Dacorum's Local Development Framework

Core Strategy

Working Draft

July 2010

Translation text

(To follow)

Key Diagram

Long Marston

Wilstone

Aldbury

Tring

Wigginton

Berkhamsted

Potten End

Markyate

Flaunden

Hemel Hempstead

Bovingdon

Chipperfield

Kings Langley

A5

A41

M1

M25

KEY

— Dacorum Borough Boundary

— Neighbouring Local Authority Boundaries

— Settlement Boundary

Green Belt

AONB

Special Area of Conservation

Motorways

A Roads

Grand Union Canal

Railway Line

⬤ Areas where development will be concentrated - *Key Centre for Development and Change*

⬤ Areas of limited opportunities - *market towns*

● - *large villages*

• Area of development restraint - *small villages*

✳ Key Regeneration Area

N

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1. Foreword

(To follow)

2. Introduction

The Core Strategy

2.1. The Core Strategy is the first of the documents that will make up the Borough's 'Local Development Framework' (LDF) (see Figure 1). The LDF is the collective name for a series of documents (known as Development Plan Documents) that together will guide future development.

Figure 1: Structure of the Local Development Framework
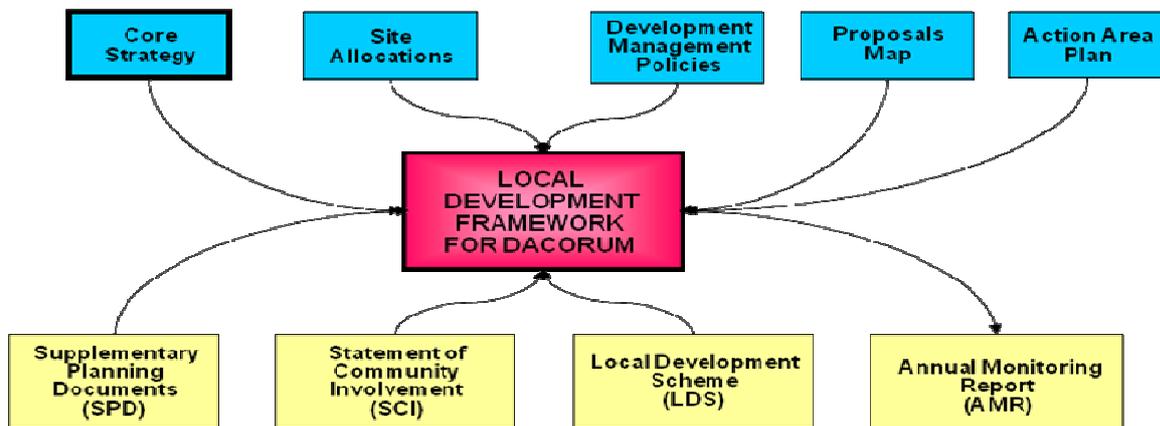
2.2. The Core Strategy sets out the planning framework for guiding the location and level of development with the borough over the next 20+ years. It will be used to determine planning applications and as a starting point for more detailed policies and site specific proposals that will be contained in subsequent planning documents. It will also help implement the land use elements of other plans and strategies.

2.3. Other Development Plan Documents (DPDs) that will help to achieve the vision and objectives set out within this Core Strategy are:

- **Development Management Policies** – supports the Core Strategy by setting out additional, more detailed planning policies that the Council will use when considering planning applications.
- **Site Allocations** – sets out the Council's detailed proposals and requirements for particular sites and areas. These will be illustrated on the Proposals Map.
- **East Hemel Hempstead Area Action Plan (AAP)** – provides a detailed planning framework for the eastern part of Hemel Hempstead, whose

regeneration is of particular importance to the wellbeing and prosperity of the borough and beyond. The extent of this AAP is shown on the Proposals Map.

2.4. These DPDs will be supported by a series of Supplementary Planning Documents (SPDs) which give specific guidance on how the Council's planning strategy and policies will be implemented for specific topics, areas or sites. Although they will not form part of the statutory development plan for Dacorum, they will be important considerations in the Council's planning decisions.

2.5. Whilst documents in the LDF are being prepared, policies in the Dacorum Borough Local Plan 1991-2011 will continue to be used to guide development until they are replaced. Those Local Plan policies that are superseded by policies in this Draft Core Strategy are listed in Appendix 1.

Consultation and Evidence

2.6. This Draft Core Strategy has been prepared following extensive consultation with stakeholders and the local community, in line with the adopted Statement of Community Involvement. The main preparation stages are shown in Figure 2. A summary of all consultation undertaken so far is contained in the Consultation Reports available from the Council's website www.dacorum.gov.uk/planning.

2.7. To ensure that the Core Strategy and other DPDs are based on a thorough understanding of the issues and challenges faced, a wide range of information and studies know as the 'evidence base,' have also been prepared. A full list of these, together with links to the individual documents are online at www.dacorum.gov.uk/planning.

Sustainability Appraisal and Appropriate Assessment

2.8. The policies and proposals in this Core Strategy will be subject to a formal Sustainability Appraisal (SA), carried out by independent consultants C4S. This Sustainability Appraisal will incorporate Strategic Environmental Assessment (SEA), required under European law.

2.9. Sustainability Appraisal is a mechanism of systematically assessing the social, environmental and economic effects of strategies and documents contained within Development Plan Documents. It is also a continuous process. The framework for assessing policies and proposals was established through an initial Scoping Report (February 2006) and followed by a series of Working Notes associated with each stage of consultation. Sustainability Appraisal has also been an integral part of assessing the merits of strategic greenfield locations.

Any issues raised by the Sustainability Appraisal will be addressed before the Core Strategy is formally submitted to Government.

2.10. Under national and European law[1] the Council is required to assess plans or projects which could affect sites of European importance (known as Natura 2000 sites). These are Special Protection Areas (SPAs) for birds and Special Areas of Conservation (SACs) for habitats. Part of the Chilterns Beechwoods SAC lies within Dacorum (see Map 1). A 'screening' has been undertaken to assess whether proposals within the Core Strategy would have any adverse impacts upon these sites, either alone, or in combination with other plans. No significant effects were identified.

2.11. The Sustainability Appraisal Scoping Report, subsequent Working Notes, the Sustainability Appraisal and Appropriate Assessment Screening Report all form part of the evidence base for the Local Development Framework. Copies are available from www.dacorum.gov.uk/planning.

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[1] The Habitats Directive (Council Directive 92/43/EEC) and Conservation (Natural Habitats) Regulations 1994 (as amended).

Figure 2: Core Strategy Preparation Stages

	Stage Completed		Not yet done

Adoption of Core Strategy

Receipt of Inspectors Report

Examination

Submission of; and representations on
- Core Strategy
- Sustainability Appraisal

Publication of, and consultation on
- Core Strategy
- Sustainability Appraisal

Consultation on
- Draft Core Strategy
- Draft Final Sustainability Appraisal
  - October/November 2010

We Are Here →

Consultation on
- Emerging core Strategy
- Issues and Options – East Hemel Hempstead. Area Action Plan
- Sustainability Appraisal Working Notes
  - June 2009

Consultation on
- Supplementary Issues and Options – Site Allocations
- Sustainability Appraisal Working Note
- Place Workshops – Summer 2008

Consultation on
- Issues and Options – Site Allocations 1
- Supplementary Issues and Options – Core Strategy, Growth at Hemel Hempstead
- Sustainability Appraisal Working Notes
  - November 2006

Consultation on
- Issues and Options – Core Strategy
- Sustainability Appraisal Working Note
  - May 2006

Sustainability Appraisal Scoping Report
  - February 2006

Consultation on
- Emerging issues and options
  - July 2005

Gathering background information and commencing technical studies
  - 2004 - onwards

3. Borough Portrait

Location and context

3.11. The name Dacorum comes from the "Hundred of Dacorum," one of the ancient administrative units of Hertfordshire. The Borough covers 81 square miles of West Hertfordshire extending almost from the outskirts of Watford, northwards to the Chiltern Hills (see Figure 3). It is currently home to approximately 138,000 people, making it the largest district in Hertfordshire.

3.12. The majority of residents live in the principal town of Hemel Hempstead, which is a Mark 1 New Town. Hemel Hempstead has been designated as a 'Key Centre for Development and Change' in the regional spatial strategy. There are also two market towns (Berkhamsted and Tring) and a number of villages, all with their own distinctive character. Almost 85% of the Borough is rural. 60% of this area, and just over half of the Borough as a whole, falls within the Metropolitan Green Belt.

3.13. The main lines of communication through the Borough are the A41 trunk road, the Euston to Glasgow (West Coast main line) railway and the Grand Union Canal. The M1 runs down the eastern boundary and the M25 crosses the south-eastern tip of the Borough. There are limited east-west links. Luton airport is easily accessible from the M1.

Figure 3: Dacorum's Location within South West Hertfordshire

Dacorum's economy

3.14. Dacorum has a successful economy, which employs around 60,600 people (2008)[2] across a range of sectors and size of businesses. Historically, the economy of the area has included a strong element of manufacturing. The area was once a centre for paper making, with a number of mills located along the canal, although all of these have now ceased commercial production. In recent years the manufacturing sector has declined significantly. Around a quarter of jobs are now in knowledge based industries such as high-tech manufacturing, financial and business services (FBS), computing and R&D, and communications industries. Storage and distribution, retail, health, education and the service sectors also employ significant numbers of people. The rural economy and tourism are relatively small, but locally important sectors.

3.15. Hertfordshire has the highest average income in the East of England. At £29,224, Dacorum's average income is slightly lower than that of Hertfordshire and the adjoining authorities of St. Albans and Three Rivers[3]. However, it is significantly higher than that of nearby Luton, and slightly higher than for the adjoining authority of Central Bedfordshire.

3.16. Unemployment levels are low compared to the national average, but slightly higher than the average for Hertfordshire. However, these levels vary within the Borough, with Hemel Hempstead's unemployment rate almost twice that of Berkhamsted and Tring.

3.17. Adult education qualification levels in Dacorum are above average for Hertfordshire and England, with only 5.4% of the adult working population having no recognised qualifications[4]. Nevertheless, there are still local skills shortages, particularly in terms of basic numeracy skills and specialist skills within certain employment sectors.

3.18. Due to good transport links, many residents work outside the Borough. However, the proportion of residents working elsewhere is currently the lowest in the county, making Dacorum more 'self-contained' than the rest of Hertfordshire. Within the sub-region the borough's principal competitors for office-based jobs are Watford and St Albans, with Luton and Hatfield also seeking to attract local employers. Historically the M4 corridor has been more successful at attracting new employers than south-west Hertfordshire. A significant number of residents regularly commute into London.

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[2] Annual Business Inquiry, 2009
[3] Hometrack, 2009
[4] Census 2001

3.19. Whilst there are high levels of vehicle ownership, just under a fifth (17.3%) of households do not own a car[5]. The level of vehicle ownership varies across the borough, and tends to vary with levels of deprivation. Vehicle ownership is a lot higher in the rural wards than those in and around Hemel Hempstead.

3.20. Hemel Hempstead is the principal retail destination within the Borough. The larger towns of Milton Keynes and Watford are Hemel Hempstead's main competitors. Dacorum's market towns and small villages play an important retail role, especially in terms of convenience goods and provide a greater range of specialist, independent shops.

Dacorum's Community

3.21. The age structure of Dacorum's population is very close to that for the country as a whole (see Figure 4). Around a quarter of the population is under 20 and a fifth are over 60. Future projections indicate that the number of people over the age of 60 will increase substantially by 2031 (see Figure 5).

Figure 4: Population Pyramid
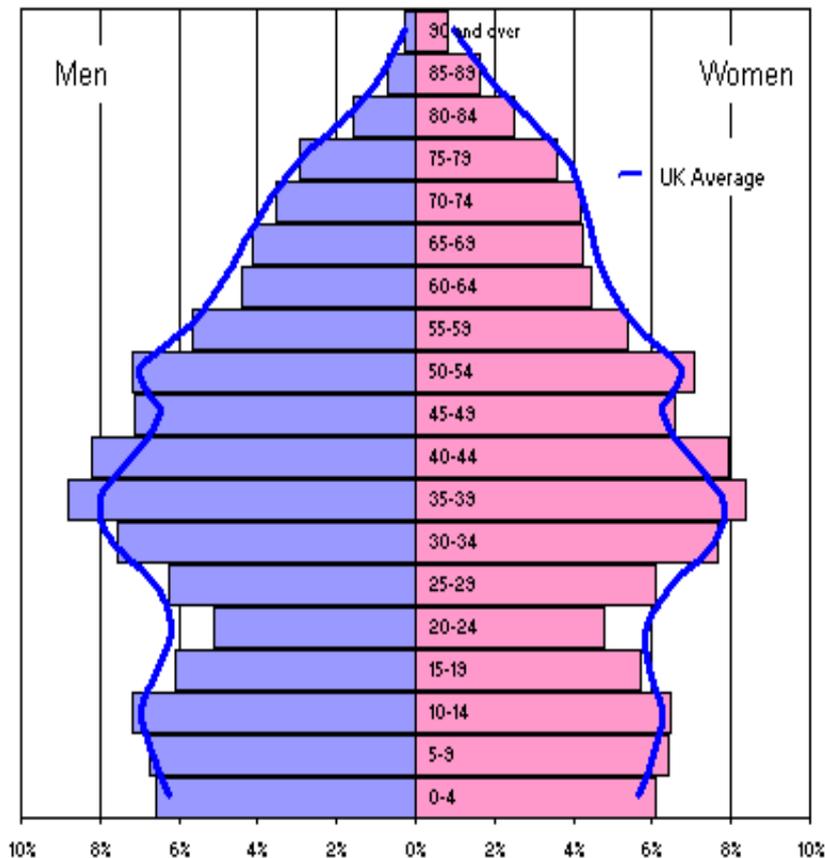
Source: Census 2001, Office for National Statistics

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[5] Census 2001

Figure 5: Population Structure Projections
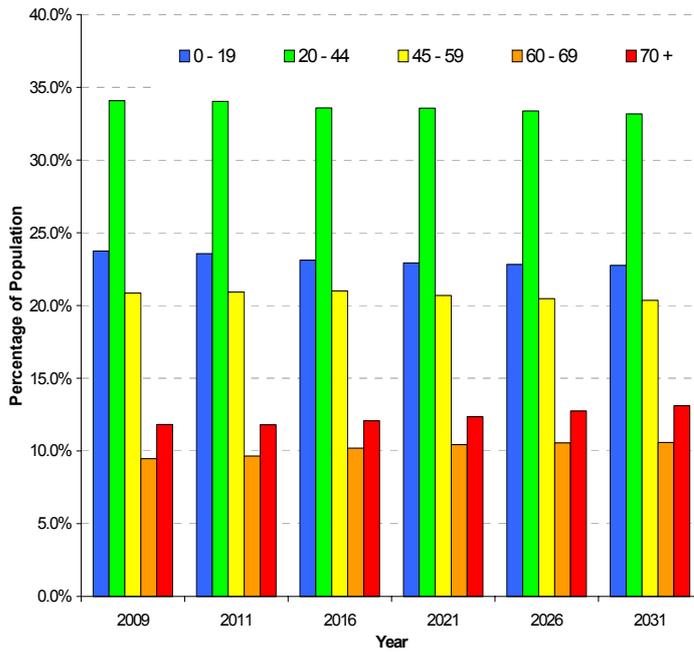
Source: Hertfordshire County Council

3.22. Dacorum is less ethnically diverse than the average for England, with just over 8% of the population classifying themselves as 'non-white.' The Asian population is the largest non-white group. There is a varied ethnic mix across the Borough, with Hemel Hempstead having the highest non-white population.

3.23. The 2007 Index of Multiple Deprivation ranks the area as only the 287th most deprived district out of 354 authorities. Although overall deprivation levels are generally low, there are pockets of deprivation. The most deprived wards in the borough are all located at Hemel Hempstead. The least deprived wards tend to be located in the eastern half of the borough (see Figure 6).

Figure 6: Relative Levels of Deprivation Across Dacorum
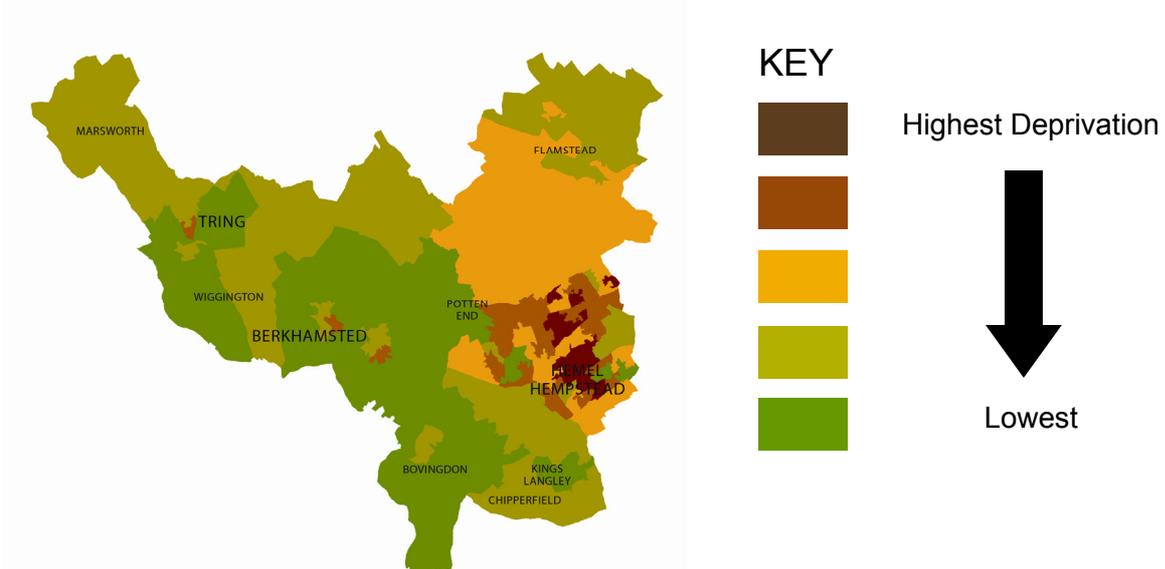
3.24. Housing in Dacorum is expensive by national standards. The average house price for Dacorum is almost £330,000, compared with the average for the London Commuter Belt of around £324,000[6]. Whilst earnings growth has kept pace with national figures, house prices have more than doubled over the same period. The Borough has high levels of public sector housing stock, particularly in Hemel Hempstead; a legacy of its New Town roots.

