

PART B

THE STRATEGY



The Sustainable Development Strategy

Strategic Objectives

- To promote healthy and sustainable communities and a high quality of life.
- To mitigate and adapt to the impacts of climate change.
- To promote social inclusion and cohesiveness, embrace 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.
- 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.

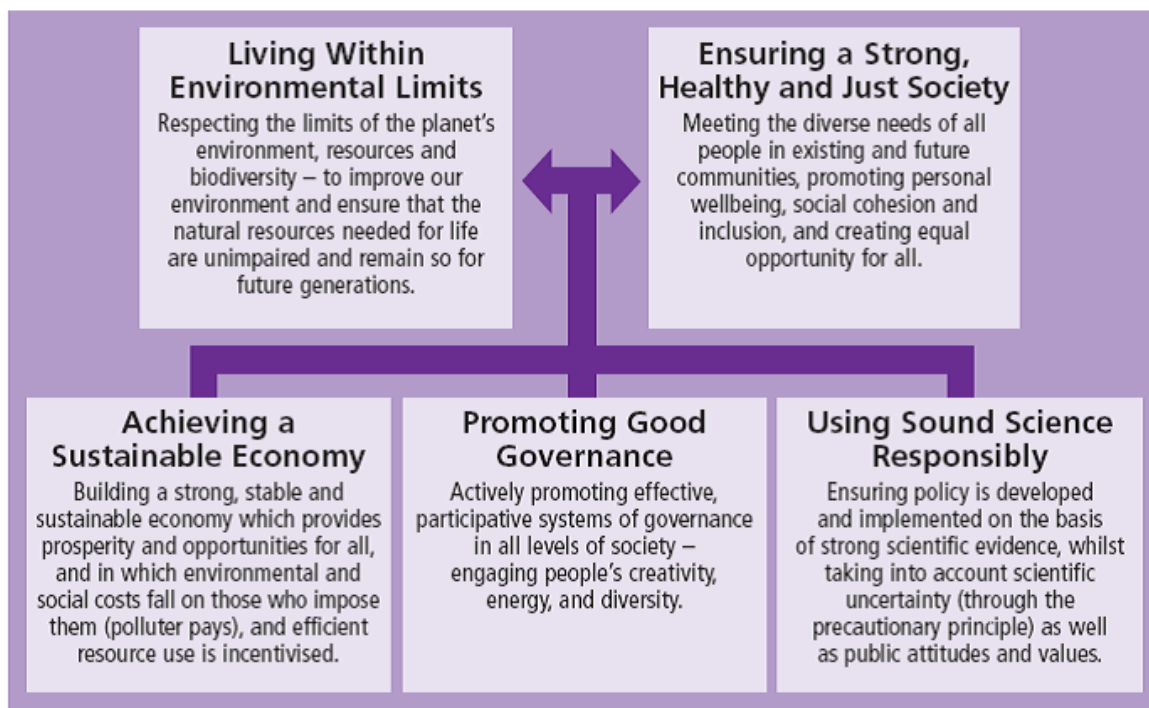
8. Promoting Sustainable Development

- 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 system¹. 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.

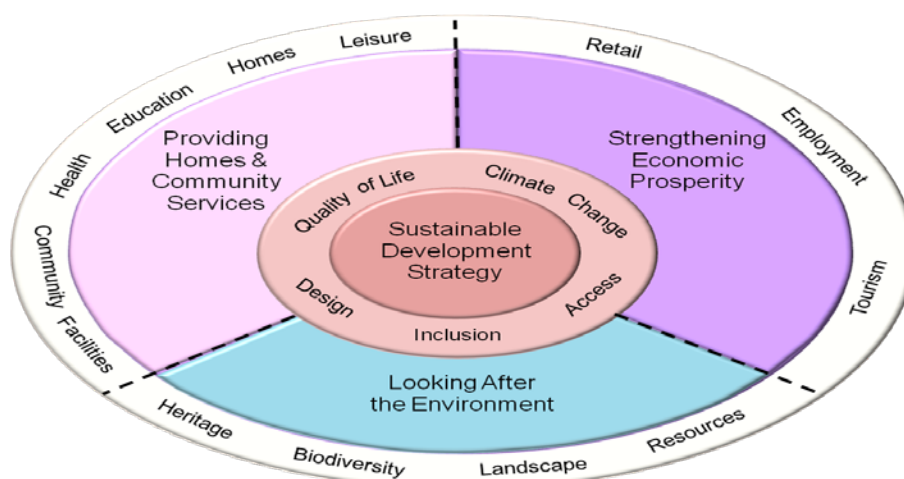
Figure 9: Principles of Sustainable Development



