



**City and District of St Albans  
District Local Plan Review 1994  
(Adopted 30 November 1994)**

**Saved and Deleted Policies Version (July 2020)**



## Purpose of this document:

This is an amended version of the City and District of St Albans District Local Plan Review 1994 (Adopted 30 November 1994). It has been produced to assist the public to show which policies from the City and District of St Albans District Local Plan Review 1994 (Adopted 30 November 1994) are still in force. In September 2007, the Council received a Direction letter from the Secretary of State which listed the policies which were saved at that stage. This can be viewed on the Council's Planning Policy website (Current Local Plan web page) at the link below:

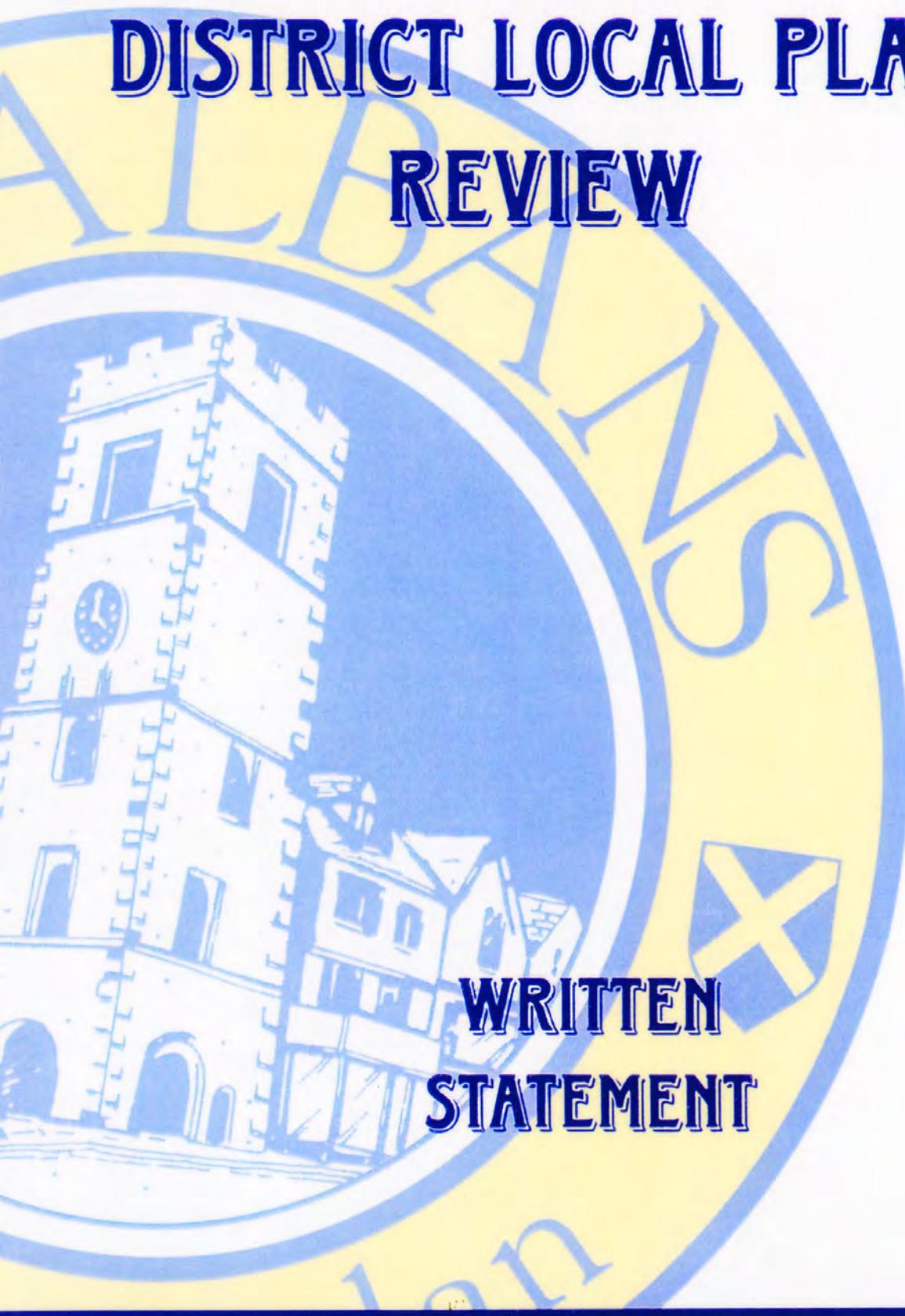
<https://www.stalbans.gov.uk/sites/default/files/documents/publications/planning-building-control/planning-policy/Saved%20Policies%2C%20Direction%20and%20Correction.pdf>

Those policies not listed in the Direction letter expired on 14 September 2007. The Policies which expired in 2007 are shown in ~~red strike through~~ in this document.





# **DISTRICT LOCAL PLAN REVIEW**

A large, semi-circular seal of the City and District of St. Albans is visible in the background. It features a blue border with the word "ALBANS" in large, stylized letters. Inside the seal is a detailed illustration of a stone building with a clock tower and a shield with a yellow cross on a blue background.

**WRITTEN  
STATEMENT**

**Adopted NOVEMBER 1994**



**CITY AND DISTRICT OF ST ALBANS  
DISTRICT LOCAL PLAN REVIEW**

**ADOPTED 30 NOVEMBER 1994  
WRITTEN STATEMENT**

# CONTENTS

## PAGE

ii	LIST OF POLICIES
vi	LIST OF POLICY INTENTIONS
vii	LIST OF PROJECTS
viii	LIST OF FIGURES
ix	PREFACE
1	<b>PART ONE: INTRODUCTION</b>
3	1.0 INTRODUCTION
9	<b>PART TWO: THE POLICIES</b>
11	2.0 KEY STRUCTURING POLICIES
17	3.0 HOUSING
45	4.0 EMPLOYMENT
63	5.0 TRANSPORTATION
87	6.0 SHOPPING AND SERVICE USES
103	7.0 SOCIAL AND COMMUNITY SERVICES
111	8.0 DESIGN AND ENVIRONMENT
129	9.0 CONSERVATION AND HISTORIC BUILDINGS
139	10.0 LEISURE
149	11.0 TOURISM
153	12.0 COUNTRYSIDE
161	13.0 MINERALS AND WASTE DISPOSAL
163	14.0 ARCHAEOLOGY
169	<b>PART THREE: INSET MAPS AND POLICY AREA STATEMENTS</b>
171	15.0 ST. ALBANS CITY CENTRE
193	16.0 HARPENDEN TOWN CENTRE
205	17.0 HIGHFIELD OVAL SITE, HARPENDEN
207	18.0 FLEETVILLE
217	19.0 LONDON COLNEY
229	20.0 THE UPPER COLNE VALLEY
235	<b>PART FOUR: IMPLEMENTATION AND MONITORING</b>
237	21.0 IMPLEMENTATION AND MONITORING
241	<b>APPENDIX: ADJUSTMENTS TO GREEN BELT BOUNDARIES</b>

# LIST OF POLICIES

Note: A gap in the numbering of policies shows that a policy included in the 1991 Deposit Draft document has now been deleted. An “A” or “B” following a policy number indicates a new policy added since 1991.

Page Number	Policy Number	Policy Title
-------------	---------------	--------------

## KEY STRUCTURING POLICIES

12	1	Metropolitan Green Belt
13	2	Settlement Strategy

## HOUSING

<del>18</del>	<del>3</del>	<del>Housing Land Supply 1981-96 and 1986-2001</del>
21	4	New Housing Development in Towns
28	5	New Housing Development in Specified Settlements
<del>31</del>	<del>6</del>	<del>New Housing Development in Green Belt Settlements</del>
33	7	Houses in Multiple Occupation
35	7A	Affordable Housing in Towns and Specified Settlements
36	8	Affordable Housing in the Metropolitan Green Belt
37	9	Non - Residential Uses Within Residential Areas
38	10	Loss of Residential Accommodation
38	11	Residential Conversion
39	12	Accommodation for Relatives, Dependants or Staff
40	13	Extension or Replacement of Dwellings in the Green Belt
<del>41</del>	<del>14</del>	<del>Agricultural Workers, Permanent New Dwellings</del>
<del>41</del>	<del>15</del>	<del>Agricultural Workers' Dwellings, Removal of Agricultural Occupancy Conditions</del>
<del>42</del>	<del>16</del>	<del>Agricultural Workers' Temporary Accommodation</del>
<del>42</del>	<del>17</del>	<del>Ancillary Dwellings in the Green Belt</del>
43	18	Residential Caravans, Mobile Homes and Dwellings Constructed of Short-life Materials

## EMPLOYMENT

47	19	Overall Employment Strategy
48	20	Development in Employment Areas
<del>53</del>	<del>21</del>	<del>Storage and Distribution</del>
<del>53</del>	<del>22</del>	<del>Small Businesses</del>
54	23	Business Use Development
57	24	Unallocated Employment Sites
60	26	Land for Employment Development at North East Hemel Hempstead

## TRANSPORTATION

<del>65</del>	<del>28</del>	<del>M1, M25, A1(M) and A5 Widening</del>
<del>68</del>	<del>29</del>	<del>St. Albans Railway Route Road Scheme</del>
<del>68</del>	<del>30</del>	<del>Restraint on Development Likely to Increase Traffic Problems in St. Albans City Centre</del>
69	31	King Harry Junction Improvement St. Albans
<del>70</del>	<del>32</del>	<del>County Council Junction Improvement Schemes</del>
70	33	Hemel Hempstead North-East Relief Road

Page Number	Policy Number	Policy Title
73	34	Highways Considerations in Development Control
73	35	Highway Improvements in Association with Development
74	36	Roadside Services
75	36A	Location of New Development in Relation to Public Transport Network
77	37	Commercial Servicing
<del>77</del>	<del>38</del>	<del>Extension to East Lane Public Car Park, Wheathampstead</del>
78	39	Parking Standards, General Requirements
79	40	Residential Development Parking Standards
80	<del>41</del>	<del>Loss of Existing Parking Within a Residential Curtilage</del>
80	42	Loss of Residential Off-Street Parking Areas and Garage Courts
80	43	Elderly Persons Dwellings and Residential Homes/hostels, Parking Standards
81	44	Business Use, Industrial, and Storage and Distribution Parking Standards
82	45	Motor Trade Uses Parking Standards
<del>83</del>	<del>46</del>	<del>Shopping and Financial and Professional Services Parking Standards</del>
83	47	Food and Drink Establishments Parking Standards
84	48	Surgeries and Clinics Parking Standards
84	49	Hotels and Guest Houses Parking Standards
<del>84</del>	<del>50</del>	<del>Parking for Disabled People</del>

#### SHOPPING AND SERVICE USES

89	51	Shopping and Service Uses, Overall Strategy
91	52	Shopping Development in St. Albans City Centre
93	53	Shopping Development in Harpenden Town Centre
94	54	Shopping Development in Neighbourhood Centres
95	55	Local Shopping Facilities
97	56	Loss of Retail Floorspace
98	57	Service Uses
100	58	Major Retail Development Outside Existing Town Centres
101	60	Garden Nurseries in the Green Belt

#### SOCIAL AND COMMUNITY SERVICES

103	60A	Hospital Services
104	<del>60B</del>	<del>Green Belt Hospital Sites</del>
104	<del>61</del>	<del>Redundant Hospitals in the Green Belt, Change of Use</del>
105	62	Community Care
<del>105</del>	<del>63</del>	<del>Health Centres, Doctors and Dentists Surgeries</del>
<del>105</del>	<del>64</del>	<del>Private Health Care Facilities</del>
106	65	Education Facilities
107	65A	Day Nurseries and Creches
<del>107</del>	<del>66</del>	<del>Surplus School Sites</del>
108	67	Public Meeting Rooms and Facilities

#### DESIGN AND ENVIRONMENT

112	69	General Design and Layout
112	70	Design and Layout of New Housing
115	72	Extensions in Residential Areas
116	73	Article 4 Directions
118	74	Landscaping and Tree Preservation
119	75	Green Space Within Settlements
<del>120</del>	<del>77</del>	<del>Re-use and Adaptation of Buildings in the Green Belt</del>
121	78	Advertisement Control

Page Number	Policy Number	Policy Title
<del>123</del>	79	<del>Telecommunication Apparatus</del>
124	80	Floodlighting
<del>124</del>	<del>81</del>	<del>Access for the Disabled</del>
<del>124</del>	<del>82</del>	<del>Noise Generating Uses</del>
<del>125</del>	<del>83</del>	<del>Impact of Road Traffic Noise on Housing</del>
125	84	Flooding and River Catchment Management
126	84A	Drainage Infrastructure
<del>126</del>	<del>84B</del>	<del>Hazardous Installations</del>

## CONSERVATION AND HISTORIC BUILDINGS

130	85	Development in Conservation Areas
133	86	Buildings of Special Architectural or Historic Interest
134	87	Locally Listed Buildings
135	88	New Uses for Historic Buildings
136	89	New Uses for Historic Agricultural Buildings
136	90	Shopfronts and Advertisements in Conservation Areas and on Listed Buildings

## LEISURE

139	91	Location of Leisure Facilities
140	92	New Indoor Sports Facilities
143	93	New Areas of Public Open Space
<del>144</del>	<del>94</del>	<del>Public Open Space Provision in New Residential Areas</del>
146	95	Allotments
146	96	Medium Intensity Leisure Uses in the Green Belt
147	97	Existing Footpaths, Bridleways and Cycleways
148	98	Kennels and Catteries

## TOURISM

151	99	Overnight Accommodation and Ancillary Facilities
<del>152</del>	<del>101</del>	<del>Camping and Caravanning Sites</del>

## COUNTRYSIDE

153	102	Loss of Agricultural Land
<del>155</del>	<del>103</del>	<del>Forestry and Woodlands</del>
156	104	Landscape Conservation
<del>158</del>	<del>105</del>	<del>Landscape Development and Improvement</del>
160	106	Nature Conservation

## ARCHAEOLOGY

163	109	Scheduled Ancient Monuments
165	110	Archaeological Sites for Local Preservation
165	111	Archaeological Sites Where Planning Permissions may be Subject to a Recording Condition

## ST. ALBANS CITY CENTRE

<del>173</del>	<del>112</del>	<del>St. Albans City Centre, Off-street Public Car Parks</del>
175	113	St. Albans City Centre, Environmental Enhancement Measures
176	114	St. Albans City Centre, Building Height, Roofscape And Skyline
<del>179</del>	<del>115</del>	<del>St. Albans City Centre Policy Area 1, Catherine Street</del>

Page Number	Policy Number	Policy Title
180	116	St. Albans City Centre Policy Area 2, Central Shopping Core
<del>183</del>	<del>117</del>	<del>St. Albans City Centre Policy Area 3, George St./Verulam Road</del>
<del>183</del>	<del>118</del>	<del>St. Albans City Centre Policy Area 4, London Road (West)/Holywell Hill</del>
186	119	St. Albans City Centre Policy Area 5, Central Office Core
<del>186</del>	<del>120</del>	<del>St. Albans City Centre Policy Area 6, Victoria Street (East)</del>
187	121	St. Albans City Centre Policy Area 7, London Road (East)
189	122	St. Albans City Centre Policy Area 8, City Station/ Former London Road Station
190	123	St. Albans City Centre Policy Area 9, Gas Works Site and Adjoining Land

#### **HARPENDEN TOWN CENTRE**

<del>195</del>	<del>124</del>	<del>Harpenden Town Centre, Traffic Management and Pedestrian/Environmental Enhancement Measures</del>
<del>196</del>	<del>125</del>	<del>Harpenden Town Centre, Off-street Public Car Parks</del>
<del>197</del>	<del>126</del>	<del>Harpenden Town Centre, New Police Station</del>
<del>198</del>	<del>127</del>	<del>Harpenden Town Centre Policy Area 1, Luton Road/Harpenden Lodge</del>
199	128	Harpenden Town Centre Policy Area 2, High Street (North)
<del>200</del>	<del>129</del>	<del>Harpenden Town Centre Policy Area 3, Central Shopping Core</del>
<del>201</del>	<del>130</del>	<del>Harpenden Town Centre Policy Area 4, Station Road/Vaughan Road</del>
<del>203</del>	<del>131</del>	<del>Harpenden Town Centre Policy Area 5, Southdown Road/Leyton Road(South)</del>

#### **HIGHFIELD OVAL SITE, HARPENDEN**

205	132	Highfield Oval, Future Uses
-----	-----	-----------------------------

#### **FLEETVILLE**

209	133	Housing Priority Areas
<del>210</del>	<del>134</del>	<del>Hatfield Road Improvements</del>
<del>210</del>	<del>135</del>	<del>Traffic Management</del>
<del>211</del>	<del>136</del>	<del>Pedestrians and Cyclists</del>
<del>214</del>	<del>137</del>	<del>Hill End and Cell Barnes Hospitals Redevelopment</del>
<del>216</del>	<del>138</del>	<del>Mareoni and Timber Yard Site, Hatfield Road, Fleetville</del>

#### **LONDON COLNEY**

223	139	Napsbury Hospital Redevelopment
<del>225</del>	<del>140</del>	<del>191-219 High Street and 2-24 Haseldine Road, London Colney</del>
<del>226</del>	<del>141</del>	<del>Land at Barnet Road, London Colney</del>
<del>227</del>	<del>142A</del>	<del>Land at White Horse Lane, London Colney - Riverside Industrial Estate</del>
227	142B	Land at White Horse Lane, London Colney - Allotment Land

#### **THE UPPER COLNE VALLEY**

229	143	Land Use Proposals Within the Upper Colne Valley
232	143A	Watling Chase Community Forest

#### **IMPLEMENTATION AND MONITORING**

237	143B	Implementation
-----	------	----------------

# LIST OF POLICY INTENTIONS

Note: A gap in the numbering of policy intentions shows that a policy intention included in the 1991 Deposit Draft document has now been deleted. An "A" following a policy intention number indicates a new policy intention added since 1991.

Page Number	Policy Intention Number	Policy Intention Title
32	1	District Council's Role in Meeting Local Housing Needs
33	1A	Supplementary Guidance on Affordable Housing
37	2	Substandard Housing
58	3	Government Establishments
66	4	Impact of Motorway Widening Schemes
69	4A	Review of <del>Policy 30</del>
69	5	Harpden By-pass
71	6	A414-A4147 Link Road
71	7	Traffic Management
72	8	Lorry Controls (Colney Heath, Park Street and Smallford/Sleapshyde)
76	9	London Luton Airport and Hatfield Aerodrome
76	10	Hatfield Aerodrome - Safeguarding
108	13	Social Service Facilities
121	15	Areas of Special Control
132	16	Conservation Areas Designation
133	17	Listing Of Buildings and Building Preservation Notices
134	18	Grant Aid for Historic Buildings
135	19	'Repairs Notices' and Urgent Repairs
141	20	Small Sports Centres
141	21	Joint Use of Leisure Facilities
142	22	Entertainment and Cultural Facilities
147	23	Improvements to Footpaths, Bridleways and Cycle Routes
150	24	Visitor Facilities
156	25	Countryside Management Service
158	26	Code of Practice on Landscape Change
159	26A	Regionally Important Geological/Geomorphological Sites
160	27	The Rivers Ver, Lea and Colne
160	28	Wildlife Habitat Creation and Management
161	29	Re-use and Recycling of Waste
210	32	Hatfield Road Improvements
219	33	Lorry Controls
238	35	Monitoring and Review of the District Plan

# LIST OF PROJECTS

Note: A gap in the numbering of projects shows that a project included in the 1991 Deposit Draft document has been deleted. An "A" or "B" following a project number indicates a new project added since 1991.

Page Number	Project Number	Project Title
67	1	St. Albans Transportation Study
71	2	Environmental Areas
72	3	Cycle Schemes in St. Albans
77	4	Off-street Car Parking in Redbourn
78	5	Review of Parking Standards
99	5A	Review of Policies 56 and 57
115	6	Areas of Defined Residential Character
119	7	Green Space Strategies for Settlements
132	8	Conservation Area Enhancement
132	9	Policy Statements - Conservation Areas
137	10A	Additional Advertisement Control
145	11	Review of Recreational Open Space Provision
150	12	Accessibility of Tourist Attractions
152	12A	Review of Hotel Strategy
158	12B	Review of Landscape Conservation Area Boundaries
159	13	Local Nature Reserves
167	14	Local Authority Guardianship
168	15	Interpretative Facilities at Historic Monuments
168	16	Verulamium
173	17	Commercial Vehicle Access for Servicing in St. Albans City Centre
178	19	St. Albans City Centre, Conservation Area Enhancement Schemes
196	20	Harpenden Town Centre Car Parking Survey
212	21	Hatfield Road and Camp Road, Environmental Enhancement Schemes
219	22	Traffic Management and Pedestrian/Environmental Enhancement
234	23	Land South of Hatfield Road, Smallford

# LIST OF FIGURES

Note: A gap in the numbering of figures shows that a figure included in the 1991 Deposit Draft document has now been deleted. An "A" or "B" following a figure number indicates a new figure added since 1991.

Page Number	Figure Number	Title
xi	1	The Proposals Map
2	2	Location of the District
4	3	The District
14	4	Settlement Strategy
49	5	Employment Areas
59	6	Government Establishments
61	7	Land for Employment Development at North East Hemel Hempstead
64	8	Existing Road Hierarchy
85	9	Disabled Persons' Parking Bays
88	10	Shopping Hierarchy
122	10A	Area of Special Control
128	11	Conservation Areas
154	12	Agricultural Land Grades
157	14	Landscape Areas
170	15	St. Albans City Centre
177	16	St. Albans City Centre, Building Height Control Area and Zones of Visibility
194	17	Harpenden Town Centre
208	18	Fleetville
218	19	London Colney
220	20	Lorry Control Measures, London Colney
228	21	Upper Colne Valley Project
231	21A	Watling Chase Community Forest
233	21B	Land South of Hatfield Road, Smallford
242	22	Green Belt Boundary Adjustments

# PREFACE

1. This District Plan Review covers the administrative area of the City and District of St. Albans. It has been prepared by the St. Albans City and District Council in consultation with Hertfordshire County Council, under the provisions of the Town and Country Planning Act 1990.
2. The original District Plan was adopted in July 1985. Since then the Council has published the following non-statutory documents:
  - (i) St Albans City Centre Inset Map (Approved July 1987. Certificated by County Council in October 1987.)
  - (ii) Harpenden Town Centre Inset Map (Approved December 1987.)
  - (iii) Fleetville Area Inset Map (Approved July 1988.)
  - (iv) District Plan Supplement (Update on policies approved by the Council. Published October 1987.)

These Inset Maps have not been taken through further statutory stages towards adoption but are now incorporated into this review, which also contains an Inset Map for London Colney.

3. The District Plan shows proposals for the development and other use of land in the area and details the relevant policies and general proposals of the Hertfordshire County Structure Plan so that land affected can be shown precisely on a map. The District Plan provides a detailed basis for development control and the co-ordination of development. In 1990, the Plan was certificated as being in general conformity with the Hertfordshire County Structure Plan 1986 Review, which had a time horizon of 1996. However, the 1986 Review has now been superseded by the Hertfordshire County Structure Plan Alterations 1991. As a result, the Structure Plan time horizon has been rolled forward to 2001. Together with the Structure Plan Alterations, the District Plan forms the Development Plan for the administrative area of the St. Albans City and District Council.

#### 4. Time Period of Plan

Most of the District Plan policies do not have a particular timescale, but some policies relate to 1981-96, as this is the period covered by the 1986 Structure Plan. However, as a result of the Local Plan Inspector's recommendations and the Council's modifications, the District Plan has now to a large extent taken account of the Structure Plan Alterations. Indeed, the County Council has confirmed that the District Plan is in general conformity with the Structure Plan Alterations apart from the different time horizon. Nevertheless, the District Council recognises that there is a need to prepare Alterations or a full Review of the District Plan, looking to 2001 or beyond, as a matter of urgency (*see Policy Intention 35 in Chapter 21*).

#### 5. Statutory Documents

The Plan comprises a Written Statement which sets out policies and land-use proposals and a Proposals Map which defines specific land-use changes and areas in which certain policies will apply.

#### 6. The Written Statement includes:

**Policies:** These are the statutory policies and proposals and are identified by the use of a bold typeface on a grey background within a black surround. The policies are interdependent and must be read in conjunction with each other, with the County Structure Plan and with Central Government legislation, circulars and advice.

**Policy intentions:** These are non-statutory policies which the District Council wishes to pursue within the context of the Plan. A bold typeface is used on a white background.

**Projects:** These are projects that the District Council intends to carry out. A bold typeface is used on a white background.

7. During the Plan period, planning applications will inevitably be submitted for uses of land not specifically covered by the Plan's policies. Each such application will be assessed on its merits within the policy framework provided by the Plan.

8. The Written Statement contains the following parts:

Part One	:	Introduction
Part Two	:	The policies
Part Three	:	Inset Maps and Policy Area Statements
Part Four	:	Implementation and monitoring.

9. **The Proposals Map** (*see figure 1*)

Proposals are shown on a set of four 1:10,000 scale sheets. The sheets do not show information for the Inset Map Areas for which larger scale maps are provided.

10. Many policies in the Written Statement refer to 'Proposals Map Sheet'. The following notation is used in these policies:

1, 2, 3, 4	=	Proposals Map Sheets 1, 2, 3 and 4
F	=	Fleetville Inset Map
H	=	Harpenden Town Centre Inset Map
L	=	London Colney Inset Map
S	=	St. Albans City Centre Inset Map

11. **Public Consultation Report**

When the Plan was placed on deposit in 1991, the Council also published the "Statement of Publicity, Public Participation and Consultation", to describe the Council's approach to these matters in the preparation of the Plan.

12. **Preparation of the Plan**

Major stages in the Plan's preparation are summarised below:

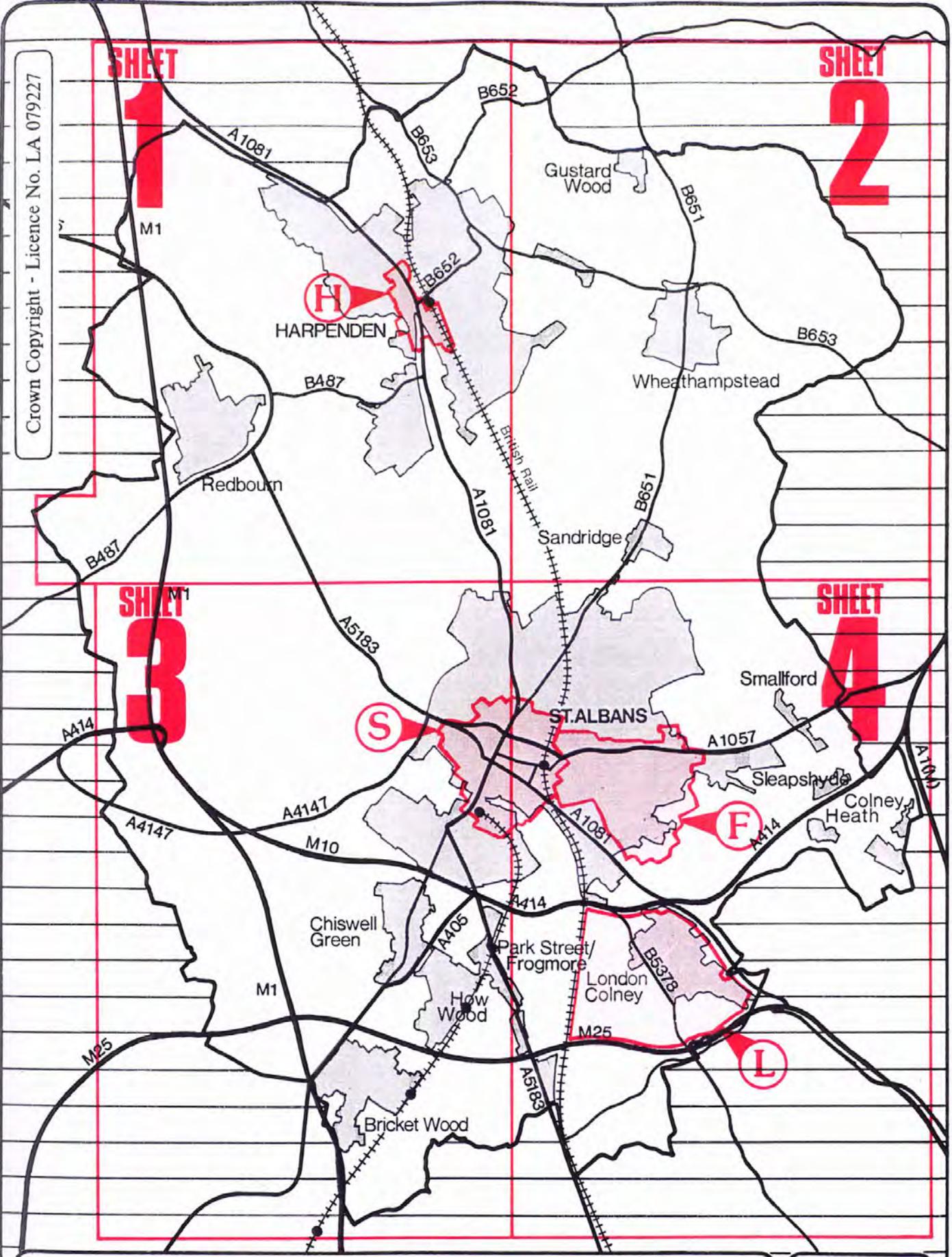
1 June 1987	:	Brief approved.
17 November 1989- 31 January 1990	:	Public consultation on Draft Plan.
31 October 1990	:	Revised version of Plan approved by District Council.
20 December 1990	:	Plan certificated by Hertfordshire County Council as being in general conformity with the County Structure Plan.
25 March 1991	:	Plan placed "on deposit" and six week period allowed for making objections or supporting representations.
3 March - 23 July 1992	:	District Plan Public Inquiry.
11 June 1993	:	Local Plan Inspector's Report received (published July 1993).
13 June 1994	:	Statement of Decisions (on the Inspector's Report) and Proposed Modifications (to the Deposit Draft) placed "on deposit" and six week period allowed for making objections or supporting representations on the Proposed Modifications.
30 November 1994	:	Plan adopted.

**SHEET 1**

**SHEET 2**

**SHEET 3**

**SHEET 4**



# THE PROPOSALS MAP • ON FOUR SHEETS

## THE INSET MAPS

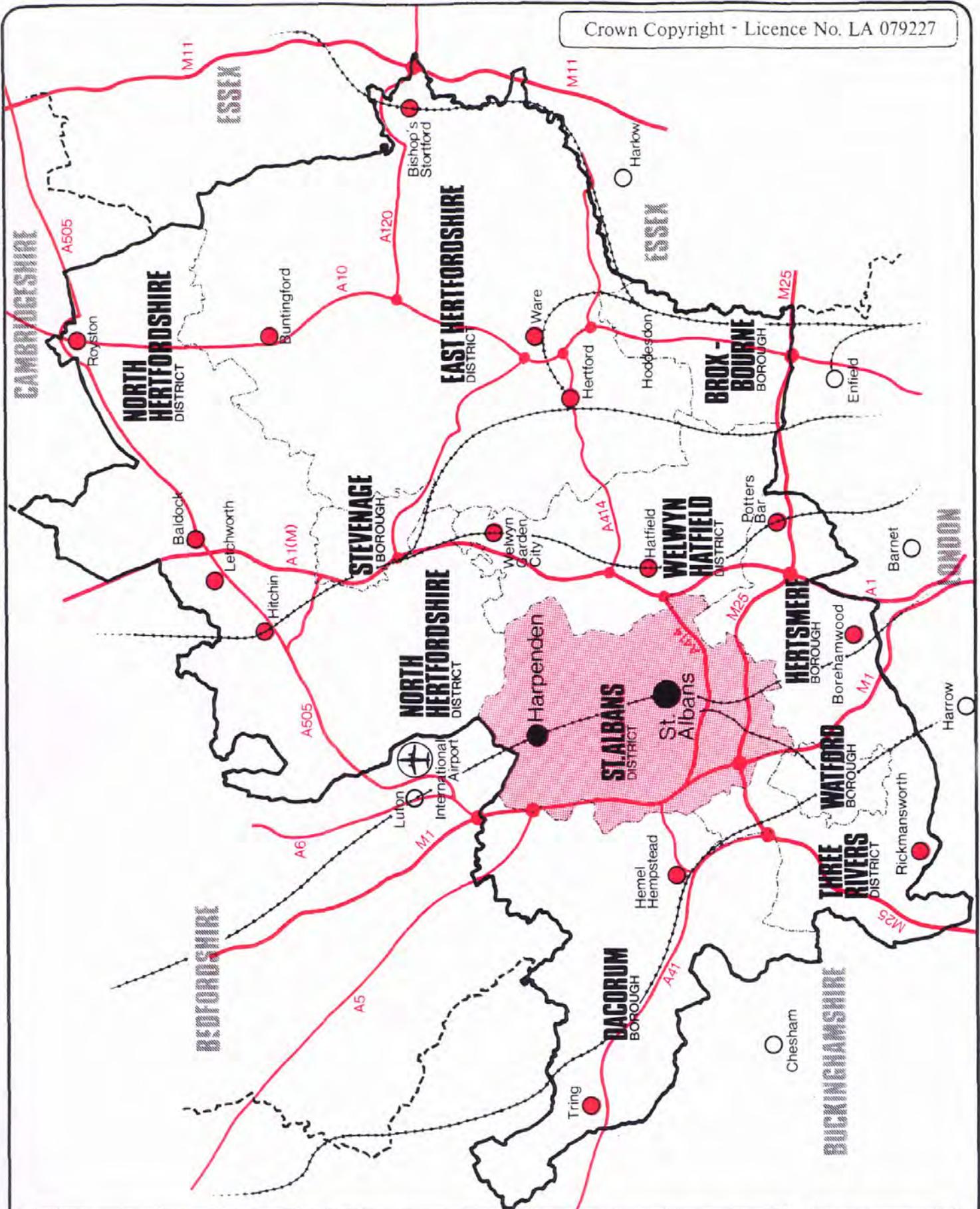
- H • Harpenden Town Centre
- S • St. Albans City Centre
- F • Fleetville
- L • London Colney

**Figure 1**



# **PART ONE**

# **INTRODUCTION**



# LOCATION OF THE DISTRICT

Figure  
**2**

# 1.0 INTRODUCTION

## ST. ALBANS CITY AND DISTRICT

1.1 The City and District has a population of approximately 128,000 and covers an area of some square 63 miles (*see figures 2 and 3*). It is located within Hertfordshire's Green Belt, a few miles from the northern edge of London. The main settlements are the historic Cathedral City of St. Albans and the largely residential town of Harpenden. In addition, the District contains several attractive villages and hamlets set in a predominantly agricultural landscape. There are 17 Conservation Areas and some 950 Listed Buildings.

1.2 A number of strategic transport routes serving national and regional needs run through the District - the M1/M10 roads to the Midlands and North of England, the M25 and A414 roads run east-west across the District and the St. Pancras railway line serves the East Midlands and South Yorkshire. The Bedford to St. Pancras line provides a commuter service to London with a journey time of about 20 minutes. British Rail also operates a "Thameslink" service from Bedford through London to Brighton, Guildford and Sevenoaks. The A1(M) road and the Kings Cross to Edinburgh railway line run to the east of the District.

1.3 London Luton Airport, where facilities are being improved to handle 5 million passengers per annum, is located some three miles from the edge of Harpenden.

1.4 The District is experiencing considerable development pressures because of its locational benefits in relation to London and the strategic transport network. There is considerable development interest for business and retail uses in the town centres and on Green Belt sites, particularly in the south of the District through which the M25 runs. There is also increasing interest in the Green Belt for housing and leisure purposes and for residential infilling within established neighbourhoods.

1.5 The Council, therefore, places a high priority on the need to defend the Green Belt against inappropriate development and to protect the character of towns and villages.

1.6 A positive leisure and tourism strategy is being actively pursued to provide modern cultural, sporting and leisure facilities in the area.

1.7 The challenge for the District Plan is to facilitate appropriate development whilst protecting the environment by means of positive land-use control.

## SOUTH-EAST REGIONAL PLANNING GUIDANCE

1.8 The London and South-East Regional Planning Conference (SERPLAN) is a non-statutory organisation of local authority representatives in the South-East which gives advice on regional planning issues to the Government. SERPLAN has published a regional statement 'South East England in the 1990's'. The Secretary of State for the Environment has taken this into account in issuing his Planning Policy Guidance Note PPG9 "Regional Guidance For The South-East" (February 1989). This is expected to be reflected in land-use policies for the region.

1.9 The key elements of the strategy are:

- (i) fostering economic growth;
- (ii) revitalising the older urban areas;
- (iii) accommodating new development while conserving the countryside.

### Fostering Economic Growth

Local planning authorities in the South-East should make full use of existing assets of land, buildings and infrastructure and ensure an adequate supply of land for industrial and commercial developments including tourism. There is a need to improve the attractiveness of London.

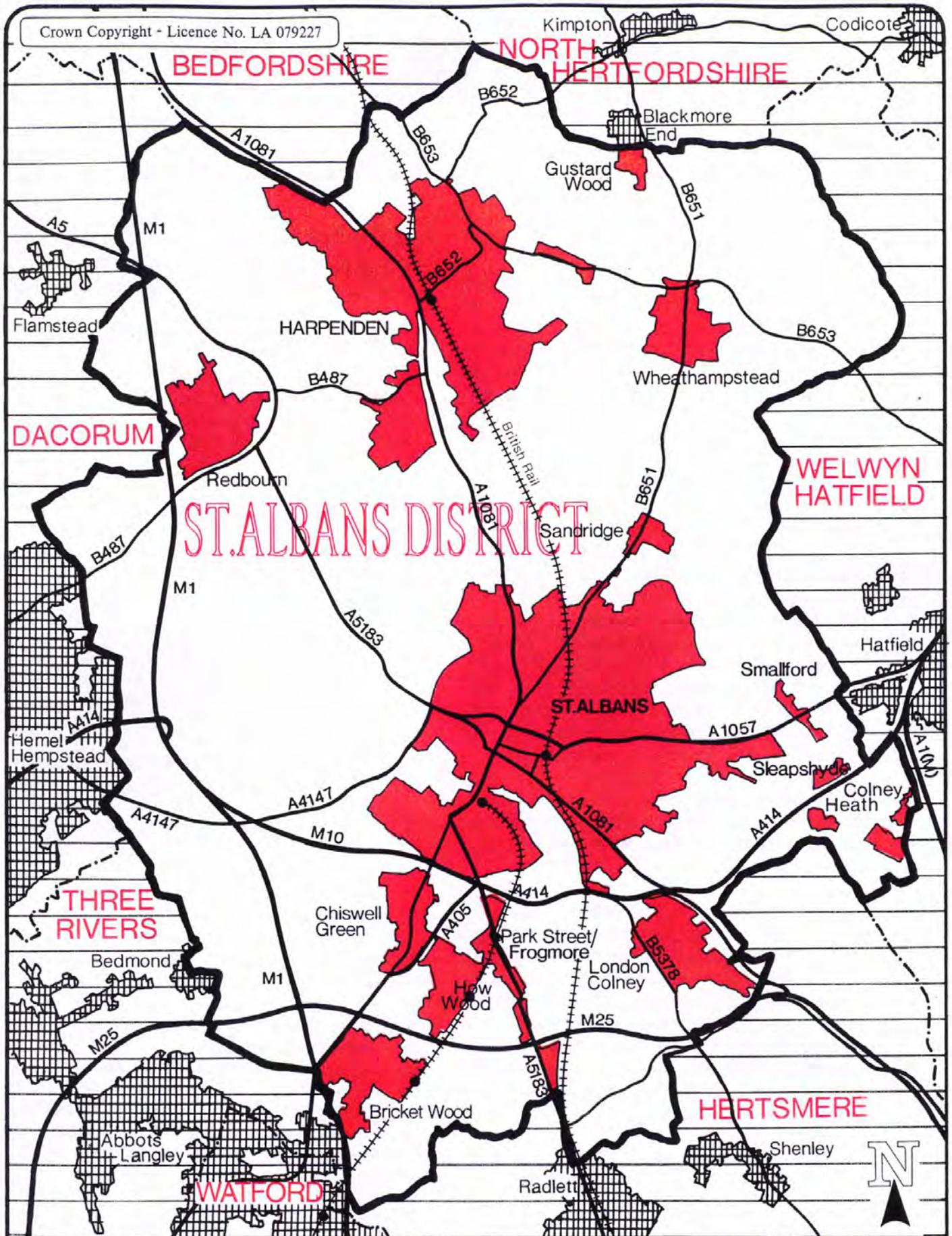
### Revitalising the Older Urban Areas

The Government is committed to revitalising the less prosperous eastern parts of the region (e.g. East London) and older urban areas.

### Accommodating New Development While Conserving the Countryside

Provision for new housing will be needed in addition to industrial and commercial development. A significant proportion of the region's new housing has to be met in urban areas. The estimate for additional dwellings in Hertfordshire (1991-2001) is 34,500, some 6% of the regional total (570,000).

Emphasis is placed on the careful integration of new housing development within existing communities, making full use of urban sites and re-using urban land to assist the preservation of good agricultural land and conservation of the countryside.



# THE DISTRICT

Figure 3

1.10 The Regional Guidance also makes particular reference to the M25 and land-use planning. Whilst the M25 presents development opportunities, the Government has stated that the general presumption against development in the Green Belt remains and there should continue to be the strongest restraint on development there. Nevertheless, the improved access which the motorway provides will enhance the recreational value of the Green Belt.

1.11 In October 1990, SERPLAN published a revised regional statement entitled "A New Strategy for the South-East". The statement has been presented to the Secretary of State, who has responded by issuing the "Consultation Draft : Regional Planning Guidance for the South East" (March 1993). Once finalised, the new guidance will help to shape the region's environment and guide its development over the period to 2011.

## **HERTFORDSHIRE COUNTY STRUCTURE PLAN 1986 REVIEW**

1.12 Hertfordshire is a highly complex county which includes urban areas of varying sizes which have substantially retained their separateness and identity. These urban areas are set within extensive tracts of open countryside, much of which is of high quality agricultural and landscape value. The County has experienced very rapid growth in employment and housing.

1.13 The original Structure Plan approved by the Secretary of State in 1979, attempted to restrain development pressures and divert them to growth areas elsewhere in the region or to development areas in other parts of the country. The basic theme of the Plan was one of consolidation following two decades of rapid change. This theme was continued in the County Structure Plan Alterations Number 1 approved in 1984.

1.14 The 1986 review of the Structure Plan, approved by the Secretary of State in May 1988, provides the framework for the District Plan Review for the period up to 1996. It develops long-standing policies to conserve and enhance the essential character of the County whilst providing opportunities for change.

1.15 The essential features of the Plan with regard to the District may be summarised as:

- (i) the protection and enhancement of existing settlements and the essential character of urban and rural areas;

- (ii) the maintenance of the Green Belt except where minor readjustments to existing boundaries may be needed so as better to secure their permanence, or where special circumstances apply to justify the development of redundant hospital land for purposes normally inappropriate to the Green Belt (*see (iv) below*);

- (iii) an increase in the number of dwellings in Hertfordshire of 62,500 in the period 1981-1996, of which 6,400 will be provided within the District (excluding provision on redundant hospital sites -*see (iv) below*). The Secretary of State has concluded that District Councils should not have to encroach on the Green Belt to achieve this provision;

- (iv) the future use of psychiatric hospitals at Napsbury, Hill End and Cell Barnes to be determined against guidelines set out in DoE Circular 12/87. An allowance is made for 2,500 dwellings on the redundant hospital sites in Hertfordshire (Leavesden/Abbots Langley, Shenley, Napsbury and Hill End/Cell Barnes). No guidance is however given on the distribution of these dwellings;

- (v) the provision of sufficient land and floorspace to make possible a return to full employment. Provision is to be made in the District for 95,000 square metres of additional floorspace for business use over the period 1981-1996. Also an additional 320,000 square metres of gross retail floorspace is proposed within Hertfordshire over the same period;

- (vi) positive policies concerning landscape, land restoration, ecology, archaeology, agriculture and forestry;

- (vii) policies indicating how retail, service, leisure, community and office uses can contribute to the vitality and viability of town centres.

1.16 The County Structure Plan Review was prepared in the context of the 1986 version of the Secretary of State's Regional Guidance which proposed 28,500 dwellings in Hertfordshire (1991-2001). By the time the Structure Plan was approved in 1988, it appeared that the dwelling figure would have to be increased to reflect new estimates of future household numbers. In approving the Plan, the Secretary of State decided that any new housing requirement should be considered by the County Council in the next review of the Structure Plan.

# HERTFORDSHIRE COUNTY STRUCTURE PLAN ALTERATIONS 1991

1.17 In the light of the increased estimates of household growth, the Secretary of State issued revised regional guidance which proposes 34,500 dwellings in Hertfordshire over the 1991-2001 period (see paragraphs 1.8 and 1.9). The Structure Plan Alterations 1991, covering the period to 2001, takes account of the revised Regional Guidance housing figure for Hertfordshire. The Secretary of State for the Environment approved the Alterations in June 1992.

1.18 Preparatory work on the District Plan Review was well advanced before the Structure Plan Alterations were finalised. Consequently the District Plan Review was prepared against the background of the County Structure Plan 1986 Review, rather than the Alterations 1991. The District Council recognises that there is a need to alter or review the District Plan as a matter of urgency (see Preface paragraph 4 and Policy Intention 35).

1.19 It should be noted that the Alterations 1991 comprises a limited set of alterations to extend the Plan period to 2001, rather than a longer term review to 2006 or beyond. The Alterations rolls forward the quantitative policies for housing, employment and shopping to 2001. However, the altered policies do not necessitate the allocation of any further sites in the St. Albans District or the release of any land from the Green Belt.

1.20 The main differences between the Structure Plan 1986 Review and the Alterations 1991 with regard to St. Albans District are as follows:

- (i) a dwelling increase of 57,000 is proposed in Hertfordshire for the 1986-2001 period, of which 7,200 will be provided within the District (including provision on redundant hospital sites);
- (ii) a criteria-based approach to the provision of land for business use is introduced, instead of the previous approach of setting a target for floorspace provision. The Secretary of State considers that the criteria-based approach is appropriate to the circumstances of Hertfordshire and will enable the District Councils to devise policies through their local plans to address particular local circumstances;
- (iii) provision should be made for approximately 452,000 square metres of additional gross retail floorspace within Hertfordshire over the 1981-96 period.

1.21 Hertfordshire County Council has now commenced work on a full review of the Structure Plan, with the intention of extending the Plan's time horizon to 2011.

## DISTRICT PLAN OBJECTIVES

1.22 The District Plan Review supports the strategy of the Hertfordshire Structure Plan and seeks to interpret it at the local level primarily through land-use control. In doing this the Council have had regard to the following objectives:

1. Metropolitan Green Belt:  
to continue to protect and maintain the Green Belt.
2. Settlement Hierarchy:  
to protect and enhance the character of existing settlements and define the nature and intensity of development acceptable in the following settlement hierarchy:
  - (i) towns;
  - (ii) specified settlements - the larger villages excluded from the Green Belt;
  - (iii) Green Belt settlements - smaller villages located within the Green Belt.
3. Housing:  
to make provision for a 1981-96 dwelling increase of 6,400 and 1986-2001 dwelling increase of 7,200, and to seek to influence the type of dwellings provided to help meet the needs of the area.
4. Hospital Sites:  
to consider the future use of Hill End, Cell Barnes and Napsbury Hospitals in the context of Circular 12/91 (Redundant Hospital Sites in Green Belts: Planning Guidelines).
5. Employment:  
to provide sufficient land and floorspace to cater for full employment and provide for different kinds of employment use whilst not encouraging substantial additional commuting into the District.
6. Transport:  
to consider the transportation needs of the District, including:
  - (i) improvements to the highway system;
  - (ii) traffic management schemes including improvements to the environment of residential and shopping areas;

- (iii) car parking, pedestrian and cyclist requirements;
- (iv) the future role of public transport;
- (v) the implications of future development proposals.

7. Shopping:  
to maintain the viability and vitality of existing shopping centres and to make reasonable provision for new forms of retailing.
8. Environment and Conservation:  
to carefully consider the environmental effects of planning decisions and to conserve and improve the historic, architectural and archaeological fabric of settlements, in particular St. Albans City Centre and Roman Verulamium.
9. Leisure and Tourism:  
to make provision for leisure uses especially taking advantage of opportunities to restore mineral sites in the Upper Colne Valley Area and to support tourism related developments on appropriate sites.
10. Countryside:  
to protect and enhance the natural beauty, amenity and ecology of the countryside and to retain high quality agricultural land.

1.23 Para. 21.3 states that the Council's Annual District Plan Monitoring Report will concentrate on an assessment of whether the above objectives are being achieved.



# **PART TWO**

# **THE POLICIES**

## 2.0 KEY STRUCTURING POLICIES

### METROPOLITAN GREEN BELT

2.1 Green Belts have five purposes according to D.o.E. Planning Policy Guidance Note PPG2 (Green Belts):

- (i) to check the unrestricted sprawl of large built-up areas;
- (ii) to safeguard the surrounding countryside from further encroachment;
- (iii) to prevent neighbouring towns from merging into one another;
- (iv) to preserve the special character of historic towns;
- (v) to assist in urban regeneration.

2.2 PPG2 also states that:

- (i) Green Belts have a positive role in providing access to open countryside for the urban population;
- (ii) the essential characteristic of Green Belts is their permanence and their protection must be maintained as far as can be seen ahead;
- (iii) detailed boundaries should not be amended or development allowed merely because land has become derelict.

2.3 The original St. Albans District Plan (adopted July 1985) placed all the District within the Metropolitan Green Belt except for the main built-up areas. In approving the County Structure Plan Review in 1988, the Secretary of State could find no justification for a general revision of Green Belt boundaries. However, he has allowed some flexibility in respect of:

- (i) **Minor adjustments to the Green Belt**  
The Secretary of State accepts that there may be individual cases where existing boundaries could benefit from minor readjustment so that they are better related to long term permanence;
- (ii) **Hospital sites**  
As explained in para. 1.15, 2,500 dwellings are proposed by 1996 on redundant hospital sites in Hertfordshire (including Hill End, Cell Barnes and Napsbury Hospitals in St. Albans District). The 2,500 figure is not to be regarded as a definite target and the total may be revised

upwards or downwards following detailed studies in the context of Circular 12/87. The Structure Plan did not propose that the hospital sites be released from the Green Belt.

The Structure Plan Alterations 1991 does not propose any further adjustments to the Green Belt within St. Albans District for the period to 2001.

2.4 Given this strategic guidance, the District Plan Review proposes a limited number of minor adjustments to the Green Belt in order to improve the long term permanence of the boundaries (*see Appendix to this Plan*). More major boundary adjustments have been made at the following locations:

- (i) White Horse Lane, London Colney;
- (ii) Barnet Road, London Colney;
- (iii) Frogmore;
- (iv) Colney Street industrial/warehousing estate;
- (v) North-East Hemel Hempstead (west of Cherry Tree Lane);
- (vi) North of Buncefield, Hemel Hempstead

The reasons for these boundary changes are explained in the Appendix (*locations 11D, 13, 14, 20, 20A and 21*).

2.5 In accordance with PPG2 and Policy 1 of the County Structure Plan Review, the District Council's policy towards development in the Green Belt is generally restrictive. However, the Council recognises that certain types of development are acceptable in the Green Belt and that considerable importance should be attached to visual enhancement of the Green Belt and encouragement of appropriate leisure development.



Redbourn - specified settlement

# POLICY 1 METROPOLITAN GREEN BELT

The whole of St. Albans District lies within the Metropolitan Green Belt except for the following areas:

- (i) the towns and specified settlements listed in Policy 2;
- (ii) land North of Buncefield, Hemel Hempstead (proposed warehousing, *see Policy 20, ref: EMP. 7*);
- (iii) Colney Street Industrial/Warehousing Estate (*see Policy 20, ref: EMP.22*);
- (iv) North-East Hemel Hempstead (land west of Cherry Tree Lane - *see Policy 26*).

The boundaries of the Green Belt around these areas (as shown on the Proposals Map) have been defined by reference to the degree of long term expansion of the built-up areas acceptable in the context of the stated purpose of the Green Belt.

Within the Green Belt, except for development in Green Belt settlements referred to in Policy 2 or in very special circumstances, permission will not be given for development for purposes other

than that required for:

- a) mineral extraction;
- b) agriculture;
- c) small scale facilities for participatory sport and recreation;
- d) other uses appropriate to a rural area;
- e) conversion of existing buildings to appropriate new uses, where this can be achieved without substantial rebuilding works or harm to the character and appearance of the countryside.