3.25. The 2001 census found just over 70% of Dacorum's population to be in good health. However, there are inequalities within the borough by location, gender, level of deprivation and ethnicity.

3.26. Crime levels in Dacorum are around average for the East of England, and slightly lower than both the national and county averages. Total recorded crime has actually fallen in recent years.

Dacorum's environment

3.27. The Borough has a range of very attractive and distinctive landscapes, with several significant visitor attractions including the Ashridge Estate, Grand Union Canal and Tring's Zoological Museum. Over a third of the area falls within the Chilterns Area of Outstanding Natural Beauty. This designation, together with the Green Belt, constrains the amount and type of development that is allowed within the Borough's rural areas. The countryside is one of the assets most highly valued by the local community[7] and it is well used for recreational purposes. The beechwoods at Ashridge and Tring woodlands are designated as a Special Area of Conservation (SAC) and protected under European law.

3.28. The Borough's landscape ranges from the rolling hills, beech woods and chalk streams that characterise the Chilterns, to the lower, flatter landscape of Boarscroft Vale. It is home to a number of rare species, including the Black Poplar, Water Voles and White-Clawed Crayfish. Dacorum also has a rich and varied historic heritage, from the distinctive New Town architecture to more traditional brick and flint buildings of the market towns. The Grand Union canal runs north to south, providing the power for the paper mills that once dominated the Gade Valley. The Borough is home to 25 Conservation Areas and about 2,000 Listed Buildings.

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[6] Hometrack, March 2010
[7] Dacorum Residents Survey 2009, Opinion Research Services

4. Challenges

4.11. As the Borough portrait outlines, Dacorum is an attractive Borough, with a largely affluent, healthy and mobile population. However, this generally positive picture hides some significant challenges.

4.12. The core challenge is to provide balanced and sustainable growth.

Challenge 1 – Balanced and sustainable growth

New jobs ought to give residents a choice of working close to where they live. These jobs will need to be in a range of different sectors to suit differing skill levels, but focus upon those sectors where there is predicted be the largest rise in future demand.

Locally generated housing needs, based on the natural growth of the existing population, ought to be accommodated. The right type of housing should be provided in the right locations, taking into account changes in the population structure. The Borough's high average house prices should be compensated for by a rise in the number of new affordable homes, catering for a range of different needs.

By carefully considering the location of homes, jobs and essential services, travel demand can be managed, congestion and pollution eased and all residents given better access to the places where they work, shop and spend leisure time. This can also help to reduce the predicted growth in traffic on the M1 and other heavily congested routes through central Hertfordshire.

The approach to new development and growth must recognise the Borough's environment and countryside, and therefore it is appropriate to exercise some restraint.

4.13. There are also more specific challenges that relate to the Borough's economic health, the well being of its residents and the future of its environment:

Challenge 2 - Strengthen the role of the Maylands Business Area

4.14. The Maylands Business Area is the largest in the Borough and also of sub-regional importance. Its success is critical to the wider economic prosperity of the Borough and beyond. The need for a strong regeneration focus was given added impetus by the Buncefield explosion in December 2005. The development of The Gateway as a

green business park will assist with long-term recovery and provide skilled jobs. The area currently suffers from a lack of services and facilities accessible to its daytime population. Proposals for the Heart of Maylands will be critical in filling this gap and help improve the attractiveness of the areas to employers and employees alike.

Challenge 3 - Regenerate Hemel Hempstead town centre

4.15. The range of shops and facilities offered by Hemel Hempstead town centre has already been improved through the Riverside development.   However, further improvements to both the retail offer and quality of the overall environment must be made if the town is to compete with larger sub-regional centres across the Borough boundary.   Central to this regeneration is the provision of new homes and high quality office space, both of which will increase footfall. A performing arts venue will help revive the evening economy and improve the range of cultural facilities available to local residents.

Challenge 4 – Strong, inclusive communities

4.16. The impact of new development upon community cohesion and local character must be carefully considered. In particular it must contribute fully to infrastructure needs and not result in undue pressures upon local schools, health facilities and other key services and facilities. Where possible it should help increase the range of social, leisure and cultural facilities, which are currently quite low for the size of the population. Inequalities, whether based on race, gender, religion or income, must be reduced.

Challenge 5 – A resilient natural environment

4.17. The combined effects of climate change and population growth will increase pressures on the natural environment. These impacts must be reduced through the prudent use of natural resources, encouraging renewable energy production, the effective disposal of waste, and careful land management.

Challenge 6 – A high quality and sustainable built and environment

4.18. Development must celebrate and reinforce local distinctiveness - reinforcing the good qualities and reducing or removing the bad. It must recognise that what is appropriate in one location cannot necessarily be replicated elsewhere in order to retain the individual identities of each place. Development must also help to mitigate against the impacts of climate change, through sustainable design and construction.

5. Borough Vision

5.11. The Sustainable Community Strategy[8] has the vision of *"Working together to make Dacorum a happy, healthy prosperous place to live, work and visit."* The Council has taken this vision and used it to develop a more detailed picture of what the Borough will be like in 2031.

DACORUM 2031: A VISION

Dacorum's Sustainable Community Strategy has been fulfilled. The community recognises Dacorum as a happy, healthy, prosperous and safe place in which to live and work and to visit.

The natural beauty of the Chiltern Hills and the varied character of the countryside is admired and cherished. The countryside is actively managed and supports a healthy local economy and diversity of wildlife. Water quality in the rivers is good. Towns and villages have sufficient water supply. Carbon emissions have been reduced and renewable energy production is sensitive to its surroundings. New woodlands have been planted for the future and the Borough looks much greener. Effective use has been made of developed land in the towns and villages, protecting the countryside.

Hemel Hempstead has been transformed through regeneration of the town centre and Maylands business area. The town is fulfilling its potential as a sub-regional business centre, important for green enterprise, and is meeting the locally generated demand for new homes.

The market towns of Berkhamsted and Tring and the large villages provide all the necessary services for their communities and surroundings.

The economy is buoyant and all parts of the Borough have local employment opportunities, which are both varied and accessible.

Communities are inclusive and healthy. Minority groups are an accepted part of culture and diversity. New homes are affordable and cater for the needs of the population. Open space, facilities and services are accessible. New schools have opened and Hemel Hempstead has a new local hospital. Access to the Watford Health Campus is improved. Public transport is more widely used.

Differences in the character of each place are recognised and valued. Developments have added to character through their design, and sustainable construction is the norm. Special features, such as the Grand Union Canal, remain an active part of the heritage of the Borough. The wider historic environment is valued and protected.

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[8] *Towards 2021 – the Dacorum Sustainable Community Strategy*, The Dacorum Partnership, January 2008

6. Strategic Objectives

6.11. In order to focus action, measure progress and meet the Borough vision, a set of strategic objectives have been developed. These have been subdivided into the four Theme sections from the Strategy (Part B), together with Delivery and Monitoring (Part C). Three objectives (marked with an asterisk) are considered to be cross-cutting. This means that they will not be achieved solely through the implementation of the Sustainable Development Strategy policies, but through the combined effect of all policies within the Core Strategy.

6.12. These strategic objectives are complemented by a set of local objectives set out in each Place Strategy (see Sections 20-27). These highlight issues of specific importance to each of the Borough's town, large villages and countryside that need to be addressed.

• To promote a high quality of life and a sustainable future for Dacorum.* • To mitigate and adapt to the impacts of climate change.* • To promote social inclusion and diversity and reduce inequalities.* • To enable convenient access between jobs, homes and facilities, minimise the impact of traffic and reduce the overall need to travel by car. • To promote Hemel Hempstead as the focus of the Borough for homes, jobs and strategic services, reinforcing the role of the neighbourhoods in the town • To conserve and enhance the function and character of the market towns, villages and countryside. • To ensure the effective use of existing land and previously developed sites. • To create safe and attractive environments through high quality design.	**The Sustainable Development Strategy**
• Promote a vibrant and prosperous economy: – To strengthen confidence in Hemel	**Strengthening Economic Prosperity**

Hempstead's role as a thriving sub-regional business centre and shopping hub; – To develop the Maylands Business Park as a leader of "green enterprise"; – To maintain commercial enterprise and employment opportunities in the market towns and large villages; and – To support rural enterprise.	
• To provide a mix of new homes to meet the needs of the population. • To provide for a full range of social, leisure and community facilities and services.	**Providing Homes and Community Services**
• To protect and enhance Dacorum's distinctive landscape character, open spaces, biological and geological diversity and historic environment. • To promote the use of renewable resources, protect natural resources and reduce waste. • To protect people and property from flooding. • To minimise the effects of pollution on people and the environment.	**Looking After the Environment**
• To co-ordinate the delivery of new infrastructure with development. • To ensure that all development contributes appropriately to local and strategic infrastructure requirements.	**Implementation and Delivery**

6.13. Progress towards meeting these strategic objectives needs to be monitored. Whilst some of the strategic objectives can be directly monitored, others set a broader direction of travel. The Council's approach to monitoring delivery of the Core Strategy is set out in Part C – Delivery and Review.

7. Other Plans

The challenges and objectives outlined cannot be tackled by the Local Development Framework alone. They are already being addressed in varying degrees by a range of other strategies and policies at local, county, regional and national level. It is therefore important that the Core Strategy, and other development Plan Documents, complement and reinforce these. Figure 7 lists some of these key documents and strategies.

Figure 7: Other Key Documents and Strategies

National	Regional
• Planning policy statements and guidance (PPSs and PPGs) • Planning Circulars	• East of England Plan (also known as the Regional Spatial Strategy or RSS) • Regional Economic Strategy (RES)
County	**Local**
• Hertfordshire 2021 A Brighter Future • Hertfordshire's Economic Development Strategy 2009-2021 • Local Transport Plan (LTP) • Biodiversity Action Plan (BAP)	• Towards 2021- The Dacorum Sustainable Community Strategy • Corporate Plan • Housing Strategies • Green Space Strategy • Dacorum's Economic Development Strategy 2009-2012 • Hemel 2020 – our vision, our future • Maylands Masterplan

Any changes to national planning policies or the development plan framework will be reflected in the final version of the Core Strategy.

The Community Strategy

'Towards 2021- The Dacorum Sustainable Community Strategy', sets out the community's aspirations for Dacorum. It was produced by the area's Local Strategic Partnership, (LSP) a group which represents the Borough and County Councils and delivery partners such as the Primary Care Trust, community groups and voluntary organisations operating within Dacorum. The LDF is a key delivery mechanism for the wider Sustainable Community Strategy (SCS). Its objectives must therefore link with, reinforce and elaborate upon those drawn up for the SCS (Figure 8).

The objectives of Dacorum's SCS broadly correspond to those set out within the County's community strategy, 'Hertfordshire 2021 A Brighter Future,' prepared by Hertfordshire Forward.

Figure 8: Relationship Between Sustainable Community Strategy and Local Development Framework Objectives and Policies

Community Strategy Objective	Equivalent Strategic Objective(s)	Principal Core Strategy Policies
Reducing crime and creating a safer Dacorum	• To promote a high quality of life and a sustainable future for Dacorum • To create safe and attractive environments through high quality design	• CS10 • CS11 • CS12 • CS13 • CS29 • CS30
Creating a cleaner and healthier environment	• To protect and enhance Dacorum's distinctive landscape character, open spaces, biological and geological diversity and historic environment. • To mitigate and adapt to the impacts of climate change. • To minimise the effects of pollution on people and the environment. • To promote the use of renewable resources, protect natural resources and reduce waste.	• CS23 • CS24 • CS25 • CS26 • CS28 • CS29 • CS30 • CS31 • CS32
Delivering lifelong learning	• Promote a vibrant and prosperous economy: • To strengthen confidence in Hemel Hempstead's role as a thriving sub-regional business centre and shopping hub; • To develop the Maylands Business Park as a leader of "green enterprise"; • To maintain commercial enterprise and employment opportunities in the market towns and large villages; and	• CS7 • CS14 • CS15 • CS16 • CS23

	• To support rural enterprise. • To promote social inclusions and diversity and reduce inequalities. • To provide a full range of social, leisure and community facilities and services.	
Encouraging business and local employment	• Promote a vibrant and prosperous economy: • To strengthen confidence in Hemel Hempstead's role as a thriving sub-regional business centre and shopping hub; • To develop the Maylands Business Park as a leader of "green enterprise"; • To maintain commercial enterprise and employment opportunities in the market towns and large villages; and • To support rural enterprise.	• CS3 • CS7 • CS14 • CS15 • CS16
Meeting housing need	• To provide a mix of new homes to meet the needs of the population.	• CS5 • CS6 • CS17 • CS18 • CS19 • CS20 • CS21 • CS22
Promoting culture, arts, leisure and tourism	• To provide a full range of social, leisure and community facilities and services. • To protect and enhance Dacorum's distinctive landscape character, open spaces, biological and geological diversity and historic environment.	• CS14 • CS23 • CS24 • CS25 • CS26 • CS27
Encouraging community involvement	• To promote social inclusions and diversity and reduce inequalities. • To provide a full range of social,	• CS1 • CS2 • CS8 • CS23

	leisure and community facilities and services.	
Meeting the needs of children and young people	• To provide a full range of social, leisure and community facilities and services. • To enable convenient access between jobs, homes and facilities, minimise the impact of traffic and reduce the overall need to travel by car. • To co-ordinate the delivery of new infrastructure with development. • To ensure that all development contributes appropriately to local and strategic infrastructure requirements.	• CS8 • CS9 • CS23 • CS34
Improving social care and health	• To provide a full range of social, leisure and community facilities and services. • To promote social inclusions and diversity and reduce inequalities. • To co-ordinate the delivery of new infrastructure with development. • To ensure that all development contributes appropriately to local and strategic infrastructure requirements.	• CS2 • CS23 • CS34
Meeting the needs of older people	• To provide a full range of social, leisure and community facilities and services. • To enable convenient access between jobs, homes and facilities, minimise the impact of traffic and reduce the overall need to travel by car. • To co-ordinate the delivery of new infrastructure with development. • To ensure that all development contributes appropriately to	• CS8 • CS9 • CS23 • CS34

	local and strategic infrastructure requirements.	

The Sustainable Community Strategy's cross cutting themes (Promoting healthy and caring lifestyles; Developing community cohesion; Rejuvenating Dacorum and Acting on climate change) will be supported by the Core Strategy as a whole, rather than being linked to an individual objective or policy.

Dacorum's Community Strategy is currently being refreshed and any changes will be reflected in the final Core Strategy.

The Sustainable Development Strategy

Strategic Objectives

- To promote a high quality of life and a sustainable future for Dacorum.

- To mitigate and adapt to the impacts of climate change.

- To promote social inclusion and diversity and reduce inequalities.

- To enable convenient access between jobs, homes and facilities, minimise the impact of traffic and reduce the overall need to travel by car.

- To promote Hemel Hempstead as the focus of the Borough for homes, jobs and strategic services, reinforcing the role of the neighbourhoods in the town.

- To conserve and enhance the function and character of the market towns, villages and countryside.

- To ensure the effective use of existing land and previously developed sites.

- To create safe and attractive environments through high quality design.

8.   Promoting sustainable development

8.1.   The Sustainable Development Strategy sets out the over-arching approach towards development within Dacorum. It establishes where new development will be located and how it will be accessed and designed in order to contribute positively to the appearance and distinctiveness of the area and help promote sustainable development.

8.2.   Contributing to the achievement of sustainable development is a statutory objective of the planning system[1]. The UK's Sustainable Development Strategy – Securing the Future (2005) has defined the goal of sustainable development as being:

> *"to enable all people through the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations."*

8.3.   Its shared principles (Figure 9) must be applied locally (as well as nationally) if the goal of sustainable development is to be achieved.

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[1] Planning Policy Statement 1: Delivering Sustainable Development, January 2005.

Figure 9: Principles of Sustainable Development

Living Within Environmental Limits	**Ensuring a Strong, Healthy and Just Society**
Respecting the limits of the planet's environment, resources and biodiversity – to improve our environment and ensure that the natural resources needed for life are unimpaired and remain so for future generations.	Meeting the diverse needs of all people in existing and future communities, promoting personal wellbeing, social cohesion and inclusion, and creating equal opportunity for all.

Achieving a Sustainable Economy	**Promoting Good Governance**	**Using Sound Science Responsibly**
Building a strong, stable and sustainable economy which provides prosperity and opportunities for all, and in which environmental and social costs fall on those who impose them (polluter pays), and efficient resource use is incentivised.	Actively promoting effective, participative systems of governance in all levels of society – engaging people's creativity, energy, and diversity.	Ensuring policy is developed and implemented on the basis of strong scientific evidence, whilst taking into account scientific uncertainty (through the precautionary principle) as well as public attitudes and values.