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.

¹ National Planning Policy Framework

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 Planning 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 note².
- 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.

The 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 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:

² Sustainable Development Advice Note, March 2011.

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



*Increasing levels of
development constraint*

These areas are shown on the Key Diagram (Map 1).

Table 1: Settlement Hierarchy			
Areas where Development will be Concentrated			
1.	Main Centre for Development and Change	Hemel Hempstead	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 Park 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. Substantial improvements will be made to the image and quality of the New Town's built environment and public spaces.
Areas of Limited Opportunity			
2.	Market town	Berkhamsted Tring	Market towns and larger villages have an important role 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 enables the population to remain stable, unless a small element of growth is required to support local community needs.
3.	Large Village	Bovingdon Kings Langley Markyate	
Areas of Development Restraint			
4.	Small Village within the Green Belt	Chipperfield Flamstead Potten End Wigginton	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 retained and settlements keep their separate identities.
	Small Village within the Rural Area	Aldbury Long Marston Wilstone	
5.	Other small villages and the countryside		

8.10 The approach to settlements within each category of the settlement hierarchy 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 19 to 26). All development is expected to contribute positively to the visions, objectives and strategies for these places.

- 8.12 Detailed land use policies apply separately to the towns and large villages and to the countryside (Policy CS4 and Policies CS5-7 respectively).

POLICY CS1: Distribution of Development

Decisions on the scale and location of development will be made in accordance with the settlement hierarchy in Table 1.

Hemel Hempstead will be the 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 Park;**
- 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 for 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 for each category within the settlement hierarchy (see Table 8)	-

Delivery will be achieved by:

- designation of specific sites through the Site Allocations DPD and East Hemel Hempstead Area Action Plan DPD;
- the Development Management DPD;
- implementation of the Dacorum Development Programme;
- implementation of the place strategies; and
- implementation and monitoring of the Infrastructure Delivery Plan (IDP).

The Location and Management of Development

- 8.13 While the settlement hierarchy guides the distribution of development, it is also important to adopt a sequential approach to guide the choice of sites at each place. This is particularly important in order to maintain a supply of land. The sequential approach will be used for allocating sites in the Site Allocations Development Plan Document. It will also provide a framework against which the suitability of any major new windfall site can be judged during the plan period.
- 8.14 In all locations the emphasis will be on optimising the effective use of existing land and previously developed sites within settlements, provided that this respects local character. The strategic sites listed in paragraph 8.16 fall into this category. When it is clear that this approach to the search for sites will not provide sufficient development capacity, consideration needs to be given to suitably located extensions to settlements.
- 8.15 Extensions to settlements are locally determined and address particular local issues and needs. They are local allocations to be used when needed, taking full account of local infrastructure and requirements. They will support the delivery of the housing target. Their location, broad extent and key development requirements are set out in the relevant place strategies (see Sections 19 to 26). Detailed site boundaries and the precise mix of housing and other supporting uses will be established through the Site Allocations DPD.
- 8.16 The approach (in Policy CS2) identifies land within defined settlements as providing most of the supply of development sites. These will be defined and elaborated in the Site Allocations DPD, and for East Hemel Hempstead in an Area Action Plan (AAP). The exceptions are:
- Durrants Lane / Shootersway (Egerton Rothesay School), Berkhamsted; and
 - Hicks Road, Markyate.
- Both have been defined as locally strategic sites, whose planning requirements are set out in the relevant Place Strategy and are supported by a master plan. The sites are within the defined urban area, and their short-term development is fundamental to the delivery of the Place Visions.

