider the impact of the proposal on vitality and viability, including local consumer choice and trade in the town centre and the wider area, for up to ten years from the application. The following thresholds will be applied:

- Over 1,500 sq.m gross in Bishop's Stortford
- Over 1,000 sq.m gross in Hertford
- Over 500 sq.m gross elsewhere

IV. Where a proposal fails to satisfy the sequential approach or is likely to have an adverse impact it will be refused.

## 15.3 Primary Shopping Area

**15.3.1** Primary Shopping Areas are where retail activity is concentrated, often underpinned by larger anchor stores and popular chains. Primary Shopping Areas contain both primary and secondary frontages. Primary Shopping Frontages are normally the retail 'core' of a centre where the majority of footfall and activity occurs. They are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary Shopping Frontages provide a greater diversity of uses such as restaurants, commercial services and leisure facilities, which provide a supporting role for the centre as a whole.

**15.3.2** In order to maintain the viability of the Primary Shopping Area and to locate retail uses where there are good passenger transport networks, it is important to prevent the dilution of the Primary Shopping Frontage within the Primary Shopping Area. Given the size, diversity and function of the town centres of Bishop's Stortford, Hertford and Ware, it is necessary to designate a Primary Shopping Area within the town centres, which contain both Primary and Secondary Shopping Frontages.

### RTC2 Primary Shopping Area

I. Within the Town Centre boundaries as defined on the Policies Map, Primary Shopping Areas are designated for the Town Centres of Bishop's Stortford, Hertford and Ware, within which retail and other town centre uses, as listed in Policy RTC1 (Retail Development), should be located.





II. The Primary Shopping Areas will contain both Primary and Secondary Shopping Frontages. Proposals for development within Primary Shopping Frontages will be considered in accordance with Policy RTC3 (Primary Shopping Frontages). Proposals for development within Secondary Shopping Frontages will be considered in accordance with Policy RTC4 (Secondary Shopping Frontages).

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## 15.4 Primary Shopping Frontages

- 15.4.1** Recognising temporary changes in permitted development, it is not appropriate to take a *laissez faire* approach to development within East Herts' town centres, nor is it appropriate to ban changes of use from A1 (Shop) uses to other uses, as to do so could prevent diversity and stifle investment, resulting in vacant uses. However, it is appropriate to seek to maintain a high proportion of A1 (Shop) uses in order to ensure the vitality and viability of the town centres, so that they are able to perform their function as retail and leisure destinations.

### RTC3 Primary Shopping Frontages

In order to protect the vitality and viability of the Primary Shopping Areas, within the Primary Shopping Frontages in Bishop's Stortford, Hertford and Ware, as defined on the Policies Map, proposals for the loss of A1 (Shop) uses will be resisted where this would result in more than 30% of units in a continuous frontage in Non-A1 Use.

## 15.5 Secondary Shopping Frontages

- 15.5.1** Within the Primary Shopping Areas of Bishop's Stortford, Hertford and Ware, Secondary Shopping Frontages provide an opportunity for the types of uses that support a town centre's function as a destination for leisure as well as for retail purposes, such as restaurants, coffee shops, financial and commercial services.
- 15.5.2** The Town Centres of Buntingford and Sawbridgeworth are minor town centres with a high number of independent stores and a low number of national retailers. Given their role as service centres for their immediate population and rural hinterland, the town centre boundary is tightly drawn around the existing high street and there is no primary shopping area designated. There are no obvious areas within these town centres where there is a predominance of Class A1 (Shop) uses. It is therefore appropriate to define the frontages within the two towns as Secondary Shopping Frontages, where a flexible approach to changes of use will be applied where this does not lead to a disproportionate and potentially detrimental number of non-retail uses.



## RTC4 Secondary Shopping Frontages

Within the Secondary Shopping Frontages in Bishop's Stortford, Buntingford, Hertford Sawbridgeworth and Ware, as defined on the Policies Map, proposals for development or changes of use to those listed in Policy RTC1 (Retail Development) will be supported in principle, where this does not lead to more than 50% of units in Non-A1 Use in a continuous frontage, and does not prejudice the viability of existing A1 Uses.

## 15.6 District Centres, Local Parades and Individual Shops

- 15.6.1** District centres, neighbourhood centres and local parades support day-to-day needs of communities, providing opportunities for top-up shopping and access to services and social interactions. Quite often they are essential for those less able to travel to town centres or larger retail centres. It is therefore important that these local centres provide the type and range of retail and commercial uses necessary to serve and support the local community.
- 15.6.2** District centres generally comprise a group of shops, separate from the town centre, with at least one supermarket or superstore, together with a range of non-retail services and public facilities. In order to reflect the importance role played by the Thorley Centre in Bishop's Stortford in terms of the local provision of food shopping and services, the centre is identified as a District Centre:
- Bishop's Stortford: The Thorley Centre - District Centre
- 15.6.3** The Bishop's Park Centre in Bishop's Stortford is similar to the Thorley Centre, in terms of the local provision of food shopping and services. However, as the supermarket is smaller, there is only one other retail unit and a community centre on the site, its role is more limited. As such, the Bishop's Park Centre is identified as a Neighbourhood Centre:
- Bishop's Stortford: Bishop's Park - Neighbourhood Centre
- 15.6.4** Local parades provide a range of small shops of a local nature for a small catchment. These include parades of shops and services both in urban areas and in village locations. The following are categorised as Local Parades:
- Bishop's Stortford:
    - Hockerill
    - Havers Parade
    - Snowley Parade
  - Hertford:





- Fleming Crescent, Sele Farm
  - The Avenue, Bengeo
- Ware:
  - The Green, Kingshill
  - Cromwell Road
  - King George Road
- Villages:
  - Puckeridge
  - Stanstead Abbots and St Margarets
  - Watton-at-Stone

**15.6.5** Individual shops are distributed throughout the towns and villages in the district and provide valuable facilities for local people in addition to the town centre offer.

## **RTC5 District Centres, Neighbourhood Centres, Local Parades and Individual Shops**

I. Within District Centres, Neighbourhood Centres and Local Parades, development or change of use to the use classes listed in Policy RTC1 (Retail Development) above will be supported in principle, where they maintain an appropriate mix to secure the vitality and viability of the district centre or local parade and do not conflict with other policies within this Plan.

II. Within urban and rural centres, proposals that result in the loss of shops will be considered in accordance with Policy CFLR7 (Community Facilities).





## 16 Design



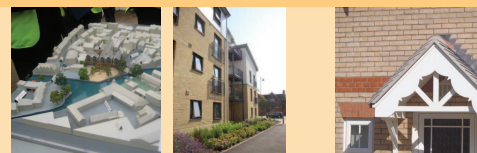
## 16 Design

### 16.1 Introduction

- 16.1.1** The importance of good design in securing high quality development is widely recognised. Design is not just about visual appearance and function: it is about a whole range of social, economic and environmental considerations, which together are a major contributor to quality of life.
- 16.1.2** One of the objectives of this Plan is to raise the standards and quality of the layout and design of new development. The District Council is strongly committed to promoting good design in new developments and to improving the quality of public spaces. Good design is a key aspect of sustainable development and can contribute positively to making places better for people. The way in which places and the buildings within them are designed is fundamental not only to creating environments that communities value, but also to ensuring that the use of resources and the environmental impact of new development is reduced.
- 16.1.3** Good design can encourage healthy lifestyles by encouraging movement on foot and by bicycle. It can also enhance local distinctiveness, promote the vitality of the local economy, facilitate community cohesion by enabling social interaction in secure public spaces and incorporate multi-functional Green Infrastructure networks. In summary, good design can contribute towards creating attractive and safe places where people want to live, work, and visit.

### 16.2 Design Objectives

- 16.2.1** To achieve high quality design, there are several intrinsic sustainable development objectives that should be understood by applicants to inform the design of new development. These are to:
- Respect, improve and enhance the existing surrounding environment;
  - Respond to existing patterns of development and the local context;
  - Be attractive in appearance but receptive to original design and innovation in construction techniques, design and technologies;
  - Be usable, in terms of accessibility, legibility and be well-connected;
  - Be adaptable and flexible to the needs of the occupiers now and in the future;
  - Be socially inclusive, catering for the current and changing needs of the district's population;
  - Discourage crime and anti-social behaviour;
  - Encourage health and well-being;
  - Incorporate measures to mitigate and adapt against the effects of climate change; and
  - Incorporate planting and landscaping into the overall design, including through the creation of adequate private amenity space.



## 16.3 Sustainable Design

**16.3.1** There are many industry examples, toolkits, guidance documents and best practice available that provide sources of information on how to design developments in the most sustainable way.

**16.3.2** **Building Futures** is a Hertfordshire guide to promoting sustainability in development. It includes an interactive Sustainable Design Toolkit, which contains design guidance for six different types of development ranging from householder extensions through to large and mixed-use development:

1. Household extension
2. New dwellings
3. Multi-residential (e.g. care homes)
4. Education & Health
5. Commercial & Industrial
6. Large & Mixed-use

**16.3.3** The Toolkit has been created to help those who prepare and assess development proposals in Hertfordshire to better understand the principles of sustainable design and consider how best they can be applied to a specific scheme and site. Using a virtual townscape, the Toolkit aims to provoke thought and inform decisions on the design and build of new development schemes in Hertfordshire. It does this by providing a simple framework of questions, best practice guidance and further information on sustainable design. The questions, guidance and information have been tailored to the six broad types of development to ensure the Toolkit is proportionate and reflects the issues and opportunities typically faced by different types of development.

**16.3.4** Users of the Toolkit can choose one of the six development types to navigate a wealth of sustainable design guidance on issues such as climate change, water, materials and safety. It should be noted that some of these measures exceed those required by Building Regulations. As Building Regulations also change over time as standards and technology improves, applicants should therefore seek to employ the best available approach to sustainable design and technology.

Building Futures is an interactive Website which can be viewed at:  
[www.hertslink.org/buildingfutures](http://www.hertslink.org/buildingfutures)

**16.3.5** **Building for Life 12** is a nationally recognised scheme for appraising the overall design of development. The appraisal consists of 12 questions. A well designed scheme will perform well against all 12 of the questions and the performance will be determined using a traffic light system of green, amber and red. The questions are available for use by anyone who has an interest in new homes and



neighbourhoods; from developers to community groups to local authorities. Developers achieving 12 green lights within the appraisal can apply for 'Built for Life' accreditation which can be used to market the site.

- 16.3.6** Appraisals should ideally be undertaken throughout all stages of the development process, guiding design related discussions with the local community, local authority and other stakeholders. Through this process, all parties should understand what needs to be done in local circumstances to achieve as many 'green' lights as possible, minimise 'ambers' and avoid 'reds'. Any 'ambers' and 'reds' should be identified early so that a suitable design solution can be found where possible.

Building for Life guidance can be viewed at: [www.designcouncil.org.uk](http://www.designcouncil.org.uk)

### 16.4 Planning Applications

- 16.4.1** The District Council expects a high standard of design in new development. To achieve this, applicants should ensure:
- A comprehensive design process has been carried out including: a site and context appraisal and assessment of relevant policies; involvement with the local community; and the design of the development scheme based on assessment, involvement, and evaluation of information collected;
  - That in the design of the scheme there should be clear evidence that design principles based on the sustainable development objectives set out above have been followed, understood and integrated within the constraints of the development proposal. It is essential that skilled architects are involved in the early stages of any development proposal, to ensure that the potential of any site can be maximised;
  - That where necessary, a Design and Access Statement has been completed and accompanies the application. Applicants will be encouraged to use the Building Futures Sustainable Design Toolkit and Building for Life 12 questions within their Design and Access Statements.

### 16.5 Design Codes

- 16.5.1** A Design Code is a set of specific rules or requirements to guide the physical development of a site or place. The aim of design coding is to provide clarity as to what constitutes acceptable design quality and thereby a level of certainty for developers and the local community alike that can help to accelerate the delivery of good quality new development.

- 16.5.2** The District Council will consider using Design Codes where they will help to deliver high quality outcomes on particular sites/areas.





## 16.6 Design Reviews

- 16.6.1** The publication of the NPPF has re-iterated and reinforced the role of Design Reviews. Where appropriate the District Council will ensure that local design review arrangements are in place to provide assessment and support to ensure high standards of design.
- 16.6.2** The new Hertfordshire Design Review Panel, funded by Hertfordshire County Council, has been set up to help planners, developers and designers realise the full potential of development schemes. It is a new addition to the Building Futures initiative and provides a resource to support the delivery of high quality, sustainable design for those bringing forward development proposals.
- 16.6.3** The majority of schemes brought forward for review would be at the pre-application stage, i.e. at the early design stage. They would normally be major schemes as defined by their scale and nature, or which have a significant impact on the character of Hertfordshire's landscape, settlements and built form. Schemes submitted for review may include proposals for new housing, commercial development, infrastructure or community facilities (e.g. schools) as well as public realm and open space enhancement schemes.

## 16.7 Local Character and Amenity

- 16.7.1** Many features contribute to East Hertfordshire's character, including its historic environment, the landscape and the pattern of towns and villages, rivers and open spaces. This context makes the district a very attractive and desirable place to live.
- 16.7.2** Buildings and landscapes that demonstrate a distinct character and are aesthetically pleasing, contribute greatly to the success of a place. Many modern development schemes (especially schemes involving a number of dwellings) can be bland and generic. However, if a development scheme is based on a sensitive understanding of site and context, it can exhibit a distinct character and identity while also belonging to the wider locality. Therefore successful development should respond to locally distinctive patterns of development, building methods and detailing, landscape and history.
- 16.7.3** If development is to be successfully integrated within the existing environment then scale is an important design element. When designing to the local character of building forms, patterns of development and the natural environment, the scale of new development should:
- Avoid obscuring important views, vistas and skylines;
  - Ensure the height and massing does not interrupt the rhythm of an existing building/roof line and overall streetscape, or detract from the local and wider area's character;



- Respect the existing scale in the detailing and composition of elements such as windows, doors etc; and
- Have regard for the principal users of development schemes so that buildings and infrastructure are scaled for their maximum benefit and enhance their experience of the space.

**16.7.4** Taller buildings are often more suited to key locations such as on corners, along principal routes, the end of vistas or around parks.

**16.7.5** The layout, form, building details and massing of a development will have a great impact on a locality, and the opportunity to enhance, add variety and local distinctiveness. Layouts should observe good urban design principles, with a clear sense of public and private frontages and buildings, positively addressing public routes within and around a site. The layout and alignment of built form, plots and blocks should respect and be well integrated within the grain of the wider townscape.

## ***Major Developments***

**16.7.6** Proposals for major development should include attractive gateway features, focal points, landmarks and vistas; should include a variation in density to reflect different parts of the site, with higher densities along major internal routes, at gateways, and around local centres, and lower densities elsewhere, as appropriate; and should incorporate distinct character areas linked by well-defined points of transition to encourage movement through the site.

**16.7.7** Such large scale proposals should be designed using a comprehensive master planning approach to the whole site within its immediate and wider context, rather than following landownership parcels.

**16.7.8** It is also important that layouts are configured in such a way that they are easy to understand, are well-connected, inclusive, feel safe, and have clearly defined public and private spaces.

## ***Public Realm and Inclusive Design***

**16.7.9** Public realm refers to all publicly accessible open spaces and public and civic building facilities, publicly owned streets, pathways, rights of way and parks. For places to work and foster sustainable communities it is important that the public realm is of a high quality, feels safe, is inclusive to all social groups, and is adaptable to the changing needs of the community. This is achievable through:

- Careful design that prioritises and promotes walking;
- The quality and materials of the hard landscaping (paving, kerbs, walls etc);
- Uncluttered and simplified street furniture;





- Planting (trees, grassed areas, flowers);
- Green space for being retained, enhanced and integrated into the design of a development scheme. It will reinforce the quality and character of a place, increase biodiversity and deliver a wide range of environmental and health and wellbeing benefits;
- Lighting being integral to the design and not added at the end;
- Incorporating inclusive design features that benefit everyone in the community e.g. play areas, Wi-Fi technology; and
- Public amenity space which is of a high standard and an adequate size for the development and needs of the community. Private and public space should be considered in the process of designing buildings and places. This prevents non-specific, unused and anti-social spaces being created.

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**16.7.10** The built environment should promote independent lifestyles particularly for those with restricted mobility, such as the elderly and the disabled, and also for those with young children. 'Lifetime Neighbourhoods' is an established concept to build inclusive communities, ensuring that age or disability does not prevent people from accessing basic amenities, green and open spaces, cultural facilities, places to meet and relax, and local shops and services. The layout and function of the public realm, including the provision of facilities such as toilets for public use and seating should be consciously planned into proposals at the outset.

**16.7.11** 'Lifetime Homes' are ordinary homes designed to add to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life. Lifetime Homes are all about flexibility and adaptability; they are thoughtfully designed to create and encourage better living environments for everyone, enabling occupants to adapt their property according to their needs such as from raising small children to coping with illness or dealing with reduced mobility in later life. This enables occupants to stay within their home for longer and to maintain an independent lifestyle. Residential development should be built to achieve Lifetime Homes standards in accordance with Policy HOU1 (Type and Mix of Housing) and Policy HOU6 (Housing for Older and Vulnerable People). Decent room sizes will be expected in all residential developments, ensuring that the intended functions of each room can be satisfactorily achieved.

### ***Innovation***

**16.7.12** Innovation can be incorporated into development schemes via building construction methods, building materials, and the use of new technologies (e.g. solar panels and passive ventilation). Innovation can be an important design element if it raises the standard of a development scheme by enhancing its performance, quality and aesthetics, resulting in its desirability, longevity and status. Innovation does not



have to be limited to one-off developments or modern districts. If sensitive and intelligent design is utilised, new and old can co-exist without disguising one as the other.

- 16.7.13** The Council wishes to encourage good design without stifling innovation, originality or initiative. Permission will be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

## ***Small-scale Developments***

- 16.7.14** Many developments that occur are of a small scale, often extensions to existing properties or the replacement of single dwellings. It is important that the character of the locality and the potential amenity impacts of these smaller developments respect the local character and do not significantly detract from the amenities of any neighbouring property by shadowing, loss of privacy, or similar.

### **DES1 Local Character and Amenity**

I. All development proposals, including extensions to existing buildings, must be of a high standard of design and layout to reflect and promote local distinctiveness. Proposals will be expected to:

- (a) Make the best possible use of the available land by respecting or improving upon the character of the site and the surrounding area, in terms of its scale, height, massing (volume, shape), orientation, siting, layout, density, building materials (colour, texture), landscaping, environmental assets, and design features, having due regard to the design opportunities and constraints of a site;
- (b) Incorporate homes, buildings and neighbourhoods that are flexible to future adaptation, including the changing needs of occupants and users, and changes in wider employment and social trends;
- (c) Avoid significant detrimental impacts on the amenities of neighbouring properties and land;
- (d) Embrace high quality innovative design, new technologies and construction techniques, including zero or low carbon energy and water efficient, design and sustainable construction methods;
- (e) Make provision for the storage of bins and ancillary household equipment. Garages and driveways should be capable of accommodating family sized vehicles;
- (f) Ensure all internal rooms are of an appropriate size and dimension so that the intended function of each room can be satisfactorily achieved. All dwellings shall be identified by their square metreage.

II. Proposals must not prejudice the development opportunities of surrounding sites.



III. Development proposals which create new or have a significant impact on the public realm should:

- (a) Maximise legibility of the public realm through the layout of buildings, landmarks, landscaping, paving, high quality public art, street furniture and infrastructure including signposting, in a way that maintains uncluttered spaces and enables easy navigation and movement through the space;
- (b) Maximise opportunities for urban greening, for example through planting of trees and other soft landscaping wherever possible;
- (c) Avoid creating 'left-over' spaces with no clear purpose or function;
- (d) Ensure that long-term maintenance and management arrangements are in place for the public realm as appropriate.

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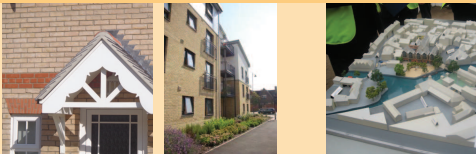
## 16.8 Crime and Security

**16.8.1** To ensure cohesive and sustainable places it is important that a sense of personal and community safety is present within the built environment. Various measures can be designed into development schemes, which can assist in discouraging crime and anti-social behaviour. Such measures include:

- Places with well defined interconnected routes and spaces;
- Public and private spaces that are clearly defined;
- Natural surveillance, by fronting buildings, parking and play areas onto the public realm;
- Strategically placed effective lighting; and
- Physical access control and security hardware such as CCTV.

**16.8.2** The District Council supports the 'Secured by Design' initiative and will expect proposals for new residential or commercial development to incorporate crime prevention measures. Applicants are also advised to consult the Hertfordshire Constabulary Architectural Liaison Officer for advice on measures to facilitate crime prevention prior to the preparation of a detailed layout. Such advice is always subject to other planning criteria and policies as well as the requirements of the Building and Fire Regulations.

**16.8.3** Security features should be designed in a sensitive manner which respects the overall character of the area. On shop fronts and commercial premises the use of architectural solutions combined with the use of an internal open lattice grille is preferred.



## DES2 Crime and Security

I. Developments should be designed to reduce the opportunity for crime by encouraging the natural surveillance of streets, footpaths, parking and communal areas, and the creation of areas of defensible space. Such measures should not significantly compromise the provision of high quality design and landscape schemes nor be prejudicial to the existing character of the area and public amenity.

II. Security features should be designed in a sensitive manner which respects the overall character of the frontage and location, whilst maintaining an attractive street scene.

## 16.9 Advertisements and Signs

**16.9.1** The display of advertisements and signs is subject to complex and detailed regulations. In many cases it is necessary to obtain express consent from the local planning authority.

**16.9.2** Advertisements and signs vary greatly in their purpose. Many are essential, even mandatory. Others are provided for the purpose of direction or information, or simply to announce a particular product, service or premises. Signs are most usually displayed on the land or premises to which they relate, but are sometimes positioned some distance away.

**16.9.3** The impact of signs varies greatly. Individually, they may cause little offence, except where they are excessively large, or are insensitively located. However, it is often the cumulative effect of signs and notices that is likely to cause the greatest visual impact and detrimental effect.

**16.9.4** In the rural area, many signs or advertisements could appear incongruous. It is acknowledged that commercial concerns in rural areas experience difficulty in announcing their premises, but a proliferation of signs would be detrimental to the landscape, and any unnecessary sign is likely to be resisted.

## DES3 Advertisements and Signs

I. Consent will not be given for advertisements that are harmful to amenity or public safety.

II. The number, size, position, siting, illumination, design, colour and materials of advertisements, displayed on or close to a building, must respect the character and appearance of the environment, and the design, scale, features, function and setting of the building.

III. The display of advertisements of an inappropriate size, position, siting, illumination, design, colour and materials, will not be permitted.



# 17 Transport





## 17 Transport

### 17.1 Introduction

- 17.1.1** National and local policies and guidance seek a reduction in the growth of car usage and the greater use of more sustainable modes of transport.
- 17.1.2** Locally, the over-arching transport policy document for the area is Hertfordshire's Local Transport Plan (HCC, 2011) (LTP3), which sets the framework for achieving a better transport system in Hertfordshire for the plan period 2011-31. The LTP has a number of associated daughter documents containing their own initiatives including: the Rail Strategy, Bus Strategy, Intalink Strategy, Cycling Strategy, Walking Strategy, Rural Strategy, Road Safety Strategy, and Rights of Way Improvement Plan.