Source: The UK's Sustainable Development Strategy – Securing the Future (2005)

8.4.   Figure 10 illustrates how the principles of sustainable development are central to the Core Strategy. They will guide choices about the broad pattern, scale and type of development within the Borough and set the framework for the more detailed economic, social and environmental policies that follow.   Five issues – quality of life, climate change, design, access and equality cut across the whole of the Core Strategy.

Figure 10: Structure of the Core Strategy
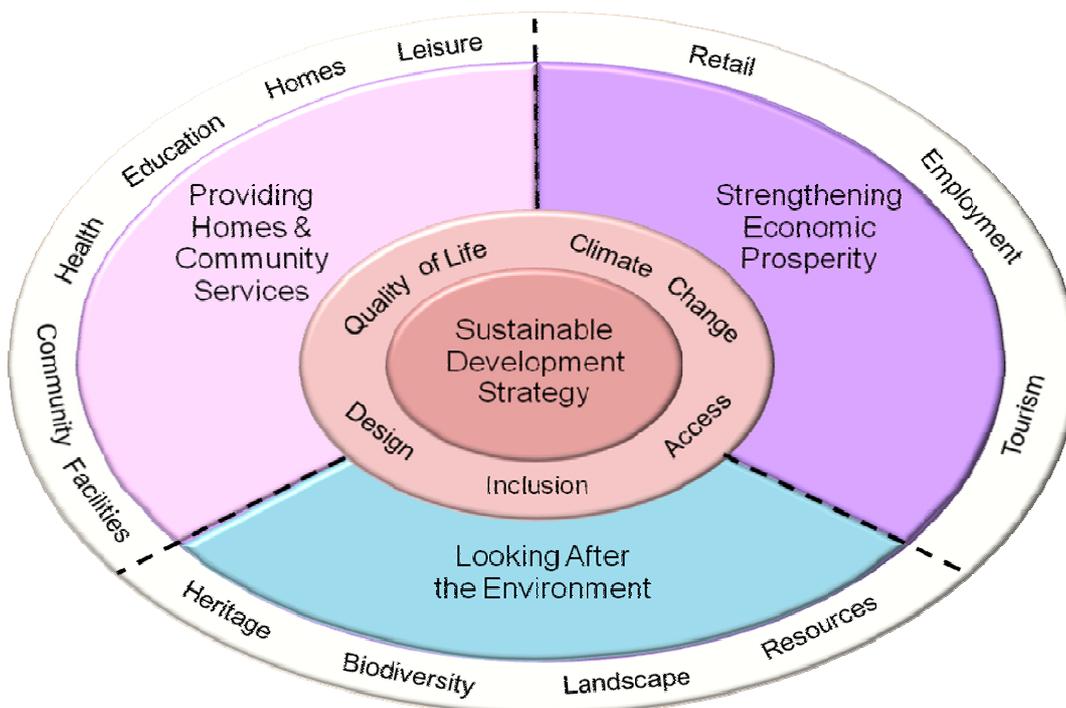
8.5.   There is no specific policy on sustainable development, as its goals can only be achieved through the combined effects of the whole Local Development Framework, together with other public, private and voluntary sector initiatives. The relative sustainability of development schemes will be assessed through Sustainability Statements required in support of most planning applications. The scope and content of these Sustainability Statements is set out in an Advice Note[2].

8.6.   Sustainability Appraisal (incorporating Strategic Environmental Assessment) has been used to help identify issues, test options and identify the final approach to development that forms the basis of this strategy. By monitoring the baseline indicators that form part of this Sustainability Appraisal, the performance of the whole Core Strategy in delivering the goal of sustainable development can be assessed.

Distribution of Development

8.7.   Dacorum is a diverse Borough, with a New Town, two market towns and a variety of villages, all set within attractive countryside. These towns and villages cannot sustain themselves unless there is investment and they are allowed to adapt and grow. New buildings for homes, jobs and services will continue to be needed.

8.8.   Establishing a clear set of guidelines that determine the appropriate scale of change will help ensure that existing character is protected and development takes account of environmental constraints.   It will also help ensure the Borough's residents can access a range of services and facilities with the minimum need to travel, and that when travel is necessary there is a choice which includes public transport.

8.9.   Table 1 sets out the settlement hierarchy for Dacorum and the main principles that will be used to guide development in each location. This is based upon the hierarchy set out in the Regional Spatial Strategy, with the addition of the lower level settlements. The hierarchy takes into account current population, historic role, level of services, and the constraints and opportunities of each place. Settlements are allocated to one of three categories:

- Areas where Development will be Concentrated
- Areas of Limited Opportunity
- Areas of Development Restraint

Increasing levels of development constraint

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[2] Achieving Sustainable Development Through Sustainability Statements – Advice Note, January 2006.

8.10. The approach to settlements within each category will not be exactly the same. Some will be subject to greater constraints or have greater development opportunities than others.

8.11. Detailed objectives and requirements for each of the towns and large villages, and for the wider countryside, are set out under the individual Place Strategies (Sections 20-27).

Table 1: Settlement Hierarchy			
Areas where Development will be Concentrated			
First tier	Key Centre for Development and Change	Hemel Hempstead	The Regional Spatial Strategy identifies Hemel Hempstead as a 'Key Centre for Development and Change' and hence a location where new development should be concentrated. Substantial improvements will be made to the image and quality of the New Town's built environment and public spaces. Hemel Hempstead will be the focus for housing development within the Borough, providing sufficient new homes to meet the natural growth of its population. The town will also accommodate substantial employment growth. The regeneration of the Maylands business area will continue, assisted by an Area Action Plan. Particular emphasis will be placed upon creating an attractive and vibrant town centre through further regeneration and redevelopment. Its new town neighbourhood structure will be reinforced and enhanced.
Areas of Limited Opportunity			
Second tier	Market town	Berkhamsted Tring	The Regional Spatial Strategy recognises the role of the market towns and larger villages in meeting housing needs and providing employment opportunities and services, both for their residents and adjacent rural communities. The general approach in these locations will be to support development that meets the demands of population stability, unless a small element of growth is required to support local community needs.
Third tier	Large Village	Bovingdon Kings Langley Markyate	
Areas of Development Restraint			
Fourth tier	Small Village within the Green Belt	Chipperfield Flamstead Potten End Wiggington	These are the least sustainable areas of the Borough, where significant environmental constraints apply. These include areas of high landscape quality, such as the Chilterns Area of Outstanding Natural Beauty, and the countryside between settlements. This needs to be protected to ensure its rural character is protected and settlements retain their separate identities.
	Small Village within the Rural Area	Aldbury Long Marston Wilstone	
Fifth tier	Other small villages and the countryside		

Policy CS1: Distribution of Development

Decisions on the scale and location of development will be made in accordance with the settlement hierarchy.

Hemel Hempstead, will be the principal focus for homes, jobs and strategic services, with the emphasis upon:

  (a) retaining the separate identity of the town;
  (b) enhancing the vitality and attractiveness of the town centre in accordance with Policy CS33;
  (c) maintaining a balanced distribution of employment growth, with growth and rejuvenation in the Maylands business areas;
  (d) maintaining the existing neighbourhood pattern;
  (e) making best use of existing green infrastructure; and
  (f) locating development a safe distance from hazardous installations.

  Any new development should:
      i.   be based on the neighbourhood concept;
      ii. provide its own infrastructure; and
      iii. support relevant town-wide needs.

The market towns and large villages will accommodate new development for housing, employment and other uses, provided that it:
  (a) is of a scale commensurate with the size of the settlement and the range of local services and facilities;
  (b) helps maintain the vitality and viability of the settlement and the surrounding countryside;
  (c) causes no damage to the existing character of the settlement or its adjoining countryside; and
  (d) is compatible with policies protecting the Green Belt and Rural Area.

The rural character of the Borough will be conserved. Development that supports the vitality and viability of local communities, causes no damage to the existing character of a village and/or surrounding area and is compatible with policies protecting and enhancing the Green Belt, Rural Area and Chilterns Area of Outstanding Natural Beauty will be supported.

Monitoring:

Indicator	Target
Proportion of new housing completions (as set out in the housing programme), for each category within the settlement hierarchy.	-

Delivery will be achieved by:
- The determination of planning applications and appeals.
- Designation of specific sites through the Site Allocations DPD and East Hemel Hempstead Area Action Plan DPD.
- Implementation of the Hemel 2020 initiative.

Location of Development

8.12 Whilst the settlement hierarchy guides the distribution of development to each place, it is also important to adopt a sequential approach to guide the choice of sites within each place. This is particularly important in order to maintain a supply of housing land. This sequential approach will be used for allocating sites in the Site Allocations Development Plan Document. It also provides a framework against which the suitability of windfall sites can be judged.

8.13 In all locations the emphasis will be on maximising the effective use of existing land and previously developed sites within settlements, provided that this respects local character. Only when it is clear that this will not provide sufficient development capacity will consideration be given to suitably located greenfield sites.

Policy CS2: Location of Development

All development is expected to contribute positively to meeting the visions for the Borough and its places, and strategic and local objectives.

Development sites will be chosen in accordance with the following sequential approach:

1. Previously developed land and buildings within defined settlements.
2. Areas of high accessibility within defined settlements.
3. Other land within defined settlements where this does not conflict with other policies.
4. Extensions to defined settlements.

All development must:
   (a) be well located and accessible (see Policy CS8);
   (b) have full regard to environmental assets, constraints and opportunities;
   (c) ensure the most effective use of land;
   (d) respect local character and landscape context;
   (e) accord with the approach to urban structure (see Policy CS3); and
   (f) comply with Policy CS34 regarding infrastructure delivery and phasing.

When considering greenfield sites, priority will be given to those listed in Policy CS6.

Monitoring:

Indicator	Target
Percentage of development completions on previously developed land	To be determined

Delivery will be achieved by:
- The determination of planning applications and appeals.
- Designation of specific sites through the Site Allocations DPD and East Hemel Hempstead Area Action Plan DPD.
- Detailed polices in the Development Management DPD.

Designating Sites

8.14 Development sites will be identified either as broad strategic locations or specific strategic allocations.

8.15 Broad strategic locations comprise:
    a) Strategic greenfield locations identified within the Core Strategy, with the detail deferred to the Site Allocation DPD or Area Action Plan DPD. The approach to these locations is set out in Policy CS6.
    b) Area targets:
      – Hemel Hempstead Town Centre, for which broad development principles are established in the Core Strategy, with detailed issues following in a masterplan.
      – Maylands business area, which will be the subject of a separate Area Action Plan.

8.16 Specific strategic allocations comprise:
    a) Strategic sites, whose planning requirements are set out within the Core Strategy and accompanied by a masterplan; and
    b) Sites whose detailed boundaries and planning requirements are deferred to the Site Allocations or Area Action Plan.

8.17 Whilst the majority of development sites will be designated and delivered through the Site Allocation DPD, the following will be delivered directly through the Core Strategy:

- Durrants Lane / Shootersway (Egerton Rothesay School), Berkhamsted
- Hicks Road, Markyate
- Parts of Hemel Hempstead town centre (**to be confirmed**)

8.18 These sites are within the defined urban area, and their short-term development is fundamental to the delivery of the Place Visions. The detailed requirements for each site are set out in the relevant Place Strategy (Sections 20-27).

Urban Structure

8.19 Different land uses will be directed to different parts of each town and large village, depending upon their character and planned use i.e.:

(a) residential areas;
(b) General Employment Areas;
(c) town and local centres; and
(d) Open Land.

8.20 All of these areas will contain small parcels of 'non-conforming' uses. The approach is not to disturb these uses unnecessarily, but to achieve a broad land use pattern that development is directed to the most appropriate and accessible locations and avoids the introduction of conflicting uses.

8.21 In many instances land will not be used for a single use. Mixed use development, involving a mix of compatible uses on a site and/or the mix of compatible uses in a building, will be encouraged where it makes the most efficient and sustainable use of land.

Policy CS3: Land Use Division in Towns and Large Villages

Development will be guided to the appropriate areas within settlements.

In residential areas appropriate residential development is encouraged. Non-residential development for small-scale social, community, leisure and business purposes is also encouraged, provided it is compatible with its surroundings.

In General Employment Areas appropriate employment generating development is encouraged.

In town centres and local centres a mix of uses is sought. The following are encouraged:
- **(a) shopping uses (including financial and professional services and catering establishments);**
- **(b) compatible leisure uses;**
- **(c) business uses, including offices;**
- **(d) residential uses; and**
- **(e) social and community uses.**

Shopping, business development and residential uses will be controlled to enable a broad range of uses to be maintained or achieved.

A high density of development, linked to the achievement of sustainability objectives, is generally supported. The mixed use of individual buildings is also generally encouraged.

In open land areas the primary planning purpose is to maintain the generally open character. Development proposals will be assessed against relevant open land polices.

Mixed-use development will be supported where it supports the principles of sustainable development and does not conflict with other policies.

In all areas, ancillary uses will be acceptable and protected, provided that they support the primary function of that area.

Monitoring:

Indicator	Target
Loss of land, housing units or	-

floorspace to incompatible uses.	

Delivery will be achieved by:
- Designation of specific sites through the Site Allocations DPD and East Hemel Hempstead Area Action Plan DPD.
- Development Management DPD, which will provided detailed policy framework to assess the impact of smaller scale change.
- Development management processes.

The Countryside

8.22 National guidance sets out the Government's aim of protecting the countryside for the sake of its intrinsic character and beauty, the diversity of its landscape, heritage and wildlife, the wealth of its natural resources and so it may be enjoyed by all. The designation of the nationally important Chilterns Area of Outstanding Natural Beauty provides an additional reason to manage development within parts of Dacorum (see Policies CS24 and CS25).

8.23 The countryside is an important part of the Borough's heritage and is enjoyed by both residents and visitors. It is an area where primarily open uses such as farming and forestry should flourish. It is home and workplace to a diverse community in whose care the long-term future of the countryside rests. Development must be controlled to secure that future and prevent damage to the intrinsic quality and purpose of the countryside.

8.24 The scale of the pressure upon the countryside varies across the Borough, but it is particularly acute on the urban fringe. The key role of the countryside on the edge of the towns and large villages is summarised below:

- **Hemel Hempstead** – to maintain the New Town's physical separation from a number of smaller villages and hamlets on its periphery and to protect the Gade and Bulbourne valleys, which provide a strong landscape setting for the town.
- **Berkhamsted** – to prevent coalescence of Berkhamsted with Bourne End and Dudswell and retain the town's unique valley setting.
- **Tring** – to provide the town with clearly defined boundaries, with Icknield Way in the north, the Pendley Estate to the east, the edge of the Chilterns Area of Outstanding Natural Beauty in the south. The countryside also provides a buffer between the town and new development around Aylesbury to the north west.
- **Bovingdon** – to help protect the character of the village and provide a strong physical buffer between the village and Hemel Hempstead.
- **Kings Langley** – to help protect the character of the village, prevent coalescence with Hemel Hempstead and stop the village from becoming and outer suburb of Watford.
- **Markyate** – to protect the Ver Valley, which provides the setting for the village and creates a green buffer separating it from the large and expanding towns of Dunstable and Luton to the north.

8.25   Some development will however be required within the countryside. In order to ensure that rural communities continue to thrive there may be the need for rural exceptions sites to provide affordable housing (see Section 15). The location of these sites will be considered through the Site Allocations DPD.

8.26   The re-use of appropriate rural buildings and other small-scale development will also be permitted where it supports the rural economy and helps maintain the wider countryside.

8.27   Further detail on the Council's approach to the countryside is set out in the Countryside Place Strategy (Section 27).

Green Belt:

8.28   Just over half of Dacorum's land area is within the Green Belt. This forms part of the wider Metropolitan Green Belt, which extends about 12-15 miles beyond London and further outwards along main transport routes. To the north of Markyate it joins the South Bedfordshire Green Belt which acts as a check on the spread of Luton and Dunstable. There is no Green Belt around Aylesbury.

8.29   The Green Belt will be protected from inappropriate development in accordance with national policy set out in Planning Policy Guidance Note 2 and remain essentially open in character. There are some circumstances where inappropriate development may be supported. These exceptions include development that supports the vitality and viability of rural settlements and proportionate investment in homes and existing commercial premises that help maintain a 'living' countryside.

8.30   Within the Green Belt there are a number of major developed sites which largely predate the current planning system and the Green Belt designation. These sites are subject to the same controls as other development.   National policy set out in Planning Policy Guidance Note 2 allows 'Major Developed Sites' to be designated, where redevelopment or infilling can take place in a controlled way. In this context 'infilling' means the filling in of small gaps between existing built development within the sites. It is important to ensure that any new development does not increase the sites' impact on the openness of the Green Belt.

8.31   The location of these Major Developed Sites is set out in Table 2 and their external boundaries are illustrated on the Proposals Map. These sites have been identified based on the following criteria:

(a) they are substantial in size;
(b) they contain a significant amount and scale of built development;
(c) they can accommodate further development without prejudicing Green Belt objectives; and
(d) their redevelopment, or limited infilling, will help to secure economic prosperity or achieve environmental improvements.

8.32   These criteria will be used when considering if further Major Developed Sites in the Green Belt should be designated in the future.