New development within the Green Belt shall integrate with the existing landscape. Siting, design and external appearance are particularly important and additional landscaping will normally be required. Significant harm to the ecological value of the countryside must be avoided.

The circumstances and locations in which development will be permitted will also have regard to the ensuing policies, particularly:

Chapter	Subject	Policies
2	Key structuring policies	2
3	Housing	6, 8, 10-18
4	Employment	24
5	Transportation	36, 39-50
6	Shopping and service uses	55-60
7	Social and community services	60B, 61, 63-67
8	Design and environment	70,72-80, 84
9	Conservation and historic buildings	85-90
10	Leisure	91, 93, 95-98
11	Tourism	99, 101
12	Countryside	102-106
14	Archaeology	109-111
15	St. Albans City Centre	114
17	Highfield Oval site, Harpenden	132
18	Fleetville	137
19	London Colney	139
20	Upper Colne Valley	143, 143A

# SETTLEMENT STRATEGY

2.6 Policies 47-51 of the County Structure Plan Review are concerned with settlement planning. These policies stress the importance of maintaining the character of the County's settlements and of channelling development in accordance with the following hierarchy:

- (i) **Towns:** Generally settlements of over 5,000 population. Excluded from the Green Belt;
- (ii) **Specified Settlements:** Larger villages generally of 2,000-5,000 population. Excluded from the Green Belt;
- (iii) **Green Belt Settlements:** Smaller villages within the Green Belt.

2.7 Development pressures have increased markedly in recent years and the essential character of the District's settlements is in danger of being eroded. The Council is especially concerned to safeguard the District's villages. Consequently, this Plan draws a much sharper policy distinction between towns and specified settlements than in the original District Plan. However, even in towns a new emphasis needs to be given to conserving the character and amenity of the environment.



Sandridge - Green Belt settlement.

## POLICY 2 SETTLEMENT STRATEGY

The District Council will seek to protect and enhance the essential character of existing settlements. Proposals contrary to the policies in the design and environment and the

## POLICY 2 (Cont.)

conservation and historic buildings chapters of this Plan (*chapters 8 and 9*) will not normally be permitted. The Council will have regard not only to the impact of individual developments but also to the cumulative effect. In particular the Council will seek to safeguard:

- (i) the character of specified settlements and Green Belt settlements (*see Policies 5 and 6*);
- (ii) green spaces within settlements (*Policy 75*);
- (iii) Conservation areas (*Policy 85*).

The nature and intensity of development acceptable in particular locations will reflect the following settlement hierarchy (*see figure 4*) and statement of policy. More detailed policy guidance is provided in the remainder of this Plan.

### 1. TOWNS

The following settlements are classified as towns and are excluded from the Green Belt:

Ref.	PM <sup>(1)</sup>	Settlement
T.1	3, 4, S, F	St. Albans
T.2	1, 2, H	Harpenden

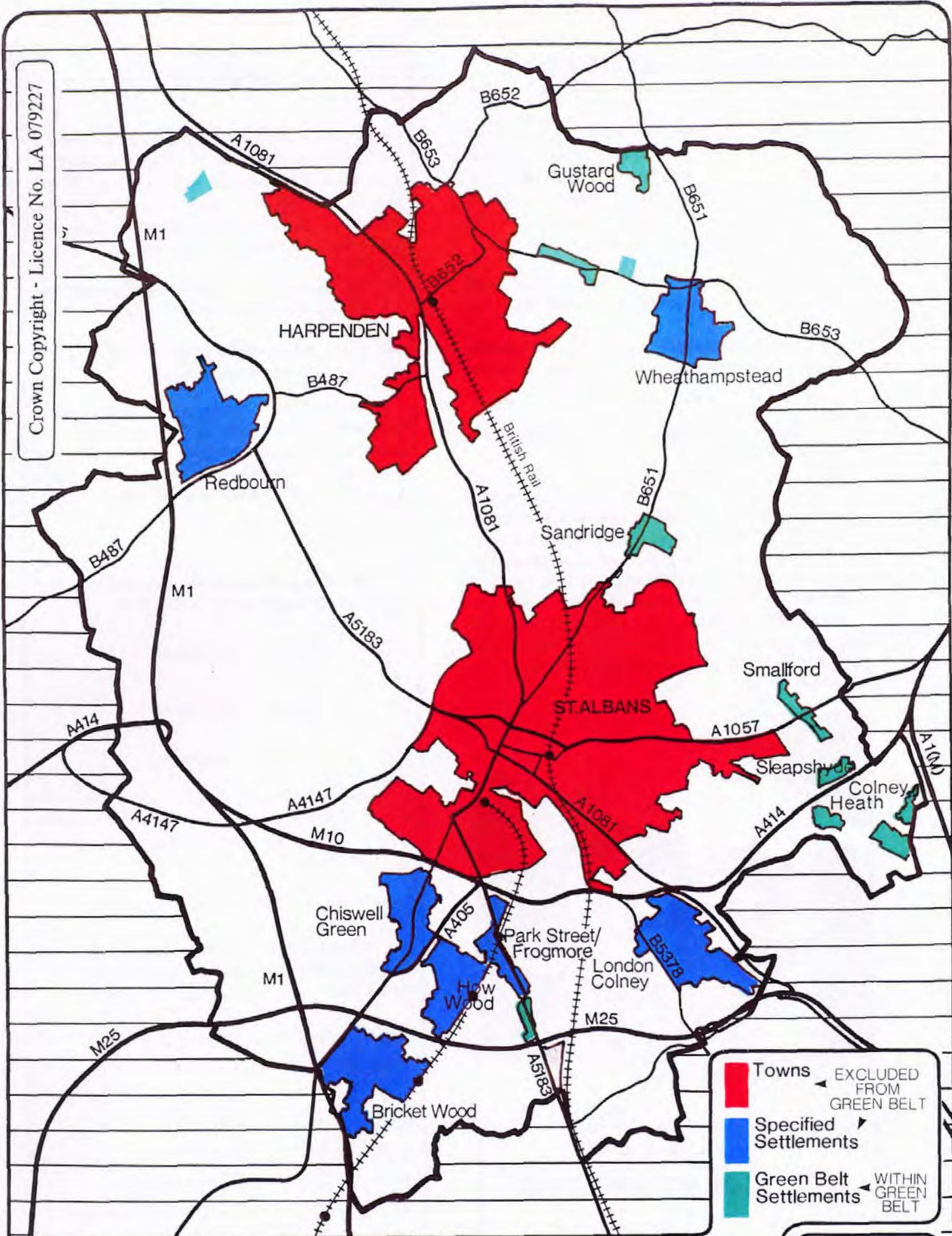
Development will generally be concentrated in towns, but proposals should not detract from their essential character particularly in respect of (i)-(iii) above.

### 2. SPECIFIED SETTLEMENTS

The following large villages are classified as Specified Settlements and are excluded from the Green Belt:

Ref.	PM <sup>(1)</sup>	Settlement
SS.1	3	Bricket Wood
SS.2	3	Chiswell Green
SS.3	3	How Wood
SS.4	L	London Colney
SS.5	3, 4	Park Street/Frogmore
SS.6	1	Redbourn
SS.7	2	Wheathampstead

Continued on page 15



# SETTLEMENT STRATEGY

Figure 4

## POLICY 2 (Cont.)

Residential densities on development sites within existing housing areas will generally be lower than in towns (*see Policy 5*). Proposals in specified settlements must be compatible with the maintenance and enhancement of their character and Green Belt boundaries. In particular, infill housing development will be permitted only where consistent with this approach.

### 3. GREEN BELT SETTLEMENTS

The following smaller villages are located within the Green Belt and are classified as Green Belt settlements:

<u>Ref.</u>	<u>PM<sup>(1)</sup></u>	<u>Settlement</u>
GBS.1	1	Annables, Kinsbourne Green
GBS.2	4	Colney Heath (3 parts)
GBS.3	2	Folly Fields
GBS.4	2	Gustard Wood
GBS.5	2	Lea Valley Estate
GBS.6	4	Radlett Road, Frogmore
GBS.7	2, 4	Sandridge
GBS.8	4	Sleapshyde
GBS.9	4	Smallford

Apart from the exceptions in Policy 1, development will not normally be permitted except:

- a) the local housing needs described in **Policy 6**;
- b) the local facilities and service needs of the settlement in which the development is proposed.

Development must not detract from the character and setting of these settlements within the Green Belt.

*Footnote*

(1) PM = Proposals Map sheet - see Preface (figure 1).

# 3.0 HOUSING

## INTRODUCTION

3.1 As stated in paragraph 1.22, the Plan's main housing objective is:

to make provision for a 1981-96 dwelling increase of 6,400 and 1986-2001 dwelling increase of 7,200 and to seek to influence the type of dwellings provided to help meet the needs of the area.

3.2 During the 1970's most of the District's new house building was on greenfield sites on the edge of the built-up areas. This was partly because the Government allowed a number of appeals for residential development in the Green Belt, most notably at Jersey Farm. A high proportion of new houses provided 3 or 4 bedroom family accommodation, despite the need for more small dwellings to cater for the rapidly increasing number of 1 and 2 person households. The average density of housing development was about 25 dwellings per hectare (10 per acre).

3.3 The original District Plan was prepared against this background. The main housing objectives of the Plan were:

- (i) to accommodate a 1976-91 net dwelling increase of 6,700 units;
- (ii) to minimise the loss of Green Belt land;
- (iii) to encourage the provision of more small dwellings.

These objectives depended upon increased average housing densities and more infilling development within existing settlements.

3.4 Following the District Plan public inquiry in 1982, the inspector concluded that the Council was placing too great a reliance on the development of unidentified urban sites. He was not convinced that the proposed level of dwelling increase would be achieved. This influenced him to recommend that a number of sites be released from the Green Belt.

3.5 However, urban infilling development has increased very significantly since the early 1980s. This led the Council to reject most of the inspector's recommended Green Belt releases. Infilling produced over 400 dwellings per annum during the housing boom of the late 1980s. As a result, actual 1976-91 dwelling increase was 8,050 which is over 1,300 dwellings above the figure proposed in the original District Plan.

3.6 This high building rate is being achieved because of:

- (i) higher than expected densities for new development/redevelopment. Average densities have nearly doubled since the 1970s and now stand at 47 dwellings per hectare (19 per acre). Flats frequently exceed 100 dwellings per hectare;
- (ii) previously unidentified sites coming forward for development, largely due to very high housing land values.



*De Tany Court, St. Albans - new housing*

3.7 A far higher proportion of small units (i.e. 1 or 2 bedroom dwellings) are now being provided. Since 1986, over 70% of dwellings completed or permitted are small units. Two particular trends in recent years have been the building of many starter homes and private sector elderly persons' sheltered schemes. Nearly 500 private sheltered dwellings have been built since 1986.



*Belmont Hill, St. Albans - sheltered housing*

## DWELLING INCREASE 1981-96 AND 1986-2001

3.8 In approving the Hertfordshire County Structure Plan 1986 Review, the Secretary of State considered that a provision for 1981-96 of 6,400 dwellings should be possible in St. Albans District without encroaching on the Green Belt. He approved such a net provision for the District in Structure Plan Policy 60. This included a very cautious assumption for unidentified sites. As explained in para. 3.16, it now seems certain that actual dwelling increase will be much higher than 6,400.

3.9 Structure Plan Policy 60 in the 1986 Review allowed for a total of 2,500 dwellings on hospital sites in Hertfordshire by 1996, but the Secretary of State stressed that this was dependent upon detailed studies of each site in the context of DoE Circular 12/87 (now superseded by Circular 12/91). District Plan Review Policies 137 and 139 provide guidance on the Hill End/Cell Barnes and Napsbury Hospital sites, respectively. It is envisaged that over 800 dwellings will be built at Hill End/Cell Barnes and about 300 at Napsbury. Many of these dwelling will be post-1996. The 1986 Structure Plan Review stated that any housing on the hospital sites will be additional to the 6,400 dwellings proposed for the District.

3.10 The strategic context has now changed, as a result of the Secretary of State's approval of the County Structure Plan Alterations 1991. Policy 60 in the Alterations proposes a dwelling increase of 7,200 in St. Albans District during the 1986-2001 period. ~~Policy 61~~ requires that a five years supply of housing land is available at all times. The Hospital sites are no longer to be treated separately and the proposed dwelling increase of 7,200 includes any housing that may be built at Hill End/Cell Barnes and/or Napsbury. Apart from the Hospital sites, the Alterations does not propose any housing development in the Green Belt within St. Albans District.

3.11 Although the time horizon of the District Plan Review runs only to 1996 and the Structure Plan Alterations looks to 2001, housing land supply calculations must now be based on the Alterations in view of Government guidance in Planning Policy Guidance Note PPG 3 (Annex B, para. 2).

## ~~POLICY 3 : HOUSING LAND SUPPLY 1981-96 AND 1986-2001~~

~~The District Council will make provision for the following net dwelling increase (by conversion, redevelopment and new house building):~~

~~(i) April 1981 - March 1996 : 6,400 dwellings~~

~~This figure excludes any housing provided at the Hill End/Cell Barnes and Napsbury Hospital sites in accordance with Policies 137 and 139;~~

~~(ii) April 1986 - March 2001 : 7,200 dwellings~~

~~This figure includes housing provided at the Hill End/Cell Barnes and Napsbury Hospital sites.~~

~~The Council will seek to ensure that a supply of building land is maintained sufficient to enable housing provision to proceed for at least five years at a level consistent with the proposed 1986-2001 dwelling increase. In calculating a five years supply, the Council will have regard to the remaining housing provision in the period to 2001, taking into account completions since 1986<sup>(1)</sup>.~~

### ~~Footnote~~

~~(1) Further details concerning land supply calculations are contained in DoE Planning Policy Guidance Note PPG 3.~~

3.12 With regard to the 1981-96 period, total dwelling increase between April 1981 and September 1993 was 6,227. Sites allocated for housing in Policies 4 and 5 (excluding the Hospital sites), together with other sites already identified, have sufficient capacity to provide a dwelling increase over 2,300. The development prospects of these sites have been assessed and it is estimated that actual dwelling increase from this source will be more than 1,000 by 1996. It is clear that the ~~Policy 3~~ proposal for 6,400 dwellings will be exceeded by a considerable amount, as shown by the calculations at the top of page 19. No allowance is made in the calculations for unidentified sites, as most completions by 1996 will take place on sites already identified.

Estimated 1981-96 dwelling increase  
(excluding hospital sites)

(i) Completions April 1981-September 1993	6,227
(ii) Estimated completions October 1993-March 1996	1,064
TOTAL 1981-96 (rounded)	7,300
SURPLUS IN RELATION TO <b>POLICY 3</b>	900

3.13 The ~~Policy 3~~ figure of 6,400 dwellings does not represent an upper limit on house building between 1981 and 1996. It is acceptable for this figure to be exceeded if housing proposals are consistent with the Council's other policies and if satisfactory standards are achieved. Dwelling increase is exceeding the ~~Policy 3~~ figure because infill housing sites within existing settlements have been coming forward for development at a much faster rate than expected by the Secretary of State. Most of these dwellings are not on sites identified for housing development in any plan, but they often provide small dwellings that help to meet local needs. However, this Plan contains some new policies designed to ensure satisfactory standards of development and these policies (particularly Policies 40 and 70) may lead to lower average densities, thus reducing the total level of dwelling increase on infilling sites.

3.14 Turning to the 1986-2001 period, total dwelling increase between April 1986 and September 1993 was 3,655. Sites allocated for housing in Policies 4 and 5 (including Hill End/Cell Barnes), together with Napsbury and other sites already identified have sufficient capacity to provide a dwelling increase of over 3,400. It is estimated that these sites will produce an actual dwelling increase of 2,900 by 2001. An allowance also needs to be made for the contribution of unidentified sites.

3.15 Government policy regarding unidentified sites is set out in PPG 3. This states that an allowance should be made for sites of up to 0.4 hectares. An allowance may also be made for sites of 0.4-1 hectare, if past experience shows that more sites are likely to emerge than can be individually identified in advance.

3.16 Detailed research has been carried out by the District Council to assess the contribution of unidentified sites. This research covers all sites that

have been identified for development since 1981, apart from greenfield sites on the urban edge. Actual and future estimated dwelling increase on these sites is shown in the calculations below:

Unidentified Sites	Annual Dwelling Increase	Estimated Annual Dwelling Increase
	<u>Apr 1986 - Sept 1993</u>	<u>Oct 1993 - March 1996</u>
Sites under 0.4 ha	253	130
Sites 0.4-1 ha	<u>52</u>	<u>30</u>
	305	160

Although sites of under 0.4 hectares are most important, sites of 0.4-1 hectare also provide a worthwhile contribution. It is therefore concluded that an unidentified sites allowance should be made for sites up to 1 hectare.

3.17 The time period covered by paragraph 3.16 is significant, because it spans the housing boom of the late 1980s, the early 1990s recession and the mid 1990s recovery. The results should therefore give a good picture of average market conditions. However, it is difficult to predict the future flow of unidentified sites and it would be prudent to adopt a cautious approach, particularly as average housing densities may fall (*see paragraph 3.13*). It is concluded that an allowance of 150 dwellings per annum should be assumed for unidentified sites. Bearing in mind that unidentified sites will not produce many completed dwellings for two or three years, it is assumed that a total of 675 dwellings will be provided on such sites by 2001.

3.18 Given the above points, total 1986-2001 dwelling increase (including the hospital sites) is estimated to be marginally above the ~~Policy 3~~ proposed dwelling increase of 7,200. The position is summarised in the table on the following page.

3.19 The District's house building rate has remained at approximately 500-600 dwellings per annum since the mid 1970s. The calculations at the top of page 20 imply that building rates will continue at close to this level until 2001. As a result it is expected that the District will experience a small amount of net in-migration of population.

<u>Estimated 1986-2001 dwelling increase (including hospital sites)</u>		
(i)	Completions April 1986-September 1993	3,655
(ii)	Estimated completions October 1993-March 2001	
	a) Identified sites	2,910
	b) Unidentified sites	675
TOTAL 1986-2001		7,240
SURPLUS IN RELATION TO <del>POLICY 3</del>		40

3.20 PPG 12 shows that the Government is prepared, in certain circumstances, to accept policies to phase the rate of housing development. However, this Plan does not contain a phasing policy because:

- (i) the time horizon of the Plan is relatively short;
- (ii) most housing development will take place on small and medium sized sites within the existing built up areas. If a phasing policy was applied to such sites it would conflict with Government policy of making the best use of urban land. It could also lead to sites becoming derelict;
- (iii) a phasing policy may be appropriate when land is released from the Green Belt. However this Plan does not propose any major Green Belt releases for housing, although substantial housing schemes are proposed on the hospital sites. Development at the hospital sites will be naturally phased due to the need to provide infrastructure and because the existing hospitals cannot be fully closed until replacement care facilities are provided elsewhere.

## POPULATION

3.21 The District population rose from 125,600 in 1981 (census) to 127,700 in 1993 (Registrar General's estimate). It is likely that the population in 2001 will be about 130,000. This estimate takes account of likely future house building rates (*see para. 3.18*) and population forecasts prepared for the Hertfordshire County Structure Plan Alterations.

## NEW HOUSING IN TOWNS, SPECIFIED SETTLEMENTS AND GREEN BELT SETTLEMENTS

3.22 Having considered the overall scale of development to 1996 and 2001, it is now appropriate

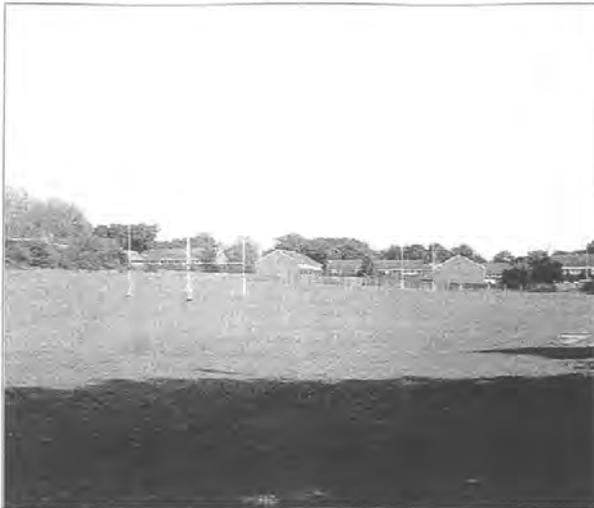
to look in more detail at the nature and location of new housing. The Council has three main objectives:

- (i) to channel development in accordance with the Plan's key structuring policies (*i.e. Policy 1, Metropolitan Green Belt; Policy 2, Settlement Strategy*);
- (ii) to encourage the provision of a wide range of housing types, with particular emphasis given to the meeting of local housing needs;
- (iii) to achieve a high standard of housing design and layout, and protect areas of special character (*see Policies 70 and 85, and Project 6*).

3.23 In response to these objectives, Policies 4, 5 and 6 provide guidance on housing in towns, specified settlements and Green Belt settlements. Policies 7A and 8 are concerned with affordable housing schemes to meet local housing needs in urban and rural areas. Most housing development will be in towns and specified settlements excluded from the Green Belt.

3.24 More detailed guidance on the design and layout of new housing is contained in Policy 70. Average housing densities may be reduced as a consequence of applying this policy. The Council is also concerned to ensure that the cumulative impact of housing schemes does not harm the character and amenity of existing residential areas.

3.25 There continues to be a need for more small dwellings because most of the future growth of households will contain only one or two people. However, there is also a need to encourage the construction of larger family houses on appropriate sites in order to meet market demand for a wide range of house types.



*Old Albanians sports ground, St. Albans - proposed housing site*



*Harpenden Rise, Harpenden - proposed housing site*

## **POLICY 4 NEW HOUSING DEVELOPMENT IN TOWNS**

Within the towns of Harpenden and St. Albans as defined in Policy 2, there will be a presumption in favour of housing development on:

- (i) the sites listed in the schedule at the end of this policy and defined on the proposals map<sup>(1)</sup>. Development on these sites should comply with the Planning Guidelines in the schedule;

## **POLICY 4 (Cont.)**

- (ii) other sites where housing is consistent with the policies of this Plan. Residential development will not be permitted if there is a need to retain land in open use (see Policy 75) or if the land is required for another purpose in accordance with this Plan's policies and proposals<sup>(2)</sup>. Where comprehensive redevelopment is proposed on existing industrial and warehousing sites (except those listed in Policy 20) the Council may require a housing development (see Policy 24).

The Council will normally seek to negotiate an element of affordable housing on sites of over 0.4 hectares and on sites of under this size where 15 or more dwellings are proposed (see Policy 7A).

Residential design and layout - proposals will be assessed against Policy 70. Schemes for redevelopment in existing residential areas will also be assessed in relation to the cumulative impact of such development on the character and amenity of the area.

### *Footnotes*

(1) Apart from a few sites in the St. Albans City Centre and Harpenden Town Centre Inset Map areas, the sites in the schedule are each expected to produce a net gain of at least 5 dwellings.

(2) Policies 20 and 23 indicate that housing development would be acceptable on some employment sites (ie. Policy 20 sites EMP.11 (part of site only) and EMP.14; Policy 23 sites B1.2A, B1.13 and B1.19). Housing would also be acceptable on part of the ~~Policy 138~~ site.

Continued on page 22

## POLICY 4 (Cont.) SCHEDULE OF PROPOSED HOUSING SITES

- (1) P.M. = Proposals Map Sheet. See Preface (figure 1).
- (2) P.P. = Planning Position.
- U = Site under construction.
- D = Detailed planning permission, construction not started.
- O = Outline planning permission.
- E = Estimated sites, i.e. sites without planning permission.
- (3) Site within Conservation Area. Development must comply with Policy 85.
- (4) Tree preservation order exists - trees must be protected. Proposals must comply with Policy 74.

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
<b>1. ST ALBANS</b>					
RS.1	3	Margaret Wix School, Woollam Cres.	0.26	E	(i) District Council owned site; (ii) currently used for temporary housing for homeless people.
RS.2	3	Blundell Close	0.41	U,D	District Council owned. 9 dwellings permitted.
RS.3	3	1 High Oaks	0.09	E	
RS.4	3	Rear of 18-20 Townsend Drive	0.37	E	low density scheme required.
RS.5	3	Folly Lane Allotments	4.81	U,D	(i) District Council owned - to be used for local housing needs; (ii) road access from Verulam Road; (iii) planning brief prepared; (iv) archaeological investigations required (see Policy III); (v) 181 dwellings permitted.
RS.6	3	Trevelyan House (YHA), St. Stephens Hill	1.19	E	(i) Conservation Area <sup>(3)</sup> ; (ii) Trevelyan House to be retained; (iii) tree preservation order <sup>(4)</sup> ; (iv) low density scheme required in view of (i) - (iii) above; (v) existing road access to be closed. New access required from St. Stephens Hill via St. Columba's College grounds, but must await the King Harry junction improvement (see Policy 31). Important healthy trees to be retained.
RS.8	3	Rear of 6-26 Trumpington Drive	0.28	D	District Council owned. 8 bungalows permitted.

**POLICY 4 (Cont.)**  
**SCHEDULE OF PROPOSED HOUSING SITES**

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
RS.9	4	Eastern part of Old Albanians sports ground	2.49	O	(i) 67 dwellings permitted; (ii) road access from Darwin Close; (iii) 0.77 hectares of public open space required - to maintain the setting of Beech Bottom and provide an informal kick-about area (see <del>Policy 94</del> ).
RS.10	4	Wick House, 50 Marshals Drive	1.29	D	(i) permissions granted for 6, 8 or 9 houses; (ii) tree preservation order <sup>(4)</sup> .
RS.12	4	47A, 49A Heath Road	0.14	U,D	16 flats permitted.
RS.13	4	East Block garages area B, Marshalswick Est.	0.05	E	
RS.15	4	Newgate Farm, Sandpit Lane	4.01	E	(i) road access from Sandpit Lane; (ii) 1.06 hectares of public open space required in s.w. of site (see <del>Policy 94</del> ) to retain dell and surrounding trees; (iii) tree preservation order <sup>(4)</sup> ; (iv) hedgerow and trees along eastern edge of site to be retained.
RS.17	4	adjacent to 25 Milehouse Lane	0.08	D	6 flats permitted
RS.18	S	Kingsbury Farm, Branch Road (Express Dairy)	0.89	E	(i) conservation area; (ii) listed buildings to be retained; (iii) mainly in use as a dairy - not currently available for housing.
RS.19	S	adj. 7-10 The Lawns (Review newspaper)	0.12	E	conservation area <sup>(3)</sup>
RS.20	S	Mid Herts wing, Church Crescent	0.89	E	(i) conservation area <sup>(3)</sup> ; (ii) 2 buildings are locally listed (see <i>Policy 87</i> ); (iii) this site may be retained by Health Authority.
RS.21	S	8-10 Grange Street	0.14	E	conservation area <sup>(3)</sup>

Continued on page 24

## POLICY 4 (Cont.) SCHEDULE OF PROPOSED HOUSING SITES

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
RS.23	S	11-13 Avenue Road	0.20	U	(i) conservation area <sup>(3)</sup> ; (ii) existing locally listed buildings to be retained; (iii) conversion/extension permitted (15 flats).
RS.24	S	10-14 Avenue Road	0.45	E	conservation area <sup>(3)</sup> ;
RS.26	S	41-43 Avenue Road	0.26	D	(i) conservation area <sup>(3)</sup> ; (ii) tree preservation order <sup>(4)</sup> ; (iii) 8 houses permitted.
RS.27	S	Oaklands College (St. Albans City Campus), Hatfield Road	4.00	E	(i) conservation area <sup>(3)</sup> ; (ii) available for housing only if college is relocated; (iii) planning brief to be prepared if site becomes available for housing; (iv) locally listed buildings to be retained; (v) tree preservation order <sup>(4)</sup> . Other important existing trees must also be retained.
RS.29	S	21-23 London Road (Coupers)	0.13	D	(i) conservation area <sup>(3)</sup> ; (ii) permissions exist for redevelopment including 6 flats or sub-division of existing flats; (iii) see <i>Policy 118, site 4B</i> .
RS.30	S	London Road/ New Kent Road	0.54	D	(i) conservation area <sup>(3)</sup> ; (ii) mixed use scheme permitted including 33 flats and a hostel; (iii) see <i>Policy 118, site 4C</i> .
RS.32	S	61-63 Lattimore Road & 80-80A Victoria St.	0.08	E	(i) conservation area <sup>(3)</sup> ; (ii) mixed use scheme including housing proposed; (iii) see <i>Policy 120, site 6A</i> .
RS.33	S	1-3 Victoria Parade, Victoria St.	0.09	E	(i) conservation area <sup>(3)</sup> ; (ii) mixed use scheme including housing proposed; (iii) see <i>Policy 120, site 6B</i> .
RS.34	S	41-55 Alma Rd.	0.10	E	(i) conservation area <sup>(3)</sup> ; (ii) see <i>Policy 120, site 6D</i> .

## POLICY 4 (Cont.) SCHEDULE OF PROPOSED HOUSING SITES

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
RS.35	S	adj. 31 Granville Road (Godfrey Davis)	0.22	U	(i) conservation area <sup>(3)</sup> ; (ii) 23 flats permitted.
RS.36	S	27-27A Holywell Hill and rear of 15-27A	0.69	D,E	(i) conservation area <sup>(3)</sup> ; (ii) 6 dwellings permitted on part of site; (iii) rest of site mostly Council owned; (iv) planning brief prepared; housing or hotel proposed on rear part of site; (v) see <i>Policy 118, site 4F</i> .
RS.38	S	rear of 110-118 London Road (Marlboro Motors)	0.29	E	(i) conservation area <sup>(3)</sup> ; (ii) in use as a garage - not currently available for housing; (iii) see <i>Policy 121, site 7A</i> .
RS.39	S	113-117 London Road & 1-6 Francis Court	0.17	E	(i) conservation area <sup>(3)</sup> ; (ii) mixed use scheme including housing proposed; (iii) see <i>Policy 121, site 7D</i> .
RS.42	F	23 Albion Road	0.15	E	in industrial use - not currently available for housing.
RS.44	F	266 Hatfield Road (Hall & Watts)	0.20	E	in industrial use-not currently available for housing.
RS.45	F	Sutton Road Sidings/1-5 Hedley Road	1.44	E	(i) sidings owned by Council; (ii) development must comply with Planning Brief (1985) and include: 0.89 ha. housing; 0.55 ha. public open space (see <i>Policy 94</i> ). Road access from Hedley Road preferred; (iii) not currently available for housing; Hedley Road factories to be relocated.
RS.46	F	Jewson, Cape Road	0.40	E	used as a builders yard - not currently available for housing.
RS.47	F	Co-op Dairy, Burleigh Road	0.16	O	(i) in use as a dairy - not currently available for housing; (ii) 8 dwellings permitted.

Continued on page 26

**POLICY 4(Cont.)  
SCHEDULE OF PROPOSED HOUSING SITES**

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
RS.48	F	364 Hatfield Road	0.08	D	6 flats permitted.
RS.49	F	London School of Hygiene and Tropical Medicine, Winches Farm Drive	3.30	O,E	(i) listed farmhouse and outbuilding to be retained; (ii) important existing trees to be retained; (iii) landscaping required along northern boundary of site; (iv) road access from Winches Farm Drive; (v) 68 dwellings permitted on most of site.
RS.50	F	Former Rubber Co. site (part), Camp Road	1.33	U	(i) landscaping required adjoining Cunningham Hill recreation ground; (ii) road access from Cell Barnes Lane; (iii) 126 dwellings permitted.
RS.51	F	18 - 22 Guildford Road	0.40	U,E	12 dwellings built on part of site.
RS.52	F	51 & 53 Cambridge Road	0.06	O	7 dwellings permitted.
RS.53	F	Hill End and Cell Barnes Hospitals		E	proposals must comply with Policy 137.
RS.54	F	1 Highfield Lane	0.46	E	(i) currently in Green Belt. Housing will not be permitted until permission is granted for redevelopment of Hill End/Cell Barnes hospitals site - <i>see Policy 137</i> ; (ii) landscape setting to be maintained.
RS.55	F	128-130 Hill End Lane	0.50	E	(i) partly Council owned; (ii) part of this site may be required for a road link and footpath/cycleway from Drakes Drive to the Hill End/Cell Barnes Hospitals site - <i>see Policy 137</i> ; (iii) landscape setting to be maintained. Tree preservation order <sup>(4)</sup> .
RS.56	4	147 London Road	0.26	O	12 dwellings permitted.
RS.57	4	139 London Road	0.27	O	10 dwellings permitted.

## POLICY 4 (Cont.)

### SCHEDULE OF PROPOSED HOUSING SITES

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
<b>2. HARPENDEN</b>					
RH.1	1	Tuffnells Way	4.90	U	85 houses permitted.
RH.2	1	Carpenders Close	0.66	U	28 houses permitted.
RH.3	1	Harpenden Rise (Consumers Association)	0.67	E	used by Consumers Association - not currently available for housing.
RH.5	1	114-116 Westfield Road	0.17	E	
RH.7	1	5-17 Milton Road	0.80	D	(i) conservation area <sup>(3)</sup> ; (ii) only one existing house to be demolished; (iii) permission granted to convert remaining houses to 19 flats and build 34 new flats to rear; (iv) tree preservation order <sup>(4)</sup> .
RH.8	1	rear of 56 Cowper Road	0.25	D	(i) partly in conservation area <sup>(3)</sup> ; (ii) 10 dwellings permitted.
RH.9	1	rear of 1 West Common	1.03	D	(i) tree preservation order <sup>(4)</sup> ; (ii) proposals must pay particular regard to Policies 34, 70 and 74; (iii) 23 dwellings permitted.
RH.10	1	gas works site (part)	0.60	O	(i) contaminated land to be removed or treated, where necessary, by agreement with the relevant statutory bodies; (ii) road access only from Churchfield; (iii) 26 dwellings permitted.
RH.14	H	Sun Lane (former grounds of Harpenden Lodge)	4.20	U	(i) conservation area <sup>(3)</sup> ; (ii) 97 dwellings permitted; (iii) proposals must comply with <del>Policy 127</del> .
RH.15	H	86-90 High St.	0.06	E	(i) conservation area <sup>(3)</sup> ; (ii) mixed use scheme including housing proposed; (iii) see Policy 128, site 2A.

Continued on page 28

## POLICY 4 (Cont.) SCHEDULE OF PROPOSED HOUSING SITES

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
RH.16	H	9 & 11 Leyton Rd./Amenbury Lane	0.20	E	(i) conservation area <sup>(3)</sup> ; (ii) mixed use scheme including housing proposed; (iii) <del>see Policy 131, site 5A.</del>
RH.17	H	29 Leyton Road	0.13	E	(i) conservation area <sup>(3)</sup> ; (ii) in industrial use - not currently available for housing.
RH.18	1	57 and 58 Southdown Road	0.16	D	(i) conservation area <sup>(3)</sup> ; (ii) 16 dwellings permitted.
RH.19	1	Rear of 4-6 High Elms	0.68	D	5 dwellings permitted.

## POLICY 5 NEW HOUSING DEVELOPMENT IN SPECIFIED SETTLEMENTS

Within the specified settlements listed in Policy 2, there will be a presumption in favour of housing development on:

- (i) the sites listed in the schedule at the end of this policy and defined on the Proposals Map. Development on these sites should comply with the Planning Guidelines in the schedule;
- (ii) other sites where housing is consistent with the policies of this Plan. Residential development will not be permitted if there is a need to retain land in open use (see Policy 75) or if the land is required for another purpose in accordance with this Plan's policies and proposals<sup>(1)</sup>. Where comprehensive redevelopment is proposed on existing industrial and warehousing sites (except those listed in Policy 20) the Council may require a housing development (see Policy 24).

The Council will normally seek to negotiate an element of affordable housing on sites of over 0.4 hectares and on sites of under this size where

15 or more dwellings are proposed (see Policy 7A).

Residential design and layout - proposals will be assessed against Policy 70. Within existing residential areas, housing densities on development sites will generally be lower than in towns and proposals must be compatible with the maintenance and enhancement of the settlement's character. In particular, backland development will be refused unless applications comply with Policies 69 and 70.

Development on new greenfield sites should respect the density, scale and environmental quality of the character of the settlement to which they are related.

### Footnote

(1) Policy 20 indicates that housing would be acceptable on employment area EMP.19. In addition, a planning brief will consider the possibility of non-employment uses on EMP.4.

## POLICY 5 (Cont.) SCHEDULE OF PROPOSED HOUSING SITES

(1)-(4) : For definitions, see start of Policy 4 Schedule of Housing Sites.

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
<b>1. BRICKET WOOD</b>					
RB.1	3	1 Oakwood Road	0.25	D	(i) scale and layout of housing must reflect adjoining development and proximity to Green Belt; (ii) 14 dwellings permitted.
RB.3	3	105 Old Watford Road	0.14	D	8 flats permitted with underground car parking.
RB.4	3	adj. 59-61 Black Boy Wood	0.13	D	6 elderly persons flats permitted.
<b>2. CHISWELL GREEN</b>					
RC.2	3	rear of 266-316 Watford Road	1.90	U,D,E	50 dwellings permitted.
<b>3. HOW WOOD</b>					
RHW.3	3	land off Whitebeams	0.23	D	(i) District Council owned; (ii) 10 dwellings and a doctor's surgery permitted.
RHW.4	3	Rear of 125-131 and 139-141 Park Street Lane	0.70	O	9 dwellings permitted
<b>4. LONDON COLNEY</b>					
RL.2	L	199-219 High Street and 2-24 Haseldine Road	1.03	E	(i) mixed use scheme including housing proposed; (ii) proposals must comply with <b>Policy 140</b> .
RL.3	L	54 High Street	0.34	E	(i) in industrial use - not currently available for housing; (ii) existing listed building and walled garden to be retained.

Continued on page 30

## POLICY 5 (Cont.) SCHEDULE OF PROPOSED HOUSING SITES

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
RL.5	L	South of Willowside	1.06	E	(i) stream and trees along south and west boundaries of site to be retained, and further landscaping required; (ii) children's play area (0.4 hectares) required in the field to the west of RL.5 ( <i>see Policy 94</i> ); (iii) footpath required linking areas (i) and (ii) above to existing footpath leading to Waterside; (iv) contribution to traffic calming in Barnet Road will be sought; (v) planning brief to be prepared.
RL.6	L	Deep End, Colnbrook and The Columns, Barnet Road	0.44	E	public footpath through site to be retained or diverted.
RL.7	L	Barnet Road/Mount View	0.07	D	8 flats permitted
RL.8	L	Rear of 14-44 Peters Avenue	0.20	O	8 dwellings permitted.
<b>5. PARK STREET</b>					
RP.2	4	Frogmore Garage, Frogmore	0.45	E	(i) landscaping required alongside River Ver; (ii) land south of this site (ie. existing garage car park) to be landscaped.
<b>6. REDBOURN</b>					
RR.1	1	Long Cutt recreation ground	1.41	E	(i) District Council owned - at least 1.17 ha to be used in perpetuity for affordable housing ( <i>see Policy 7A</i> ) with preference to be given to occupation by residents of Redbourn and people who have a close connection with the village; (ii) landscaping required along Green Belt boundary; (iii) existing footpaths to be diverted; (iv) road access from Hilltop and/or Coopers Meadow; (v) southern part of existing recreation ground to be retained as a children's play area (0.4 hectares); (vi) planning brief to be prepared.

## POLICY 5 (Cont.) SCHEDULE OF PROPOSED HOUSING SITES

REF.	P.M. <sup>(1)</sup>	LOCATION	AREA (HA.)	P.P. <sup>(2)</sup>	PLANNING GUIDELINES
RR.2	1	rear of Redfields, Lybury Lane	0.46	E	partly within conservation area <sup>(3)</sup> .
RR.4	1	Ashton House, South Common	0.80	U,E	(i) partly within conservation area <sup>(3)</sup> ; (ii) development to include some affordable housing in accordance with Policy 7A; (iii) road access from Hemel Hempstead Road or possibly via Brooke Bond site ( <i>see Policy 20, EMP.4</i> ); (iv) tree preservation order <sup>(4)</sup> ; (v) 1 dwelling permitted on part of site.
RR.5	1	The Copse, Crown Street	0.45	D	7 dwellings permitted.
RR.6	1	Rear of 46-52 Harpenden Lane	0.20	O	6 dwellings permitted.

### 7. WHEATHAMPSTEAD

RW.2	2	Codicote Road	2.23	D	(i) highway improvements on Codicote Road required; (ii) prior to any development, contaminated land on the combined RW.2 and Policy 20 EMP.6 site to be treated or removed, where necessary, by agreement with the relevant statutory authorities; (iii) National Rivers Authority to be consulted in respect of flood plain; (iv) 75 dwellings permitted, including 15 affordable dwellings in accordance with Policy 7A.
------	---	------------------	------	---	--

## ~~POLICY 6 NEW HOUSING DEVELOPMENT IN GREEN BELT SETTLEMENTS~~

~~Within the Green Belt settlements listed in Policy 2, housing development will not normally be permitted except for dwellings which are required to meet the local needs of agriculture, forestry, leisure and local services which cannot practically be met in a location outside the~~

~~Green Belt. Proposals must not detract from the character or setting of the settlement and should be acceptable in terms of Policies 2 and 70.~~

~~Affordable housing schemes in Green Belt settlements will be assessed against Policy 8.~~

## LOCAL HOUSING NEEDS

3.26 The 1991 Census shows that 76% of the housing stock is owner occupied and 14% Council owned. St. Albans District is a generally affluent area. Nevertheless, the District faces some very real housing problems, as explained in the Council's 1994-95 Housing Strategy Statement and the County Council's 1988 report entitled "Hertfordshire Housing Study, Public Consultation". These problems are summarised below:

- (i) **People without a house of their own.** This group includes people who are forced to share a house with another household. In 1991, over 300 householders (0.7% of the District total) shared accommodation, which means that the proportion of sharing is above the County average. Homelessness is also a serious problem in the District. At any one time there are about 100 families in emergency temporary housing;
- (ii) **People living in unsatisfactory conditions.** In 1991 over 500 households, or 1% of the total, lived in sub-standard homes (ie. dwellings sharing or lacking basic amenities). Some 260 householders lived in overcrowded conditions (ie. more than 1.5 persons per habitable room);
- (iii) **High house prices.** Although the private sector is building many small dwellings, high house prices mean these houses are beyond the reach of many local people. This increases the pressure for rented accommodation at a time when the public and private rented sectors are in decline. Indeed, the need to house the homeless means that those on the waiting list seeking family housing have an almost indefinite wait. The loss of low cost private rented accommodation in houses in multiple occupation (i.e. properties occupied by more than one household) also causes problems;
- (iv) **Special housing needs.** Firstly, the rapid increase in those aged over 75 will mean that more sheltered housing is required. Secondly, closure of existing mental illness and mental handicap hospitals necessitates the provision of housing within the community for people from these hospitals;
- (v) **Rural housing.** Young people are often forced to leave their village because of high house prices and the limited amount of rented accommodation. Elderly people may experience problems because the amount of sheltered housing in rural areas remains limited.

3.27 As a housing authority, the District Council is pursuing a range of measures in response to these problems. For example, consideration is being given to the potential for infilling and redevelopment within existing Council estates. However, the Council itself is unlikely to build many new dwellings as its housing land bank is limited and because Government financial support has been greatly reduced in recent years.

3.28 The problem of statutory homelessness is being responded to through the use of temporary buildings and the establishment of hostels, so as to prevent the use of bed and breakfast accommodation. In addition, encouragement and support is being given to housing associations and the voluntary sector to assist with the housing of the single homeless. The provision of care in the community housing is of great importance, bearing in mind the planned run-down of Hill End, Cell Barnes and Napsbury Hospitals. This issue is considered in paras. 7.2-7.10.

### Policy Intention 1 District Council's Role in Meeting Local Housing Needs

**The Council's future housing role will mainly be as an enabler rather than a provider. In response to the clear need to provide additional general needs housing for rent and affordable housing for sale, the Council will pursue a flexible range of new build options. These options include possible partnerships with housing associations, building societies, developers, self help groups and any other appropriate agency. Joint venture schemes and starter homes schemes aimed at first time buyers will have particular priority. The full range of new ideas and tenures will be considered.**

3.29 As a planning authority, the Council's policy in the original District Plan of encouraging small dwellings has proved very successful (see para. 3.7). Policies 4 and 5 of this Review provide a framework for further small dwellings, subject to the need to protect the character of residential areas and avoid excessive densities. In addition, it is hoped that Policies 7A and 8 will lead to the provision of some affordable small dwellings. Furthermore, ~~Policy 137~~ proposes a mix and balance of house types including some affordable housing on the Hill End/Cell Barnes site. However, an additional policy is needed in order to encourage the provision and retention of low cost rented accommodation in houses in multiple occupation.

3.30 There is always a need for a certain amount of accommodation in houses in multiple occupation. This type of housing helps people at the bottom of the housing market, such as transient single people. There are only about 250 houses in multiple occupation in the District and it is important to retain this small pool of housing as long as properties are well maintained and managed.

## **POLICY 7 HOUSES IN MULTIPLE OCCUPATION**

**Throughout the District, the conversion of existing houses into multiple occupation use will be encouraged as long as proposals are acceptable on environmental, traffic and parking grounds. The conversion of houses in multiple occupation to self contained flats will not normally be permitted unless:**

- (i) existing living conditions are unsatisfactory and cannot easily be improved; or**
- (ii) the existing use causes environmental, traffic or parking problems.**

3.31 The District Council defines affordable housing as:

“Housing for sale, rent or equity sharing provided with an element of subsidy in order that it is accessible to people whose incomes are insufficient to enable them to afford adequate housing locally on the open market.”

Affordable housing may be subsidised in a variety of ways, for example through the provision of land at less than market value or the use of public funds.

## **Policy Intention 1A Supplementary Guidance on Affordable Housing**

**The District Council intends to expand the definition and application of affordable housing in the local context in the form of supplementary guidance.**

3.32 Government guidance on affordable housing is contained in Planning Policy Guidance Note PPG 3 (“Housing”). The PPG states that a community’s need for affordable housing is a material planning consideration which may properly be taken into account in formulating development plan policies and deciding planning applications. Where there is a demonstrable lack of affordable housing to meet local

needs, PPG 3 advises that authorities may indicate an overall target for the provision of such housing throughout the plan area. PPG 3 also states that it may be desirable for new housing development on a substantial scale to cater for a range of housing needs.

3.33 In a speech to the Royal Town Planning Institute/District Planning Officers’ Society conference on social housing on 8th November 1991, former Environment Minister Mr Tim Yeo stated that the reference to substantial housing development does not preclude the location of affordable housing in smaller developments. PPG 3 advises that targets for affordable housing on specified sites may be appropriate, but stresses that the precise scale of affordable housing will vary from site to site and is a matter for negotiations with developers. Therefore, policies should not seek to impose a uniform quota on all developments, regardless of market or site conditions.

3.34 Paragraphs 3.26-3.30 indicate clearly that there is a lack of affordable housing in St. Albans District and that appropriate local plan policies can be justified. The Council has analysed various categories of need and the findings are summarised below:

- (i) an immediate provision of 100 dwellings is required to enable homeless families to be moved out of Council temporary accommodation;
- (ii) the Council’s Housing Waiting List shows a need for an annual provision of at least 175 new dwellings, comprising about 115 units of family accommodation and 60 units for single people and childless couples. A much higher provision would be necessary if substantial progress is to be made in reducing the Waiting List;
- (iii) some Council and Housing Association tenants live in unsuitable accommodation in terms of factors such as overcrowding or under-occupation, families with young children in upper floor flats and medical and social reasons. Over 600 tenants are registered on the Transfer List and 130 of these are in urgent need of rehousing;
- (iv) a preliminary special housing needs assessment has been carried out by Hertfordshire County Council in liaison with the District Council. This has led to a recommendation that some 130 places are provided over a ten year period in St. Albans District for people with learning disability, mental health problems or physical disability;
- (v) other types of need, which cannot at present be quantified are as follows:

- a) people who do not bother to register on the Housing Waiting List because of the poor prospects of being offered housing;
- b) people who are forced to live with relatives or friends because of the lack of affordable housing. Some of these people are on the Housing Waiting List;
- c) people who live in the District, but cannot afford to reside here;
- d) people who have to move away from the District to find housing that they can afford.

3.35 Policy Intention 1 shows that the Council has a flexible approach towards the provision of affordable housing. However, the Council gives priority to maximising the supply of general-purpose affordable housing for rent for people in housing need at the middle and lower end of the income scale. This is necessary if the Council is to ensure that statutory rehousing requirements (concerning homeless families) and special housing needs are met.

3.36 The analysis in paragraph 3.34 leads the Council to set the following target for new build affordable housing in the District:

200 dwellings per annum.

The above target probably represents a considerable under-estimation of the total need for affordable housing. In 1994 the Council will commission consultants to carry out a District Housing Needs Survey, which will provide much better information on the housing needs of those not registered on the Waiting List (see paragraph 3.34(v)). As a result of the survey, the Council's housing strategy and the affordable housing target may have to be amended.

3.37 The dwelling increase estimates following ~~Policy 3~~ indicate that future house building in the District is likely to average 400-500 dwellings per annum. Approximately 40%-50% of all new dwellings would have to be "affordable" if the target in paragraph 3.36 is to be met. New build schemes on sites in District Council or Housing Association ownership are expected to produce about 80 dwellings a year prior to 1996, but output may drop to an annual total of about 30 thereafter. This means that most of the affordable housing will have to be located on sites in other ownership.

3.38 In view of the District's housing needs and the generally small scale of housing sites, it is important that the site size threshold for considering the possibility of affordable housing on non-Council/housing association owned sites is set at a fairly low level. The difficulty of securing a

worthwhile amount of affordable housing is illustrated by the fact that the hospital sites are the only proposed housing sites larger than five hectares. Furthermore, many other sites already benefit from planning permission and therefore cannot be affected by any policy on affordable housing. Consequently, Policy 7A below applies to sites of over 0.4 hectares and sites of under this size where 15 or more dwellings are proposed. The Council will monitor the effect of this threshold on land supply and the contribution to affordable housing numbers. If appropriate, a revised threshold will be proposed when this Plan is altered or reviewed.

3.39 It is difficult to forecast the contribution of sites not in Council/housing association ownership, but in the context of Policy 7A, the output of new affordable housing is likely to be approximately as follows:

	Dwellings per annum		
	DC/HA Sites *	Other Sites	Total
1994-1996	80	20	100
1996-2001	30	80	110

\* = District Council and housing association sites

These calculations include an assumption that a total of 1,100 dwellings will be built on the hospital sites and that 25% will be "affordable", with completions commencing in 1995. Although Hill End/Cell Barnes and Napsbury Hospitals are in the Green Belt, it is appropriate that Policy 7A should apply to these sites. This reflects the above calculations and paragraph 3.38 and the fact that the hospital sites are special cases to be considered under DoE Circular 12/91.

3.40 It can be seen that the supply of new build affordable housing is expected to fall well short of the Council's target. This reinforces the need to secure as much affordable housing as reasonably possible through the operation of Policy 7A. However, the Council recognises that new build schemes on Council/housing association sites or resulting from Policy 7A is not the only way to provide affordable housing. Other action will be taken under the Council's wider housing strategy. In addition, if prices are sufficiently low, open market housing schemes involving conversions (see Policy 11) or higher density new build developments can also play a part.

3.41 Affordable housing, however it is provided, will often be at a higher density than for other forms of housing in order to ensure a scheme's viability. Proposals should still comply with Policy 70, although some flexibility is appropriate in respect of car parking standards (see Policy 40).

## **POLICY 7A AFFORDABLE HOUSING IN TOWNS AND SPECIFIED SETTLEMENTS**

The District Council's target for affordable housing is to secure at least 200 dwellings per annum through new house building and conversions. In the towns and specified settlements as defined in Policy 2, the Council will therefore normally seek to negotiate an element of affordable housing on sites of over 0.4 hectares and on sites of under this size where 15 or more dwellings are proposed. This applies to the sites listed in the schedules in Policies 4 and 5 and also to other sites that may be brought forward for development. The policy also applies to the Hill End/Cell Barnes and Napsbury Hospital sites (see Policies 137 and 139). Planning applications will be assessed against the following criteria:

- (i) on each suitable site, the Council will seek to negotiate a proportion of affordable housing based on site and marketing conditions and local housing need;
- (ii) secure arrangements must be made to ensure that:
  - a) the housing is reserved permanently for people with strong local connections, namely:
    - 1) those who live in the District;
    - 2) those who used to live in the District, but have moved out because of a lack of affordable housing;
    - 3) those who have employment in the District;
  - b) the housing is for sale, rent or equity sharing at a low cost, not only for the initial occupants but also for subsequent occupants<sup>(1)</sup>.