The Hertfordshire Local Transport Plan 2011 can be viewed and downloaded at: [www.hertsdirect.org/services/transtreets/tranpan/ltp/](http://www.hertsdirect.org/services/transtreets/tranpan/ltp/)

- 17.1.3** Although the LTP identifies some specific schemes for implementation in the district, the majority of transport schemes are identified through a rolling programme of Urban Transport Plans (UTPs) which identify how and where the strategic objectives and targets detailed in the county-wide LTP can be delivered at a local level. There are two UTPs affecting East Herts; the Hertford and Ware Urban Transport Plan (HCC, November 2010), and the emerging Bishop's Stortford and Sawbridgeworth Urban Transport Plan.

The Hertford and Ware Urban Transport Plan can be viewed and downloaded at: [www.hertsdirect.org/services/transtreets/tranpan/tcatp/handwutp.pdf](http://www.hertsdirect.org/services/transtreets/tranpan/tcatp/handwutp.pdf)

- 17.1.4** While the primary responsibility for the delivery of transport provision in the district lies with Hertfordshire County Council as Highway Authority, East Herts Council has involvement in some aspects, mainly via the planning system, community transport, and the management and enforcement of parking.
- 17.1.5** New development can aid the improvement of the transport offer in the district by making the best use of existing infrastructure (including passenger transport), providing new components where necessary, and also by contributing to the improvement of passenger transport provision, walking and cycling. In enabling access to new development, the provision of safe sustainable travel alternatives can make these sustainable modes more attractive to users than the car. If provided from the outset they can help instil green travel patterns (which are harder to establish later), and as a consequence assist in reducing the carbon footprint made by the transport sector. "Green streets", designed with a strong landscaped structure



(which may include, trees, shrubs, verges and sustainable drainage systems), can assist in urban greening and their high amenity value can encourage walking and cycling.

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**17.1.6** Priority should focus on locating new residential development in close proximity to employment, retail, educational and leisure facilities and services, where good passenger transport exists, or where infrastructure and service provision can be improved.

**17.1.7** Green Travel Plans can also help assist in modal shift e.g. via lift sharing schemes. Nonetheless, within the rural parts of the district the dispersed settlement pattern with related lower levels of passenger transport provision and attendant high levels of car dependency make the provision of realistic alternatives to the private car more challenging. Therefore, while supporting and encouraging a reduction in car usage, it is necessary to recognise the importance of private motorised transport in enabling the population of more rural locations to access key facilities and services.

## 17.2 Sustainable Transport

**17.2.1** The District Council, in recognising that the achievement of sustainable development underpins national planning policy, seeks to promote sustainable transport and improve accessibility as an important part of its District Plan policy approach. Key issues to be addressed include:

- Minimising the need to travel;
- Increasing choice and availability of sustainable transport options;
- Prioritising sustainable travel modes in new developments;
- Increasing connectivity and integration of sustainable transport modes;
- Encouraging healthy communities by supporting walking and cycling;
- Reducing congestion and carbon-dioxide emissions.

**17.2.2** Therefore, where possible, strong emphasis will be placed on seeking the provision of new bus, cycle and pedestrian transport routes and networks in addition to extending and strengthening existing provision.

**17.2.3** It is, however, acknowledged by the Government that “different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas” (Paragraph 29, NPPF, CLG, 2012). Therefore, where new development is sited away from urban areas it is recognised that there may be reduced scope for passenger transport service and/or other sustainable transport provision in some locations. However, every effort should be made to ensure that the best possible sustainable transport outcomes can be achieved for all new developments, irrespective of remoteness of location, and developers will be expected to demonstrate where specific circumstances indicate otherwise.



## TRA1 Sustainable Transport

I. To achieve accessibility improvements and promotion of sustainable transport in the district, development proposals should:

- (a) Primarily be located in places which enable sustainable journeys to be made to key services and facilities to help aid carbon emission reduction;
- (b) Comply with the provisions of the Local Transport Plan;
- (c) Ensure that a range of alternative transport options are available to occupants or users, which may involve the improvement of pedestrian links, cycle paths, and passenger transport network (including bus and/or rail facilities). These improvements could include the creation of new routes, services and facilities or extensions to existing infrastructure and which could also incorporate off-site mitigation, as appropriate. In suitable cases the provision of footways and cycle paths alongside navigable waterways may be sought, along with new moorings where appropriate. The implementation of car sharing schemes should also be considered;
- (d) Prioritise the provision of modes of transport other than the car (particularly walking, cycling and, where appropriate, passenger transport) both within well connected site layouts and, where possible, providing easy and direct access to key services and facilities;
- (e) In the construction of major schemes, allow for the early implementation of sustainable travel infrastructure or initiatives that influence behaviour to enable green travel patterns to become established from the outset of occupation;
- (f) Protect existing rights of way, cycling and equestrian routes (including designated routes and, where there is evidence of regular public usage, informal provision) and, should diversion prove unavoidable, provide replacement alternative appealing routes to equal or enhanced standards; and
- (g) Ensure that provision for the long-term maintenance of any of the above measures (c) (d) and (f) that are implemented is assured.

II. Where appropriate, contributions may be required towards the facilitation of strategic transportation schemes identified in the Local Transport Plan and other related strategies.

III. In order to minimise the impact of travel on local air quality, where major developments involve the introduction of new bus routes or significant changes to existing routes, service providers will be required, in agreement with Hertfordshire County Council's Transport, Access and Safety Unit, to ensure that the vehicles serving these locations will either be of 'hybrid' type or meet the latest 'Euro' emissions regulations.





### 17.3 Highway Safety and Trip Generation

- 17.3.1** In designing new developments it is important that proposed access arrangements are both safe for users and suitable for the type of development and number of users proposed and trips predicted to be generated. Where additional trips are predicted from a site it is necessary to ensure that measures can commensurately mitigate the impact where possible and the NPPF is clear that “development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe” (Paragraph 32, NPPF, CLG, 2012).
- 17.3.2** However, it is important that proposed mitigation measures should not only achieve their transport objective but also respect the character of the area and not have a significant adverse effect on the wider environment and the amenity of local residents, e.g. through unacceptable trip generation levels, displacement parking, etc.

#### TRA2 Highway Safety and Trip Generation

Development proposals should ensure that safe and suitable access can be achieved for all people. Site layouts, access proposals and any measures designed to mitigate trip generation produced by the development should:

- (a) Be acceptable in highway safety terms;
- (b) Not result in any severe residual cumulative impact; and
- (b) Not have a significant detrimental effect on the character of the local environment.

### 17.4 Vehicle Parking Provision

- 17.4.1** The amount of parking provision associated with development can have a significant effect on the mode of transport used to access it. The restriction of provision at destination points can lead to greater use of sustainable transport from place of origin instead of car usage.
- 17.4.2** While the benefits of such restrictions are recognised in terms of reduced congestion, vehicle emissions etc, it is also important to ensure that they do not lead to displacement parking to other areas. Maintaining the vitality and viability of the district’s market towns and service centres is also of key importance. Therefore, a balance needs to be achieved between restricting parking provision in new developments and ensuring that sufficient provision is made, while also ensuring that suitable parking facilities for cycles and powered two-wheelers are provided to encourage modal shift to sustainable transport options.



- 17.4.3** The Council's Supplementary Planning Document 'Vehicle Parking Provision at New Development' sets out the amount of parking spaces that should be provided in association with development and also offers guidance concerning the design and layout of such provision.

The Vehicle Parking Provision at New Development Supplementary Planning Document (2008, or as amended) can be viewed and downloaded at: [www.eastherts.gov.uk/vehicleparking](http://www.eastherts.gov.uk/vehicleparking)

- 17.4.4** It is important that the most efficient use is made of land. Therefore, where a car park is proposed for non-domestic use, it is sensible to consider whether it would be appropriate to allow for shared public use of the facility, as this may help to ease pressure for additional provision, especially when located in proximity to town centres or at retail centres.

## TRA3 Vehicle Parking Provision

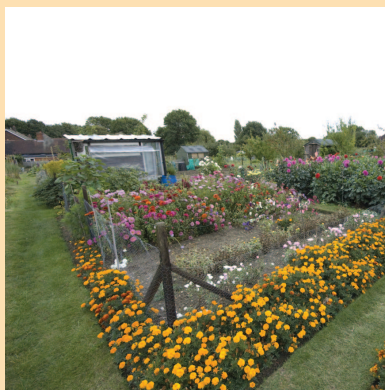
I. Vehicle parking provision associated with development proposals will be assessed on a site-specific basis in accordance with the provisions of the District Council's currently adopted Supplementary Planning Document 'Vehicle Parking Provision at New Development'.

II. Provision of sufficient secure, covered and waterproof cycle and, where appropriate, powered two-wheeler storage facilities should be made for users of developments for new residential, educational, health, leisure, retail, employment and business purposes (to be determined on a site-specific basis). These should be positioned in easily observed and accessible locations.

III. Car parking should be integrated as a key element of design in development layouts to ensure good quality, safe, secure and attractive environments.

IV. Where a private car park for non-domestic use is proposed, the Council will assess whether it should also be available for shared public use having particular regard to the needs of the primary user.

V. Where public car parks (including those for Park and Ride facilities) are proposed, or where car parks are to be provided associated with major development involving educational, health, leisure, retail, employment and business uses, provision should be made for charging points for low and zero carbon vehicles (to be determined on a site-specific basis).



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## Community Facilities, Leisure and Recreation



## 18 Community Facilities, Leisure and Recreation

### 18.1 Introduction

- 18.1.1** In order for communities to be successful, it is vital that they are well served by a full range of services and infrastructure which are appropriate to people's needs and accessible to all.
- 18.1.2** Open space, sport and recreation facilities are important in enhancing people's quality of life. They also perform wider roles in helping to build inclusive communities, promoting healthy lifestyles and protecting green spaces. Similarly, community facilities play a significant role in developing the social wellbeing of individuals and communities by allowing activities and interests to grow outside of the home and the workplace. They also bring people together and help to establish new communities. Access to education is another key contributor to a sense of community and wellbeing.
- 18.1.3** The loss of open space, sport, recreation and community facilities which provide valuable public services could prove detrimental to community identity and sustainability. Safeguarding such facilities will help realise the full potential of existing buildings for community use and encourage re-use of appropriate buildings when they become available.
- 18.1.4** With an ageing population local access to healthcare facilities is an important part of everyday life, and the provision of such facilities within a community, accessible by a choice of sustainable travel options is vital. Facilities which assist in individuals maintaining a healthy and active old age will become more important in East Herts.

### 18.2 Open Space, Sport and Recreation

- 18.2.1** Regular physical exercise contributes to good levels of health and wellbeing. Aside from its benefits to the individual, increased participation in sport can also have wider benefits in tackling social exclusion and reducing anti-social behaviour. It is therefore important that people in all areas have access to good quality open spaces and the opportunity to participate in formal and informal recreation, including waterside and water based recreation. Open spaces often have multiple uses: those designated for outdoor recreation such as golf courses, public parks and allotments also form part of the wider green infrastructure network.
- 18.2.2** A high proportion of adults and children do not exercise regularly. Increasing participation rates in sport and recreation requires the co-ordinated efforts of many partner organisations. Open spaces and sports facilities are key community facilities which contribute towards health and wellbeing both directly and indirectly. Planning's role involves protecting existing assets, and promoting provision through the planning process by making sure that new development does not result in a shortfall in the provision of facilities. Planning also has a role in promoting the provision and enhancement of new and existing facilities through a positive policy approach towards such development, and where necessary through site allocation.



**18.2.3** Sport England is the Government agency which seeks to encourage people and communities to participate in active sport and recreation. It aims to ensure positive planning for sport, enabling the right facilities to be provided in the right places, based on robust and up-to-date assessments of need for all levels of sport and all sectors of the community. Sport England, working with the provisions of the NPPF, encourage local planning authorities to make direct reference to sport in local planning policy to protect, enhance and provide sports facilities, as well as helping to realise the wider benefits that participation in sport can bring. As such, Sport England has a role in protecting sports provision and is consulted where planning applications impact on such facilities. All proposals for new facilities will be expected to be designed in accordance with Sport England's design guidance to help ensure that facilities are fit for purpose and of a high quality design.

**18.2.4** The council has recently undertaken a number of technical studies that seek to inform the preparation of the District Plan, in accordance with the requirements of the NPPF. The Playing Pitch Strategy (2010), which was part of a wider Sports Facility Assessment (2011) identifies locations where there is a deficit of provision in particular sports and the need for new facilities. Applications will be expected to refer to these studies as appropriate. Given there are existing deficits in provision, the loss of facilities should only occur in tandem with their replacement by new and enhanced facilities, which will be required to be delivered prior to the commencement of development in order to ensure that replacement facilities are available to provide continuity for users.

The East Herts Playing Pitch Strategy can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk/playingpitchstrategy](http://www.eastherts.gov.uk/playingpitchstrategy)

The East Herts Sports Facility Assessment can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk/indoorsportsfacilityassessment](http://www.eastherts.gov.uk/indoorsportsfacilityassessment)

**18.2.5** Community Use Agreements will be sought to secure community use of new facilities provided on sites which may not usually be available for wider community access (e.g. educational or private sites).

## CFLR1 Open Space, Sport and Recreation

I. Proposals that result in the loss or reduction of open space, indoor or outdoor sport and recreation facilities, including playing fields, (as defined on the Policies Map) will be refused unless:

- (a) An assessment has been undertaken which has clearly shown that the facility is no longer needed in its current form; or





(b) The loss resulting from the proposed development would be replaced by enhanced provision in terms of quantity and quality in a suitable location prior to the commencement of development; or

(c) The development is for an alternative open space, sport and recreation facility, the need for which clearly outweighs the loss.

II. Proposals that retain or enhance the provision, quality and accessibility of existing open space, or indoor or outdoor sport and recreation facilities will be supported in principle, where they do not conflict with other policies within this Plan.

III. Proposals for new open space, indoor and outdoor sport and recreation facilities which meet identified needs will be encouraged in suitable locations, served by a choice of sustainable travel options. The proposal and all ancillary facilities such as changing rooms and car parking should be fit for purpose and of an appropriate scale and design. Measures should be taken to integrate such facilities into the landscape providing net benefits to biodiversity.

IV. Proposals should aim to provide for the dual or multiple use of facilities for wider community activities. The use of Community Use Agreements will be expected where appropriate.

### 18.3 Open Space Standards

**18.3.1** New housing can place additional pressure on existing open space and other sport and recreation facilities unless increased provision of such facilities is an integral part of the development. New residential proposals will therefore be expected to provide on-site areas of open space/facilities where appropriate.

**18.3.2** It is recognised, however, that in certain circumstances on-site provision may not be the best planning solution to meet the community's requirements for additional open space/facilities. In these circumstances, developers will be expected to provide financial contributions towards off-site provision in lieu of providing open space/facilities on site.

**18.3.3** Individual requirements will be assessed on a site by site basis and will be informed by the Council's Sports Facility Assessment (2011), Playing Pitch Strategy (2010) and 'Open Space, Sport and Recreation' Supplementary Planning Document (2009, or as amended). Sport England has also published a series of guidance notes on matters such as the design of sports facilities and planning activity into developments. Where these approaches supersede locally set standards, they will be used.

The East Herts Open Space, Sport and Recreation Supplementary Planning Document (2009, or as amended) can be viewed and downloaded at:  
[www.eastherts.gov.uk/openspacespd](http://www.eastherts.gov.uk/openspacespd)



The Sport England guidance note on the Design of Sports Facilities can be viewed and downloaded from the Sport England Website at: [www.sportengland.org/facilities-planning/tools-guidance](http://www.sportengland.org/facilities-planning/tools-guidance)

The Sport England guidance note on Planning Activity into Developments can be viewed and downloaded from the Sport England Website at: [www.sportengland.org/facilities-planning/planning-for-sport/](http://www.sportengland.org/facilities-planning/planning-for-sport/)

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### CFLR2 Open Space Standards

I. The provision of adequate and appropriately located open space, sport and recreation facilities in conjunction with new residential development will be sought in accordance with the standards set out in Appendix C of this Plan, or any subsequent SPD identifying priorities in local needs.

II. Developers will be expected to provide either on-site provision, or where appropriate, a financial contribution towards either off-site provision, or the enhancement of existing off-site facilities. Where provision is made on-site as part of a development, applicants should detail how it will be maintained in the long term.

## 18.4 Local Green Space

- 18.4.1** The NPPF has introduced a new policy allowing local communities to identify green areas of particular importance to them for special protection. By designating land as 'Local Green Space' local communities will be able to rule out new development other than in very special circumstances. Identifying land as Local Green Space should therefore be consistent with sustainable development and complement investment in sufficient homes, jobs and other essential services. Local Green Spaces should only be designated when a plan is prepared or reviewed, and be capable of enduring beyond the end of the plan period. Recognising the amenity, wildlife and leisure value of the 'green fingers' in Hertford and Bishop's Stortford, the Council has designated these areas as Local Green Spaces. Local communities, through Neighbourhood Plans, can also identify green areas of particular importance to them for special protection.

### CFLR3 Local Green Space

Development will not be allowed within Local Green Spaces, as defined on the Policies Map, other than in very special circumstances.

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### 18.5 Water Based Recreation

- 18.5.1** The district's many rivers, canals, lakes and other enclosed water areas such as former quarries and gravel pits offer many opportunities for recreation such as angling and boating as well as walking and cycling. Contributing to the character of the towns through which they flow, notably Bishop's Stortford, Hertford, Ware and Sawbridgeworth, these waterways are also primary habitats for vulnerable species of flora and fauna and as such it is necessary to ensure that recreational activities do not harm the very habitats that make them attractive to visitors.

#### CFLR4 Water Based Recreation

Proposals for water-based recreation will be supported in principle, where:

- (a) The proposal does not have a significant adverse impact on the nature conservation interest, the character, or appearance of the environment;
- (b) The proposal does not conflict with the relevant River Catchment Management Plan; and
- (c) The proposal does not have an adverse impact on any flood alleviation works and does not impede the Environment Agency's access requirements to waterworks.

### 18.6 The Lee Valley Regional Park

- 18.6.1** The Lee Valley Regional Park is an important component of the district's green infrastructure defined by its openness, attractive and heritage rich landscapes, sites of nationally significant biodiversity and varied visitor attractions. The Park also has an important role to play in mitigating the impacts of climate change, managing increased flood risk, conserving and enhancing scarce resources (in particular water resources), offsetting urban heat island effects and meeting the open space needs of a growing population.
- 18.6.2** The Regional Park is statutorily designated for leisure, recreation, sport and nature conservation. It covers an area of 4,000 hectares and stretches for 26 miles along the River Lea from the River Thames in East London to Ware in Hertfordshire. Established by Parliament in 1967 the Regional Park was created to meet the recreation, leisure and nature conservation needs of London, Hertfordshire and Essex.
- 18.6.3** Approximately 440 hectares of the Park lie within East Herts, with 98.69% of it designated as Green Belt. This is an area of predominantly high quality landscape with a rural and unspoilt character and features of heritage significance. Gravel extraction has created a number of water areas, providing opportunities for angling, sailing and the creation of important wetland habitats which contribute to the intimate





and semi-enclosed landscape character of the area. The landscape both within and beyond the Park boundaries provides a setting for every event and activity within the Park making a key contribution to the quality of the visitor experience.

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**18.6.4** Key sites of nature conservation interest within the Park include two Sites of Special Scientific Interest (SSSIs) at Amwell and Rye Meads Local Nature Reserves which form part of the Lee Valley Special Protection Area (SPA) and Ramsar site. Existing and new connections with adjoining green infrastructure networks (e.g. to the west with Wormley/Hoddesdonpark Woods, to the north with Kings Meads and to the east along the Stort Valley) are to be enhanced, protected and promoted. Further information on the Council's approach to nature conservation and green infrastructure can be found in Chapter 19: Natural Environment.

**18.6.5** The Regional Park Authority Plan guides development and the use of the waterways within the Regional Park. The current Lee Valley Regional Park Development Framework was adopted in July 2010, with Thematic Proposals adopted in January 2011, and consists of two parts:

- Part one: outlines the policies and objectives for the regional park, providing the strategic policy framework for its future use and development.
- Part two: consists of particular proposals for the future use and development of individual sites and areas that collectively form the totality of the regional park.

**18.6.6** Current proposals in the Park Development Framework which relate to East Herts include:

- Improvements to the range of visitor facilities available within the Park in East Herts, including new waterside picnic areas, an enhanced path network, café, cycle hire, water bus service and boat hire;
- Improvements to public realm, signage and routes at existing gateways into the Park and from Rye House, St Margarets and Ware stations;
- Protection of Amwell and Rye Meads SSSI's as internationally important wetland habitats and support for measures that enhance opportunities to enjoy, study and get close to nature;
- Options, to be explored with the Herts & Middlesex Wildlife Trust and the Canals & Rivers Trust, to incorporate and open up the Tumbling Bay area as part of the Amwell Nature Reserve;
- Enhancement of existing sailing and angling facilities;

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- Increased recreational use of the waterways, including provision of additional recreational moorings;
- Protection and continued enhancement of the positive landscape character and its heritage value.

Full details of the Park Development Framework and Area Proposals can be found at:  
[www.leevalleypark.org.uk/parkframework/home/](http://www.leevalleypark.org.uk/parkframework/home/)

- 18.6.7** The District Council will support and work with the Regional Park Authority and other stakeholders to deliver the Park Plan 2000 and the Park Development Framework Area Proposals where these improve leisure and sporting opportunities for local communities, enhance access to open space and nature, and help expand educational, volunteering and health related activities.

### **CFLR5 The Lee Valley Regional Park**

I. The District Council supports the Lee Valley Regional Park Development Framework, which will be treated as a material consideration in the determination of planning applications in this area.

II. Proposals for leisure related developments within the Lee Valley Regional Park will be supported in principle provided that intensive land-use leisure activities and associated buildings are located as unobtrusively as possible near existing settlements and do not conflict with other policies within this Plan.

### **18.7 Equine Development**

- 18.7.1** Equestrian related activities are popular forms of recreation and economic development in the countryside. These uses, including riding schools and stables, can fit in well with agricultural activities and help to diversify the rural economy. The Council will support equine development that maintains environmental quality and the character of the countryside.
- 18.7.2** While equestrian development can be appropriate in the open countryside, the cumulative impact of horse related activities and associated buildings can have an adverse impact on the character and appearance of rural areas. Existing buildings should, wherever possible, be re-used. New buildings for horse related activities, including stables, field shelters and tack rooms should be no larger than is essential. In most cases isolated development is unlikely to be acceptable.



- 18.7.3** All equestrian development, whether domestic or commercial, should be of an appropriate scale and design and careful attention should be given to siting, materials and landscaping to avoid an adverse impact on the countryside. Particular care will be needed where floodlighting is proposed in order to avoid an unacceptable impact on residential amenity. In assessing any application, regard will be had to the British Horse Society standards for grazing. Where commercial development is proposed in the Green Belt, the requirement to demonstrate ‘very special circumstances’ in accordance with Policy GBR1 will apply.