Table 2: Major Developed Sites in the Green Belt
Ashlyns School, Berkhamsted
Berkhamsted Hill (Berkhamsted Castle **)
Bourne End Mills
Bovingdon Brickworks
Bovingdon Prison (HMP The Mount)
Kings Langley Secondary School
British Film Institute, Berkhamsted

Policy CS4: Green Belt

The strict application of national Green Belt policy which permits appropriate development will be used to protect openness, local distinctiveness and the physical separation of settlements.

Small-scale development will be permitted:
   (a) for the uses defined as appropriate in national policy;
   (b) for the replacement of existing houses (on a like for like basis); and
   (c) for limited extensions to existing buildings

 provided that:

   i.   there is no significant impact on the character and appearance of the countryside; and
   ii.   if relevant, the development will support the rural economy and maintenance of the wider countryside.

Development within selected small villages in the Green Belt will be permitted in accordance with Policy CS**.

Proposals for designated Major Developed Sites will be determined in the context of national Green Belt policy.

Monitoring:

Indicator	Target
Residential and non-residential completions within the Green Belt.	-

Delivery will be achieved by:

- Application of national planning guidance and development management.
- Site Allocations DPD for the identification of boundaries of the selected small villages and Major Developed Sites and detailed approach to infilling and redevelopment of Major Developed Sites.
- Development Management DPD and countryside management initiatives with partner organisations such as the Hertfordshire Countryside Management Service (CMS).

Selected small villages within the Green Belt:

8.33 Chipperfield, Flamstead, Potten End and Wigginton all fall within the Green Belt. They are primarily residential communities, providing homes for several hundred people or more. Whilst they are not appropriate locations for large scale growth and expansion, the need to allow for limited development which supports their existing role within the settlement hierarchy is recognised. The identification of these local needs will be informed by village appraisals.

8.34 Infilling is defined as a form of development whereby buildings, most frequently dwellings, are proposed or constructed within a gap along a clearly identifiable built-up frontage or between a group of buildings. The term does not include backland development, either in the form of plot amalgamation or tandem development. Infilling will only be permitted where it is limited in scale; the housing is affordable and it meets the needs of local people. The term 'limited' refers to development which does not create more than two extra dwellings. The term 'affordable' is defined in accordance with national guidance and refers to social rented and intermediate housing (shared ownership and intermediate rented, including key worker). It does not cover low cost market housing. Local people are those who can demonstrate a strong local connection, either through residence, family ties or their place of work. Further guidance on the definition of local connections is set out in the 'Eligibility Criteria for the Occupation of Affordable Housing' supplementary planning document.

Policy CS5: Selected Small Villages in the Green Belt

Within Chipperfield, Flamstead, Potten End and Wigginton the following will be permitted:

    (a) the replacement of existing buildings;
    (b) limited infilling with affordable housing for local people;
    (c) conversion of houses into flats;
    (d) house extensions;
    (e) development for uses closely related to agriculture, forestry and open air recreation , which cannot reasonably be accommodated elsewhere; and
    (f) local facilities to meet the needs of the village.

Each development must:

    i. be sympathetic to its surroundings, including the adjoining countryside, in terms of local character, design, scale, landscaping and visual impact; and
    ii. retain and protect features essential to the character and appearance of the village.

Monitoring:

Indicator	Target
Residential and non-residential development in the villages compared to the amount elsewhere within the Green Belt	-

Delivery will be achieved by:
- Development management processes.
- Through the application of guidance on 'Eligibility Criteria for the Occupation of Affordable Housing.'

Reserve Sites:

8.35   A strategic Green Belt review is not required by the Regional Spatial Strategy. However, some small-scale releases to meet specific local needs may be necessary. Whilst these needs will predominantly relate to housing, some sites also include proposals for employment, social and community and/or leisure uses. In order to prevent unnecessary change to the Green Belt, these sites will be treated as a reserve and used only if necessary. Their location, broad extent and key development requirements are set out in the relevant Place Strategies (see Sections 20-27). Detailed site boundaries and the precise mix of housing and other supporting uses will be established through the Site Allocations DPD.

Policy CS6: Land Reserve

Development may be permitted after 2016 on sites identified as land reserve provided that:

(a)   **i.**   **the Council's Annual Monitoring Report has shown a need for additional land to meet the identified development requirements for that particular settlement; and**

         ii.   **there is no reasonable expectation of other more suitable land within the urban area coming forward to meet this identified need; or**

(b)   **no five year housing land supply, as set out in Policy CS17, can be identified.**

Until a site is required it will be regarded as Green Belt and subject to the constraints of Policy CS4.

Monitoring:

Indicator	Target
Use of the identified Green Belt reserve	-
Housing land supply	A five year housing land supply.

Delivery will be achieved by:
- Development management processes.
- Development Management DPD.
- Partnership working with Registered Social Landlords and Town and Parish Councils.

Rural Area:

8.36   The Rural Area lies beyond the Metropolitan Green Belt. Whilst its role is different from the Green Belt, the pressures it faces are comparable and in order to retain its open character, development must be controlled in a similar way.

8.37   The largest settlements within the Rural Area are Aldbury, Long Marston and Wilstone. They provide homes for several hundred people and contain important services and facilities which need to be maintained. These villages are the most suitable locations for small-scale, sensitively designed development that meets the long-term needs of the rural community and wider countryside. The identification of local needs will be informed by village appraisals.

Policy CS7: Rural Area

Within the Rural Area, the following uses are acceptable:

   (a) **agriculture;**
   (b) **forestry;**
   (c) **mineral extraction;**
   (d) **countryside recreation uses;**
   (e) **social, community and leisure uses;**
   (f) **essential utility services; and**
   (g) **uses associated with a farm diversification project, which can be demonstrated to be necessary for the continuing viability of the farm business and consistent with the principles of sustainable development.**

Small-scale development will be permitted:
   i.   **for the above uses;**
   ii.   **for the replacement of existing houses (on a like for like basis); and**
   iii. **for limited extensions to existing buildings.**

Small-scale development for housing, employment and other purposes will be permitted in Aldbury, Long Marston and Wilstone, provided that it complies with Policy CS1: Distribution of Development, and Policy CS2 Location of Development.

Monitoring:

Indicator	Target
Residential and non-residential completions within the Rural Area.	-

Delivery will be achieved by:
- Development management processes.
- The boundaries of Aldbury, Long Marston and Wilstone will be defined through the Site Allocations DPD.
- Criteria controlling extensions to existing buildings and replacement buildings will be set out within the Development Management DPD.

9 Enabling Convenient Access between Homes, Jobs and Facilities

9.1 Good communication links and well connected settlements underpin economic prosperity and social well being. The location of development is a critical aspect of accessibility and in delivering sustainable development, creating sustainable communities and tackling climate change. Thus employment and housing growth, and other development over the plan period need to be brought forward in sustainable and accessible locations, and links to key destinations strengthened.

9.2 The private car provides personal mobility and will remain a central method of travel. It therefore needs to be planned for. However, the continuing freedom to use the car has significant costs to the environment (e.g. congestion, air quality, rat running, and carbon emissions) and the need to travel this way must be reduced.

9.3 Travel demand needs to be managed in a way that is more sustainable and delivers carbon reductions. This approach includes:

- managing existing road capacity;
- carefully locating development so that it is accessible to all users;
- controlling and managing new car parking spaces;
- encouraging fewer car journeys;
- promoting non-car travel; and
- implementing Green Travel Plans.

9.4 A clear road hierarchy must be established that recognises appropriate levels of through movement and local access. The road hierarchy is shown on the Proposals Map and is divided into:

- main hierarchy (strategic/primary roads, main roads, and secondary distributor roads); and
- local hierarchy (local distributor, local transition, local collector and local spur roads).

9.5 The East Hemel Hempstead Area Action Plan is specifically looking at improving the road hierarchy in and around the Maylands Business Park.

9.6 Realistic opportunities for travellers to make more sustainable transport choices such as walking, cycling or using passenger transport will be promoted. New development will be guided to more accessible locations that are well connected to a range of uses and integrated with other travel modes. This will help promote social inclusion, minimise the need to travel, reduce car dependency and enable us to adopt healthier and more environmentally friendly travel choices.

9.7 All major new development proposals should include a package of sustainable transport measures to reduce reliance on the private car. A Transport Assessment and comprehensive Travel Plan must accompany such schemes.

9.8 The impact of any development, or cumulatively with other proposals, must be addressed through:

- providing new and improving existing pedestrian and cycle routes;
- contributions towards strategic transport improvements;
- implementing local highway works;
- minimising private car parking through the availability of car clubs and pool cars; or
- developing car free developments in the borough's most accessible locations.

9.9 The right infrastructure needs to be properly planned for locally over the plan period so that it is in place to meet the transport needs of those that travel within the Borough. Physical measures can also be complemented by other (Smarter Choices) initiatives. They can help influence people's travel behaviour through increasing awareness and information, and in offering incentives as an alternative to using the car.

9.10 There are many bodies that have responsibility for delivering transport improvements and investment across the Borough (see Table 3). Therefore, new development and infrastructure will need to be co-ordinated with a number of organisations including:

Table 3: Transport Responsibilities

Organisation	Responsibility
County Council	Local highway authority and responsibility for countywide and local transport policies, plans, and programmes.
Highways Agency	Managing, maintaining and improving motorways and trunk roads.
Network Rail	Maintaining and renewing rail infrastructure and train planning and signalling.
British Waterways	Maintaining and developing the Grand Union Canal, its public towpaths and waterway access points.
London Luton Airport Operations Limited	Managing airport operations, facilities, and infrastructure. The Borough liaises over airport issues through the London Luton Airport Consultative Committee (LLACC).
Bus and rail service providers	Running and managing bus and rail services.

9.11 The Local Transport Plan is the delivery vehicle for transport improvements in the county. It has a number of priorities covering tackling congestion, accessibility planning, providing safer roads, and improving air quality and quality of life for residents. The West Hertfordshire Area Transport Plan and the Urban Transport

Plans for the towns (only Hemel Hempstead completed to date) provide a more detailed local focus to the LTP. The Core Strategy seeks to complement and deliver the priorities, plans and programmes of the LTP and related strategies.

POLICY CS8: Sustainable Transport

All new development will contribute to a well connected and accessible transport system whose principles are to:

(a) **give priority to the needs of other road and passenger transport users over the private car in the following order:**
  - **pedestrians**
  - **cyclists**
  - **passenger transport (bus, trains and taxis)**
  - **powered two wheeled vehicles**
  - **other motor vehicles;**

(b) **ensure good access for people with disabilities (Policy CS29);**

(c) **integrate movement on roads, footways, cycleways and bridleways with passenger transport;**

(d) **create safer and continuous footpath and cycle networks, particularly in the towns;**

(e) **strengthen links to and between key facilities (bus and railway stations, hospitals, main employers and town centres);**

(f) **provide sufficient, safe and convenient parking based on maximum car parking standards. The application of standards will be in the context of the accessibility of the location, promoting economic development and regeneration, supporting shopping areas, safeguarding residential amenity and ensuring highway safety; and**

(g) **improve road safety and air quality.**

Development proposals will be assessed against these principles and contribute to the implementation of the strategies and priorities set out in the Local Transport Plan and local Urban Transport Plans.

POLICY CS9: Management of Roads

All new development will be directed to the appropriate category of road in the road hierarchy based on its scale, traffic generation, safety impact, and environmental effect.

The traffic generated from new development must be compatible with the location, design and capacity of the current and future operation of the road hierarchy, taking into account any planned improvements and cumulative effects of incremental developments.

Improvements to the network and all traffic management measures will be designed to channel long distance through traffic onto the motorway and trunk roads (i.e. M1, M25, A5 and A41).

In Hemel Hempstead road improvements will focus on relieving congestion in and around the Maylands business area, including the delivery of a new north-eastern relief route, and improving the capacity and safety of the Plough Roundabout. Elsewhere, small-scale improvements will be undertaken to tackle local environmental and safety problems.

Other new road capacity will only be justified for local environmental, air quality (including any declared AQMAs), safety reasons, or for accommodating local access requirements.

Local road space will be shared and designed to allow the safe movement of all users.

In villages and the countryside, special regard will be paid to the effect of new development and traffic on the safety and environmental character of country lanes.

Monitoring:

Indicator(s)	Target(s)
Amount of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary schools, employment and retail	-
Amount of completed non-residential development (Use Classes A and B) complying with car parking standards	100%
Amount of completed residential development complying with car parking standards	100%
Submission of Travel Plans	100% of all qualifying schemes to provide travel plans (also

	incorporating Transport Assessment)

Delivery will be achieved by:

- The identification of specific transport proposals in the Site Allocations DPD and East Hemel Hempstead Area Action Plan.
- The application of transport and parking policies in the Development Management DPD.
- Through the application of supplementary guidance on 'Accessibility Zones for the Application of Car Parking Standards.'
- Supporting the objectives of and implementation of measures in the Local Transport Plan (and associated action plans and related strategies): this may include local cycling strategies and public parking management.
- Supporting the objectives and implementing measures in Local Urban Transport Plans.
- Joint working with Hertfordshire County Council, the Highways Agency, Network Rail, bus and train operators, and/or the voluntary sector.
- Supporting the Chilterns Conservation Board's objectives for rural transport and country roads in the 'Management of Roads in the Chilterns.'
- Working with developers to secure contributions towards sustainable transport measures, highway improvements and Green Travel Plans.
- Working with the London Luton Airport Consultative Committee.
- The collection of developer contributions to fund improvements to transport infrastructure.

10. Securing quality design

10.1. The quality of the built environment and the public realm has a key role to play in place shaping and the quality of life. Good design can help create distinctive, linked places where people feel welcome and want to live, work and spend their free time.

10.2. Housing growth to be delivered over the next 20+ years needs to be designed to a high standard and delivered at the optimum densities in the right locations. It also needs to deliver greater choice and affordability, limit greenfield development and respect community led spatial strategies for each of the towns and large villages in the borough.

10.3. The Regional Spatial Strategy identifies Hemel Hempstead (a Mark One New Town) as a key centre for growth and regeneration, including the need for substantial improvements to the image and quality of the town's built fabric and public realm. New development provides an opportunity to enhance positive features, such as the historic character of the Borough, and to improve any areas marred by neglect or insensitive development in the past.

10.4. In line with Government advice, the Council will seek to make the best use of urban land by requiring higher densities to provide more dwellings, in and around town and local centres. However, there will be locations where the character and the environment of the surrounding area are such that it will be necessary to limit densities to avoid harm to the character or the environment. Examples of such circumstances include:

- impacts on views of important buildings and spires, open land, countryside and skylines;
- impacts on the pattern, quality and unique setting of different natural habitats as identified in the Urban Nature Conservation Study; and
- the appearance and setting of conservation areas and listed buildings.

10.5. The Council also recognises that residential gardens are not always suitable for development.

10.6. In 2006, Urban Design Assessments were carried out for Dacorum's three towns and three large villages to ensure that the design of new buildings and the public realm were built to respect the existing unique built, natural, social and economic context. Character Area Appraisals were undertaken in 2004 for each of the town's neighbourhoods and these complement the Urban Design Assessments. Conservation Area Appraisals have also been undertaken for some of the conservation areas. Further Conservation Area Appraisals are programmed and an update of the Urban Design Assessments and Character Area Appraisals will be undertaken.

Successful Urban Design

10.7. There is no magic formula for arranging buildings and development to create a sense of place, because the key is in the application of visions, place strategies and

principles within the process. However, Figure 11 sets out 'Dacorum's Spatial Awareness Framework' to help developers accord with the vision and the spatial strategy for towns and large villages in the borough, the Character and Conservation Area Appraisals, and the character zones in the Urban Design Assessments. The full details for individual place visions and spatial strategies are set out in Sections 20-27.

Figure 11: Dacorum's Spatial Awareness Framework

Developers must consider the relationship of the proposed development with its location and context:

A. The Spatial Strategy for the place:
– The size of the settlement and the no. of centres; and
– The long-term place vision.

B. The physical character of the settlement:
– Defined countryside borders;
– The topography;
– Landscape setting and green gateways;
– Historic setting and settlement pattern; and
– The key views into and out of the settlement.

C. The physical character of the neighbourhood/urban design zone:
– The character appraisal of the neighbourhood pattern;
– Typical density;
– Key landmarks;
– Key gateways; and
– Key views within the settlement.

D. The physical character of the site
– Street pattern;
– Style of buildings;
– Building lines and orientation of buildings; and
– Materials used.

E. The public and private realm:
– Streets, spaces and movement corridors:
– Movement routes of people and wildlife;
– Public space network;
– Private gardens; and
– Green infrastructure.

10.8. Figure 12 establishes the key 'Urban Design Principles' expected to be applied by developers to enhance existing places and create successful new places in the borough. They are informed by CABE's 'By Design' principles and mutually reinforce the principles set out in the Urban Design Assessments, the Character and Conservation Area Appraisals and Policies 10-13 on design and Policies 28-32 relating to using resources efficiently (Section 19)

Figure 12: Urban Design Principles

1. **Character** - a place with its own identity, that respects the local history, geology and landscape, and the Urban Design Assessment character zones and Character and Conservation Area Appraisals
2. **Defined layout and enclosure** - a place that is defined by buildings, structures and landscape made up of public and private spaces
3. **Making connections** - a place that is easy to get to and move around
4. **High quality of public realm** - creating places with attractive environmental quality
5. **Legibility** - a place that has a clear image and identity and is easy to understand
6. **Adaptability** - a place that can respond to changing uses easily and is robust over time
7. **Diversity** - a place that offers a mix of activities to the widest choice of users
8. **Safe and welcoming** - creating places that feel safe, secure and welcoming for everyone

10.9. Dacorum's Spatial Awareness Framework and Urban Design Principles should be underpinned by a well-grounded approach, which considers the quality of urban design from the outset. With this in mind, planning applicants considering building at least 1 new home or commercial building will be expected to cover 3 design-led steps:

Figure 13: 3 Step Approach to Successful Design

1. **Be spatially aware** – refer to Dacorum's Spatial Awareness Framework identified in Figure 11.
2. **Consider design and access** - complete a Design and Access Statement with the relevant planning application form(s), and explain how the proposal accords to the Urban Design principles identified in Figure 12.
3. **Consider sustainable design and construction** - complete the Sustainability Statement and the Carbon Compliance Energy Statement (a sub-section of the Sustainability Statement).