## **POLICY 7A (Cont.)**

Such arrangements will normally involve a housing association or a landlord approved by the Housing Corporation; or covenants between the original landowner and developer; or agreements under Section 106 of the Town and Country Planning Act 1990 and Section 33 of the Local Government (Miscellaneous Provisions) Act 1982; or planning conditions;

- (iii) proposals should normally comply with Policy 4 (sites in towns) or Policy 5 (sites in specified settlements) and with Policy 69. Policy 70 also applies with the exception of parking provision, which will be considered under Policy 40, criterion (v) and the results of Project 5.

In accordance with Government advice, any housing permitted under this policy will count towards the dwelling increase proposed by **Policy 3**.

### *Footnote*

(1) The Council will monitor house prices and rented housing costs on an annual basis (see Policy Intention 35 and para. 21.3). This will be done by reference to regular housing price indices such as those produced by Hertfordshire County Council, Nationwide Anglia Building Society and the Halifax Building Society, and information on rental levels such as the NFHA (National Federation of Housing Associations) CORE data. Subject to the results of this monitoring, the Council will expect the price of affordable housing to be based on the following principles:

- (i) affordable housing for sale or equity sharing should be affordable to people whose incomes are insufficient to enable them to afford adequate housing locally on the open market;
- (ii) affordable housing for rent should be let at a rental level in line with current rents for new housing association lettings in the area.

3.42 Annex A of PPG 3 provides guidance on affordable housing for local needs in rural areas and paragraphs 11-14 of this Annex deal with Green Belt areas. PPG 3 states that the general presumption against inappropriate development in the Green Belt is not altered, but special considerations may arise in some of the more extensive areas of Green Belt away from the urban fringe. In such areas PPG 3 advises

that small-scale low cost housing schemes within existing settlements may, exceptionally, be permitted. The Government sees this as a matter for the judgement of the planning authority, having regard to all material considerations, including the objectives of Green Belt policy and the evidence of local need. Affordable housing schemes will often be at higher densities than other forms of housing (see para. 3.41). The following policy reflects PPG 3 and circumstances within St. Albans District.

## POLICY 8 AFFORDABLE HOUSING IN THE METROPOLITAN GREEN BELT

Planning permission for affordable housing for local needs in the Metropolitan Green Belt will be granted only where the following criteria are complied with:

- (i) evidence must be produced to show that the village or parish concerned has a demonstrable need for low cost housing which cannot be met in a non-Green Belt location;
- (ii) secure arrangements must be made to ensure that:
  - a) the housing is reserved permanently for people with strong local connections, namely:
    - 1) those who live in the parish;
    - 2) those who used to live in the parish, but have moved out because of a lack of affordable housing; or
    - 3) those who have employment in the parish;
  - b) the housing is affordable, not only for the initial occupants but also for subsequent occupants.

Such arrangements will normally involve a housing association or a landlord approved by the Housing Corporation; or covenants between the original landowner and the developer; or agreements under Section 106 of the Town and Country Planning Act 1990 and Section 33 of the Local Government (Miscellaneous Provisions) Act 1982; or planning conditions;

## POLICY 8 (Cont.)

- (iii) sites shall be within the reasonable physical limits of Green Belt settlements (see Policy 2), in locations dominated by buildings rather than open countryside;
- (iv) sites must be small in size and shall not normally exceed 0.4 hectares;
- (v) proposals must not detract from the character and setting of the settlement or harm the ecology, natural beauty and amenity of the countryside. Substantial landscaping will normally be required;
- (vi) proposals should normally comply with Policy 2. Policy 70 also applies, with the exception of parking provision, which will be considered under Policy 40, criterion (v) and the results of Project 5.

The number of dwellings permitted in each parish will be kept under review. In accordance with Government guidance, any housing permitted under this policy will be additional to the dwelling increase proposed by ~~Policy 3~~.

### Footnote

(1) Evidence of need should be assessed through a questionnaire survey providing the following information:

- (i) the age of household/persons in need;
- (ii) the size of household;
- (iii) where accommodation is sought;
- (iv) the type of accommodation required;
- (v) the price of housing that can be afforded (both for rent or purchase);
- (vi) current tenure and location of accommodation;
- (vii) general indication of annual income and capital;
- (viii) size and facilities of current accommodation.

Other indicators such as the Council Housing Waiting List will also be used. Independent assessments of need are preferred, such as the Hertfordshire Community Council's surveys based on advice from the Rural Housing Trust.

## HOUSING CONDITION AND IMPROVEMENT

3.43 In 1993, the District Council carried out a Private Sector Condition Survey which estimated

nearly 4,000 private sector homes to be unfit, according to the criteria in Section 605 of the Housing Act 1985 as amended. The most common causes of unfitness are disrepair 7% (of total private sector housing stock), lack of facilities for food preparation 4% and absence or lack of standard amenities 4%. In addition, there are over 200 houses in multiple occupation. Although Policy 7 generally encourages the retention of such accommodation, living conditions are often stressful because of the sharing of amenities.

3.44 In 1992-93, some 240 grant approvals were made for renovation grants, disabled facilities grants and minor works grants, with a total expenditure during the year in excess of £600,000. As a result of a new system of means testing introduced in 1990, fewer people qualify for grants, but those who qualify receive a higher proportion of grant.

## Policy Intention 2 Substandard Housing

In order to improve substandard dwellings within the District, the Council as Housing Authority will:

- (i) continue to identify and inspect substandard properties on a planned basis and take action under the Housing Act if necessary to secure repairs or improvements;
- (ii) continue to offer financial assistance by way of grant aid to landlords, owner occupiers and tenants to repair or improve their properties;
- (iii) continue to offer grant aid to adapt houses for the disabled in liaison with the County Council Social Services Department;
- (iv) where multiple occupation is causing problems (see Policy 7), try to persuade landlords to improve conditions or convert to self-contained flats with the financial assistance of grant aid;
- (v) where properties are occupied by elderly owner occupiers who by reason of age or lack of finance cannot maintain their property, then assistance will be given to arrange for repair or improvement to either an intermediate or full standard, if possible with the help of grant aid.

## NON-RESIDENTIAL USES WITHIN RESIDENTIAL AREAS

3.45 The District Council places a high priority on safeguarding and maintaining the character and amenity of residential areas. It is recognised, however,

that a number of activities are appropriate within and provide essential services to housing areas and in certain cases they may be permitted.

## POLICY 9 NON - RESIDENTIAL USES WITHIN RESIDENTIAL AREAS

Within areas primarily residential in character, the Council will not normally disturb lawfully existing non-residential uses, provided such activities are environmentally acceptable in terms of their visual impact, noise, smell, safety, health or traffic generation.

Within towns and specified settlements (see Policy 2), small scale new non-residential development and redevelopment or extensions to existing sites will normally be permitted in residential areas, where they will not adversely affect their amenity and character by reason of such factors as noise, smell, safety or excessive traffic (see also Policy 24).

Acceptable uses may include:

- (i) public open space and leisure uses (see Policy 90) which do not generate unacceptable vehicular traffic;
- (ii) local shops and services;
- (iii) schools;
- (iv) community facilities such as libraries and small scale doctors and dentists surgeries serving the health care needs of the neighbourhood and small scale facilities serving the religious needs of the neighbourhood;
- (v) small scale residential accommodation for people in need of care and other uses within use class C2 (residential institutions) - (see Policies 10 and 62).

Within Green Belt settlements (see Policy 2), non-residential uses will not normally be permitted unless they are required to meet the local facilities and service needs of the settlement.

*Footnote*

(1) Doctors and dentists surgeries will be encouraged to:

- a) locate as near as possible to neighbourhood or local shopping centres which possess a dispensing chemist and adequate car parking;
- b) provide a dispensary only where the surgery adjoins or forms part of a neighbourhood or local shopping centre.

## LOSS OF RESIDENTIAL ACCOMMODATION

3.46 In order to reduce pressure for new house building and maintain the number and diversity of housing types, there is a presumption against the loss of existing dwellings. This applies to both conventional dwellings or accommodation that is ancillary to another use.

3.47 Particular importance is attached to the retention of dwellings in town centres especially above shops as recognised by the national "Living above the Shop" campaign. Consequently, the policy aims to prevent the loss of living quarters above shops whether or not they are ancillary to the existing commercial premises.

3.48 The policy also seeks to resist certain proposals for the change of use of part of a dwelling. For example, such proposals will not be acceptable, even though a smaller self-contained dwelling may remain, if the amount of floorspace or accommodation involved could itself form a separate dwelling.

### POLICY 10 LOSS OF RESIDENTIAL ACCOMMODATION

Proposals which would result in a net loss of dwellings through demolition, or the loss of part or all of a dwelling by a change of use will normally be resisted. Exceptions to this policy may be made in the following circumstances:

- (i) where necessary to implement other site specific proposals in this Plan;
- (ii) the loss of an ancillary dwelling may be permitted if it can be demonstrated that a separate entrance cannot be provided;
- (iii) the loss of part of a dwelling or ancillary dwelling by change of use may be permitted if:
  - a) most of the property will remain in residential use and will continue to function as a viable dwelling unit; and
  - b) the proposal does not prevent the possible conversion of the dwelling into two or more self-contained dwellings;

### POLICY 10 (Cont.)

- (iv) medical, educational, religious or other uses serving the local community may be permitted where compatible with the environment of the area and where suitable non-residential properties or sites for new buildings are not available;
- (v) conversion of dwellings to residential hostels and institutions or bed and breakfast/guest house/ hotel accommodation may be permitted subject to Policies 62 and 99;
- (vi) if it is impractical to retain an existing dwelling because satisfactory and viable living conditions cannot be created;
- (vii) where there are overriding planning advantages which justify the loss of the dwelling.

## RESIDENTIAL CONVERSIONS

3.49 There is a continuing need for small dwellings in the District to provide accommodation for small households including single people both young and old. Conversion to smaller units can encourage retention rather than demolition of property. Other advantages are that:

- (i) Green Belt and housing land is conserved;
- (ii) a better mix of dwelling size is achieved by the provision of small units;
- (iii) properties can be used to provide residential accommodation for people in need of care.

### POLICY 11 RESIDENTIAL CONVERSION

A. Within towns and specified settlements (see Policy 2). Proposals for the sub-division of existing dwellings and conversion of non-residential buildings to residential use shall meet the standards expected for new housing (see Policy 70). In particular the following criteria shall be complied with:

## POLICY 11 (Cont.)

- (i) the cumulative effect of conversions must not harm the character and amenity of the surrounding area;
- (ii) satisfactory living conditions shall be created, in particular:
  - a) each dwelling shall be self contained;
  - b) measures shall be taken to minimise noise between adjoining units. Planning permissions may be subject to a condition requiring soundproofing;
  - c) there should normally be access to a private or shared garden (see Policy 70, point ix);
- (iii) car parking provision in accordance with the residential car parking standards in Policies 40 and 43. Particular attention will be given to the loss of garden space and the visual effect of car parking within the site and potential noise disturbance to adjoining properties;
- (iv) extensions proposed as part of a conversion scheme will not normally be permitted unless the proposal accords with Policy 72 (extensions in residential areas).

**B. Within the Metropolitan Green Belt (including Green Belt settlements).** Criteria (i) - (iv) above and the following criteria shall be complied with:

- (i) if an existing dwelling is to be subdivided, any extension proposed will be assessed against Policy 13 (extension or replacement of dwellings in the Green Belt);
- (ii) the conversion of a non-residential building to residential use will not be permitted unless the development can be justified in terms of ~~Policy 77 (re-use of buildings in the Green Belt)~~, Policy 88 (new uses for historic buildings) or Policy 89 (new uses for historic agricultural buildings).

If any planning permission is granted, a condition may be imposed to limit the possibilities for future extensions.

## ACCOMMODATION FOR RELATIVES, DEPENDANTS OR STAFF

3.50 The need may arise where a family wishes to accommodate a relative who is infirm or handicapped. Extensions to dwellings can provide a solution to such situations and give a high degree of self-containment for their occupants.

3.51 Similarly with larger dwellings there may be a desire to provide self-contained accommodation for staff. Although the need which gives rise to such proposals may be pressing, the effects, in terms of the building to be constructed will last for the whole of its life. It would be unreasonable for the Council to insist that a good quality building constructed to meet a short term need, should be demolished when the need no longer exists.

3.52 Proposals will, therefore, be considered on the basis that the building will be permanent. Only exceptionally, when the issues in the case are finely balanced, will any weight be given to the personal needs of the applicant.

3.53 Careful consideration will be given to any proposal for the creation of a separate dwelling which may give rise to unsatisfactory development in terms of access, parking, effect on the established character of an area or the loss of privacy and amenity to adjoining properties.

## POLICY 12 ACCOMMODATION FOR RELATIVES, DEPENDANTS OR STAFF

Within towns and specified settlements (see Policy 2). Planning permission for the provision of accommodation within the curtilage of a dwelling for occupation by aged or infirm relatives or dependants or by staff will normally be permitted provided:

- (i) the accommodation forms an extension to the main dwelling;
- (ii) primary pedestrian access to the extension is through the main dwelling (although an independent garden/secondary access may be permitted);
- (iii) the proposals comply with Policy 72 (extensions in residential areas).

Continued on page 40

## POLICY 12 (Cont.)

Where planning permission is granted and the precise use of the extension is not specified in the permission itself, a planning condition will be imposed to ensure that the extension shall not be occupied as a self-contained dwelling.

A physically separate new dwelling will not normally be permitted unless the Council's general policy for new housing development is complied with (*see Policy 70*).

Within the Green Belt (including Green Belt settlements). Separate dwellings for relatives, dependants or staff will not normally be permitted and extensions to existing dwellings will be considered under Policy 13.

### Special Personal Circumstances.

Throughout the District, in accordance with Government advice, special personal circumstances will not be taken into account unless the issues are finely balanced.

## EXTENSION OR REPLACEMENT OF DWELLINGS IN THE GREEN BELT

3.54 Although Policy 1 seeks to prevent new buildings within the Green Belt, it is recognised that in many instances it would be unreasonable to refuse permission for modest extensions or replacement dwellings. The following policy seeks to prevent what might ultimately amount to a new or altogether different type of building. Public confidence would be undermined if the Green Belt policy were seen to be overcome in this way.

## POLICY 13 EXTENSION OR REPLACEMENT OF DWELLINGS IN THE GREEN BELT

Any extended or replacement dwelling shall be modest in scale and visually well integrated with its rural surroundings and shall not harm the ecology, natural beauty and amenity of the countryside or nearby dwellings.

## POLICY 13 (Cont.)

- (i) Extensions to houses in the Green Belt including garages or outbuildings may be permitted unless the scale or visual impact upon the building as originally constructed (or as existing at 1 July 1948<sup>(1)</sup> if constructed before that date), would create a building of significantly larger or different character;
- (ii) Replacement of existing dwellings in the Green Belt or dwellings which have been demolished or destroyed will normally be permitted provided:
  - a) the new dwelling occupies the site of the original dwelling or is located as close to the original dwelling as possible. A condition will normally be imposed requiring the old dwelling to be demolished and the materials removed from the site. In special circumstances the Council may permit a replacement dwelling in a different position, if this would improve the visual openness of the countryside or achieve some other acknowledged planning objective;
  - b) evidence is given that a demolished or destroyed dwelling was occupied within three years preceding the application;
  - c) the new dwelling is similar in character and size to the existing, demolished or destroyed dwelling, plus any extension that could have been permitted under point (i) of this policy;
  - d) that the proposed dwelling is not a replacement for a temporary dwelling or a dwelling constructed of short-life materials (*see Policy 18*).

Furthermore, despite point (i) above, there will be a presumption against any extensions and incidental buildings being permitted.

### *Footnote*

(1) 1 July 1948 was the date when planning control was introduced by the Town and Country Planning Act 1947.

# AGRICULTURAL WORKERS' ACCOMMODATION AND RESTRICTIVE PLANNING CONDITIONS

3.55 Government guidance on agricultural dwellings is set out in Annex E of Planning Policy Guidance Note PPG 7 (The Countryside and the Rural Economy). Policies 14-16 below are based upon this guidance.

## ~~POLICY 14 AGRICULTURAL WORKERS, PERMANENT NEW DWELLINGS~~

~~Within the Metropolitan Green Belt, the Council will assess applications for agricultural workers' dwellings against the following criteria:~~

- ~~(i) a functional test will be necessary in all cases to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. The Council will consider not only the existing requirements of an enterprise but also its likely future requirements, provided there is clear evidence of a firm intention and ability to develop the farming business concerned;~~
- ~~(ii) a financial test may also be applied in cases where a functional test is not conclusive. The purpose of a financial test is to provide further evidence of the genuineness of stated intentions to engage in farming or the size of dwelling which the unit can sustain. Such tests will be used to determine whether an existing business is financially sound or whether a proposed business has been planned on a sound financial basis;~~
- ~~(iii) a new dwelling will not be permitted if an existing dwelling or building in the neighbourhood could be used instead;~~
- ~~(iv) the size of a new dwelling must not be unnecessarily large in relation to the functional requirement established for the enterprise;~~

## ~~POLICY 14 (Cont.)~~

- ~~(v) any new dwelling should be well related to farm buildings or other dwellings. The siting and appearance should not harm the ecology, natural beauty or amenity of the countryside. Landscaping will normally be required.~~

~~Where planning permission is granted, it will be subject to a condition to secure the continued occupation of the dwelling by a person or persons principally employed in agriculture or, if no longer in full time employment, who were last so employed locally, and the dependants and/or surviving spouse of such a person.~~

~~Furthermore, despite point (i) of Policy 13, there will be a presumption against any extensions and incidental buildings being permitted.~~

## ~~POLICY 15 AGRICULTURAL WORKERS' DWELLINGS, REMOVAL OF AGRICULTURAL OCCUPANCY CONDITIONS~~

~~The Council will not agree to remove an agricultural occupancy condition (as described in the penultimate paragraph of Policy 14) unless:~~

- ~~(i) the original agricultural need for the dwelling will no longer arise; and~~
- ~~(ii) the dwelling has been unsuccessfully offered for sale to meet other agricultural needs, at a price which reflects the restriction imposed by the agricultural occupancy condition.~~

3.56 Temporary accommodation for agricultural workers may be permitted in cases where the evidence supporting the need for a permanent new dwelling is inconclusive. For example, if there is uncertainty over the sustainability of a proposed enterprise and time is needed to clarify the position.

## ~~POLICY 16 AGRICULTURAL WORKERS' TEMPORARY ACCOMMODATION~~

~~The Council will not permit the temporary use of a caravan, mobile home or demountable dwelling in the Metropolitan Green Belt unless:~~

- ~~(i) there is evidence of need in relation to the tests in Policy 14 (criteria (i) and (ii)), but this evidence is not sufficiently conclusive to justify a permanent new dwelling;~~
- ~~(ii) criteria (iii) - (v) in Policy 14 are complied with.~~

~~Where planning permission is granted, it will be subject to the following conditions:~~

- ~~a) to restrict the length of the temporary permission, normally to a period of two or three years;~~
- ~~b) to control occupancy in accordance with the penultimate paragraph in Policy 14.~~

~~Applications to renew a temporary permission will normally be refused. However, the replacement of a temporary dwelling by a permanent new dwelling may be permitted if conclusive justification exists in relation to criteria (i) and (ii) in Policy 14.~~

## ~~POLICY 17 ANCILLARY DWELLINGS IN THE GREEN BELT~~

~~The Council will not grant permission for a dwelling ancillary to an activity acceptable within the Green Belt (see Policy 1) unless very special circumstances can be demonstrated.~~

~~The following criteria will apply:~~

- ~~(i) it must be shown that it is essential for someone to live on the site or nearby and that an existing dwelling or building cannot be used;~~
- ~~(ii) new dwellings shall be modest in size and related to the reasonable needs of the occupier;~~
- ~~(iii) the siting and appearance shall not adversely affect nearby residents or the ecology, natural beauty or amenity of the countryside. Landscaping will normally be required.~~

~~Where permission is granted it will be subject to a condition in order to:~~

- ~~a) secure the continued occupation of the dwelling by a person or persons employed on the site;~~
- ~~b) remove permitted development rights for extensions and incidental buildings.~~

~~Furthermore, despite point (i) of Policy 13, there will be a presumption against any extensions and incidental buildings being permitted.~~

## **ANCILLARY DWELLINGS IN THE GREEN BELT**

3.57 As stated in Policy 1, there is a presumption against inappropriate development within the Metropolitan Green Belt, except for the very special circumstances listed in the policy. From time to time planning applications are submitted for dwellings which do not have an agricultural justification in terms of ~~Policy 14~~, but which are proposed as ancillary to legitimate Green Belt activities such as sport or recreation. In considering such applications the Council will have regard to the following policy:

## **RESIDENTIAL CARAVANS, MOBILE HOMES, AND DWELLINGS CONSTRUCTED OF SHORT-LIFE MATERIALS**

3.58 There is no specific definition of mobile homes in planning terms. The description is normally given to a temporary dwelling which is of a type that can be transported to a site on a vehicle, assembled on site, and later dismantled and removed. Often, the term "mobile home" is given to distinguish this form of temporary dwelling from a caravan, and the distinction

is often made that a mobile home has an inside bathroom and lavatory and is connected to mains water and drainage.

3.59 Within the District there are four Council owned mobile home sites (Drakes Drive and Sutton Road in St. Albans; Meadow Close in Bricket Wood; Peters Avenue in London Colney). There are also privately owned sites in Frogmore and at Bowers Heath. These sites have been established for many years and have been granted permanent planning permission. However, the Council considers that further sites should not normally be permitted. Nevertheless, when exceptional circumstances arise, the Council may permit a caravan or mobile home on a temporary basis.

3.60 There are a few sites with planning permission in the Green Belt which contain dwellings constructed of short-life materials (e.g., chalets). The following policy contains a presumption against the intensification of such uses and their replacement by permanent dwellings, but may permit replacement on a one for one basis.

## **POLICY 18 RESIDENTIAL CARAVANS, MOBILE HOMES AND DWELLINGS CONSTRUCTED OF SHORT-LIFE MATERIALS**

- (i) **Existing locations with permanent planning permission**
  - a) the replacement of an existing caravan, mobile home or short-life dwelling by a new one of similar size and type will normally be permitted;
  - b) the replacement of an existing caravan, mobile home or short-life dwelling by a permanent dwelling will be permitted only in towns and specified settlements (*see Policy 2*), and only if proposals comply with Policy 70;
- (ii) **Further proposals for permanent planning permission** - such proposals will not normally be permitted<sup>(1)</sup>;
- (iii) **Temporary permission** - applications will be assessed against the following guidelines:
  - a) **Overriding need**. Permission will not normally be granted unless there is a need for a caravan or mobile home on a temporary basis;

## **POLICY 18 (Cont.)**

- b) **The temporary period should be finite and there must be little or no likelihood that there will be pressure to renew the permission for a further temporary period. If repeated temporary period permissions are envisaged, then applicants will normally be requested to submit an application for a permanent dwelling;**
- c) **In the Metropolitan Green Belt - siting and appearance of the caravan or mobile home must not harm the ecology, natural beauty or amenity of the countryside;**
- d) **Agricultural workers' accommodation - proposals will be assessed against Policy 16.**

### *Footnote*

(1) *Gypsy caravan sites are considered in paras. 7.25 and 7.26.*



# 4.0 EMPLOYMENT

## INTRODUCTION

4.1 In the 1980s the District's economy first experienced decline and restructuring before expanding, especially in the service sector. The growth in the service sector was accompanied by a considerable amount of office development. There are around 50,000 jobs in the District and 80% of these are in the service sector. There is considerable commuting into and out of the District, with a net outflow of workers mainly commuting to other Hertfordshire towns and London.

4.2 The Regional Health Authority is the largest employer. However, employment at the District's mental hospitals is declining and the number of jobs will be reduced further as Hill End, Cell Barnes and Napsbury Hospitals are run down during the Plan period.

4.3 The early 1990s has seen the District experience a recession, which has led to the loss of jobs and an increase in unemployment and vacant commercial premises. Unemployment has now started to decline, but the Council will continue to take action to achieve economic development in the foreseeable future.

4.4 Employment sites are being lost to other uses. Examples of such losses are the construction of the Sāvacentre hypermarket on the former Metal Closures site at London Colney and the redevelopment for housing of the Fernau Avionics site at Holywell Hill, St. Albans. There is very little land now available for new employment development.

4.5 Despite the recent recession, the local economy remains relatively buoyant due to the high quality business environment and transportation links. As a result of the increase in office floorspace, prestigious companies are locating in St. Albans and creating new employment opportunities. This reflects the City's high quality environment and improved access links provided by the M25 motorway and the Thameslink rail service.

4.6 Limited employment development opportunities still exist and together with the vacant commercial floorspace available, these should be adequate to cater for full employment in the District Plan period to 1996 and the Structure Plan period to 2001. However, St. Albans City Centre is congested and further office development, beyond that allocated, must be limited.

## THE USE CLASSES ORDER

4.7 The revised Town and Country Planning Use Classes Order of 1987 has had a considerable effect on commercial development. The aim of the new order was to reduce the number of classes while retaining effective control of changes of use which need to be subject to planning control. Part B of the Order is split into four main categories set out below:

**Class B1.** Business use for any of the following purposes:

- a) As an office other than a use within class A2 (financial or professional services);
- b) Research and development of products or processes;
- c) Any uses which can be carried out in a residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.

**Class B2.** General Industrial Use, ie. an industrial process other than one falling within classes B1 or B3-7.

**Class B3-B7.** Special Industrial Groups.

**Class B8.** Storage or distribution. Use for storage or as a distribution centre.

4.8 The new business use class, Class B1, has had great impact. It brought many of the uses described in the office and light industrial classes of the 1972 Order together into a single class with other uses which are broadly similar in their environmental impact. This has made it difficult for local planning authorities to resist office development on light industrial sites as primary office use is included in Class B1 and office values are generally higher than those for light industrial premises. The result of this is a reduction in the amount of light industrial floorspace.

4.9 Further flexibility has been introduced by way of the Town and Country Planning General Development Order 1988. Certain changes of use between different types of employment no longer require planning permission:

From (Use Class)	To (Use Class)
B2 (general industrial)	B1 (business)
B8 (storage and distribution)	B1 (business)*
B1 (business)	B8 (storage and distribution)*
B2 (general industrial)	B8 (storage and distribution)*

\* Planning permission is required where the change of use relates to more than 235 sq. metres of floorspace.

## STRUCTURE PLAN POLICY

4.10 The 1986 County Structure Plan Review approved by the Secretary of State for the Environment in 1988 contains an employment strategy of providing sufficient land and floorspace to make a return to full employment possible in the County. Policy 64 of the Plan states that provision for employment uses will be made having regard to the following:

- (i) available labour supply;
- (ii) changing densities;
- (iii) restructuring of the local economy;
- (iv) emerging technological requirements.

4.11 Structure Plan Review Policy 73 states that employment areas may be defined in District Local Plans. In these areas priority will be given to industrial development, but other uses may also be identified. Development and redevelopment of sites already identified in District Local Plans will be encouraged. The policy also accepts that other land and premises may be developed for employment uses where consistent with Structure Plan and environmental factors, or consistent with the national or regional interest. Structure Plan Review Policy 74 proposes that land north east of Hemel Hempstead will be identified for specialised technological development. This development may extend into St. Albans District as stated in District Plan Policy 26.

4.12 The Structure Plan Review does not make an overall allocation of industrial land as, when the Plan was prepared, large areas of industrial land were available for development. However, floorspace guidelines exist in Policy 65 for the scale of business use development (*see paragraph 4.7*). The allocation is split between the Districts with St. Albans' share being 95,000 sq. metres gross for the 1981-96 period.

4.13 The figure of 95,000 sq. metres was originally calculated as the appropriate level for office development. This figure was not increased when the Secretary of State approved the Structure Plan Review in 1988, even though Policy 65 was amended to refer to business use to reflect the revised Use Classes Order. In order that this policy should not prove to be restrictive in a way not intended by the County Council, or the Secretary of State, the County Council has resolved that:

"it is the County Council's intention that, in the implementation and monitoring of the floorspace figures set out in Policy 65, only Class B1 developments within town centres and on new employment sites not identified in District Plans as at 1981, shall be taken into account. It is not the County Council's intention that applications for Class B1 development within an industrial area existing at 1981 or similar location should normally be included."

4.14 The Hertfordshire County Structure Plan Review Alterations 1991, approved by the Secretary of State for the Environment in 1992, contains a similar employment strategy to the 1986 Structure Plan. However Policy 65 now contains a set of criteria rather than the quantitative approach previously offered. The following criteria are to be taken account of:

- (i) the principles set out in Policy 64;
- (ii) the general need to maintain the flexibility provided by the Use Classes Order 1987, unless it can be demonstrated that there is sufficient justification for departing from that principle;
- (iii) guidance by the County Council on the appropriate levels of provision;
- (iv) the characteristics of employment opportunities and the labour market in the area;
- (v) the supply of available floorspace and suitable sites, including the rate of net change in available floorspace, and its occupation, and the extent of permissions and allocations still to be realised;
- (vi) the advantages or otherwise of identifying particular locations for encouraging particular types of development;
- (vii) the effect on the local transport network of additional movement generated by employment developments; and
- (viii) the aim of securing urban regeneration and renewal.

4.15 The guidance referred to in criterion (iii) has subsequently been set out in the Annual Structure Plan Statement 1993 as the County Council's intention number 82a:

"In furtherance of Policies 64 and 65 it is the County Council's intention (number 82a) that the Local Planning Authorities should make provision for an additional 1,750,000 sq. metres gross of floorspace for B1 use over the period 1986-2001, distributed as follows:

.....St. Albans 188,000 sq. metres."

## EMPLOYMENT STRATEGY

4.16 The Council has calculated at October 1993, that B1 floorspace growth for the period 1986-2001 is estimated to be 152,000 sq. metres. While estimated floorspace provision is below the figure set out in the County guidance, the District Council does not consider that it is necessary at present to allocate further business use floorspace in the District. Significant employment development will take place just outside the District at North East Hemel Hempstead and the British Aerospace site at Hatfield and within the District there is a large amount of employment floorspace which is currently vacant.

4.17 General industrial floorspace has declined and it is estimated to decrease by around 85,900 sq. metres during 1986-2001. This reflects the restructuring that is taking place in the local economy. A considerable amount of floorspace has been replaced by development offering alternative opportunities for employment. Warehousing floorspace is likely to increase by around 35,000 sq. metres and this reflects the District's location and its strategic highways links. The County Council has indicated that provision for employment in the District is sufficient to meet the principles and criteria set out in Structure Plan Review Alterations 1991, Policies 64 and 65.

4.18 The increase in business use floorspace in St. Albans City Centre has had many benefits including the re-use of derelict sites such as the former Gas Works and the provision of additional employment. This has led to a switch from manufacturing to service jobs and an increase in overall employment. However if excessive employment growth is allowed to happen, the City Centre and District as a whole will experience a range of problems. In particular, this could put pressure on the Council to permit new housing in the Green Belt, a situation that the Council is seeking to avoid.

4.19 Further employment growth in the City Centre and Harpenden Town Centre will result in an even larger amount of traffic. Congestion is already severe and may remain unrelieved until well beyond the current Plan period (*see paras. 5.13-5.24*). In the City

Centre, development likely to add to the traffic problems will be assessed against ~~Policy 30~~.

4.20 Despite these concerns, employment is not likely to increase significantly in the near future as the local economy continues to go through a period of restructuring. The pressures of the late 1980s have declined, nevertheless it is important that the employment situation is closely monitored.

4.21 It is clear that local firms have an important role in the local economy and have the capacity to generate more jobs. The special needs of these firms will be taken into account when dealing with proposals for their expansion. Policies 20, 23 and 24 should provide considerable scope to accommodate such needs.

4.22 The District Council is concerned about the reduction in the amount of industrial floorspace. But, given the implications of the Use Classes Order and the likely level of employment growth, the Council feels that release of Green Belt land for industrial use is not justified.

4.23 In the light of the above analysis, it is now possible to set out the Council's overall employment strategy:

### **POLICY 19 OVERALL EMPLOYMENT STRATEGY**

**The Council's overall strategy towards employment is based on the following points:**

- (i) **Level of employment**  
To provide sufficient land and floorspace to cater for full employment and provide for different kinds of employment use, whilst avoiding excessive employment growth that would lead to substantial additional commuting into the District;
- (ii) **Employment Areas**  
To encourage a range of employment uses in the areas defined in Policy 20 and shown on Figure 5;
- (iii) **Business use in St. Albans City Centre and Harpenden Town Centre**  
To restrict business use development to sites consistent with Policy 23;
- (iv) **Expansion of Local Firms**  
Account will be taken of the needs of local firms, though proposals should be consistent with other policies in the Plan.

# EMPLOYMENT AREAS

4.24 Apart from St. Albans City Centre and Harpenden Town Centre, the areas listed in Policy 20 and shown on Figure 5 are the District's main employment areas. It is important that they are retained in employment use. Some areas can accommodate a range of employment types, whilst other areas must be subject to greater restrictions for environmental or traffic reasons. Storage and distribution uses are considered further in ~~Policy 21~~, and small businesses in ~~Policy 22~~.

4.25 In the main, the Employment Areas are the existing industrial areas. However, there is major development potential within some sites, as shown by the schedule at the end of Policy 20.

4.26 The District Local Plan Inspector recommended that the Council should review the employment sites in Policies 20 and 23 to ascertain those, if any, which would be better allocated for a use more appropriate to local circumstances. The reason for this is that the Inspector felt that there was over-provision of employment floorspace. However, since the Inspector made his recommendation the situation has altered and there is no longer likely to be any serious over-provision.

4.27 Employment land has been lost due to a number of factors. First, approval of alternative uses on certain Policy 20 and 23 sites has taken place and, furthermore, housing is the preferred use on some other sites, as set out in planning guidelines within these policies. In addition, proposals for planning briefs on the Brooke Bond (Redbourn) and Marconi Longacres (St. Albans) sites will consider the possibility of non-employment uses. The Council has also accepted the Inspector's recommendation that housing should be permitted on part of the Station Road/Codicote Road, Wheathampstead site.



Alban Park, St. Albans - business use

## POLICY 20 DEVELOPMENT IN EMPLOYMENT AREAS

Within the employment areas and employment development sites listed in the schedules below and shown on the Proposals Map, the Council will assess applications on the following basis:

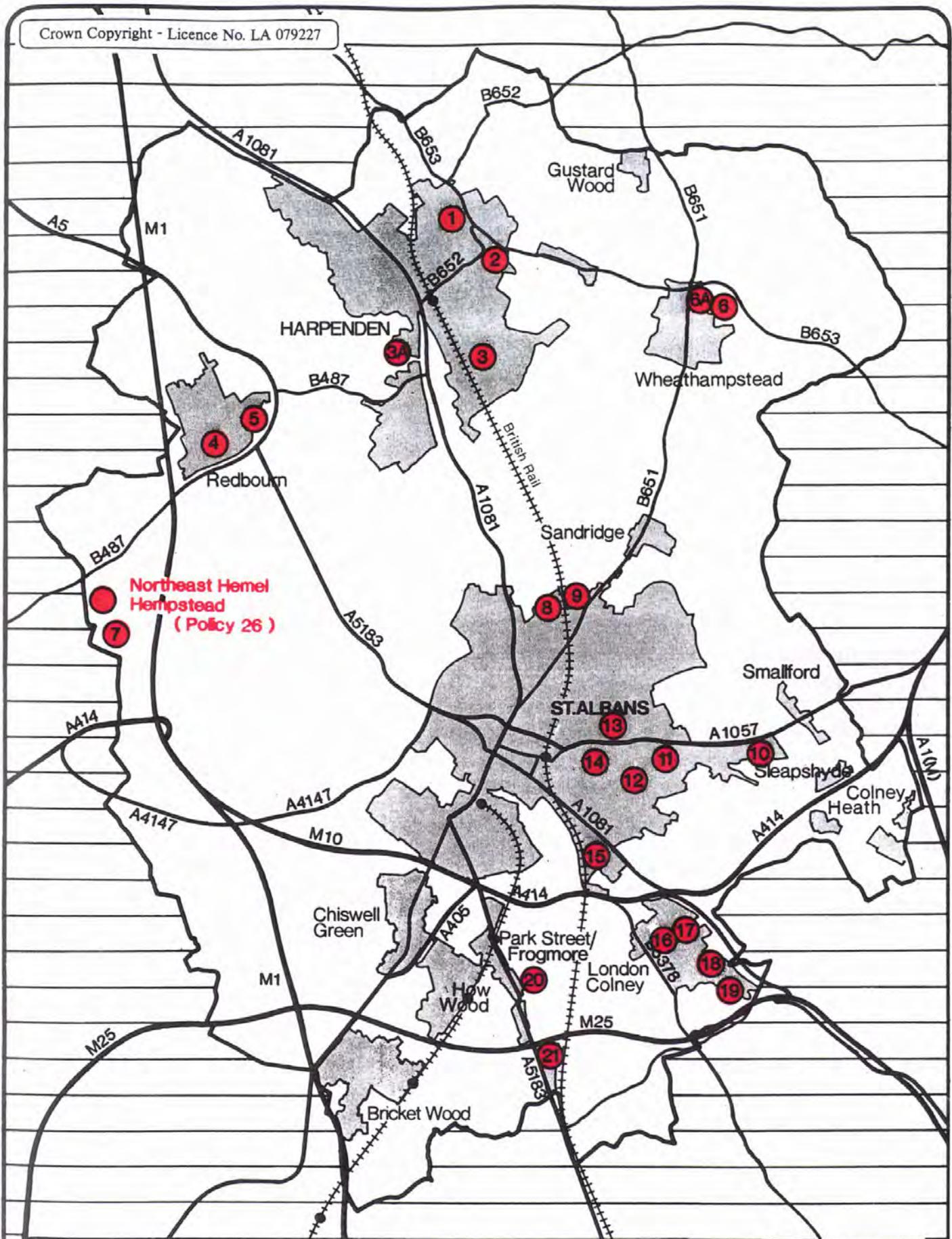
### USE CLASS

<b>B1 (business use)</b>	:	<b>normally acceptable, except on site EMP.7</b>
<b>B2 (general industry)</b>	:	<b>normally permitted only in environmentally acceptable locations within areas shown for B2.</b>
<b>B3-7 (special industry)</b>	:	<b>as B2; must also comply with health and safety requirements.</b>
<b>B8 (storage and distribution)</b>	:	<b>normally permitted only within areas shown for B8.</b>
<b>Similar employment uses not in "use classes order" e.g. garages and builders yards</b>	:	<b>normally permitted if environmentally acceptable.</b>
<b>Other uses such as housing, leisure and shopping</b>	:	<b>not acceptable.</b>

Applications must also comply with the following policies:

<b>Policy 34</b>	:	<b>Highway considerations in development control;</b>
<b>Policies 44 and 45</b>	:	<b>Car parking standards;</b>
<b>Policy 74</b>	:	<b>Landscaping;</b>
<b><del>Policy 82</del></b>	:	<b><del>Noise generating uses.</del></b>

Continued on page 50



# EMPLOYMENT AREAS

Figure  
**5**

## POLICY 20 (Cont.)

In addition to the employment areas listed below, land is reserved for long term employment development at North East Hemel Hempstead (*see Policy 26*) and some employment development would be acceptable as part of a mixed use scheme at Napsbury Hospital, London Colney (*Policy 139*).

### EMPLOYMENT AREAS

P.M. <sup>(1)</sup>	SITE REF.	LOCATION	NORMALLY ACCEPTABLE USE
<b>HARPENDEN</b>			
1	EMP.1	Coldharbour Lane	B1
1	EMP.2	Batford Mill Industrial Estate	B1
1	EMP.3	Southdown Industrial Estate and former Gas Works (part), Southdown Road	B1
1	EMP.3A	Rothamsted Experimental Station <sup>(2)</sup>	B1
<b>REDBOURN</b>			
1	EMP.4	The Mill, East Common (Brooke Bond Oxo Ltd)	B1
1	EMP.5	Redbourn Industrial Park	B1
<b>WHEATHAMPSTEAD</b>			
2	EMP.6	Codicote Road	B1, B2
2	EMP.6A	Station Road	B1
<b>HEMEL HEMPSTEAD</b>			
3	EMP.7	North of Buncefield	B8 ( <i>See Policy 33</i> )
<b>ST. ALBANS (INC. SANDRIDGE)</b>			
4	EMP.8	Porters Wood/Soothouse Spring	B1,B2
4	EMP.9	Council depot and adjoining land, St. Albans Road, Sandridge	B1,B2
4	EMP.10	Alban Park/Acrewood Way/Lyon Way, Hatfield Road	B1,B2,B8
F	EMP.11	Longacres, Hatfield Road	B1
F	EMP.12	Brick Knoll Park, Ashley Road	B1,B2,B8
F	EMP.13	Executive Park and adjoining land, Hatfield Road	B1
F	EMP.14	Camp Road/Campfield Road	B1
4	EMP.15	North Orbital Trading Estate, Napsbury Lane	B1,B2,B8
<b>LONDON COLNEY</b>			
L	EMP.16	Wellington Road	B1
L	EMP.17	The Hertfordshire Business Centre, Alexander Road	B1
L	EMP.18	Riverside Estate	B1,B2,B8
L	EMP.19	Former Halsey's Sawmill, Barnet Road	B1
<b>FROGMORE</b>			
4	EMP.20	Watling Street	B1,B2,B8
<b>COLNEY STREET</b>			
4	EMP.21	Colney Street Industrial/Warehousing Estate <sup>(3)</sup>	B1,B2

## POLICY 20 (Cont.)

### SCHEDULE OF EMPLOYMENT DEVELOPMENT SITES IN EMPLOYMENT AREAS

P.M. <sup>(1)</sup>	SITE REF.	LOCATION	AREA (HA.)	PLANNING GUIDELINES
1	EMP.3 (part)	Former Gas Works, Southdown Road, Harpenden	0.2	Outline permission for B1
1	EMP.3A (part)	Southern part of Rothamsted Experimental Station, Harpenden	0.3	(i) landscaping required along southern edge of this area; (ii) refectory building permitted.
1	EMP.4	The Mill, East Common (former Brooke Bond Oxo site), Redbourn	4.2	(i) planing brief to be prepared, which will include consideration of access arrangements and the possibility of non-employment uses; (ii) the Mill House is listed and should be retained ( <i>see Policy 86</i> ).
2	EMP.6	Codicote Road, Wheathampstead	2.0	(i) planning permission granted for B1. Inclusion of some small industrial units preferred; (ii) landscaping required along the eastern and southern edges of the Green Belt boundary and adjoining housing site RW.2; (iii) highway improvements on Codicote Road required; (iv) prior to any development, contaminated land on the combined RW.2 and EMP.6 site to be treated or removed, where necessary, by agreement with the relevant statutory authorities.
3	EMP.7	North of Buncefield, Hemel Hempstead	9.1	(i) B8 development only (Health and Safety reasons - proximity to oil storage depot) ( <i>see Policy 84B</i> ); (ii) part of Hemel Hempstead N.E. Relief Road must be provided ( <i>see Policy 33</i> ); (iii) improved landscaping required along Green Belt boundary.
4	EMP.9 (part)	adjacent to Council Depot, St. Albans Road, Sandridge	0.2	permission for B1 or B2

Continued on page 52

## POLICY 20 (Cont.)

P.M. <sup>(1)</sup>	SITE REF.	LOCATION	AREA (HA.)	PLANNING GUIDELINES
F	EMP.11	former Hill End sidings, Hill End Lane and Marconi, Longacres site, St. Albans	5.4	(i) most of the site is occupied by Marconi; southern part used for temporary housing. Not currently available for redevelopment; (ii) redevelopment for B1 use or a B1/housing mix would be acceptable. If any housing is proposed, the Council will prepare a planning brief which will include guidance on the land use split and road access; (iii) trees in south-west of site to be retained; (iv) Alban Way footpath/cycleway to be retained along former railway line or re-routed alongside Hill End Lane.
F	EMP.14 (part)	former Rubber Co. site (part), Camp Road	1.2	(i) outline permission for B1 (9,300 sq.m); (ii) environmental enhancement required on Camp Road ( <i>see Project 21</i> ); (iii) housing development preferred rather than B1.
L	EMP.18 (extension)	North of Riverside Estate, London Colney		Area to be determined ( <i>see Policies 142A and 142B</i> ).
L	EMP.19	former Halsey's Sawmill, Barnet Road, London Colney	1.3	(i) permission for B1 (5,700 sq.m); (ii) landscaping screen required adjacent to Mount View housing; (iii) housing development preferred rather than B1.
4	EMP.20 (part)	Kwik Save, Watling Street, Frogmore	3.5	(i) Policy 34 will apply to development proposals; (ii) substantial landscaped belt required on land between the edge of EMP.20 and the Green Belt.
4	EMP.21 (part)	n.w. part of Colney Street industrial/warehousing estate <sup>(3)</sup>	2.0	(i) B1 or B2 acceptable; (ii) buildings to be set well back from M25; (iii) landscaping required adjacent to M25.

### Footnotes

(1) P.M. = Proposals Map Sheet, *see Preface* (figure 1).

(2) Employment Area EMP.3A (Rothamsted Experimental Station, Harpenden). It should be noted that:

- (i) retention of locally listed buildings fronting West Common is desirable (*see Policy 87*);
- (ii) the District Council will examine the long term needs of the Station and, if necessary, will up-date the informal development plan for the site and consider a possible Green Belt boundary adjustment in the next Local Plan.

(3) Employment Area EMP.21 (Colney Street industrial/warehousing estate). B8 development will normally be permitted only in respect of extensions to existing premises and redevelopments that do not proposed a net increase in B8 floorspace.

## STORAGE AND DISTRIBUTION

4.28 The District is well located in relation to the strategic road network. Both the M1 and M25 motorways pass through the District and the A1(M) passes just to the east. This makes the area an attractive location for storage and distribution facilities within use Class B8. Whilst these uses are important for the local economy, they are not necessarily desirable forms of development because large areas of employment land are used and generally few people employed. Storage and distribution also generates heavy goods traffic which is undesirable on many roads in the District. Therefore, such development should be restricted and must be carefully located to prevent environmental problems.

### ~~POLICY 21 STORAGE AND DISTRIBUTION~~

~~The District Council will normally permit storage and distribution development, involving new development, redevelopment, extensions or changes of use only in those employment areas listed in Policy 20 as being suitable for B8 development.~~

~~Applications must comply with the following policies:~~

<del>Policy 34:</del>	<del>Highways considerations in development control</del>
<del>Policies 44 and 45:</del>	<del>Car parking standards</del>
<del>Policy 74:</del>	<del>Landscaping</del>
<del>Policy 82:</del>	<del>Noise generating uses</del>

## SMALL BUSINESSES

4.29 The Council has a high commitment to providing facilities for small firms. Some schemes have already been in place for some time; examples are STANTA (St. Albans enterprise agency) at Porters Wood and the Hertfordshire Business Centre at the former London Colney Secondary School. However, there is a continuing high demand for further provision. In particular, there is a need for very small "nursery" industrial units of less than 100 square metres. The District Council will therefore encourage further schemes for small firms on the employment areas. There may also be some scope for firms on sites consistent with Policies 23 and 24 and in redundant agricultural buildings (*see para. 4.33*).

### ~~POLICY 22 SMALL BUSINESSES~~

~~The District Council will encourage the provision of facilities for small firms on the employment areas listed in Policy 20. Small firms will also be encouraged, where environmentally acceptable, on other sites that comply with Policies 23, 24, 77 or 89.~~

## BUSINESS USE DEVELOPMENT

4.30 As already explained:

- (i) the District, particularly St. Albans City Centre, has proved to be an attractive location for B1 development;
- (ii) total B1 development has exceeded the level proposed in Policy 65 of the 1986 Structure Plan Review. Floorspace counting against the Structure Plan Alterations 1991 is considered to be adequate to meet the criteria and guidance set out in the Alterations;
- (iii) the 1987 Use Classes Order has led to B1 development (mainly offices) in industrial areas;
- (iv) while unemployment is currently a concern in the District, there is a danger of excessive employment growth arising from unrestrained office development. This could lead to increased congestion, labour shortages and pressure for future house building;



Victoria Square, St. Albans - New Offices

- (v) traffic problems are particularly severe in St. Albans City Centre (~~see Policy 30~~).

4.31 Policy 23 therefore limits most new B1 development to specific sites in St. Albans City Centre and Harpenden Town Centre (where B1 would best secure urban regeneration and renewal) and to the allocated employment areas. It is also necessary to protect the environmentally sensitive conservation areas of St. Albans and Harpenden.

## POLICY 23: BUSINESS USE DEVELOPMENT

Planning permission for business use development, including extensions and changes of use, will not normally be permitted unless it accords with one of the following points (i) - (vi) below) and with the business use car parking standards (*see Policy 44*). However, when considering proposals, the Council will also take account of the criteria set out in Policy 65 of the County Structure Plan Alterations 1991 (*see para. 4.14*).

### (i) St. Albans City Centre: New Business Use Floorspace

New business use floorspace outside the Policy Areas (*see Figure 15 and Policies 115-123*) will not normally be permitted. Within the Policy Areas, new business use floorspace will not normally be permitted except on:

- a) sites listed at the end of this policy and shown on the Inset Map; or
- b) other suitable sites in the following Policy Areas where the Council is seeking to concentrate business use development:

Policy Area 5 : Central Office Core  
(*see Policy 119*)

Policy Area 8 : City Station/former London Road Station (*see Policy 122*)

Policy Area 9 : Former Gas Works site and adjoining land (*see Policy 123*)

Proposals must be acceptable in terms of ~~Policy 30~~;

### (ii) Harpenden Town Centre: New Business Use Floorspace

Development will not normally be permitted except on the sites listed at the end of this policy and shown on the Inset Map;

## POLICY 23 (Cont.)

### (iii) Upper floors of premises in Retail Frontages

Change of use to business use development in the upper floors of premises in the retail frontages will normally be permitted unless the proposal is contrary to Policy 10 (loss of existing dwellings). However, business use development will not normally be permitted at ground floor level in these frontages;

### (iv) Employment Areas

Business Use floorspace will normally be permitted in the employment areas listed in Policy 20 except for area EMP.7;

### (v) Marconi and Timber Yard Site, Hatfield Road, St. Albans; and High Street/Haseldine Road, London Colney

Business use development would be acceptable on the Hatfield Road site (~~see Policy 138~~), whilst a mixed use redevelopment including business use is proposed at High Street/Haseldine Road (~~Policy 140~~);

### (vi) Existing business use premises on unallocated sites

Extensions or redevelopment on existing employment sites not covered by (i)-(v) above will be assessed against Policy 24.

## OTHER PROPOSALS

Business use proposals not in accordance with any of the above points will normally be resisted unless:

- a) the location is inappropriate for alternative uses by reason of local environmental conditions or site constraints; or
- b) business use development would secure a specific planning objective of overriding importance (such as the conservation of a listed building) which could not be achieved from another use.