### CFLR6 Equine Development

I. Proposals for small-scale equine development (up to 10 stables), whether domestic or commercial, will be permitted when the following criteria are met:

- (a) The proposal is not sited in a prominent location;
- (b) Where new buildings are proposed, applicants must demonstrate that existing structures cannot be re-used;
- (c) The siting, scale and design of the proposal is in keeping with the character of the area, with adequate pasture to support horses. Particular regard will be had to the cumulative effect of proposals;
- (d) The amenity of nearby residential properties is not adversely affected, for example, in relation to floodlighting, noise and disturbance;
- (e) The proposal would not (by itself or cumulatively) have a significant adverse impact in terms of traffic generation.

II. Where commercial development is proposed in the Green Belt, the requirement to demonstrate ‘very special circumstances’ in accordance with Policy GBR1 will apply.

## 18.8 Community Facilities

- 18.8.1** Community facilities include, but are not limited to: art galleries; cinemas; community centres; crèches/nurseries; healthcare facilities; museums and libraries; music and concert halls; places of worship; schools; post offices; public houses; village halls; local/village shops. Such facilities act as the focus of community activity and contribute towards community cohesion. Community facilities are provided by a wide variety of agencies including local authorities, other public service providers, churches and the voluntary and business sectors.

- 18.8.2** Urban and rural communities require access to core community facilities. The requirement for facilities is evolving in response to changes in the needs of the local population. As the proportion of people over 65 increases, so demand for facilities

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catering for older people will rise. New facilities and services including crematoria and burial space may be needed, particularly where a significant amount of new housing is proposed.

- 18.8.3** Planning can help co-ordinate the provision of new facilities and new housing development, and obtain appropriate developer contributions. It can also resist the loss of existing facilities. The District Council will require that proposals for change of use are supported by evidence that the particular facility is no longer viable and explain the options that have been investigated to maintain the service. As new developments require good access to facilities and create additional demand for existing facilities, so any shortfall in provision must be addressed as part of the development.
- 18.8.4** Within villages and the rural area, community facilities are vital to residents, often providing a lifeline for those unable to get into town on a regular basis. The loss of local village shops, post-offices and pubs can be a substantial loss to the local community.
- 18.8.5** Under the Localism Act, voluntary and community organisations can nominate an asset to be included on a list of 'assets of community value'. This list is managed by the Council. If a landowner wants to sell a registered property, they must tell the Council. If a group wants to buy the asset, they can trigger a six month moratorium to give them a chance to raise the money but the landowner can still sell at the going market rate. This period gives community groups some time to develop a proposal and raise the required capital to bid for the property when it comes onto the open market at the end of the moratorium period, thus retaining a valued facility for community use.

More information on Assets of Community Value can be found on the Council's Website at: [www.eastherts.gov.uk/communityassets](http://www.eastherts.gov.uk/communityassets)

- 18.8.6** Village halls also play a valuable role within rural communities, accommodating a variety of uses such as crèches, youth clubs, doctor's surgeries, as well as providing a venue for social events. New facilities can be designed to accommodate both indoor and outdoor sporting activities, and even small scale business hubs, further boosting the viability of the facility to all age groups and users.
- 18.8.7** Facilities used for the practice of faith or culture are important buildings within communities and offer the opportunity to bring people together through the sharing of space and facilities.
- 18.8.8** In circumstances where minor extensions or alterations to existing premises are essential to the continued viability of the business and the vitality of the village then these may be permitted in accordance with Policy CFLR7 below.



### CFLR7 Community Facilities

I. Proposals that result in the loss of uses, buildings or land for public or community use will be refused unless:

- (a) An assessment has been undertaken which has clearly shown that the facility is no longer needed in its current form; or
- (b) The loss resulting from the proposed development would be replaced by enhanced provision in terms of quantity and quality in a suitable location; or
- (c) The development is for an alternative community facility, the need for which clearly outweigh the loss.

II. Proposals that retain or enhance the provision, quality and accessibility of existing uses, buildings or land for public or community use will be supported in principle, where they do not conflict with other policies within this Plan.

III. Proposals for new uses, buildings or land for public or community use:

- (a) Should be in suitable locations, served by a choice of sustainable travel options;
- (b) Should be of an appropriate scale and flexible design to enable multiple uses throughout the day;
- (c) Should take measures to integrate such facilities into the landscape providing net benefits to biodiversity; and
- (d) Should be constructed in tandem with the development to ensure they are available for the new and existing community from the start of occupation.

IV. Proposals should aim to provide for the dual or multiple use of facilities for wider community activities. The use of Community Use Agreements will be sought where appropriate.

V. Limited extensions/alterations to existing community facilities in the Green Belt and Rural Area Beyond the Green Belt may be supported in principle, where they do not conflict with other policies within this Plan.

### 18.9 Health and Wellbeing

- 18.9.1** The NPPF requires planners to consider health in a range of different ways. The framework's presumption in favour of sustainable development highlights the importance of achieving social, economic and environmental objectives (health encompasses all three). Recent changes to the way healthcare is managed in the UK and in Hertfordshire are creating new opportunities to create closer links between



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healthcare and planning systems. The Joint Strategic Needs Assessment (2008) undertaken by the Hertfordshire Health and Wellbeing Board and the Clinical Care Commissioning Groups (CCG) provided useful baseline information from which to plan for the future of healthcare provision in the district. This has been updated by Health Summaries (2013) produced by Clinical Care Commissioning Groups; East Herts is joined with North Herts under the NHS East and North Hertfordshire Clinical Commissioning Group. Public Health England also records a wealth of data on health and wellbeing in the form of Local Health Profiles. East Herts Council has produced a Draft Health and Wellbeing Strategy (currently at consultation stage).

The Health Summary for the East and North Hertfordshire Clinical Commissioning Group area can be viewed and downloaded from the NHS East and North Hertfordshire CCG Website at: [www.enhertsccg.nhs.uk/](http://www.enhertsccg.nhs.uk/)

Local Health Profiles can be viewed on the Public Health England Website at: [www.apho.org.uk/](http://www.apho.org.uk/)

The East Herts Draft Health and Wellbeing Strategy can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk](http://www.eastherts.gov.uk)

- 18.9.2** The planning system can play an important role in creating healthy, inclusive communities. This could include, for example, measures aimed at reducing health inequalities, encouraging physical activity, improving mental health and wellbeing, and improving air quality to reduce the incidence of respiratory disease. Sport England provides advice on designing developments to encourage physical activity.

The Sport England guidance note on Planning Activity into Developments can be viewed and downloaded at: [www.sportengland.org/facilities-planning/planning-for-sport/](http://www.sportengland.org/facilities-planning/planning-for-sport/)

### CFLR8 Health and Wellbeing

I. All development shall be designed to maximise the impact it can make to promoting healthy communities and reducing health inequalities. In particular, regard shall be had to providing the necessary infrastructure to encourage physical exercise and health, including accessible open space, vegetation and landscaping, sport and recreation facilities and safe, well promoted, walking and cycling routes.

II. Where new health facilities are planned, these should be located where there is a choice of sustainable travel options and should be accessible to all members of the community.

III Contributions towards new or enhanced health facilities will be sought where new housing results in a shortfall or worsening of provision.



IV. Where new facilities for community use, including for the practice of faith, are planned, these should be of a flexible design to enable multiple uses throughout the day and should be located where there is a choice of sustainable travel options.

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### 18.10 Education

- 18.10.1** Access to education is a key contributor to a sense of community and wellbeing. Often schools are the focus of a community, particularly where early years education, extra-curricular activities or public access to facilities are offered. Educational attainment is the keystone of any economy and it is important that access to such facilities is available to the very young through to adult learning opportunities. Ensuring that sufficient school places are available to support development is an integral part of delivering sustainable communities.
- 18.10.2** The Government is committed to ensuring that there is sufficient provision to meet growing demand for school places, through increasing choice and opportunity in state funded education. This commitment is reflected in the NPPF. Local authorities are required to give full and thorough consideration to the importance of enabling development of state-funded schools in their planning decisions.
- 18.10.3** Hertfordshire has experienced a significant rise in the demand for school places across the County in recent years in line with the picture nationally. Hertfordshire County Council (HCC) has a statutory duty to ensure sufficient school places within its area. However, HCC does not control the admissions or management of many schools across the County. As the district's population grows demand for school places will continue to increase, placing pressure on existing facilities. It is therefore vital that investment is made across each education tier to ensure there are enough places to serve the district's pupils within their community.

#### CFLR9 Education

I. Development that creates a potential increase in demand for education will be required to make appropriate provision for facilities either on-site or by making a suitable contribution towards the improvement or expansion of nearby existing facilities. Applicants will be expected to work in partnership with Hertfordshire County Council to ensure appropriate facilities are provided.

II. Proposals which fail to make appropriate provision for the education of its future residents will be refused.

III. Proposals for the creation of new or extended education facilities for all ages should:

- (a) Be suitably located, served by a choice of sustainable travel options;

## 18 . Community Facilities, Leisure and Recreation



(b) Be of the highest quality of design which offers flexible use of facilities, in order to ensure the various needs of the community can be met (see also Policy ED6 (Lifelong Learning));

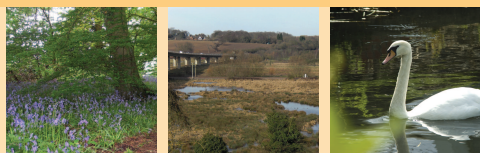
(c) Provide or retain a suitable provision of outdoor recreation space and playing fields, in accordance with Policy CFLR1 (Open Space, Sport and Recreation); and

(d) Be designed to facilitate the community use of facilities, in accordance with Policy CFLR7 (Community Facilities).





## 19 Natural Environment



## 19 Natural Environment

### 19.1 Introduction

**19.1.1** The natural environment is one of the district's greatest resources. Environmental quality is however under threat from many directions. The District Council is therefore committed to conserving and enhancing those important landscape and townscape elements which form a key part of the district's character and the quality of life of its residents.

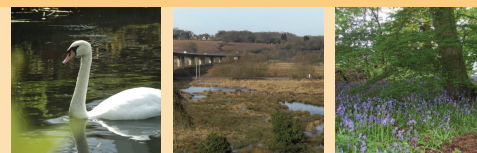
### 19.2 Nature Conservation

**19.2.1** Nature conservation is an integral part of the planning system and as such needs to be taken into consideration in any development. Ensuring that future generations can enjoy the district's rich geological and biological inheritance as well as the wider experience that a healthy, functioning natural environment can provide means that we must continue to improve the protection and management of what we have today.

**19.2.2** To assist with this the most important areas in the district are identified on the Policies Map. These include sites of international, national and local importance. The sites are correct at the time of publication of the District Plan but may be subject to change through future reviews. The Council will refer to the most up-to-date position.

**Table 19.1 Designated Environmental Assets**

Type of designation	Purpose of designation
<b>International</b> Special Areas of Conservation (SAC)	Classification under the European Union's Habitats Directive of areas of value for species, plants and habitats. Together with SPAs, SACs form part of the Natura 2000 system.
<b>International</b> Special Protection Areas (SPA)	Classification under the Birds Directive to protect internationally valuable populations of eligible bird species.
<b>International</b> Ramsar Sites	Designation under the Ramsar Convention for wetlands of international importance.
<b>National</b> Sites of Special Scientific Interest (SSSI)	Protection of the most significant sites for the conservation of wildlife (species & habitats) and/or geology.



Type of designation	Purpose of designation
<b>National</b> National Nature Reserves (NNR)	Areas managed for either (or both) the preservation of flora, fauna, geological and physiological features of special interest or to provide opportunities to study fauna, flora and their physical conditions.
<b>Local</b> Local Nature Reserves (LNR)	Places of special local wildlife or geological interest or significance identified by local authorities.
<b>Local</b> Local Wildlife Sites (WS)	Sites of importance for their scientific, educational and historical value as well as their visual qualities.

**19.2.3** Sites of international importance currently designated within the district include:

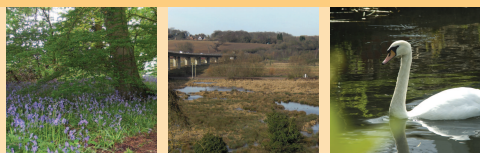
- Wormley-Hoddesdonpark Woods – Special Area of Conservation (SAC)
- Rye Meads and Amwell Quarry – components of the Lee Valley Special Protection Area (SPA)
- Rye Meads and Amwell Quarry – components of the Lee Valley Ramsar Site

**19.2.4** All international sites in the district are also designated as SSSI's. SSSI's protect England's finest wildlife and geological sites. Natural England, under the Wildlife and Countryside Act 1981 (as amended), is responsible for designating and assessing these sites working closely with landowners and site managers to ensure that targets to maintain and improve their condition are met. The 2012 Government Strategy 'Biodiversity 2020' set out commitments to bring 50% of the total area of SSSI's into 'favourable condition' by 2020. There are 16 SSSI's in the district.

**19.2.5** The only National Nature Reserve (NNR) in Hertfordshire is located in the south of the district at Broxbourne Woods.

**19.2.6** Advice should be sought from Natural England for any proposals that may potentially affect an international or national site.

**19.2.7** Local Wildlife Sites in the district are identified by the Hertfordshire Wildlife Sites Partnership which is a partnership approach to the identification, selection, assessment and protection of Local Wildlife Sites in the County, led and coordinated by the Herts and Middlesex Wildlife Trust. Local Wildlife Sites (WS) are considered to be of significance for wildlife in at least a district context. There are currently 573 Wildlife Sites in the district covering 3,462 hectares. There are also currently 14 Local Nature Reserves (LNR) (as protected by the National Parks and Access to the Countryside Act, 1949) in the district, including 4 Flagship Reserves:



- Amwell
- Balls Wood
- Kings Meads
- Rye Meads

- 19.2.8** Distinctions will be made between the hierarchy of international, national and locally designated sites so that protection is commensurate with their status and appropriate weight will be given to their importance and the contribution they make to wider ecological networks.

## NE1 International, National and Locally Designated Nature Conservation Sites

I. Development proposals, land use or activity (either individually or in combination with other developments) which are likely to have a detrimental impact which adversely affects the integrity of a site, will not be permitted unless it can be demonstrated that there are reasons which clearly outweigh the need to safeguard the nature conservation value of the site, and any broader impacts on the international, national, or local network of nature conservation assets.

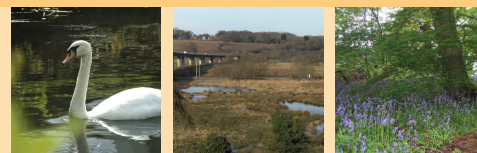
II. Where a priority species or habitat on the site is adversely affected by the proposals the District Council will need to be satisfied that:

- (a) There are imperative reasons of overriding public interest, which could be of a social or economic nature, sufficient to override the harm to the site;
- (b) There are imperative reasons of overriding public interest relating to human health, public safety or benefits of primary importance to the environment.

III. In exceptional circumstances where proposals are allowed which would damage the nature conservation value of the International, National or Local Site, any adverse impact to designated sites should only occur as a last resort, and should be compensated by replacement with a feature of comparable or higher ecological value. The District Council will consider the use of conditions and/or planning obligations to provide appropriate mitigation/compensation.

## 19.3 Species and Habitats

- 19.3.1** The planning system has a central role to play through resisting development proposals that may irreversibly damage important species or habitats, by enhancing biodiversity through incorporating mitigation and enhancements and by securing long-term favourable management of biodiversity rich sites.

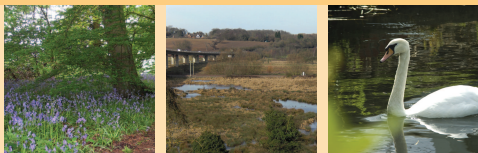


- 19.3.2** Biodiversity describes the number and variety of species of plants and animals within a habitat and also the diversity of habitats within an ecosystem. Biodiversity has economic importance, adds to our quality of life and contributes to local distinctiveness.
- 19.3.3** Whilst protecting priority species is important, if biodiversity is to be genuinely enhanced, the conservation of all wildlife and habitats needs to be at the centre of development and planning decision making.
- 19.3.4** While there are no longer national habitat or species targets, the Hertfordshire Biodiversity Action Plan (2006) identifies those habitats and species which are a priority for conservation and is a valuable source of information on the county's natural assets.

The Hertfordshire Biodiversity Action Plan (2006) can be viewed and downloaded from the Hertfordshire Environmental Forum at: [www.hef.org.uk/nature/biodiversity\\_vision/](http://www.hef.org.uk/nature/biodiversity_vision/)

- 19.3.5** Development should be planned to avoid habitat loss and fragmentation, and opportunities should be sought to improve ecological connectivity, including through the creation, restoration and enhancement of linking habitats and 'stepping stones' through the landscape. Any development should minimise impacts on biodiversity and provide net gains for nature where possible. This involves safeguarding and enhancing biodiversity already present, providing new areas of habitat appropriate to the ecology of the area and integrating biodiversity within new development. Encouragement will be given to proposals which improve the biodiversity value of sites and to the establishment of local nature reserves where the nature conservation and landscape interest of the site will be protected and enhanced.
- 19.3.6** Where there is evidence of European Protected Species (EPS) such as bats, great crested newts, dormice or otters, the Council will apply the following three derogation tests:
- The activity must be for imperative reasons of overriding public interest or for public health and safety;
  - There must be no satisfactory alternative; and
  - Favourable conservation status of the species must be maintained.
- 19.3.7** Where damage to a species or habitat is unavoidable, development should be designed to conserve as much of the original habitat as possible and retain and protect wildlife corridors. It should seek to avoid damage to, or adverse effects upon, existing biodiversity (species and habitats) through appropriate site design. Where there may be no significant harm to species or habitats there may be potential opportunities to provide new benefits for wildlife, for example by habitat creation or enhancement.
- 19.3.8** Examples of how enhancements could be achieved include:





- Planting native trees and shrubs of local provenance
- Connecting existing habitats and enhancing migratory routes with additional planting and species rich hedgerows
- Creation of ponds
- Provision of roosting opportunities for bats
- River or stream restoration
- Sustainable Urban Drainage Systems

**19.3.9** Planning obligations and conditions may be used to secure agreed measures such as mitigation or compensation. Mitigation measures could involve some of the following:

- Timing the development of sites to avoid the breeding seasons or hibernation periods for species present
- Creating buffer zones between sensitive areas and development areas to reduce disturbance to habitats
- Ensuring that development is designed to enable the movement of wildlife to continue

**19.3.10** Compensation which in most cases should be a last resort, involves creating new replacement habitats either on-site or off-site. However, compensation for a lost habitat will not make an unacceptable development acceptable.

### NE2 Species and Habitats

I. Development proposals which may have an impact on Species and Habitats of Principle Importance included in the England Biodiversity List published under section 41 of the Natural Environment and Rural Communities Act 2006 (or as subsequently amended) will only be permitted where harm to the species and habitats can be avoided.

II. Locally important biodiversity sites and other notable ecological features of conservation value will also be protected and enhanced.

III. Development which would result in the loss or significant damage to trees, hedgerows or ancient woodland sites will not be permitted. The Council will seek their reinforcement by additional planting of native species where appropriate.



IV. Developments should demonstrate how the proposal improves the biodiversity value of sites and enhances their nature conservation interest, such as through the establishment of local nature reserves. If providing such features as part of a development, applicants should detail how it will be maintained in the long term.

V. Where in exceptional circumstances damage to a species or habitat is unavoidable, any adverse impact should only occur as a last resort. The District Council will impose conditions / planning obligations which seek to:

- (a) Facilitate the survival of existing populations as well as encouraging the provision of new populations;
- (b) Reduce disturbance to a minimum;
- (c) Provide adequate alternative habitats to sustain at least the current levels of populations.

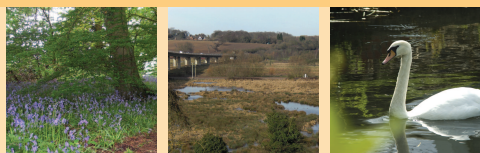
The England Biodiversity List can be viewed and downloaded from the Habitats and Species of Importance pages of the Natural England Website at: [www.naturalengland.org.uk/](http://www.naturalengland.org.uk/)

## 19.4 Green Infrastructure

- 19.4.1** The NPPF describes Green Infrastructure as “a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities” (Annex 2: Glossary, NPPF, CLG, 2012).
- 19.4.2** The Council’s Green Infrastructure Plan (part of a county-wide suite of Green Infrastructure Plans) provides an overview of existing green infrastructure assets within the district, considers opportunities for the enhancement and creation of new assets, outlines a series of potential projects and provides advice on delivering green infrastructure proposals.

The Council's Green Infrastructure Plan can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk/gip](http://www.eastherts.gov.uk/gip)

- 19.4.3** East Herts has a rich green infrastructure resource centred on the principal river valleys of the Lee, Beane, Quin, Rib, Ash and Stort in addition to a varied mosaic of landscape and habitat types, such as grassland, ancient and plantation woodland and farmland of importance to wildlife. However, through time and changing pressures on the use of land, these habitats have become fragmented and



disconnected. While these sites still contribute towards the district's green infrastructure, improvements are necessary in order to strengthen their quality, connectedness and resilience to changing climates and the impact of human activity, and to provide opportunities for other green infrastructure functions.

- 19.4.4** Street trees, gardens, waterways, public parks and open spaces all contribute to urban green infrastructure. Quite often such urban green infrastructure is the only 'natural environment' we connect with on a day-to-day basis. Yet these features contribute significantly in cleaning and cooling the air, preventing flooding, providing 'stepping stones' for wildlife and for recreational activity and enjoyment. It is therefore important that changes to the district's urban environments contribute to the wider green infrastructure network. Development should be planned to avoid habitat loss and fragmentation, and opportunities should be sought to improve ecological connectivity, including through the creation, restoration and enhancement of linking habitats and 'stepping stones' through the landscape.
- 19.4.5** The Council welcomes the use of green infrastructure as an alternative solution to 'grey' infrastructure (such as water management and waste). Such schemes can provide opportunities for flood attenuation and public open spaces and can often be cheaper to construct and maintain.
- 19.4.6** Applicants will be expected to seek the advice of the Herts and Middlesex Wildlife Trust, the Hertfordshire Biological Records Centre, Countryside Management Service and Natural England, and other relevant local nature partnerships where appropriate, where proposals affect or have the potential to enhance green infrastructure and nature conservation assets.

## NE3 Green Infrastructure

I. A diverse network of accessible, multi-functional green infrastructure across the district will be protected and enhanced for its biodiversity, recreational, accessibility, health and landscape value and for the contribution it makes towards combating climate change.

II. Development proposals should:

- (a) Avoid the loss, fragmentation or functionality of the green infrastructure network, including within the built environment, such as access to urban waterways;
- (b) Maximise opportunities for improvement to the green infrastructure network in accordance with the Council's Green Infrastructure Plan, its Parks and Open Spaces Strategy, the Hertfordshire Biodiversity Action Plan, Living Landscape Schemes, locally identified Nature Improvement Areas and any future relevant plans and programmes as appropriate;
- (c) Maximise opportunities for urban greening such as through appropriate landscaping schemes and the planting of street trees;





(d) Consider the integration of green infrastructure into proposals as an alternative or to compliment 'grey' infrastructure.

III. Contributions towards local green infrastructure projects will be sought where appropriate. If providing green infrastructure as part of a development, applicants should detail how it will be maintained in the long term.

IV. Proposals which affect the district's river environments, including built development and recreation and leisure proposals, should take into account and contribute towards achieving, the aims of any statutory or non-statutory plans, such as the Lee Valley Regional Park Authority Park Development Framework, the Bishop's Stortford Waterspace Strategy, relevant River Catchment Management Plans and the Water Framework Directive, and any future relevant plans and programmes.