10.10. Local guidance and methodologies are continually evolving with a desire to raise design standards further and to ensure long-term management of the built environment and public spaces. Examples of appropriate guidance that will need to be considered include:
- Hertfordshire's Building Futures Guide - www.hertslink.org/buildingfutures; and
- Chilterns Buildings Design Guides (to be adopted as a SPD) and associated Technical Notes - www.chilternsaonb.org.

Quality of the built environment

10.11. Successful towns and villages should be designed so that they are pleasant places to live, work and visit.

10.12. New development will help meet the visions identified in the spatial strategies for the towns and large villages, and address any key issues identified for each of the places that will help to improve the quality of the built environment and respect and enhance the historic environment.

10.13. The layout and design of settlements includes neighbourhoods, and public and private spaces. These spaces include a variety of character areas characterised as neighbourhoods as part of the Character Area Appraisals, conservation areas as part of the Conservation Area Appraisals and urban design zones as part of the Urban Design Assessments. The Vision Diagram at the end of each place strategy (Sections 21-27) illustrates these urban design zones.

10.14. Character areas must be designed to improve the negative areas of the built environment and promote the positive historical elements. Improvements to the existing street arrangement and character areas will be identified in the Urban Design Assessments update and Conservation Area Appraisals. This will help to deliver a more comprehensive, intelligible and interesting approach to urban design.

10.15. All development will also be guided on the premise of sustainable development practice and design. Coupled with new guidance and methodologies, such as 'Buildings for Life' and 'Lifetime Homes and Neighbourhoods', the aim will be to raise the standard of architecture with the use of innovative design and materials that are sympathetic to local character, whilst meeting the needs of different people and households.

Policy CS10: Quality of Settlement Design

The design of all new development will be expected to follow the '3 Step Approach to Successful Design' (Figure 13).

At the broad settlement level, development should:

- (a) respect defined countryside borders and the landscape character surrounding the town or village;
- (b) reinforce the topography of natural landscapes and the existing soft edges of towns and villages;
- (c) promote higher densities in and around town centres and local centres;
- (d) protect and enhance significant views into and out of towns and villages;
- (e) deliver landmark buildings at key gateways and enhance focal points with high quality architecture;
- (f) preserve and enhance identified green gateways; and
- (g) protect identified wildlife corridors.

Policy CS11: Quality of Neighbourhood Design

Within settlements and neighbourhoods, development should:

(a) respect and enhance the typical density of character areas, spaces between buildings and the general character of neighbourhood areas;
(b) strengthen streetscape transitions and linkages between character areas;
(c) protect or enhance significant views within character areas;
(d) integrate with the character of the existing street pattern; and
(e) incorporate natural surveillance to deter crime and the fear of crime.

The quality of neighbourhood design in towns and large villages will be reinforced by a Supplementary Planning Document on Urban Design.

Policy CS12: Quality of Site Design

On each site development should:

(a) ensure a satisfactory means of access for road users;
(b) provide sufficient parking and sufficient space for servicing;
(c) avoid visual intrusion, loss of sunlight and daylight, loss of privacy and disturbance to the surrounding properties;
(d) ensure that important trees are retained and trees that are lost through development are replaced;
(e) plant trees and shrubs to softly screen developments and settlement edges;
(f) integrate with the streetscape character and respect adjoining properties and in terms of:
    i. layout;
    ii. site coverage;
    iii. scale;
    iv. height;
    v. bulk;
    vi. materials; and
    vii. landscaping and amenity space.

Monitoring:

Indicator(s)	Target(s)
Building for Life Assessment	

Delivery will be achieved by:

- Following the '3 Step Approach to Successful Design' and other Development Management processes.
- Following the Car Parking Standards and Character Area Appraisals.
- Through an Urban Design Assessment SPD, which will eventually replace Residential Character Area Appraisals.
- By delivering development in accordance with Development Briefs and other master planning documents.
- By monitoring spatial strategies.

Quality of the public realm

10.16 Public realm includes the network of streets, squares, spaces around and between buildings, structures and urban landscape, as well as rights of ways, parks and open spaces. These public spaces have a major part to play in improving the character, attractiveness and success of many places in the borough and enriching the quality of life of residents and visitors.

10.17 The public realm should be well linked, accessible, permeable and legible, lit to an appropriate level and encourage a sense of security and safety for all people. These spaces should be clearly defined from private spaces, easy to move through, put people before traffic, and integrate land uses and transport. Guidance such as the Urban Design Compendium and Manual for Streets[3] promote the 'greening' of streets and multi-modes of travel such as walking, cycling and public transport.

10.18 The town centres and local centres in the borough make up a key part of the public realm that is managed by the Council. These spaces are expected to accommodate a wide range of activities and their refurbishment and maintenance are essential in achieving attractive, welcoming, interesting, uncluttered, thriving and safe public spaces. As part of any refurbishment the Council will welcome any design features that can encourage an interactive public realm to encourage play and enjoyment of the space.

10.19 Hemel Hempstead as the largest town in the Borough requires major improvements to the public realm. These improvements should work towards meeting the vision set out for Hemel Hempstead and the vision for its town centre. It will also need to achieve the objectives of the Hemel 2020 Vision that relate to improvements in the public realm.

10.20 To help realise improvements to the public realm, development will be expected to be delivered in a comprehensive manner, in conjunction with other partners, through new development schemes, transport schemes and regeneration schemes. A partnership approach will be expected for the future management of the public realm.

20.21 In conjunction with the partnership approach, creative design will be encouraged to inject fresh visual interest, and an interactive public realm to showcase innovative sustainable design and construction methods. Developments that are discordant with

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[3] Manual for Streets, 2007 - http://www.dft.gov.uk/pgr/sustainable/manforstreets/

their context and fail to enhance the character, quality and function of an area will not be supported.

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Policy CS13: Quality of the Public Realm

New development will be expected to contribute to the quality of the public realm by:

    (a)   providing active frontages and natural surveillance;
    (b)   promoting clutter free streets by removing unnecessary signs and utilising multi-purpose street furniture;
    (c)   promoting pedestrian friendly, shared spaces in appropriate places;
    (d)   incorporating a coherent palette of sustainable surface materials, planting and street furniture;
    (e)   including an interactive and stimulating realm with a public art and lighting strategy; and
    (f)   incorporating street trees, living walls and soft landscaping.

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Monitoring:

Indicator(s)	Target(s)
Building for Life Assessments	
Hertfordshire Highways quality of the environment indicators	

Delivery will be achieved by:
- Following the '3 Step Approach to Successful Design' and other Development Management processes.
- Following the Car Parking Standards and Character Area Appraisals;
- Through an Urban Design Assessment SPD, which will eventually replace Residential Character Area Appraisals.
- By delivering development in accordance with Development Briefs and other master planning documents.
- By monitoring spatial strategies.
- Through working with the Highway Authority to promote a high quality public realm.

Key Diagram

KEY

――	Dacorom Borough Boundary
――	Neighbouring Local Authority Boundaries
――	Settlement Boundary
▢	Green Belt
▨	AONB
▨	Special Area of Conservation
━━	Motorways
▬ ▬	A Roads
――	Grand Union Canal
▪ ▪ ▪	Railway Line

● Areas where development will be concentrated - *Key Centre for Development and Change*

● Areas of limited opportunities - *market towns*

● - *large villages*

• Area of development restraint - *small villages*

✳ Key Regeneration Area

Long Marston

Wilstone

Aldbury

Tring

Wigginton

Berkhamsted

Potten End

Hemel Hempstead

Bovingdon

Chipperfield

Kings Langley

Markyate

Flaunden

A5

A41

M1

M25

Luton Borough Council

Central Bedfordshire Council

Aylesbury Vale District Council

Central Bedfordshire Council

St Albans City & District Council

Aylesbury Vale District Council

Chiltern District Council

Three Rivers District Council

Watford Borough Council

Hertsmere Borough Council

N
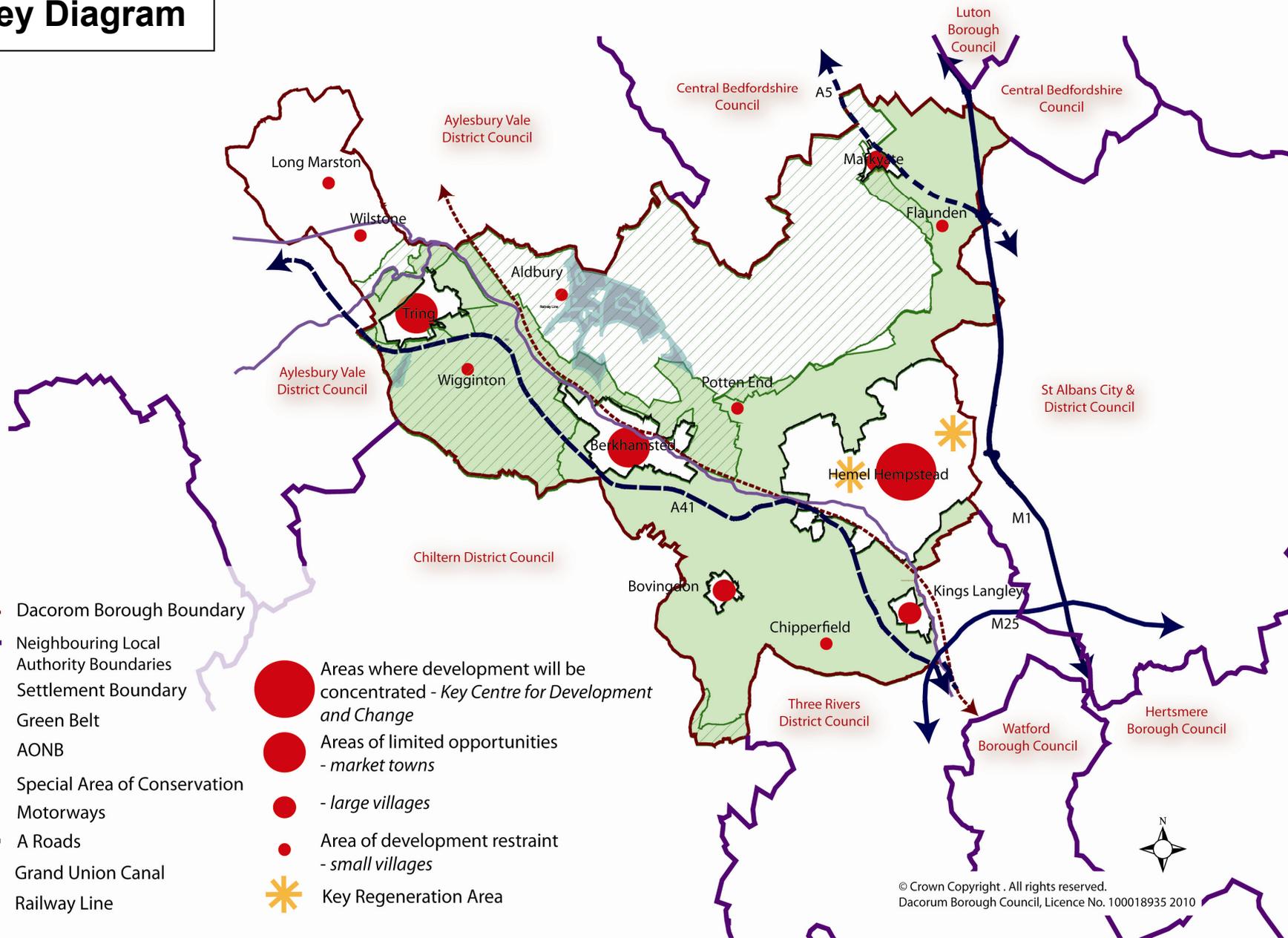
Strengthening Economic Prosperity

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Strategic Objectives

- Promote a vibrant and prosperous economy:

    – To strengthen confidence in Hemel Hempstead's role as a thriving sub-regional business centre and shopping hub;

    – To develop the Maylands Business Park as a leader of "green enterprise";

    – To maintain commercial enterprise and employment opportunities in the market towns and large villages; and

    – To support rural enterprise.

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11. Creating jobs and full employment

11.1. The over-arching aim of the national planning policy for economic development is to achieve sustainable economic growth. This is defined as:

> *"growth that can be sustained and is within environmental limits, but also enhances environmental and social welfare and avoids greater extremes in future economic cycles."*

11.2. The Regional Spatial Strategy aims to ensure that the region's economy continues to grow and encourages greater investment. It provides an indicative target of 68,000 new jobs from 2001-2021. The Council, along with six other Hertfordshire authorities, commissioned a study of jobs growth and employment land in 2008/09[1]. The study forecast changes to employment levels in each of the authorities from 2006-2031; for Dacorum it forecast a net growth of 18,148, which is an increase of approximately 26% on 2006 levels. Many of these jobs will be office-based, although other sectors predicted to experience significant increases are construction, hotels and catering, business services, health and education.

11.3. This relatively high forecast is reflective of Hemel Hempstead's designation as a Key Centre for Development and Change (KCDC) and a regionally strategic employment location within the Regional Spatial Strategy.

11.4. The Regional Spatial Strategy particularly highlights the need to provide for substantial employment growth by:

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[1] Hertfordshire London Arc Jobs Growth and Employment Land. Roger Tym and Partners, February 2009.

- capitalising on strategic links to the wider sub-region and beyond;
- regenerating the Maylands Business Park;
- reconstructing and potentially rationalise the Buncefield oil storage depot; and
- creating a more attractive and vital town centre, that makes best use of further regeneration and redevelopment opportunities.

11.5. These objectives match the Council's own aspirations set out within the Hemel 2020 vision. They are also reflected in the Economic Development Strategies for both Hertfordshire and Dacorum (Table 4).

Table 4: Economic Development Strategy Objectives

Hertfordshire	Dacorum
Creating a vibrant, low carbon economy	The regeneration of Maylands
Stimulating enterprise, innovation and inward investment	Supporting the business community
Developing a well skilled workforce	Promoting green and sustainable growth
Providing quality locations and infrastructure	Attracting and retaining business
Creating vibrant towns and vibrant communities	Developing our skills base

Source: Hertfordshire's Economic Development Strategy 2009-2021, Hertfordshire Works and Economic Development Strategy 2009-2012 (January 2009).

11.6. The UK economy is becoming increasingly dependent on knowledge-based industries[2]. It is important for Dacorum's economy to strengthen the role and presence of knowledge based industries in order to remain competitive. The high jobs target and emphasis on Hemel Hempstead as a centre of economic importance sub-regionally provide an opportunity to increase the role of knowledge economy within Dacorum. As the borough's largest GEA the Maylands Business Park will play a key role in enabling the transition towards a more knowledge-based economy; this will be progressed through the East Hemel Hempstead Area Action Plan (AAP).

11.7. The diversity of the borough is reflected within the make up of the economy, which includes a significant rural sector that will be supported. The term rural economy refers to economic activities that support employment in rural villages and sustain land uses across the rural area. This can include rural tourism (see section **).

11.8. Consideration will also need to be given to wider issues such as skills. Although adult qualification levels in Borough are above average for both Hertfordshire and England, there are still some skills gaps that will need to be filled if the local economy is to reach its full potential.

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[2] The East of England in the Knowledge Economy: Collaboration to Compete? The Work Foundation (DATE)

A Low Carbon Economy

11.9. The Regional Economic Strategy includes the aim that the East of England will be a leader in the low carbon economy. This objective is supported by both the Hertfordshire and Dacorum Economic Development Strategies (see Table 4). A county-wide study[3] has helped increase understanding about what a low carbon economy means, what its implications are for the Borough and how it can be delivered. This complements the 'UK Low Carbon Industrial Strategy' published by Government in July 2009. A low carbon economy is described as one in which economic performance improves whilst the use of carbon and greenhouse gases falls.

11.10. Hertfordshire's Economic Development Strategy aims to develop the potential for a specific low carbon technology cluster in the county across the 'energy and environmental goods and services' (EEGS). Businesses that are actively engaged in the design, manufacture, distribution, installation and maintenance of low carbon goods and services will be encouraged to locate within the Borough. Technology will be a key part of the low carbon economy and it will be important for Dacorum's economy to take advantage of the latest low carbon technologies.

11.11. The Maylands Masterplan developed the concept of the 'greening Maylands.' This comprises developing more and better quality green spaces, encouraging the adoption of green business practices and sustainable development, and the development of a Green Energy Centre. These will be key objectives carried forward through the East Hemel Hempstead Area Action Plan (AAP).

11.12. The objective of moving towards a low carbon economy complements the policies within the 'Managing Energy and Natural Resources' section. In particular new developments will be expected to meet the standards set out in Policies CS28 (Renewable Energy), CS29 (Sustainable Design and Construction) and CS31 (Water Management).

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[3] A Low Carbon Economy for Hertfordshire. Oxford Economics, October 2009.