## POLICY 23 (Cont.)

### SCHEDULE OF POTENTIAL BUSINESS USE SITES

#### 1. ST. ALBANS CITY CENTRE INSET MAP AREA

REF.	LOCATION	AREA (HA.)	SPECIFIC GUIDANCE	PLANNING POSITION <sup>(1)</sup>
B1.1	10-28 Catherine Street	0.12	<del>Policy 115 (site 1B) upper floor(s) only</del>	E
B1.2	Garage courts, Adelaide Street	0.06	<del>Policy 115 (site 1C)</del>	E
B1.3	former library, 11 Victoria Street	0.03	Policy 116 (site 2C)	D
B1.4	15 Victoria Street	0.04	Policy 116 (site 2D) upper floor(s) only	E
B1.5	1B-3B London Road	0.10	<del>Policy 118 (site 4A) upper floor(s) only</del>	E
B1.6	Coupers Garage, 21-23 London Road	0.13	<del>Policy 118 (site 4B) part of site only</del>	D
B1.7	former Godfrey Davis showroom and adjoining land, London Road/ Marlborough Road	0.54	<del>Policy 118 (site 4C) part of site only</del>	D
B1.8	rear of 1A Holywell Hill	0.11	<del>Policy 118 (site 4D)</del>	D
B1.9	64-66 London Road	0.06	<del>Policy 118 (site 4E)</del>	E
B1.10	8/8a Bricket Road	0.18	Policy 119 (site 5A) part of site only	E
B1.11	60-72 Victoria Street	0.22	Policy 119 (site 5B)	D
B1.13	Marlborough Road Trading Estate, rear of 23-47 Lattimore Road	0.45	Policy 119 (site 5D)	D
B1.14	Post Office premises, Beaconsfield Road	0.20	<del>Policy 120 (site 6C)</del>	E
B1.15	100 & 118 London Road	0.07	Policy 121 (site 7A) part of site only	E

Continued on page 56

## POLICY 23 (Cont.)

REF.	LOCATION	AREA (HA.)	SPECIFIC GUIDANCE	PLANNING POSITION <sup>(1)</sup>
B1.16	Odeon Cinema, 166 London Road	0.12	Policy 121 (site 7B)	E
B1.17	British Rail car park, Ridgmont Road	0.33	Policy 122 (site 8A)	E
B1.18	British Rail car park, south of Victoria Street/Shirley Road	1.90	Policy 122 (site 8B) part of site only	E
B1.19	former London Road Station, London Road	1.09	Policy 122 (site 8C)	E
B1.20	222 London Road (former British Shipbuilders)	0.98	Policy 122 (site 8D)	E
B1.21	Mercer's site and adjoining land, Eywood Road	1.53	Policy 123 (site 9B)	O
B1.22	Gas Works (part), Griffiths Way	1.69	Policy 123 (site 9D)	O
B1.24	former Bus Depot, St. Peters Street/Grange Street	0.76	(i) permission for B1 (5,600 sq.m); (ii) housing development preferred rather than B1 use; (iii) important trees to be retained.	D
B1.25	Drovers Way (rear of 61-67 St. Peters Street)	0.04	Policy 116 (site 2F)	D
B1.26	Land off Victoria Street/Shirley Road	0.42	Policy 122 (site 8F)	D

### 2. HARPENDEN TOWN CENTRE INSET MAP AREA

B1.1	63 High Street and land to rear	0.3	Policy 128 (site 2B)	D
B1.2	8 Vaughan Road	0.03	<del>Policy 130 (site 4C)</del> part of site only	D
B1.3	Station House, Station Road	0.08	<del>Policy 130 (site 4D)</del>	D
B1.4	2 High Street	0.04	<del>Policy 130 (site 4F)</del> part of site only	D

## POLICY 23 (Cont.)

REF.	LOCATION	AREA (HA.)	SPECIFIC GUIDANCE	PLANNING POSITION <sup>(1)</sup>
B1.5	9 & 11 Leyton Road and land fronting Amenbury Lane	0.20	<del>Policy 131 (site 5A)</del> <del>part of site only</del>	E
B1.6	7 Southdown Road	0.16	<del>Policy 131 (site 5E)</del> <del>part of site only</del>	E

*Footnote*

- (1) D = Detailed planning permission, construction not started.  
 O = Outline planning permission.  
 E = Estimated sites. i.e. sites without planning permission.

## EXISTING UNALLOCATED EMPLOYMENT SITES

4.32 Both within the District's settlements and the Green Belt, various employment uses are taking place on sites not designated for employment use by Policies 20 or 23. Most of these sites do not cause serious environmental problems. The District Council will not seek to remove lawfully existing uses provided their activities are environmentally acceptable in terms of visual impact, noise, smell, safety, health or traffic generation. However, many of these sites have poor access or are located in environmentally sensitive areas where major extensions or redevelopment would not be appropriate. For environmental reasons, most of these sites will not be suitable for development within Use Classes B2-B8 (see para. 4.7).

### POLICY 24 UNALLOCATED EMPLOYMENT SITES

On existing employment sites not covered by Policies 20 or 23, employment development will normally be restricted to Use Class B1 (business use). Subject to this:

**A. Within Towns and Specified Settlements**  
(see Policy 2)

- (i) extensions and comprehensive redevelopment of sites for B1 purposes may be permitted if proposals are acceptable in relation to:

### POLICY 24 (Cont.)

- a) the context of the area (see Policy 69 (i)), especially in conservation areas (Policy 85 (i));
  - b) highways considerations (see Policy 34, especially points (i) and (ii)); and
  - c) surrounding land uses.
- (ii) in certain locations (for example a side-road location in a predominantly residential area), such development will not be permitted and the Council will favour housing if comprehensive redevelopment is proposed. In particular, B1 development will not be permitted on sites allocated for housing in Policies 4 or 5.

**B. Within the Green Belt**

- (i) existing uses will not normally be permitted to expand;
- (ii) redevelopment of existing established sites will be permitted if clear environmental benefits would result. Improved landscaping should normally be provided and there will be a presumption against any increase in floorspace. The future use should reflect the location of each particular site and employment use may not be acceptable on certain sites.

## RURAL EMPLOYMENT

4.33 The Department of the Environment's Planning Policy Guidance Notes PPG 2 (Green Belts) and PPG 7 (The Countryside and the Rural Economy) encourage diversification of the rural economy. Such diversification includes the re-use of rural buildings that have become surplus to requirements. Applications for the change of use of these buildings will be assessed against Policies 77 and 89.

## GOVERNMENT AND PRIVATE RESEARCH AND DEVELOPMENT

4.34 Development by a Government Department does not require planning permission, but Government Departments are obliged by Circular 18/84 'Crown Land and Crown Development' to consult local planning authorities on development which would otherwise require planning permission. The developing department must take account of any objections to its proposals. The principal Government research and development activities are based at the Building Research Station, Garston and at Woodcock Hill, Sandridge. A smaller site at Hatching Green, Harpenden, is occupied by the Ministry of Agriculture, Fisheries and Food Plant Pathology Laboratory. All these sites are in the Green Belt, so major development is unacceptable.

### Policy Intention 3 Government Establishments

Whilst recognising that Government departments can grant their own proposals deemed planning permission, the District Council will seek to ensure that:

- (i) **proposals for new developments at the locations listed below are of a limited nature and contained within the site boundaries shown on Figure 6:**
  - a) **Building Research Station, Garston;**
  - b) **Government establishment, Woodcock Hill, Sandridge;**

## Policy Intention 3 (Cont.)

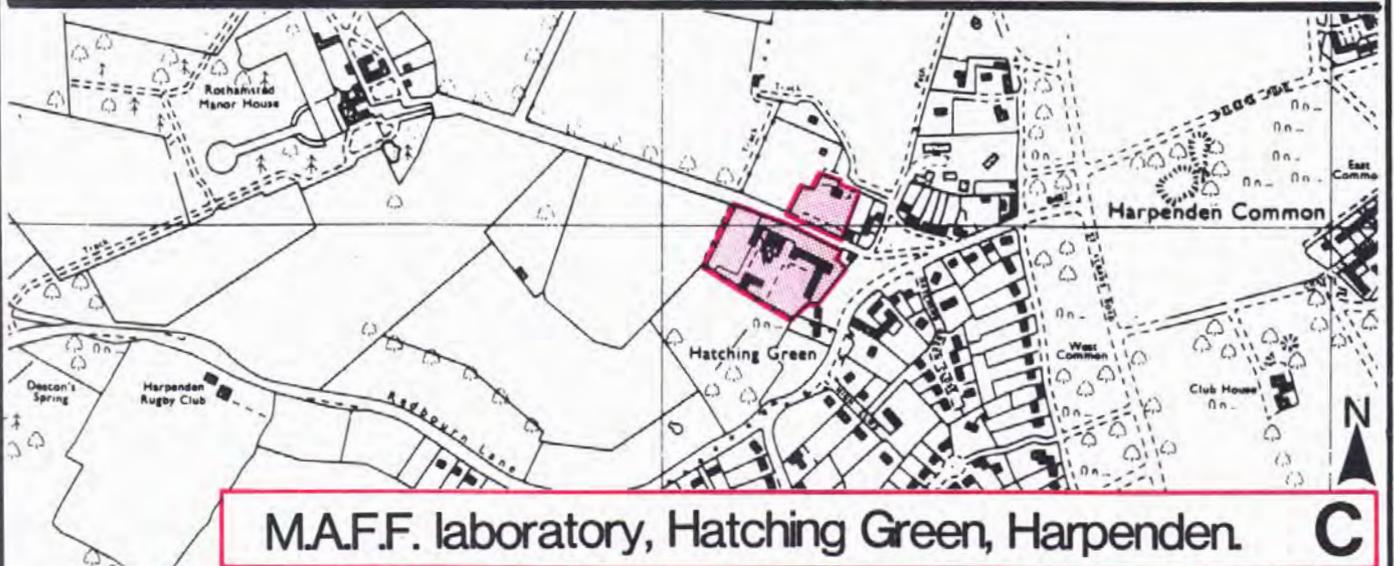
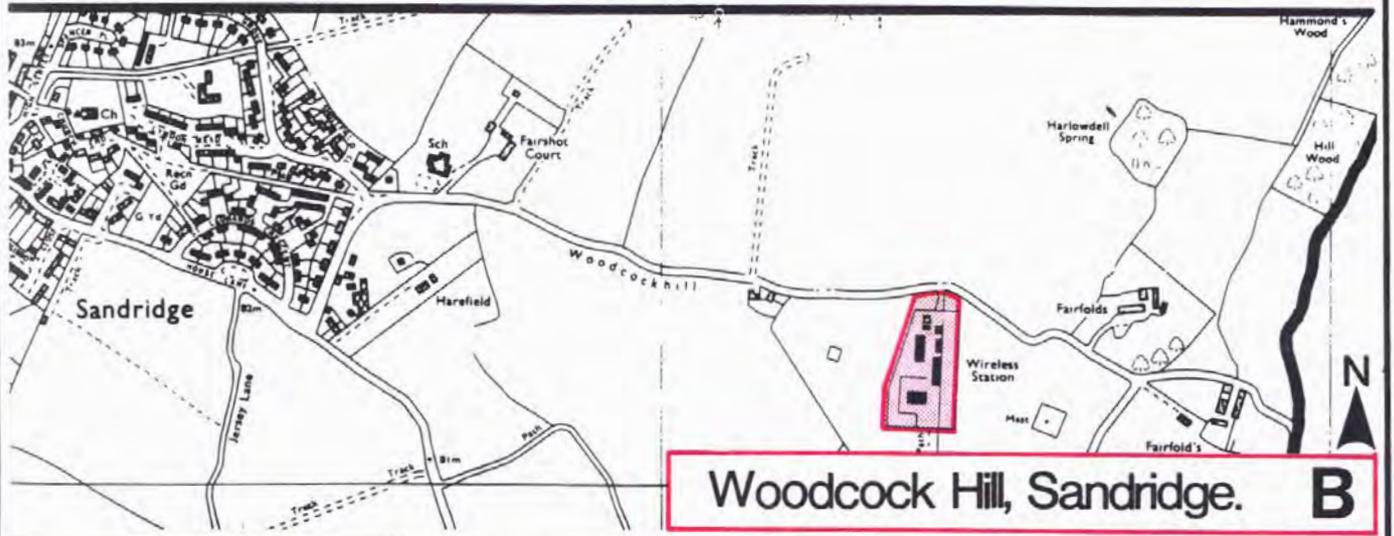
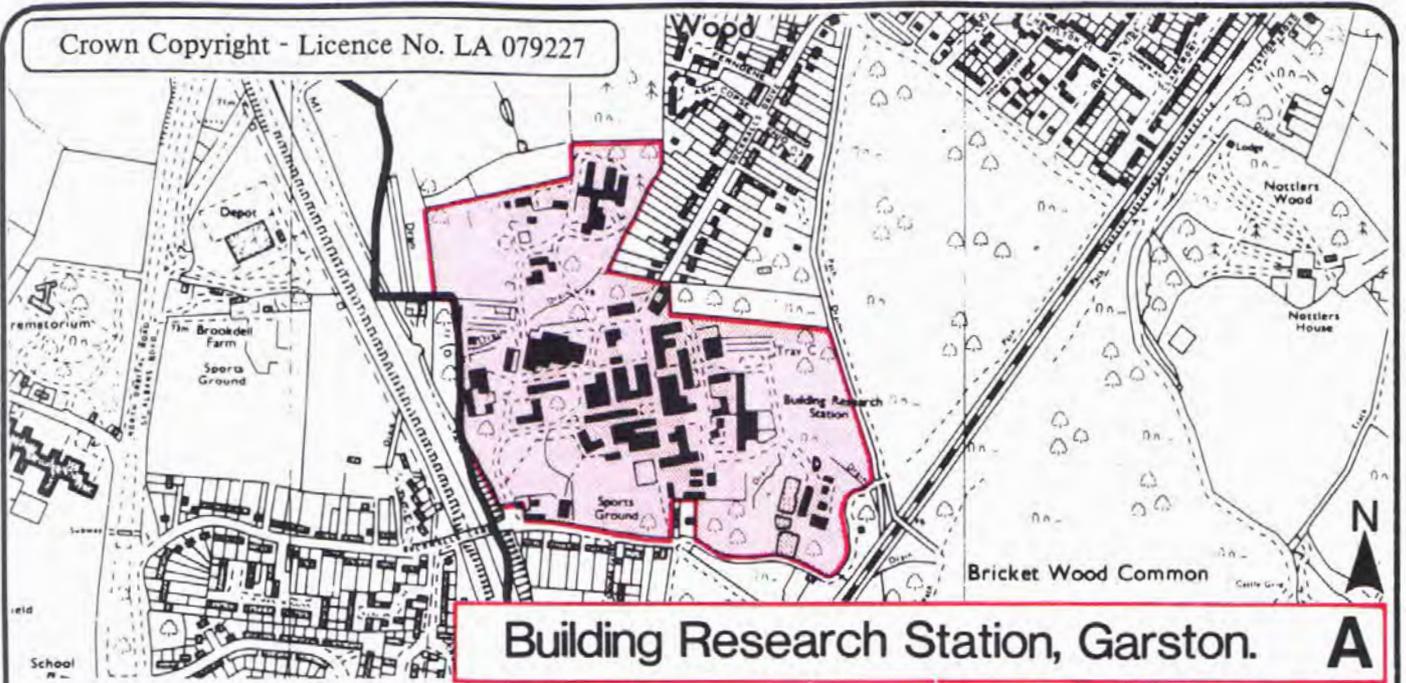
- c) **Ministry of Agriculture, Fisheries and Food Plant Pathology Laboratory, Hatching Green, Harpenden;**
- (ii) **the development would not be detrimental to the amenity of the surrounding environment in terms of visual impact;**
- (iii) **car parking is provided in accordance with the standards for business use in Policy 44.**

4.35 The London School of Hygiene and Tropical Medicine provides advanced training research and advice, and is located at Winches Farm Field Station off Hatfield Road, St. Albans. This site is allocated for housing in Policy 4 (Site RS.49). Rothamsted Agricultural Experimental Station to the west of Harpenden is a private research station and apart from the laboratories, is within the Metropolitan Green Belt. Further built development at Rothamsted may be permitted in the laboratories area, shown as Employment Area EMP. 3A in Policy 20.

## LAND FOR EMPLOYMENT DEVELOPMENT AT NORTH EAST HEMEL HEMPSTEAD

4.36 Policy 74 of the Hertfordshire Structure Plan Review Alterations 1991, states that land north east of Hemel Hempstead will be identified in District Local Plans where priority will be given to specialised technological activities or other activities which are in the national or regional interest. The policy also states that a high standard of landscaping and development appropriate to specialist activities will be required. This policy means that a major development will take place in Dacorum Borough which will extend into St. Albans District.

4.37 The total site area is some 37 hectares, of which 31 hectares lie in Dacorum Borough and 6 hectares are located in St. Albans District. That part lying in St. Albans District has been released from the Green Belt by this Plan in order to conform with Structure Plan Policy 74. The release of this land also reflects its relationship to existing built development, its topography and appearance, and in particular its enclosure by the firm physical boundaries of roads and the old railway cutting. The Green Belt boundary now runs along the western side of Cherry Tree Lane.



**GOVERNMENT ESTABLISHMENTS**

**Figure  
6**

4.38 Other main issues relevant to this Plan are the phasing of the development, landscaping and access. The Draft Dacorum Borough Local Plan Review proposes a phased approach to development of the land at north east Hemel Hempstead. A significant constraint is that the highways in the area are incapable of accommodating any increased traffic generated by development of the site. So development may take place only when the necessary highway improvements in Hemel Hempstead are completed, or provided for within a reasonable timescale. Area 1, as shown in Figure 7, is regarded by Dacorum Borough Council as available for development in the current Structure and Dacorum Local Plan period up to 2001. The Proposed Modifications to the Dacorum Borough Local Plan regard Area 2 as having potential for release after 2001.

4.39 As a result, St. Albans District Council considers that phasing of the Policy 74 land is essential and that the main part of Area 1 should be developed before development takes place in Area 2. A phased approach is also consistent with the fundamental intent underlying the Structure Plan strategy, which regards this site as forming a long term land supply for special uses. This means that the land in St. Albans District will be reserved to meet needs beyond the present Plan period up to 1996.

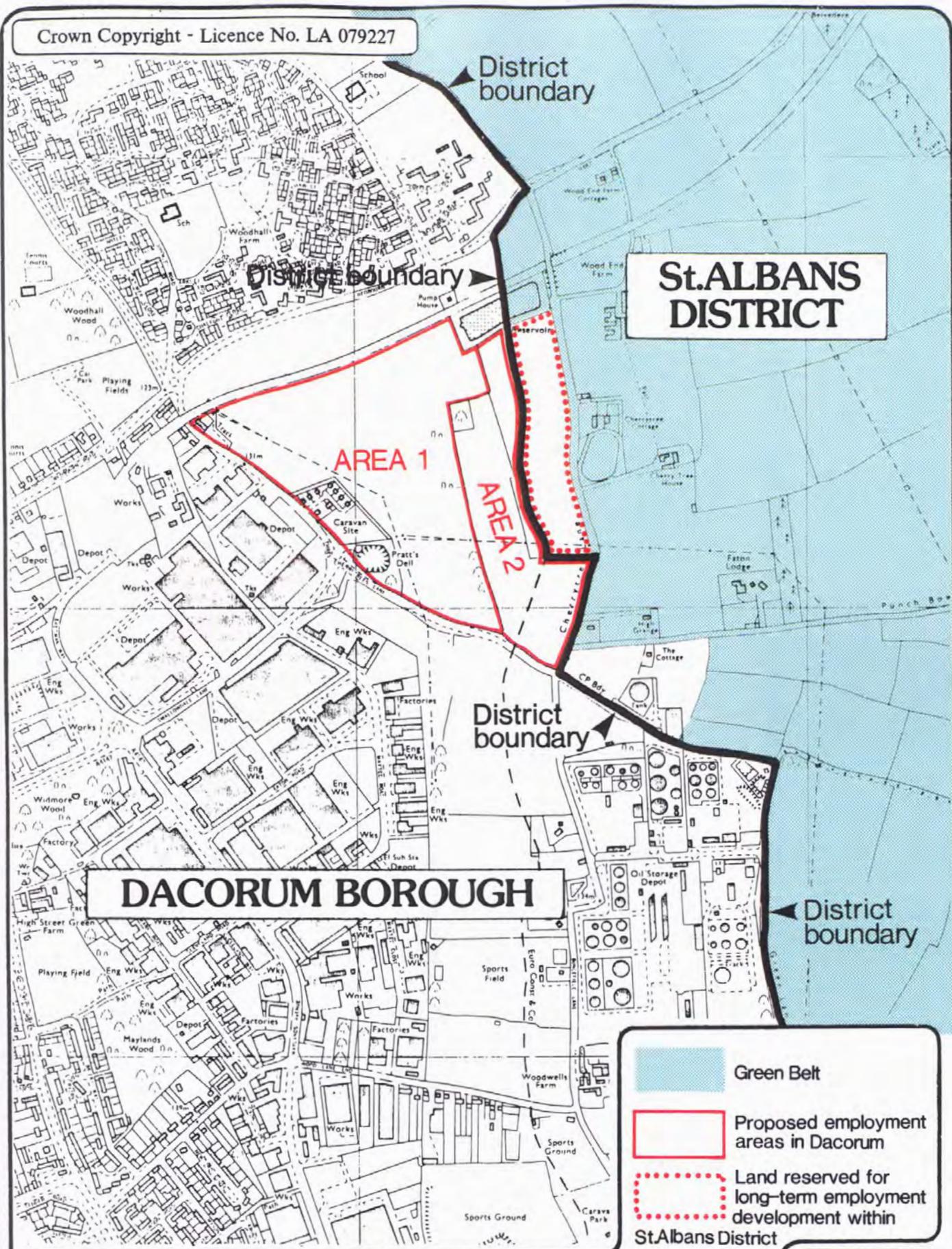
## POLICY 26 LAND FOR EMPLOYMENT DEVELOPMENT AT NORTH EAST HEMEL HEMPSTEAD

Land at North East Hemel Hempstead, shown in Figure 7 and the Proposals Map (Sheet 3), is identified as a long term reserve for a high standard landscaped development to make provision for employment needs beyond the present Plan period. Priority will be given to specialised technological activities or other activities which are in the national or regional interest. Development proposals should take account of the following points:

- (i) **Phasing**  
The release and development of the land should take place in a phased manner as part of a comprehensive scheme for Area 2 identified by the Dacorum Borough Local Plan (shown in Figure 7). Release of the land will be permitted only after monitoring of the needs of types of employment activity appropriate to the land has shown it to be necessary;

## POLICY 26 (Cont.)

- (ii) **Interim Use of the land**  
In the meantime only such development will be permitted on the land as would be appropriate in the nearby Green Belt;
- (iii) **Access**  
Access to the land will be via Area 2 within Dacorum Borough. No access will be permitted to or from Cherry Tree Lane. Development may take place only when the necessary highway improvements in north east Hemel Hempstead are completed or provided for within a reasonable timescale;
- (iv) **Landscaping**  
A high standard of landscaping is required including a substantial landscape barrier along the eastern edge of the site, to protect the visual and rural amenity of the land to the east of Cherry Tree Lane;
- (v) **Planning Brief**  
Development should be in accordance with a joint planning brief to be prepared with Dacorum Borough Council and in consultation with Hertfordshire County Council. The brief will propose a comprehensive approach to the development of the site, including details in respect of types of use, infrastructure, design, landscaping, access and controls over activities on the land.



**St. ALBANS DISTRICT**

**DACORUM BOROUGH**

-  Green Belt
-  Proposed employment areas in Dacorum
-  Land reserved for long-term employment development within St. Albans District

**LAND FOR EMPLOYMENT DEVELOPMENT AT NORTH-EAST HEMEL HEMPSTEAD**

**Figure 7**



# 5.0 TRANSPORTATION

## INTRODUCTION

5.1 Para. 1.19 states that one of the Council's overall objectives is to consider the transportation needs of the District, including:

- (i) improvements to the highway system;
- (ii) traffic management schemes including improvements to the environment of residential and shopping areas;
- (iii) car parking, pedestrian and cyclist requirements;
- (iv) the future role of public transport;
- (v) the implications of future development proposals.

Measures to help achieve this objective are set out below. This chapter also covers highway considerations in development control, roadside services, aviation and commercial servicing.

5.2 The County Council is the highway authority for all roads in the District, except motorways and trunk roads which are the responsibility of the Department of Transport. The District Council acts as agent for the County Council for most highway and traffic matters on many of the County Council's roads. All works affecting the highway and all traffic regulations have to be approved by the County Council. The District Council does not act as agent for 'A' classified roads, or in rural areas.

## ROAD HIERARCHY

5.3 County Structure Plan Policy 37 states that the local planning authorities will seek to canalise traffic onto appropriate routes within a road hierarchy. The hierarchy classifies the network into four broad categories:

- (i) Primary Roads (Motorways, 'M' numbered with blue backed signs; trunk roads and primary County roads, 'A' numbered with green backed signs). These are the important National and County through routes. Primary roads also act as the County Council's advisory Lorry Route network;
- (ii) Main Distributor Roads (other 'A' roads);

- (iii) Secondary Distributor Roads ('B' roads);
- (iv) Local Roads (No signed numbers).

5.4 St. Albans District is strategically placed on the road hierarchy as shown by Figure 8. The following primary routes pass through the District:

- (i) M1 London - Leeds Motorway;
- (ii) M25 London Orbital Motorway;
- (iii) A414/M10, providing an important east-west route across Hertfordshire;
- (iv) A405, which links the above routes.

In addition, the A1(M) London-Edinburgh road passes immediately to the east of the District.

## DEPARTMENT OF TRANSPORT ROAD PROPOSALS

5.5 Although the District enjoys a high level of accessibility, serious congestion is now a common occurrence on the M1 and M25 Motorways. This is causing problems on ordinary roads as drivers seek alternative routes. The Department of Transport (DoT) is responsible for motorways and trunk roads.

5.6 In 1989, the DoT published a White Paper "Roads for Prosperity" which more than doubled the size of the trunk road programme. Further information was published in the DoT report "Trunk roads, England (into the 1990s)" in February 1990. Schemes affecting the District are described below, and progress on implementing these schemes is explained. However, the position may change shortly, when the outcome of the DoT's current review of the roads programme is announced:

- (i) M1. It is proposed to widen the motorway to 4 lanes in each direction between the M25 and Sheffield. Northbound widening between Junction 9 (Friars Wash) and Junction 10 (Pepperstock) was completed in early 1994. A preferred route for the remainder of the Hertfordshire section is due to be announced shortly and construction is likely to commence in 1996;
- (ii) M25. The White Paper proposals have been supplemented by a July 1993 statement. It is



now proposed to widen the whole motorway to 4 lanes in each direction, by works within the existing motorway boundary. An exhibition and environmental statement concerning the widening through St. Albans District is expected in 1995, with construction commencing in 1996 or 1997. In addition to the widening to 4 lanes in each direction, link roads to handle local traffic are proposed alongside part of the motorway (between M3 and M4). The need for additional capacity will also be considered in some other parts of the motorway, including the stretch from the M40 to the M1/A405 at Junction 21A (Bricket Wood) in St. Albans;



M1 Motorway at Junction 7

- (iii) A5. It is proposed to widen to dual carriageway standard from the District boundary at M1 Junction 9 to Milton Keynes. No progress has been made on this scheme to date;
- (iv) A1(M). The White Paper proposals have been supplemented by a Government decision to upgrade the A1 to motorway standard between the M25 and Newcastle. In Hertfordshire, the A1(M) will have at least 3 lanes in each direction and the section south of Stevenage may be widened to 4 lanes. Progress on this

scheme depends on the DoT's current roads review.

Consideration is also being given to improving M1 Junction 6 (Waterdale) near Bricket Wood.

5.7 Land in St. Albans District that may be required for the M1, M25, A1(M) and A5 widening is safeguarded by the following policy:

## ~~POLICY 28 : M1, M25, A1(M) AND A5 WIDENING~~

~~The Department of Transport proposes to proceed with the following road widening schemes:~~

<del>ROAD</del>	<del>SCHEME</del>	<del>PROPOSALS MAP SHEET</del>
<del>M1 Motorway (north of M1/M25 Junction)</del>	<del>widen to 4 lanes in each direction</del>	<del>1,3</del>
<del>M25 Motorway</del>	<del>widen throughout the District to 4 lanes in each direction. Possible provision of further capacity to west of Junction 21A at Bricket Wood</del>	<del>3,4</del>
<del>A1(M) Motorway</del>	<del>widen to 4 lanes in each direction</del>	<del>4</del>
<del>A5 (north of M1 Junction 9)</del>	<del>widen to dual carriageway</del>	<del>1</del>

~~In respect of the M1, the M25 (west of Junction 21A at Bricket Wood), the A1(M) and the A5, land within 67 metres of the centre line of each road (or within 53 metres of the outer edge of slip roads at motorway junctions) will be safeguarded by the District Council as shown on the Proposals Map; any planning applications will be referred to the Department of Transport. In respect of the M25 east of Junction 21A, widening will be within the existing motorway boundary as shown on the Proposals Map.~~

5.8 The Motorway widening schemes will have a considerable impact on the District and the following policy intention sets out the Council's main concerns:

## Policy Intention 4 Impact of Motorway Widening Schemes

The District Council will support the Department of Transport's proposals to widen the M1, M25 and A1(M) Motorways, only if detailed schemes are acceptable in terms of economic justification, traffic generation and environmental impact. Extensive landscaping should be carried out alongside the widened motorways (see *Policy 105*) and every effort made to solve existing noise and visual intrusion problems, particularly in the following areas:

- (i) M1 Motorway at Redbourn;
- (ii) M25 Motorway at Bricket Wood;
- (iii) A1(M) Motorway at Colney Heath.

5.9 In addition to the schemes referred to in para. 5.6, "Roads for Prosperity" also proposes an East-West trunk road north of London between the M40 near Oxford and the east coast ports (Harwich, Felixstowe and Ipswich). Consultants have been appointed by the Department of Transport to investigate possible alignments for the section of this route from the A5 north of Dunstable to the M11 at Stansted. The Council will consider its response to any scheme that may affect the District. The DoT expects to carry out public consultation in 1995 and announce a preferred route in 1996.

## OTHER ROAD PROPOSALS

5.10 Hertfordshire County Council is responsible for most road schemes apart from motorway and trunk road projects. Every year the County Council sets out proposals in its Transport Policies and Programmes (TPP) document. The TPP is available for inspection in public libraries or obtainable from the County Director of Transportation.

5.11 Highway schemes are divided into three categories in the TPP:

- (i) Major Capital Schemes. This category is subdivided into:

- a) Five Year Programme. Schemes to be commenced within five years. There are none within St. Albans District;
- b) Preparation List. Schemes are selected from this list each year for inclusion in the five year programme. One scheme in the District is on the preparation list:

King Harry Junction improvement, St. Albans. (nb, This scheme is likely to be implemented in 1996, with the assistance of a developer contribution (see *Policy 31*)).

- (ii) Smaller Capital Schemes

Five Year Programme. Schemes in the District are as follows:

Hemel Hempstead North-East Relief Road (partly in Dacorum)

Ancient Briton Junction, Harpenden Road, St. Albans

Sandpit Lane/Beechwood Avenue Junction, St. Albans.

- (iii) Capital Schemes Reserve List. Hertfordshire County Council maintains a list of problems from which capital schemes may emerge to become part of the Five Year Programme/Preparation List. These problem areas are divided into different categories including:

- a) Urban. St. Albans City Centre is ranked at the top of this category;
- b) By-pass. Harpenden is ranked top of this category;
- c) Capacity. Schemes in St. Albans District include:

Hatfield Road/Beechwood Avenue/Ashley Road Junction, St. Albans

Park Street/Park Street Lane Junction, Park Street

Luton Road/Roundwood Lane Junction, Harpenden

Lower Luton Road/Bowers Heath Lane Junction, Harpenden.

5.12 Apart from the problem of motorway congestion referred to in para. 5.5, the District Council

is concerned about traffic in other parts of the District including the following areas:

- (i) St. Albans City Centre;
- (ii) Harpenden (A1081 and B653 routes);
- (iii) King Harry Junction, St Albans.

These issues are examined in paras. 5.13 to 5.25 below. However, it should be recognised that any new schemes added to the construction programme are unlikely to be built for many years unless:

- a) Central Government greatly increases transport supplementary grant to the County Council; or
- b) additional finance is forthcoming from the private sector, for example road improvements provided in conjunction with development schemes.

## St. Albans City Centre

5.13 The City Centre suffers from serious traffic congestion. This detracts from the character of the historic core, from the shopping area and from residential streets. In 1983 the County Council consulted the public on proposals for an inner relief road known as the "St. Albans Railway Route" road scheme. This proposed road from Holywell Hill (at the Gas Works site) to London Road and Hatfield Road (at City Station) would not require demolition of any houses.

5.14 Due to local opposition, the Railway Route scheme was temporarily placed "on ice" and traffic consultants were employed to investigate alternative measures. The consultants recommended an "urban traffic control" scheme based on a one-way system using existing roads. This was introduced in 1988 together with environmental traffic management measures in surrounding residential areas. However, the scheme proved unsatisfactory and was consequently removed in September 1989.

5.15 During the Plan period (to 1996) and beyond, congestion is expected to intensify because the number of jobs in the central area is likely to increase. Most of this job growth will be in the City Station/Gas Works site areas, along the line of the proposed Railway Route Road scheme.

5.16 In view of the above, it is essential that short, medium and long-term transportation proposals are developed and agreed as soon as possible.

## Project 1 St. Albans Transportation Study

The County and District Councils are currently carrying out a transportation study of the City of St. Albans. The primary aim of the study is to determine a transportation strategy/policy for the City. The detailed study objectives are set out below:

- (i) to analyse the existing traffic patterns in the study area and identify the existing problems on the highway network with particular reference to the City Centre area;
- (ii) to establish a reliable traffic model capable of simulating existing and future movements in the study area;
- (iii) to assess the on and off street parking requirements for the City Centre including both public and private non-residential facilities;
- (iv) to analyse the existing public transport usage in the study area and identify deficiencies;
- (v) to consider the future needs of pedestrians and cyclists in the City Centre and develop any new facilities required to meet those needs;
- (vi) to develop and test alternative transportation strategies. For traffic/highway schemes this will include their design to public consultation stage;
- (vii) to recommend a transportation strategy taking into account highway traffic, pedestrian, cycle and public transport aspects including:
  - a) implications of future development proposals in the City Centre and on the outskirts of the study area, in particular the redevelopment of existing hospital sites;
  - b) the part bus and rail transport can play in accommodating the demand and reducing the need for private car journeys;
  - c) the practicality of park and ride schemes for the City Centre;

Continued on page 68

## Project 1 (Cont.)

- d) the part traffic restraint can play as a means of reducing the amount of traffic entering the City Centre and what form it could take;
  - e) the environmental gains that can be made by traffic calming or traffic management schemes in residential and shopping streets;
  - f) any other innovative or known ideas or proposals which could benefit the transport requirements of the City.
- (viii) to undertake public consultation exercise(s) on the development of policy options.

5.17 Traffic consultants commenced work on the St. Albans Transportation Study in 1991. Their work has included a limited environmental assessment of possible options and the environmental impact of the various elements of the eventual strategy will be considered in more detail when schemes are progressed by the County Council. Public consultation on the Transportation Study took place in late 1993 and the public response has been considered. The District and County Councils are now in the process of finalising a transportation strategy for St. Albans City. New and amended transportation policies and proposals will therefore be included in the next Local Plan.

5.18 At least until the Transportation Study is completed, the District and County Councils are of the opinion that the possibility of the Railway Route road scheme should be kept open. ~~Policy 29~~ therefore safeguards land for the road scheme.

5.19 This safeguarding also means that the route could be available for the Colne Valley Transit (CVT) scheme if the Transportation Study shows this scheme to be feasible. Local organisations have suggested the CVT scheme to connect existing railway lines in the St. Albans/Watford area. Within St. Albans, this suggestion involves a rail link from City Station to Abbey Station along the former St. Albans - Hatfield line. Trains would then use the existing Abbey line to Watford and would continue to Rickmansworth and Chesham. ~~Policy 29~~ does not refer to the CVT scheme as no plans have been prepared.

### ~~POLICY 29~~ ~~ST. ALBANS RAILWAY~~ ~~ROUTE ROAD SCHEME~~

~~The District Council will safeguard the line of the proposed St. Albans Railway Route road scheme as shown on the St. Albans City Centre Inset Map, at least until the St. Albans Transportation Study (see Project 1) has been completed and long-term transportation proposals for the City Centre agreed.~~

~~If the Railway Route is eventually constructed, a footpath and cycleway will run alongside the new road.~~

5.20 It is also important that development likely to add to the traffic problems is not permitted.

### ~~POLICY 30~~ ~~RESTRAINT ON~~ ~~DEVELOPMENT LIKELY TO~~ ~~INCREASE TRAFFIC~~ ~~PROBLEMS IN~~ ~~ST. ALBANS CITY CENTRE~~

~~The impact of development proposals on traffic flow in the City Centre, where congestion levels are already high, will be a major factor in considering planning applications. In assessing the impact on traffic, the Council will take account of an applicant's intention to provide or contribute to highway improvements which are necessary as a direct result of the proposal. Planning conditions will be imposed or obligations or agreements sought in connection with such improvements.~~

~~This policy applies to the land use proposals in this Plan (including the business use sites listed in Policy 23) and to other proposals submitted to the Council.~~

## Policy Intention 4A Review of ~~Policy 30~~

Once a detailed transportation strategy has been agreed (see *Project 1*), ~~Policy 30~~ will be reviewed with the intention of including revised wording in the next Local Plan. It is envisaged that the revised wording will relate the operation of the policy to a firm programme of improvements and identification of roads or areas where new development might have to be constrained until such improvements have taken place.

5.21 Chapter 15 of this Plan (St. Albans City Centre) includes some proposals for local road and environmental improvements.

## Harpenden (A1081 and B653 routes)

5.22 The A1081 (former A6) through Harpenden is congested and there are many dangerous junctions. These problems are particularly severe in the town centre. Hertfordshire County Council has carried out an outline feasibility study which indicated that a by-pass west of the town could be justified. The by-pass was added to the TPP reserve list of major capital schemes in July 1989. Detailed design work on possible routes for the by-pass has not been undertaken.

## Policy Intention 5 Harpenden By-pass

The District Council will consider the principle of the construction of a Harpenden by-pass subject to it being environmentally acceptable.

5.23 The B653 Luton-Welwyn Garden City road passes through the Batford area of Harpenden. This causes some problems, but not on the same scale as on the A1081. A Batford by-pass does not appear to be justified at the present time.

5.24 Chapter 16 of this Plan includes proposals for traffic management and pedestrian/ environmental improvement in Harpenden Town Centre. Junction improvement schemes outside the town centre are listed in ~~Policy 32~~.

## King Harry Junction, St. Albans

5.25 Congestion occurs at this busy junction on the main approach route into St. Albans from the M1 and A405. Although the scheme is not in the TPP five year programme, it is likely to be built in 1996 as a result of contributions from British Gas in connection with development on the former Gas Works site. Details of the scheme will be finalised once the Transportation Study (see *Project 1*) has been completed. As well as improving access to the Gas Works site, the scheme will enable development to take place at the Trevelyan House site (see *Policy 4, site RS.6*) and access improvements at St. Columba's College. The scheme should also produce environmental and safety benefits by reducing traffic in local residential roads.

### **POLICY 31 : KING HARRY JUNCTION IMPROVEMENT, ST. ALBANS**

Hertfordshire County Council proposes to improve the King Harry Junction as shown on the Proposals Map (*sheet 3*). The scheme incorporates:

- (i) a new road between St. Stephens Hill and Watling Street;
- (ii) closure of Watling Street (A5183) at its junction with St. Stephens Hill<sup>(1)</sup>;
- (iii) an amended roundabout at the King Harry Lane/Watford Road Junction.

The scheme must not detract seriously from the environment of this part of the St. Albans conservation area.

It is envisaged that the improvement of this junction will be carried out in 1996.

#### *Footnote*

(1) Following detailed design work, it may be decided to close St. Stephens Hill rather than Watling Street in order to discourage traffic from cutting through Chiswell Green.

## Various local traffic problems

5.26 In addition to the problems referred to above, there are many other local traffic problems in the District. Some of these are considered in the detailed chapters on St. Albans City Centre, Harpenden Town Centre, Fleetville and London Colney (*chapters 15,16,18 and 19 of this Plan*).

5.27 Para. 5.12 lists 6 junction improvements included in the TPP programme of smaller schemes. An experimental improvement scheme at the Hatfield Road/Beechwood Avenue/Ashley Road junction has recently been carried out by the developers of the Hill End/Cell Barnes Hospitals site. ~~Policy 134~~ refers to further possible works at this junction and also improvement of the Hatfield Road/Colney Heath Lane junction in connection with redevelopment of the hospitals. The other schemes are covered by the following policy:

<p style="text-align: center;"><del><b>POLICY 32</b></del>  <del><b>COUNTY COUNCIL</b></del>  <del><b>JUNCTION IMPROVEMENT</b></del>  <del><b>SCHEMES</b></del></p>		
<p><del>Hertfordshire County Council proposes to improve the road junctions listed below and shown on the Proposals Map:</del></p>		
<del>SITE REF.</del>	<del>PROPOSALS MAPSHEET</del>	<del>LOCATION</del>
<del>J.1</del>	<del>1</del>	<del>Lower Luton Road (B653)/Bowers Heath Lane (B652), Harpenden</del>
<del>J.2</del>	<del>1</del>	<del>Luton Road (A1081)/Roundwood Lane, Harpenden</del>
<del>J.4</del>	<del>3</del>	<del>Ancient Briton Junction, Harpenden Road (A1081), St. Albans</del>
<del>J.5</del>	<del>4</del>	<del>Sandpit Lane/Beechwood Avenue, St. Albans</del>
<del>J.8</del>	<del>3</del>	<del>Park Street/Park Street Lane, Park Street</del>

## Access to major new developments

5.28 There are three major development schemes in or adjoining the District that will necessitate road improvements:

- (i) Hill End/Cell Barnes Hospitals site, St. Albans;
- (ii) Napsbury Hospital site, London Colney;
- (iii) North-East Hemel Hempstead employment area.

Road proposals for Hill End/Cell Barnes are considered in ~~Policy 137~~ and for Napsbury in Policy 139.

5.29 North-east Hemel Hempstead contains a very large and fast expanding employment area situated on the Dacorum/St. Albans boundary. Access through the area will be improved by completion of the Hemel Hempstead North-East Relief Road which it is intended will be financed by developers. The relief road is partly within St. Albans District.

<p style="text-align: center;"><b>POLICY 33</b>  <b>HEMEL HEMPSTEAD</b>  <b>NORTH-EAST RELIEF</b>  <b>ROAD</b></p>	
<p>Hertfordshire County Council proposes to construct the final section of the Hemel Hempstead North-East Relief Road partly through St. Albans District as shown on the Proposals Map (<i>sheet 3</i>). Employment development on land north of Buncefield, Hemel Hempstead (<i>see Policy 20, employment area EMP.7</i>) will be permitted only if the developers construct part of the road<sup>(1)</sup>.</p>	
<p><i>Footnote</i>            (1) It is envisaged that the remainder of the Relief Road will be constructed by developers of employment land in Dacorum (<i>see paragraph 4.38</i>).</p>	

5.30 The major road links between St. Albans and the Hemel Hempstead industrial area are already overloaded during peak periods. Future development may worsen congestion in Leverstock Green and lead to increased traffic along country lanes in St. Albans District.

## **Policy Intention 6 A414-A4147 Link Road**

The District Council will urge the County Council and/or the Department of Transport, to consider the construction of a new road linking A414 and A4147 east of Hemel Hempstead. The following options should be examined:

- (i) extension of Hemel Hempstead North-East Relief Road south from Green Lane;
- (ii) a new road alongside the M1, southward from Junction 8. This could be constructed in conjunction with the M1 widening and might include a junction with M10 and closure of M1 Junction 7.

## **TRAFFIC MANAGEMENT**

5.31 Many local traffic problems are best handled by traffic management rather than by road construction. Traffic management schemes can include a range of measures such as:

- (i) re-routing of vehicles;
- (ii) lorry controls;
- (iii) waiting restrictions;
- (iv) closure or narrowing of streets;
- (v) creation of pedestrian areas;
- (vi) cycling schemes;
- (vii) traffic calming schemes.

## **Policy Intention 7 Traffic Management**

The District Council, as the County Council's agent for many highways in the District, intends to secure the introduction of traffic management measures in order to reduce accidents, ease traffic flows and also to improve environmental conditions, particularly in shopping and residential areas.

Chapters 15,16,18 and 19 of this Plan include some detailed traffic management policies and proposals for St. Albans City Centre, Harpenden Town Centre,

Fleetville and London Colney. The St. Albans Transportation Study (*see Project 1*) will include consideration of traffic management measures in the City Centre.

5.32 Traffic management can be used to create Environmental Areas in which traffic is partially or totally excluded. The proposals in chapters 15,16,18 and 19 go some way towards defining environmental areas and the creation of pedestrian areas in St. Albans City Centre and Harpenden Town Centre is given high priority.

## **Project 2 Environmental Areas**

The District Council intends to define additional environmental areas as follows:

- (i) areas where all vehicular traffic should be banned or severely restricted, e.g. town centre shopping streets;
- (ii) areas where through vehicular traffic should be discouraged e.g. housing areas.

## **LORRIES**

5.33 Heavy lorries can cause serious environmental problems. As far as possible they should be restricted to the primary road network (*see para. 5.4*), which acts as the County's advisory lorry route network. The provision of facilities for lorry drivers at South Mimms will encourage drivers not to leave the primary roads (*para. 5.43*).

5.34 Most of the District is covered by the St. Albans and Bricket Wood lorry control areas. In total, these areas cover all the District's settlements except Colney Heath, London Colney and part of Park Street. The controls do not prevent the movement of lorries which have genuine reasons to be in the area. More severe lorry restrictions may therefore be needed in certain localities. A local area lorry ban has been introduced on some residential roads in London Colney and this ban, together with further proposed lorry restrictions in London Colney, is explained in Chapter 19. Action on specific routes may also be taken in Colney Heath and Smallford/Sleapshyde. Restrictions may be applied in Park Street and Frogmore if a by-pass is built (*see para. 5.11*).

## Policy Intention 8: Lorry Controls (Colney Heath, Park Street and Smallford/Sleapshyde)

The District Council will seek to secure the introduction of measures to control the through movement of heavy goods vehicles in Colney Heath, Park Street and Smallford/Sleapshyde.

## PEDESTRIANS

5.35 It is important that the needs of pedestrians are taken into account in all development proposals. Various policies, policy intentions and projects in this Plan refer to pedestrians and the following are especially worth noting:

Project 2:	Environmental Areas;
Policy 34:	Highways considerations in development control;
Policy 70:	Design and layout of new housing;
Policy 97:	Existing footpaths, bridleways and cycleways;
Policy Intention 23:	Improvements to footpaths, bridleways and cycle routes;
Policy 113:	St. Albans City Centre, environmental enhancement areas;
Project 19:	St. Albans City Centre, Conservation Area Enhancement Schemes;
<del>Policy 124:</del>	<del>Harpenden Town Centre, traffic management and pedestrian/environmental enhancement measures.</del>

## CYCLISTS

5.36 Some measures for cyclists have been carried out in recent years:

- (i) the District Council has created footpath/cycleways along the disused railway lines between Harpenden and Hemel Hempstead (the Nicky Line) and between St. Albans and Hatfield (Alban Way);

- (ii) the County Council has provided a shared foot/cycleway alongside part of the A1081 between St. Albans and Harpenden.

An extension of the A1081 cycle path from Beesonend Lane to the Silver Cup PH in Leyton Road, Harpenden is now included in the County Council's cycling facilities programme in the TPP.

5.37 It is in the District's built-up areas, particularly in St. Albans, where conditions for cyclists are most difficult and dangerous. Cycleways are proposed through the Camp area to the Hill End/Cell Barnes Hospitals site (~~see Policy 136~~) and alongside the Railway Route road scheme (~~Policy 29~~). The St. Albans Transportation Study (~~see Project 1~~) will include consideration of facilities for cyclists in the City Centre. Also, cyclists will be taken into account in road improvement and traffic management schemes. However, a more comprehensive study of possible cyclist measures in St. Albans is needed.

## Project 3 Cycle Schemes in St. Albans

The District Council, in consultation with local cycle user groups, will prepare and promote proposals to assist cyclists in and around St. Albans.

## HIGHWAYS CONSIDERATIONS IN DEVELOPMENT CONTROL

5.38 In November 1988, the Department of Environment issued Planning Policy Guidance note PPG 13, "Highways Considerations in Development Control." PPG 13 states that:

"New development will often affect the road network surrounding it, and it is part of the role of planning control to ensure that any adverse effects are avoided or minimised."

Policy 34 summarises the District Council's approach:

## **POLICY 34: HIGHWAYS CONSIDERATIONS IN DEVELOPMENT CONTROL**

Development likely to generate a significant amount of traffic, or which involves the creation or improvement of an access onto the public highway, will not normally be permitted unless acceptable in terms of the following highway considerations:

- (i) **Road Safety.** Particular requirements are adequate visibility, turning radii and provision for pedestrians and cyclists and for disabled and other disadvantaged people;
- (ii) **Environmental impact of traffic,** especially in residential areas;
- (iii) **Road capacity,** including present and predicted future year assessments;
- (iv) **Road hierarchy.** New roads shall be of a design appropriate to their position in the hierarchy. New accesses to primary roads and main distributor roads (see Figure 8) will normally be resisted, but where access is permitted a high standard of provision will be required;
- (v) **Car parking provision.** See Policies 39 - 50;
- (vi) **St. Albans City Centre restraint on development.** See Policy 30;
- (vii) **Local rural roads.** Particular regard will be had to increases in:
  - a) the risk of accidents, especially to pedestrians and cyclists;
  - b) the use of roads that are poor in terms of width, alignment or structural condition;
  - c) adverse impact on the local environment, either to the rural character of the road or residential properties alongside it.

This particularly applies to recreational developments which could attract large numbers of visitors, even if only on one or two occasions a year.

## **POLICY 34 (Cont.)**

In assessing applications, account will be taken of the advice contained in current documents prepared by Department of the Environment, Department of Transport, Hertfordshire County Council and this Council.

5.39 The designation of an area in this Plan for a particular use indicates its general suitability in planning terms for that use. However, satisfactory access to the public highway network may not be available or the highway network may lack adequate capacity. Developers will need to satisfy the Highway Authority that adequate access can be achieved and that the full highway effects of the development would be catered for.

5.40 The District Council, as local planning authority, recognises that most developments will give rise to an increase in traffic. The most noticeable effects are usually in the vicinity of the development, but the additional traffic will spread over a much wider area. In St. Albans City and other areas in the District considerable traffic problems now exist. Neither the District nor County Council is able to make sufficient funds available to cater for the demands being placed upon the road network by the additional development generated traffic.

5.41 A development may result in identifiable impact on a number of particular locations, as well as an incremental loading throughout a wider area. It will often be undesirable, or impractical, to carry out improvements at all junctions affected by a proposal. What will be sought is the achievement of a proper balance between the adverse effects and the benefits of each development proposal. In some cases it may be possible to identify improvements to the public transport system which may assist in reducing the demand for road space.

## **POLICY 35 HIGHWAY IMPROVEMENTS IN ASSOCIATION WITH DEVELOPMENT**

In order to mitigate the highway effects of development proposals the District Council, in conjunction with the County Council where appropriate, will seek highway improvements or contributions to highway improvements and/or improvements to the public transport system from developers whose proposals would otherwise result in detrimental highway conditions.

## ROADSIDE SERVICES

5.42 PPG 13 advises that:

"It will normally be reasonable to expect a driver to travel at least 12 miles along a primary route before finding a petrol filling station and related facilities. However, 25 miles would normally represent the maximum interval which is acceptable between petrol filling stations on the same side of a primary route."

Department of the Environment Circular 23/92 provides guidance on motorway service areas (MSAs) and states that, in line with PPG2, approval should not be given for an MSA within a Green Belt except in very special circumstances.

5.43 PPG 13 also encourages the development of key sites to become the focus for a range of facilities for motorists, including lorry drivers. Just outside the District a Motorway Service Area has been established at South Mimms to cater for M25 and A1(M) traffic and provide facilities for lorry drivers.

5.44 In recent years there have been a number of applications for new filling stations and motorists restaurants in the District. The only area where there might have been any case for such development was on the A414 south of St. Albans. However, an appeal on a Green Belt site was dismissed in 1988 and the inspector concluded as follows:

"I do not consider that the need for a petrol filling station..., despite the gap in excess of 12 miles, is so absolute and compelling as to amount to a 'very special circumstance' sufficient to justify an exception to Green Belt policy."

### **POLICY 36 ROADSIDE SERVICES**

Within the Metropolitan Green Belt (see Policy 1)

**New roadside services will not be permitted. Modest extensions or redevelopments of existing facilities may be permitted where acceptable with regard to Policies 1 and 34.**

### **POLICY 36 (Cont.)**

Within Towns and Specified Settlements (see Policy 2)

**New facilities and extensions or redevelopments at existing sites will normally be permitted only on primary roads, main distributors and secondary distributors (see figure 8). Proposals must be environmentally acceptable and comply with Policy 34.**

## RAILWAYS

### Midland Main Line

5.45 St. Albans City and Harpenden Central stations are on the main line from London St. Pancras to Sheffield. Express trains do not stop, but suburban services have improved greatly in recent years. In 1982 the line was electrified between St. Pancras/Moorgate and Bedford. In 1988 the Thameslink services commenced and trains from Bedford now run through London to Brighton, Guildford and Sevenoaks. These fast, frequent services have increased passenger numbers, particularly commuters to London. As a result, additional station car parking may be needed (see Policies 122 and 131).



*St. Albans City Station*

5.46 A new railway station may be provided at Napsbury (see Policy 139). This station would serve the proposed Napsbury development and the London Colney/Park Street area. It would also help to limit car parking demand at St. Albans City Station.

5.47 St. Pancras has been chosen as the location for the second Channel Tunnel terminal, with a planned opening date of 2002. This is likely to increase rail travel between St. Albans District and European Cities.

## St. Albans Abbey Branch Line

5.48 The District is also served by the branch line from Watford Junction to St. Albans Abbey. This line includes stations at Park Street/Frogmore and Bricket Wood. In 1988 the line was electrified and a new station built at How Wood.