The Draft East Herts Parks and Open Spaces Strategy (2013-2018) can be viewed and downloaded at: [www.eastherts.gov.uk/parksstrategy](http://www.eastherts.gov.uk/parksstrategy)

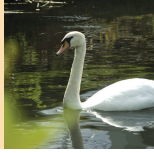
For more information on Living Landscape Schemes, see the Herts and Middlesex Wildlife Trust Website at: [www.hertswildlifetrust.org.uk](http://www.hertswildlifetrust.org.uk)

For more information on the Bishop's Stortford Waterspace Strategy go to: [www.eastherts.gov.uk/bishopsstortfordwaterspacestrategy](http://www.eastherts.gov.uk/bishopsstortfordwaterspacestrategy)

For more information on the River Stort Catchment Management Plan go to: [www.stortriverpartnership.org.uk](http://www.stortriverpartnership.org.uk)

For more information on the River Beane and Mimram River Catchment Management Plan go to: [www.beaneandmimrampartnership.org.uk](http://www.beaneandmimrampartnership.org.uk)

For more information on the Water Framework Directive go to: <http://ec.europa.eu/environment/water/>





## 20 Landscape

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## 20 Landscape

### 20.1 Introduction

**20.1.1** Landscape is formed by many factors, including the underlying soils, climate, habitats and human influence, both past and present. Planning policy provides an important framework within which to protect and manage change within landscape.

### 20.2 Landscape Character

**20.2.1** There is a diverse landscape character and settlement pattern in the district which is described in Council's Landscape Character Assessment Supplementary Planning Document (September 2007). The document provides a structured evaluation of these landscapes, a landscape strategy and guidelines for conserving and enhancing the character of each area. The document also provides a framework for assessing planning applications. Landscape and Visual Impact Assessments should be submitted with planning applications detailing how the proposal takes into account the Landscape Character Assessment SPD; preserving valuable landscapes through appropriate mitigation and enhancement.

The Landscape Character Assessment Supplementary Planning Document (2007, or as amended) can be viewed and downloaded at: [www.eastherts.gov.uk/landscapespd](http://www.eastherts.gov.uk/landscapespd)

#### LAN1 Landscape Character

- I. Development proposals must demonstrate how they conserve, enhance or strengthen the character and distinctive features of the district's landscape. A Landscape and Visual Impact Assessment should be provided to ensure that impacts, mitigation and enhancement opportunities are appropriately addressed.
- II. In exceptional circumstances, where damage to landscape character is unavoidable and justified by other material considerations, appropriate mitigation measures will be sought.
- III. Where an area is identified in the Council's Landscape Character Assessment this will be used to inform consideration of development proposals.



## 20.3 Landscaping

- 20.3.1** Landscape issues must be regarded as an integral part of the development process. Careful and early consideration of design issues and the provision of adequate landscape information can help to avoid delays at a later stage. In assessing the landscape implications of planning applications the site context, proposed layout, future uses and maintenance all need to be taken into account.
- 20.3.2** The Council will not permit schemes that result in the net loss of landscape features of visual and biodiversity value, and all opportunities for new planting and habitat creation should be fully explored. In exceptional circumstances, where development would result in the loss of landscape features, appropriate compensatory planting or habitat creation will be sought. Certain plants will be more suited to the physical conditions of the site and to the local landscape character than others. As a general rule locally native species are preferable.
- 20.3.3** Trees and hedgerows form an important part of our environment and, in the delivery of sustainable development, the retention and planting of new trees and hedgerows is crucial. Trees contribute to the amenity of the landscape and townscape, add maturity to new developments, make places more attractive and help soften the built environment. They also contribute to storm-water management, provide shading and improve air quality.
- 20.3.4** Advice on existing trees and hedgerows, and new planting can be provided by relevant Council officers.
- 20.3.5** Some types of development would benefit from a Design Statement, while a detailed landscape and visual assessment may be needed for particularly prominent development proposals. Major proposals may be subject to formal Environmental Impact Assessment (EIA) procedures. Planning Officers can advise on when these are needed and at what stage.
- 20.3.6** The Council welcomes landscape design which incorporates principles of sustainability such as use of local materials, low energy consumption for construction and maintenance, local recycling of water through surfaces which increase the permeability of the ground, and good pedestrian/cycle links and facilities to reduce car use.

### LAN2 Landscaping

I. Development proposals must demonstrate how they will retain, protect and enhance existing landscape features which are of amenity and/or biodiversity value.

II. In exceptional circumstances, where losses are unavoidable and justified by other material considerations, compensatory planting or habitat creation will be sought either within or outside the development site.





## 21 Heritage Assets





## 21 Heritage Assets

### 21.1 Introduction

- 21.1.1** The District is fortunate in having a rich and varied historic environment, which includes landscapes, sites, buildings and townscape, and buried remains of significant historic interest.

### 21.2 Heritage Assets

- 21.2.1** Heritage assets make a valuable contribution to the areas economic and social wellbeing. Heritage assets include a building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets and non designated assets identified by the local planning authority.
- 21.2.2** The District Council recognises that heritage assets are an irreplaceable resource that should be conserved in a manner appropriate to their significance. Heritage assets in East Herts include:
- Over 30 Scheduled Monuments
  - Nearly 3,100 Listed Buildings
  - 42 Conservation Areas
  - 450 Areas of Archaeological Significance
  - 15 Registered Parks and Gardens of Special Historic Interest
  - 59 Locally Listed Historic Parks and Gardens
- 21.2.3** Not all designated heritage assets are identified under the Planning Acts, for example, scheduled monuments are designated in separate legislation. Nonetheless, planning has a role to ensure that new development does not adversely affect these assets.
- 21.2.4** The long-term management of heritage assets is essential and where inadequate measures are taken to maintain heritage assets such neglect may result in an asset falling into disrepair. The Council will monitor the condition of heritage assets publish a heritage at risk register alongside the register published annually by English Heritage. Regular monitoring is necessary in order to prevent the decline in condition of the District's heritage assets.

#### HA1 Heritage Assets

I. Development proposals should protect and enhance the historic environment of East Herts.





II. Development proposals that would harm the significance of a designated heritage asset will not be permitted unless it can be demonstrated that the harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

III. Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset will not be taken into account in any decision.

IV. The Council will, as part of a positive strategy, pursue opportunities for conservation and enjoyment of the historic environment recognising its role and contribution in achieving sustainable development.

**21.2.5** In addition to those heritage assets that are statutorily protected, non-designated assets can be identified by the Local Planning Authority if they are considered to be of local significance. Significance refers to the value of a historic asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from the heritage asset's physical presence, but also its setting. Significance will be measured in terms of how the asset meets the following five criteria:

- Rarity
- Representativeness
- Aesthetic appeal
- Integrity
- Association

Further information and good practice on the identification of non-designated heritage assets is available on the English Heritage website at: [www.english-heritage.org.uk](http://www.english-heritage.org.uk)

**21.2.6** The following policy therefore seeks to ensure that the value and significance of the district's non-designated heritage assets are protected so that they continue to contribute to the richness of the district's historic environment and inform future development.

## HA2 Non-Designated Heritage Assets

I. The Council will engage with local communities to identify undesigned heritage assets that contribute to local distinctiveness and refer to existing information in the historic environment record.

II. Where a proposal would adversely affect a non-designated heritage asset, regard will be had to the scale of any harm or loss and the significance of the heritage asset.



### 21.3 Archaeology

- 21.3.1** Archaeological remains are a fragile and finite resource. Appropriate management of archaeological remains is essential to ensure they survive in good condition and are not needlessly or thoughtlessly destroyed.
- 21.3.2** Where a site has potential archaeological interest (whether scheduled or unscheduled) a desk based assessment will be required. This should be based on the collation of existing written and graphic information, in order to identify the likely character, extent and relative quality of the actual or potential archaeological resource. If features are present then a field evaluation may also be necessary to define their character, extent and relative quality so that their worth may be assessed in local, regional and national contexts.
- 21.3.3** The case for preservation will be assessed on the merits of the individual application. In cases where preservation in situ would not be required, developers may be asked to enter into a Section 106 Agreement before planning permission is given. This secures excavation, recording and publication of information prior to development starting. Where planning permission is given, conditions may be attached to the grant of permission to ensure that excavation and recording is carried out before development work starts, and to ensure that a 'watching brief' is maintained while work progresses.
- 21.3.4** Areas of Archaeological Significance, including potential areas, are identified on the Policies Map. The sites are correct at the time of publication of the District Plan but may be subject to change through future reviews. The Council will refer to the most up-to-date position.

#### HA3 Archaeology

I. Where a site has the potential to include heritage assets with archaeological interest (whether scheduled or unscheduled), applicants should submit an appropriate desk based assessment and, where necessary, the results of a field evaluation prior to the submission of an application.

II. Where development is permitted on sites containing archaeological remains, planning permission will be subject to conditions and/or formal agreements requiring appropriate excavation and recording in advance of development.

### 21.4 Conservation Areas

- 21.4.1** Since 1968 local authorities have been able to designate Conservation Areas. Conservation Areas can be designated if they are of special historic or architectural interest, the character and appearance of which it is desirable to preserve or enhance.



- 21.4.2** There is no standard specification for Conservation Areas. The special interest of an area can derive from a combination of characteristics, such as the historic street pattern and traditional or notable building styles. Important to all Conservation Areas is the visual 'quality of place' they possess. This aspect principally results from the way in which the buildings and spaces relate to each other, together with the inherent quality of the buildings and other structures.
- 21.4.3** The District Council has commenced a programme of Conservation Area appraisal work to identify and document what factors are considered to make up the special character of these areas. These documents also include management proposals to ensure the continued enhancement of these areas.
- 21.4.4** In order to protect their special environment, stricter controls over demolition, works to trees and new development apply within Conservation Areas. These controls are not intended as a hindrance to change, but as a positive management tool to safeguard the character of the area as a whole.
- 21.4.5** The district's Conservation Areas are identified on the Policies Map. Within the plan period consideration will be given to further areas which may merit designation as Conservations Areas and to the review of existing Conservation Area boundaries.

## HA4 Conservation Areas

I. New development, extensions and alterations to existing buildings in Conservation Areas will be permitted provided that they preserve or enhance the established character or appearance of the area. Development proposals outside a Conservation Area which affect its character and setting will be considered likewise. Proposals will be expected to:

- (a) Respect established building lines, layouts and patterns;
- (b) Use materials and adopt design details which are traditional to the area;
- (c) Be sympathetic in scale, proportion, form, height and overall character to the surrounding area;
- (d) In the case of alterations and extensions, be complementary and sympathetic to the parent building; and
- (e) Conform to any 'Conservation Area Appraisals' prepared by the District Council and safeguard all aspects which contribute to the area's significance, including important views and green spaces.

II. Consent for demolition will only be granted if the building or structure makes no positive contribution to the character of the Conservation Area.



- 21.4.6** In the district's town centres, frontages to shops and commercial premises play a key role in defining the character and quality of the Conservation Areas. The Council is therefore keen to ensure that a high quality environment is maintained, consistent with commercial and economic considerations. The introduction of unsympathetic advertisements can compromise the quality of the environment. Signage and lighting must therefore be sensitive to the character of these areas. For example, poster boarding are seldom appropriate in Conservation Areas.

### HA5 Shopfronts in Conservation Areas

- I. Proposals for new shop front or commercial premise frontage or alterations to existing ones will be permitted where the proposed design is sympathetic to the scale, proportions, character and materials of the structure, adjoining buildings and the street scene in general.
- II. Shop fronts of architectural or historic interest shall be retained and repaired as necessary.
- III. Security features should be designed in a sensitive manner which respects the overall character of the frontage and location, facilitates natural surveillance and maintains an attractive street scene. The use of architectural solutions combined with the use of an internal open lattice grille is preferred. Alarm boxes should be of a discreet colour and size, located carefully in relation to the elevation of the building, whilst being obvious enough to deter an intruder.

### HA6 Advertisements in Conservation Areas

Where express consent is required within Conservation Areas the District Council will only accept advertisements where they:

- (a) Are either painted or individually lettered in a suitable material of an appropriate size and design in relation to the building or fascia upon which they are to be displayed;
- (b) Are preferably non-illuminated. Where illumination is proposed as necessary it should be discreet in size and of a minimum level;
- (c) Are of a traditional fascia or hanging type; and
- (d) Are of an appropriate size necessary to convey their message.



## 21.5 Listed Buildings

- 21.5.1** Under the Planning (Listed Buildings and Conservation Areas) Act 1990 there is a statutory duty to compile Lists of Buildings of Special Architectural or Historic Interest for the whole country.
- 21.5.2** The 'National Heritage List for England' identifies those buildings which are of special interest and gives the Council extra powers to protect them, as well as imposing extra responsibilities on their owners.

English Heritage maintains the list of properties and structures (including their descriptions and location maps) which can be accessed from their website at: [www.english-heritage.org.uk/](http://www.english-heritage.org.uk/)

- 21.5.3** Listed buildings of special architectural or historic interest must be sensitively repaired and improved, using traditional materials and techniques. Appropriate new uses should be found for them in order to secure their future survival. Demolition will not normally be allowed. Alterations/additions to listed buildings require the greatest skill and care, in order to avoid damage to the intrinsic character of the buildings themselves, including interiors and fixtures, and to their setting. Similarly, new development affecting a listed building must be sympathetically designed, so as not to harm the listed building's historic integrity and identity. The use of legal powers will be considered where listed buildings are at risk from wilful neglect, long-term dereliction or abandonment.
- 21.5.4** 'Listed building consent' is required from the District Council for any works that affect a building's special character. The listing of a building is intended to ensure that it will be conserved in accordance with its significance. However, alterations and improvements can be made where they are compatible with the special architectural or historic interest of the building. The designation allows changes to be carefully scrutinised when a planning application is made. To support applicants the Council has produced a series of guidance notes on the preservation and repair of historic materials and buildings.

The East Herts guidance notes on the preservation and repair of historic materials and buildings can be viewed and downloaded from the Council's Website at: [www.eastherts.gov.uk/conservationandheritage](http://www.eastherts.gov.uk/conservationandheritage)

### HA7 Listed Buildings

I. The Council will actively seek opportunities to sustain and enhance the significance of Listed Buildings and ensure that they are in viable uses consistent with their conservation.





II. In considering applications the Council will ensure that proposals involving the alteration, extension, or change of use of a Listed Building will only be permitted where:

- (a) The proposal would not have any adverse effect on the architectural and historic character or appearance of the interior or exterior of the building or its setting; and
- (b) The proposal respects the scale, design, materials and finishes of the existing building(s), and preserves its historic fabric.

III. Proposals that affect the setting of a Listed Building will only be permitted where the setting of the building is enhanced.

### 21.6 Historic Parks and Gardens

**21.6.1** Historic parks and gardens are a fragile and finite resource: they can easily be damaged beyond repair or lost forever. They are an important part of the heritage and environment of the district. They comprise of a variety of features: the open space; views in and out; the planting; water features; built features and archaeological remains. There is a need to protect such sites and their settings from new development which would destroy or harm the historic interest.

**21.6.2** The English Heritage 'Register of Historic Parks and Gardens of special historic interest in England' was established in 1983 and currently identifies over 1,600 sites assessed to be of national importance. Fifteen of these are in the district and are identified on the Policies Map.

The 'Register of Historic Parks and Gardens of special historic interest in England' can be viewed and downloaded at: [www.english-heritage.org.uk](http://www.english-heritage.org.uk)

**21.6.3** The main purpose of this Register is to celebrate designed landscapes of note, and encourage appropriate protection. It is hoped that by identifying sites in this way, their value and significance will be conserved and enhanced both by those who own them, and others who have a role in their protection and their future.

**21.6.4** The registration of designed landscapes does not entail additional planning controls but does make these assets a 'material consideration' in the planning process, meaning that planning authorities must consider the impact of any proposed development on the landscape's special character. The Council will through its planning role promote conservation and public appreciation of the District's designed landscapes.



- 21.6.5** In addition to those parks and gardens on the Register, the Hertfordshire Gardens Trust has also compiled a list of other locally important sites in the district. These are considered by the District Council to be of sufficient quality to warrant appropriate preservation and protection when considering development proposals under the following policy.
- 21.6.6** Further information, including a list of locally important parks and gardens, can be found in the Council's 'Historic Parks & Gardens' Supplementary Planning Document (September 2007).

The 'Historic Parks & Gardens' Supplementary Planning Document (September 2007, or as amended) can be viewed and downloaded at: [www.eastherts.gov.uk/historicparksandgardensspd](http://www.eastherts.gov.uk/historicparksandgardensspd)

## HA8 Historic Parks and Gardens

I. Development proposals that materially harm the special historic character, appearance or setting of those sites listed on the English Heritage 'Register of Historic Parks and Gardens' will not be permitted. The same level of protection will be afforded to other locally important sites.

II. Where appropriate, the District Council will actively encourage proposals for the repair, restoration and management of historic parks and gardens.

## 21.7 Enabling Development

- 21.7.1** Enabling development is the means of securing the long-term future of a significant place when conservation through development in compliance with policy cannot do so.
- 21.7.2** The vast majority of significant places survive because they are capable of beneficial use. Their maintenance is justified by their usefulness to, and appreciation by, their owners, not just value in the property market, either in their own right or as part of a larger entity. An historic garden, for example, normally adds to the amenities and value of a house. The problem that enabling development typically seeks to address occurs when the cost of maintenance, major repair or conversion to the optimum viable use of a building is greater than its resulting value to its owner or in the property market. This means that a subsidy to cover the difference – the 'conservation deficit' – is necessary to secure its future.



- 21.7.3** The scale and range of enabling development can vary greatly. Whilst often associated with residential development to support the repair of a country house, it can include, for example, an extension acceptable in historic building terms, but exceeding the maximum size permitted under plan policies for the rural area.

Detailed guidance on how an applicant might make an enabling development application is set out in English Heritage's guidance on 'Enabling Development and the Conservation of Significant Places', which can be viewed and downloaded at: [www.english-heritage.org.uk](http://www.english-heritage.org.uk)

### HA9 Enabling Development

I. Proposals for enabling development will be assessed in accordance with the English Heritage's latest guide on 'Enabling Development and the Conservation of Significant Places'.

II. Enabling development which would secure the future of a significant place, but would be contrary to other planning policy objectives, should be unacceptable unless:

- (a) The benefits of a proposal for enabling development, which would secure the future conservation of a significant place, outweigh any public harm or loss consequent upon conflicts with and the departure from other District Plan policies;
- (b) The proposal does not materially detract from the archaeological, architectural, historic, artistic, landscape or nature conservation of the site or its setting;
- (c) The proposal avoids detrimental fragmentation of management of the place;
- (d) The proposal is necessary to resolve problems arising from the inherent needs of the place;
- (e) Sufficient subsidy is not available from any other source; and
- (f) It is clearly demonstrated that the proposal is the minimum necessary to ensure the future of the site.





## 22 Climate Change

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### 22 Climate Change

#### 22.1 Introduction

- 22.1.1** Climate change is caused in part by greenhouse gases that are primarily produced through the burning of fossil fuels. Problems commonly associated with climate change include flooding and extreme weather patterns. Climate change is both a global and local issue.
- 22.1.2** Building Futures is a Hertfordshire guide to promoting sustainability in development, including modules on Climate Change Adaptation and also on Energy and Climate Change. Both modules include practical advice in relation to measures which can help to address climate change, and which should be considered alongside the policy requirements of the District Plan.

Building Futures is an interactive website which can be accessed at: [www.hertslink.org/buildingfutures](http://www.hertslink.org/buildingfutures)

#### 22.2 Adaptation

- 22.2.1** Climate change is expected to result in hazards such as heatwaves, flooding, and drought. Adaptation means improving our resilience to such impacts. This section addresses the issue of overheating. Measures related directly to water and climate change adaptation, including flood risk, water efficiency, and sustainable urban drainage, are contained within Chapter 23: Water.
- 22.2.2** Measures to address overheating may be undertaken at building level, neighbourhood scale, and town or urban extension scale. Examples of measures include:
- using site landform and landscape to benefit from shelter, to minimise heat losses in winter, provide adequate shade in summer, and to catch breezes
  - using deciduous trees to maximise shade in summer and allow light in during the winter, or structural or functional design to achieve a similar effect
  - minimising energy demand, for example using cross-ventilation, to avoid a vicious circle whereby increased demand for air conditioning generates further climate-changing emissions



- using materials that prevent the penetration of heat to a building, which can include green roofs or walls, light coloured materials in exposed surfaces, and for large car parks; road energy systems which store heat and release it during the winter months
- providing green infrastructure including woodlands, street trees and green landscaping, parks, sports grounds, allotments, and green roofs.

**22.2.3** Such measures may have a number of wider benefits, including reduced energy bills and improving the quality of the built environment. The Building Futures Climate Change Adaptation module contains further guidance on adaptation solutions.

### CC1 Climate Change Adaptation

All new development should:

- (a) Demonstrate how the design, materials, construction and operation of the development would minimise overheating in summer and reduce the need for heating in winter; and
- (b) Integrate green infrastructure from the beginning of the design process to contribute to urban greening, including the public realm. Elements that can contribute to this include appropriate tree planting, green roofs and walls, and soft landscaping.

## 22.3 Mitigation

**22.3.1** Carbon emissions originate from a wide range of sources, including transport, construction, and all forms of energy use including heating and appliances. The Climate Change Act (2008) sets out a legally binding target for reducing the UK's carbon dioxide emissions, in order to mitigate or reduce the impacts of climate change. Planning plays a role in terms of locating development so as to minimise the need to travel, which is addressed in the transport policies and also in the development strategy for the district.

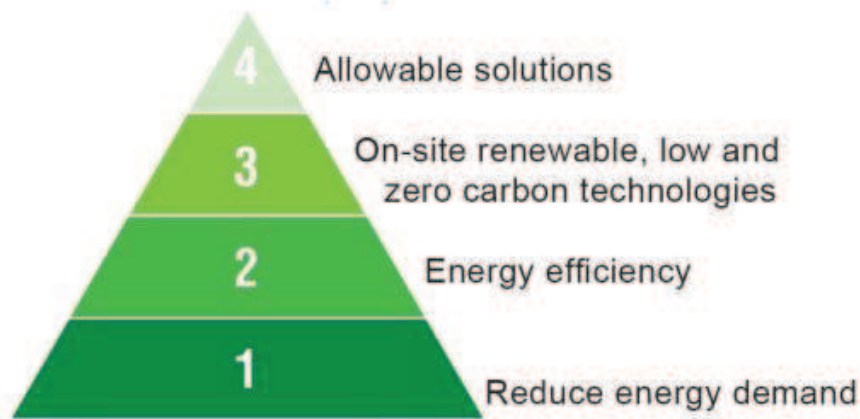
**22.3.2** There are four main types of approach to reduction of carbon emissions from development. These are as follows:

1. Reduce energy demand by providing natural ventilation and illumination, good insulation, and shading as described in relation to climate change adaptation
2. Increase energy efficiency through the use of efficient services and appliances, and low-energy lighting



3. Generate heat and/or power through on-site low and zero carbon technologies such as Combined Heat and Power (CHP), solar panels, biomass boilers, or heat pumps
4. Offsetting on-site carbon emissions through off-site means, for example retrofitting existing buildings elsewhere, investment in energy schemes such as district heating, payment into a community investment fund, or use of Green Energy Tariffs. These are known as 'allowable solutions'.