8.17 Development will be facilitated and managed throughout the plan period. The Council will monitor that programme, collaborating with landowners/developers and registered (housing) providers to encourage delivery. Most development will be regulated by market mechanisms, infrastructure needs, the views of landowners on delivery and the resources available to builders/ providers and users/purchasers. The Council will use its powers to facilitate development, through:

- positive and sensitive negotiation;
- the use of briefs or master plans on more complex sites;
- co-operation with infrastructure providers; and
- where appropriate and possible, 'pump priming' measures.

Local allocations will be held back to encourage urban sites to come forward earlier, to retain countryside for longer and to ensure an appropriate contribution to land supply in the later part of the plan period.

POLICY CS2: Selection of Development Sites

Development sites will be chosen in accordance with the following sequence and priorities:

A. Within defined settlements on:

- 1. Previously developed land and buildings;**
- 2. Areas of high accessibility; and**
- 3. Other land**

in all cases where this does not conflict with other policies, and then;

B. Extensions to defined settlements (i.e. local allocations, see Policy CS3).

The development of any of these sites must:

- (a) allow good transport connections (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 CS4); and**
- (f) comply with Policy CS35 regarding infrastructure delivery and phasing.**

POLICY CS3: Managing Selected Development Sites

Local allocations will be delivered from 2021. Those required in the plan period are listed in Table 9: they will be managed as countryside* until needed for development.

The release date for development will be set out in the Site Allocations DPD and be guided by:

- (a) the availability of infrastructure in the settlement;
- (b) the relative need for the development at that settlement; and
- (c) the benefits it would bring to the settlement.

The release date of any local allocation may be brought forward in order to maintain a five year housing land supply. The Council will take this decision through its Annual Monitoring Report process.

Footnote: * i.e. Green Belt or Rural Area, as appropriate.

Monitoring:

Indicator	Target
Percentage of housing completions on previously developed land	60%
Area and use of local allocation	-

Delivery will be achieved by:

- designation of local allocations and specific sites through the Site Allocations DPD and East Hemel Hempstead Area Action Plan DPD;
- detailed policies in the Development Management DPD;
- implementation of the place strategies; and
- partnership working with registered providers, town and parish councils and others.

The Towns and Large Villages

8.18 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.

8.19 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.

8.20 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.

8.21 Diversity of use and new investment is particularly encouraged in parts of Hemel Hempstead identified as 'Key Regeneration Areas' i.e.:

- (a) the town centre, for which broad development principles are established in the Core Strategy, with detailed issues following in a master plan; and
- (b) the Maylands Business Park (General Employment Area), for which broad development principles are established in the Core Strategy and which will be the subject of a separate East Hemel Hempstead Area Action Plan (AAP).

POLICY CS4: The 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 uses 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 policies.

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 designated open land.	0 hectares.
Change of land use, introducing incompatible use(s)	-

Delivery will be achieved by:

- designation of specific sites through the Core Strategy, Site Allocations and East Hemel Hempstead Area Action Plan DPDs; and
- the Development Management DPD.

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, Aston Clinton 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 an outer suburb of Watford.
 - **Markyate** – to protect the Ver Valley, which provides the setting for the village, and to maintain a green buffer around the village, 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 specific rural sites for affordable housing (see Section 14 and Policy CS20). 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 26).