5.49 British Rail's long-term aim is to run direct services from St. Albans Abbey to Euston. If this happens passenger numbers are likely to grow and there will be pressure for additional car parking at stations, especially St. Albans Abbey (*see Policy 123*). The St. Albans Transportation Study (*see Project 1*) will include consideration of the feasibility and impact of the suggested Colne Valley rapid transit scheme on St. Albans.

## BUSES

5.50 Under the 1985 Transport Act, the County Council can support loss-making bus services and assist all services through traffic management, publicity and other measures. The County Council has adopted a Public Transport Policy Statement which seeks to maintain the level of service that existed in 1986. Services will be continuously reviewed in order to maintain as broad a system as possible for essential work, school, shopping, social and medical journeys in urban and rural areas.



St. Peters Street, St. Albans - Bus stops

5.51 Provision for bus services will be required in the Hill End/Cell Barnes and Napsbury Hospital sites (*see Policies 137 and 139*). In St. Albans City, buses will be taken into account in the Transportation Study (*Project 1*). Also, there is a need to provide improved bus/rail interchange at City Station.

5.52 Many people, particularly the young, the old and the disabled, are totally dependent on public transport. It is important that these people can make necessary journeys. Therefore the County Council has adopted a child concessionary fares scheme. In addition, the District and County Councils support concessionary fares for the elderly and handicapped.

## LOCATION OF DEVELOPMENT IN RELATION TO PUBLIC TRANSPORT NETWORK

5.53 Government guidance on energy conservation and global warming is set out in paragraphs 6.10-6.16 of Planning Policy Guidance Note PPG 12. This guidance states that one way in which development plan policies can take account of energy conservation is in the location of new development. In seeking to reduce Co2 emissions, PPG 12 therefore states that one aim would be to guide new development to locations which reduce the need for car journeys and the distances driven, or which permit the choice of more energy-efficient public transport. Local planning authorities are advised to pursue policies encouraging the use of public transport in identifying areas of new or intensified development.

### **POLICY 36A LOCATION OF NEW DEVELOPMENT IN RELATION TO PUBLIC TRANSPORT NETWORK**

**The District Council will generally encourage the use of public transport. In considering the impact of new development, account will be taken of its proximity to the public transport network and whether facilities will be provided within the development to cater for use of the network.**

## AVIATION

### London Luton Airport and Hatfield Aerodrome

5.54 At present London Luton Airport handles under 2 million passengers per annum. The Government has invited Luton Borough Council to bring forward proposals to increase the airport's capacity to about 5 million passengers per annum. Consequently, Policy 43 of the Bedfordshire County Structure Plan and Policy 60 of the North East Luton Local Plan state that development up to this level will be permitted subject to conditions regarding noise levels and traffic problems. Luton Borough Council is seeking to reduce aircraft noise to below 1984 levels. However, expansion to 5 million passengers could increase noise levels and cause other problems in the District.

5.55 Hatfield Aerodrome is operated by British Aerospace and is mainly situated within Welwyn Hatfield District. However, the runway extends into St. Albans District and problems could arise if proposals are made to expand the aerodrome. Such proposals seem unlikely given the imminent closure of the aerodrome, but the long-term future of the site is uncertain and a resumption of aviation activities cannot be ruled out.

### Policy Intention 9 London Luton Airport and Hatfield Aerodrome

The District Council will oppose proposals to expand London Luton Airport or Hatfield Aerodrome if this would result in the District being affected by:

- (i) aircraft noise from London Luton Airport above 1984 levels, or increased noise from Hatfield Aerodrome, particularly at night;
- (ii) pressure for housing development in the Green Belt;
- (iii) serious labour shortage problems;
- (iv) further pressure for major road building beyond existing proposals and current timescales.

### Safeguarding Zones

5.56 London Luton Airport and Hatfield Aerodrome are subject to 'safeguarding' arrangements to prevent development that would endanger aircraft.

Within the London Luton Airport safeguarding zone, the District Council has a duty to notify the Civil Aviation Authority of:

- (i) clearly defined types of development as shown on the official safeguarding map;
- (ii) development within 13 kilometres of the Airport which may constitute a 'bird strike' hazard. Such development includes refuse tips, reservoirs, sewage disposal works, nature reserves and bird sanctuaries.

5.57 Hatfield Aerodrome is subject to an unofficial safeguarding map. In view of the possibility that the aerodrome may be re-opened in the future, it is considered that the safeguarding procedures are still valid.

### Policy Intention 10 Hatfield Aerodrome - Safeguarding

It is the intention of the District Council to inform the County Council and the aerodrome owner, of planning applications within the safeguarding zone or within 13 kilometres of the Aerodrome which may present a 'bird strike' hazard.

## COMMERCIAL SERVICING

5.58 Commercial properties often need to be serviced by large delivery lorries. In many cases, particularly in town centres, servicing is from the front of premises. This can cause conflict with pedestrians and traffic and may be visually intrusive. The possibility of restrictions on commercial servicing in St. Albans City Centre is considered in para. 15. 14.



St. Peters Street, St. Albans - on-street servicing

## POLICY 37 COMMERCIAL SERVICING

Adequate servicing arrangements will be required in commercial developments, especially in shopping schemes. Improved servicing should also be provided to premises adjoining development sites wherever possible.

## ~~POLICY 38 EXTENSION TO EAST LANE PUBLIC CAR PARK, WHEATHAMPSTEAD~~

~~The District Council proposes to extend the East Lane car park by 0.11 hectares as shown on the Proposals Map (Sheet 2; Site Reference CPI).~~



*The Maltings shopping centre, St. Albans*

## LORRY AND COACH PARKS

5.59 South Mimms Motorway Service Area is expected to meet strategic lorry parking needs in central Hertfordshire (see para. 5.43). A local lorry park within the District's built-up areas does not appear necessary, although some problems occur at the Porters Wood industrial area in St. Albans. Coach parking in St. Albans City Centre is covered by paras. 11.6 and 11.7.

## OFF-STREET CAR PARKS

5.60 Proposals for St. Albans City Centre and Harpenden Town Centre can be found in Policies 112 and 125 respectively. An extension to the East Lane car park in Wheathampstead is proposed by the Council to meet needs in the village centre and proposed development in Fleetville (~~Policy 138~~) will include car parking. There may be a need for a new car park in Redbourn.

## Project 4 Off-street Car Parking in Redbourn

The District Council will assess the need for a new car park to serve the village centre.

Car parking for tourists in St. Albans is considered in paras. 11.6 and 11.7.

## PARKING STANDARDS

5.61 In most developments, the Council will require that sufficient parking spaces are provided to meet existing and likely future needs. Serious problems may arise if parking provision is too low. Such problems include poor operation of the development, nuisance to neighbours, and congestion, danger and visual intrusion caused by on-street parking.

5.62 The Council's parking standards are based on:

- (i) current and future predicted levels of car ownership;
- (ii) local survey information and development control experience;
- (iii) analysis of best practice within other local authorities in the south-east;
- (iv) advice from national bodies including the Housing Research Foundation on residential parking provision and from the Access Committee for England in respect of disabled persons' parking.

5.63 Parking standards in Hertfordshire are currently being reviewed by the Hertfordshire Technical Chief Officers Association (HTCOA), a group consisting of officers from the County Council and the District Councils.

## Project 5 Review of Parking Standards

- (i) The District Council will take part in the HTCOA review of parking standards and will consider amending Policies 39-50 in the light of any recommendations made by HTCOA;
- (ii) in addition to the HTCOA review, the District Council will carry out a study to assess the requirements for parking associated with affordable housing and will include a policy in the next Local Plan, subject to the results of the study.

### POLICY 39 PARKING STANDARDS, GENERAL REQUIREMENTS

Development proposals shall include off-street parking provision in accordance with the following criteria:

- (i) Land uses covered by Policies 40 and 43-49. The relevant standard shall normally be complied with. However, requirements may be adjusted to reflect the circumstances of individual developments, particularly in respect of criteria (iii) and (v) below;
- (ii) Land uses not covered by Policies 40 and 43-49. Applicants must demonstrate that sufficient parking is proposed for the long-term needs of the development;
- (iii) Highways and environmental considerations. Proposals must comply with Policy 34 and be acceptable in terms of visual impact, landscaping and amenity of adjoining properties. Landscaping and screening improvements may be required. Access roads and parking areas must not detract from the setting of listed buildings and conservation areas, or substantially reduce the amenity of private gardens;
- (iv) Underground car parking. In St. Albans City Centre and Harpenden Town Centre, underground car parking will be encouraged where appropriate;
- (v) Changes of use and extensions. Parking provision shall reflect the additional number of spaces required for the new use or the extension. It will not normally be necessary to make good any shortfall that may already exist on the site. However, full standards must be met if comprehensive redevelopment takes place;
- (vi) Employee/staff numbers. Employee or staff number based parking requirements in Policies 43, 45, 48 and 49 shall be derived from estimated peak period staffing of the building;
- (vii) Fractions of parking spaces. Where a calculation of parking space requirements results in a fraction of a space, the figure shall be rounded up to the nearest whole number (half spaces shall be rounded up);
- (viii) Bicycles and motor cycles. Parking provision may be required in larger developments;
- (ix) Parking layout. All parking areas must be clearly marked out in bays. Parking spaces shall be a minimum of 2.4 x 4.8 metres. At least 6 metres is required between rows of spaces, or 7.3 metres in the case of garages or car ports. Where spaces are provided in lay-bys or on the public highway, bay lengths shall be 6 metres. All spaces must be capable of independent use, with the exception of spaces provided for the exclusive use of one dwelling where a degree of doubling up is acceptable (e.g. a garage with parking space in front of it);
- (x) Parking for disabled people. ~~Policy 50~~ shall be complied with.

## POLICY 40 RESIDENTIAL DEVELOPMENT PARKING STANDARDS

DWELLING SIZE (BEDROOMS)		NUMBER OF SPACES REQUIRED PER DWELLING		
		ALLOCATED <sup>(1)</sup>	UNALLOCATED <sup>(2)</sup>	TOTAL
1 (including bedsits)	either <sup>(3)</sup>	0	1.5	1.5
	or	1	0.5	1.5
2	either <sup>(3)</sup>	0	2	2
	or	1	1	2
	or	2	0.5	2.5
3		2	0.5	2.5
4 or more		3	0.5	3.5

Proposals will also be assessed against the following criteria:

- (i) **Policy 39** must be complied with, especially criteria (iii) and (ix);
- (ii) **Elderly persons dwellings and residential homes/hostels.** See Policy 43;
- (iii) **Location of spaces.**
  - a) **Allocated spaces** must be located within the curtilage of individual dwellings where possible and normally be visible from the dwelling to which it is allocated. A driveway in front of a garage must be at least 5.5 metres long to count as a parking space and allow for opening of garage doors;
  - b) **Unallocated spaces** shall be provided in smaller groups (usually of no more than 10 spaces) and normally be placed within 25 metres of the entrance to dwellings they serve. These spaces must be well lit and be visible from dwellings in order to discourage parking on the highway. The unallocated spaces shall include 0.25 per dwelling for visitors parking. Where possible, visitors parking spaces shall be provided in lay-bys adjoining a proposed new highway in a form to be adopted by the highway authority;
- (iv) **Extensions to existing dwellings providing potential additional bedrooms, and residential conversions.** Permission will not

normally be permitted unless parking complies with the above standards (see also Policy 39, criterion (v));

- (v) **Parking Requirements of Affordable Housing.** A lower parking requirement will be applied to affordable housing schemes if secure arrangements are made to ensure that the housing will remain "affordable" in perpetuity, rather than just for the initial occupants (see Policies 7A and 8). The extent to which parking standards will be relaxed will depend on the circumstances of the individual site. Once Project 5 (ii) has been carried out, the conclusions arising from this project will also be taken into account;
- (vi) **Review of Parking Standards.** The results of the County-wide review of parking standards (see project 5 (i)), will also be taken into account.

### Footnotes

- (1) *Allocated parking spaces = off-street spaces allocated to individual dwellings in the form of grouped garages, allocated grouped hardstandings, or garages or hardstandings within a dwelling's curtilage.*
- (2) *Unallocated spaces = parking spaces not allocated to any dwelling, but available for general public use including visitors.*
- (3) *1 and 2 bedroom dwellings and bedsits - applicants have a choice of whether or not parking provision will include spaces allocated to individual dwellings.*

## ~~POLICY 41~~ ~~LOSS OF EXISTING PARKING WITHIN A RESIDENTIAL CURTILAGE~~

~~Development that would result in the loss of an existing garage, parking space or space with potential for parking will not normally be permitted unless:~~

- ~~(i) the standards in Policy 40 are still met; or~~
- ~~(ii) replacement parking is provided in an acceptable location within the dwelling's curtilage.~~

## **POLICY 42** **LOSS OF RESIDENTIAL OFF-STREET PARKING AREAS AND GARAGE COURTS**

The loss of such parking areas will not normally be permitted. When deciding if exceptions should be made to this policy, the Council will take into account whether:

- (i) sufficient alternative parking exists in the area to meet the standards in Policy 40;
- (ii) the redevelopment proposed would result in a significant visual improvement;
- (iii) existing levels of demand by local residents are low and there is good reason to believe that they will remain so;
- (iv) the site is used to a significant extent for authorised or long-standing commercial uses inappropriate to a residential area.

## **POLICY 43** **ELDERLY PERSONS DWELLINGS AND RESIDENTIAL HOMES/HOSTELS, PARKING STANDARDS**

### HOUSING CATEGORY

### PARKING REQUIREMENT (INCLUDING VISITORS)

- |  |  |
|--|--|
| 1. Independent dwellings for elderly people (not warden controlled; may have 24 hour care alarm service) | 1.25 spaces per dwelling (including at least 0.25 unallocated spaces <sup>(1)</sup> ).   |
| 2. Sheltered housing with resident warden  | <b>Residents:</b> 0.8 spaces per dwelling subject to (iii) below.<br><b>Wardens:</b> Policy 40 standards apply.  |
| 3. Residential home/hostel with care staff working on premises   | <b>Residents:</b> 1 space per 5 bedspaces.<br><b>Staff living on premises:</b> Policy 40 standards apply.<br><b>Staff living elsewhere:</b> 1 space per 2 staff. |
| 4. Hostels for homeless people   | 0.75 spaces per dwelling unit  |

## POLICY 43 (Cont.)

Proposals will also be assessed against the following criteria:

- (i) Policies 40 (criteria (i), (iii), and (iv)), and 50 must be complied with;
- (ii) Occupancy. Elderly persons dwellings will be restricted by agreements under Section 106 of the Town and Country Planning Act 1990 to persons aged 55 and over or to the registered disabled;
- (iii) Sheltered Housing. Parking requirements for residents' dwellings may be reduced to a minimum of 0.5 spaces per unit depending on:

- a) tenure and nature of the scheme (more parking is required for private schemes);
- b) proportion of 1 and 2 bedroom dwellings;
- c) topography of the area;
- d) distance from facilities such as shops and buses;

- (iv) Health/social services workers. Parking spaces shall be reserved for the use of doctors and other health or social services workers if necessary.

*Footnote*

- (1) *Unallocated spaces - see Policy 40, footnote (2).*



*Clarence House, Hatfield Road, St. Albans - business use parking*



*Rear of Victoria Street, St. Albans - business use parking*

## POLICY 44 BUSINESS USE, INDUSTRIAL, AND STORAGE AND DISTRIBUTION PARKING STANDARDS

USE CLASS <sup>(1)</sup>	GROSS FLOORSPACE (SQ. METRES) <sup>(2)</sup>	PARKING REQUIREMENT
B1 Business use	Any	1 space per 25 sq.m. (for B1 (c) see (iii) below).
B2-7 General industrial and special industrial	Up to 250	1 space per 25 sq.m.
	Over 250	10 spaces plus 1 space for every 40 sq.m. over 250 sq.m. (subject to (iv) below).
B8 Storage and distribution	Up to 1,000	as B2-7 but (iv) below does not apply.
	Over 1,000	28 spaces plus 1 space for every 100 sq.m. over 1000 sq.m.

Continued on page 82

## POLICY 44 (Cont.)

Proposals will also be assessed against the following criteria:

- (i) Policies 37, 39 (especially criterion (v) and 50 must be complied with;
- (ii) Individual units on larger developments. Parking requirements shall be assessed and met separately for each unit of occupation. Each parking area shall be convenient and readily identifiable in relation to the unit it serves;
- (iii) B1(c) light industrial development. For B1(c) development, the Council will accept parking on the basis of the B2-B7 standards subject to a condition withdrawing permitted development

rights for change of use to B1(a) offices and B1(b) research and development

- (iv) B2 General industrial development. Planning permissions will be subject to a condition withdrawing permitted development rights for change of use to B1 unless the B1 parking standards are complied with.

*Footnotes*

- (1) See para 4.7 for definition of Use Classes.
- (2) The term 'gross floorspace' refers to the gross external area of buildings (ie. the total area between the outside faces of external walls).

## POLICY 45 MOTOR TRADE USES PARKING STANDARDS

FUNCTION	PARKING REQUIREMENT	COMMENTS
(i) Employees	7 spaces per 8 employees <sup>(1)</sup>	
(ii) Showroom and car sales	1 space for every 10 cars displayed (minimum 2 spaces)	For customers
(iii) Storage space for cars for sale	2 spaces for every space in the showroom	
(iv) Spare parts store	6 spaces for customers	Applies to a main distributor's store
(v) Workshop and repairs, greasing and servicing	3 spaces per bay (2 spaces per bay for tyre & exhaust centres)	For waiting and finished vehicles
(vi) Ancillary vehicles	3 spaces minimum or 75% of total if more than 4 vehicles	For breakdown, car hire, etc.
(vii) Car wash and petrol filling	3 waiting spaces for every bay or run in to a row of bays	

Proposals will also be assessed against Policy 39.

*Footnote*

- (1) See Policy 39, criterion (vi).

## ~~POLICY 46~~

### ~~SHOPPING AND FINANCIAL AND PROFESSIONAL SERVICES PARKING STANDARDS<sup>(1)</sup>~~

<del>TYPE</del>	<del>PARKING REQUIREMENT (FOR STAFF AND CUSTOMERS)</del>
<del>(i) Hypermarkets, superstores and supermarkets</del>	<del>1 space per 10 sq.metres gross<sup>(2)</sup>, in out of town/urban fringe locations</del>  <del>1 space per 12 sq.metres gross<sup>(2)</sup>, in town, neighbourhood or local centres</del>
<del>(ii) Retail warehousing</del>	<del>1 space per 20 sq.metres gross<sup>(2)</sup> including outdoor sales and display areas (e.g. garden centres)</del>
<del>(iii) Other shops and financial and professional services</del>	<del>1 space per 35 sq. metres gross<sup>(2)</sup>. However, in order to maintain the vitality and viability of shopping centres, parking will not normally be required for proposals or under 250 sq.metres if a) or b) below applies:</del>
<del>a) locations within 400 metres walking distance of public car parks in St. Albans City Centre or Harpenden Town Centre;</del>	
<del>b) locations in neighbourhood or local centres where plentiful and safe on-street parking or public car parking is available.</del>	

~~Proposals will also be assessed against Policies 37, 39 (especially criterion (v)) and 50.~~

*Footnotes*

~~(1) This policy refers to classes A1 and A2 of the Use Classes Order (see para. 6.24 for definitions).~~

~~(2) 'Square metres gross' refers to the gross external area of buildings (ie the total area between the outside faces of external walls).~~

## ~~POLICY 47~~

### ~~FOOD AND DRINK ESTABLISHMENTS PARKING STANDARDS<sup>(1)</sup>~~

<del>TYPE</del>	<del>PARKING REQUIREMENT (FOR STAFF AND CUSTOMERS)</del>
<del>Restaurants, cafes</del>	<del>1 space per 5 sq.metres of dining area</del>
<del>Public houses, bars</del>	<del>1 space per 3 sq.metres of bar area</del>
<del>Hot food take-aways</del>	<del>1 space per 3 sq.metres of public area</del>

~~However, parking for these uses will not normally be required if the circumstances set out in Policy 46 (iii) a) or b) applies.~~

~~Proposals will also be assessed against Policies 37,39 (especially criterion (v)) and 50.~~

*Footnote*

~~(1) This Policy refers to Use Class A3 of the Use Classes Order (see para. 6.24 for definition).~~

## POLICY 48 SURGERIES AND CLINICS PARKING STANDARDS<sup>(1)</sup>

	PARKING REQUIREMENT
Consulting rooms	3 spaces per room
Professional staff (excluding consulting doctors, dentists, vets, etc.)	1 space per employee <sup>(2)</sup>
Non-professional staff	0.7 spaces per employee <sup>(2)</sup>

Proposals will also be assessed against Policies 39 and 50.

*Footnotes*

- (1) This policy refers to doctors', dentists' and vets' surgeries and to health centres and clinics.
- (2) See Policy 39, criterion (vi).

## POLICY 49 HOTELS AND GUEST HOUSES PARKING STANDARDS

### PARKING REQUIREMENT

(i) Bedrooms	1 space per bedroom	
(ii) Managerial staff	1 space per person <sup>(1)</sup>	
(iii) Other staff	1 space per 2 employees <sup>(1)</sup>	
(iv) Restaurants and bars open to the public	Policy 47 applies for any restaurant and bar space over and above that needed to serve hotel residents	
(v) Conference and leisure facilities	applicants must demonstrate that sufficient parking is provided	
(vi) Coach parking	to be provided if necessary	

Proposals will also be assessed against Policies 39 and 50.

*Footnote*

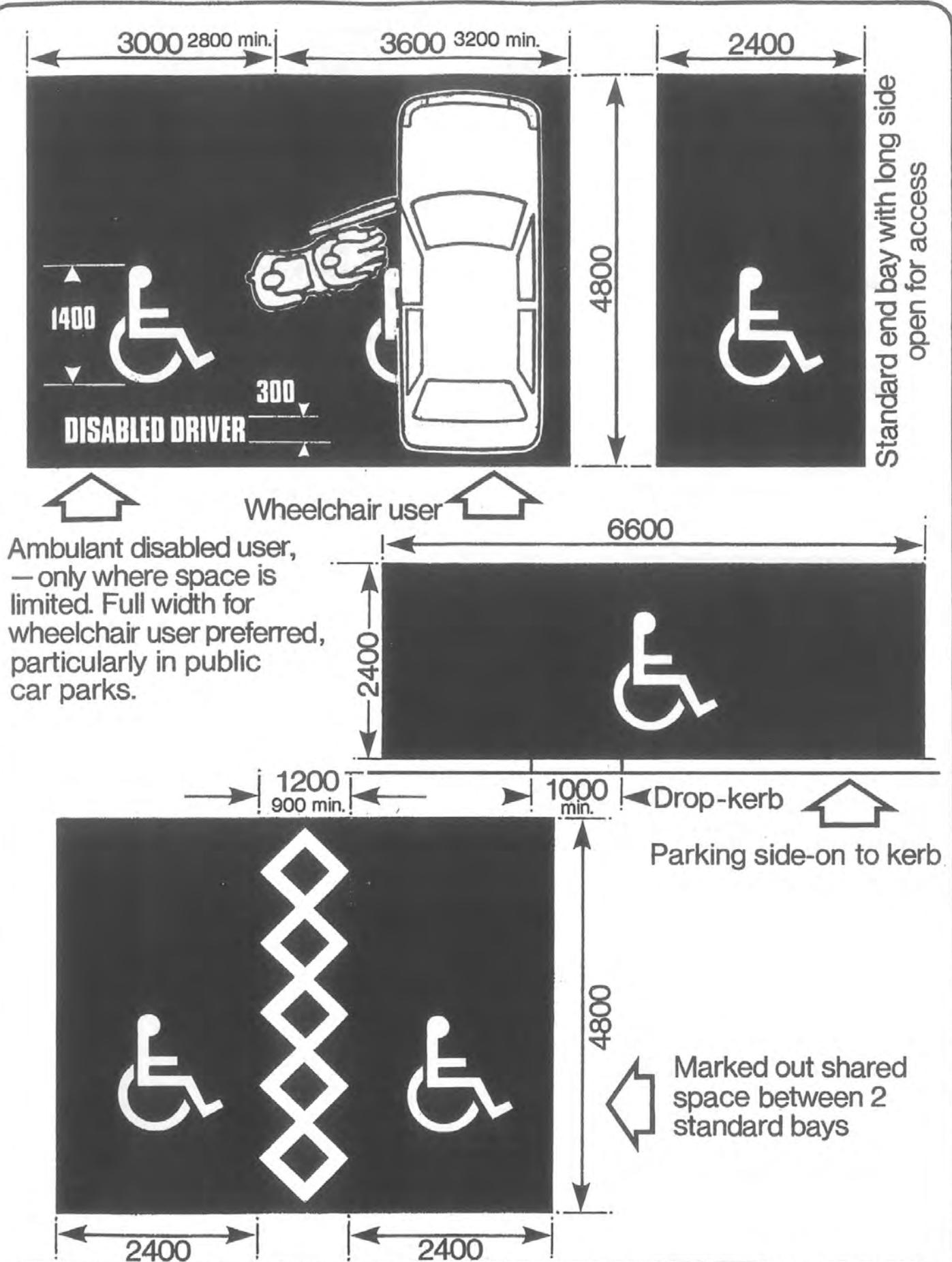
- (1) See Policy 39, criterion (vi).

## ~~POLICY 50 PARKING FOR DISABLED PEOPLE~~

~~Parking spaces for disabled people shall be provided as set out in (i) - (v) below. These spaces are included in the total parking requirement and are not additional to it. In public car parks, sufficient provision will be made to meet the needs of the locality.~~

~~Continued on page 86~~

- (i) ~~Employment generating developments not normally visited by the public.~~
- ~~car parks up to 100 spaces: 1 disabled space per 25 spaces.  
Thereafter 1 disabled space for every 100 parking spaces;~~



**DISABLED PERSONS' PARKING BAYS**

**Figure 9**

## ~~POLICY 50 (Cont.)~~

~~(ii) Hotels open to residents only: as (i) above;~~

~~Disabled spaces shall be:~~

~~(iii) Shops and other non-residential buildings to which the public have access~~

~~a) clearly marked on the ground, with signs at bays and car park entrances as necessary;~~

~~up to 100 spaces: 1 disabled space per 20 spaces.~~

~~Thereafter 3 disabled spaces for every 100 parking spaces.~~

~~b) of a size and layout to facilitate wheelchair transfer as indicated in Figure 9;~~

~~(iv) Residential (general)~~

~~1 disabled space for every dwelling built to mobility standards;~~

~~c) located as close as possible to the main accessible entrance to the building and should preferably be under cover;~~

~~(v) Residential (elderly persons dwellings)~~

~~up to 10 spaces: 3 disabled spaces.~~

~~Thereafter 1 disabled space for every 4 spaces.~~

~~d) provided with a flush dropped kerb at least 1 metre wide if access to a pavement is necessary.~~

# 6.0 SHOPPING AND SERVICE USES

## INTRODUCTION

6.1 The 1980s and early 1990s saw significant changes in the pattern of retailing. Many town centres have been redeveloped, increasing the quantity of floorspace and improving the shopping environment. New forms of retailing have been developed, located on edge and out-of-town sites catering for the car borne shopper. St. Albans District is no exception to the general trends with completion of the Maltings and Christopher Place in St. Albans City Centre. Out-of-centre development has taken place at Alban Park (Hatfield Road, St. Albans) comprising three D.I.Y retail warehouses. In addition, on the former gas works site at Holywell Hill, St Albans, a Sainsbury superstore has opened together with a retail warehouse development. Outline planning permission exists for further retail warehousing on this site. A Savacentre hypermarket has been built at London Colney and adjacent land may accommodate further out-of-town retailing.

6.2 Harpenden's physical environment does not easily lend itself to the new forms of retailing but some town centre redevelopment has taken place, principally the Waitrose supermarket.

6.3 During the 1970s considerable development took place in the neighbourhood centres. In particular, neighbourhood supermarkets were built at Fleetville and the Verulam Estate in St. Albans, Southdown (Harpenden) and London Colney. These centres are most vulnerable to competition from the new out-of-town superstores which are attracting a great amount of convenience shopping.

6.4 The District's shopping centres are not immune to competition from shopping developments outside the District. St. Albans District comes wholly or partially within the spheres of influence of the Brent Cross, Milton Keynes, Luton, Stevenage and Watford sub-regional centres and the Hemel Hempstead and Welwyn Garden City minor sub-regional centres. The competing centres themselves are all undergoing redevelopment and expansion to a greater or lesser extent, especially in the field of leisure shopping. Further competition to the established centres will be created by the A1 Galleries at Hatfield.

## THE SHOPPING HIERARCHY

6.5 In the 1970s the County Council defined a hierarchy of shopping centres ranging from the major sub-regional centres offering a wide range of shops and facilities, to the local district centres. Policy was to sustain and improve the viability of existing centres. The County Council now places less emphasis on the hierarchy of centres, but the Structure Plan Review Alterations approved by the Secretary of State in 1992 still encourages retail development within and adjacent to existing centres. Watford and Stevenage are listed as major sub-regional centres; historic centres including St. Albans are also defined. The policy applicable to such centres (*Policy 68*) is to permit development only when this is consistent with the maintenance and enhancement of the historic core.

6.6 District Plan Review Policy 51 sets out the District's shopping hierarchy. This forms the basis of the Council's policy of maintaining and increasing the vitality and viability of existing centres. Four categories of centre are defined:

Minor Sub-Regional Centre: St. Albans

Minor District Centre: Harpenden

Neighbourhood Centres: 7 Centres (*listed in Policy 51*)

Local Centres: 26 Centres (*listed in Policy 55*).

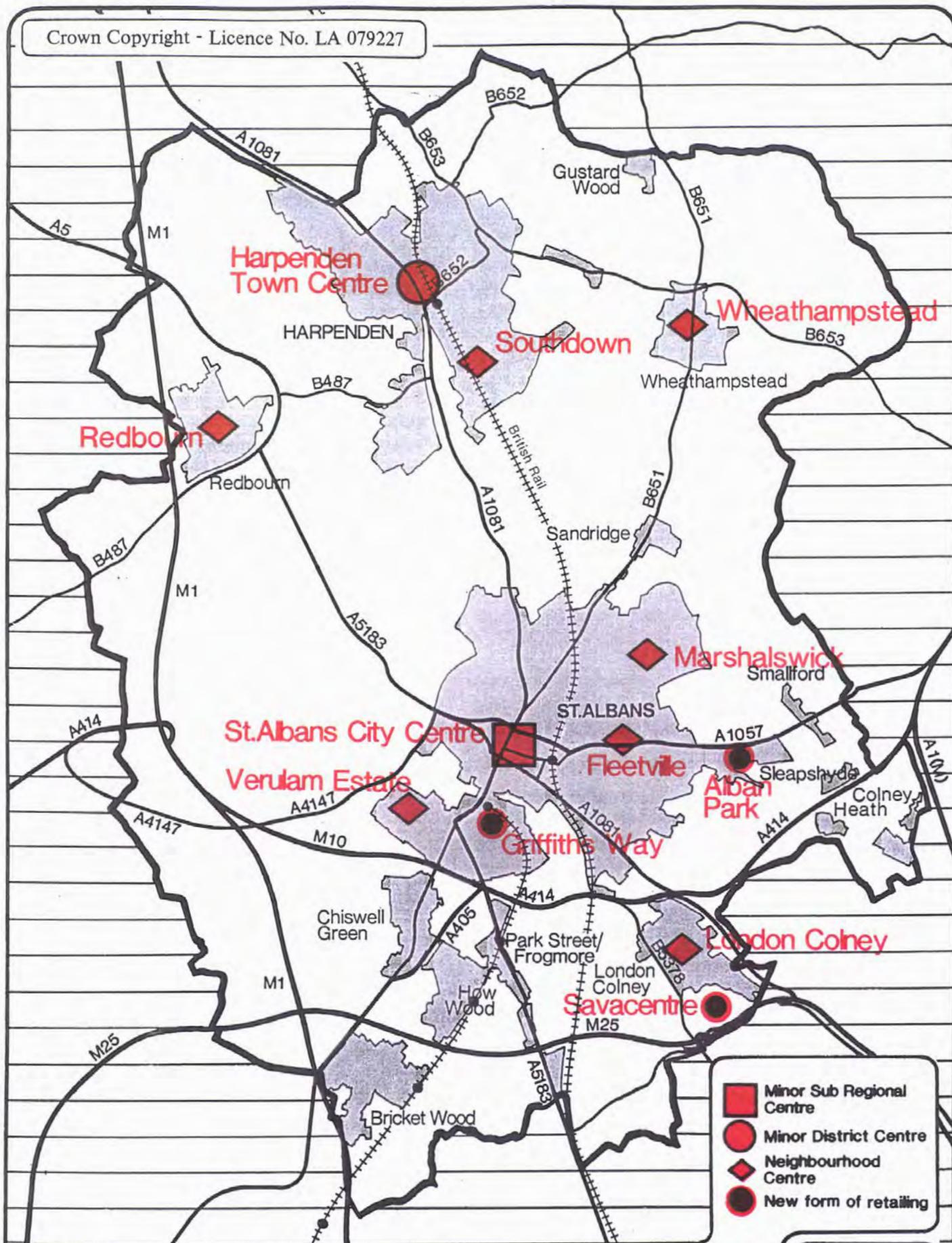
6.7 A further category comprising new forms of retailing (i.e. retail warehousing, superstores and hypermarkets) could be added to this hierarchy. There are three areas in the District:

- (i) Former gas works site, Holywell Hill, St. Albans;
- (ii) Alban Park, Hatfield Road, St. Albans;
- (iii) Savacentre, Barnet Road, London Colney.

The shopping hierarchy is illustrated on Figure 10.

## NEW SHOPPING FLOORSPACE

6.8 Planning Policy Guidance Note PPG 6 (Town Centres and Retail Developments) states that the Government's objectives are:



# SHOPPING HIERARCHY

Figure 10

- (i) to sustain or enhance the vitality and viability of town centres which serve the whole community and in particular provide a focus for retail development where the proximity of competing businesses facilitate competition from which consumers benefit; and
- (ii) to ensure the availability of a wide range of shopping opportunities to which people have easy access (from the largest superstore to the smallest village shop), and the maintenance of an efficient and innovative retail sector.

The District Plan Review takes note of the above. However, considerable investment has been made in existing centres and the Council will seek to ensure that the cumulative impact of new retail development within and outside the District does not cause an over-provision of floorspace. Such over-provision would result in shops remaining empty for long periods thereby creating problems of obsolescence and decay, for example in the St. Albans and Harpenden Conservation Areas.

6.9 Policy 66 of the Structure Plan Review states that provision will be made for approximately 320,000 sq. metres of additional gross shopping floorspace in Hertfordshire over the period 1981-96. This figure is for guidance purposes and is not a specific target. However, it is based on an assessment of Hertfordshire's quantitative and qualitative needs for additional floorspace.

6.10 Although not forming part of the Structure Plan policy, a notional share of the overall figure has

been allocated to each of the Hertfordshire Districts. St. Albans' share is 35,000 sq. metres, but completions and schemes permitted since 1981 already amount to some 84,000 sq. metres. This reflects the fact that planning permission was granted on appeal in 1988 for an 18,000 sq. metres Savacentre hypermarket at London Colney and indicates that further retail development should be restricted.

6.11 Policy 66 of the Hertfordshire County Structure Plan Alterations 1991 states that provision will be made for approximately 452,000 sq. metres of additional gross shopping floorspace in Hertfordshire over the period 1986-2001. The submitted Alterations included a District by District distribution, but the Secretary of State in approving the Alterations deleted reference to this. For information purposes only it may be noted that St. Albans District's allocation was 50,000 sq. metres. Completions between April 1986 and March 1993 are 47,700 square metres of retail floorspace. A further 10,200 sq. metres is committed.

6.12 Although there have been some losses of retail floorspace to set against the completions and commitments figures quoted above, the Council considers that there is no quantitative need for further shopping developments. However, there is a qualitative need in St. Albans City Centre for a department store. Further consideration of whether additional retail development is needed will be made when the Plan is altered or reviewed.

6.13 The Council's overall strategy towards shopping and service uses is set out in Policy 51 below. Further details are contained in Policies 52-60.

## POLICY 51 SHOPPING AND SERVICE USES, OVERALL STRATEGY

The Council's overall strategy towards shopping and service uses is based on the following points:

- (i) **Existing Centres.** The Council will seek to maintain and enhance the vitality and viability of existing centres. Limited additional shopping development may be permitted where consistent with Policies 52-55. This includes the possibility of a department store in St. Albans City Centre (see Policy 52). The scale and nature of shopping proposals shall not detract from the character of conservation areas and will reflect the following hierarchy:

- a) **Minor Sub-Regional Centre**  
St. Albans City Centre

- b) **Minor District Centre**  
Harpenden Town Centre
- c) **Neighbourhood Centres**
  - NC.1 Southdown (Harpenden)
  - NC.2 Redbourn
  - NC.3 Wheathampstead
  - NC.4 Verulam Estate (St. Albans)
  - NC.5 Fleetville (St. Albans)
  - NC.6 The Quadrant,  
Marshalswick (St. Albans)
  - NC.7 London Colney

- d) **Local shopping facilities (including local centres and village shops) see Policy 55;**

Continued on page 90

## POLICY 51 (Cont.)

- (ii) **Service uses** will be permitted in existing centres as long as proposals do not detract from the shopping role of these centres (see Policy 57);
- (iii) **Major retail development outside existing town centres.** Policy 58 proposes retail warehousing on the gas works site and a supermarket in Hatfield Road, St. Albans and states that out-of-town shopping may be permitted at Barnet Road, London Colney. Any other schemes will be permitted only if the criteria in Policy 58 are complied with.



*St. Peters Street, St. Albans*

## SHOPPING DEVELOPMENT IN ST. ALBANS CITY CENTRE

6.14 St. Albans City Centre is the District's principal shopping area. It is classified as a minor sub-regional centre. In view of the major recent developments at Christopher Place and the Maltings, there is no quantitative need for further major shopping expansion. However, there are three reasons for encouraging some additional development:

- (i) the provision of a department store would greatly increase the attractiveness of the shopping centre. Policy 52 encourages a department store if a suitable site can be found;
- (ii) shopping development could improve the environment of certain sites, especially the land to the rear of St. Peters Street fronting Drovers Way (sites S.2 and S.3 in Policy 52);
- (iii) service uses such as estate agents, building societies and restaurants are expanding very significantly. This could lead to an undesirable loss of existing shops. Policy 52 therefore proposes a number of sites for small scale retail or service use development. The policy also lists Primary Shopping Frontages, Secondary Shopping Frontages and Class A Frontages (see para. 6.24 for definition of Class A). The intention is to secure an appropriate balance between shopping and service uses in different parts of the centre.



*The Maltings Shopping Centre, St. Albans*



*Christopher Place Shopping Centre, St. Albans*

## POLICY 52

### SHOPPING DEVELOPMENT IN ST. ALBANS CITY CENTRE

Within the St. Albans City Centre Inset Map area, shopping proposals will be assessed against ~~Policy 46~~ (car parking) and the following points:

- (i) Major new shopping development (over 1,500 sq. metres gross) will generally be refused apart from the proposed retail warehousing at the gas works site (*see Policy 58*). However, an exception to this policy may be made if the proposed redevelopment would result in significant improvement to the quality of shopping in the City Centre, including a department store on an environmentally suitable site. Land at the Civic Centre may become available for such redevelopment (*see Policy 116, site 2E*);
- (ii) Small scale retail development (under 1,500 sq. metres)
- a) Proposed sites. Small scale retail development (or service uses where consistent with Policy 57) will generally be permitted on the sites listed below and shown on the Inset Map:

REF.	LOCATION	DETAILED GUIDANCE
S.1	10-28 Catherine Street	<del>Policy 115, site 1B</del>
S.2	Drovers Way (rear of 61-77 St. Peters St)	Policy 116, site 2A
S.3	Drovers Way (rear of 25-47 St. Peters St)	Policy 116, site 2B
S.4	15 Victoria Street (former Queensway)	Policy 116, site 2D
S.5	1B-3B London Road	<del>Policy 118, site 4A</del>
S.6	Coupers, 21/23 London Road	<del>Policy 118, site 4B</del>
S.7	Godfrey Davis, 29 London Road	<del>Policy 118, site 4C</del>
S.8	61-63 Lattimore Road & 80, 80A Victoria St	<del>Policy 120, site 6A</del>
S.9	1-3 Victoria Parade, Victoria Street	<del>Policy 120, site 6B</del>
S.10	100 & 118 London Road (frontage of Marlboro Motors)	Policy 121, site 7A
S.11	113-117 London Road & 1-6 Francis Court	Policy 121, site 7D
S.12	Drovers Way (rear of 61-67 St. Peters Street)	Policy 116, site 2F

- b) Within defined frontages. Small scale retail development will generally be permitted within the frontages listed below and shown on the Inset Map:

#### Primary Shopping Frontages

PSF 1	3-37 Chequer Street
PSF 2	2A-38 Chequer Street
PSF 3	Christopher Place (inner courtyard only)
PSF 4	3-21 French Row
PSF 5	1-13 George Street
PSF 6	18-28 George Street
PSF 7	The Maltings
PSF 8	1-37 Market Place
PSF 9	6-38 Market Place
PSF 10	1-57 St. Peters Street
PSF 11	2-20 High Street
PSF 12	3-33 High Street

Continued on page 92

## POLICY 52 (Cont.)

### Secondary Shopping Frontages

SSF 1	1-39 Catherine Street
SSF 2	6-28 Catherine Street & 93 St. Peters Street
SSF 3	Heritage Close (all)
SSF 6	1-23 Holywell Hill
SSF 7	2-34 Holywell Hill
SSF 8	1-9 London Road
SSF 9	2-46 London Road
SSF 10	61-85 St. Peters Street
SSF 11	1 Spencer Street
SSF 12	The Colonnade, Verulam Road/Upper Dagnall Street

### Class 'A' Frontages<sup>(1)</sup>

AF1	41-63 Catherine Street
AF2	6-14 Hatfield Road
AF3	61-63 Lattimore Road & 80/80A Victoria Street
AF4	13-29 London Road & 1-9 Marlborough Road
AF5	67-89 London Road
AF6	92-164 London Road
AF7	113-117 London Road & 1-6 Francis Court
AF8	4 St. Peters Street - Forrester House & 1-9 Victoria Street
AF9	Lockey House - 30 St. Peters Street
AF10	95-101A St. Peters Street
AF11	109-117 St. Peters Street
AF12	4A-24 Spencer Street
AF13	1-13 Verulam Road
AF14	2-6 Victoria Street
AF15	Victoria Parade & 95-143 Victoria Street
AF16	126 Victoria Street - Horn of Plenty Public House
AF17	145-161 Victoria Street
AF18	1-7 Waddington Road

- c) Elsewhere in the Inset Map area. Retail development will normally be resisted. However, exceptions may be made for minor extensions to existing shops or for changes of use from a service use to retail;

(iii) Loss of existing shops will not normally be permitted unless the proposal complies with Policy 56.

#### *Footnote*

(1) See para. 6.24 for definition of class 'A'.

## SHOPPING DEVELOPMENT IN HARPENDEN TOWN CENTRE

6.15 Harpenden Town Centre is classified as a Minor District Centre. This reflects its relatively restricted range of shops and absence of major durable goods shops, the primary function being the provision of food.

6.16 Non-food shopping floorspace in the town centre has declined in recent years. This is due to the replacement of the Anscombe's department store by the Waitrose supermarket and through the change of use of shops to service uses such as estate agents, building societies and restaurants. However, no new major retail developments are proposed in view of the need to conserve the physical environment of the town centre, and the proximity of larger centres such as St. Albans and Luton.

6.17 Policy 53 proposes four sites for small scale retail or service use development. The policy also lists Primary Shopping Frontages, Secondary Shopping Frontages and Class 'A' Frontages (see para. 6.24 for

definition of class 'A'). The intention is to secure an appropriate balance between shopping and service uses in different parts of the centre and maintain the vitality and viability of the shopping centre.

## POLICY 53 SHOPPING DEVELOPMENT IN HARPENDEN TOWN CENTRE

Within the Harpenden Town Centre Inset Map area, shopping proposals will be assessed against ~~Policy 46~~ (car parking) and the following points:

- (i) **Major new shopping development** (over 1,500 sq. metres gross) will generally be refused;
- (ii) **Small scale retail development** (under 1,500 sq. metres)
  - a) **Proposed sites.** Small scale retail development (or service uses where consistent with Policy 57) will generally be permitted on the ground floor of sites listed below and shown on the Inset Map:

REF.	LOCATION	DETAILED GUIDANCE
S.1	86-90 High Street	Policy 128, site 2A
S.3	2 High Street	<del>Policy 130, site 4F</del>
S.4	9 & 11 Leyton Road and land fronting Amenbury Lane	<del>Policy 131, site 5A</del>

- b) **Within defined frontages.** Small scale retail development will generally be permitted within the frontages listed below and shown on the Inset Map:

### Primary Shopping Frontages

PSF 1	1-3 Church Green & 2B-10 Leyton Road
PSF 2	1-31 High Street
PSF 3	18-50 High Street
PSF 4	The Leys (between High Street and Leyton Road)
PSF 5	1-11 Leyton Road & 12-18 Church Green Row
PSF 6	2-16 High Street, 1-3 Leyton Green Road

### Secondary Shopping Frontages

SSF 1	4-6 Church Green & 52-104 High Street
SSF 2	33-61 High Street
SSF 3	12-14 Leyton Road
SSF 4	2A-34 Station Road
SSF 5	1-17A Station Road

### Class 'A' Frontages<sup>(1)</sup>

AF1	65-73 High Street
AF2	1-12 Harding Parade, Station Road
AF3	1A-3 & 2-4 Vaughan Road and 1-3 Clayton House

- c) **Elsewhere in the Inset Map area.** Retail development will normally be resisted. However, exceptions may be made for minor extensions to existing shops or for changes of use from a service use to retail;

- (iii) **Loss of existing shops** will normally be permitted only if Policy 56 is complied with.

#### Footnote

(1) see para. 6.24 for definition of Class 'A'.

## SHOPPING DEVELOPMENT IN NEIGHBOURHOOD CENTRES

6.18 The seven neighbourhood centres listed in Policy 51 are a strong feature of shopping in the District. They cater for the food shopping needs of much of the District; four centres contain neighbourhood supermarkets as mentioned in paragraph 6.3. The larger centres of Fleetville, The Quadrant, London Colney and Southdown have a wider range of shops and this reduces the need for people to travel to town centres.

6.19 The Council recognises the importance of these centres for shopping, but also accepts that local service uses should be accommodated. Policy 54 therefore lists Primary Shopping Frontages and Class 'A' Frontages (see paragraph 6.24 for definition of Class 'A'). The intention is to secure an appropriate balance between shopping and service uses in different parts of these centres and maintain their vitality and viability as shopping centres. Small scale retail development will be encouraged, particularly in Primary Frontages.

6.20 Safeway now have permission to build a supermarket adjacent to Fleetville neighbourhood centre on the Marconi and Timber Yard site (see ~~Policy 138~~).

### POLICY 54 SHOPPING DEVELOPMENT IN NEIGHBOURHOOD CENTRES

The neighbourhood centres listed in Policy 51 and shown on the Proposals Map are sub-divided into Primary Shopping Frontages and Class 'A' Frontages:

PM <sup>(1)</sup>	REF.	CENTRE	PRIMARY SHOPPING FRONTAGES (SHOWN AS "PSF" ON PROPOSALS MAP)	CLASS 'A' FRONTAGES (SHOWN AS "AF" ON PROPOSALS MAP)
1	NC.1	Southdown (Harpenden)	120-126 & 127-137 Southdown Road; 1-7 & 2-8 Piggotshill Lane	2-16 Grove Road; 114-119 Southdown Road
1	NC.2	Redbourn	68-80 High Street	17-19, 51-83, 22-30, 48-66 & 82-86 High Street
2	NC.3	Wheathampstead	2-36 and 17-39 High Street; Mill Walk	1-9 Station Road
3	NC.4	Verulam Estate (St. Albans)	Ermine Close (all)	
F	NC.5	Fleetville (St. Albans)	193-219 Hatfield Road & Co-op Supermarket	2 Clarence Road; 59-61 & 62-68 Stanhope Road; 39-101, 109-191, 223-227, 144-156, 180-226 & 248-258 Hatfield Road
4	NC.6	The Quadrant (Marshalswick, St. Albans)	11-51 The Quadrant	1-10 & 53-72 The Quadrant; 1-9 Wycombe Place
L	NC.7	London Colney	Co-op Supermarket Haseldine Road; 152-166 & 184-196 High Street	1-17 Haseldine Road; 170 High Street - White Horse P.H.

Within these centres small scale retail development catering for the convenience shopping needs of the neighbourhood will generally be permitted, particularly in Primary Shopping Frontages. Car parking may be required (see ~~Policy 46~~).

Loss of existing shops will normally be permitted only if Policy 56 is complied with.

#### Footnote

(1) P.M. = Proposals Map Sheet. See Preface (Figure 1).



Fleetville Neighbourhood Shopping Centre St. Albans

## LOCAL SHOPPING FACILITIES

6.21 The local centres listed in Policy 55 have an important role in catering for shopping visits of a 'topping up' nature made on a daily basis. Policy 55 seeks to ensure the continued viability of these centres. Within the District's settlements there are also many individual shops and small groups of shops not classified as local centres. These shops should be retained if alternative facilities are not available nearby. It is particularly important that local shopping facilities are available in villages which do not have clearly defined centres. Policy 55 also proposes a new local centre to serve the proposed residential development on the Hill End/Cell Barnes Hospitals site in St. Albans.

### POLICY 55 LOCAL SHOPPING FACILITIES

- (i) Within the local centres listed below and shown on the Proposals Map and within Green Belt settlements (listed in Policy 2), small scale retail development designed to cater for the daily needs of the local population will generally be permitted. Car parking may be required (see *Policy 46*);
- (ii) in local centres and in other locations in towns, specified settlements and Green Belt settlements (see Policy 2), the loss of existing local shops will not normally be permitted unless the proposal complies with Policy 56;

#### LOCAL CENTRES

PROPOSALS MAP SHEET	REF.	CENTRE
<b>TOWNS</b>		
<u>St. Albans</u>		
3	LC.1	8-26 High Oaks
3	LC.2	35-41A Abbey Avenue
3	LC.3	23-39A Vesta Ave. & 1-3 Watling View
3	LC.4	28-38 Abbots Avenue West
4	LC.5	St. Brelades Place, Jersey Farm
4	LC.6	2-36 Beech Road
4	LC.7	19-23 & 40-42 Sandridge Road
4	LC.8	15-23 Central Drive
4	LC.9	38-52 Newhouse Park
F	LC.10	399-421 & 444 Hatfield Road
F	LC.11	211-217 & 243-249 Camp Road
F	LC.12	191-205 Cell Barnes Lane
F	LC.13	proposed new local centre at Hill End/Cell Barnes (see <i>Policy 137</i> )

Continued on page 96

## POLICY 55 (Cont.)

PROPOSALS MAP SHEET	REF.	CENTRE
		<u>Harpenden</u>
1	LC.14	381-397 Luton Road
1	LC.15	95-105 Luton Road
1	LC.16	50-54 Westfield Road
1	LC.17	121-125 & 138-146 Lower Luton Road
1	LC.18	103-107 Station Road
		<b>SPECIFIED SETTLEMENTS</b>
		<u>London Colney</u>
L	LC.19	1-5 Shenley Lane
		<u>Bricket Wood</u>
3	LC.20	81-97 Old Watford Road
3	LC.21	95-127 Oakwood Road
3	LC.22	19-27 Blackboy Wood
		<u>Chiswell Green</u>
3	LC.23	2A Tippendell Lane; 301-305, 337 & 192-204 Watford Road
		<u>How Wood</u>
3	LC.24	2-30 How Wood
		<u>Park Street</u>
3	LC.25	69-71, 68-76 & land south of 84 Park Street; 1-2 Park Street Lane
		<b>GREEN BELT SETTLEMENTS</b>
		<u>Colney Heath</u>
4	LC.26	15 & 8-16 High Street

## LOSS OF RETAIL FLOORSPACE AND LOCATION OF SERVICE USES

6.22 In recent years there has been great pressure from non-retail service uses such as banks, estate agents and restaurants to locate within established shopping areas. The District Council recognises the need for such facilities within shopping areas as they can contribute to their vitality and viability. However, such uses are secondary to the primary function of the shopping areas and if allowed to proliferate would reduce the range of goods available to shoppers, leading to the decline of the centre.

6.23 It is the aim of the Council to retain important shopping facilities and to provide for the proper location of service uses. Policy 56 provides guidance on the loss of retail floorspace, whilst Policy 57 is concerned with service uses. Policy 57 also seeks to ensure that the environmental impact of service uses, such as food and drink establishments and amusement centres, is acceptable. The Council's approach reflects Government advice in Planning Policy Guidance Note PPG 6 (Town Centres and Retail Developments). The policies also provide guidance on shopping and service uses outside shopping areas.