**Figure 22.1 Energy Hierarchy**



- 22.3.3** These four approaches are usually represented as an energy hierarchy as illustrated in Figure 20.1 above, in which the most effective ways of reducing carbon dioxide are shown at the base and must be fully explored first.
- 22.3.4** Wherever possible, developers should use reliable technologies and approaches with a proven track record.
- 22.3.5** The government is currently undertaking a review of local standards which will include planning and building regulations. The review is likely to address zero carbon standards, carbon and renewable energy targets, and allowable solutions. It is anticipated that this will include the role of planning policy, and therefore the approach outlined here may be subject to change.

### CC2 Climate Change Mitigation

I. All new developments should demonstrate how carbon dioxide emissions will be minimised across the development site, taking account of all levels of the energy hierarchy achieving above and beyond the requirements of Building Regulations.



II. Carbon reduction should be met on-site unless it can be demonstrated that this is not feasible or viable. In such cases effective offsetting measures to reduce on-site carbon emissions will be accepted as allowable solutions.

III. The energy embodied in construction materials should be reduced through re-use and recycling of existing materials and the use of sustainable materials and local sourcing.

### 22.4 Renewable and Low Carbon Energy

**22.4.1** There are a variety of opportunities for generating clean energy. The Hertfordshire Renewable and Low Carbon Energy Technical Study (July 2010) includes energy opportunity maps for East Hertfordshire, which may assist in the selection of appropriate carbon saving methods depending on the location of development proposals.

The Hertfordshire Renewable and Low Carbon Energy Technical Study (July 2010) can be viewed and downloaded from the Hertfordshire County Council Website at: [www.hertsdirect.org/services/envplan/plan/renewableenergy/](http://www.hertsdirect.org/services/envplan/plan/renewableenergy/)

**22.4.2** The East of England Plan (2008) required 10% of energy to come from decentralised, renewable or low carbon technologies for new development of more than 10 dwellings of 1000m<sup>2</sup> of non-residential floorspace. Despite the revocation of the Plan in January 2013, the District Council, in line with its commitment to mitigate the impacts of climate change, will take forward this policy requirement.

**22.4.3** At the same time as promoting renewable energy, the Council is also mindful of the need to ensure that an appropriate balance is maintained between the benefits of renewable energy and other constraints and considerations. The Department for Communities and Local Government (DCLG) issued in July 2013 specific planning guidance for renewable and low carbon energy. Government planning practice guidance can be a material consideration in planning decisions and should generally be followed unless there are clear reasons not to.

#### **Planning Practice Guidance for Renewable and Low Carbon Energy (DCLG, July 2013), Paragraph 15**

*In shaping local criteria for inclusion in Local Plans and considering planning applications in the meantime, it is important to be clear that:*

- *the need for renewable or low carbon energy does not automatically override environmental protections;*



- *cumulative impacts require particular attention, especially the increasing impact that wind turbines and large scale solar farms can have on landscape and local amenity as the number of turbines and solar arrays in an area increases;*
- *local topography is an important factor in assessing whether wind turbines and large scale solar farms could have a damaging effect on landscape and recognise that the impact can be as great in predominately flat landscapes as in hilly or mountainous areas;*
- *great care should be taken to ensure heritage assets are conserved in a manner appropriate to their significance, including the impact of proposals on views important to their setting;*
- *proposals in National Parks and Areas of Outstanding Natural Beauty, and in areas close to them where there could be an adverse impact on the protected area, will need careful consideration;*
- *protecting local amenity is an important consideration which should be given proper weight in planning decisions.*

**22.4.4** Taking account of this guidance, Policy CC3 takes a balanced approach, promoting renewable and low carbon energy where the impacts can be satisfactorily mitigated.

### **CC3 Renewable and Low Carbon Energy**

I. All new development of more than 10 dwellings or 1,000m<sup>2</sup> of non-residential floorspace must produce at least 10% of the total predicted energy requirements from on-site renewable technologies or decentralised renewable sources unless it can be demonstrated that this is not feasible or viable.

II. The Council will permit new development of sources of renewable energy generation subject to assessment of the impacts upon:

- environmental and historic assets;
- visual amenity and landscape character;
- local transport networks;
- the amenity of neighbouring residents and sensitive uses; and
- air quality and human health.

III. In considering the impact of renewable technologies, the Council will attach particular importance to maintaining the special countryside character of the rural area, including the preservation of long-distance views from public rights of way.



- 22.4.5** Some renewable forms of energy used for heating may, cumulatively or in isolation, result in a rise in particulates which can be harmful to human health. For this reason such technologies will not be permitted within or near the urban areas of settlements, as explained in Policy EQ4 (Air Quality) (see Chapter 24: Environmental Quality).







23  
Water

## 23 Water

### 23.1 Introduction

- 23.1.1** Flood risk, water quality, human consumption, waste water, and the environment are all linked through the natural process of water circulation through the air, on the surface of the earth, and in the ground, known as the water cycle. Development and the built environment have significant impacts on the operation of the water cycle, and the availability and quality of water for use.
- 23.1.2** Building Futures is a Hertfordshire guide to promoting sustainability in development. It includes a 'Water' module which sets out an approach to integrated water management (IWM) which takes account of the water cycle. IWM aims to ensure that the built environment is planned and designed to function in partnership with the natural water environment, so that they can both be sustainable. IWM has a number of sub-management processes, including minimising water consumption, using and reusing alternative sources of water, managing surface water drainage, and improving water quality.

Building Futures is an interactive website which can be accessed at: [www.hertslink.org/buildingfutures](http://www.hertslink.org/buildingfutures)

### 23.2 Flood Risk

- 23.2.1** Water is an essential resource, but it can also be a hazard. The susceptibility of land to flooding is a material planning consideration. The Council will resist any development which has the potential to contribute to flood risk and has adverse impacts on river channel stability or damage to wildlife habitats. The following policies encourage an integrated water management approach to new development.
- 23.2.2** East Herts Council's Strategic Flood Risk Assessment (SFRA) contains maps showing flood risks from various sources, including river and surface water flood risk areas, and these represent a snapshot of flood risk at a given moment. The Environment Agency publishes regular mapping updates, and the latest evidence should be a material consideration in determination of planning applications.

The East Herts Strategic Flood Risk Assessment can be viewed on the Council's website at: [www.eastherts.gov.uk/sfra](http://www.eastherts.gov.uk/sfra)

- 23.2.3** For development proposals of 1 hectare or greater, or on any site within Flood Zones 2, 3a or 3b, a Flood Risk Assessment (FRA) should be submitted with the planning application. The Environment Agency's Standing Advice for applicants and their agents provides further explanation.

For more information on the Environment Agency's Standing Advice go to: [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)

### **WAT1 Flood Risk Management**

I. The functional floodplain will be protected from development and where possible developed flood plain should be returned to Greenfield status with an enhanced level of biodiversity.

II. Development proposals should neither increase the likelihood of, intensity of, nor increase the risk to people, property, crops or livestock from flooding.

III. In exceptional circumstances, if developments are proposed which are required to pass the NPPF Exceptions Test, they will need to address flood resilient design and emergency planning by demonstrating that:

- (a) The development will remain safe and operational under flood conditions;
- (b) A strategy of either safe evacuation and/or safely remaining in the building is followed under flood conditions;
- (c) Key services will continue to be provided under flood conditions; and
- (d) Buildings are designed for quick recovery following a flood.

## **23.3 Water Quality and the Water Environment**

**23.3.1** The abstraction and discharge of water used in the built environment can have a detrimental impact on the quality of the local waters, which in turn can impact biodiversity and the ecological habitats of wildlife.

**23.3.2** Few of the rivers within East Herts are currently at 'Good' ecological status/potential as set out in the Thames River Basin Management Plan, which covers the Upper Lea catchment including all the rivers in East Herts. East Herts Council will work with the Environment Agency and other partners to address the objectives of the Water Framework Directive through the relevant actions identified in the River Basin Management Plan and River Catchment Management Plans for individual watercourses. Wherever possible, an undeveloped buffer strip, with no new structures, roads or pathways, should be left alongside all watercourses, to maximise the ecological benefits of waterways.

For more information and for the latest updates on the status of rivers in East Herts, see the Environment Agency's website at: [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)

**23.3.3** To help prevent surface water contamination following heavy rainfall, effective drainage strategies will be required as part of an integrated water management strategy. Such strategies will encompass a range of measures addressed in policies in the District Plan, covering drainage, water infrastructure and water quality.

**23.3.4** Source Protection Zones (SPZs) exist around abstraction points for potable (drinking) water. In Source Protection Zones (SPZs), development proposals for any of the following uses will be required to submit an assessment of potential impacts and any mitigation measures required:

- incinerators
- waste transfer stations
- vehicle dismantlers
- metal recycling
- waste treatment facilities and all other non landfill waste management activities
- cemeteries
- discharge of foul sewage to ground
- cess pools
- waste sites and underground storage of hazardous substances (i.e. petrol stations)
- new trade effluent discharges or stores
- storage of manure, slurry, sewage sludge and other farm waste.

A map of Source Protection Zones is available on East Herts Council's website at: [www.eastherts.gov.uk/sourceprotectionzones](http://www.eastherts.gov.uk/sourceprotectionzones)

**23.3.5** As well as providing essential water resources, the water environment, in particular the district's waterways, provide opportunities for recreation and transport, and are important wildlife habitats. The waterways provide green corridors which contribute to the physical character of the district.

### **WAT2 Water Quality and the Water Environment**

I. Development proposals will be required to preserve and enhance the water environment, ensuring improvements in surface water quality and the ecological value of watercourses and their margins.

II. An undeveloped buffer strip at least 8 metres wide should be maintained alongside all main rivers, and an appropriate buffer strip should be maintained at ordinary watercourses.

III. Opportunities for removal of culverts, river restoration and naturalisation should be considered as part of any development adjacent to a watercourse. Additional culverting and development of river corridors will be resisted.

## **23.4 Efficient Use of Water Resources**

- 23.4.1** East Hertfordshire lies within one of the most water-stressed areas of the East of England, which is itself one of the most water-stressed regions of the country. Abstraction for human consumption can impact on the water environment, for example contributing to low river levels. Installation of water efficient fixtures and fittings is a cost-effective way to reduce water consumption at new development. Dual-flush toilets and water butts for garden use are two examples, although there are many other simple and low-cost measures which are potentially available to developers.
- 23.4.2** Between 2007 and 2012 the average resident of East Herts consumed 160 litres/day. This compares with the national average of 150 litres/day over the same period. Projections for population growth in East Herts and the wider south-east will mean that over the plan period, new strategic water resources will be required.
- 23.4.3** East Hertfordshire forms part of the water supply grid encompassing Hertfordshire, Bedfordshire, and parts of Essex, managed by a number of water supply companies. Water supply is the subject of a national policy debate about the configuration of the water industry and consumer pricing, water metering, leakage reduction and many other issues in this nationally regulated industry. Water supply companies are required to demonstrate how they will meet these national standards in their Water Resources Management Plans, which are published every five years.
- 23.4.4** East Herts will continue to explore the role that local policy can play in contributing to the ultimate goal of water neutrality. Cost-effective measures such as the requirement for water efficient fixtures and fittings at new development can make a significant contribution over the next twenty years. The Council will continue to work with partners to encourage the sustainable and responsible abstraction of water. These measures can have significant environmental benefits for the district's

rivers. Assessments of residential water consumption should be submitted using the Building Research Establishment (BRE) Code for Sustainable Homes Water Calculator or other appropriate method by prior agreement with the Council.

For more information on the Code for Sustainable Homes Water Calculator go to the Building Research Establishment's Website at: [www.breeam.org](http://www.breeam.org)

## WAT3 Efficient Use of Water Resources

Development must minimise the use of mains water by:

- (a) Incorporating water saving measures and equipment;
- (b) Incorporating the recycling of grey water and utilising natural filtration measures where possible;
- (c) Designing residential development so that mains water consumption would meet a target of 105 litres or less per head per day.

## 23.5 Sustainable Drainage

**23.5.1** Sustainable Urban Drainage systems (SUDS) mimic natural drainage from a site and enable rainwater to run back into natural systems, rather than the stormwater drainage network. SUDS also treat run-off water to remove pollutants. This can have multiple benefits:

- increased recharge of groundwater and aquifers
- reduced runoff into the sewer system (resulting in reduced energy and chemical costs of treatment)
- improved groundwater quality via natural infiltration
- reduced degradation of chalk stream habitats

**23.5.2** Depending on the type of drainage techniques used, there can be flood reduction benefits, pollution control benefits, and landscape and wildlife benefits. When selecting appropriate drainage techniques, it is important to try to maximise the number of benefits, and to prioritise the most sustainable approaches. These can be set out in the form of a hierarchy. The SUDS hierarchy contained within the Council's SFRA is shown below:

Table 23.1 Sustainable Urban Drainage Hierarchy

	SUDs Technique	Flood Reduction	Pollution Reduction	Landscape and Wildlife Benefit
Most Sustainable				
	Living Roofs	√	√	√
	Basins and Ponds <ul style="list-style-type: none"> <li>Constructed wetlands</li> <li>Balancing ponds</li> <li>Detention basins</li> <li>Retention ponds</li> </ul>	√	√	√
	Filter Strips and Swales	√	√	√
	Infiltration Devices <ul style="list-style-type: none"> <li>Soakaways</li> <li>Infiltration trenches and basins</li> </ul>	√	√	√
	Permeable Surfaces and Filter Drains <ul style="list-style-type: none"> <li>Gravelled surfaces</li> <li>Solid paving blocks</li> <li>Porous paviers</li> </ul>	√	√	
	Tanked Systems <ul style="list-style-type: none"> <li>Over-sized pipes/tanks</li> <li>Storm cells</li> </ul>	√		
Least Sustainable				

**23.5.3** The sustainable drainage hierarchy is intended to ensure that all practical and reasonable measures are taken to manage surface water higher up in the hierarchy and that the amount of surface water managed at the bottom of the hierarchy is minimised. The hierarchy is also relevant to paving of front gardens, where the cumulative impact of impermeable paving on run-off rates may be considerable.

**23.5.4** There are many practical issues of design, installation and maintenance in the implementation of effective SUDS. The Flood and Water Management Act 2010 requires upper tier authorities to set up a Sustainable Urban Drainage System (SUDS) Approving Body or 'SAB' to:

- Evaluate and approve SUDS proposals for new development or redevelopment where construction work would have drainage implications, and
- Adopt and maintain SUDS on schemes that meet the evaluation criteria set out in the National SUDS Standards.



- 23.5.5** It is expected that the drainage aspects of policy will become the responsibility of the County Council, as such, the focus of the East Herts policy will shift from drainage management to the environmental and amenity aspects of drainage schemes. Hertfordshire County Council has produced an Interim SUDS Policy Statement (November 2012) which sets out proposed requirements. It is possible that some developments (especially smaller sites) could be offered to East Herts District Council for adoption.

For more information on Hertfordshire County Council's approach as SUDs Approval Body go to: [www.hertsdirect.org](http://www.hertsdirect.org)

## WAT4 Sustainable Drainage

- I. Development must utilise the most sustainable forms of drainage systems in accordance with the SUDS hierarchy, unless there are practical engineering reasons for not doing so.
- II. Development should aim to achieve Greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible.
- III. Drainage should be designed and implemented in ways that deliver other policy objectives of this Plan, including water use efficiency and quality, biodiversity, amenity and recreation. The provision of balancing ponds as part of an area of public open space for recreation or wildlife should be designed to ensure the safety of other users of the space. Where SUDs are provided as part of a development, applicants should detail how it will be maintained in the long term.
- IV. Where practicable, SUDS should be designed to ensure the sustainable drainage networks have the additional capacity required to cope with infrequent adverse weather conditions and therefore reduce flood risk.

## 23.6 Wastewater Infrastructure

- 23.6.1** Effective wastewater infrastructure is fundamental to sustainable urban life and therefore investment and expansion are required. There are a number of Sewage Treatment Works (STWs) in the district, notably at Bishop's Stortford, Buntingford, and at Rye Meads in the far south of the district. Bishop's Stortford and Rye Meads STWs serve not only East Herts but also settlements within the catchment but outside the district.



- 23.6.2** Like water supply, waste water treatment is a nationally regulated industry and water quality standards for treatment discharge are balanced with other regulatory issues including consumer water pricing through the water companies' Asset Management Plans, which are updated every five years.
- 23.6.3** Rye Meads STW lies within a highly sensitive ecological environment, adjacent to a Site of Special Scientific Interest, Ramsar Site and Special Area of Conservation. East Herts Council will work with the waste water treatment company and other Local Planning Authorities in the Rye Meads catchment area, in accordance with the Duty to Co-operate, to ensure that adequate capacity can be found at Rye Meads, or that alternative waste water treatment options can be identified.
- 23.6.4** Additional waste water treatment infrastructure and upgrades to existing facilities will be required in the district over the plan period, and this will be monitored through the Infrastructure Delivery Plan process. Developers of major sites, including allocated sites and sites identified in the Strategic Housing Land Availability Assessment (SLAA), should work with the waste water treatment company to ensure that adequate capacity in wastewater infrastructure is available. This is likely to require understanding of demands on infrastructure from other development sites in the catchment. Unless special circumstances apply, this requirement is unlikely to apply to minor and householder development.
- 23.6.5** East Herts Council will work with Stansted Airport, the waste water treatment company, and the Environment Agency to ensure that any fuel discharges from the airport are safely treated and do not compromise the quality of the District's water courses or groundwater.

#### **WAT5 Wastewater Infrastructure**

I. Development proposals must ensure that adequate wastewater infrastructure capacity is available in tandem with development.

II. Upgrade and expansion of existing, or provision of new, waste water treatment infrastructure will be supported provided that it utilises best available techniques, and provided that a strategy to meet relevant national and European environmental standards can be demonstrated.

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24

## Environmental Quality

## 24 Environmental Quality

### 24.1 Introduction

- 24.1.1** The control of pollution is critical to achieving the District Plan's strategic objectives by promoting healthy lifestyles and an enhanced quality of life for residents and visitors to the district. Pollution control through development also plays a significant role in planning for climate change and working in harmony with the environment to conserve natural resources and increase biodiversity.
- 24.1.2** Proposals for all types of development must therefore take into account nearby land uses to ensure that the right development is located in the right place across the district, in order to safeguard the quality of the environment. Policies relating to water quality and water pollution are contained within Chapter 23: Water.

### 24.2 Contaminated Land and Land Instability

- 24.2.1** Land may be contaminated and/or unstable for a number of reasons, such as previous commercial use or use as a landfill site. Such land can be re-used for new purposes but special remedial measures may be needed to reduce hazards arising from the previous use, and new buildings may need to be specially designed. Developers are responsible for ensuring that unacceptable risks from contamination and land instability are not present on site. If necessary, any risks will be successfully addressed through the remediation of contaminated land without undue environmental impact during and following the development.
- 24.2.2** When considering proposals for development, regard will be given to the Council's most recent Contaminated Land Strategy.

For more information on the Council's Contaminated Land Strategy go to:  
[www.eastherts.gov.uk/envhealth](http://www.eastherts.gov.uk/envhealth)

#### EQ1 Contaminated Land and Land Instability

I. The District Council will encourage the remediation of contaminated land to ensure that land is brought back into use, subject to the requirements of this policy.

II. The Council will require evidence, as part of any application, to show that unacceptable risks from contamination and land instability will be successfully addressed through remediation without undue environmental impact during and following the development. In particular, the developer shall carry out an adequate investigation to inform a risk assessment.

III. Where necessary, appropriate monitoring procedures to be undertaken prior, during and post remediation will be agreed with the developer/applicant. This should be set out in a verification report.

### 24.3 Noise Pollution

- 24.3.1** The impact of noise on the environment can be detrimental to health and quality of life. There is therefore a need to control the introduction of noise sources into the environment, as well as ensuring that new noise sensitive development is located away from existing sources of significant noise.
- 24.3.2** One of the most common causes of noise pollution is from traffic noise. In East Herts the proximity of both Luton and Stansted Airports to the district has a specific impact which needs to be taken into account when development proposals are considered.
- 24.3.3** Noise can also affect the tranquillity of an area. Tranquillity is a key characteristic of the natural environment. Tranquil spaces, often located within the more rural parts of the district, play a multi functional role as part of the district's green infrastructure network. They attract visitors, improve health and wellbeing by offering a place to relax and exercise, provide a haven for wildlife and improve biodiversity and enhance the character and identity of a place. These areas will be protected from noise pollution to ensure that areas defined by their tranquillity are protected from development that generates noise.
- 24.3.4** Where new noise generating development such as industrial and commercial and outdoor sport and recreation uses are proposed, it is expected that they will be located at an appropriate distance away from noise sensitive development i.e. residential areas, schools and hospitals.

#### EQ2 Noise Pollution

I. Development should be designed and operated in a way that minimises the direct and cumulative impact of noise on the surrounding environment. Particular consideration should be given to the proximity of noise sensitive uses.

II. Noise sensitive development should be located away from existing noise generating sources or programmed developments where possible to prevent prejudicing the continued existing operations. The use of design, layout, landscaping tools and construction methods should be employed to reduce the impact of surrounding noise sources.

### 24.4 Light Pollution

- 24.4.1** Light pollution can cause sleep disturbance and annoyance and is caused by the brightening of the night sky over inhabited areas and excessive brightness from light causing high levels of glare. Dark night skies are important for health and wellbeing, and for the conservation of natural habitats and the behaviour of nocturnal animals and birds.
- 24.4.2** In addition to impacting upon human health and natural habitats, light pollution is a sign of wasted energy from excessive lighting. Lighting at night in commercial areas is often used for security and to increase visual prominence. Lighting schemes must therefore be designed carefully as part of the overall development proposal to prevent light spillage and glare and to represent the minimum necessary for commercial and security purposes. Schemes will be considered against the latest national guidance and lighting standards.

#### EQ3 Light Pollution

I. External lighting schemes must:

- (a) Not have an unacceptable adverse impact on neighbouring uses or the wider landscape;
- (b) Be the minimum required for security and operational purposes;
- (c) Minimise the potential glare and spillage;
- (d) Minimise harm to the amenity of residents and road users and prevent impacts on the local ecology.

II. Where appropriate, the District Council will seek to control the times of illumination.

### 24.5 Air Quality

- 24.5.1** Clean air is critical to health and wellbeing and quality of life and is also crucial to support habitats and biodiversity. The nature of the district, with its dispersed towns, villages and hamlets with poor inter-connectivity by passenger transport, relative affluence and mobility, high car-ownership and close proximity to London and larger towns and cities, all contribute to higher levels of greenhouse gas emissions per person than neighbouring districts.
- 24.5.2** The historic nature and organic growth of the district's principle towns of Bishop's Stortford, Hertford and Ware have in themselves led to inefficient road and transport networks and where these issues coincide with limited connections to major roads, congestion is inevitable. Such congestion can result in high levels of localised pollutants which can cause problems for those with respiratory conditions.

- 24.5.3** Bishop's Stortford in particular suffers from this issue; the combination of the historic road network combined with its proximity to Stansted Airport means that the town centre frequently suffers from congestion and the resultant poor air quality. As such an Air Quality Management Area (AQMA) has been established in the town centre (at Hockerill Lights) to monitor levels of pollutants. There is also an AQMA in Hertford (at the Mill Road/A414 roundabout), and in London Road, Sawbridgeworth. These monitoring sites are supported by action plans to improve air quality in these locations. The Council also produces regular update and screening assessments and progress reports for the whole district and regular assessments on each AQMA.