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 A strategic review of Green Belt boundaries was not required by the Regional Spatial Strategy (2008). The Council's own review of the Green Belt boundary has identified some locations where releases of land will be necessary to meet specific development needs. No further change will be necessary in the Site Allocations DPD, other than to define these locations precisely and correct any minor anomalies that may still exist. While the development needs often relate to housing, some sites will include proposals for employment, social and community and/or leisure uses. The Council will only re-evaluate the role and function of the Green Belt, when it reviews the Core Strategy (see paragraphs 29.8 to 29.10).
- 8.30 The Green Belt will be protected from inappropriate development in accordance with national policy and remain essentially open in character. Development will only therefore be supported in limited circumstances. 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.
- 8.31 Within the Green Belt there are a number of major developed sites which largely predate the current planning system and Green Belt designation. Redevelopment or limited infilling of selected sites may help to secure economic prosperity or achieve social objectives or environmental improvements. The selection of major developed sites should support these objectives and be based on the following criteria:
- a) the sites are substantial in size;
 - b) they contain a significant amount and scale of built development; and
 - c) they can accommodate further development without prejudicing Green Belt objectives.

It is important to ensure that any new development does not increase the sites' impact on the openness and functioning of the Green Belt. Infilling will be taken to mean the infilling of small gaps between existing development within the site.

- 8.32 The current list of major developed sites in Table 2 may be added to. Their external boundaries will be shown on the Proposals Map.

Table 2: Major Developed Sites in the Green Belt

Ashlyns School, Berkhamsted
Berkhamsted Hill (Berkhamsted Castle Village)
Bourne End Mills
Bovingdon Brickworks
Bovingdon Prison (HMP The Mount)
Kings Langley Secondary School
British Film Institute, Berkhamsted

POLICY CS5: Green Belt

The Council will apply national Green Belt policy to protect the openness and character of the Green Belt, local distinctiveness and the physical separation of settlements.

There will be no general review of the Green Belt boundary through the Site Allocations DPD, although local allocations (under Policies CS2 and CS3) will be permitted.

Within the Green Belt, small-scale development will be permitted: i.e.

- (a) building for the uses defined as appropriate in national policy;
- (b) the replacement of existing buildings for the same use;
- (c) limited extensions to existing buildings;
- (d) the appropriate reuse of permanent, substantial buildings; and
- (e) the redevelopment of previously developed sites*, including major developed sites which will be defined on the Proposals Map

provided that:

- i. it has no significant impact on the character and appearance of the countryside; and
- ii. it supports the rural economy and maintenance of the wider countryside.

Further guidance will be provided.

Development within selected small villages in the Green Belt will be permitted in accordance with Policy CS6.

Footnote: * Excluding temporary buildings

Monitoring:

Indicator	Target
Number of net residential and non-residential completions within the Green Belt.	-

Delivery will be achieved by:

- identification of local allocations and boundaries of the selected small villages and major developed sites and detailed approach to infilling and redevelopment of major developed sites through the Site Allocations DPD.
- the Development Management DPD; and
- support of countryside management initiatives through 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 within a group of buildings. The term does not include backland development, either in the form of plot amalgamation or tandem development. Infilling will only be permitted where it is limited in scale; 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 (see Section 14). 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 Affordable Housing Supplementary Planning Document.

POLICY CS6: 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
Number of residential and non-residential development in the villages compared to the total amount in the Green Belt.	-

Delivery will be achieved by:

- the Development Management DPD;
- the application of guidance in the Affordable Housing SPD; and
- partnership working with registered providers, town and parish councils and others.

Rural Area:

- 8.35 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.
- 8.36 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.e.

- (i) for the above uses;
- (ii) the replacement of existing buildings for the same use;
- (iii) limited extensions to existing buildings;
- (iv) the appropriate reuse of permanent, substantial buildings; and
- (v) the redevelopment of previously developed sites*
provided that:
 - i. it has no significant impact on the character and appearance of the countryside; and
 - ii. it supports the rural economy and maintenance of the wider countryside.

Further guidance will be provided.

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

Footnote: * Excluding temporary buildings

Monitoring:

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

Delivery will be achieved by:

- definition of the boundaries of Aldbury, Long Marston and Wilstone through the Site Allocations DPD; and
- the Development Management DPD.