6.24 Policies 56 and 57 also reflect the Town and Country (Use Classes) Order 1987 which classifies the use of land and buildings. Most changes of use from one class to another will require planning permission. Part A of the schedule refers to shopping and service uses and is split into three classes:

### Class A1: Shops

- a. retail sale of goods other than hot food,
- b. post office,
- c. ticket or travel agency,
- d. sale of sandwiches/cold food for consumption off the premises,
- e. hairdressing,
- f. undertakers,
- g. display of goods for sale,
- h. hiring out of domestic or personal goods or articles,
- i. reception of goods to be washed, cleaned or repaired.

### Class A2: Financial and Professional Services

- a. financial services,
- b. professional services (other than health or medical services),
- c. any other services (including use as a betting office) appropriate to a shopping area.

Where the services are provided principally to visiting members of the public.

### Class A3: Food and Drink

Use for the sale of hot food and drink for consumption on the premises or of hot food for consumption off the premises.

6.25 As a result of the Town and Country Planning General Development Order 1988, the following changes of use within Class A no longer require planning permission:

<u>From (Use Class)</u>	<u>To (Use Class)</u>
A2 (financial and professional)	A1 (shops)
A3 (food and drink)	A1 (shops)
A3 (food and drink)	A2 (financial and professional)
Sale of motor vehicles	A1 (shops)

## **POLICY 56 LOSS OF RETAIL FLOORSPACE**

Applications for the loss of retail floorspace (ie. Use Class A1) will be assessed against the following table:

<b>LOCATION</b>	<b>GENERAL ACCEPTABILITY OF PROPOSALS</b>	<b>APPROPRIATE NEW USES</b>
<b>Primary Shopping Frontages<sup>(1)</sup></b>	Acceptable if at least 90% of the built up length of the frontage at ground level remains in retail (Class A1) use	Service uses consistent with Policy 57
<b>Secondary Shopping Frontages<sup>(1)</sup></b>	Acceptable if at least 60% of the built up length of the frontage remains in retail use at ground floor level	As above
<b>Class 'A' Frontages<sup>(1)</sup></b>	Acceptable	As above
<b>Local Centres<sup>(2)</sup></b>	Acceptable if sufficient shops remain to cater for the daily needs of the local population	As above
<b>Elsewhere in towns and specified settlements<sup>(3)</sup></b>	Acceptable if other shops to cater for the daily needs of the local population are available nearby	Housing or uses consistent with Policies 9 or 57
<b>Green Belt settlements<sup>(4)</sup></b>	Not normally acceptable	Not normally acceptable

#### *Footnotes*

- (1) As defined in Policies 52 (St. Albans City Centre), 53 (Harpenden Town Centre) and 54 (neighbourhood centres).
- (2) As defined in Policy 55.
- (3) Refers to individual shops and small groups outside the defined local centres.
- (4) As defined in Policy 2.

## POLICY 57 SERVICE USES

Applications for service uses (ie Use Classes A2 and A3 and other uses appropriate to shopping areas) will be assessed against the following criteria:

(i) General acceptability of service uses

Primary shopping frontages <sup>(1)</sup>	)	Acceptable if proposals do not involve the
Secondary shopping frontages <sup>(1)</sup>	)	loss of dwelling space contrary to Policy 10
Class 'A' frontages <sup>(1)</sup>	)	or retail floorspace contrary to Policy 56
Local Centres <sup>(2)</sup>	)	
Elsewhere in towns and specified settlements <sup>(3)</sup>		Not normally acceptable except for changes of use from B1 (except on employment areas listed in Policy 20); from A1 (subject to Policy 56); and from A2 to A3
Green Belt settlements <sup>(4)</sup>		Acceptable if meets the service needs of the settlement

(ii) Car parking may be required. See Policies 46 and 47;

(iii) A window display should be provided;

(iv) Use Class A3 (food and drink). Proposals should not detract from the visual character of areas or cause serious problems in respect of the following:

- a) traffic and parking;
- b) noise, fumes, smell and general disturbance;
- c) litter;
- d) residential amenity;
- e) impact on conservation areas (*see Policy 85*), in particular in the vicinity of the Cathedral (i.e. the George Street, Heritage Close, High Street, Holywell Hill area) but without prejudicing conservation areas in general.

Furthermore, the Council will seek to ensure that serious problems do not arise from an over-concentration of A3 uses in a particular area.

Planning conditions (for example, to control hours of opening or to require provision of a litter bin outside the premises) may be imposed to render a proposal environmentally acceptable. Arrangements for the ventilation of working areas must be shown in planning applications and must not detract from the appearance of the building or the visual or other amenity of nearby residents;

(v) Amusement Centres will not be permitted if noise and disturbance is likely to affect nearby housing, including flats above shops, or if the proposal is likely to affect the visual amenity of a conservation area.

*Footnotes*

(1) As defined in Policies 52 (St. Albans City Centre), 53 (Harpenden Town Centre) and 54 (neighbourhood centres).

(2) As defined in Policy 55.

(3) Refers to individual shops and small groups of shops outside the defined local centres.

(4) As defined in Policy 2.

6.26 In considering the Council's policies with regard to the loss of retail floorspace and service uses, the Local Plan Inspector expressed reservations about

the validity of the Council's approach in Policy 56 in concentrating on just the one aspect of frontage use. In his view a wider variety of factors should be

considered and though the underlying aim of Policy 56 is reasonable, the policy itself should be given further thought. The Council accepts that the Plan's approach to service uses in retail frontages should be reviewed, but considers that it is not appropriate to amend the policy at this time because:

- (i) the basis of the Inspector's concerns results partly from Government guidance in DCPN11, Development Control Policy Note 11 on service uses in shopping areas. However, DCPN11 has now been superseded by Revised PPG 6 : Town Centres and Retail Developments. PPG 6 gives detailed guidance on how this issue might be addressed, particularly in terms of vitality and viability of shopping areas;
- (ii) the Department of the Environment has commissioned research that will provide further guidance on vitality and viability to be published in 1994;
- (iii) the English Historic Towns Forum is currently undertaking a study of retailing in historic towns, including research on service uses.

6.27 In the light of these points, the Council concludes that a major policy review should be deferred until the Plan is altered or reviewed.

## Project 5A Review of Policies 56 and 57

**The District Council will undertake a study of the loss of retail floorspace and the location of service uses, in order to formulate revised policies for inclusion in the next Local Plan.**

In the meantime the advice contained in PPG 6 and the forthcoming guidance on vitality and viability will be taken into account when considering the loss of retail floorspace.

## MAJOR RETAIL DEVELOPMENT OUTSIDE EXISTING TOWN CENTRES

6.28 The need for further development of new forms of retailing is examined below:

- (i) Retail warehousing (i.e. large single-level stores specialising in the sale of household goods (such as carpets, furniture and electrical goods) and bulky D.I.Y items, catering mainly for car borne customers and often in out-of-centre locations). There are three existing D.I.Y stores at Alban Park

(Hatfield Road, St. Albans). There is also a purpose built retail park, the St. Albans Retail Park, at Griffiths Way, St. Albans. On a site adjacent to this, permission exists for a further 5,550 sq. metres of non-food retail warehousing. There are also many existing and planned retail warehousing schemes in towns outside the District, for example Borehamwood, Hatfield, Luton and Watford. The Council concludes that there is no need to propose any further retail warehousing in the District;

- (ii) Large supermarkets and superstores. Superstores have a sales area of at least 2,500 sq. metres selling mainly food, or food and non-food goods with dedicated car parking at surface level. A Sainsbury superstore has opened on the gas works site, whilst the Savacentre hypermarket (see (iii) below) includes a large element of food shopping. In addition the District already has a wide range of town centre and neighbourhood supermarkets. Planning permission has



*Alban Park, St. Albans - retail warehouse*



*Former Gas Works site, St. Albans - retail park*

been granted to Safeway to build a supermarket on the Marconi and Timber Yard site at Hatfield Road, Fleetville (see ~~Policy 138~~). Food expenditure is not growing rapidly and it seems most unlikely that further major developments will be needed;

- (iii) Major out-of-town centres (over 10,000 sq.metres gross). An 18,000 sq. metre Savacentre hypermarket has opened at Barnet Road, London Colney and some additional retail development at this site is proposed to help solve planning problems in London Colney (see *Policies 140 and 141*). There is no need for any further major new centre in this part of Hertfordshire and Central Government has made it clear that such centres have no place in the Green Belt. This was emphasised in 1988 by the dismissal of an appeal for a regional shopping centre on the "Golden Triangle" site, bounded by M1, M25 and A405 to the west of Bricket Wood.

6.29 The following policy takes account of the above points and County Structure Plan Policies 80 and 81.



Former Gas Works site, St. Albans - Sainsbury superstore

## POLICY 58 MAJOR RETAIL DEVELOPMENT OUTSIDE EXISTING TOWN CENTRES

The following site is proposed for retail warehousing:

PROPOSALS MAP SHEET	REF.	LOCATION	AREA (HA.)	OTHER GUIDANCE
S	R.1	Part of former Gas Works site, Griffiths Way, St. Albans	1.69	Outline permission granted for 5,550 sq. metres of retail warehousing.

The following site is proposed for a food supermarket:

PROPOSALS MAP SHEET	REF.	LOCATION	AREA (HA.)	OTHER GUIDANCE
F	R.2	Marconi and Timber Yard site, Hatfield Road, St. Albans	2.25	See <del>Policy 138</del> .

In addition, out-of-town shopping will be permitted at Barnet Road, London Colney if ~~Policy 141~~ is complied with. Other proposals for major retail developments (over 1,500 sq. metres gross floorspace) such as retail warehouses, large supermarkets, superstores, hypermarkets or major out-of-town centres, will be permitted only if the following criteria are complied with:

- (i) a detailed retail impact study must be submitted and it must be shown that the scheme would not seriously affect the vitality and viability of an existing shopping centre as a whole. Any such assessment shall take into account quantitative and qualitative needs and the cumulative impact of other developments proposed in the area;

## POLICY 58 (Cont.)

- (ii) proposals will not normally be permitted on land either allocated in this Plan for another use or forming part of the Green Belt;
- (iii) proposals must be acceptable in terms of design (see Policy 69), environmental impact, road access (including provision for public transport) and car parking (see ~~Policy 46~~).

## GARDEN CENTRES AND GARDEN NURSERIES

6.30 These uses are defined as follows:

- (i) Garden Centres. The primary activity is the retail sale of plants, trees, shrubs and gardening products. Some of these products will originate off-site;
- (ii) Garden Nurseries. The primary activity is the growing of plants, trees and shrubs for sale from the site.

### Garden Centres

6.31 Garden centres are a specialised form of retailing normally found at the fringe of towns and villages within the Metropolitan Green Belt. There are four large garden centres in the District, all in Green Belt locations:

- (i) Ayletts, North Orbital Road, St. Albans;
- (ii) Gardenstore, North Orbital Road, St. Albans;
- (iii) Burston Tyler, North Orbital Road, Chiswell Green;
- (iv) Notcutts, Hatfield Road, Smallford.

6.32 Garden centres in the Green Belt may involve the loss of good quality agricultural land, and the size and distribution of their buildings may detract from the open nature of the Green Belt. Consequently, extensions to existing garden centres should be controlled and there must be a general presumption against new garden centres given the scale of existing provision. Proposals will be assessed against Policy 1 (*Metropolitan Green Belt*). Additional garden centres should normally be provided within settlements excluded from the Green Belt. This may include centres attached to "Do It Yourself" retail warehouses.

## Garden Nurseries

6.33 Garden nurseries generally have considerably less impact on the Green Belt than garden centres. At garden nurseries, much of the land is used for growing of plants for sale from the site; sales activities are ancillary to the main activity of growing plants and shrubs. Sales buildings are usually much smaller than at garden centres and a more restricted range of goods is available. Modest extensions to existing nurseries and the establishment of new nurseries is therefore acceptable in certain circumstances.

## POLICY 60 GARDEN NURSERIES IN THE GREEN BELT

- (i) Extensions to existing garden nurseries will be assessed against the following criteria:
  - a) **buildings, glasshouses, other structures and sales areas shall:**
    - be restricted to one storey in height and modest in scale;
    - be well related to existing buildings;
    - not detract from the generally open nature of the Green Belt.
  - Well landscaped parking must be provided.
  - b) **garden nurseries may sell only goods grown on the site and direct aids to growing plants such as peat, flowerpots and garden tools.**
- (ii) New garden nurseries may be permitted if:
  - a) **the proposal is acceptable in traffic and environmental terms. In particular, Policies 102-106 in the Countryside chapter shall be complied with;**
  - b) **the criteria for extensions to existing garden nurseries (see (i) above) shall be complied with.**



# 7.0 SOCIAL AND COMMUNITY SERVICES

## INTRODUCTION

7.1 The social and community services and public utilities provide a wide and diverse range of essential public services. These are subject to changing demands in terms of both the quantity and quality of service required. As a result of these changes and the need to review the standard of service provided, additional facilities are required during the District Plan period, whilst some existing facilities may become surplus to requirements.

## HEALTH SERVICE

7.2 The provision of health care facilities is largely dependent upon Central Government financial allocations and the investment programme of the North West Hertfordshire Health Authority. Over recent years there has been a trend in the National Health Service towards community care which applies not only to the care of people with mental illness and a mental handicap, disabled and geriatric patients, but also to the acutely ill. This has implications for the provision of, for example, small scale residential homes in place of long-term care in large institutions.

7.3 The North West Hertfordshire Health Authority is undertaking a review of acute hospital services within its Health District which includes the St. Albans City Hospital. It may be necessary to amend the District Plan once agreement has been reached by the Health Authority on a preferred strategy for its services. The Health Authority is also considering the future of the Mid Herts Wing in Church Crescent, St. Albans. Should this site be vacated, an alternative residential use has been shown for the site in Policy 4 (ref RS.20). Some new building and upgrading of facilities are also planned within the site of the Harpenden Memorial Hospital.

### **POLICY 60A HOSPITAL SERVICES**

**The District Council will normally approve proposals from the National Health Service which may be made in the future to expand facilities at Harpenden Memorial Hospital and St. Albans City Hospital provided the proposals:**

### **POLICY 60A (Cont.)**

- (i) **retain important buildings considered worthy of retention;**
- (ii) **are acceptable on access, car parking, design and landscaping grounds;**
- (iii) **would not cause a loss of amenity to the surrounding residential areas.**

## GREEN BELT HOSPITAL SITES

7.4 The District has four hospitals for people with a mental handicap or a mental illness, all located within the Metropolitan Green Belt:

- (i) Cell Barnes: this hospital for people with a mental handicap is located to the south-east of St. Albans. Within the context of the national 'Care in the Community' policy, consideration is being given by the Health Authority to a phased closure in the period to 1998. Redevelopment proposals are being considered in terms of Circular 12/91 (see also *Policy 137*);
- (ii) Harperbury: apart from staff accommodation there are presently no Health Authority proposals affecting this hospital for people with a mental handicap located to the south of the District and partly in Hertsmere Borough;
- (iii) Hill End: proposals for the phased closure of this hospital for people with a mental illness are being considered concurrently with those for the adjoining Cell Barnes Hospital (see (i) above);
- (iv) Napsbury: this hospital for mentally ill people is located to the west of London Colney. There is a planned contraction of facilities during the 1990s. Draft redevelopment proposals are being prepared by the Health Authority (see also *Policy 139*).

7.5 In order to achieve the objective of community based care, a programme of resettlement is underway, including a scheme at Harpenden Memorial Hospital.

7.6 Until the future use of redundant hospitals is decided any new hospital building within the Green Belt will continue to be carefully monitored.

### ~~POLICY 60B GREEN BELT HOSPITAL SITES~~

~~The District Council will refuse further new buildings within the grounds of Cell Barnes, Harperbury, Hill End and Napsbury Hospitals unless the proposals are:~~

- ~~(i) normally located within the existing complex of hospital buildings and would not result in the outward spread of buildings;~~
- ~~(ii) acceptable on access, design, landscaping and siting grounds.~~

~~Should any of the hospitals become redundant, their future use will be considered under Policy 61.~~

### ~~POLICY 61 REDUNDANT HOSPITALS IN THE GREEN BELT, CHANGE OF USE~~

~~Proposals for the change of use of redundant hospital land and buildings will be considered in the light of guidance in D.o.E. Circular 12/91.~~

~~Detailed policy guidance for the following hospitals is contained in Part 3 of the Plan as indicated below:~~

~~Hill End and Cell Barnes Hospitals, St. Albans - see Policy 137.~~

~~Napsbury Hospital, London Colney - see Policy 139.~~

## REDUNDANT HOSPITALS IN THE GREEN BELT: CHANGE OF USE

7.7 The Government and Regional Health Authority have now adopted a policy for the care of people with a mental illness or a mental handicap with a strong emphasis on local service provision, known as 'Community Care'. This policy proposes that District Health Authorities should develop integrated and comprehensive local services to provide local residential and day care facilities to support people based at home. This will involve less reliance on the remote institutions and a move towards small units capable of making their occupants part of the local community. In order to implement this policy, the Health Authority will need to raise money by disposing of the psychiatric hospital sites as they become redundant.

7.8 The Secretary of State has provided guidelines for the future use of redundant hospital sites in the Green Belt in D.o.E. Circular 12/91. The District Council will seek to maintain close liaison with the Regional and District Health Authorities so that proposals for redundant hospitals are discussed at an early stage.

## COMMUNITY CARE

7.9 The 'Care in the Community' policy will involve some suitable residential properties being acquired and proposals for new purpose-built units. There may be scope within larger housing developments to accommodate such schemes. Although only a limited number of people need to be housed in the District each year, it is likely that schemes will be put forward by both the public and private sectors until a stock of residential accommodation is established.

7.10 The Town and Country Planning (Use Classes) Order 1987 defines the circumstances in which the establishment of small community care homes and hostels will require planning permission. For instance, development is not involved when a dwelling house becomes used as a small community care home, provided that all the residents live together as a single household and that they number no more than six including resident staff. In other circumstances where personal care and treatment is being provided and where residents and staff do not form a single household, planning permission will be required. Proposals will be assessed in the light of Policies 9 and 62. It is the residential scheme itself that requires permission and the type of occupier is not a material planning consideration. As well as obtaining planning permission such schemes may also need to be registered with the local Social Services Authority.

## POLICY 62 COMMUNITY CARE

The provision of small community care homes and hostels will be encouraged. It is Health Authority policy that units and homes should be dispersed within the community in the interests of prospective residents and existing communities. The location of such developments in close proximity to each other in such a way as to undermine this policy will not normally be permitted.

## HEALTH CENTRES, DOCTORS AND DENTISTS SURGERIES

7.11 The Council is concerned to ensure that provision is made for health centres, and doctors and dentists surgeries particularly in areas of new residential development and in existing areas where there are known deficiencies. One such area is Bricket Wood where there is no purpose-built health centre. Investigations into a suitable site will be made in consultation with Herts Family Health, St. Stephen Parish Council and other local organisations.

## ~~POLICY 63 HEALTH CENTRES, DOCTORS AND DENTISTS SURGERIES~~

~~The following site is allocated for health centre or doctors/dentists surgery use:~~

<del>REF.</del>	<del>PM<sup>(1)</sup></del>	<del>LOCATION</del>	<del>DETAILED GUIDANCE</del>
<del>DS.1</del>	<del>2</del>	<del>Marford playing field, Wheathampstead</del>	<del>access from Brocket View via Marford Hall car park</del>

~~In addition a general practitioners clinic should be considered within the local shopping centre at the Hill End Hospital site redevelopment scheme (see Policy 137).~~

## ~~POLICY 63 (Cont.)~~

~~Surgeries will be encouraged to locate as near as possible to shopping centres which possess a dispensing chemist and adequate car parking.~~

~~Car parking shall comply with Policy 48.~~

*Footnote*

~~(1) PM = Proposals Map sheet. See Preface (Figure 1).~~

## PRIVATE HEALTH FACILITIES

7.12 In order to ensure that proposals do not have an adverse effect on the amenity of an area the following policy will be applied:

## ~~POLICY 64 PRIVATE HEALTH CARE FACILITIES~~

~~Proposals to provide health care facilities will be assessed against the following:~~

- ~~(i) Within towns and specified settlements (see Policy 2). The proposal shall not be detrimental to the amenity of the surrounding environment in terms of visual impact, design, road access and car parking;~~
- ~~(ii) Within the Metropolitan Green Belt (see Policy 1), including Green Belt settlements (Policy 2). Proposals involving a change of use will be assessed against Policy 77. Permission for a change of use will be granted only if it can be demonstrated that no suitable location is available in areas excluded from the Green Belt and the proposal complies with (i) above and one of the following Policies: 61, 66, 77, 88, 89.~~

~~Extensions shall be modest in size and well related to the existing building. The siting and appearance shall not harm nearby residents or the ecology, natural beauty and amenity of the countryside. Landscaping will normally be required.~~

## EDUCATIONAL FACILITIES

7.13 Education is the responsibility of the County Council who consult the District Council on proposed developments before granting themselves deemed planning permission. In addition to state education, there are the schools in the private sector. Bearing in mind the amount of activity generated by schools, and their impact on the environment, it is important that they are properly located. The District Council will seek to ensure that new primary schools are located within an easy and safe walking distance of the community to be served.

### POLICY 65 EDUCATION FACILITIES

The following new site is shown for educational purposes on the Proposals Map:

REF.	PM <sup>(1)</sup>	LOCATION	PROPOSAL
PS.PF	1	High Beeches J.M.L School, Aldwickbury Crescent, Harpenden	playing field extension

In addition, a primary school should be considered within the Hill End/Cell Barnes Hospitals site redevelopment scheme (see [Policy 137](#)).

Proposals for new schools, extensions to existing schools or changes of use to schools will be assessed against the following:

#### A. Within towns and specified settlements (see [Policy 2](#))

- (i) where a loss of dwellings is proposed, [Policy 10 \(iv\)](#) shall be complied with;
- (ii) the impact on the amenity of the surrounding area in terms of visual impact, design, noise and disturbance, road access and traffic generation;
- (iii) sufficient on-site parking and servicing shall be provided;
- (iv) provision shall be made for the setting down and picking up of pupils, by car or public transport, in a safe and acceptable manner.

### POLICY 65 (Cont.)

#### B. Within the Metropolitan Green Belt (see [Policy 1](#)) including Green Belt settlements (see [Policy 2](#))

- (i) criteria A. (i)-(iv) above shall be complied with;
- (ii) the impact on the ecology, natural beauty and amenity of the countryside will be assessed. In particular, the siting and scale of new buildings or extensions shall be modest in size and well related to existing buildings. New landscaping will normally be required, particularly where proposals involve the development of urban edge sites;
- (iii) New schools will be permitted only if very special circumstances can be demonstrated. It must be shown that no suitable location is available in areas excluded from the Green Belt and that there is an overriding need for the proposal to cater primarily for children living within the District;
- (iv) Changes of use will be assessed against [Policy 77](#).

#### Footnote

(1) PM = Proposals Map Sheet. See Preface (Figure 1).

7.14 The District Council intends further to encourage the dual use of school sports facilities, many of which are already let for sports club use during the evenings, school holidays and weekends (see [Policy Intention 21](#)).

## DAY NURSERIES AND CRECHES

7.15 There is a shortage of day nursery provision in the District, demonstrated by a number of planning applications for such uses in recent years. These take a variety of forms including creches, play groups and day nurseries of varying sizes. Provision may involve changes of use or new-build. Most planning applications have involved dwellings and have raised issues about traffic and parking, the loss of residential accommodation ([Policy 10](#)) and the potential impact on the character of the area.

7.16 Day nurseries and creches fall within Use Class D1 (non-residential institutions) which also

includes doctors surgeries, public halls, churches and educational uses. The acceptability of day nurseries in residential areas will depend upon a variety of individual circumstances.

7.17 The following policy establishes planning guidelines against which proposals will be assessed. Apart from these planning issues, the registration of day nurseries is a separate issue and is the responsibility of Hertfordshire County Council Social Services Department.

## **POLICY 65A DAY NURSERIES AND CRECHES**

Planning permission for day nurseries and creches, involving new building or changes of use, will not be granted unless the following criteria are complied with:

- (i) there is no materially adverse impact on the character of an area. Any loss of residential accommodation will be assessed against Policy 10. Where changes of use are concerned within residential areas, a temporary planning permission may be granted in order to establish whether or not the use is acceptable;
- (ii) there is no materially adverse impact on the amenity of neighbouring properties in terms of:
  - a) the scale of the proposal;
  - b) the relationship of buildings and play areas to adjoining properties;
  - c) noise and disturbance.

Conditions will normally be applied to planning permissions granted, limiting the maximum number of children on site at any one time, the number permitted outside at any one time, hours of operation and use of the premises;

- (iii) car parking shall normally comply with Policy 39, which requires sufficient parking for the proposed use. Sufficient off-street parking for staff will normally be required and residents' parking must comply with Policy 40 and be independent of staff parking;
- (iv) provision shall be made for the setting down and picking up of children in a safe and acceptable manner;

## **POLICY 65A (Cont.)**

- (v) the location of nursery developments in close proximity to each other will not normally be permitted, in order that the cumulative effect of these uses does not harm the character and amenity of the surrounding area or cause problems of traffic or highway safety.

## **SURPLUS SCHOOL SITES**

7.18 Due to a declining school population and the unsuitability of existing buildings or locations, certain schools, or parts of sites, may become surplus to requirements. It is important that any proposed use should not be detrimental to the amenity of the surrounding area.

## ~~**POLICY 66 SURPLUS SCHOOL SITES**~~

~~Where school sites become surplus to requirements, the following factors will apply:~~

### ~~**A. Within towns and specified settlements (see Policy 2)**~~

- ~~(i) In considering redevelopment proposals for redundant school buildings, the Council will need to be satisfied that there is no over-riding need to retain the buildings and their facilities in the interests of the local community;~~
- ~~(ii) school playing fields and grounds shall be retained unless it can be established that no need exists for public open space or sports pitches and the provisions of Policy 75 (green spaces within settlements) are met;~~
- ~~(iii) residential use of surplus playing fields will normally be acceptable subject to (ii) above and to Policy 70;~~
- ~~(iv) satisfactory road access and car parking shall be provided.~~

### ~~**B. Within the Metropolitan Green Belt including Green Belt settlements**~~

- ~~(i) changes of use of existing buildings will be assessed against Policy 77, but extensions or redevelopment will not normally be permitted;~~

~~Continued on page 108~~

## **POLICY 66 (Cont.)**

- (ii) ~~school playing fields and grounds shall be retained in an open use compatible with a Green Belt location;~~
- (iii) ~~proposals shall preserve and enhance the setting, and additional landscaping shall be provided where necessary;~~
- (iv) ~~satisfactory road access and car parking shall be provided.~~

## **SOCIAL SERVICE FACILITIES**

7.19 Social Services are the responsibility of the County Council who grant themselves planning permission for proposals after consulting the District Council. Facilities can also be provided by voluntary bodies and other agencies. The intention of Social Services is to provide a home-based service although residential homes may also be required. Generally such facilities will be located within existing residential areas.

### **Policy Intention 13 Social Service Facilities**

Residential homes and day care social service facilities will be favourably considered within existing and proposed residential areas provided they are acceptable in terms of:

- (i) access, siting, design, landscaping and car parking;
- (ii) reasonable access to appropriate employment, shopping, social and recreational facilities;
- (iii) the activity generated not resulting in undue disturbance to the immediate neighbourhood;
- (iv) such facilities being dispersed within the community in the interests of prospective residents and the existing neighbourhood.

## **PUBLIC MEETING ROOMS AND FACILITIES**

7.20 Whilst the District Council does not have direct responsibility for many of the existing community facilities, there exists a need for facilities

to develop wider recreational, cultural and religious interests, especially small meeting places for local clubs and societies and for worship. Where it is satisfied that a proven demand exists, the Council will seek to assist organisations in identifying suitable sites, consistent with their requirements and the other policies in this Plan. The following policy recognises the need to support and encourage such facilities.

## **POLICY 67 PUBLIC MEETING ROOMS AND FACILITIES**

The Council will encourage the provision of additional accommodation for community purposes on the sites listed below and shown on the Proposals Map. Further provision, particularly using vacant buildings or buildings worthy of conservation will be encouraged wherever appropriate.

Before granting permission for a change of use or redevelopment of buildings used for community purposes, the Council will need to be satisfied that a need for them no longer exists.

REF.	PM <sup>(1)</sup>	LOCATION	DETAILED GUIDANCE
COM. 1	S	Ryders Seed Hall, 27A Holywell Hill, St. Albans	<del>Policy 118, site 4F</del>
COM. 4	H	existing police station, Vaughan Road, Harpenden	<del>Policy 130, site 4B</del>
COM. 5	H	The George P.H., 4 High Street, Harpenden	<del>Policy 130, site 4E</del>

In addition, community facilities will be considered as part of the Hill End and Cell Barnes Hospitals redevelopment (see *Policy 137*).

#### *Footnote*

(1) PM = Proposals Map Sheet. See Preface (Figure 1).

## **OTHER COMMUNITY SERVICES AND PUBLIC UTILITY AGENCIES**

---

7.21 The construction of new police station buildings may be undertaken in Harpenden in the period to 1996. The site allocation is shown in ~~Policy 126~~.

7.22 A new library has been provided in the Maltings Shopping Centre, St. Albans and other new library sites may be needed once the County Council's review of services is completed.

7.23 Numerous agencies are involved in the provision of public utility and other community services. However, no major constraints are envisaged with the level of development contained in this Plan.

7.24 Developers will be encouraged to consult with all statutory undertakers before submitting planning applications for large developments.

## **GYPSY CARAVAN SITES**

---

7.25 Under the Caravan Sites Act 1968, Hertfordshire County Council is required to provide adequate accommodation for gypsies residing in or resorting to the County. However, the County Council is not solely concerned with providing sites, but also with the educational, social welfare and health service needs of the gypsy community. For this reason the County Council, where District Councils agree, has accepted responsibility for equipping and managing the sites it provides although the act envisaged this as a function of District Councils.

7.26 The District Council has now obtained "designation" under the Caravan Sites Act 1968, having provided its quota of 47 caravan site pitches. As a result, the unauthorised stationing of caravans is prohibited. The Council may also apply to a Magistrates Court for an order to remove a caravan unlawfully parked in contravention of the Act.



## 8.0 DESIGN AND ENVIRONMENT



*St. Albans City Centre*

### INTRODUCTION

8.1 Our environment is influenced by the quality of buildings and their settings in which many of our leisure, home and work activities take place. Continuing pressures, in particular increased traffic and higher site densities, make it necessary to control the rate of change in the environment generally. New buildings should be appropriate and well designed, and improve areas of poor quality.

8.2 Some buildings and areas in the District are of special architectural or historic importance and merit more detailed consideration. Policies for these are to be found in Chapter 9 (*Conservation and Historic Buildings*) of this Plan.

### GENERAL DESIGN AND LAYOUT

8.3 This Plan contains specific design policies for New Housing (*Policy 70*) and Conservation Areas (*Policy 85*). Elsewhere it is necessary to ensure that development such as offices, warehousing, industry and leisure is properly and appropriately designed.

8.4 Energy conservation will assume greater importance over the Plan period and applicants for all types of building will be expected to meet the challenge of utilising the best current energy practice without prejudice to the principles of good design and appearance.

## POLICY 69 GENERAL DESIGN AND LAYOUT

All development shall have an adequately high standard of design taking into account the following factors:

- (i) **Context** - The scale and character of its surroundings in terms of height, size, scale, density<sup>(1)</sup> or plot to floorspace ratio;
- (ii) **Materials** - Shall normally relate to adjoining buildings. Large isolated buildings in rural or settlement edge settings shall be clad in materials that take account of the general colour and tonal value of their background;
- (iii) **Other Policies** - Applicants shall take into account all relevant policies and requirements. In particular:

SUBJECT	POLICIES
Settlement Strategy	2
Highways	34
Parking	39-50
Design and Environment	70-84
Conservation and Historic Buildings	85-90

*Footnote*

- (1) *Where density is used to judge the effect of the volume of buildings on the character of the area, the Council will use the measure of habitable rooms per hectare (for residential development) or plot to floorspace ratio (for other development).*

are particularly at risk. Also, there is a danger that specified settlements will become increasingly urbanised. This would be contrary to County Structure Plan Policy 50 and District Plan Policies 2 and 5.

8.7 Policy 70 contains the Council's approach towards housing layout, character and design, with an emphasis on the need to respect the setting and character of surroundings. Application of this housing policy generally, together with the Policy 40 parking requirements, may result in the reduction of average housing densities and prevent "town cramming". Policy 70 will be supplemented by the guidance to be contained in District Council Design Advice Leaflet 1 (*see para. 9.21*). In Conservation Areas, Policy 85 must also be taken into account.



*Old Garden Court - St. Albans*

## POLICY 70 DESIGN AND LAYOUT OF NEW HOUSING

The design of new housing development should have regard to its setting and the character of its surroundings and meet the objectives set out in (i) to (xii) below:

- (i) **Design and layout** - massing and siting of buildings shall create safe, attractive spaces of human scale<sup>(1)</sup>;
- (ii) **Dwelling mix** - to cater for a range of needs and provide a variety of layout and appearance, a mix of housing types and sizes will be negotiated on large schemes. Large concentrations of small dwellings should be designed in a manner that avoids domination of public spaces by overbearing hard surfaces and vehicles, and by lack of privacy for ground floor flats;

## NEW HOUSING

8.5 The District Council will seek to promote a high standard of design and layout for new residential development. The Council is increasingly concerned about the number of applications for small dwellings, usually in the form of three storey flats, which have little or no amenity space or privacy for ground floor flats and lack space for effective planting.

8.6 The original District Plan encouraged higher densities and more small dwellings, but there is now concern that many recent developments have been too intensive and that the essential character of the District's settlements is being eroded. Established residential areas with a spacious landscaped character

## POLICY 70 (Cont.)

(iii) Roads and footpaths - Policy 34 shall be complied with in a manner that minimises pedestrian/ vehicular conflict and is visually attractive;

(iv) Parking and garaging - the parking/ garaging requirements set out in Policies 40 and 43 shall be met without allowing the motor car to dominate public areas (*see second sentence of (ii) above*);

(v) Landscape - proposals shall comply with Policy 74;

(vi) Privacy between dwellings - a tolerable level of visual privacy in habitable rooms and, to a lesser extent in private gardens, should be provided. This objective will normally be deemed to have been achieved if the following distances between facing windows to the rear of the dwellings have been achieved:

Window to window distance <sup>(2)</sup>	Permanent rear boundary screen
--	--------------------------------

27 metres	1.8 metres high
-----------	-----------------

A reduced window to window distance of 18 metres may be permitted if the proposed dwelling has no overlooking rear windows on upper floors and will not be overlooked by neighbouring dwellings with such windows.

Alternative methods of achieving a tolerable level of visual privacy, through such factors as screening and the disposition of land uses, will normally be acceptable.

Suitably increased distances will be required where:

- a) a feature of the character of the area is greater space between buildings;
- b) dwellings contain living rooms rather than bedrooms at second storey or above (e.g. blocks of flats);

c) relative levels would increase the extent of overlooking.

Balconies and first floor conservatories shall not be permitted if privacy of existing adjoining dwellings and private gardens would be prejudiced.

Where dwellings are permitted, a condition removing permitted development rights for extensions or for the insertion of new windows will be imposed in locations where overlooking problems might occur;

(vii) Privacy between dwelling and rear boundary - so that further development of adjoining land is not compromised if the application site abuts existing residential land or land with potential for residential development, a minimum of half the above distances in (vi) shall normally be attained. Account should be taken of (vi), items a), b) and c) and the fact that there may be alternative methods of achieving privacy objectives;

(viii) Orientation - sunlight and daylight requirements as set out in the Building Research Establishment Report "Site Layout and Planning for Daylight and Sunlight, A Guide to Good Practice" shall normally be achieved;

(ix) Amenity space around dwellings - the size of a private garden should reflect the number of persons for which the dwelling has been designed, their likely range of activities and also local residential character. Gardens may be smaller where there is public open space nearby. In the case of flats, it will normally be appropriate to provide communally shared amenity space, although ground floor flats may benefit from private space adjacent to the dwelling.

Further guidance on amenity space around dwellings will be provided in Design Advice Leaflet No. 1 (*see para. 9.21*);

Continued on page 114

## POLICY 70 (Cont.)

- (x) **Defensible space** - to provide a tolerable level of security and privacy, land adjacent to windows of habitable rooms at ground floor level shall normally be a minimum of 3 metres from areas to which the public has access (*see also, second sentence of (ii) above*). Exceptions may be made where it is necessary to accord with local character (*see Policy 85, Development in Conservation Areas*). Defensible space is considered to contribute to useful private amenity space (*see (ix) above and proposed Design Advice Leaflet No. 1*);
- (xi) **Open space** - developments with more than 30 dwellings each with 2 or more bedrooms shall normally be provided with toddlers play areas<sup>(3)</sup> on the basis of 3 sq. metres for every 5 such dwellings. In addition, developments of more than 100 dwellings shall normally be provided with appropriate public open space

including children's playground(s) on the basis of 1.2 hectares<sup>(4)</sup> per 1,000 persons, e.g. 100 dwellings x 2.5 (average persons per dwellings) = 250 persons = 25% of 1.2 ha. = 0.3 ha. of public open space;

- (xii) **Materials** - shall be durable and compatible with their location.

### Footnotes

- (1) See also para.8.42 with regard to crime prevention.
- (2) Windows of habitable rooms including kitchens.
- (3) See paragraphs 10.12 and 10.13.
- (4) 0.8 ha. Children's play areas as per para. 10.13  
0.4 ha. General amenity space  
1.2 ha Total open space per 1,000 persons

## AREAS OF DEFINABLE RESIDENTIAL CHARACTER

8.8 Planning Policy Guidance Note PPG. 12 states that local plans can include density and other policies to protect the character of established residential areas, although the Government stresses that undue rigidity should be avoided. Within the District, there are a number of attractive residential areas with distinctive character created by a variety of elements such as spaciousness, mature landscapes, form of layout and architectural style. These areas do not merit conservation area protection, but because of low to moderate densities, they are vulnerable to development.

8.9 In order to maintain the diversity and character of the housing stock available in the District, it is important to avoid developments at higher modern densities in a form that spoils local character. Local character can also be affected by extensions, conversions and changes of use.

8.10 Project 6 states that the Council will prepare a policy and list of Areas of Defined Residential Character for consultation and publication in the next District Local Plan.



Lyndhurst Drive - Harpenden

## Project 6 Areas of Defined Residential Character

In consultation with local amenity groups and other interested parties, the District Council will identify existing urban residential areas, where the original character and amenity have been harmed by the cumulative effect of redevelopment. Measures of such harm will be established. The District Council will then prepare a policy, including a list of Areas of Defined Residential Character, for incorporation in the next District Local Plan.

### EXTENSIONS IN RESIDENTIAL AREAS

8.11 A high proportion of all planning applications concern alterations to buildings in residential areas. As these comprise much of the built-up area of the District, the Council attaches the highest importance to encouraging good neighbourly design.

8.12 Guidance to assist applicants is set out in Policy 72 and is supplemented by District Council Design Advice Note No.2. This guidance is particularly relevant in conservation areas where extensions must preserve or enhance the character of the area and a high standard of design is required (see Policy 85).

#### POLICY 72 EXTENSIONS IN RESIDENTIAL AREAS

Planning applications for extensions to dwellings and other buildings in residential areas shall conform to the policies and principles below:

- (i) **Scale and character** - the extension shall relate to the domestic scale, character and appearance of the street;
- (ii) **Compatibility with original building** - the architectural style, roof form, windows, detailing and materials shall normally be appropriate to the original building, particularly in conservation areas;



FIG A EXISTING STREET

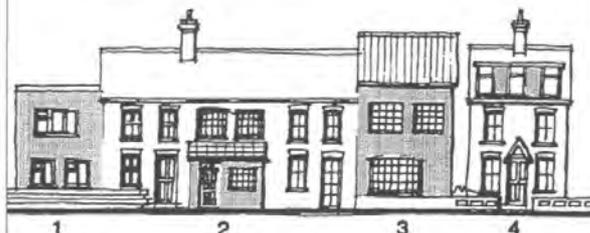


FIG B POOR EXTENSIONS



FIG C BETTER EXTENSIONS

Design Advice Note No.2

#### POLICY 72 (Cont.)

- (iii) **Space around the building** - the extension shall not be so large as to seriously diminish the private space, including car parking/ garaging, around the original building (Policies 41 and 70);
- (iv) **Car parking/garaging** - if potential additional bedroom accommodation is proposed, permission will not normally be granted unless parking provision is made in accordance with Policy 40, criterion (iv);
- (v) **Affect on adjoining property** - the light, privacy or amenity of adjoining property shall not be unacceptably harmed. Balconies and first floor conservatories are not normally permitted;
- (vi) **Cumulative effect** - in areas of specific and repetitive character, applications that may lead to an adverse cumulative effect will be refused;

Continued on page 116

## POLICY 72 (Cont.)

- (vii) **Side extensions** - where the cumulative effect would lead to terracing of detached or semi-detached houses, extensions other than at ground floor level shall normally be a minimum of 1 metre from the party boundary;
- (viii) **Single storey rear extensions** - shall not normally extend more than 3 metres rearward along a party boundary;
- (ix) **Two storey rear extensions**
- a) shall not normally intrude into a 45 degree visibility zone of a neighbour's ground floor windows, (refer to the District Council's Design Advice Note No.2);
  - b) shall comply with Policy 70 (vi) in terms of privacy.

development' under Article 3 of the Town and Country Planning General Development Order 1988. The local planning authority may, with the Secretary of State's approval, make an Article 4 direction. Such directions require planning permission to be obtained for certain classes of permitted development, in order to protect the character of an area from the threat of harmful permitted development.

8.14 All Article 4 directions currently operative in the District are referred to in the following policy:



Fishpool Street - St. Albans

## ARTICLE 4 DIRECTIONS

8.13 Certain types of development may be undertaken without planning permission from the local planning authority. This is known as 'permitted

## POLICY 73 ARTICLE 4 DIRECTIONS

Certain classes of permitted development would prejudice the proper planning or threaten the amenity of the following existing Article 4 areas:

REF.	P.M. <sup>(1)</sup>	LOCATION	PERMITTED DEVELOPMENT RIGHTS WITHDRAWN	PURPOSE
Ar4.1	1	Childwick Green	development within curtilage of a dwelling and sundry minor operations	to preserve the amenity of the area from minor developments
Ar4.2	2	The Hawthornes, Lower Luton Rd., Harpenden/Wheathampstead	gates, fences, walls etc. and accesses to the highway	to preserve appearance and Green Belt function of this land
Ar4.3	3,S	Verulam/Fishpool Street, St. Albans	as Ar4.1 above	to control small developments which threaten the character of the street
Ar4.4	4	Whitcroft Estate, St. Albans	walls and fences	to preserve the 'open-plan' estate

## POLICY 73 (Cont.)

REF.	P.M. <sup>(1)</sup>	LOCATION	PERMITTED DEVELOPMENT RIGHTS WITHDRAWN	PURPOSE
Ar4.5	4	former Radlett Aerodrome	temporary uses	to control temporary uses on the former aerodrome
Ar4.6	S	Sopwell Lane/Albert Street, St. Albans	as Ar4.1 above	as Ar4.3 above
Ar4.7	1	Childwickbury Stud, Ayres End Lane	as Ar4.1 above	as Ar4.1 above
Ar4.8	1	Beesonend	as Ar4.1 above	as Ar4.1 above

Within Article 4 areas, applications required by the direction will be approved if the special character or proper planning of the area is not prejudiced.

*Footnote*

(1) P.M. = Proposals Map Sheet. See Preface (Figure 1).

## LANDSCAPE

8.15 Landscaping is a fundamental element which contributes to the long-term amenity of an area. Retention of existing planting, particularly large skyline trees, benefits any development by providing a degree of immediate maturity and lessening the scale of new buildings. Trees and shrubs can be used to enclose space, screen and generally enhance development. Paving, walls and fences also contribute to the quality of space between buildings. Sufficient space must be allowed to accommodate planting appropriate to the scale of any development.

8.16 Trees and woodlands are particularly important features in the landscape of the District. They help to form the character of the towns and villages as well as the countryside (*see paras. 12.6-12.10*). It is particularly important that sufficient space is allowed for screen planting, which shall include large trees, where new development borders the edge of existing settlements.

8.17 Existing trees and woodlands which contribute to amenity need to be protected against wilful damage and destruction, particularly where they are threatened by development. Individual trees, groups of trees, areas of trees and woodlands (*see para. 12.10*) may be subject to a tree preservation order. Such an order requires the owner, under most circumstances, to obtain the consent of the Council prior to the carrying out of any work or felling of the

tree. Taking immediate effect, an order will lapse after six months unless confirmed by the Council. Once confirmed it is permanent and applies not only to the specified trees, but to any which may be required to replace them under the terms of the order.

8.18 Trees located in conservation areas are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990. Six weeks prior written notice must be given to the local authority of any proposed surgery or felling. This period enables



*Park Avenue North - Harpenden*

the Council to make a tree preservation order if it considers that the proposal is unacceptable.

8.19 The Council expects that proper consideration will be given to the landscaping requirements of all planning proposals, in order that the quality of the environment of the District will be maintained and enhanced. Sections 5 and 6 of BS 5837 ("Guide to Trees in Relation to Construction", 1991) provide excellent and detailed "good practice" guidance and should be taken into account by applicants. Advice on landscaping in industrial sites is contained in the Council's publication "Landscaping Guidelines for Industrial Sites".

## **POLICY 74 LANDSCAPING AND TREE PRESERVATION**

The Council will take account of the following landscaping factors when considering planning applications:

### **(i) Retention of existing landscaping**

- a) significant healthy trees and other important landscape features, such as hedgerows, ponds and watercourses shall normally be retained unless it can be shown that retention is incompatible with overall design quality and/or economic use of the site;
- b) on sites with significant existing landscaping, planning applications shall be supported by a full tree survey indicating all landscape features, tree species, canopy spread, trunk diameter and levels at the base of each tree;
- c) trees shall not normally be severely topped or lopped, or endangered by construction work or underground services. In addition, buildings shall not be sited where they are likely to justify future requests for tree felling or surgery for reasons of safety, excessive shading, nuisance or structural damage;
- d) the Council will make tree preservation orders and/or attach appropriate landscaping conditions to planning permissions to safeguard existing trees and ensure that new planting is established and protected;

## **POLICY 74 (Cont.)**

### **(ii) Provision of new landscaping**

- a) where appropriate, adequate space and depth of soil for planting must be allowed within developments. In particular, screen planting including large trees will normally be required at the edge of settlements;
- b) detailed landscaping schemes will normally be required as part of full planning applications. Amongst other things they must indicate existing trees and shrubs to be retained; trees to be felled; the planting of new trees, shrubs and grass; and screening and paving. Preference should be given to the use of native trees and shrubs;
- c) wildlife corridors shall be established in accordance with Policy 75, wherever opportunities occur.

## **GREEN SPACE WITHIN SETTLEMENTS**

8.20 Urban green space consists of all open land, irrespective of ownership, which supports trees and other plants in built-up areas. Not only does it include parks, playing fields and allotments, but also verges, 'waste' land about railways and public utilities, and the private gardens of residents.

8.21 Green space softens the harsh impact of developed areas and provides a foil which links buildings of varying style and scale. From a broader viewpoint, it can help define the character of an area. It can indicate valleys, ridges and areas of historic growth and separate areas of incompatible use.

8.22 Another important role of urban green space is that of providing wildlife habitats. However, this depends on the existence of green chains or wildlife corridors linking to surrounding countryside and permitting the movement and replenishment of species. Watercourses and ancient tracks or 'green lanes' are examples of green chains.

8.23 The effectiveness of Green Belt policy is placing greater pressure on undeveloped or underdeveloped land in urban areas. It is important that the full role of any urban green space is considered when planning applications are determined.



Victoria Playing Fields - St. Albans

## POLICY 75 GREEN SPACE WITHIN SETTLEMENTS

In determining planning applications for development of green space within towns and specified settlements as defined in Policy 2, the Council will consider whether:

- (i) the land should be retained in open use or suitable replacement land and facilities can be provided elsewhere, because there is or would be a deficiency of open space in the area. If replacement sports pitches are to be provided, they must be laid out and playable before the existing site is vacated;
- (ii) the proposed development would destroy the character of any remaining urban green space, or the environment of the surrounding area, or the strategic function of any open land with which the site is associated;
- (iii) wildlife conservation has been provided for in the design and landscaping of the proposed development;
- (iv) the integrity and value of green chains such as watercourses and disused railway lines are maintained and whether there are opportunities to strengthen such chains.

In addition, proposals must comply with the other policies in this Plan and in particular with Policies 74, 85, 95 and 106.

8.24 The District Council considers that Policy 75 needs to be developed into a strategy, which sets out a comprehensive and integrated hierarchy of existing and proposed open spaces. These spaces should preferably be linked by a continuous network of green chains and pathways. In addition, the strategy should

be combined with standards for open space provision. The Council intends to produce an overall indication of whether there is sufficient accessible open space, in respect of both recreational space and passive amenity space. Projects 7 and 11 will provide the basis for the strategy and the results of these projects will be incorporated into the next Local Plan.

## Project 7 Green Space Strategies for Settlements

It is the District Council's intention to develop green open space strategies for each settlement based on an appropriate combination of the following criteria:

- (i) landscape features, such as open ridges, river valleys or belts of woodland;
- (ii) built form, as defined by neighbourhood structure, historical patterns of development or route corridors;
- (iii) open space structure such as green chains;
- (iv) the contribution of open space to the special character of specific areas, such as conservation areas and areas of definable residential character;
- (v) open space standards for recreational space (see paras. 10.12 and 10.13 and Project 11) and passive amenity space.

## RE-USE AND ADAPTATION OF BUILDINGS IN THE GREEN BELT

8.25 Government guidance on this subject is set out in Planning Policy Guidance note PPG 7 (The Countryside and the Rural Economy), especially paragraph 2.15 and Annex D. PPGs 2 (Green Belts) and 4 (Industrial and Commercial Development and Small Firms) also contain some relevant material. This guidance, taking account of recent case law, can be summarised as follows:

- (i) re-use and adaptation of existing buildings should be encouraged, but this does not apply if the works involved would be so extensive as to amount almost to the construction of a new building;
- (ii) the re-use of existing buildings is appropriate within Green Belts, so there is no need for an

applicant to demonstrate that very special circumstances exist to justify a proposal;

- (iii) the policy is not restricted to substantial and attractive buildings;
- (iv) all rural buildings should be treated equally, whether previously agricultural or not;
- (v) it is not normally necessary to consider whether a building is no longer needed for its present purpose (unless it appears that an applicant has attempted to abuse the system by constructing a new farm building under permitted development rights, with the intention of early conversion to another use).

8.26 Applying these points in a development context, the test is whether a re-use proposal would cause demonstrable harm to interests of acknowledged importance other than the purpose of the Green Belt itself. This does not mean that permission for re-use should always be given no matter how unsuitable or unsightly the building may be for the proposed use. However, it does mean that proposals should be considered on the basis of whether there are specific and convincing reasons for refusing planning permission.

8.27 ~~Policy 77~~ gives overall guidance on the re-use and adaptation of all types of buildings in the Green Belt. However, some other policies also provide guidance that will be relevant in certain circumstances. In particular:

- Policy 11: Residential conversion
- ~~Policy 61: Redundant hospitals in the Green Belt, change of use~~
- Policy 66: Surplus school sites
- Policy 88: New uses for historic buildings
- Policy 89: New uses for historic agricultural buildings
- Policy 132: Highfield Oval Site, Harpenden
- ~~Policy 137: Hill End and Cell Barnes Hospitals redevelopment~~
- Policy 139: Napsbury Hospital redevelopment

8.28 Proposals involving the change of use of an existing large house in the Green Belt will be assessed against ~~Policy 77~~ (and Policy 88 where appropriate). There are many such houses that are worthy of preservation not only in their own right, but also as key elements in the character of Hertfordshire's landscape. Some of the houses are too large by present

day standards for continued use as a single residence and in many cases they have extensive gardens, a park or estate attached. Large farmhouses no longer supporting extensive agricultural holdings may also fall within this category, but tend to be smaller in size and usually lack formal gardens.