More information on Air Quality Management Areas can be found on the Council's Website at [www.eastherts.gov.uk/envhealth](http://www.eastherts.gov.uk/envhealth).

- 24.5.4** Some renewable forms of energy used for heating may also, cumulatively or in isolation, result in a rise in particulates which can be harmful to human health. For this reason such technologies will not be permitted within or near the urban areas of settlements.

#### EQ4 Air Quality

I. Development and land uses should minimise potential impacts on local air quality both during construction and operation including the operation of heating, cooling and extraction units.

II. Development within designated Air Quality Management Areas (AQMA's), or development which may have an impact on these areas, must have regard to the Council's latest strategy and action plan for the reduction of pollutants in the defined catchment, maintaining acceptable levels of air quality. Evidence of mitigation measures will be required.



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25  
Delivery

## 25 Delivery

### 25.1 Introduction

- 25.1.1** Implementation of the objectives and policies in the District Plan relies on the provision of a wide range of infrastructure and services, the majority of which are not provided by the District Council. Successful implementation of the District Plan will therefore require the Council as local planning authority to take on the role of co-ordinator or facilitator, rather than a direct provider of infrastructure and services in most cases.

### 25.2 Infrastructure and Service Delivery

- 25.2.1** In order to guide the timely provision of infrastructure and services, and to provide evidence for the need for corrective action where necessary, an Infrastructure Delivery Plan (IDP) will be prepared. The IDP will identify both those facilities that are needed district wide and those that are needed to support particular strategic development.
- 25.2.2** The IDP will be updated as part of the Annual Monitoring Report (AMR) in cooperation with delivery partners.
- 25.2.3** New development has the potential, individually and/or cumulatively to cause significant strain on existing infrastructure or services. All new development proposals will need to take account of these wider impacts on existing communities. In some cases proposals will impact upon strategic infrastructure, for example Rye Meads Sewerage Treatment works, secondary schools, or the strategic highways network. Development can also lead to off-site impacts within the locality, for example on the local road network or open space provision in existing residential or other areas. Where proposals can not demonstrate the deliverability of supporting infrastructure, they will be refused.

#### **DEL1 Infrastructure and Service Delivery**

I. The District Council will work in partnership with providers of infrastructure and services to facilitate the timely provision of infrastructure necessary to support sustainable development. In support of this work the Council will:

- (a) Prepare an Infrastructure Delivery Plan (IDP) to identify the timing, type and number of infrastructure projects required to support the objectives and policies of the strategy as well as the main funding mechanisms and lead agencies responsible for their delivery;
- (b) Use the District Plan and IDP to bid for funding necessary to support development, working in partnership with the Local Economic Partnership (LEP), Hertfordshire Infrastructure Planning Partnership (HIPP), the Local Transport Body (LTB), the Local Nature Partnership (LNP), and other bodies as appropriate;

(c) Monitor capacity in infrastructure and services through annual updates of the IDP and future infrastructure needs assessments;

(d) Review the District Plan if evidence in the IDP indicates a changed outlook for the realistic prospects for delivery of infrastructure to support development.

II. For individual development proposals, developers will be required to:

(a) Demonstrate, at the planning application stage, that adequate infrastructure capacity can be provided both on and off site to enable the delivery of sustainable development within the site, the locality and the wider area, as appropriate. Where proposals can not demonstrate the deliverability of supporting infrastructure, they will be refused;

(b) Ensure that development is phased to coincide with the delivery of additional infrastructure or service capacity as set out in the IDP;

(c) Ensure that infrastructure assets and services are delivered to adoptable standards. Suitable long-term management arrangements must be put in place with a view to secure adoption by the appropriate authority in the longer term.

### 25.3 Developer Contributions

**25.3.1** There are two main mechanisms by which the District Council will seek developer contributions towards the provision of infrastructure and services to support development.

**25.3.2** The Community Infrastructure Levy (CIL) is a non-negotiable charge which will be used to fund a range of items which are not necessarily directly related to the development. A separate CIL Charging Schedule will be prepared using appropriate available evidence. CIL is particularly helpful in addressing the cumulative impact of small and medium-sized developments across an area. The Charging Schedule will contain the details of the proposed CIL.

**25.3.3** Planning Obligations may also be sought under Section 106 of the Town and Country Planning Act. Planning obligations will only be sought where they are 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. Planning obligations are particularly helpful on large development schemes where there are complex infrastructure needs.

**25.3.4** The District Council will monitor and challenge where appropriate, the financial viability of the cumulative planning costs on development. A level of contributions will be sought which does not jeopardise the implementation of the District Plan.

## DEL2 Community Infrastructure Levy (CIL) and Planning Obligations

I. In accordance with the Community Infrastructure Levy (CIL) Charging Schedule, the Council will seek contributions for the provision of strategic infrastructure to support growth across East Herts, and beyond.

II. The Council will also seek a range of planning obligations. Planning obligations will only be sought where they are 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.

III. The provision of infrastructure referred to in I. and II. above, includes, but is not limited to: affordable housing, open space and recreation facilities, community, education and health facilities, sustainable transport modes, highway improvements, nature conservation, landscape and landscaping improvements, low carbon and decentralised energy, flood mitigation and sustainable construction.

## 25.4 Monitoring

- 25.4.1** Regular monitoring of actual development outcomes against the plan is an essential part of ensuring that the plan is effective. Monitoring can indicate areas where interventions may be needed to achieve the objectives of the plan, and may also demonstrate the need for a review of the plan.
- 25.4.2** A Monitoring Framework has been prepared as part of the District Plan. Monitoring will be proportionate to the needs of an effective plan, and will be targeted at those areas where it can add value to the development process. The proposed Framework is located at Appendix D.
- 25.4.3** The delivery of development and supporting infrastructure is one of the most important aspects of the plan. A housing trajectory showing the best available information in relation to the phasing of development at specific sites will be maintained, broken down by year for the first five years. An Infrastructure Delivery Plan (IDP) will be prepared and updated annually in parallel with the AMR, and will indicate whether and how the necessary infrastructure is on course for timely delivery alongside housing and other development. If monitoring reveals doubts about the timely delivery of supporting infrastructure, appropriate interventions will be necessary.

# Appendices

## Appendix A

# Key Diagram



## Appendix A Key Diagram

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## Appendix B

# Strategy Worksheet

Appendix B Strategy Worksheet

## Appendix C

# Open Space Standards

## Appendix C Open Space Standards

### C.1 Quantity Standards

**Table C.1 Quantity Standards**

PPG17 Typology	Quantity Provision Standard
Parks and public gardens	0.53 ha per 1,000 population
Natural and semi-natural green space	7.64 ha per 1,000 population
Outdoor sports facilities	3.79 ha per 1,000 population
Amenity green spaces	0.55 ha per 1,000 population
Provision for children and young people	0.20 ha per 1,000 population
Allotments	0.21 ha per 1,000 population
Cemeteries and churchyards	No standard set
Green corridors	No standard set

### C.2 Quality Standards

**Table C.2**

PPG17 Typology	Quality Standard
Parks and public gardens	Urban parks and gardens should be clean and litter free. They should also be well maintained, with well-kept grass, planting and vegetation and with high quality and appropriate ancillary facilities
Natural and semi-natural green space	Natural and semi-natural green spaces should be clean and litter free, with natural features (including water where appropriate). Public Rights of Way, footways and cycle paths should be clear and unrestricted and conservation areas should be identified. Sites should be maintained to an appropriate conservation standard.
Outdoor sports facilities	All outdoor sports facilities, including ancillary accommodation, should be free from dog fouling and litter, with well kept grass and a well drained, level playing surface. They should have particular regard to the needs of young people. Sites should be accessible and should follow design and maintenance standards set by the relevant national governing bodies of sport.
Amenity green spaces	Amenity green space should be free from litter and anti-social behaviour. They should be well maintained with appropriate

PPG17 Typology	Quality Standard
	vegetation and planting, as well as ancillary facilities, such as litter bins and seating.
Provision for children and young people	Facilities for children and young people should be dog and litter free, as well as clean and free from anti-social behaviour. Sites should be well maintained and equipped to provide a range of activities to suit varied interests and age groups. Appropriate ancillary facilities, such as seating should also be provided.
Allotments	Allotments should be free from dog fouling, vandalism, litter and anti-social behaviour. Where appropriate, access pathways and signage should be clearly provided and well maintained.
Cemeteries and churchyards	Cemeteries and churchyards should be free from dog fouling, vandalism, litter and anti-social behaviour. Where appropriate, access pathways and signage should be clearly provided and well maintained.
Green corridors	Green corridors should be clean and litter free with natural features and vegetation. Public Rights of Way, footways and cycle paths should be clear and well signed and conservation areas clearly identified. Green corridors should provide links between green spaces and from residential areas to green spaces.

### C.3 Accessibility Standards

Table C.3

Open Space Type	Mode of Transport	Recommended Travel Time	Estimated Equivalent Distance
Parks and public gardens	Walk	10 minutes	0.8km
Natural and semi-natural green space	Walk	10 minutes	0.8km
Outdoor sports facilities	Walk	10 minutes	0.8km
Amenity green spaces	Walk	5 minutes	0.4km
Provision for children and young people	Walk	5 minutes	0.4km
Allotments	Drive by car	10 minutes	0.8km
Cemeteries and churchyards	No standard set		



Open Space Type	Mode of Transport	Recommended Travel Time	Estimated Equivalent Distance
Green corridors	No standard set		

## Appendix D

# Monitoring Framework

Appendix D Monitoring Framework

The District Plan will require continuous monitoring and review to ensure that it remains relevant and responds to changing needs and circumstances. The Council will monitor the effectiveness of the policies contained in the District Plan by regularly assessing their performance against a series of indicators, which are set out in Table D.1 below.

**D.2** The Annual Monitoring Report (AMR) will be the principal tool that will monitor the District Plan. The indicators and targets/basis for evaluation within it will also be continually reviewed and may be amended and updated if required.

- D.3** The primary purpose of the AMR will be to:
- Set out the Council’s housing trajectory and 5 year housing land supply assessment.
  - Report on the effectiveness of the policies contained in the District Plan and identify the need to reassess or review any policies.
  - Update the Infrastructure Delivery Plan and report on the application of the Community Infrastructure Levy.
  - Monitor the preparation and implementation of Neighbourhood Plans.
  - Summarise actions the Council has taken under the duty to co-operate.

**D.4** In addition to the indicators set out in the Monitoring Framework in Table D.1, the AMR will contain contextual indicators which provide further background information with regard to the various topic areas.

Table D.1 Monitoring Framework

Indicator Type	Indicator	Target/Basis for Evaluation	Monitoring Policies
Housing	Net additional dwellings completed between 2011-2031, by settlement and broad location for growth	15,000 dwellings between 2011-2031 (average of 750 per annum)	DPS1, DPS2, DPS3
Housing	Net additional dwellings in future years and phasing (trajectory)	Maintenance of a 5 year housing land supply	DPS2, DPS3

Indicator Type	Indicator	Target/Basis for Evaluation	Monitoring Policies
Housing	% of new and converted dwellings on Previously Developed Land (PDL)	No target	DPS2
Housing	Net additional dwellings completed on Allocated/SLAA/Windfall sites	No target	DPS3
Housing	Number of Neighbourhood Plans in preparation/adopted	Increasing trend	DPS8, VILL1, VILL4
Housing	Net additional dwellings completed between 2016-2031 in Group 1 villages	750 dwellings between 2016-2031	DPS2, DPS3, VILL1, VILL4
Housing	Net additional dwellings completed between 2016-2031 in Group 2 villages	No target	VILL2
Housing	Gross additional dwellings completed in the monitoring year, by size, type and tenure and by settlement and broad location for growth	750 dwellings per annum	HOU1
Housing	% of new dwellings constructed to 'Lifetime Homes' standards by tenure	At least 15% of new dwellings	HOU1, HOU6
Housing	Density of new residential development	Development completed at a range of densities taking account of the character of the area	HOU2, DES1, CLR2
Housing	Net additional affordable dwellings completed in the monitoring year by settlement and broad location for growth	200 affordable dwellings per annum	HOU1, HOU3, HOU4

Indicator Type	Indicator	Target/Basis for Evaluation	Monitoring Policies
Housing	% of affordable housing permissions completed in accordance with Policy HOU3 in terms of site capacity/size thresholds	30% on sites proposing 5 to 14 gross additional dwellings, or between 0.17 and 0.49 hectares in size  40% on sites proposing 15 or more gross additional dwellings, or 0.5 hectares in size	HOU1, HOU3
Housing	% of affordable housing permissions completed in accordance with Policy HOU3 in terms of tenure mix	75% social/affordable rent and 25% intermediate/shared ownership tenure mix on sites delivering 5-199 dwellings  60% social/affordable rent and 40% intermediate/shared ownership tenure mix on sites delivering 200+ dwellings	HOU1, HOU3
Housing	Amount of new specialist accommodation to meet the specific needs of older and vulnerable people, falling within Use Classes C2, C3, or sui-generis	Increase in housing choices for older and vulnerable people	HOU1, HOU6
Housing	% of new specialist accommodation that is fully wheelchair accessible	No target	HOU1, HOU6
Housing	Number of new Gypsy and Traveller pitches and Travelling Showpeople plots completed	xx pitches for Gypsies and Travellers  xx plots for Travelling Showpeople between 201x-20xx	HOU1, HOU7

Indicator Type	Indicator	Target/Basis for Evaluation	Monitoring Policies
Green Belt	Number of planning permissions granted on land in the Green Belt contrary to Policy GBR1	No permissions granted contrary to policy	GBR1
Green Belt	Number of dwellings permitted in the Green Belt contrary to Policy GBR1	No dwellings permitted in the Green Belt contrary to policy	GBR1
Employment	Number of additional jobs provided in the District between 2011-2031	A minimum of 9,700 additional jobs between 2011-2031	DPS1
Employment	Amount of additional employment land allocated for Use Classes B1/B2/B8 between 2011-2031	11-13 hectares of additional employment land allocated for Use Classes B1/B2/B8 between 2011-2031	DPS1, ED1, ED2
Employment	Net additional employment floorspace completed by type, settlement, Employment Areas, non-Employment Areas and rural areas	Increasing trend	DPS1, ED1, ED2, VILL6
Employment	% of new employment floorspace completed by type on Previously Developed Land (PDL)	No target	DPS2
Employment	Employment land available by type	Increasing trend	DPS1, ED1
Employment	Loss of Use Class B1 to Use Class C3 through prior approval and full planning applications	No target for prior approval applications Decreasing trend for full planning applications	ED1

Indicator Type	Indicator	Target/Basis for Evaluation	Monitoring Policies
Retail and Town Centres	Net additional retail floorspace completed between 2011-2031, by settlement and primary shopping area	7,600m2 of convenience retail floorspace 6,100m2 of comparison retail floorspace	DPS1,RTC1, RTC2
Retail and Town Centres	Total amount of floorspace for 'town centre uses' within designated town centre boundaries	Increasing trend	RTC1
Retail and Town Centres	% of primary and secondary frontages in each town centre in Use Class A1(Shops)	70% in a continuous frontage in a primary shopping frontage 50% in a continuous frontage in a secondary shopping frontage	RTC2, RTC3, RTC4
Retail and Town Centres	% of units recorded as vacant in primary and secondary frontages	Decreasing trend	RTC2, RTC3, RTC4
Transport	Amount of new residential development completed within 30 minutes public transport time of 6 key services	Increasing trend	DPS7, TRA1
Transport	Amount of completed development complying with car parking standards	100% of development complying with car parking standards	TRA3
Community Facilities, Leisure and Recreation	Number of planning permissions granted on land designated for open space, sport and recreation under policy CFLR1 contrary to policy	No permissions granted contrary to Policy CFLR1	CFLR1



Indicator Type	Indicator	Target/Basis for Evaluation	Monitoring Policies
Community Facilities, Leisure and Recreation	Amount of new open space, sport and recreation facilities completed by typology and settlement	Increasing amount in accordance with standards set out in Appendix C of the District Plan	CFLR1, CFLR2
Community Facilities, Leisure and Recreation	Number of planning permissions granted on land designated as Local Green Space under policy CFLR3 contrary to policy	No permissions granted contrary to Policy CFLR3	CFLR3
Community Facilities, Leisure and Recreation	Number of planning permissions granted that result in the loss of uses, buildings or land for public or community contrary to Policy CFLR7	No permissions granted contrary to Policy CFLR7	CFLR7
Community Facilities, Leisure and Recreation	Amount of new uses, buildings or land for public or community use completed by settlement	Increasing amount	CFLR7, CFLR8, CFLR9
Natural Environment	Change in areas and populations of biodiversity importance	No loss of areas or populations of biodiversity importance	NE1, NE2
Heritage Assets	Change in number of designated historical assets	No loss of designated historical assets	HA1, HA3, HA4, HA7, HA8
Heritage Assets	Number of Conservation Area appraisals completed	Increasing amount	HA4
Heritage Assets	Number of listed buildings on the national 'Buildings at Risk Register'	Decreasing amount	HA7
Climate Change	Number of new developments producing at least 10% of total predicted energy requirements in accordance with Policy CC3	All development of more than 10 dwellings or 1,000m2 of non-residential floorspace complying with Policy CC3	CC3

Indicator Type	Indicator	Target/Basis for Evaluation	Monitoring Policies
Climate Change	Amount of new sources of renewable energy generation permitted	Increasing trend	CC3
Water	Number of permissions granted contrary to the advice of the Environment Agency on either flood defence or water quality grounds	No permissions granted contrary to Environment Agency advice	WAT1, WAT2
Water	% of new residential development achieving mains water consumption of 105 litres or less per head per day	100%	WAT3
Infrastructure	Delivery of strategic and local infrastructure to support new development	Delivery of infrastructure in accordance with Infrastructure Delivery Plan	DPS5, ED3, WAT5, DEL1
Infrastructure	Community Infrastructure Levy receipts and expenditure	No target	DEL2



## Appendix E

# Glossary

## Appendix E Glossary

<b>Accessible Natural Greenspace (ANG)</b>	Places that are available for the general public to use free of charge and without time restrictions (although some sites may be closed to the public overnight and there may be fees for parking a vehicle).
<b>Adaptation</b>	See Climate Change Adaptation.
<b>Affordable Housing</b>	<p>Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p><b>Social rented:</b> housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.</p> <p><b>Affordable rented:</b> housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).</p> <p><b>Intermediate housing:</b> is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.</p> <p>Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.</p>
<b>Aged or Veteran Tree</b>	A tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally.

<b>Air Quality Management Areas (AQMAs)</b>	Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.
<b>Allocated Sites</b>	To deliver the development strategy and meet its housing requirement for example, the Council allocates land for particular types of land use, such as housing, as part of its planned approach to managing development and shaping the future of our towns and villages. Infrastructure providers can then take the planned growth of a settlement into account when delivering their services to ensure that the necessary infrastructure is in place to support growth.
<b>Ancient Woodland</b>	An area that has been wooded continuously since at least 1600 AD.
<b>Annual Monitoring Report (AMR)</b>	The annual monitoring report assesses the implementation of the Local Development Scheme (LDS) and the extent to which policies in the Development Plan are being successfully implemented.
<b>Appropriate Assessment (AA)</b>	An Appropriate Assessment, also known as a Habitat Regulations Assessment (HRA), is the process of considering emerging policies against the habitats regulations.
<b>Archaeological Interest</b>	There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.
<b>Article 4 Direction</b>	A direction which withdraws automatic planning permission granted by the General Permitted Development Order.
<b>Best and Most Versatile Agricultural Land</b>	Land in grades 1, 2 and 3a of the Agricultural Land Classification.
<b>Biodiversity</b>	The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.
<b>Biodiversity Action Plan (BAP)</b>	A strategy prepared for a local area aimed at conserving and enhancing biological diversity. The Hertfordshire Biodiversity Action Plan includes East Herts.
<b>Biomass</b>	Living matter within an environmental area, for example plant material, vegetation, or agricultural waste used as a fuel or energy source.
<b>Brownfield Land or Site</b>	Previously developed land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. See also 'Previously Developed Land'.

<b>Call for Sites</b>	Technical work which seeks suggestions from landowners, developers, and other interested parties for all types of potential future development and land-use, including housing, employment, leisure, and community uses.
<b>Carbon Emissions</b>	See Greenhouse Gases.
<b>Carbon Footprint</b>	A carbon footprint is "the total set of GHG (greenhouse gas) emissions caused directly and indirectly by an individual, organisation, event or product" (UK Carbon Trust 2008).
<b>Character</b>	A term relating to Conservation Areas or Listed Buildings, but also to the appearance of any rural or urban location in terms of its landscape or the layout of streets and open spaces, often giving places their own distinct identity.
<b>Climate Change</b>	Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.
<b>Climate Change Adaptation</b>	Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunities.
<b>Climate Change Mitigation</b>	This involves taking action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.
<b>Clusters (a term used in economic regeneration)</b>	A group of businesses or organisations who, owing to the goods they produce and/or services they provide have common customers, technology or use similar specialist skills. They group together in order to enhance the overall competitive advantage of individual companies. For East Herts and Hertfordshire, life science industries and film and television industries are two economic clusters.
<b>Coalescence</b>	The merging or coming together of separate towns or villages to form a single entity.
<b>Community Infrastructure Levy</b>	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.
<b>Community Right to Build Order</b>	An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site-specific development proposal or classes of development.