The Maylands Business Park

11.13. The Maylands Business Park plays a significant role in the Dacorum economy; it is home to around 5% of the Borough's businesses and just over 17% of employees[4]. The area will be enhanced through the planned regeneration, which aims to strengthen its regional role. Successful regeneration will be delivered through environmental improvements, a new local centre and delivery of the Maylands Gateway and other projects within the Area Action Plan (AAP).

Policy CS14: Economic Development

Up to 18,000 additional jobs will be created in the Borough between 2006-2031 through sustainable economic development.

Development that supports the knowledge-based economy, the transition to a low carbon economy, the rural economy and sustainable tourism, will be particularly encouraged.

Most employment generating development will be located in town and local centres and General Employment Areas in accordance with Policies CS1 and CS3. Hemel Hempstead will be the main focus for new economic development uses, which will be used to support the regeneration of the Maylands business area and Hemel Hempstead town centre. Employment levels elsewhere within the Borough will be maintained to ensure a spread of job opportunities.

Initiatives that help the local workforce adjust to change and develop their skills will be supported.

Monitoring:

Indicator	Target
Percentage of the economically active population who are unemployed	-

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[4] Business Intelligence Report, Dacorum Borough Council. Market Measures, February 2010.

Percentage of total net gain of employment land (B-class) which is within Hemel Hempstead settlement.	-
Net gain of employment land which is not within town centres or within GEAs.	-
Net gain of employment land at Berkhamsted, Tring, Bovingdon, Kings Langley and Markyate.	-

Delivery will be achieved by:

- The determination of planning applications and appeals.
- Designation of specific sites and consideration of their delivery through the Site Allocations DPD and East Hemel Hempstead Area Action Plan DPD.
- Detailed polices in the Development Management DPD.
- Implementation of the relevant Economic Development Strategies.
- Partnership working with the East of England Development Agency, Homes and Communities Agency and other relevant organisations.

12. Providing for Offices, Industry and Storage

12.1. Employment uses (offices, research, industrial, storage and distribution, also called B-class uses) are a key component of the local economy, and provide just under half of all jobs in the Borough. Most of these types of uses are located within General Employment Areas (GEAs). The GEAs are located across the three towns, with one in Markyate. The Maylands Business Park is made up of five separate GEAs and is the largest concentration of employment floorspace in the Borough. Loss of employment floorspace from GEAs will not be permitted, with the exception of the consolidation of the Hicks Road GEA at Markyate, through mixed use regeneration.

12.2. GEAs play a major role in the local economy and provide B-class employment floorspace in a range of locations and with a range of different sized units. This variety is important for maintaining diversity within Dacorum's economy, which has a high number of small and medium sized businesses. Small businesses are defined as those which employ fewer than 50 people. Over 98% of all businesses in the Borough are categorised as 'small' and together they employ nearly two thirds of all employees. It is important that there is an adequate supply of employment floorspace to cater for these needs.

12.3. GEAs are sometimes the most appropriate location for non B-class uses, such as car showrooms and bulky leisure uses. Whilst these types of use will not be encouraged in GEAs, they may be permissible as an exception to policy where clear justification exists and they comply with other policies and objectives.

12.4. Evidence of market conditions will play an important role in assessing development proposals.

Offices

12.5. Office jobs account for around a quarter of total jobs within Dacorum and are mainly located within GEAs and town centres. New office jobs will make a significant contribution to the Borough's total additional jobs over the plan period. The Employment Land study[5] forecasts that approximately 12,400 new office jobs will be provided within the Borough from 2006-2031.

12.6. The Employment Space Study[6] identifies the lack of a defined office location in Hemel Hempstead, and the homogeneity of the type of office floorspace available as weaknesses of the local office market. This will be addressed through the East Hemel Hempstead AAP and the Hemel Hempstead Town Centre Masterplan.

12.7. The East Hemel Hempstead AAP will guide the regeneration of the Maylands Business Park according to the character areas identified in the Maylands

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[5] Hertfordshire London Arc Jobs Growth and Employment Land. Roger Tym and Partners, February 2009.
[6] South West Herts Employment Space Study, Roger Tym and Parners, 2005

Masterplan. The Maylands Gateway will provide a prominent new office-led strategic employment location delivering approximately 130,000 sqm (gross external) of new office floorspace. The Face of Maylands will also be an important office location.

12.8. The Hemel Hempstead Town Centre Masterplan will guide the regeneration of the town centre according to the character areas set out in the Hemel Hempstead Spatial Strategy and Policy CS33. The Masterplan will promote the development of an 'office quarter' in Hemel Hempstead town centre to provide an additional **** sqm over the plan period.

12.9. Town centres make an important contribution to the overall supply and diversity of office floorspace, and are particularly important for small and medium sized offices and professional services, such as lawyers. Offices also support the shops and services in town centres, helping to maintain their vibrancy and vitality. It is desirable, in sustainability terms, for offices to be located in town centres with good public transport access. Existing offices within town centres will be protected as part of the minimum employment land supply.

12.10. An appropriate range of office floorspace must be provided to attract a range of occupiers; this will mean a range of sizes of offices and a mix of new and older office buildings. Flexibility to accommodate changing market conditions and to attract a range of businesses will also be important for the success of the Borough's office market.

Industry and Storage

12.11. Industrial and storage floorspace provide a different type of employment to office floorspace. It is important to have a healthy mix of different types of employment (B-class) floorspace to provide an appropriate range of jobs for the skill set of local residents. Recent changes in the local and national economy has meant there has been a significant fall in the total floorspace of factories and a rise in the total amount of warehouse floorspace, of approximately equal quantities.

12.12. Hemel Hempstead is home to the main industrial concentration in South West Hertfordshire and one of the main distribution centres around the M25 and southern part of the M1. The location of the Maylands Business Park is a significant comparative advantage for its role as a distributional centre.

12.13. Industrial and storage floorspace will continue to make an important contribution to the borough's overall employment mix. However the Employment Land study[7] forecasts that there will be a fall in the number of jobs in these two sectors of approximately 2,500 over the period 2006-2031. Due to predicted changes in job densities it is anticipated that there will be a small rise in the amount of floorspace required for these uses.

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[7] Hertfordshire London Arc Jobs Growth and Employment Land. Roger Tym and Partners, February 2009.

Policy CS15: Offices, Research, Industry, Storage and Distribution

A minimum supply of land will be identified and retained for B-class uses. It comprises:

- **General Employment Areas;**
- **Employment Proposals Sites;**
- **Land in town and local centres; and**
- **Employment Areas in the Green Belt.**

The supply will be maintained unless there is a serious imbalance between the number of jobs available and the number of jobs needed for full employment.

Provision will be made to meet a long term target of 222,700 sqm (net) additional office floorspace and 28,500 sqm (net) additional industry, storage and distribution floorspace over the plan period. Development proposals that include provision for small businesses will be encouraged.

General Employment Areas will be protected for B-class uses. New B-class development within General Employment Areas will be supported provided that it:
- **is in accordance with the specific uses permissible in each General Employment Area; and**
- **contributes to environmental improvements within the General Employment Area.**

New office uses will be directed to core office locations and Hemel Hempstead town centre.

Monitoring:

Indicator	Target
Net gain of land in B-class use within GEAs, Employment Proposal Sites, Town and Local Centres and Employment Areas in the Green Belt.	-

Net gain of land in B-class use outside of the above areas.	-
Net gain of office (B1(a)) floorspace.	-
Net gain of industrial (B2) and storage (B8) floorspace.	-

Delivery will be achieved by:
- The determination of planning applications and appeals.
- Designation of specific sites and consideration of their delivery through the Site Allocations DPD and East Hemel Hempstead Area Action Plan DPD.
- Detailed polices in the Development Management DPD

13. Supporting Retailing and Commerce

13.1. The retail sector is an important part of the local economy providing local jobs and important goods and services for residents and workers. Shops are the foundation of every town centre and influence their aesthetic and environmental quality.

The retail hierarchy

13.2. The role of the retail hierarchy (shown in Table 5) is to ensure that new retail development takes place in appropriate locations and at appropriate scales. The centres in the Borough are designated as town or local centres. Hemel Hempstead, as the primary town centre will be the focus for future major retail development, whilst Berkhamsted and Tring will accommodate a smaller amount of new retail development.

13.3. Local centres will play a smaller, but complementary role in meeting overall retail needs, although their focus is on providing services and facilities to serve their local communities. New development of retail and compatible uses will be encouraged in local centres where it is commensurate in scale with the size, role and function of the centre. A new local centre will be created at the Heart of Maylands to serve the needs of the business and local residential community. The precise nature and scale of this local centre will be determined through the Area Action Plan.

13.4. Development proposals in town and local centres should, where possible, add to the range, variety and choice of shopping and complementary uses, improve the quality of the shopping environment, and refurbish or reuse existing buildings.

Table 5: The Retail Hierarchy

Town Centres	Hemel Hempstead (including Hemel Hempstead Old Town)
	Berkhamsted
	Tring
Local Centres with a district shopping function	Woodhall Farm
Local Centres with a neighbourhood shopping function	Adeyfield
	Apsley
	Bennetts End (Bennettsgate)
	Bovingdon
	Boxmoor (St. John's Road)
	Chaulden
	Gadebridge (Rossgate)
	Grovehill
	Heart of Maylands

	Highfield (Bellgate)
	Highfield (The Heights)
	Kings Langley
	Leverstock Green
	Markyate
	Miswell lane (and Western Road)
	Nash Mills (The Denes)
	Northchurch
	Warners End (Stoneycroft)

Shopping areas

13.5. Parts of the town centres will be designated as main shopping frontage and other parts as mixed shopping frontage. These designations will be used to ensure retention of retail use and a diverse mix of uses in different parts of the centres. Areas within local centres are designated as shopping areas where a minimum supply of shop (A1) uses will be retained. A lively and diverse evening and night time economy is an important part of the vitality and vibrancy of a town centre. However, there can be negative impacts in areas such as community safety, litter and noise. These impacts must be controlled for the evening and night time economy to have a positive effect in town centres.

Out of centre retail development

13.6. There are a number of out-of-centre retail locations in Hemel Hempstead which are well used and which complement the offer in the town and local centres. The role and size of these locations will remain stable. Significant new retail development or changes to the type of goods that are currently sold will not be allowed at these locations in order to support the retail hierarchy. These locations are listed in Table 6. In this context 'significant' is defined as any development that is likely to have a negative impact on town or local centres.

13.7. Jarman Fields will be redesignated as an out-of-centre retail and leisure location where significant new retail development above that already permitted[8] will be resisted. The future of this area will be closely linked to the planned regeneration of Hemel Hempstead town centre. Whilst the precise mix and quantum of uses may change over time, the role of the site should remain complementary to the role of the town centre and continue to support the retail hierarchy. This principle applies to all out of centre locations.

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[8] Planning permission for 6,700 sqm (gross) of retail warehousing floorspace has been granted (04/00455/07/MFA)

Table 6: Out of Centre Retail Locations

Location	Main uses
Out of centre retail locations	
Hemel Hempstead	
• Sainsbury, Apsley Mills Retail Park, London Road (Sainsbury, Apsley)	Food retailing.
• Remainder of Apsley Mills Retail Park, London Road (Apsley Mills)	Bulky, non-food goods.
• Two Waters, London Road (Two Waters)	Bulky, non-food goods.
• Homebase and Wickes, London Road (London Road)	Bulky, non-food goods.
• B&Q, Two Waters Road (Cornerhall)	Bulky, non-food goods.
Tring	
• Tesco, London Road (Tring)	Food retailing
Out of centre retail and leisure locations	
• Jarman Fields	Food retailing and bulky non-food goods. Leisure uses such as cinema, bowling, swimming, bars and night club, and extreme sports centre.

Policy CS16: Shops and Commerce

New retail development will be assessed in terms of its location, scale and impact. It will be permitted if it accords with the retail hierarchy and conforms with the sequential approach set out in national guidance. Most retail development will be directed to the town and local centres.

Opportunities will be given to provide capacity for the following amounts of floorspace if there is demand:

Town Centre	Square Metres (net)			
	Comparison	Convenience	Total	
Hemel Hempstead	18,000 20,000 38,000	5,000	43,000	2009/21 2022/31 Total
Berkhamsted			4,500	
Tring			2,500	

New retail floorspace will only be permitted outside of defined centres if the proposal complies with the sequential approach and demonstrates a positive overall outcome in terms of the impact assessment.

Hemel Hempstead will be the main destination for comparison goods shopping, leisure, entertainment, civic and cultural activities. Other centres will provide core shopping facilities and services for their local communities.

Development proposals that promote a diverse evening economy in the town centres will be supported provided that their social and environmental impacts are controlled.

Note: Floorspace projections taken from the Retail Study Update 2009[9] and Dacorum Borough Council internal calculations.

Monitoring:

Indicator	Target
Net gain of retail floorspace which is outside of designated centres	-
Net gain of retail floorspace in town centres	-

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[9] Dacorum Retail Study Update 2009 for Dacorum Borough Council, DTZ. March 2009.

Net gain of retail floorspace in local centres	-

Delivery will be achieved by:

- The determination of planning applications and appeals.
- Designation of specific sites and consideration of their delivery through the Hemel Hempstead Town Centre Masterplan, the Site Allocations DPD and East Hemel Hempstead Area Action Plan DPD.
- Detailed polices in the Development Management DPD.
- Detailed policies in the Site Allocations DPD.
- Town Centre Strategies for Hemel Hempstead, Berkhamsted and Tring.
- Implementation of the relevant Economic Development Strategies.
- Partnership working with the East of England Development Agency, Homes and Communities Agency and other relevant organisations.

14. Supporting Tourism

14.1   Although the Borough is not currently a main destination for tourism, it does attract both leisure and business visitors. The tourism sector is also closely linked to the area's cultural facilities (see sections 16.23 – 16.26).

14.2   Many visitor destinations are currently accessed by car. The promotion of sustainable tourism aims to reduce this dependence by creating new opportunities for tourism in locations with good access to public transport; promoting access by non-car modes to existing destinations; and respecting the built and natural environment.

14.3   Whilst there is already a reasonable range of visitor accommodation within the borough, there is scope for this sector to grow. Facilities that support the rural economy and those that support existing businesses, through the provision of meeting and conference facilities, will be particularly encouraged. All new tourist facilities should seek to develop strong linkages with existing visitor attractions.

Providing Homes and Community Services

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Strategic Objectives

- To provide a mix of new homes to meet the needs of the population.

- To provide for a full range of social, leisure and community facilities and services.

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15. Providing Homes

15.1. Decent, safe and affordable homes are fundamental to people's wellbeing, and quality of life, and in achieving balanced and sustainable communities. The aim is to ensure sufficient homes are delivered that provides for all sectors in the community, including the travelling community. New housing should be carefully planned and designed so that it supports moves towards a low carbon future, that adapts to climate change, and is matched by appropriate facilities and services.

15.2. The yardstick for comparison of the housing provision level is the natural growth level. This level assumes nil-net migration. It would mean that growth in population and households that naturally occur in Dacorum would be accommodated here.

15.3. The planned level of housing does not seek to encourage net inward migration. Hemel Hempstead will continue to be the focus for higher levels of growth given its status as a Key Centre for Development and Change in the Regional Spatial Strategy. Elsewhere, development in the remaining towns and larger villages will be geared towards meeting their locally generated needs. There will be limited opportunities in the smaller villages, although rural exception sites are encouraged.

15.4. Opportunities for using previously developed land in urban areas will be maximised, but there will be a need for greenfield land to ensure an ample and steady supply of housing is delivered over the plan period. This will require some review of Green Belt boundaries around settlements, principally at Hemel Hempstead.

15.5. The Borough's housing stock is generally of good quality and there are very low levels of vacancy. Market housing dominates the stock, but there is a large proportion of Council owned housing relative to other districts in the county (in part reflecting Hemel Hempstead's New Town legacy). Dacorum has a mix of house types that includes a large proportion of terraced housing, modest levels of detached properties, and lower proportions of flats and semis relative to adjoining authorities.

15.6. House prices are high given its proximity to London and attractive local environment, which has led to increasing identified housing need, particularly for first-time buyers. This is in part reflected by the number of residents on the Council's Housing Register

and lengthy waiting times for accommodation. While house prices have fallen during the economic downturn, this has not significantly affected market affordability.

15.7. The supply of affordable housing has been growing over the last few years, but their relative numbers to and proportions of the total housing supply have remained low. The existing supply of affordable homes has also been affected by the Right to Buy, leading to a continuing reduction in stock available to those in housing need, although take up has declined in recent years.

15.8. Dacorum experiences high house prices relative to incomes, which means that many local people find it difficult to get access to suitable accommodation. Most new completions are for open market housing, and the levels of housing need within the borough continue to exceed the supply of affordable housing.

15.9. The borough's population is changing with growing numbers of elderly residents forecast as a result of increased life expectancy. Household size is projected to continue to fall (from 2.36 in 2006 to 2.15 in 2031), particularly as a consequence of an increase in one person households.

Related strategies

15.10. The Regional Spatial Strategy does not contain a strategic housing target. The absence of any target means that it is crucial to test scenarios with alternative levels of housing.

15.11. The Regional Spatial Strategy sets an overall target of 35% of housing to be affordable. It states that a higher threshold may be justified in the more pressurised areas. It stresses that there is a significant need for affordable homes, particularly to address un-met needs e.g. homelessness and families in overcrowded accommodation.