## ~~POLICY 77 RE-USE AND ADAPTATION OF BUILDINGS IN THE GREEN BELT~~

~~The re-use or adaptation of buildings in the Green Belt will normally be permitted. Proposals will be assessed against the following criteria:~~

- ~~(i) the form, bulk, general design and layout of a re-use proposal and the nature and environmental impact of the use itself shall be in keeping with its surroundings and not cause demonstrable harm to the character and appearance of the countryside. Proposals for a residential use, or which seek to create a residential curtilage around a newly converted building will be treated with particular care, especially in Landscape Conservation Areas (see Policy 104) or if an historic building is involved (see Policies 88 and 89);~~
- ~~(ii) the existing building should be structurally sound. The extent of any works proposed must not be equivalent to the construction of a replacement or new building, or involve an extension of an existing building. Applications should normally be accompanied by detailed plans showing any external works proposed;~~
- ~~(iii) the degree of any positive contribution to the rural economy or Green Belt recreation will be regarded as an additional asset of relevant proposals;~~
- ~~(iv) additional landscaping should be proposed, if appropriate;~~
- ~~(v) road access should be satisfactory in terms of Policy 34, especially point (vii) concerning local rural roads;~~
- ~~(vi) sufficient car parking should be provided in accordance with Policies 39-50, in a manner consistent with criterion (i) above.~~

~~Where planning permission is granted, a condition may be imposed to remove permitted development rights for extensions and incidental buildings.~~

## ADVERTISEMENT CONTROL

8.29 In order to protect the environment from clutter, the District Council has power to restrict and regulate the display of advertisements.

8.30 The Town and Country Planning (Control of Advertisement) Regulations 1992 defines advertisements and provides for control of their dimensions, position and siting. The regulations set out when express consent is required from the Council before an advertisement may be displayed. Some advertisements are granted deemed consent by these regulations and may be displayed without the consent of the Council, but subject to the power of the Council to require discontinuance of the display. In addition, any advertisement which affects the character of a listed building will require listed building consent, and will be considered in the light of Policy 86. Where an advertisement is displayed without consent, the Council has the power to prosecute both the person benefiting from the display and the owner of the land. Fly-posting (the display of advertisements without the consent of the owner or occupier) and signs placed on the highway are both types of illegal advertisement which can attract prosecution.

8.31 In those parts of the District which require special protection on amenity grounds, mainly the rural/Green Belt areas, the Council imposes more stringent control over advertisement displays by making Areas of Special Control, subject to the confirmation of the Secretary of State for the Environment. The Council is required to periodically review the boundaries of such areas. Maps showing



*The Cock - St. Albans*

the areas involved are available for inspection at the Council offices. The general extent of the Area of Special Control is indicated in Figure 10A.

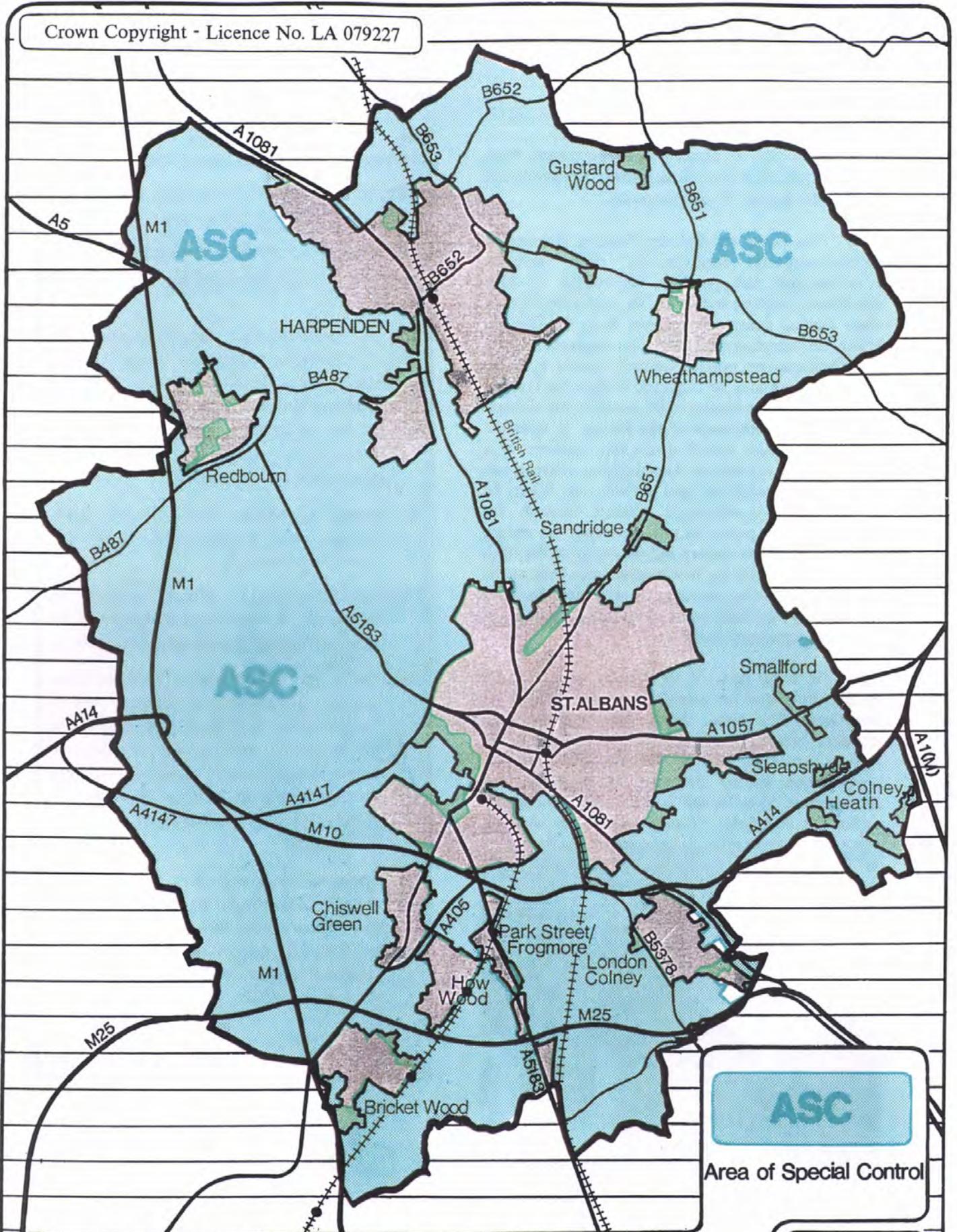
8.32 The District Council will continue to exercise strict control of advertisements in residential areas.

### POLICY 78 ADVERTISEMENT CONTROL

- (i) In determining applications for advertisement consent, the District Council will consider the effect of the proposal on local amenity and public safety, as required by the advertisement regulations. Within conservation areas they will also be assessed in the light of Policies 85 and 90;
- (ii) poster advertising in residential areas, villages and conservation areas will normally be refused;
- (iii) advertisements which would be detrimental to the special character of the Areas of Special Control will be refused;
- (iv) where an advertisement benefits from deemed advertisement consent, but is considered by the Council to be a danger to the public or substantially injurious to visual amenity, the Council will serve a discontinuance notice under Regulation 8 of the Advertisement Regulations requiring its removal;
- (v) where an advertisement is being displayed without consent and the person displaying the advertisement fails to respond to an invitation, by the Council, to remove it or apply for consent, the Council will normally pursue prosecution.

### Policy Intention 15 Areas of Special Control

The District Council will keep under regular review those areas within the District which may require special protection from advertisement displays on amenity grounds.



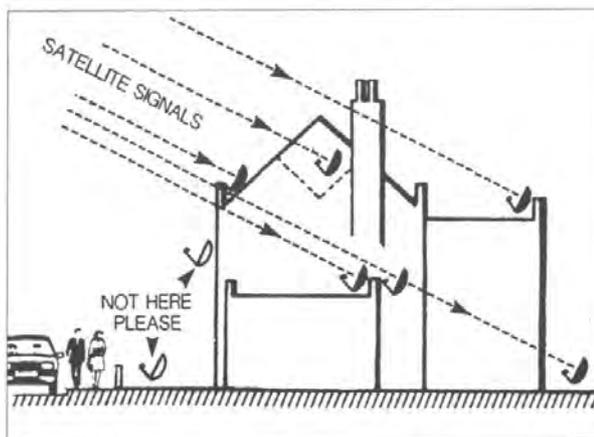
# AREA OF SPECIAL CONTROL OF ADVERTISEMENTS

Figure 10A

## TELECOMMUNICATION APPARATUS

8.33 Central Government policy is set out in Planning Policy Guidance Note PPG 8. It aims to facilitate and encourage the growth of telecommunications whilst preserving the national heritage. The growth of telecommunications does not mean that the appearance of buildings, towns and the countryside can be allowed to suffer serious damage. The special character of conservation areas is particularly vulnerable and large structures are usually unacceptable in the Green Belt or Sites of Special Scientific Interest.

8.34 High masts are generally intrusive features in the environment since both their height and need for high ground make it difficult to minimise their impact on the appearance of an area. Wherever practical, other masts, antennae, dishes and aerials shall be as small as possible, and sited to minimise their effect on the appearance of an area. A guidance leaflet "Satellite Signal Receiving Dishes", to encourage their sensitive siting, has been published by the Council. It may be necessary to telescope or fold down small masts when they are not in use.



Design Leaflet - location of satellite dishes

### ~~POLICY 79~~ ~~TELECOMMUNICATION~~ ~~APPARATUS~~

~~Applications for planning permission or for listed building consent for telecommunication apparatus will not be granted where the following apply<sup>(1)</sup>:~~

- ~~(i) the proposal would have a detrimental effect on the appearance of the street scene, or would affect the visual quality of an environmentally sensitive area;~~

### ~~POLICY 79 (Cont.)~~

- ~~(ii) the apparatus would be out of scale with the building on which it is proposed;~~
- ~~(iii) the appearance or setting of a listed building or locally listed building would be adversely affected;~~
- ~~(iv) the proposal would harm the amenity of adjacent residential properties;~~
- ~~(v) there is clear evidence that significant radio interference will arise as a result of development, and that no practical remedy is available.~~

~~Planning permission for high masts will be refused unless the applicant can show:~~

- ~~a) that it is not possible to erect the proposed antennae on an existing building or other structure; and~~
- ~~b) that no spare capacity exists on nearby masts, or that sharing the facilities of nearby masts is precluded due to technical difficulties.~~

~~In those exceptional cases where new masts are permitted, an agreement will be made with the applicant not to unreasonably withhold permission for space on the new mast to be shared with other users.~~

#### *Footnote*

- ~~(1) This policy will be reviewed in the light of technological advances.~~

8.35 The Council will encourage the provision of communal telecommunication systems and adequate ducting in major new housing, employment or retail developments.

## FLOODLIGHTING

8.36 Floodlighting is normally proposed in order to extend the period when outdoor commercial or sports activities may take place; to increase the security of premises and car parks; or to draw attention to a particular property. When floodlights are supported on columns or similar structures, these structures can be visually intrusive. In addition, lighting can cause glare or have a detrimental impact on residential outlook or on the character of a rural area. On historic buildings, or in conservation areas, lighting units can appear obtrusive, unless they are carefully designed and sited.

8.37 Care needs to be taken to minimise the impact of lighting and supporting structures, by keeping the size, number and intensity to a minimum and restricting their hours of operation.

## **POLICY 80 FLOODLIGHTING**

Planning applications or applications for listed building consent for floodlighting will not be granted where any of the following apply:

- (i) the visual impact of floodlighting columns, the intensity of lighting, or glare, would detract from the character or amenity of:
  - a) residential properties;
  - b) rural areas; or
  - c) listed buildings and conservation areas;
- (ii) the provision of floodlighting would enable an undue intensification or extension of the use of a sports or similar facility to the detriment of the amenity of a residential area or the character of a rural area;
- (iii) the presence of lighting would harm the ecology of an area.

Where appropriate, planning conditions will be imposed to lessen the impact of floodlighting. Conditions may include restriction of the hours of operation, retraction of lighting columns when not in use, baffles to reduce spillage of light or glare, landscaping to screen structures or light from public view and the colouring of columns or structures to blend in with their surroundings.

## **ACCESS FOR THE DISABLED**

8.38 Disabled people form a significant and integral, but often overlooked section of the community. The majority of them experience mobility difficulties because our towns, buildings, car parks and general environment have not been designed with their particular needs in mind.

8.39 Arrangements to ensure access for all members of the community should be an integral feature of all planning applications, and particularly those involving public access. When planning and carrying out work to public buildings, parks and streets, the Council will implement current legislation and codes of practice relating to access for disabled people. Where private developments are concerned,

the Council will actively encourage applicants to implement this legislation and where necessary impose conditions to ensure this is the case.

## ~~**POLICY 81 ACCESS FOR THE DISABLED**~~

~~The Council will bring to the attention of planning applicants, the existing legislation and codes of practice relating to access for disabled people. Where public access is involved, the Council will ensure the provisions within this legislation are carried out, imposing conditions whenever possible.~~

~~Car parking for disabled people shall be provided in accordance with Policy 50.~~

## **NOISE**

8.40 The District Council will advise on noise levels in accordance with British Standard BS.4142 in relation to proposals for noise sensitive developments. For example, dwellings, schools, hospitals, churches and hotels in locations where they are likely to be subject to excessive noise annoyance from industrial premises or other fixed installations. The Council will also advise on noise in relation to new commerce and industry in accordance with Circular 10/73 and the standards established in BS.4142.

8.41 Noise from roads, railways, aircraft and some industrial and commercial premises has a detrimental effect on the quality of the environment, particularly in housing and other noise sensitive areas. Aircraft noise levels in the District do not at present justify refusal of planning applications (*see Policy Intention 9*). Circular 10/73 provides guidance on road noise and this forms the basis for ~~Policy 83~~. There is no official guidance on rail noise, but proposed developments close to railways will be considered on their merits.

## ~~**POLICY 82 NOISE GENERATING USES**~~

~~The District Council will require that all development proposals (including roads, industry, airports and other noise generating uses) are planned so as to minimise the impact of noise nuisance both during and after development. Where acceptable levels cannot be achieved, the proposed development will not normally be permitted.~~

## ~~POLICY 83 IMPACT OF ROAD TRAFFIC NOISE ON HOUSING~~

~~Planning permission will not normally be granted for development which fails to meet the following criteria:~~

- ~~(i) the housing layout, landscaping and acoustic screenings shall be designed so that a reasonable part of the garden of each dwelling is not subject to a noise level above 65 dB (A) on the L10 18 hours (6 am. - midnight) scale. (The L10 index represents the sound level which is exceeded for 10% of the time);~~
- ~~(ii) if in existing built-up areas practical or economic problems make it impossible to achieve (i) above, then the tolerable limit of 68 dB (A) using the L10 index on the 18 hour scale may be accepted;~~
- ~~(iii) all dwellings shall be designed to achieve an internal noise level not exceeding 40 dB (A) on the L10 index.~~

~~Where appropriate, planning conditions will be imposed to restrict noise to specified levels.~~

### *Footnote*

- ~~(1) Parts of private gardens exceeding the noise levels set out in criterion (i) above shall not be taken into account in assessing proposals against Policy 70 (ix).~~

## FLOODING AND RIVER CATCHMENT MANAGEMENT

8.42 All planning applications for development likely to affect the well-being of the river catchment will be subject to consultation with the National Rivers Authority. The interests of the National Rivers Authority are set out in the Town and Country Planning Liaison Document. Applications will also be considered in the light of Policy 106 (Nature Conservation). In certain instances Policies 74 and 75 may also apply.

## POLICY 84 FLOODING AND RIVER CATCHMENT MANAGEMENT

The Council will consult with the National Rivers Authority on all matters likely to affect the water environment in order to reduce the risk of flooding and to ensure proper management of the river catchment. The following principles will apply:

- (i) in areas liable to flood, development or the intensification of existing development, will not normally be permitted. Appropriate flood protection will generally be required where the redevelopment of existing developed areas is permitted in areas at risk from flooding;
- (ii) where appropriate, a condition will be attached to planning permissions to ensure that strips are provided alongside 'main river'<sup>(1)</sup> watercourses and kept free of development in order to allow access for dredging and discretionary maintenance;
- (iii) all works in, under, over and adjacent to watercourses shall be appropriately designed and implemented and alternatives to culverting should be explored where possible;
- (iv) proposals shall not increase flood risk in areas downstream due to additional surface water runoff. If development is permitted, it must include appropriate surface water runoff control measures.

### *Footnote*

- (1) 'Main river' refers to those rivers which have been designated by the Minister as such. They are the more important watercourses and are shown on the statutory 'Main River' Maps which accompany the Land Drainage Act 1976.

## DRAINAGE INFRASTRUCTURE

8.43 The provision of drainage facilities as part of the overall construction of infrastructure in major development schemes is material to the planning process. In some cases the implementation of drainage provision will need to be phased. The assessment of sewerage capacity may need to form part of the

planning submission and the subsequent grant of permission may require drainage obligations to accompany development works. Any proposals will need to be acceptable to Thames Water Utilities Ltd. who are responsible for sewage disposal, and the National Rivers Authority.

## POLICY 84A DRAINAGE INFRASTRUCTURE

The Council will consult Thames Water Utilities Ltd. and the National Rivers Authority on all planning applications that might cause sewerage flooding. The following principles will apply:

- (i) planning permission will not normally be granted for new development in areas which are considered presently at risk of sewerage flooding; or where development would result in an unacceptable increase in sewerage flood risk there or elsewhere;
- (ii) a detailed drainage impact study may be required at the planning application stage;
- (iii) where planning permission is granted, it may be subject to a condition or agreement relating to the approval of a drainage strategy, which may include phasing of the development.

with which such installations might be incompatible from the safety viewpoint. To this end, the District Council will seek the advice of the HSE on the suitability of that development in relation to the risks that the notifiable installation might pose to the surrounding population.

8.47 St. Albans District already contains a number of installations handling notifiable substances, including high pressure natural gas transmission pipelines. Whilst they are subject to stringent controls under existing health and safety legislation, it is considered prudent to control the types of development permitted in the vicinity of these installations. For this reason, the Council has been advised by HSE of consultation distances for each of these installations. In determining whether or not to grant consent for a proposed development within these consultation distances, the Council will take account of the advice it receives from HSE about the risks to the proposed development from the notifiable installation.

8.48 Currently, the Council consults HSE about developments in the vicinity of the high pressure gas pipelines and notifiable sites set out in the policy below.

## HAZARDOUS INSTALLATIONS

8.44 New procedures have been brought into force by the Planning (Hazardous Substances) Act 1990 and the Regulations made under that Act. The Act requires hazardous substances consent to be obtained from the Local Planning Authority for the presence of hazardous substances at or above specified amounts.

8.45 Where the proposed storage or use of a hazardous substance is associated with a development proposal, planning permission as well as hazardous substances consent will be necessary. The Local Planning Authority will consult the Health and Safety Executive (HSE) on each application for hazardous substances consent.

8.46 Certain sites and pipelines are designated by HSE as notifiable installations by virtue of the quantities of hazardous substance stored or used. The siting of such installations is subject to planning controls aimed at keeping these separated from housing and other land uses

## ~~POLICY 84B HAZARDOUS INSTALLATIONS~~

~~The Council will operate the planning controls to regulate the presence of hazardous substances as set out in the Planning (Hazardous Substances) Act 1990, including Regulations made thereunder, particularly the Planning (Hazardous Substances) Regulations 1992, and the advice given in Circular 11/92 (Planning Controls for Hazardous Substances).~~

~~The Council will consult the Health and Safety Executive on the siting of notifiable installations in view of the potential risks to safety. The advice of the Health and Safety Executive will also be sought on planning applications within the vicinity of British Gas Transmission Pipelines and the following notifiable sites:~~

<del>REF.</del>	<del>P.M.<sup>(1)</sup></del>	<del>LOCATION</del>	<del>C.D.<sup>(2)</sup></del>
<del>NS.1</del>	<del>3</del>	<del>Shell UK Oil, Buncefield, Hemel Hempstead<sup>(3)</sup></del>	<del>250</del>
<del>NS.2</del>	<del>3</del>	<del>Hertfordshire Oil Storage, Buncefield<sup>(3)</sup></del>	<del>250</del>

## ~~POLICY 84B (Cont.)~~

<del>REF.</del>	<del>P.M.<sup>(1)</sup></del>	<del>LOCATION</del>	<del>C.D.<sup>(2)</sup></del>
<del>NS.3</del>	<del>3</del>	<del>Mobil Oil Company, Buncefield<sup>(3)</sup></del>	<del>250</del>
<del>NS.4</del>	<del>3,S</del>	<del>British Gas, Griffiths Way, St. Albans</del>	<del>60</del>
<del>NS.5</del>	<del>4</del>	<del>Lee Valley Water Company, Church Lane, Colney Heath<sup>(3)</sup></del>	<del>500</del>
<del>NS.6</del>	<del>4</del>	<del>Redland Aggregates Ltd., Harper Lane, Radlett</del>	<del>400</del>

### ~~Footnotes~~

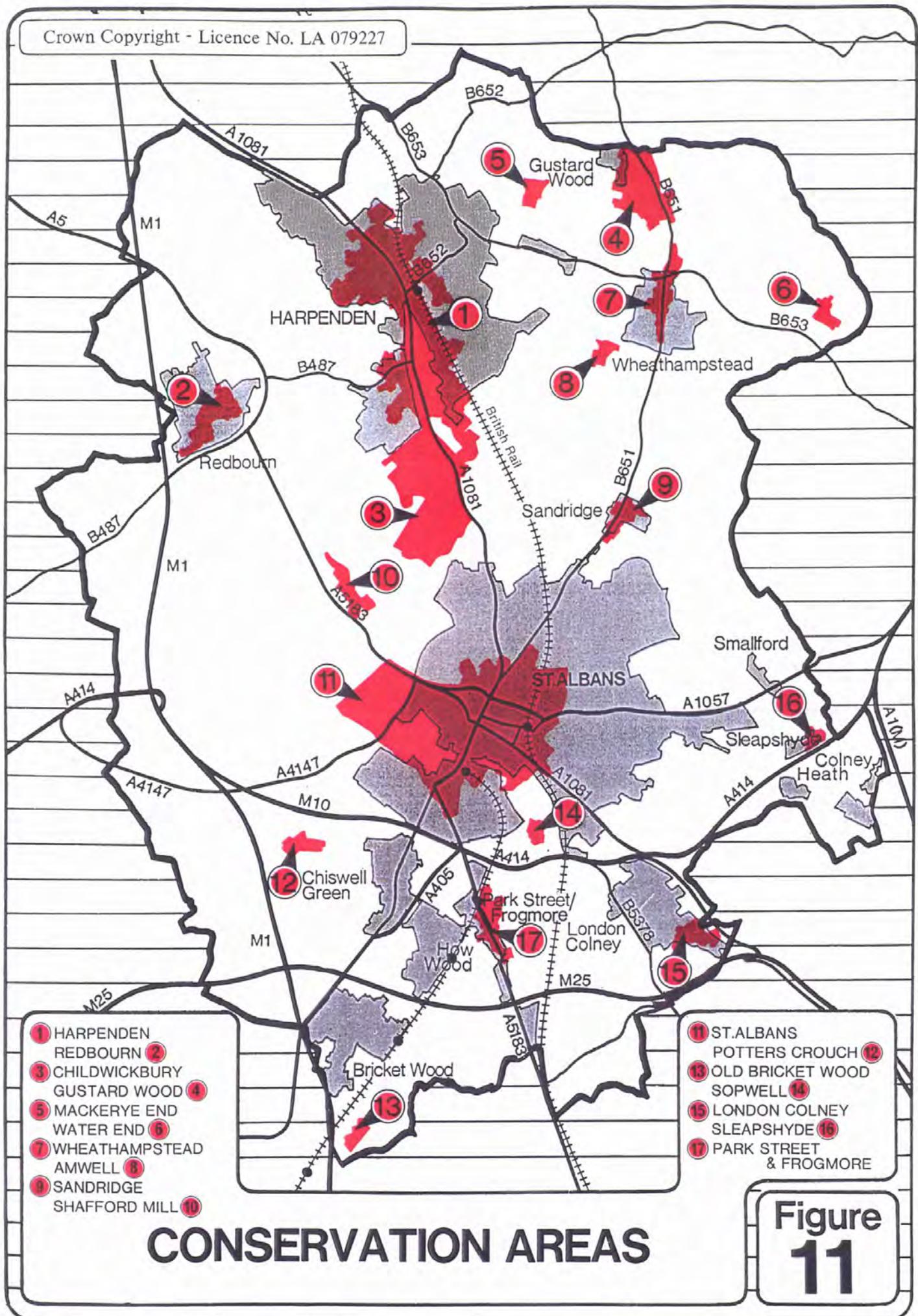
~~(1) P.M. = Proposals Map Sheet. See Preface (Figure 1).~~

~~(2) C.D. = Consultation Distance (metres).~~

~~(3) Sites outside the District, but the consultation distances extend into the District.~~

## CRIME PREVENTION THROUGH DESIGN

8.49 It is accepted that design and environmental factors, including concepts of defensible space, natural surveillance, security lighting, access control and security hardware can have an affect on the potential for crime. Such measures are more cost effective at the planning stage and applicants are strongly advised to consult the Hertfordshire Constabulary Architectural Liaison Officer at Police Headquarters, Welwyn Garden City for advice. This advice is always subject to the requirements of Planning and Fire Regulations. The recommendations in British Standard 8220 (Parts 1 to 3) should be incorporated in development proposals in order to design out crime.



## 9.0 CONSERVATION AND HISTORIC BUILDINGS



*Town Hall/Market Place - St. Albans*

### INTRODUCTION

9.1 The historical and architectural character of many of our towns and villages is a valuable heritage which requires conservation and enhancement. Essential components of this character are the historic statutorily protected buildings and their more modest counterparts which contribute so much but are vulnerable to modern development pressure.

### CONSERVATION AREAS

9.2 The District has a number of historic towns and villages that show how the economic, social and cultural life of the area has evolved. The rate of change is now such that careful planning is required to ensure the continued survival of this heritage.

9.3 Since 1967, local planning authorities must consider which parts of their areas are of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance and to designate those parts as conservation areas. Seventeen conservation areas have been designated within the District. These are listed in Policy 85 and are shown on the Proposals Map and on

Figure 11 over the page. St. Albans is one of five towns in Hertfordshire listed by the Council for British Archaeology as being of National Importance.

9.4 If buildings in conservation areas are in a poor state of repair, the Council will consider taking action as stated in Policy Intention 19. Within conservation areas, consent is usually required to demolish buildings and to fell all but the smallest trees. Through the application of development control policies covering such matters as scale, design, materials, landscaping and layout, the Council can ensure that any new development blends with the established character of the area.

9.5 Applications for sites in conservation areas need to provide sufficient information to enable the proposal to be considered in its setting. In most cases the following information shall be provided:

- (i) site survey including all important trees and features;
- (ii) layout plan also showing adjoining buildings and access;
- (iii) street elevations or perspectives showing massing and relationship with adjoining buildings and trees.

## POLICY 85 DEVELOPMENT IN CONSERVATION AREAS

The areas listed below and shown on the Proposals Map are designated as conservation areas. The Council will pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas when exercising any of its planning functions. A description of the special character of each conservation area will be set out in policy statements prepared under Project 9.

PROPOSALS MAP SHEET	CONSERVATION AREA REF.	LOCATION	ORIGINALLY DESIGNATED	EXTENDED
1 & H	1	Harpenden	24.3.69	20.7.83 26.5.93
1	2	Redbourn	24.3.69	
1&3	3	Childwickbury	27.7.77	14.10.92
2	4	Gustard Wood	22.1.73	27.7.77
2	5	Mackerye End	27.7.77	
2	6	Water End	27.7.77	
2	7	Wheathampstead	24.3.69	27.7.77 6.7.87
2	8	Amwell	19.10.83	
2	9	Sandridge	24.3.69	27.7.77 12.3.86
3	10	Shafford Mill	31.7.80	
3,4,S&F	11	St. Albans	24.3.69	29.10.80 21.10.81 11.9.91
3	12	Potters Crouch	27.7.77	
3	13	Old Bricket Wood	20.7.83	
4	14	Sopwell	30.4.73	
L	15	London Colney	19.11.74	
4	16	Sleapshyde	31.3.93	
3 & 4	17	Park Street and Frogmore	30.3.94	

Within conservation areas the District Council will normally require detailed plans and drawings which show the proposed development in its setting, and on outline applications will make full use of Article 7 of the General Development Order where necessary. Planning applications and applications for conservation area consent within a conservation area will be considered in the light of the following:

(i) **Design of Development**

Permission will be granted only where a high standard of design is achieved and the proposal enhances or preserves the appearance of the conservation area. Development must be sympathetic to its surroundings and to the conservation area as a whole. In particular, development must be designed to take account of the following factors:

- a) **The existing building line** - shall be respected and development shall not detract from the setting of nearby existing buildings;
- b) **Form and density** - shall have regard to the surroundings and the existing balance of buildings and landscape;

## POLICY 85 (Cont.)



*The Maltings - St. Albans*

- c) **Materials** - shall be good quality, normally traditional and natural, with acceptable long-term weathering characteristics and compatible with those in the vicinity. Planning permissions will normally be subject to a condition requiring submission and approval of materials prior to commencement of work. For prominent buildings, sample brick panels, displaying the chosen mortar and joint will normally be required;
  - d) **Window to wall ratios** - need to be appropriate and related to the adjacent street scene;
  - e) **Extensions** - shall normally be designed to leave the original building form predominant and the form of the original roof shall normally be extended or repeated;
  - f) **Height, roofscape and skyline** - shall be appropriate to the locality and street scene generally and in St. Albans shall be acceptable in terms of Policy 114. Pitched roofs are normally required;
  - g) **Features and relief** - of building facades shall complement and enhance the overall street frontage;
  - h) **Car Parking and servicing** - shall not detract from the street scene;
  - i) **Healthy trees** - shall not normally be felled, topped, lopped, have their root systems seriously affected, or be endangered by construction work or underground services. In addition, buildings shall not be sited where they are likely to justify future requests for tree felling or surgery for reasons of safety, excessive shading, nuisance or structural damage;
- (ii) **Demolition** - in considering applications for consent to demolish, the Council will have regard to the effects of demolition on the building's surroundings and on the conservation area as a whole. In addition:
- a) proposals to demolish listed buildings in a conservation area will be assessed against Policy 86;
  - b) proposals to demolish unlisted buildings which singly or as part of a group contribute positively to the character or appearance and historic or architectural interest of a conservation area will be assessed against Policy 87 (Locally Listed Buildings);
  - c) where a building makes little or no contribution, conservation area consent to demolish will not be given unless there are acceptable and detailed plans for redevelopment.
- Where redevelopment is approved, conservation area consent will normally be subject to a condition requiring that a contract for the works must be completed before demolition commences;
- (iii) **Surfacing materials and street furniture** - where appropriate, must be considered as part of planning applications and shown on drawings. Existing pavements and stone kerbs affected by development must be reinstated, and surfacing materials in new development must be compatible. The Council will encourage retention of light columns, railings and other historic townscape features.

## Policy Intention 16 Conservation Areas Designation

During the District Plan period, it is the intention of the District Council to keep under review the need to designate further conservation areas or to amend the boundaries of the existing areas.

### CONSERVATION AREA ENHANCEMENT

9.6 The Council has been carrying out a programme of enhancement schemes throughout the District. These have been concentrated in the conservation areas. Some schemes have benefited from financial assistance from Central Government or Hertfordshire County Council. In addition, some schemes have been carried out by Parish Councils with assistance from the District Council. For further information on enhancement schemes in St. Albans City Centre and Harpenden Town Centre (*see para. 15.29 and Policies 113 and 124*).

## Project 8 Conservation Area Enhancement

The District Council, in consultation with amenity groups and other interested bodies, will prepare and publish proposals for enhancement of conservation areas. Where possible it is the Council's intention to financially support conservation area enhancement schemes, and where appropriate to seek financial assistance from English Heritage.

## Project 9: Policy Statements - Conservation Areas

Policy statements identifying locally listed buildings, setting out the reasons for designation, describing the character which needs to be preserved and enhanced and suggesting improvements, will be prepared for conservation areas in consultation with amenity groups and other interested bodies.

In order to identify those buildings which are not yet of sufficient special interest to qualify for inclusion in the statutory list, but which nevertheless positively contribute to the special character or appearance and historic or architectural interest of conservation areas, it is the Council's intention to update the local list to provide comprehensive cover in conservation areas.

## Project 9 (Cont.)

New lists are being published for each conservation area as they are revised. The revised Harpenden Conservation Area Local List is already available.

### BUILDINGS OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST

9.7 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Secretary of State for the Environment to compile a list of buildings of special architectural or historic interest.



*Sutton Road - St. Albans*

9.8 Buildings are classified into three Grades: Grade I buildings are of exceptional interest, Grade II\* buildings are particularly important buildings of more than special interest, Grade II buildings are buildings of special interest which warrant every effort being made to preserve them.

9.9 Listed buildings may not be demolished, extended or altered, without first obtaining listed building consent.

## POLICY 86: BUILDINGS OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST

- (i) In considering any application for listed building consent for the demolition, alteration or extension of a listed building (and also any application for planning permission for development which affects a listed building or its setting), the Council will have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses;
- (ii) listed buildings should be preserved unless exceptional circumstances exist and consent to demolish will be given only where every effort has been made to continue the present use or find alternative uses and where there are also acceptable and detailed plans for redevelopment (*see also Policy 88*);
- (iii) applications will also be assessed against the following and the guidance in Appendix iv of the Department of the Environment Circular 8/87 (or successive Government advice):
  - a) alterations involving the removal, obliteration or encasing of internal or external features which are of architectural or historic interest, or involving detriment to their context or integrity, will not be permitted in the absence of exceptional circumstances;
  - b) alterations involving the addition of new features (including openings) which would be detrimental to the internal or external character or appearance of the building, or to the context of features or interest, will be permitted only in exceptional circumstances;
  - c) removal of features with intrinsic interest and their replacement with replicas will not be permitted unless the original is incapable of repair;
  - d) replacement of historic windows with those of a different style, material, method of opening or detailing will not be permitted unless the windows sought to be inserted are of a more historically correct and appropriate pattern than the existing windows and would enhance the building;
  - e) painting or covering of the exterior or interior will not be permitted where it would obliterate features of interest, alter the proportions or balance of a building or unity of a group, make unsuitable emphasis of features, or be inappropriate or detrimental in terms of chemical composition, colour or texture;
  - f) cleaning methods such as sand blasting or chemical cleaning which would damage the fabric or would be detrimental to its appearance or interest will not be permitted;
  - g) extensions or new curtilage buildings which dominate or mask the form or appearance of the original, unbalance or otherwise detract from the listed building by reason of their scale, materials, siting or design, or conceal, obliterate or require removal of important features of the listed building will not be permitted in the absence of exceptional circumstances;
  - h) rooflights and dormers will not normally be permitted on front or main elevations; they may be permitted to the rear or on side elevations provided that they do not harm the character or appearance of the building.

### Policy Intention 17 Listing of Buildings and Building Preservation Notices

The District Council will inform the Department of the Environment of buildings which it considers may be worthy of inclusion in the statutory list under Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Alternatively, Building Preservation Notices will be

served under Section 3 in respect of threatened unlisted buildings considered to be of special architectural or historic interest. Such a notice will have the effect of listing a building for six months or until the Secretary of State confirms or discontinues the listing.

## LOCALLY LISTED BUILDINGS

9.10 In addition to the statutorily listed buildings, there are a number of valuable 18th, 19th and 20th century buildings which are considered to be of some architectural or historic importance but do not at present qualify for inclusion on the statutory list. Although often of more modest quality, they have nevertheless become an important part of the familiar scene and help to illustrate the social, historic and architectural development of the area. Many contain architectural features and details which are unlikely to be repeated in modern buildings.



Clarence Road - Harpenden

9.11 In St. Albans City many buildings were locally listed by the Department of the Environment in 1971 when the survey for statutorily listed buildings was carried out. This was added to in 1974 when the County Council and District Council surveyed the conservation areas in the District for other buildings worthy of this designation. Since that time new conservation areas have been designated and several, notably the St. Albans and Harpenden Conservation Areas, have been extended.

### POLICY 87 LOCALLY LISTED BUILDINGS

Conservation area consent for the demolition of a locally listed building (or where Project 9 has not been completed, a building that the Council considers worthy of local listing), will not be granted unless either points (i) and (iii) or points (ii) and (iii) below apply:

### POLICY 87 (Cont.)

- (i) the Council is satisfied that the applicants have demonstrated that the viability of alternative uses for the buildings has been fully explored (including the possibility of sale to an alternative user) and that the building cannot at reasonable expense be retained;
- (ii) substantial planning benefits to the community will decisively outweigh the loss resulting from demolition;
- (iii) there are acceptable and detailed plans for any redevelopment which show what is to be substituted and how it will fit into the area.

Planning permission will not be granted for alterations and extensions unless features of architectural or historic interest are preserved and Policy 85 is complied with.

## HISTORIC BUILDINGS IN NEED OF REPAIR

9.12 Without maintenance or sympathetic use, historic buildings can quickly fall into decay. To assist in their protection, local authority grants and loans are available jointly from the District and County Councils for repairs to listed buildings under the Planning (Listed Buildings and Conservation Areas) Act 1990. These grants are normally restricted to residential properties. The Hertfordshire Building Preservation Trust administers the County Council's contribution and applications should be made to the Trust, c/o the County Director of Planning and Environment on the forms supplied.

### Policy Intention 18 Grant Aid for Historic Buildings

The Council will review its annual financial commitment to listed building grants.

## Policy Intention 19 'Repairs Notices' and Urgent Repairs

If a listed building is not being maintained properly, the Council will consider serving a 'Repairs Notice' to preserve it under Section 48 of the Planning (Listed Buildings and Conservation Areas) Act 1990, or as necessary, after giving notice, execute urgent repairs itself to unoccupied historic buildings and recover the cost from the owners under Sections 54 and 55. The Council will also seek to safeguard important unoccupied, unlisted buildings in conservation areas with the agreement of the Secretary of State.

Where a 'Repairs Notice' is not complied with, the Council will pursue compulsory purchase of the building when necessary. The Hertfordshire Building Preservation Trust Limited may acquire such buildings should no private purchaser be forthcoming.

## NEW USES FOR HISTORIC BUILDINGS

9.13 Particular attention will be paid to the continued use of historic buildings and consideration will be given to permitting appropriate new uses for them where this will ensure the preservation of their character and fabric. Building Regulations and Fire Precautions applied in connection with a change of use, can be disruptive of the character of the building and need to be considered at an early stage. Local authorities can relax some requirements of the Building Regulations where their strict application to historic buildings would be unreasonable. Any



*Rothamsted House - Harpenden*

proposals which would result in the under-utilisation of the upper floors and possible consequent deterioration through poor maintenance, will be resisted.

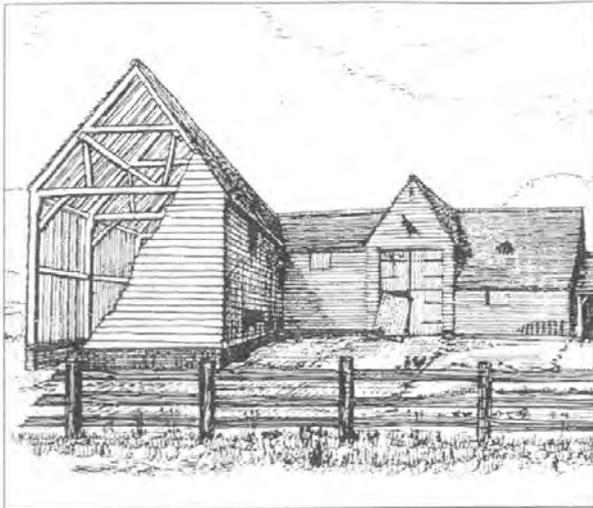
## POLICY 88 NEW USES FOR HISTORIC BUILDINGS

- (i) The District Council may grant planning permission in appropriate circumstances for new uses for statutorily listed buildings or other buildings of historic interest, especially those which have been empty for a considerable time or are under-used or threatened with demolition;
- (ii) where a new use involves alterations or extensions, details of these requirements should be submitted in order that the implications of the change of use can be properly assessed. Proposals must preserve the special character of the buildings;
- (iii) when there is a conflict between planning policies and a proposed change of use, the District Council may relax the policies in exceptional circumstances if this will best preserve the special character of the building and give it a new lease of life;
- (iv) where planning permission is granted, it will be subject to a condition, where appropriate, to remove permitted development rights for extensions.

## NEW USES FOR HISTORIC AGRICULTURAL BUILDINGS

9.14 The District contains a number of historic agricultural buildings which the Council wishes to see preserved. Some are listed buildings but Policy 89 also applies to any building which contributes to local character because of its age, structure or historical association.

9.15 With the advent of modern farming methods and recent E.C. directives restricting agricultural production, some farm buildings are becoming redundant. Most of these buildings are within the Metropolitan Green Belt and subject to restrictions on development under Policy 1. The Council does not wish to see the change of use of historic agricultural buildings and their subsequent replacement with new



Design Advice Note - No.3

agricultural buildings if the historic building would have been capable of adaptation for agricultural use. The Ministry of Agriculture, Fisheries and Food provides grant aid towards the repair of traditional agricultural buildings remaining in agricultural use under the Farm and Conservation Grant Scheme.

9.16 Proposals for new uses will be assessed in the light of the Council's Design Guidance Leaflet 'Historic Barns - New Uses', ~~Policy 77~~ the 'Re-use and adaptation of buildings in the Green Belt' and the following policy.

## POLICY 89 NEW USES FOR HISTORIC AGRICULTURAL BUILDINGS

Where an historic agricultural building is of architectural or historic interest, a change of use from agriculture will not be permitted unless ~~Policy 77~~ is complied with and:

- (i) the proposal would enable the conservation of the building;
- (ii) internal or external alterations necessary to accommodate the proposed use are respectful of the building's design and character<sup>(1)</sup>. Particular regard will be paid to the preservation of the following aspects of the character and structure - external appearance, minimal wall openings, uninterrupted roofscape, materials, internal volume, and timber framing;
- (iii) the setting of the historic building is preserved.

## POLICY 89 (Cont.)

**Residential use of barns will be permitted only in exceptional circumstances<sup>(2)</sup>.**

### *Footnotes*

*(1) Applications concerning timber framed agricultural buildings must be accompanied by a detailed structural survey, together with a schedule of proposed repair works to the frame.*

*(2) Residential use is usually disruptive of the internal space and external character.*

## SHOPFRONTS AND ADVERTISEMENTS IN CONSERVATION AREAS AND ON LISTED BUILDINGS

9.17 Shopfronts and advertisements are frequently changing and can have a great visual impact on the character of a conservation area. Within conservation areas and when dealing with listed buildings, specialist design advice should be sought. The District Council seeks to improve the quality of design of shop fronts and has published 'A Guide to Shopfront and Advertisement Design' October 1985 to advise and assist designers in contributing to the appearance of their building and the character of the area.

9.18 Proposals for new shopfronts and advertisements will be assessed in the light of the Council's Design Guide and the following policy:

## POLICY 90 SHOPFRONTS AND ADVERTISEMENTS IN CONSERVATION AREAS AND ON LISTED BUILDINGS

Shopfronts and advertisements shall be designed to take into account the following factors:

- (i) Removal of historic shopfronts or historic features of shopfronts shall be avoided in favour of repair and maintenance;

## POLICY 90 (Cont.)

- (ii) **Shopfronts** shall be considered as an intrinsic part of the containing building as a whole. Shopfronts should be designed to offer visual support to the upper floors;
- (iii) **Design and materials** of shopfronts and advertisements shall have regard to the design of the building and the location. Dutch blinds are not normally permitted. Traditional materials in accordance with the Council's Design Guide shall normally be used;
- (iv) **The amount and scale of advertising** shall respect the appearance of the building or the area. Advertisements which do not preserve or enhance the character or appearance of the conservation area will be refused;
- (v) **Fascias** shall not be out of scale with the building and every opportunity shall be taken to reduce overdeep or overwide fascias. Fascias shall not run through several distinct elevations and conversely fascias shall relate where more than one shop occupies a single building. Modern box fascia signs shall be avoided in favour of signwritten fascias or flat fascias with individually applied letters. The size of lettering shall relate to the scale of the fascia and building;
- (vi) **Hanging signs** - small traditional signs will be encouraged in place of bulky modern projecting box signs;
- (vii) **Illumination** -full internal illumination of signs will normally be refused. Externally illuminated signs will normally be encouraged;
- (viii) **Advertisements** will also be assessed against Policy 78;
- (ix) **Alterations to listed buildings** will also be assessed against Policy 86.

## Project 10A Additional Advertisement Control

During the District Plan period, it is the intention of the District Council to consider additional controls over advertisements in conservation areas. Where appropriate the Council will ask the Secretary of State to direct, in accordance with Regulation 7 of the Town and Country Planning (Control of Advertisements) Regulations 1992, that certain advertisements shall not be displayed without express consent from the District Council.

In particular, control over temporary estate agents boards and over advertisements on business premises will be investigated.

## DESIGN GUIDANCE INFORMATION

9.19 The County Council has published useful information and guidance leaflets on conservation matters, among which are the 'Design' and 'Heritage' series of leaflets. These cover topics such as Shopfronts, Street Furniture, Conservation Areas, Archaeology, Historic Buildings, and Landscape.

9.20 In addition, the Hertfordshire Building Preservation Trust is responsible for the 'Hertfordshire Conservation File' (formerly produced by the County Council). This is designed to provide a continually revised and expanding source of practical and theoretical information on materials, crafts and skills, manufactured products and sources of information and advice. To date, topics include Historic Buildings in Hertfordshire, Buildings of Special Architectural or Historic Interest and the Law, Conservation Areas, Bricks in Hertfordshire, Cleaning Old Brickwork, Pargueting, Thatch, Tiles and Slates, Windows, Meter Boxes, and Archaeology and Development.

9.21 The District Council, in support of its policies, has published the following Design Advice Leaflets:

- No. 1 New Housing- (supplements Policy 70),\*
- No. 2 Extensions in Residential Areas (supplements Policy 72),
- No. 3 Historic Barns - (supplements Policy 89),
- No. 4 Alterations to Unlisted Buildings in Conservation Areas - (supplements Policies 85 and 87),\*

No. 5 Materials in Conservation Areas -(supplements Policy 85),\*

Shopfronts and Advertisements -(supplements Policy 90),

Fishpool Street Article 4 Area -(supplements Policy 73, area Ar4.3).

*\* Not yet published. Available shortly.*

9.22 The Royal Town Planning Institute publishes the following leaflets which are available from the District Council's Director of Planning and Heritage:

What is Listed Building Consent? (Including What is Conservation Area Consent?),

So you want to alter your shop?

# 10.0 LEISURE

## INTRODUCTION

10.1 Leisure activities include sport, entertainments and the arts. Existing facilities cater for people from outside the District as well as local people. Responsibility for provision and management is divided between many local, regional and national authorities, private enterprise and voluntary organisations.

10.2 In 1986, following a study by consultants, the Council adopted a Leisure Strategy which reflects its role both as a provider of facilities and as an enabling and promotional organisation. The Council recognises the contribution that open land used for leisure purposes makes in providing "green space" within settlements (see Policy 75).

10.3 District Plan Policy 91 provides overall guidance on the location of leisure facilities. Policies 92 - 98 are mainly concerned with the allocation of land for specific leisure uses and with standards of provision to be taken into account when planning applications are submitted.

## LOCATION OF LEISURE FACILITIES

10.4 Proposals for leisure developments will be considered in the light of Policy 91 which sets out locational criteria according to the intensity of the proposed use. The following categories are identified, based on the advice in paragraph 4.7.6 of the County Structure Plan Explanatory Memorandum:

(i) **High Intensity Leisure Activities**

Uses which require a substantial building, on an urban scale, and where there is frequent activity involving a large number of people e.g. theatre, cinema, bowling alley, skating rink or major sports centre;

(ii) **Medium Intensity Leisure Activities**

**Type A:** Uses which require relatively small buildings, where there is continuous or intermittent activity by relatively large numbers of people e.g. neighbourhood meeting hall, small scale covered sports facility;

**Type B:** Uses requiring large areas of open land with few buildings, but in intermittent or continuous use by relatively large numbers of people e.g. golf courses, motor and motorcycle sports, sports pitches, clay pigeon shooting, riding stables, and water sports;

(iii) **Low Intensity Leisure Activities**

Quiet casual uses which require little adaptation of land or disruption of farming, or woodland management or important ecological habitats e.g. picnicing, walking and cycling.

10.5 Whilst these categories provide broad guidance, it must be noted that there will be a range of intensity of use for any particular leisure activity. Some leisure events draw crowds, create noise or entail floodlighting. The assessment of the intensity of developments will take into account the impact and frequency of such events.

10.6 Future leisure demands are likely to be for high intensity uses in urban areas and for more open outdoor activities in the Green Belt countryside. By channelling pressure for medium and low intensity uses into the Landscape Development Area (see Policy 105) e.g. Upper Colne Valley (see Chapter 20), the Council seeks to protect viable agricultural land and to bring about landscape improvements.

### POLICY 91 LOCATION OF LEISURE FACILITIES

- (i) New leisure proposals and extensions to existing facilities will not normally be permitted unless acceptable in terms of location, access, car parking, environmental impact and safety;
- (ii) **Location:** the following criteria will apply according to the intensity of use:
- a) **High Intensity Uses** <sup>(1)</sup> will normally be permitted in the towns of St. Albans and Harpenden provided that they do not add to traffic congestion for shopping and commercial users and subject to other policies of this Plan;

Continued on page 140

## POLICY 91 (Cont.)

b) **Medium Intensity Uses**<sup>(1)</sup> will normally be permitted as follows:

**Type A:** within towns and specified settlements (see Policy 2)

**Type B:** in the Green Belt outside Landscape Conservation Areas (see Policy 96 and Figure 14). Within Landscape Conservation Areas, Type B uses will normally be permitted if they conform to Policy 104;

c) **Low Intensity Uses**<sup>(1)</sup> will normally be permitted throughout the District. In open country, activities will normally be confined to a network of footpaths, bridleways and cycleways, and supplemented by small car parks and picnic sites;

(iii) **Car Parking:** this shall be provided on site, but exceptions may be made where there is adequate public car parking nearby;

(iv) **Landscaping and Land Restoration:** proposals shall preserve and enhance their setting and additional landscaping shall be provided where necessary (see Policies 74 and 75). No infill or waste materials are to be imported onto the site during construction, unless permission exists as part of a scheme for the restoration of former mineral extraction sites;

(v) **Other Policies:** proposals shall be consistent with Policies 102-106 in chapter 12 of this Plan and proposals for new dwellings in the Green Belt ancillary to leisure facilities will be assessed against **Policy 17**.

*Footnote*

(1) As defined in para. 10.4.

## INDOOR SPORTS AND LEISURE FACILITIES

10.7 Considerable progress has been made in improving existing indoor sports facilities and providing new ones such as the Batchwood Indoor Tennis Centre, St. Albans. The Council has created a new indoor recreation centre at London Colney by the conversion of redundant school buildings. It aims to continue to increase the provision of indoor facilities in areas not served by existing sports centres through its own projects and by encouraging private provision.



Westminster Lodge Swimming Pool - St. Albans

## POLICY 92: NEW INDOOR SPORTS FACILITIES

Land is allocated for the following sports and leisure facilities:

SITE REF.	PM <sup>(1)</sup>	LOCATION	PROPOSAL	OTHER GUIDANCE
SL.1	1	Dunstable Road, Redbourn	community sports hall	(i) extensive landscaping required; (ii) road access from Dunstable Road.
SL.2	3	Bricket Wood Sports Centre, Smug Oak Lane, Bricket Wood	extension	

## POLICY 92 (Cont.)

SITE REF.	PM <sup>(1)</sup>	LOCATION	PROPOSAL	OTHER GUIDANCE
SL.5	H	Harpenden Swimming Pool, Rothamsted Park, Harpenden	enclosure of outdoor swimming pool	see <del>Policy 131, Site 5C</del>
SL.6	S	Westminster Lodge, Holywell Hill, St. Albans	leisure centre	(i) existing buildings on eastern part of site to be demolished; (ii) existing trees to be retained and new landscaping required; (iii) additional car parking must not extend outside the site boundary.

In addition, the provision of a recreation centre including a sports hall, bar and community rooms will be considered at the Hill End/Cell Barnes Hospitals site (see ~~Policy 137~~).

Other proposals for indoor sports facilities will be assessed against Policy 91.

### Footnote

(1) PM= Proposals Map Sheet - see Preface (Figure 1).

## Policy Intention 20 Small Sports Centres

It is the intention of the District Council that sports centres to meet the needs of the local community should be provided in the following areas:

- (i) Park Street;
- (ii) Colney Heath;
- (iii) Wheathampstead;
- (iv) Jersey Farm, St. Albans.

No sites have yet been defined.