<b>Competent Person (to prepare site investigation information)</b>	A person with a recognised relevant qualification, sufficient experience in dealing with the type(s) of pollution or land instability, and membership of a relevant professional organisation.
<b>Conformity</b>	Requirement of Local Plans to be in general conformity/agreement with the policies of the National Planning Policy Framework.
<b>Conservation (for heritage policy)</b>	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
<b>Conservation Area</b>	Areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.
<b>County Council</b>	The local authority that is responsible for waste and minerals planning functions in non-unitary, and non-national park, local authority areas. The County Council is also responsible for advising on strategic planning issues that are likely to have an impact across the whole county or its sub-regions e.g. transport and education.
<b>Decentralised Energy</b>	Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.
<b>Demography</b>	Demography is the study of the size, growth, and age and geographical distribution of human populations, and births, deaths, marriages, and migrations.
<b>Density</b>	<p>Density is a calculation of the number of houses that can be built on a particular piece of land. It is usually expressed as the number of dwellings per hectare (dph).</p> <p><b>Net density</b> includes those sites which will be developed including directly associated uses, such as access roads within the site, private garden space, car parking areas, incidental open space, landscaping and children's play areas, where they are provided.</p> <p><b>Gross density</b> includes large-scale open space, roads, schools, hospitals, and other major supporting infrastructure.</p>



<b>Designated Heritage Asset</b>	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
<b>Development</b>	Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission (see also 'Permitted Development').
<b>Development Plan</b>	This includes adopted Local Plans, Neighbourhood Plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.
<b>District Heating</b>	District heating utilises the economies of scale generated by large-scale developments in the generation of renewable and low-carbon energy sources, such as ground-source heat pumps or combined heat and power schemes for example. District heating is a system where the heat for an area is produced centrally, and hot water or steam is transported to the buildings through a network of pipes. Heat is transferred into individual properties through a heat exchanger, and then used in conventional heating systems (in flats, for example, there may just be one heat exchanger for the whole block). District heating networks vary widely in scale from individual developments or apartment blocks to whole towns.
<b>Duty to Co-Operate</b>	The duty to cooperate was created in the Localism Act 2011. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters. Local planning authorities must demonstrate how they have complied with the duty at the independent examination of their Local Plans.
<b>Ecological Networks</b>	These link sites of biodiversity importance.
<b>Economic Development</b>	Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).
<b>Edge of Centre</b>	For retail purposes, a location that is well connected and up to 300 metres of the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre

	but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.
<b>Employment Land</b>	Land reserved for industry, comprising Use Classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution). Such land tends to be located in urban areas or close to transport networks, often containing a cluster of similar business activities.
<b>Engineering Operations</b>	The statutory definition of development within Section 55 of the Town and Country Planning Act 1990, includes engineering and other operations (e.g. Groundworks), and the making of any material change in the use of land. The carrying out of such operations and the making of material changes in the use of land are inappropriate development unless they maintain openness and do not conflict with the purposes of including land in the Green Belt.
<b>Evidence Base</b>	The evidence that any Development Plan Document is based on. It is made up of the views of stakeholders and background facts about the area.
<b>Environmental Impact Assessment</b>	A procedure to be followed for certain types of project to ensure that decisions are made in full knowledge of any likely significant effects on the environment.
<b>European Site</b>	This includes candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation and Special Protection Areas, and is defined in regulation 8 of the Conservation of Habitats and Species Regulations 2010.
<b>Flood Plain</b>	Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.
<b>Geodiversity</b>	The range of rocks, minerals, fossils, soils and landforms.
<b>Green Belt</b>	<p>The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. Green Belt serves five purposes:</p> <ul style="list-style-type: none"> <li>• to check the unrestricted sprawl of large built-up areas;</li> <li>• to prevent neighbouring towns merging into one another;</li> <li>• to assist in safeguarding the countryside from encroachment;</li> </ul>

	<ul style="list-style-type: none"> <li>to preserve the setting and special character of historic towns; and</li> <li>to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.</li> </ul>
<b>Green Infrastructure</b>	Green Infrastructure is a strategic network of multi-functional green space, both new and existing, both rural and urban, which supports natural and ecological processes and is integral to the health and quality of life in sustainable communities. It provides habitats for and aids migration of wildlife, flood water storage, urban cooling and local access to shady outdoor space as well as creating attractive spaces for recreation.
<b>Green Wedges</b>	Green wedges comprise the open areas around and between parts of settlements, which maintain the distinction between the countryside and built up areas, prevent the coalescence (merging) of adjacent places and can also provide recreational opportunities.
<b>Greenfield Land or Site</b>	Land (or a defined site) usually farmland, that has not previously been developed.
<b>Greenhouse Gases</b>	Naturally occurring examples include water vapour, carbon dioxide, methane, nitrous oxide and ozone. Some human activities increase these gases, including fossil fuel combustion within motor vehicles and some power stations.
<b>Group 1, 2 or 3 Village</b>	<p>The District Plan identifies three types of village:</p> <p><b>Group 1 Villages:</b> villages where limited small-scale and infill development for housing, employment, service and community facilities may be permitted, in order to help sustain vital and viable rural communities.</p> <p><b>Group 2 Villages:</b> villages where infill development only, that meets an identified housing need of the village or parish, may be permitted.</p> <p><b>Group 3 Villages:</b> the remaining villages where no new building may be permitted except for that appropriate in the rural area.</p>

<b>Gypsies and Travellers</b>	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such.
<b>Habitats Regulations Assessment (HRA)</b>	See Appropriate Assessment.
<b>Heritage Asset</b>	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
<b>Historic Parks and Gardens</b>	A park or garden of special historic interest. Graded I (highest quality), II* or II. Designated by English Heritage.
<b>Housing Market Area</b>	This is a geographical area which is relatively self-contained in terms of reflecting people's choice of location for a new home.
<b>Housing Mix</b>	The mix of different types and tenures of housing, for example, affordable and market housing, owner-occupied and private-rented.
<b>Infrastructure</b>	Providing the necessary supporting 'infrastructure' of utility services, transport, schools, open space, community, health and leisure services. See also Green Infrastructure.
<b>Infrastructure Delivery Plan</b>	The Infrastructure Delivery Plan establishes a framework for private and public investment. It identifies as far as possible the infrastructure needs of new development, and the associated costs, phasing, funding sources and responsibilities for delivery.
<b>International, national and locally designated sites of importance for biodiversity</b>	All international sites (Special Areas of Conservation, Special Protection Areas, and Ramsar sites), national sites (Sites of Special Scientific Interest) and locally designated sites including Local Wildlife Sites.
<b>Landfill</b>	The permanent disposal of waste into the ground, by the filling of man-made voids or similar features, or the construction of landforms above ground level (land-raising).
<b>Lifetime Homes</b>	'Lifetime Homes' standards seek to make homes more flexible, convenient, safe, adaptable and accessible than most new homes.

<b>Listed Building</b>	<p>A building of special architectural or historic interest. Listed buildings are graded I, II* or II with grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures (e.g. wells within its curtilage).</p> <p>English Heritage is responsible for designating buildings for listing in England.</p>
<b>Local Development Order</b>	An order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.
<b>Local Development Scheme (LDS)</b>	The Local Planning Authority's timetable for the preparation of Development Plan Documents.
<b>Local Enterprise Partnership</b>	A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.
<b>Local Green Space Designation</b>	The Local Green Space designation is a way to provide special protection against development for green areas of particular importance to local communities.
<b>Local Nature Partnership</b>	A body, designated by the Secretary of State for Environment, Food and Rural Affairs, established for the purpose of protecting and improving the natural environment in an area and the benefits derived from it.
<b>Local Nature Reserve</b>	Non-statutory habitats of local significance designated by local authorities where protection and public understanding of nature conservation is encouraged. (See also Site of Nature Conservation Importance or Site of Biological Interest).
<b>Local Planning Authority</b>	The public authority whose duty it is to carry out specific planning functions for a particular area.
<b>Local Strategic Partnership (LSP)</b>	A partnership of stakeholders who develop ways of involving local people in shaping the future of their neighbourhood in how services are provided. They are often single, multi-agency bodies which aim to bring together locally the public, private, community and voluntary sectors.
<b>Local Transport Plan</b>	A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy. Local Transport



	Plans should be consistent with the policies and priorities set out in the Regional Transport Strategy as an integral part of the Regional Spatial Strategy.
<b>Main town centre uses</b>	Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).
<b>Mitigation</b>	See Climate Change Mitigation.
<b>Mixed Use Development</b>	A development which contains a variety of uses such as businesses, housing, leisure and recreation. Such developments contribute towards building sustainable communities by increasing accessibility to a range of activities and promoting non-car modes of travel.
<b>Modal shift</b>	A change of transport mode (for example, car, bus, train, bicycle, walking). In planning terms this usually implies a shift away from the car to more sustainable transport modes, whether passenger transport or walking and cycling.
<b>Monitoring</b>	See Annual Monitoring Report.
<b>National Planning Policy Framework (NPPF)</b>	The National Planning Policy Framework was published on 27 March 2012 and sets out the Government's planning policies for England and how these are expected to be applied.
<b>Nature Improvement Areas</b>	Inter-connected networks of wildlife habitats intended to re-establish thriving wildlife populations and help species respond to the challenges of climate change.
<b>Neighbourhood Development Order</b>	An Order made by a local planning authority (under the Town and Country Planning Act 1990) through which Parish Councils and neighbourhood forums can grant planning permission for a specific development proposal or classes of development.
<b>Neighbourhood Plan</b>	A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).
<b>Older People</b>	People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

<b>Open Space</b>	All space of public value, including public landscaped areas, playing fields, parks and play areas, and also including not just land, but also areas of water such as rivers, canals, lakes and reservoirs, which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife.
<b>Original Building</b>	A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally.
<b>Out of Centre</b>	A location which is not in or on the edge of a centre but not necessarily outside the urban area.
<b>Out of Town</b>	A location out of centre that is outside the existing urban area.
<b>Passive Solar Heating</b>	A solar heating system using a simple solar collector, building materials, or an architectural design to capture and store the sun's heat. Very simple examples include a garden greenhouse, or a south-facing window in a dwelling.
<b>Permeability</b>	The extent to which an environment allows for a choice of routes both through and within it, and allows opportunities for movement.
<b>Planning Condition</b>	A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.
<b>Planning Obligation</b>	A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.
<b>Plateau</b>	A landscape of fairly level high ground, which in rural areas tends to be a prominent landscape feature, often supporting a unique biodiversity.
<b>Playing Field</b>	The whole of a site which encompasses at least one playing pitch as defined in the Town and Country Planning (Development Management Procedure) (England) Order 2010.
<b>Policies Map (previously Proposals Map)</b>	The Policies Map illustrates on a map, reproduced from or based upon a map base to a registered scale, all the policies contained in the District Plan.
<b>Pollution</b>	Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

<b>Previously Developed Land (PDL) or 'Brownfield' Land</b>	Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
<b>Primary Shopping Area</b>	Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).
<b>Primary and Secondary Shopping Frontages</b>	Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.
<b>Priority Habitats and Species</b>	Species and Habitats of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.
<b>Public Open Space</b>	Urban space, designated by a council, where public access may or may not be formally established, but which fulfils or can fulfil a recreational or non-recreational role (for example, amenity, ecological, educational, social or cultural usages).
<b>Public Realm</b>	Those parts of a village or town (whether publicly or privately owned) available, for everyone to use. This includes streets, squares and parks.
<b>Ramsar Sites</b>	Wetlands of international importance, designated under the 1971 Ramsar Convention.
<b>Regional Spatial Strategy (RSS)</b>	Regional Spatial Strategies identified the scale and distribution of new housing in the region, indicated areas for regeneration, expansion or sub-regional planning and specified priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal. These have been replaced by the National Planning Policy Framework.
<b>Renewable and Low Carbon Energy</b>	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and all other



	biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).
<b>Rural Area Beyond the Green Belt</b>	This East Herts specific policy operates a similar level of restraint to Green Belt. The Rural Area Beyond the Green Belt covers two-thirds of the District not covered by Green Belt, outside designated settlement boundaries.
<b>Rural Diversification</b>	The expansion, enlargement or variation of the range of products or fields of operation of a rural business (branching out from traditional farming activities, for example new income generating enterprise like renewable energy, tourism and food processing).
<b>Rural Exception Sites</b>	Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either  current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.
<b>Rural Proofing</b>	A process of checking the effect that policies and individual projects could have on rural communities. It ensures that the particular needs of people in rural areas are not overlooked and that policies or projects do not have any unintended negative outcomes for rural communities.
<b>Scheduled Monument</b>	Nationally important monuments usually archaeological remains, that enjoy greater protection against inappropriate development through the Ancient Monuments and Archaeological Areas Act 1979.
<b>Section 106 Agreement</b>	A legal agreement under section 106 of the 1990 Town & Country Planning Act. Section 106 agreements are legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.
<b>Setting of a Heritage Asset</b>	The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its  surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

<b>Significance (for heritage policy)</b>	The value of a heritage asset to this and future generations because of its heritage interest. That interest may be  archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.
<b>SME (Small to Medium Enterprise)</b>	An independent business managed by its owner or part owners and having a small market share either by number of employees or turnover.
<b>Special Areas of Conservation</b>	Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the  Habitats and Conservation of Species Regulations 2010.
<b>Special Protection Areas</b>	Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.
<b>Site Investigation Information</b>	Includes a risk assessment of land potentially affected by contamination, or ground stability and slope stability reports, as appropriate. All investigations of land potentially affected by contamination should be carried out in accordance with established procedures (such as BS10175 (2001) Code of Practice for the Investigation of Potentially Contaminated Sites). The minimum information that should be provided by an applicant is the report of a desk study and site reconnaissance.
<b>Site of Special Scientific Interest (SSSI)</b>	Sites designated by Natural England under the Wildlife and Countryside Act 1981.
<b>Statutory</b>	Required by law (statute), usually through an Act of Parliament.
<b>Statement of Community Involvement (SCI)</b>	The statement of community involvement sets out the standards which authorities must achieve in involving local communities in the preparation of local development documents and development management decisions.
<b>Stepping Stones</b>	Pockets of habitat that, while not necessarily connected, facilitate the movement of species across otherwise inhospitable landscapes.

<b>Strategic Environment Assessment (SEA)</b>	A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.
<b>Supplementary Planning Document (SPD)</b>	Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
<b>Sustainability Appraisal (SA)</b>	A mechanism for considering and communicating the likely effects of a Plan, and alternatives, in terms of sustainability issues with a view to avoiding and mitigating adverse effects and maximising positives. SA of local plans is legally required.
<b>Sustainable Development</b>	A widely used definition drawn up by the World Commission on Environment and Development in 1987: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs."
<b>Sustainable Transport Modes</b>	Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.
<b>Town Centre</b>	Area defined on the Policies Map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in local plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.
<b>Transport Assessment</b>	A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport and what measures will need to be taken to deal with the anticipated transport impacts of the development.
<b>Transport Statement</b>	A simplified version of a transport assessment where it is agreed the transport issues arising out of development proposals are limited and a full transport assessment is not required.

<b>Travelling Showpeople</b>	See Gypsies and Travellers.
<b>Urban Extension</b>	Involves the planned expansion of a town and can contribute to creating more sustainable patterns of development when located in the right place, with well-planned infrastructure including access to a range of facilities, and when developed at appropriate densities.
<b>Urban Sprawl</b>	The uncontrolled or unplanned extension of urban areas into the countryside.
<b>Use Class</b>	<p>The Town and Country Planning (Use Classes) Order 2007 puts uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class. Classes are as follows:</p> <ul style="list-style-type: none"> <li>• A1: Shops</li> <li>• A2: Professional and Financial Services</li> <li>• A3: Restaurants and Cafés</li> <li>• A4: Drinking establishments</li> <li>• A5: Hot Food Take-Aways</li> <li>• B1: Business</li> <li>• B2: General Industrial</li> <li>• B3-B7: Special Industrial Groups</li> <li>• B8: Storage and Distribution</li> <li>• C1: Hotels</li> <li>• C2: Residential</li> <li>• C3: Dwellinghouses</li> <li>• D1: non-residential institutions</li> <li>• D2: Assembly and Leisure</li> </ul>
<b>Vernacular</b>	The way in which ordinary buildings were built in a particular place, making use of local styles, techniques and materials.
<b>Vitality</b>	In terms of retailing, the capacity of a centre to grow or develop its likeliness and level of activity.

<b>Village Boundary</b>	A boundary around a village, or part of a village, usually quite tightly drawn, within which development might be allowed in principle.
<b>Waste Local Plan</b>	A statutory Development Plan prepared (or saved) by the waste planning authority under transitional arrangements, setting out policies in relation to waste management and related developments.
<b>Wildlife Sites</b>	Designated land of local and regional importance defined as discrete areas of land considered to be of significance for their wildlife features. They are the most important places for wildlife outside legally protected land such as SSSIs.
<b>Wildlife Corridor</b>	Areas of habitat connecting wildlife populations.
<b>Windfall Site</b>	Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

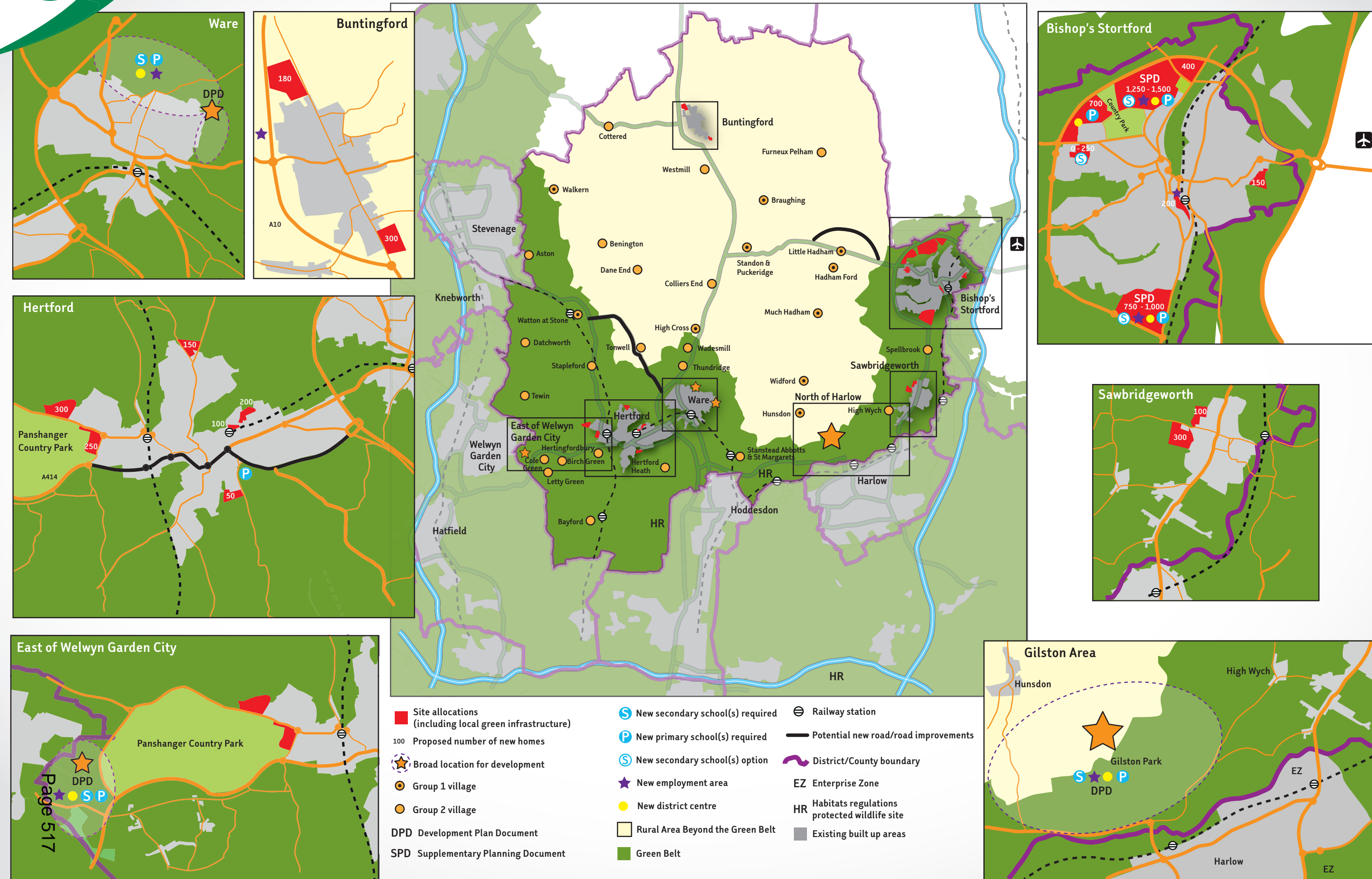




# Draft District Plan Key Diagram (Preferred Options)

[www.eastherts.gov.uk/districtplan](http://www.eastherts.gov.uk/districtplan)

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	A	B	C	D	E	F	G	H
1			2011-2016	2016-2021	2021-2026	2026-2031	2011-2031	After 2031
2	Other	Windfall allowance	0	450	400	350	1200	
3	Other	Completions	1,082	0	0	0	1082	
4	Other	Commitments	1,572	0	0	0	1572	
5	Other	Group 1 Villages	0	250	125	125	500	
6	SLAA	Bishop's Stortford Urban Area	0	75	172	0	247	
7	Allocation	Bishop's Stortford Goods Yard	0	0	200	0	200	
8	Allocation	Hadham Road Secondary School Reserve Site, Bishop's Stortford (increase to 250 in 2016-2021 if secondary school not required)	0	0	0	0	0	
9	Allocation	North of Bishop's Stortford (reduce to 2,350 if secondary school required)	0	1300	800	500	2600	
10	Allocation	South of Bishop's Stortford (reduce to 750 if secondary school required)	0	500	500	0	1000	
11	Allocation	East of Bishop's Stortford	0	150	0	0	150	
12	SLAA	Buntingford Urban Area	0	13	0	0	13	
13	Allocation	Buntingford South (former Depot)	0	300	0	0	300	
14	Allocation	Buntingford North	0	0	180	0	180	
15	SLAA	Hertford Urban Area	0	365	36	50	451	
16	Allocation	North of Hertford	0	0	150	0	150	
17	Allocation	South of Hertford	0	50	0	0	50	
18	Allocation	West of Hertford	0	550	0	0	550	
19	SLAA	Sawbridgeworth Urban Area	0	0	5	0	5	
20	Allocation	West of Sawbridgeworth	0	400	0	0	400	
21	SLAA	Ware Urban Area	0	20	12	0	32	
22	Broad Location	Gilston Area	0	0	1,250	1,750	3000	7000
23	Broad Location	North and East of Ware	0	0	800	1,000	1800	1200
24	Broad Location	East of Welwyn Garden City	0	0	0	450	450	1250
25		TOTAL SUPPLY - including contingency of c.6%	2654	4423	4630	4225	15932	
26		Projected Need (750 dwellings per year)	3750	3750	3750	3750	15000	
27		Shortfall spread over 2016-2031		365.3	365.3	365.3	1096	
28		Need plus shortfall		4115	4115	4115		
29		5% buffer moved forward from 2021-2031 to 2016-2021		206	-103	-103		
30		Total Requirement	2654	4321	4012	4012	15000	
31								
32	Shortfall	2011-2016 shortfall (3,750-2,654)	1096					
33		Shortfall per year spread over remaining 15 years (2016-2031)	73.1					
34		Shortfall over 5 years (73.1 * 5 years)	365.3					
35								
36	Contingency (mainly post 2021)	Supply	15932					
37		Requirement	15000					
38		Contingency	932					
39		% contingency	6%					
40								
41	Note on Bishop's Stortford housing numbers							
42	A secondary school could be provided at one of three locations: a) Hadham Road, b) North of Bishop's Stortford, c) South of Bishop's Stortford							
43	Numbers at any of these sites would therefore reduce to accommodate a new secondary school.							
44	To avoid double counting, for the purpose of the district-wide strategy the full amount at b) and c) is shown but 250 homes at the allocated Hadham Road site are not shown.							



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## Heritage

The district is fortunate in having a rich and varied historical ~~built~~ environment, which includes landscapes, sites, buildings and townscape structures and buried remains of significant historic ~~and architectural~~ interest.

### Heritage Assets

Heritage assets make a valuable contribution to the areas economic and social wellbeing. Heritage assets include a building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets and non designated assets identified by the local planning authority.

The District Council recognises that heritage assets are an irreplaceable resource that should be conserved in a manner appropriate to their significance ~~and usage~~. Heritage assets in East Herts include:

- Over 30 Scheduled Monuments
- Nearly 3,100 Listed Buildings
- 42 Conservation Areas
- 450 Areas of Archaeological Significance
- 15 Registered Parks and Gardens of Special Historic Interest
- 59 Locally Listed Historic Parks and Gardens

~~Not all~~ Many designated heritage ~~historic~~ assets are identified ~~designated~~ under the Planning Acts, for example, scheduled monuments are designated in separate legislation ~~other heritage-related policies rather than through the planning system itself~~. Nonetheless, planning has a role to ensure that new development does not adversely affect these assets.