15.12. The South West Hertfordshire Strategic Housing Land Availability Assessment (SHLAA) identifies future housing capacity in Dacorum over a 20 year period to 2030 in five year phases. The SHLAA demonstrates that there is significant housing potential in the borough. Urban capacity (that is sites within the existing settlement boundaries) is important to supply, but its contribution reduces significantly towards the later periods of the SHLAA. However, most of the supply is in the form of greenfield land which dominates from years 10-15 onwards. The original work of the SHLAA has been further reviewed through consultation with the development sector, through the Housing Land Availability Paper (April 2009) and in regular monitoring of sites in the Annual Monitoring Report.

15.13. The London Commuter Belt (West) Strategic Housing Market Assessment (SHMA) 2010 covers six Hertfordshire authorities, including Dacorum. It provides information on the level of need and demand for housing in terms of type and tenure of housing and an understanding of housing markets. A number of housing market areas are defined with Dacorum chiefly affected by the Hemel Hempstead sub market that partly overlaps into the adjoining St Albans and Watford districts. To a lesser extent, the northern fringes of the borough fall into the St Albans and Luton sub markets,

whereas the southern tip falls within the Watford sub market. The modelling projections produced relate to the period April 2007 – March 2021.

15.14. The Affordable Housing and Section 106 Viability Study (November 2009) analyses the impact of affordable housing and other planning obligations on scheme viability. This will help in making decisions on the delivery (amounts and thresholds) of affordable housing.

Housing programme

15.15. Sufficient homes need to be delivered to meet the housing needs of the community in terms of its location, quality, mix, and affordability. They should also be adaptable and accessible to occupants i.e. to meet life-time homes standard.

Table 7: Prospective Housing Programme 2006 - 2031

	Total (Option 1)	Total (Option 2)
1. Completions 1.4.06-31.3.09	1,202	1,202
2. Committed Housing Capacity		
(a) Defined urban sites	6,017	6,017
(b) Defined locations in Hemel Hempstead	1,100	1,100
(c) Gypsy and traveller pitches	59	59
(d) Rural exceptions	105	105
(e) Windfall	1,456	1,456
Sub total	8,737	8,737
Sub total (1 + 2)	**9,939**	**9,939**
3. Greenfield capacity (i.e. Greenfield options in the Core Strategy and to be allocated in the Site Allocations DPD)	? [1]	? [1]
Total	**?**	**?**

Note: [1] The figure in each option will be dependent on the choice and capacity of greenfield locations selected.

Text relating to the following still needs to be added

- Minimum 15 year supply of land (categories)
- Level of previously developed land.

15.16. The housing programme (supported by the housing trajectory in Appendix 2) takes a balanced approach to housing:

- The level of new housing will be geared to meeting natural growth in the Borough.
- Growth must be sustainable and compatible with environmental constraints and the character of settlements.
- Minimising major incursion into the Green Belt.
- The ability to actually deliver a sufficient, flexible and steady housing supply.
- Ensuring a mix of housing.
- The timing of key infrastructure to support the new housing.
- Striking a reasonable balance between jobs and homes and to assist the local economy and support regeneration.
- Detailed testing of sites through Sustainability Appraisals.

15.17. In the absence of a strategic housing target two alternative housing scenarios are being considered:

(a) a lower level based on the Local Plan rate (Option 1 - 385 dwellings p.a.); or

(b) a higher level that better relates to the natural growth of Dacorum's resident population (Option 2 - 450 dwellings p.a.).

15.18. Both options place environmental constraints on development and focus on economic prosperity, the protection of the countryside, and the provision of new homes. The best fit between economic and housing factors is at the natural growth level of housing (or higher). The issue remains where to strike a reasonable balance between all these factors.

Each option has advantages and disadvantages:

Option 1	Option 2
Limited opportunity to meet locally generated housing needs resulting in households having to move away from the borough.	Greater opportunity to meet locally generated housing needs where they arise.
Poorer relationship between job growth and homes, potentially leading to a worsening of traffic congestion (as a consequence of more in commuting).	Better balance between job growth and homes.
Harder to fund and deliver regeneration	Easier to fund, deliver and sustain

and new infrastructure, and limited support to the local economy.	regeneration, key infrastructure projects, and low carbon initiatives. There would also be more new residents to support existing local schools, shops, businesses and services.
There would be fewer opportunities to provide a mix of family homes.	Greater scope to deliver a range of housing, including family sized homes.
The Borough would only deliver moderate amounts of affordable housing. This will mean that housing need is not properly met, some families will live in over-crowded or stressed conditions, and others will move out of the borough in search of more affordable homes.	More opportunities to provide affordable homes and to address housing need.
Minimises impact on the environment through reduced need for greenfield sites.	More greenfield sites needed, but a stronger links between where people live and work and hence reduced commuting.

15.19. The broad distribution of land to be allocated for housing development to meet the requirements of Policy CS17 is guided by the Strategy objectives and the settlement hierarchy (Policy CS1).

15.20. Strategic allocations within the Core Strategy will deliver xxxx new homes. Land to meet the balance of x,xxx homes must therefore be allocated through the Site Allocations Document and East Hemel Hempstead Area Action Plan.

15.21. The distribution of housing will be guided by the sequential approach set out in Policy CS2.

15.22. Delivery will be phased so that the release of housing sites can be properly managed and co-ordinated with associated infrastructure and services (see Delivery and Review chapter).

15.23. It will not be possible to maintain recent, very high levels of housing development on previously developed land, given a dwindling supply and the difficulties of identifying such sites longer term.

15.24. A contribution from greenfield sites will also be required. The SHLAA demonstrates that there is more than sufficient potential capacity to meet this. The following broad strategic allocations and locations have been identified for housing to meet locally generated needs:

Table 8: Strategic Allocations and Locations

To be added

Settlement	Location	Net Capacity

15.25. The broad requirements for these locations are set out in the Place Strategies (see Sections 20-27).

15.26. Flexibility has been built into the housing programme by the role of greenfield land reserve (Policy CS6) and the contribution from windfalls. This is covered in more detail in the chapter on Delivery and Infrastructure.

15.27. Windfalls will inevitably occur over the lifetime of the Plan and are reflected in the housing programme. However, an allowance for this source has not been made for the first ten years of the plan period. In reality, windfalls are likely to occur in years 6-10, but these are seen as being an additional contribution to supply outside of the housing programme.

15.28. A cornerstone of the housing programme and a basis for a net increase in homes, is the retention of existing residential sites and accommodation.

15.29. The Annual Monitoring Report will check the progress of housing delivery and the continuous maintenance of a 5-year and 15-year rolling housing land supply.

POLICY CS17: Housing Programme

An average of:
- **Option 1: 385 net additional dwellings,**
- **Option 2: 450 net additional dwellings,**

will be provided each year (between 2006 and 2031).

Existing housing land and dwellings will normally be retained.

The supply of new housing sites will be allocated and phased in accordance with the priority order in Policy CS2. However, should housing completions fall below 15% of the trajectory at any time and review of the deliverability of planned sites indicates that the housing trajectory is unlikely to be recovered over the next 5 years, the Council will take action to increase the supply of deliverable housing sites.

Monitoring:

Indicator(s)	Target(s)
Annual progress against the target of xxx net additional dwellings pa	xxx net additional dwellings pa
Annual progress in identifying a deliverable supply of housing land in years 0-5 and a developable supply in years 5-10 and 10-15.	

Delivery will be achieved by:

- Identifying housing allocations and detailed planning requirements for sites in the Site Allocations DPD and East Hemel Hempstead Area Action Plan. The Site Allocations DPD will consider the nature and timing of any allocations, detailed boundaries of any sites, and the relative priorities between/phasing of the sites.
- Preparing detailed masterplans for strategic housing sites.
- The application of detailed housing policies in the Development Management DPD.
- The determination of planning applications for new housing (and negotiating legal agreements) and appeals in the development management process.
- Implementing the policies and strategies in the Council's Housing Strategy.
- Partnership working with developers and landowners, the County Council, the Dacorum Community Gateway should there be a transfer of Council housing stock, and Registered Social Landlords.
- Working closely with developers and partners to deliver the major outstanding housing sites.
- Monitoring of development needs in the Annual Monitoring Report.
- The Buncefield Delivery Fund established from Growth Area Funds.

Housing Mix

15.30. It is important that housing supply matches demand. Planning for a mix of housing types will help meet the needs of the community.

15.31. The Strategic Housing Market Assessment recognises a need for supported housing, including housing for vulnerable groups and the elderly across the London Commuter Belt (west) study area. Hertfordshire County Council also stresses the accommodation needs of people in younger age groups, particularly for supported housing (e.g. special needs housing, short term hostels, and individual flats) and for independent living. Specific requirements have been identified by Adult Care

Services for Extra Care (flexicare) Housing places, people with learning disabilities and mental health issues, and residential care (mainly private beds).

15.32. The projection of household types to 2021 in the SHMA indicates that there is a requirement for a mix of sized properties cumulatively and across the tenures (Table 9). However, the detailed requirements do vary across tenure with 3-bed properties being important in market housing, and smaller 1-bed homes being significant in social rented housing. The SHMA does not provide a breakdown by flat or homes.

Table 9: Size Mix of Housing Requirement 2007 - 2021

Type of housing	No. of bedrooms				
	1	2	3	4	5+
All	1,600	1,800	3,500	800	100
Market	400	1,000	2,600	700	100
Social Rented	1,300	900	800	100	-

Source: The London Commuter Belt (West) Strategic Housing Market Assessment 2008.

15.33. This information will be used to inform decisions on housing mix and gives a broad indication of priorities. It needs to be supplemented by up to date market information, the mix of affordable housing, and any specific site and design considerations.

15.34. Housing should be designed to life-time homes standard i.e. that it is built with accessibility and adaptability at the design stage. This means that the home is flexible to the changing needs of the occupants (be they elderly, the disabled or non-disabled people), and can be adapted at minimal cost and disruption to them. This approach ties in with the durability and life cycle of the property (see Policy CS** Sustainable Design and Construction) and complements the national Building for Life standard developed by the Commission for Architecture and the Built Environment (CABE).

15.35. There may be a small role for live-work units within the housing supply. They provide an opportunity for households to combine home and work within the same premises, and reduce the need to travel for the occupiers. Such units are often attractive to office-based businesses such as media, design, IT and consultancy. However, no specific demand has been identified to justify them being specifically planned for.

POLICY CS18: Mix of Housing

New housing development will provide a choice of homes. This will comprise:

- **a range of housing types, sizes and tenure;**
- **housing for those with special needs; and**
- **affordable housing in accordance with Policy CS19.**

Decisions on the appropriate type of mix of homes within development proposals will be guided by the Strategic Housing Market Assessment and other market and site-specific considerations.

15.36. Flatted development may limit the ability to provide a full mix of housing.

Monitoring:

Indicator(s)	Target(s)
New dwellings built to lifetime homes standards	
Size of new dwellings completed compared to indicative mix in the SHMA.	
Number of flats and homes completed	

Delivery will be achieved by:
- Identifying housing allocations and mix of housing units in the Site Allocations DPD and East Hemel Hempstead Area Action Plan.
- Preparing detailed masterplans for strategic housing sites that will set out the appropriate mix of housing.
- The application of detailed housing policies in the Development Management DPD relating to housing mix.
- The determination of planning applications for new housing (and negotiating legal agreements) and appeals in the development management process.
- Implementing the policies and strategies in the Council's Housing Strategy relating to housing mix.
- Partnership working with developers and landowners, the County Council, the Dacorum Community Gateway should there be a transfer of Council housing stock, and Registered Social Landlords to deliver a mix of housing.
- Monitoring the mix of housing through the Annual Monitoring Report.

Affordable housing

15.37. Affordable housing includes:
- social rented; and
- intermediate housing (shared ownership and intermediate rented [such as key worker]).

It does not cover low cost market housing.

15.38. The Strategic Housing Market Assessment estimates that there will be a significant requirement for social rented housing in Dacorum over the period 2007-2021 (3,100 homes). This represents nearly 40% of the overall estimated housing requirement of 7,800 for all types of homes over this same period. Adjusting the estimated requirement for social housing to cover the full plan period would give a requirement of over 5,300 homes. Whilst this level of provision is unlikely to be deliverable it is reasonable to aim to increase affordable housing supply by maximising provision on qualifying sites. The Regional Spatial Strategy figure of 35% is considered to be a realistic and achievable level to adopt for the borough when measured against a general housing target.

15.39. While a requirement was identified for intermediate housing across the study area, no specific requirement was identified for Dacorum. However, intermediate housing will still be considered, where it is appropriate as part of providing a balanced mix of affordable housing in the borough, or is justified in certain circumstances or locations.

15.40. Affordable housing should usually be provided on the application site. However where this is not possible or feasible, off-site provision or a financial contribution will be sought instead.

15.41. There may be genuine circumstances where a lower level of affordable housing is appropriate e.g. because of viability, site characteristics, abnormal costs. This would need to be justified. The viability of a scheme will be tested on the basis of an open book financial appraisal and measured using a tool to assess viability. Viability testing will not just look at the residual value, but also at profitability (development margins).

15.42. Homes will be provided in the villages to enable people who are in housing need to remain local and to keep their local connection, be it for family or work. Small-scale rural affordable housing schemes (i.e. up to a maximum of 15 new homes) will be supported. Opportunities will largely be on sites within and adjacent to the selected small villages identified in the settlement hierarchy. If schemes are properly planned, these settlements are able to absorb modest forms of development without significant harm to their character or the setting of the countryside. This approach will help support the viability of rural services and amenities.

15.43. Detailed advice on viability, commuted payments and other matters is provided in the Council's Affordable Housing Advice Note. Additional advice on assessing local housing need and local connections is given in an SPD on Eligibility Criteria for the Occupation of Affordable Housing.

POLICY CS19: Affordable Housing

Affordable housing units will be provided on sites of:
- 10 or more dwellings or of minimum size 0.3ha in Hemel Hempstead;
- 5 or more dwellings or of minimum size 0.16ha in Berkhamsted and Tring and elsewhere in the borough.

On these sites, 35% of the new dwellings will normally be affordable housing units. Higher levels will be required on very large sites, on any Greenfield sites or as specified in the Site Allocations DPD. 100% of all new homes will be affordable on rural exception sites (Policy CS20). A financial contribution will be sought in lieu of affordable housing on sites which fall below the thresholds.

A minimum of 75% of the affordable housing units provided should be for social rent.

Judgements about the level and mix of affordable housing will have regard to:
- (a) Policy CS18 Mix of Housing
- (b) whether the site demonstrably forms part of a larger overall site that would qualify for affordable housing;
- (c) the overall viability of the scheme and any abnormal costs; and
- (d) more detailed guidance in the Affordable Housing SPD.

Planning obligations or conditions will be used to ensure that the benefit of all affordable housing units will pass from the initial occupiers of the property to successive occupiers.

POLICY CS20: Rural Exception Sites

Proposals for small-scale schemes that deliver 100% affordable homes will be considered in locations within and adjoining selected villages in the Rural Area and Green Belt and exceptionally elsewhere with the support of the local Parish Council.

Developments will be permitted where they can demonstrate the following:

- it meets an identified local need for affordable housing;
- the housing is for people who have a strong local connection with the village or parish through work, residence or family;
- the scheme is of a scale that respects the character, setting and form of the village and surrounding countryside; and
- for sites outside of the settlement boundary, it must be immediately adjacent to the edge of the village and represents a logical extension to it.

Monitoring:

Indicator(s)	Target(s)
Number of affordable homes built	35% of new dwellings on qualifying sites to be affordable
National and LAA Indicator NI155 – number of affordable homes delivered (gross)	
National and LAA Indicator NI156– reduction number of affordable homes delivered (gross)	
Mix of affordable housing types	75% social rented minimum
Number of affordable homes delivered through rural exception schemes	

Delivery will be achieved by:

- Securing appropriate levels of affordable housing through planning applications.
- Allocating specific housing sites in and setting relevant site specific targets for affordable housing through the Site Allocations DPD and East Hemel Hempstead Area Action Plan.
- Working with parish councils, local communities and landowners to identify rural exception sites.
- Implementing the policies and strategies in the Council's Housing Strategy relating to affordable housing.
- Partnership working with developers, the County Council, and Registered Social Landlords.
- Monitoring of development needs in the Annual monitoring Report.

Travelling Communities

15.44. Three travelling communities live in and visit Dacorum:

- people living in caravans: i.e.
    - Gypsies and Travellers; and
    - travelling showpeople
- people living in boats on the Grand Union Canal.

Their needs can be met by retaining existing accommodation and providing new sites.

Table 10: Estimated Requirements for People Living in Caravans				
	2006 Stock	**Planned: 2006-2011 Short term**	**2011-2031 Long term**	**2006-2031 Total Increase**
Gypsies and Travellers (Residential Pitches)				
Dacorum	36	20	39	59
Hertfordshire	244	176	346	522
Gypsies and Travellers (Transit Pitches)				
Hertfordshire	15	20	-	20
Travelling Showpeople (Plots)				
Hertfordshire	60	20	28	48

Source: Revision to the Regional Spatial Strategy (July 2009)

Gypsies and Travellers

15.45. The need for more, residential pitches is shown in the Gypsy and Traveller Accommodation Assessment for South and West Herts (2005), and more pitches are recommended in the longer term to address natural growth. New pitches will provide a more settled base for Gypsies and Travellers, giving them better access to health and education services, and employment.

15.46. A small number of transit pitches should be provided across Hertfordshire, and local authorities, including Dacorum Council, will work together to determine their distribution.

15.47. The Council intends that the needs of Gypsies and Travellers should be progressively met and that all sites should be located, designed and managed on the basis of fairness, integration and sustainability: i.e.