The long-term management of ~~heritage~~ ~~historic~~ assets is essential and where inadequate measures are taken to maintain heritage assets such can be cost ~~neglect may result in an asset~~ ~~ly and as such there is a risk of these assets suffering from neglect and~~ falling into disrepair. The Council will ~~works alongside English Heritage to~~ monitor the condition of heritage assets and publish a heritage at risk register alongside the register published annually by English Heritage ~~produces a Buildings at Risk Register~~. Regular monitoring is necessary in order to prevent the decline in condition of the district's ~~heritage~~ ~~historic~~ assets.

### **Heritage Assets**

- I. Development proposals should protect and enhance the historic environment of East Herts.
- II. Development proposals that would harm ~~adversely~~ ~~affect~~ the

significance of a designated heritage asset will not be permitted unless it can be demonstrated that the harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

III. Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset will not be taken into account in any decision.

IV. The Council will, as part of a positive strategy, pursue opportunities for conservation and enjoyment of the historic environment recognising its role and contribution in achieving sustainable development.

In addition to those ~~heritage~~historic assets that are statutorily protected, non-designated assets can be identified by the local planning authority if they are considered to be of local significance. Significance refers to the value of a historic asset to this and future generations because of its ~~heritage~~historic interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from the heritage asset's physical presence, but also its setting. Significance will be measured in terms of how the asset meets the following five criteria:

- Rarity
- Representativeness
- Aesthetic appeal
- Integrity
- Association

Further information and good practice on the identification of non-designated heritage assets is available on the English Heritage website at [www.english-heritage.org.uk/](http://www.english-heritage.org.uk/).

The following policy therefore seeks to ensure that the value and significance of the district's non-designated heritage assets are protected so that they continue to contribute to the richness of the district's historic environment and inform future development.

#### **Non-Designated Heritage Assets**

- I. The Council will engage with local communities to identify undesigned heritage assets that contribute to local distinctiveness and refer to existing information in the historic environment record.
- II. Where a proposal would adversely affect a non-designated historic heritage asset, regard will be had to the scale of any harm or loss and the significance of the heritage asset.

## **Archaeology**

Archaeological remains are a fragile and finite resource. Appropriate management of archaeological remains is essential to ensure they survive in good condition and are not needlessly or thoughtlessly destroyed.

Where a site has ~~the potential to include an~~ archaeological interest (whether scheduled or unscheduled) a desk based assessment will be required. This should be based on the collation of existing written and graphic information, in order to identify the likely character, extent and relative quality of the actual or potential archaeological resource. If features are present then a field evaluation may also be necessary to define their character, extent and relative quality so that their worth may be assessed in local, regional and national contexts.

The case for preservation will be assessed on the merits of the individual application. In cases where preservation in situ would not be required, developers may be asked to enter into a Section 106 Agreement before planning permission is given. This ~~allows~~ secures excavation, ~~and the~~ recording and publication of information ~~remains~~ prior to development starting. Where planning permission is given, conditions may be attached to the grant of permission to ensure that excavation and recording is carried out before development work starts, and to ensure that a 'watching brief' is maintained while work progresses.

## **Archaeology**

- I. Where a site has the potential to include heritage assets with archaeological interest (whether scheduled or unscheduled), applicants should submit an appropriate desk based assessment and, where necessary, the results of a field evaluation prior to the submission of an application.
- II. Where development is permitted on sites containing archaeological remains, planning permission will be subject to conditions and/or formal agreements requiring appropriate excavation and recording in advance of development.

## **Conservation Areas**

Since 1968 local authorities have been able to designate Conservation Areas. Conservation Areas can be designated if they are of special historic or architectural interest, the character and appearance of which it is desirable to preserve or enhance.

There is no standard specification for Conservation Areas. The special interest of an area can derive from a combination of characteristics, such as historic street pattern and traditional or notable building styles. Important to all

Conservation Areas is the visual 'quality of place' they possess. This aspect principally results from the way in which the buildings and spaces relate to each other, together with the inherent quality of the buildings and other structures.

The District Council has commenced a programme of Conservation Area appraisal work to identify and document what factors are considered to make up the special character of these areas.

In order to protect their special environment, stricter controls over demolition, works to trees and new development apply within Conservation Areas. These controls are not intended as a hindrance to change, but as a positive management tool to safeguard the character of the area as a whole.

The district's Conservation Areas are identified on the Policies Map. Within the plan period consideration will be given to further areas which may merit designation as Conservation Areas and to the review of existing Conservation Area boundaries.

### **Conservation Areas**

- I. New development, extensions and alterations to existing buildings in Conservation Areas will be permitted provided that they preserve or enhance the established character or appearance of the area. Development proposals outside a Conservation Area which affect its character and setting will be considered likewise. Proposals will be expected to:
  - (a) Respect established building lines, layouts and patterns;
  - (b) Use materials and adopt design details which are traditional to the area;
  - (c) Be of a scale and proportion which is sympathetic in scale, form, height and overall character to the surrounding area;
  - (d) In the case of alterations and extensions, be complementary and sympathetic to the parent building;
  - (e) Conform to any 'Conservation Area Appraisals' prepared by the District Council and safeguard all aspects which contribute to the area's significance, including important views and green spaces.
- II. Consent for demolition will only be granted if the building or structure makes no positive contribution to the character of the Conservation Area.

In the district's town centres, frontages to shops and commercial premises play a key role in defining the character and quality of the Conservation Areas. The Council is therefore keen to ensure that a high quality environment is maintained consistent with commercial and economic considerations. The introduction of unsympathetic advertisements can compromise the quality of the environment. Signage and lighting must therefore be sensitive to the character of these areas. For example, poster boarding are seldom appropriate in Conservation Areas.

### **Shop Fronts in Conservation Areas**

- I. Proposals for new shop front or commercial premise frontage or alterations to existing ones will be permitted where the proposed design is sympathetic to the scale, proportions, character and materials of the structure, adjoining buildings and the street scene in general.
- II. Shop fronts of architectural or historic interest shall be retained and repaired as necessary.
- III. Security features should be designed in a sensitive manner which respects the overall character of the frontage and location; facilitates natural surveillance; and maintains an attractive street scene. The use of architectural solutions combined with the use of an internal open lattice grille is preferred. Alarm boxes should be of a discreet colour and size, located carefully in relation to the elevation of the building, whilst being obvious enough to deter an intruder.

### **Advertisements in Conservation Areas**

Where express consent is required within Conservation Areas the District Council will only accept advertisements where they:

- (a) Are either painted or individually lettered in a suitable material of an appropriate size and design in relation to the building or fascia upon which they are to be displayed;
- (b) Are preferably non-illuminated. Where illumination is proposed as necessary it should be discreet in size and of a minimum level;
- (c) Are of a traditional fascia or hanging type;
- (d) Are of an appropriate size necessary to convey their message.

## **Listed Buildings**

Under the Planning (Listed Buildings and Conservation Areas) Act 1990 there is a statutory duty to compile Lists of Buildings of Special Architectural or Historic Interest for the whole country.

~~The List is a register. It~~ The 'National Heritage List for England' identifies those buildings which are of special interest and gives the Council extra powers to protect them, as well as imposing extra responsibilities on their owners. English Heritage maintains the list of properties and structures (including their descriptions and location maps) which can be accessed from their website at [www.english-heritage.org.uk/](http://www.english-heritage.org.uk/).

Listed buildings of special architectural or historic interest must be sensitively repaired and improved, using traditional materials and techniques. Appropriate new uses should be found for them in order to ~~secure-guarantee~~ their future survival. Demolition will not normally be allowed. Alterations/additions to listed buildings require the greatest skill and care, in order to avoid damage to the intrinsic character of the buildings themselves, including interiors and fixtures, and to their setting. Similarly, new development affecting a listed building must be sympathetically designed, so as not to harm the listed building's historic integrity and identity. The use of legal powers will be considered where listed buildings are at risk from wilful neglect, long-term dereliction or abandonment.

'Listed building consent' is required from the District Council for any works that affect a building's special character. The listing of a building is intended to ensure~~implies~~ that it will be ~~con~~preserved in accordance with its significance as far as possible. However, alterations and improvements can be made where they are compatible with ~~are not ruled out, but the listing will ensure~~ the special architectural or historic interest of the building. ~~is fully recognised as~~ The designation allows ~~d the~~ changes to be carefully scrutinised when a planning application is made. To support applicants the Council has produced a series of guidance notes on the preservation and repair of historic materials and buildings.

## **Listed Buildings**

I. The Council will actively seek opportunities to sustain and enhance the significance of listed buildings and ensure that they are in viable uses consistent with their conservation.

II. In considering applications the Council will ensure that proposals involving the alteration, extension, or change of use of a Listed Building will only be permitted where:

- (a) The proposal would not have any adverse effect on the architectural and historic character or appearance of the interior or exterior of the building or its setting; and

- (b) The proposal respects the scale, design, materials and finishes of the existing building(s), and preserves its historic fabric.

III. Proposals that affect the setting of a Listed Building will only be permitted where the setting of the building is enhanced.

### **Historic Parks and Gardens**

Historic parks and gardens are a fragile and finite resource: they can easily be damaged beyond repair or lost forever. They are an important part of the heritage and environment of the district. They comprise of a variety of features: the open space; views in and out; the planting; water features; built features and archaeological remains. There is a need to protect such sites and their settings from new development which would destroy or harm the historic interest.

The English Heritage 'Register of Historic Parks and Gardens of special historic interest in England' was established in 1983 and currently identifies over 1,600 sites assessed to be of national importance. Fifteen of these are in the district and are identified on the Policies Map.

The main purpose of this Register is to celebrate designed landscapes of note, and encourage appropriate protection. It is hoped that, by ~~identifying~~drawing attention to sites in this way, ~~English Heritage will increase awareness of~~ their value and significance will be conserved and enhanced both by and encourage those who own them, ~~and who~~ others who have a role in their protection and their future, ~~to treat these special places with due care.~~

The Registration of designed landscapes does not entail additional planning controls but does make these assets is a 'material consideration' in the planning process, meaning that planning authorities must consider the impact of any proposed development on the landscape's special character. The Council will through its planning role promote conservation and public appreciation of the district's designed landscapes.

In addition to those parks and gardens on the Register, the Hertfordshire Gardens Trust has also compiled a list of other locally important sites in the district. These are considered by the District Council to be of sufficient quality to warrant appropriate preservation and protection when considering development proposals under the following policy.

Further information, including a list of locally important parks and gardens, can be found in the Council's 'Historic Parks & Gardens' Supplementary Planning Document (September 2007).



### **Historic Parks and Gardens**

- I. Development proposals that ~~materially-significantly~~ harm the special historic character, appearance or setting of those sites listed on the English Heritage 'Register of Historic Parks and Gardens' will not be permitted. The same level of protection will be afforded to other locally important sites
- II. Where appropriate, the District Council will actively encourage proposals for the repair, restoration and management of historic parks and gardens.

### **Enabling Development**

Enabling development is the means of securing the long-term future of a significant place when conservation through development in compliance with policy cannot do so.

The vast majority of significant places survive because they are capable of beneficial use. Their maintenance is justified by their usefulness to, and appreciation by, their owners, not just value in the property market, either in their own right or as part of a larger entity. An historic garden, for example, normally adds to the amenities and value of a house. The problem that enabling development typically seeks to address occurs when the cost of maintenance, major repair or conversion to the optimum viable use of a building is greater than its resulting value to its owner or in the property market. This means that a subsidy to cover the difference – the 'conservation deficit' – is necessary to secure its future.

The scale and range of enabling development can vary greatly. Whilst often associated with residential development to support the repair of a country house, it can include, for example, an extension acceptable in historic building terms, but exceeding the maximum size permitted under plan policies for the rural area.

Detailed guidance on how an applicant might make an enabling development application is set out in English Heritage's guidance on 'Enabling Development and the Conservation of Significant Places'.

### **Enabling Development**

- I. Proposals for enabling development will be assessed in accordance with the English Heritage's latest guide on 'Enabling Development and the Conservation of Significant Places'.
- II. Enabling development which would secure the future of a significant place, but would be contrary to other planning policy objectives, should be unacceptable unless:

- (a) The benefits of a proposal for enabling development, which would secure the future conservation of a significant place, outweigh any public harm or loss consequent upon conflicts with and the departure from other District Plan policies;
- (b) The proposal does not materially detract from the archaeological, architectural, historic, artistic, landscape or nature conservation of the site or its setting;
- (c) The proposal avoids detrimental fragmentation of management of the place;
- (d) The proposal is necessary to resolve problems arising from the inherent needs of the place;
- (e) Sufficient subsidy is not available from any other source;
- (f) It is clearly demonstrated that the proposal is the minimum necessary to ensure the future of the site.

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## **East Herts Draft District Plan Consultation Strategy**

**January 2014**

### **Purpose of the Consultation**

This consultation strategy has been prepared in accordance with the Council's Statement of Community Involvement (SCI). Several guiding principles will be applied to our planning consultations, based around three values of informing, consulting and involving people.

It is important that the level of consultation is appropriate and proportionate to the importance of the document. The Draft District Plan is the most important Planning document the Council has produced since the 2007 Local Plan. It is therefore appropriate that this consultation is comprehensive and that we seek to engage as many members of the public as possible in the plan-making process. We hope that we obtain a wide representation from the East Herts communities, particularly those from traditionally 'hard to reach groups'.

### **What format will be used?**

There are many ways in which information can be communicated, from twitter and email to letters and printed copies of documents. Often people's interest will lie only in the area in which they live, or they may be interested in part of the Plan but will not require all of the background information that supports the Plan.

Some of the consultation documents run to many pages and therefore comprise large electronic files. Older computers may struggle to download these files. The Council has therefore decided to make information available in both printed and electronic format. Summary documents and leaflets will be available in hard copy and electronically, and the documents will be available by chapter to enable people to download those parts in which they are interested.

Written information (publications, leaflets etc) will be made available on request in accessible formats such as large print,

Braille, audio, electronic format or translated into another language. The table below describes the various written and electronic forms that will be used in the consultation.

In addition, the Council will be undertaking a series of face-to-face meetings with Town and Parish Councils, Civic Societies and with the Local Strategic Partnership. Each meeting will be attended by the Portfolio Holder for Strategic Planning and Transport, a local Member and an officer of the Planning Policy Team.

Type	Description
<b>Printed format</b>	
Poster (community boards in shops)	A3 and A4 formats distributed to all libraries, local supermarkets, local schools and Town and Parish Councils for community notice boards.
Full colour A3 folded leaflet	Containing headlines of the development strategy, the leaflet will be sent to all households, delivered by a reputable distribution company.
Summary Brochure (the headlines from the plan)	Comprising 12 pages of full colour, the Summary Brochure is an A4 booklet containing the development strategy headlines.
Supporting Document and Development Strategy Report	<ul style="list-style-type: none"> <li>• The Supporting Document compiles all the information and evidence used during the plan-making process.</li> <li>• The Development Strategy Report explains how the plan-making process in the Supporting Document is linked to the Draft District Plan.</li> <li>• All documents are available on the Council's Website.</li> </ul>
The Draft District Plan	<ul style="list-style-type: none"> <li>• Three hard copies sent to all Town and Parish Councils.</li> <li>• One 'reference only' copy sent to all local libraries.</li> <li>• Also available for purchase on request.</li> <li>• All documents are available on the</li> </ul>

	Council's Website.
Written Response Template	Although the online consultation portal is the preferred method of responding to the consultation, those who wish to submit a written response could benefit from a simple response form. This will be designed in a way which encourages responses to be attributed to specific chapters, policies or paragraphs. This assists in both the setting out and recording of comments.
FAQ sheets	Frequently asked question sheet provided with all copies of the Draft District Plan.
Consultation Portal Guidance Note	A brief pictorial guide to accessing the consultation portal, following each step of registering and responding via the consultation portal.
Information board in Council Offices	Containing a poster, key diagram and site location maps.
<b>Consultation Packs</b>	
Information pack for schools	<p>A pack containing:</p> <ul style="list-style-type: none"> <li>• An FAQ sheet re-designed for a younger audience;</li> <li>• A4 Poster;</li> <li>• A3 leaflet; and</li> <li>• A copy of the Summary Brochure;</li> <li>• A covering letter explaining the consultation process and where interested parties can find further information and respond. Schools will be invited in the covering letter to request an engagement session by officers. The letter will also request that the schools advise parents of the consultation in their newsletters and place the poster on notice boards.</li> </ul>
Information pack for Hertfordshire University, Hertford Regional College	<p>A pack containing:</p> <ul style="list-style-type: none"> <li>• An FAQ sheet;</li> <li>• A4 Poster;</li> </ul>

and other further education establishments	<ul style="list-style-type: none"> <li>• A3 leaflet; and</li> <li>• A copy of the Summary Brochure;</li> <li>• A covering letter explaining the consultation process and where interested parties can find further information and respond.</li> </ul>
Consultation pack for libraries, Town Council Offices and Parish Clerks	A pack containing <ul style="list-style-type: none"> <li>• a 'reference only' copy of the Draft District Plan;</li> <li>• 20x Summary Brochure;</li> <li>• 20x FAQ;</li> <li>• 20x Consultation Portal Guidance Note; and</li> <li>• 20x Written Response Template.</li> </ul>
Consultation pack for statutory consultees	A pack containing: <ul style="list-style-type: none"> <li>• Covering letter;</li> <li>• Draft District Plan</li> <li>• CD of Consultation Documents;</li> <li>• FAQ;</li> <li>• Consultation Portal Guidance Note; and</li> <li>• Written Response Template.</li> </ul>
Consultation pack for non-statutory consultees	A pack containing: <ul style="list-style-type: none"> <li>• Covering letter;</li> <li>• CD of Consultation Documents;</li> <li>• FAQ;</li> <li>• Consultation Portal Guidance Note; and</li> <li>• Written Response Template.</li> </ul>
<b>Electronic format</b>	
Twitter and Facebook announcements	<ul style="list-style-type: none"> <li>• Advanced notice of approval of the Draft District Plan and forthcoming consultation.</li> <li>• Announcement of the start of the consultation period.</li> <li>• Announcement of community public meeting details.</li> <li>• Reminder in week 10 of close of consultation period.</li> <li>• Closure of consultation.</li> </ul>
Front page of the Council's	Banner on Council's home page



Website	announcing the consultation and providing links to the District Plan web pages for more information.
Email notification to all registered on the consultation portal and all those registered on the Council's Stay Connected service	<ul style="list-style-type: none"> <li>• Advanced notice of the consultation sent once approved by Council.</li> <li>• Announcement of the start of the consultation.</li> <li>• Announcement of public meeting details.</li> <li>• Reminder two weeks before end of consultation.</li> </ul>
Email notification to all Town and Parish Councils, Councillors, local interest groups, statutory consultees etc.	<ul style="list-style-type: none"> <li>• Advanced notice of the consultation sent once approved by Council.</li> <li>• Announcement of the start of the consultation.</li> <li>• Announcement of public meeting details.</li> <li>• Reminder two weeks before end of consultation.</li> </ul>
Members Information Bulletin	<ul style="list-style-type: none"> <li>• Advanced notice of the consultation sent once approved by Council.</li> <li>• Announcement of the start of the consultation.</li> <li>• Announcement of public meeting details.</li> <li>• Reminder two weeks before end of consultation.</li> </ul>
District Plan Bulletin	Bulletin will be distributed by email to Town and Parish Councils and all those registered on consultation portal following approval of the Plan by Council.
CD containing Consultation Documents	Interested parties will be able to request a CD containing electronic copies of Consultation Documents for free.
Telephone Opinion Survey	An Opinion Research Organisation will be engaged to undertake a structured survey of the District's residents, seeking to reach a cross section of the local community to explore opinions on future development and Draft

	District Plan.
<b>Face-to-Face Meetings</b>	
Town and Parish Councils, Civic Societies and the Local Strategic Partnership.	<ul style="list-style-type: none"> <li>• Parishes will be grouped together where appropriate and meetings will be held in accessible locations to these Parish clusters.</li> <li>• Meetings will be chaired by the Executive Portfolio Holder for Strategic Planning and Transport, and will be attended by the local Members and an officer from the Planning Policy Team.</li> <li>• Other meetings may be held with interested parties, if appropriate, where resources allow.</li> </ul>
Staff Briefings	<ul style="list-style-type: none"> <li>• Internal meetings will be held with Council officers from all departments to increase awareness of the consultation and the content of the Draft District Plan.</li> </ul>

### **Where can copies of consultation documents be obtained?**

Packs of information will be sent to all local libraries, schools, Town Council offices, Parish Clerks and the East Herts Council offices in Hertford and Bishop's Stortford. Further copies of the Plan will be available upon request from the Planning Policy Team. All documentation will encourage interested parties to access information and respond electronically.

### **How will responses be managed?**

It is often the case that consultation leads to comments and representations which conflict with each other and mean that it will not be possible for the aspirations of all parties to be satisfied. There may also be other reasons why we are unable to deliver the outcome which the respondent seeks. However, while it will not always be possible for the Council to accommodate everyone's expressed views, we will carefully balance and consider all relevant comments and representations and will respond to those issues, as appropriate.

The Council will take account of all responses received by any of the above means where the issues raised are material planning considerations. Responses concerning other issues beyond the scope of planning policy (e.g. matters such as highways maintenance or refuse collection) will not be taken into account.

We are expecting a high volume of responses to the consultation and will not therefore be able to respond to each representation. Comments submitted via the consultation portal will receive a notification that their comments have been received and processed automatically. Comments submitted by email will receive an automatically generated email holding response. Written comments will be published on the consultation portal, along with scanned copies.

All comments, including those of any petitions will be summarised and reported to the Council through the District Planning Executive Panel, Executive and Council.

## Consultation Strategy Timeline

	When	Activity	Purpose	Detail
1	6 January	Web story, Twitter and Facebook	To encourage residents to read the agenda papers	Announcing the publication of the District Planning Executive Panel agenda papers and Panel date
2	Mid Jan	Web story, Twitter and Facebook	To encourage sign up on Stay Connected	
3	15 January	Team Update	To inform staff of imminent consultation	
4	January	Staff Briefings	To inform staff of imminent consultation and detail of the Plan	
5	29 January	Full Council to agree Draft District Plan for consultation		
6	30 January	Web story, Twitter and Facebook	To inform the public about the agreement by Full Council to publish the Plan for consultation	Announcing the agreement and forthcoming consultation
7	30 January	E-newsletter on Stay Connected	To inform the public about the agreement by full Council to publish the Plan for consultation	Announcing the agreement and forthcoming consultation
8	Early February	Press Briefing	To brief press on consultation	
9	Mid	Distribution of		Distribution of consultation leaflets to all

	February	consultation leaflet to households		households
10	Mid February	Distribution of consultation packs to stakeholders		Distribution of consultation packs to statutory and non-statutory consultees
11	Mid February	Consultation period commences		
12	Mid February	Web story, Twitter and Facebook	To inform the public about the start of consultation	Message announcing the start of the consultation
13	February /March	Public engagement meetings with Town and Parish Councils	To conduct face-to-face meetings to discuss details of the Plan	
14	March /April	Public engagement meetings with stakeholders	To conduct face-to-face meetings to discuss details of the Plan	
15	Spring	Spring Link	Update residents on end of consultation and next stages	
16	Mid April - 8 week mark	Web story, Twitter and Facebook Email consultees	To remind the public and consultees of the close of consultation on 8 May 2014	Announcing the end-date of consultation
17	Mid May	Consultation Closes		

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