(a) fairness to both the Gypsy and Traveller community and the settled community;
(b) to achieve acceptance by the two communities of each other, social coherence and a wider, shared sense of place and community; and
(c) proximity to services, social inclusion, protection of heritage and important environmental features and conservation of natural resources.

15.48. The Council will collaborate with other agencies, such as the County Council, Police and community support groups, and site owners/managers to assist the assimilation of residents on new sites with settled community nearby.

Travelling Showpeople

15.49. The Regional Spatial Strategy requires a modest number of new plots in Hertfordshire. Initial provision is directed towards Broxbourne and East Herts. The

Hertfordshire local authorities will work together to determine the distribution of the longer term growth. There is no identified demand within Dacorum itself, and more opportunity to accommodate plots within growth areas in Hertfordshire.

Boats

15.50. Demand for residential and visitor moorings has followed supply. Opportunities for the construction of new residential and visitor mooring basins in the Dacorum section of the canal will be very limited. However through the gradual improvement of online moorings and adjoining facilities in settlements along the canal, more provision will be made for visitors.

CS21: Existing Accommodation for Travelling Communities

Existing pitches, plots and mooring basins will be safeguarded from alternative development unless:

(a)   a satisfactory replacement is provided; or
(b)   there is no further need for the facility.

CS22: New Accommodation for Gypsies and Travellers

New sites will be:

(a)   distributed in a dispersed pattern around settlements;
(b)   located close to facilities;
(c)   of varying sizes, not normally exceeding a site capacity of 15 pitches;
(d)   planned to allow for part occupation initially, allowing subsequent growth to full site capacity; and
(e)   designed to a high standard with:

(i)   an open frontage similar to other forms of housing; and
(ii)   landscaping or other physical features to provide an appropriate setting and relationship to existing residential areas.

Priority will be given to the provision of sites which are defined on the Proposals Map. If other proposals come forward, they will be judged on the basis of the need for that provision.

Any new transit pitches should also:

(a)   achieve good access to the M1 or A41 main roads; and
(b)   minimise potential disturbance to adjoining occupiers.

Monitoring:

Indicators	Targets
Number of new pitches (net)	59
Number of new plots (net)	0

Delivery will be achieved:

For Gypsies, Travellers and Travelling Showpeople:

- by the identification of sites in the Site Allocations DPD.
- by provision of sites through multi-agency partnership (including the Dacorum Partnership), and through the Council's Housing Strategy and take up of available Government grants.
- by private owners, registered social landlords or a local authority managing sites [relevant Government advice applying to design and management].

For Canal Moorings:

- by development management and collaboration with British Waterways.

16. Meeting Community Needs

Delivering community services and facilities

16.1. The fundamental day-to-day living needs and the well-being of society are dependent on having the appropriate social infrastructure (Figure 14) to deliver the required social and community services and facilities.

Figure 14. Social infrastructure

Social infrastructure includes:

- early years education to further education;
- primary and secondary health care;
- open space, outdoor leisure and indoor sports;
- libraries;
- community buildings and facilities for childcare, community care, general welfare, worship, social contact, performing arts, culture and civic duties; specialist facilities such as prisons
- job centre and related facilities; and
- cemeteries and emergency services.

16.2. The Dacorum Sustainable Community Strategy, and the local planning system both aspire to promote and improve community well-being and help to provide the mechanisms to deliver the social infrastructure needed. The Council also aims to help agencies who provide social infrastructure to supply the right facilities in the right place.

16.3. Collaborative working, consultation and a variety of technical studies have helped to understand the opportunities and issues concerning social infrastructure. The 'Infrastructure Delivery Plan, 2010' has reviewed the exiting social infrastructure in the borough and established future requirements of a growing population to 2031. Through consultation with infrastructure providers, the work established where the demands for certain services and facilities are not being met and where there are oversupply issues. Infrastructure provider's future service plans and requirements arising from projected population levels give a schedule of infrastructure requirements to 2031.

16.4. For the purposes of the Core Strategy, local communities were consulted at 'Place Shaping' workshops to help identify for social infrastructure or social services and facilities requirements around the borough. The workshops also helped to prioritise needs and helped to develop strategies for different places (see sections 20-27).

Education

16.5. A collaborative partnership has been established between the Council and Hertfordshire County Council departments to develop a comprehensive plan for school places to 2031.

16.6. The work considered the need for more nursery, primary, secondary and higher education places and educational facilities for children and young people in the borough, as a result of a recent birth rate forecast. It has also considered the additional demand from housing growth in the borough, together with recent population forecasts.

16.7. As a result of this work, Hertfordshire County Council identified key educational constraints and threshold issues in the county and has had to reassess the method used to calculate school places in growth areas. The report 'Meeting the rising demand for school places, 2009' gives a flavour for the expected changes but does not fully consider the implications of growth in the Borough. A separate report[1] will be published later this year to take full account of growth issues. The report will be expected to reconsider the future of the primary schools closed as part of the Hertfordshire County Council Primary School Review in 2007. It is expected that the affected primary schools (Jupiter Drive, Barncroft and Martindale) will either be reopened when the need arises, redeveloped to deliver new social and community facilities, or redeveloped for housing purposes, if they are not in the vicinity of new housing development. The report will also identify broad 'education zones' suitable for new primary schools in Berkhamsted and Hemel Hempstead and the possible re-siting of Swing Gate First School in Berkhamsted.

16.8. This work has also identified a need for additional nursery, primary, middle and secondary school places where the need can be accommodated on existing school sites. More importantly it has identified the need for a number of new primary schools, along with the need for a larger replacement college to serve the needs of young people and adults in the Borough.

16.9. The Council will also be working with Hertfordshire County Council on the 'Building Schools for the Future' programme to rebuild and remodel a number of existing secondary schools and secondary age special schools in the borough.

Health

16.10. The Council has been working with the local Primary Care Trust (PCT) NHS Hertfordshire to identify existing issues with primary and secondary health care services. The PCT is responsible for improving the health of local people and delivering primary care services, such as services provided by GPs, community nurses, health visitors or school health advisors. The PCT also arranges healthcare

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[1] Hertfordshire County Council Report 'Feasibility of School Places and New Schools in Dacorum, 2010'

for people in hospitals, care homes, clinics, community settings and in the patient's home.

16.11. The PCT and West Hertfordshire Hospital NHS Trust have recently delivered a new 24/7 Urgent Care Centre and a new GP-led health centre in 2009, as part of a programme of works to centralise acute facilities to Watford Hospital. This redevelopment programme will deliver a new General Hospital on the existing hospital grounds on a reduced footprint. The remaining part of the site will accommodate new homes and a primary school together with improvements to pedestrian, highway and green links with the town centre and the wider area.

16.12. Further collaborative working with the PCT has helped to produce the 'Investment Asset Management Strategy' for Dacorum. This summarises where the primary and secondary health service issues are likely to be in the borough and where new facilities are required. It also examines the quality of health service buildings in Dacorum (excluding the hospital) and explains how the provision of health services is calculated. With this information, the Council has established a need for suitable practise buildings and delivering new practises near to areas of housing growth.

Community

16.13. The 'Place Shaping' workshops around the borough identified a need to improve existing facilities and consider further provision of community services and facilities. These facilities were primarily for young people and the elderly, with the requirement for new large community centres/halls, cultural centres, a shared space for multi-faith groups in Hemel Hempstead and more open space. Specific needs are identified in the Place Strategies.

16.14. As well as considering opportunities to help improve and rectify these issues, the Council is beginning a programme of refurbishing many of the local centres in Hemel Hempstead. Improvements will be carried out as part of the neighbourhood centres regeneration programme and will include soft landscaping.

16.15. In addition to these issues, wherever new housing growth is planned there will be a need to expand existing social infrastructure or provide new services and facilities. New development will be expected to contribute towards these needs. For larger-scale development this could include the provision of a new local centre.

16.16. Another fundamental community service the Council will be expanding is its provision of cemetery space in Hemel Hempstead. A suitable location will be identified at the Site Allocation DPD stage.

Delivering leisure and cultural facilities

Leisure

16.17. Other than the important open space available for informal sport and recreation, which is covered in Section 17, the borough also contains a variety of leisure space, including public and private outdoor sports facilities for children and young people,

allotments and parks and gardens. Deficiencies in leisure space in the borough have however been identified[2].

16.18. In 2009, a working group was established to help ensure the borough had sufficient quality and distribution of leisure facilities and makes best use of them. The working group included a number of representatives from the Council, the Dacorum Sports Trust, Sport England, Hertfordshire County Council, PCT, and Dacorum Sports Schools Partnership. Their work helped to facilitate the development of the Facilities Improvements Strategy[3]. The strategy examined the idea of a Town Stadium facility in Hemel Hempstead as part of a strategic approach to the development and provision of leisure facilities, at the same time as targeting areas suffering from higher than average obesity levels.

16.19. Whilst the Facilities Improvements Strategy will provide a good basis for improvements and new opportunities for leisure, the Council will need to use existing land and buildings to rectify the deficiencies in leisure space and help respond to changing recreational and leisure demands. Land already identified as existing open space and leisure space, like the urban park in Hemel Hempstead will be protected. Other opportunities, such as the Town Stadium facility will be supported to help deliver new sport and recreational facilities.

16.20. The 'Building Schools for the Future' programme remodelling work will also support this ethos by delivering additional public sports facilities on the basis that it can be shared by other users. Opportunities for other dual use facilities will also be supported.

Cultural Facilities

16.21. The cultural facilities in a place are strongly linked to the lesiure tourism sector (see Section 14). The facilities on offer in Dacorum include arts and entertainment facilities, buildings and facilities for community events, built heritage and natural landscape, and important open space and leisure space, like the Chiltern Beechwoods and the Grand Union Canal. Culture is also delivered by individuals, community groups, arts organisations, sports teams and creative entrepreneurs who embed culture in the daily life of the borough.

16.22. There are a wide range of benefits for providing a variety of cultural activities and facilities and these include:

- creating a rich, vibrant and diverse mix of uses which can act as a catalyst for regeneration in town centres;
- encouraging a sense of personal well-being, pleasure and enjoyment;
- enriching the quality of life of the community and visitors to the borough;

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[2] Open Space Study, 2008 has further details of deficiencies if leisure space in the borough.

[3] Facilities Improvements Strategy, 2010 for Dacorum Borough

- generating tourism and creative industries which can contribute to the local economy;
- improving mental and physical health of residents;
- providing many and varied social benefits through the development of work and projects with local community organisations and with groups at risk of exclusion;
- supporting citizenship and community identity and safer and stronger communities; and
- providing an opportunity to build on Dacorum's cultural diversity.

16.23. The regeneration of Hemel Hempstead town centre is a springboard for the delivery of further cultural and tourist facilities. Its key ambitions include the provision of a Performing Arts Venue, a multi-cultural centre, Urban Park, additional open space and improvements to the accessibility of green space and the River Gade. These will benefit the local communities and visitors alike.

16.24. New opportunities for arts and cultural businesses and links between local schools and communities will also be supported, particularly as part of mixed use developments and regeneration schemes.

Policy CS23: Social Infrastructure

Social infrastructure, providing services and facilities to the community, will be encouraged.

New infrastructure will:
    (a) be located to aid accessibility; and
    (b) provide for the multifunctional use of space.

The dual use of new and existing facilities will be promoted.

The provision of new school facilities will be supported on Open Land and in defined zones in the Green Belt.

Existing social infrastructure will be protected unless appropriate alternative provision is made, or evidence is provided to prove the facility is no longer viable. The re-use of a building for an alternative social or community service or facility is preferred.

All new development will be expected to contribute towards the provision of social infrastructure. For larger developments this may include land and/or buildings.

Monitoring:

Indicator(s)	Target(s)
Net change in new Schools or Forms of Entry delivered	-
Improvements delivered through the BSF programme	-
Net change in new PCT facilities delivered	-
Net loss of existing services or facilities	-
Net change in leisure space	

Delivery will be achieved by:
- Delivering the Site Allocation DPD and Development Management Policies.
- Working with the Children Schools and Families (CSF) and Property Services at the County Council.
- Working with the Primary Care Trust (PCT).
- Working with Sports Trust and Sport England to deliver Facilities Improvement Strategy (FIS).
- Reference to adult participation in sport and leisure space standards.

Looking After the Environment

17. Enhancing the Natural Environment

17.1. The Borough's landscape, its appearance, its economy, its habitats and its heritage are a valued asset. The protection and enhancement of its natural environment through prudent investment and careful management is a key local priority.

Protecting and Improving the Landscape

17.2. The majority of Dacorum is within the Chilterns National Landscape Area.[1] Whilst the character of south eastern section has been eroded through 20th century development, much of the remainder is protected by its designation as an Area of Outstanding Natural Beauty (AONB).

17.3. The Chilterns Area of Outstanding Natural Beauty (AONB) is one of the Borough's most important landscape assets. It was designated for the natural beauty of its landscape and its natural and cultural heritage. Its special qualities include the steep chalk escarpment with areas of flower-rich downland, woodland, commons, tranquil valleys, the network of ancient routes, villages with their brick and flint houses, chalk streams and a rich historic environment. Its conservation and enhancement is a national priority that will be reflected locally. The Chilterns Conservation Board has a statutory duty to produce a Management Plan, supported by a Delivery Plan. This identifies the management issues faced and provides policies and actions to guide the work of all those who care for the AONB.

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[1] The Character of England's Landscape, Wildlife and Cultural Features Map, 2005, Countryside Agency (now part of Natural England).

17.4. The north western tip of the Borough forms part of the Bedfordshire and Cambridgeshire Claylands – an area known locally as Boarscroft Vale. These key landscape types are illustrated on Map 2.

Map 2

Principal Landscape Areas
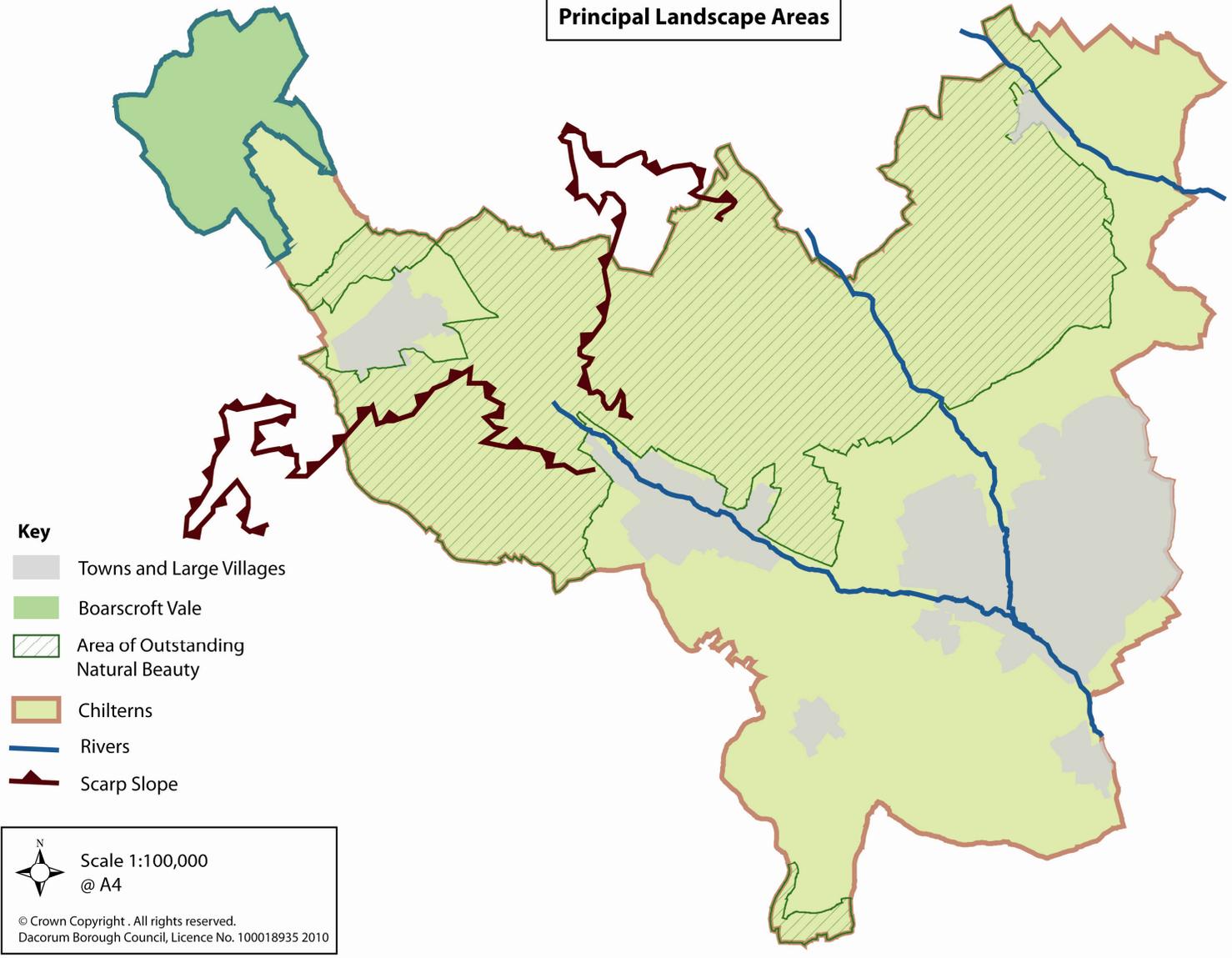
Key

Towns and Large Villages

Boarscroft Vale

Area of Outstanding
Natural Beauty

Chilterns

Rivers

Scarp Slope

N

Scale 1:100,000
@ A4

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