## JOINT FACILITIES

10.8 One means of overcoming shortages of recreation facilities is the joint or shared use of County Council or privately owned facilities by the local community. School and other playing fields are often already fully used but tennis courts and other hard surfaced facilities, sports halls and swimming pools may be able to accept extended hours of use. Successful dual use has been achieved at Townsend School, St. Albans, for example, and the Council wishes to encourage further schemes.

## Policy Intention 21 Joint Use of Leisure Facilities

It is the intention of the Council to continue to investigate and promote joint provision and dual use of educational and other leisure facilities and to promote the development of multi-purpose buildings for leisure use.

## CULTURE AND ENTERTAINMENT

10.9 The City of St. Albans is well served for cultural facilities. The Abbey Theatre, Alban Arena, Maltings Arts Theatre and Odeon Cinema provide a varied professional and amateur programme of music, drama and other entertainment. The Abbey and St. Peter's Church are also venues for musical events and there is an active Arts Association. The City also benefits from a variety of courses and events organised by Oaklands College, the Verulamium Museum and the Museum of St. Albans. There may be an opportunity to provide further facilities at the Civic Centre (see *Policy 116, Site 2E*).

10.10 Outside the City, the Public Hall at Harpenden provides a venue for a number of cultural and entertainment activities. Elsewhere there is a general need for small meeting halls for local groups and societies (see *Policy 67*).

## Policy Intention 22 Entertainment and Cultural Facilities

It is the intention of the District Council to maintain and improve entertainment and cultural facilities and to assist local societies and groups in the provision of facilities in areas of deficiency.

### RECREATIONAL OPEN SPACE PROVISION

10.11 Open land may be used for a wide range of recreational activities. They include informal pursuits such as walking or sitting to enjoy the surroundings, or the casual play of children and formal organised sports. There is no single criterion which can be used to determine the amount of recreational open space appropriate to an area. However, there are various measurements which suggest levels of provision, which maximise the ability of recreational open space to meet a variety of needs.

10.12 The primary method used by the Council to assess land requirements for recreational open space identifies the catchment areas of open space of different sizes and function. Such open space is generally open to the public and usually in some form of public ownership. However, in some situations, private open space makes a substantial contribution.

#### Recreational Open Space Hierarchy

Type of Open Space	Size Range	Catchment (Maximum distance from homes)
District Park	Over 20 ha	3,200 m (2 miles)
Local Park	2-20 ha	1,200 (¾ mile)
Small Local Park	0.8-2 ha	400 m (¼ mile)
Children's Play Area	0.4-0.8 ha	400 m (¼ mile) <sup>(1)</sup>
Toddlers' Play Space	20m <sup>2</sup> -100m <sup>2</sup>	less than 200 m

#### Footnote

(1) A separate children's playground need not be provided where facilities exist in a park located within 400 metres of homes. Ideally, each home would be within the appropriate catchment area for each type of open space.



Verulamium Park - St. Albans

10.13 The Council also accepts that playing space should be provided to meet the National Playing Fields Association (NPFA) target of 2.4 hectares per 1,000 population. This space should be distributed within the open space hierarchy to meet the needs of all age groups. It should be noted that the NPFA target is not a general open space standard. With certain exceptions, educational playing fields, ornamental gardens, woodlands, commons, golf courses and large areas of water are excluded from the calculations.

10.14 Although total acreage of existing playing space within the District meets the NPFA target, there are areas which, because of their location outside catchment areas of existing open spaces, are deficient in access to certain kinds of open space. Furthermore, there are shortages in certain types of sports provision in some areas, for example football and cricket pitches. New pitches to help overcome existing shortages and meet future needs are proposed at various sites including Crabtree Fields (Aldwickbury Lane, Harpenden).

#### NPFA Playing Space Target Per 1,000 Persons

Description	Area Size Range	Facilities
Adult/Youth Play	1.6-1.8 ha	Courts and pitches etc for recreation. Public or private ownership.
Children's Play Areas I	0.2-0.3 ha	In parks and equipped playgrounds.
Children's Play Areas II	0.4-0.5 ha	Informal play space in housing.
<b>TOTAL</b>	<b>2.4 ha</b>	

10.15 Existing recreational open space should normally be retained (*see Policy 75*). Policies 93 and 94 list proposed new public open space in areas with deficiencies, or where provision is needed for new housing, or where it is desirable to keep land open for amenity.



*Rothamsted Park - Harpenden*



*Redbourn Common*



*De Tany Court, St. Albans - Play Area*

## POLICY 93 NEW AREAS OF PUBLIC OPEN SPACE

The following sites have been allocated as public open spaces on the Proposals Map:

### NEW AREAS OF PUBLIC OPEN SPACE

SITE REF.	PROPOSALS MAP SHEET	LOCATION	FURTHER PLANNING GUIDANCE	AREA FOR PUBLIC OPEN SPACE (Hectares)
OS.1	1	Batford Open Space, Harpenden	Informal recreation	1.64
OS.2	1	Crabtree Fields, Aldwickbury Lane, Harpenden	Sport and informal recreation	4.78
OS.2A	1	Hillbury Farm, Dunstable Road, Redbourn	Sport and informal recreation	4.20
OS.3	3	Oster Hills, St. Albans	Informal <sup>(1)</sup> recreation	0.40

Continued on page 144

## POLICY 93 (Cont.)

SITE REF.	PROPOSALS MAP SHEET	LOCATION	FURTHER PLANNING GUIDANCE	AREA FOR PUBLIC OPEN SPACE (Hectares)
OS.4	3	Broad Acre, Bricket Wood	Informal recreation	0.81
OS.5	3	Newlyn Close, Bricket Wood	Informal recreation	0.52
OS.6	4 & 2	Jersey Farm Open Space (western part), St. Albans	Informal recreation	22.55
OS.7	L	Napsbury Hospital (part), London Colney	Parkland/ Arboretum	To be determined. <i>See Policy 139.</i>
OS.8	L	adjacent Morris recreation ground, London Colney	Sport	To be determined. <i>See Policy 142A.</i>

*Footnote*

(1) This proposal consists of the laying out for recreation of former allotment land to compensate for adjacent public open space lost to housing development (see Policy 4, Site RS.5).

10.16 There are a few sites where substantial new housing developments are expected prior to 1996. The largest of these is the Hill End and Cell Barnes Hospitals site. New areas of public open space will be included in these developments. In the event of there

being proposals for other large housing developments, the Council will seek to ensure that adequate land is allocated for public open space and provision made for its long-term maintenance.

## ~~POLICY 94~~ ~~PUBLIC OPEN SPACE PROVISION IN~~ ~~NEW RESIDENTIAL AREAS~~

~~In new residential developments, public open space must be provided in accordance with Policy 70, point (xi).~~

~~The following sites have been given a combined residential/public open space allocation and planning permission for a residential development will not be granted unless provision is made for the amount and type of public open space specified below.~~

<del>SITE REF.</del>	<del>OTHER REF.</del>	<del>PM<sup>(1)</sup></del>	<del>LOCATION</del>	<del>TYPE OF RECREATION FACILITY</del>	<del>AREA FOR PUBLIC OPEN SPACE(ha.)</del>
<del>OS.9</del>	<del>Policy 4, Site RS.9</del>	<del>4</del>	<del>Old Albanians Sports Ground, Beech Bottom, St. Albans</del>	<del>informal recreation and children's playground</del>	<del>0.77</del>
<del>OS.10</del>	<del>Policy 4, Site RS.15</del>	<del>4</del>	<del>Newgate Farm, Sandpit Lane, St. Albans</del>	<del>informal recreation and children's playground</del>	<del>1.06</del>
<del>OS.11</del>	<del>Policy 4, Site RS.45</del>	<del>F</del>	<del>Sutton Road Sidings, St. Albans</del>	<del>informal recreation and children's playground</del>	<del>0.55</del>

## ~~POLICY 94 (Cont.)~~

<del>SITE REF.</del>	<del>OTHER REF.</del>	<del>PM<sup>(1)</sup></del>	<del>LOCATION</del>	<del>TYPE OF RECREATION FACILITY</del>	<del>AREA FOR PUBLIC OPEN SPACE(ha.)</del>
<del>OS.12</del>	<del>Policy 137</del>	<del>F</del>	<del>Hill End/Cell Barnes, St Albans</del>	<del>children's playgrounds, sports pitches and amenity areas</del>	<del>to be determined. See Policy 137</del>
<del>OS.13</del>	<del>Policy 4, Site RH.14</del>	<del>H</del>	<del>Harpenden Lodge, Sun Lane, Harpenden</del>	<del>public gardens</del>	<del>1.00</del>

~~In addition, a children's play area (0.4 hectares) should be provided in association with Policy 5 housing site RL.5 (south of Willowside, London Colney). The play area should include a fitted playground and landscaping, and be located within the Green Belt on the field to the west of RL.5.~~

### ~~Footnote~~

~~(1) PM = Proposals Map Sheet see Preface (Figure 1).~~

## REVIEW OF RECREATIONAL OPEN SPACE PROVISION

10.17 In 1987 the Council conducted a survey of demand for leisure activities and the information is being used to help improve the management of existing facilities in its ownership. There has been a proliferation of sporting activities. Patterns of ownership and use of existing facilities have changed. The following project is complementary to Project 7 (*Green Space Strategies for Settlements*).

### Project 11 Review of Recreational Open Space Provision

It is the intention of the District Council to review the provision of recreational open space within the District in order to define areas of need and seek ways of overcoming deficiencies.

## ST. ALBANS CITY FOOTBALL CLUB

10.18 The club has ambitions to improve its status and provide better facilities. The existing ground in Clarence Park causes some environmental problems and the scope to expand the facilities is very limited. Consequently, relocation of the club would be desirable if an acceptable new location can be found. Possible relocation of the ground raises complex and

potentially controversial issues which need to be carefully considered before any conclusions are reached.

10.19 Relocation of the club could either involve a new ground purely for its own use or a ground-sharing scheme, possibly with one of the nearby Football League clubs (Watford, Luton and Barnet). Government guidance on all-seater Football League stadia is provided in Planning Policy Guidance Note PPG 17 (Sport and Recreation). PPG 17 encourages dialogue between local planning authorities and football clubs seeking to relocate. The PPG also refers to the possibility of county councils convening a forum of interested parties to consider the question of a strategic site. The District Council is willing to be involved in any such arrangements. This could possibly lead to the identification of a site in the next Local Plan.

## ALLOTMENTS

10.20 There are some 1,400 allotment plots throughout the District covering more than 100 acres. Over half the plots are on the 13 sites owned by the District Council. The remainder are owned by the County Council, Harpenden Town Council, the Parish Councils, the Diocesan Board and two allotment societies. The Thorpe Committee (1969) recommended a standard of 0.2 hectares per 1,000 population, but provision in the District already well exceeds this and is not fully utilised. However, occupancy rates vary widely from site to site.

10.21 Demand for allotments is subject to long-term fluctuation. With trends towards greater leisure time and increasing urban densities, it is important that allotment land is reserved for use in the future. Most of the existing sites are "statutory", being legally safeguarded by the

Allotments Act 1925. This prevents their removal without extensive consultation and consent from the Department of the Environment. During the Plan period, allotments are likely to be lost to development at Folly Lane, St. Albans; White Horse Lane, London Colney and Harpenden Lodge. However, during the same period the Council will consider the need for new allotments at Jersey Farm and extra allotments at Hill End. As part of its Leisure Strategy the Council aims to encourage greater use of allotments. In order to better relate supply to local demand, consideration will be given to the possible redistribution of plots involving losses at some sites and gains at others.

## POLICY 95 ALLOTMENTS

The District Council will refuse planning applications which involve the loss of statutory or non-statutory allotments unless it can be shown that:

- (i) suitable replacement allotments are to be provided; or
- (ii) there is no need for the allotments, taking into account current and previous usage of the site and any others in the vicinity.

## COUNTRYSIDE RECREATION

10.22 There are a number of leisure activities which are particularly associated with the countryside. Some are more compatible with the environment than others. The general locational criteria for different types of leisure use have been given in Policy 91. The Countryside Chapter gives further policies relating to the siting of leisure uses outside the urban areas. Landscape Conservation Areas and a Landscape Development Area are identified and the role of Countryside Management in resolving conflicts between recreational and other uses is outlined. Chapter 20 proposes new leisure uses for land in the Upper Colne Valley area, where there is opportunity to accommodate recreational facilities and to enhance the landscape.

10.23 The following policy supplements Policy 91 by providing additional guidance on medium intensity leisure uses in the Green Belt.

## POLICY 96 MEDIUM INTENSITY LEISURE USES IN THE GREEN BELT

Medium intensity leisure uses in the Green Belt will normally be restricted to "Type B" uses (see paragraph 10.4 (ii)) and areas other than Landscape Conservation Areas (see Policy 104 and Figure 14). Within Landscape Conservation Areas, Type B uses will normally be permitted if they conform to Policy 104. Where possible, redundant land and buildings should be used.

In very special circumstances, permission may be granted for the construction of small ancillary buildings, unobtrusive spectator accommodation, or other essential facilities. Access arrangements must be consistent with Policy 34, particularly point (vii) concerning local rural roads. In addition, the following criteria also apply:

- (i) **Golf Courses:** these shall respect existing landform, landscape and habitats. Provision shall be made for new planting and habitat creation, and wherever possible new safe routes shall be created which increase public access to the countryside. Planning applications should be accompanied by a feasibility report on the environmental impact and accommodation requirements of the proposal, so that the type, scale and particular needs of the proposal can be assessed against Green Belt objectives. Golf courses permitted shall be subject to conditions controlling the layout of the course and stating that planning permission will be required for any amendment to the course layout;
- (ii) **Riding Stables:** in order to minimise conflicts between riders and other road users, stables should be located close to existing bridleways or include off-road routes over which the proprietor has control;
- (iii) **Motor Sports and other Noisy Recreational Activities:** activities such as motor sports, motorbike scrambling, clay pigeon shooting and war games shall be located with special care. Proposals shall not be visually intrusive, detrimental to the amenity of residential property, impinge upon ecologically sensitive areas or present a hazard to the users of highways, public rights of way or cycleways;

## POLICY 96 (Cont.)

- (iv) **Water Sports:** in order to meet the need for outdoor watersports, opportunities to create new water features shall be investigated (e.g. as part of afteruse schemes for aggregate workings).

10.24 One of the most popular leisure activities is the enjoyment of the countryside and its scenery. The footpath, cycleway and bridleway systems give access to many of the rural areas of the District. They are assets which could be vulnerable to development of inappropriate uses on adjoining land. Many routes are classified as definitive rights of way, which means that development cannot take place across them unless provision to divert or stop up the route is obtained under the Town and Country Planning Act.

10.25 Three disused railway lines run through the District:

- (i) the former Luton-Welwyn Garden City line, parts of which have been incorporated into the Lee Valley Walk from London to Luton;
- (ii) the former Harpenden-Hemel Hempstead line, which has now become the Nicky Line footpath/cycleway;
- (iii) the former St. Albans-Hatfield line, which is now the Alban Way footpath/cycleway.

In addition to their recreational value, the disused railway lines are also important as landscape features and wildlife habitats. The Nicky Line and Alban Way are not definitive rights of way, but are in Council ownership. Part of the Lee Valley Walk is also in Council ownership and some stretches of this walk are definitive rights of way. The disused railway lines and the Lee Valley Walk should be retained and their future role considered under Policy Intention 23.

## POLICY 97 EXISTING FOOTPATHS, BRIDLEWAYS AND CYCLEWAYS

The District Council will resist applications for development which would result in the loss of definitive rights of way, the non-definitive stretches of the Lee Valley Walk, or the Nicky Line or Alban Way footpath/cycleways. A diversion of the western end of the Alban Way may be necessary (see ~~Policy 29~~).

## POLICY 97 (Cont.)

Elsewhere, permanent diversions will be acceptable only if they compare favourably with the original route in terms of distance, gradients, ground conditions and amenity. The Council will resist any development which could endanger users of footpaths, bridleways or cycleways.

10.26 The existing bridleway system cannot cope with the increasing numbers who wish to use it. The result is that there is much illegal use of footpaths by riders and also trespass on land adjacent to bridleways. Routes are rarely circular. Therefore, users often have to retrace their steps or use busy roads as a return route to their starting point. In addition, routes often miss scenic viewpoints or other items of recreational interest.

10.27 Much has and is being done to improve facilities for walkers, cyclists and horse riders. Grants are available from the Countryside Commission for the creation of new routes, improvement works and also the publication of footpath and bridleway guides. The Wildlife and Countryside Act of 1981 also allows the Council to enter into management agreements with landowners to provide small scale facilities such as car parks linked to footpaths. Additional routes have been created by voluntary groups and the Countryside Management Service. Resurfacing works have been carried out on certain bridleways to increase their durability.

## Policy Intention 23 Improvements to Footpaths, Bridleways and Cycle Routes

The District Council, in conjunction with the Countryside Management Service and using existing routes wherever possible, will promote:

- (i) the establishment of a network of short waymarked circular footpath routes close to towns and villages;
- (ii) the provision of longer distance waymarked footpaths and bridleways linking places of interest and including facilities such as small car parks;
- (iii) a new footpath following the line of the River Colne (see Chapter 20, Upper Colne Valley);
- (iv) the establishment of signposted circular routes for cyclists using existing cycleways and quiet lanes.

Continued on page 148

## Policy Intention 23 (Cont.)

In particular, the Council will examine the potential to enhance the role of the disused railway lines (including stretches not currently in public use) and the Lee Valley Walk. The Council will also consider designating further sections of these routes as definitive rights of way.

## KENNELS AND CATTERIES

10.28 Kennels for boarding and breeding dogs can cause environmental disturbance, particularly noise from barking dogs. They are not an appropriate use in residential areas. Permission may therefore be granted for kennels in the Green Belt in certain circumstances. Catteries for breeding or boarding cats cause less noise than kennels, so small-scale establishments can be considered in appropriate residential locations. Proposals for kennels and catteries will be assessed against the following policy:

### **POLICY 98 KENNELS AND CATTERIES**

- (i) **Kennels.** Kennels will not be permitted in residential areas. In the Metropolitan Green Belt, permission may be granted for new kennels or the extension of existing establishments if the following criteria are complied with:
- a) the location is within the curtilage of an existing dwelling. Where possible, existing vacant buildings should be used (*see Policy 77*);
  - b) there are no other residential properties nearby;
  - c) road access is satisfactory and does not involve the use of narrow country lanes;
  - d) sufficient car parking spaces shall be provided;
  - e) the siting and appearance shall not harm the ecology, natural beauty or amenity of the countryside.
- (ii) **Catteries.** Similar considerations apply as with kennels. However, small-scale catteries may also be permitted in residential areas where environmentally acceptable.

## 11.0 TOURISM



*The Cathedral and Abbey Church of St. Albans*

### INTRODUCTION

11.1 Tourism is one of Britain's biggest growth industries and a vital earner of foreign currency. St. Albans is the third most popular destination in the former Thames and Chilterns Tourist Board area. However, whilst it ranks immediately below Windsor and Oxford, it is far behind them in terms of numbers visiting and income generated from tourism.

11.2 The City of St. Albans is richly endowed with features of interest to tourists such as the Cathedral, Medieval streets, museums and the ruins of Roman Verulamium. The Council, recognising the growing importance of tourism, commissioned the Pickering-Torkildsen Partnership to carry out a Leisure and Tourism Study. A Tourism Strategy derived from the study was adopted by the Council in 1987. The primary objectives of the strategy are:

- (i) to develop and interpret St. Albans' history and heritage to attract tourists;
- (ii) to establish St. Albans as a base for visiting London and other attractions;
- (iii) to develop the City and District's day trip potential;
- (iv) to promote St. Albans as a stopping off point from the channel ports.

Measures taken to enhance the visual attractiveness of the City and to improve visitor convenience will safeguard its position as a business and shopping centre. Likewise the effective management and conservation of the City will benefit tourism. The establishment of the Watling Chase Community Forest (*see Policy 143A*) to the south of St. Albans will, in the long term, add to the attractions of the District.

11.3 Those aspects of the Tourism Strategy which have a town planning policy or land use implication will be considered in the remainder of the chapter.

### TOURIST FACILITIES

11.4 Amongst recent improvements has been the opening of the Town Hall Tourist and Information Centre. In 1987-88 the Council approved strategies for the museums which recognised the desirability of extending the areas both for public display and support services. There is a need for additional facilities within the City Centre to interpret its development and the former Court Room in the Town Hall and the Clock Tower offer potential for such a facility. The Roman heritage also has potential still to be tapped (*see para. 14.9 for Visitor Management at Historic Monuments*).



*The Gardens of The Rose - Chiswell Green*

11.5 Other existing facilities need to be upgraded and new ones promoted, in order to increase the enjoyment and convenience of visitors and to attract new tourists.

## Policy Intention 24 Visitor Facilities

**The Council will seek to improve services, signposting and interpretative facilities at existing visitor attractions and to provide appropriate additional facilities. (See also Project 15: Interpretative facilities at historic monuments, and Project 16: Verulamium.)**

## TOURIST ACCESSIBILITY, PARKING AND MOVEMENT IN ST. ALBANS CITY

11.6 St. Albans is an attractive destination for day trippers, especially from London. Some arrive by train but the majority come by car, adding to road congestion and putting further pressure on car parking provision. Coach operators face difficulties because of the lack of provision for coaches.

11.7 The traffic situation in St. Albans is under review (see paras. 5.12 - 5.19). City Centre car parks are now managed to ensure that the short stay needs of both shoppers and visitors are met. A further problem which needs to be addressed is that of the long distances from the peripheral car parks to the City Centre and between tourist attractions.

## Project 12 Accessibility of Tourist Attractions

- (i) The Council will investigate further measures to cater for visitor car parking and coach set down and pick-up points;
- (ii) the Council will investigate the provision of a city "shuttle" service between visitor attractions.

## VISITOR ACCOMMODATION

11.8 As the District has grown in popularity, the shortage of overnight accommodation has become increasingly apparent. At peak season virtually all hotel and guest house accommodation in the District is full. Although the number of hotels and guest houses has risen substantially, bedrooms have been lost due to the upgrading of facilities e.g. provision of en suite bathrooms. Upgrading also results in increases in the price charged. Whilst this is accepted by business users, it puts accommodation beyond the means of tourists. More tourist accommodation is required at moderate prices.

11.9 Hostel accommodation is provided in the summer only by the Youth Hostels Association at Sandridge. There are no proposals to provide any other hostel accommodation for visitors in the District.

11.10 "Bed and Breakfast" provides budget accommodation throughout the year. The amount and location varies over time depending upon the circumstances of the providing householders. Prospective proprietors can obtain advice from the Council's Tourist Office and the Planning and Heritage Department. When conducted on a small scale, planning permission may not be required.

11.11 Larger hotels ( 20 or more bedrooms ) in the District tend to be located on the edge of towns where there is easy access to the trunk road and motorway system. They have often developed from large country houses. Inns, public houses, small hotels and guest houses which provide accommodation at a moderate cost are most frequently found in the town centres and on main roads.

11.12 Few of the District's hotels provide modern purpose-built accommodation. For instance, there are no examples in the District of modern, modestly priced hotels, which have associated restaurant facilities, and are located close to motorways or trunk roads. But

considerable investment has been made in upgrading the accommodation and facilities of the older establishments. Such work has included the creation of more suites with bathrooms and the provision of banqueting and conference rooms, health and leisure facilities. There is still a demand for more hotels with conference facilities in the St. Albans/Watford area.

11.13 The demand for accommodation, including self-catering will continue to rise. It is being created within the District for both business visitors and tourists. The area is well served by road links to the motorway system and easy access to international airports. Following the completion of the channel tunnel, there will be easier rail travel to Europe. In addition, London does not have sufficient hotel accommodation and St. Albans is close enough to attract some of the overflow visitors.

11.14 Narrowing the gap between demand and supply of visitor accommodation is essential if the District is to benefit fully from the growth in the tourist trade. The Council wishes to encourage an increase in overnight accommodation to provide a range of type in a variety of locations. This can be achieved in three ways:

- (i) extensions to existing establishments to provide extra bedrooms;
- (ii) change of use of an existing building, frequently involving extensions;
- (iii) construction of new purpose-built accommodation.

11.15 In 1989 the former Thames and Chilterns Tourist Board published its "Tourism Strategy for the Thames and Chilterns". This assessed a high demand for hotel accommodation in the M25 corridor. However, high urban land values make it difficult for hotel operators to afford sites in built-up areas. Furthermore, Government guidance in Planning Policy Guidance Notes PPG 2 and PPG 21 clearly indicates that hotels are not an appropriate form of development in the Green Belt.

11.16 The following policy seeks to encourage the provision of overnight accommodation and ancillary facilities in appropriate locations. Two non-Green Belt sites are identified as suitable for hotel development. In addition, the policy refers to the possibility of an hotel in the Green Belt at the Napsbury Hospital site. An hotel at Napsbury would be acceptable, provided the guidelines in DoE Circular 12/91 are followed.

## POLICY 99 OVERNIGHT ACCOMMODATION AND ANCILLARY FACILITIES

### A. Within Towns and Specified Settlements (see Policy 2)

The following site is allocated for a new purpose-built hotel:

SITE REF.	PROPOSALS MAP SHEET	LOCATION
H.1	1	Land west of Lower Luton Road, Harpenden

An hotel will also be encouraged at 27-27A Holywell Hill, St. Albans if ~~Policy 118, site 4F~~ is complied with.

Elsewhere, planning applications for the creation or extension of overnight accommodation and ancillary facilities (such as banqueting, conference and leisure suites) will normally be permitted if proposals comply with the following:

- (i) proposals should be environmentally acceptable and have adequate access. In residential areas, particular attention will be given to the loss of garden space, the visual effect of car parking and potential noise disturbance to adjoining properties;
- (ii) Policy 49: Hotels and guest houses car parking standards;
- (iii) Policy 72: Extensions in residential areas;
- (iv) Policy 85: Development in conservation areas.

### B. Within the Metropolitan Green Belt

New purpose-built accommodation will not normally be permitted, except at the Napsbury Hospital site, London Colney (see Policy 139).

Proposals for changes of use or extensions will be assessed against points A(i)-(iv) above. In addition:

Continued on page 152

## POLICY 99 (Cont.)

- (i) Changes of Use will not normally be permitted unless ~~Policy 77~~ is complied with;
- (ii) Extensions shall be modest in size and well related to the existing building. The siting and appearance should not adversely affect nearby residents, or the ecology, natural beauty or amenity of the countryside. Landscaping will normally be required.

11.17 Although Policy 99 is intended to facilitate an increase in hotel bedrooms, there is a need for a study to decide whether further provision is required in order to meet existing and future demand. Hertfordshire County Council proposes to develop a county-wide hotel strategy (see *County Council intention No. 49 in the County Structure Plan Explanatory Memorandum*). If the county strategy is prepared in time, the District Council will take it into account in the following project:

### Project 12A Review of Hotel Strategy

The District Council will investigate the need for different types of hotel development and will examine potential sites, with a view to including proposals as appropriate in the next Local Plan.

## CAMPING AND CARAVANNING

11.18 Since the mid-1970s the number of camping and caravanning holidays taken in the U.K. has doubled and the increasingly discerning market requires a high standard of camp site. Growth is likely to continue and be reinforced by increasing numbers of car borne European tourists visiting Britain after the opening of the Channel Tunnel.

11.19 There is no touring camp site in close proximity to St. Albans. The tourism strategy of the former Thames and Chilterns Tourist Board identified this as one of the areas of the region most in need of increased provision. Therefore, the Council will encourage the provision of a high standard touring camping site consistent with the following policy.

## ~~POLICY 101 CAMPING AND CARAVANNING SITES~~

~~The Council will encourage the provision of a new touring camping and caravanning site.~~

~~Planning permission will be granted only if:~~

- ~~(i) the site is well landscaped and any permanent buildings are of a modest size, durable and of attractive appearance;~~
- ~~(ii) the proposed location is well related to the primary road network (see Figure 8) and situated within the Landscape Development Area (Policy 105);~~
- ~~(iii) the site is not close to existing housing.~~

~~A layout plan should accompany planning applications. Where planning permission is granted, planning conditions will be imposed to control:~~

- ~~a) the numbers of caravans and to state that they are to be caravans on tow;~~
- ~~b) the seasonal use of the site, to ensure units are not left occupied or stored over the winter; and~~
- ~~c) the period in a year which any individual unit can remain on site, to ensure that the site is properly used only for overnight or short stay trips while on tow.~~

# 12.0 COUNTRYSIDE

## INTRODUCTION

12.1 The Council is required to have regard to the desirability of conserving the natural beauty and amenity of the countryside (Countryside Act 1968, Section 11). The countryside throughout the District is designated Metropolitan Green Belt. Green Belt policy (see Policy 1) is the primary means of retaining the "openness" of rural areas and the use of the land for agriculture, forestry, recreation and wildlife conservation. This chapter details policies to protect and enhance country landscapes and ecology and to maintain the rural economy in the face of increasing development pressures.



Lake at Bricket Wood Sports Centre

## AGRICULTURE

12.2 During the Plan period up to 1996 the greatest changes to the countryside will arise from the need to reduce agricultural production. Planning Policy Guidance Note PPG 7, "The Countryside and the Rural Economy" states that it is the Government's policy that the countryside should be safeguarded for its own sake. However, the PPG stresses that the best and most versatile land (Grades 1,2 and 3a) is a national resource for the future and that considerable weight should be given to safeguarding such land against development, because of its special importance.

12.3 There are areas of Grade 2 agricultural land in the District and these are shown on Figure 12. The remaining farmland is mainly Grade 3, but the Ministry of Agriculture, Fisheries and Food (MAFF) has not published details of the sub-division between Grades 3a and 3b. The Council can ask advice of

MAFF and the County Council on agricultural land quality.

12.4 The following policy takes account of the above points and County Structure Plan Policy 3:

### **POLICY 102 LOSS OF AGRICULTURAL LAND**

Development which would result in the loss of agricultural land will be assessed against the following criteria:

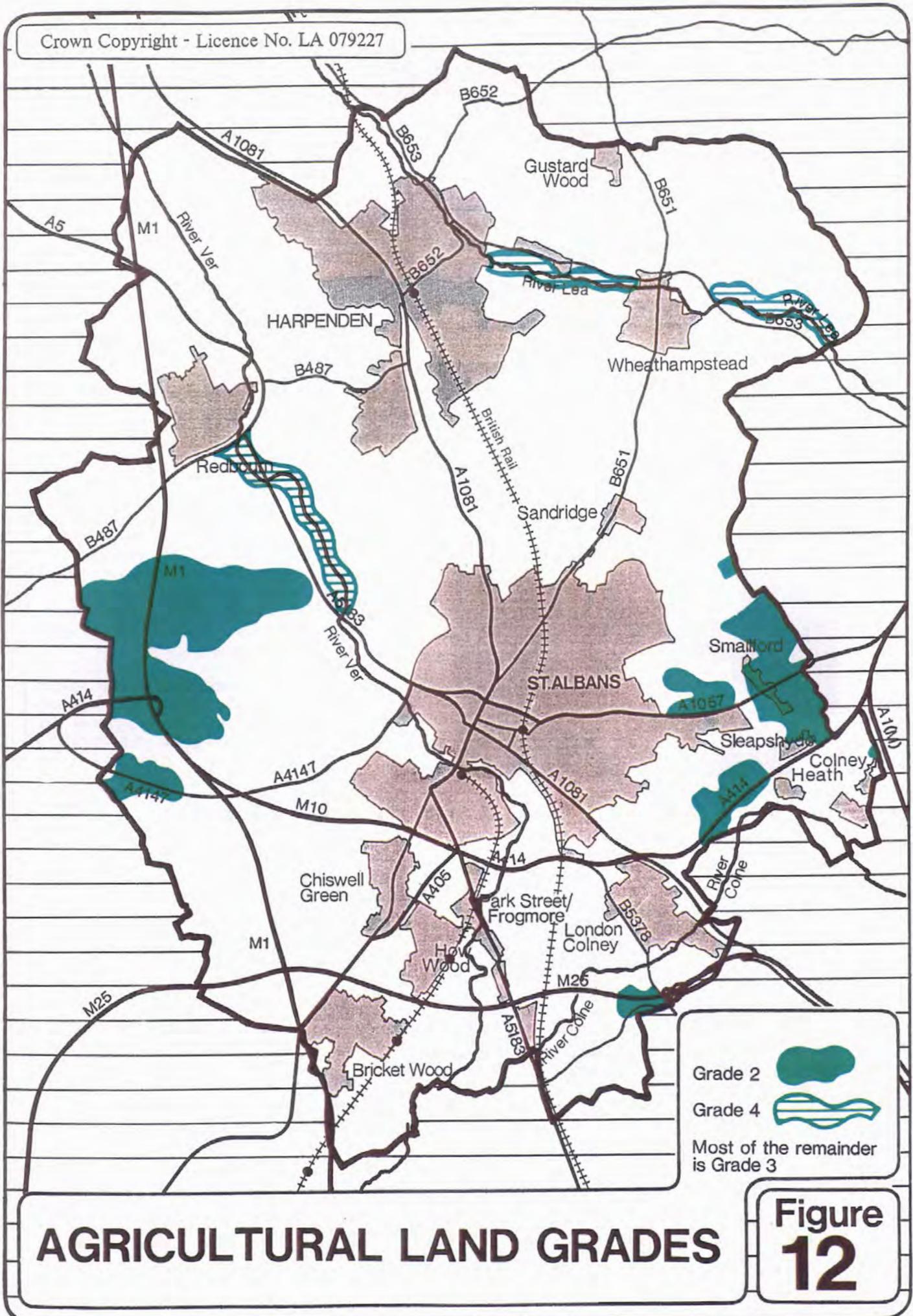
- (i) **Land Quality:** development resulting in the loss of high quality agricultural land, classified by the Ministry of Agriculture as being of Grade 1, 2 or 3a, will normally be refused. An exception to the policy may be made if there is an overriding need for the development and there is no alternative land of a lower quality which could reasonably be used;
- (ii) **Farm Economics and Management:** where appropriate, the loss of agricultural land will be assessed against its effect on the integrity and viability of a farm holding.

Planning applications for the development of agricultural land must be accompanied by an assessment of the agricultural gradings of the land made by the Ministry of Agriculture, or an independent expert approved by the Council.

The re-use of farm buildings will be governed by ~~Policy 77~~ (Re-use and adaptation of buildings in the Green Belt) and Policy 89 (New uses for historic agricultural buildings).

## HORSE GRAZING

12.5 The keeping of horses for leisure purposes is increasing and leading to the subdivision of agricultural land into small plots under separate ownership or tenure. More intensive grazing soon leads to a downgrading of pasture and a demand for new buildings to provide shelter and storage space. This can erode the visual amenity of the countryside.



# AGRICULTURAL LAND GRADES

Figure  
**12**

12.6 Planning permission is not required for certain building or other works carried out within a genuine agricultural unit (minimum size 0.4 hectares) and reasonably necessary for the purposes of agriculture within that unit (Use Classes Order 1987). When horses are kept for non-agricultural purposes, planning permission will usually be required for the erection of any shelter, stable, barn or other associated building, excavation or engineering works (see Policies 91 and 96). Further guidance on development involving horses can be found in Annex F of PPG 7.

## FORESTRY AND WOODLANDS

12.7 The District contains a scattering of plantations and some ancient semi-natural woodlands (see para. 12.24). It is intended that forestry will become more prevalent. The European Community is not self-sufficient in timber and the U.K. has one of the lowest percentages of land covered by trees. Forestry is, therefore, one of the preferred alternative uses for land coming out of agricultural production. Hertfordshire County Council has adopted "A Woodland Strategy". It sets out policies and proposals to increase tree planting and to encourage the production and use of timber locally. The prospects for reviving forestry in the south of the District are heightened by its inclusion within the Watling Chase Community Forest area (see Policy 143A).

12.8 Productive woodland, particularly broad leaved species can improve the landscape and enhance the visual separation between settlements. It can also be a valuable recreation asset. For all that, it must be remembered that forestry is crop production over a long timescale. Cultivation includes thinning and other activities and in due course the crop will be harvested.

12.9 Other than in specially protected sites of ecological interest, there is no general control on where trees can be planted. However, if grant aid is sought from the Forestry Commission, the Commission must be satisfied with the proposals and it may consult other bodies, such as the County Council about the application.

12.10 Plantations need to fit the landscape and the Forestry Commission is encouraging the planting of native broad leaved species. A small percentage of conifers can be used as a nurse crop and in some locations their speedy growth can provide welcome screening of eyesores. Through its "Tree Scheme" the County Council provides grant aid for planned amenity tree and shrub planting schemes to enhance rural areas. This scheme requires that only native species appropriate to the area are used.

12.11 The felling of trees for timber is controlled by the Forestry Commission and felling licenses normally require replanting of the site. The Council can make plantations the subject of Tree Preservation Orders, whereby its consent is also required for felling. This enables the Council to negotiate to lessen the impact of clear felling in visually sensitive areas. In the event of permission being refused on grounds of amenity, the Council is liable to pay compensation.

### ~~POLICY 103 FORESTRY AND WOODLANDS~~

~~Proposals for development which would result in the loss of significant woodland or trees will normally be resisted.~~

~~The Council will support the Forestry Commission, the County Council and other agencies to encourage the planting and maintenance of woodlands of appropriate species, particularly in the Landscape Development Area (see Policy 105) and other locations where the amenity and ecology of the countryside and the objectives of the Green Belt would be enhanced.~~

~~The Council will seek to minimise the impact of clear felling in visually sensitive areas.~~

~~The Council will encourage the proper management of existing woodlands in the interests of timber production, ecology, recreation and amenity.~~

## COUNTRYSIDE MANAGEMENT AND VOLUNTARY GROUPS

12.12 Modern farming methods, road schemes and mineral extraction have all played a part in reducing the quality of rural landscapes. In some parts of the District only remnants of former attractive landscapes can be found. Care must be taken that the rural scene is not further eroded.

12.13 The District Council, County Council and other agencies, such as the Herts and Middlesex Wildlife Trust, undertake enhancement schemes and encourage individuals and groups to do so.

12.14 The whole of St. Albans District is covered by the County Council's Countryside Management Service. The District forms part of the West Central

Countryside Management Area. In the urban areas and on the urban fringe, the service's work is complemented by the Hertfordshire Groundwork Trust. This organisation (funded by the County Council, Countryside Commission, some Districts and sponsorship) concentrates on environmental improvement projects and campaigns. The activities of the two organisations are an important means of assisting and implementing the countryside policies which follow in this chapter.

## Policy Intention 25 Countryside Management Service

The District Council will continue to support the Countryside Management Service and its work in the District whilst resources permit.

## LANDSCAPE CONSERVATION

12.15 Areas of County or regional landscape importance, identified as "Landscape Conservation Areas" in Policy 6 of the County Structure Plan, are defined on the Proposals Map. In order to preserve and enhance these areas, special development control considerations apply in addition to the general Green Belt restraint policy.



*Coleman Green, near Wheathampstead - Landscape Conservation Area*

12.16 Much of the Upper Lea Valley, north of Harpenden, together with land around Wheathampstead and a tract to the south-west between the built-up areas of Harpenden and St. Albans is defined as a Landscape Conservation Area (see Figure 14). This extends the area identified on the County Structure Plan Key Diagram to link up with similarly

designated land in the adjoining Districts to the north and to include the high quality landscape areas around Childwickbury and Gorhambury. A small wedge of land has also been defined south of Colney Heath. This forms part of the Shenley Ridge Landscape Conservation Area, most of which lies outside the District boundaries.

## POLICY 104 LANDSCAPE CONSERVATION

The Council will seek to preserve and enhance the quality of landscape throughout the District.

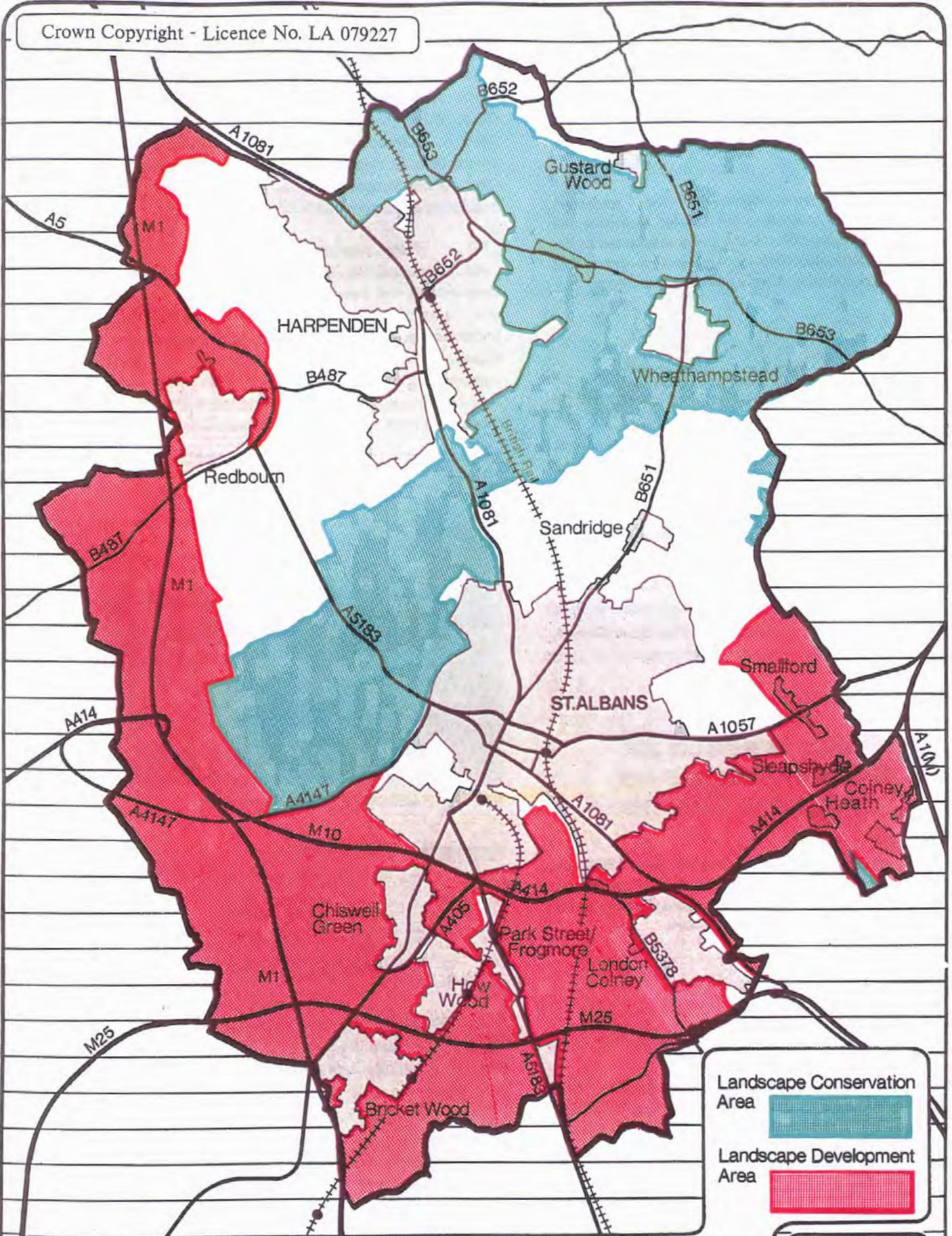
The following landscape conservation areas are partly within the District as shown on the Proposals Map:

### LANDSCAPE CONSERVATION AREAS

REF.	PROPOSALS MAP SHEET	LOCATION
LCA.1	1,2,3	Upper Lea Valley, Childwickbury and Gorhambury
LCA.2	4	Shenley Ridge

In these areas, the Council will not grant permission for any development that would adversely affect the high landscape quality. Permission will be granted only for development proposals which pay regard to the setting, siting, design and external appearance. Landscape improvements will normally be required when development is permitted.

12.17 The Landscape Conservation Area boundary coincides with the inner boundary of the Green Belt around Wheathampstead and along most of the northern and eastern edges of Harpenden. In 1993, the Local Plan Inspector's Report on this Plan expressed concern that some areas adjoining existing settlements might not be of sufficiently high landscape quality to justify being included within the Landscape Conservation Area. The Inspector therefore recommended that the Landscape Conservation Area boundaries should be reviewed and re-drawn to include only broad tracts of landscape which are of regional and County value.



# LANDSCAPE AREAS

**Figure 14**

## Project 12B Review of Landscape Conservation Area Boundaries

The District Council will review the Landscape Conservation area boundaries defined in Policy 104 and, if necessary, will redraw the boundaries in the next local plan in order to exclude any areas that are not of regional or County landscape value.

### LANDSCAPE CHANGE

12.18 Farmers may carry out a wide range of operations which can reduce the quality of rural landscapes, but which are not subject to planning control. These include the construction of buildings such as silos and barns, the grubbing out of hedgerows and trees and the filling in of ponds. Under an agreed "Code of Practice on Landscape Change", prior discussions between the farmers or landowners and the Council could result in proposals which meet modern agricultural needs and are sympathetic to the landscape.

### Policy Intention 26 Code of Practice on Landscape Change

The District Council will explore the possibilities of implementing a District-wide "Code of Practice on Landscape Change", but with priority being given to the landscape conservation areas.

### LANDSCAPE DEVELOPMENT

12.19 The County Structure Plan expresses concern that significant visual and environmental problems are accumulating in many valuable parts of the Green Belt, especially along the main communication corridors and around the urban fringes. These areas are in need of attention. Structure Plan Policy 7 therefore seeks to guide long-term change, secure renewal, improvement and management of landscapes, and create new landscapes. Priority is to be given generally to the urban fringe, particularly to the areas defined as Landscape Development Areas on the Key Diagram. Landscape Development Area boundaries are to be defined in District Local Plans.

12.20 Although much of the District's Green Belt countryside is pleasant, the western fringes along the M1 corridor (see Policy Intention 4) and the Upper Colne Valley to the south (see Policy 143) contain areas of unattractive or damaged landscapes. This whole area is shown as a Landscape Development Area on the Structure Plan Key Diagram in order to encourage a comprehensive approach.

12.21 Whilst supporting the County Council's landscape action programme for landscape conservation and enhancement wherever it is applied, the Council will give priority to landscape improvement in the landscape development area (see Figure 14). Similarly, leisure and tourist developments appropriate to the Green Belt can bring about landscape improvement and should be channelled to those areas with the worst environmental problems.



Redbourn - Landscape Development Area

### ~~POLICY 105 LANDSCAPE DEVELOPMENT AND IMPROVEMENT~~

~~The District Council will promote and seek to secure landscape creation, improvement and enhancement throughout the Green Belt countryside. Priority will be given generally to the urban fringe and particularly in the Landscape Development Area shown on the Proposals Map (Sheets 1, 3, 4, L and F). Leisure and tourist developments appropriate to the Green Belt will be encouraged if proposals will enhance the quality and appearance of the Landscape Development Area (see Policies 91, 96, 99, 101, 106, 143 and 143A).~~

## NATURE CONSERVATION

12.22 The principal aim of nature conservation is the protection and enhancement of the characteristic plants, animals and physical features which make up the natural heritage. D.o.E. Circular 27/87 provides precise guidelines regarding conservation for local authorities in their planning, land management and educational functions. In 1988 the Council adopted a "Nature Conservation Strategy for the City and District of St. Albans" and Hertfordshire County Council together with the Nature Conservancy Council is preparing a County Nature Conservation study. The rest of this chapter deals with aspects of nature conservation which apply to statutory planning matters.

12.23 Whilst there are no truly wild areas in the District, there are areas which have been modified by man's activities over the centuries and form semi-natural habitats. These include woodlands, meadows, heaths and marshlands. The quality and diversity of such areas has been reduced in the last 50 years through more intensive farming and from development. Without positive action, further irreversible losses are likely to take place.

12.24 Surveys of habitats and species carried out by the Museum of St. Albans and the County Environmental Records Centre have been used to identify sites of special ecological importance. The following categories have been identified:

- (i) Ancient Semi-Natural Woodlands  
Woodlands which have had a continuous cover of trees and other plants since at least 1600 AD, neither having been cleared nor extensively replanted since then;
- (ii) Pre-enclosure Hedgerows  
Hedgerows planted before the land enclosures of the eighteenth century are generally composed of some 5 or 6 shrub/ tree species and form rich wildlife habitats;
- (iii) Heathlands  
Areas of acidic soil with a dominant heather flora;
- (iv) Unimproved Semi-Natural Grasslands  
Pastures which have neither been ploughed nor treated with fertiliser or herbicides;
- (v) Wetlands  
Ponds, lakes, streams, rivers, marshes, water meadows and flushes.

Some of these sites may also contain important geological material.

12.25 Statutory protection is given to Sites of Special Scientific Interest (SSSIs), notified under Section 28 of the Wildlife and Countryside Act 1981; there are two in the District. There are no National Nature Reserves or Local Nature Reserves. However, two sites are managed by the Herts and Middlesex Wildlife Trust as nature reserves. Several sites have been suggested as local nature reserves and the possibility of designating sites in the District needs to be studied.

## Project 13 Local Nature Reserves

**The Council will investigate the suitability of designating one or more sites of special ecological importance as local nature reserves.**

12.26 When determining planning applications on or near sites of ecological importance, consideration will be given to the likely ecological impact of proposals. Habitats will be monitored by the County Environmental Records Centre. Where there appears to be harmful development which does not require planning permission, the Council will consider the use of an Article 4 direction (*see para. 8.13*) to bring it under control.

12.27 Fortunately, the natural heritage is not limited to the natural or semi-natural areas. Even where man has destroyed or radically altered the natural environment, animals and plants, including species protected by law, may move in and colonise new habitats. This means that consideration must be given to ecological matters when determining planning applications regardless of their location. Environmental assessments may be required for certain development proposals in accordance with the U.K. regulations relating to the European directive.

12.28 Other sites of regional geological or geomorphological (i.e. landform) importance are being identified through the RIGS scheme, promoted by English Nature. Such sites are to be given recognition similar to that accorded to sites of natural history importance.

## Policy Intention 26A Regionally Important Geological/ Geomorphological Sites

**The District Council will continue to support the work of the Hertfordshire RIGS group in selecting Regionally Important Geological/Geomorphological Sites for conservation.**

## POLICY 106: NATURE CONSERVATION

The Council will take account of ecological factors when considering planning applications and will refuse proposals which could adversely affect:

(i) Sites of Special Scientific Interest

REF.	PM <sup>(1)</sup>	LOCATION
SSSL1	3	Bricket Wood Common
SSSL2	3	Moor Mill Quarry

(ii) Nature Reserves

REF.	PM <sup>(1)</sup>	LOCATION
NR.1	2	Marshalls Heath, Wheathampstead
NR.2	L	Broad Colney Lakes, London Colney

- (iii) other sites of wildlife, geological or geomorphological importance;
- (iv) any site supporting species protected by the Wildlife and Countryside Act 1981;
- (v) the natural regime of either surface or ground waters in river valleys and their wetlands.

If planning permission is granted for development which could affect a site of conservation interest, it will normally be subject to conditions aimed at protecting the special features of the site. The Council will also seek a Section 106 Agreement to ensure the appropriate management of the site.

*Footnote*

(1) PM = Proposals Map Sheet - see Preface (Figure 1).

## THE RIVERS VER, LEA AND COLNE

12.29 The abstraction of water from the aquifer feeding the River Ver led to a lowering of the water table. North of Redbourn, the length of the river within the District became dry for most of the year. This brought about the loss of several wetland habitats. The Council, together with voluntary groups, was anxious to see the restoration of the river and the enhancement of the associated landscapes. Discussions took place with the National Rivers Authority. A new pipeline has now been constructed from Graffham Water, in Cambridgeshire, to Luton, and the Friars Wash Pumping Station on the River Ver, will in future be used only in times of drought. As a

result, water flow in the River Ver has improved considerably. The Council also seeks to ensure that the Rivers Lea and Colne are not adversely affected by any future proposals for water abstraction.

## Policy Intention 27 The Rivers Ver, Lea and Colne

The Council will continue to press the National Rivers Authority to ensure that the flow of the Rivers Ver, Lea and Colne is maintained at an acceptable level.

## HABITAT CREATION AND MANAGEMENT

12.30 The District Council recognises the value of nature conservation particularly for education and community benefits. The majority of the County's semi-natural habitats have been lost this century. It is important to create new habitats for wildlife and with forethought this can be achieved as an integral part of modern development and land use. Creation of new habitats and protection of those existing, will achieve little unless sites are properly maintained through appropriate management. The Council will, therefore, encourage habitat creation whenever the opportunity arises and will promote sympathetic management of wildlife habitats.

## Policy Intention 28 Wildlife Habitat Creation and Management

The District Council will encourage the creation of wildlife habitats and promote the enhancement of sites through sympathetic management.



River Lea at Harpenden

# 13.0 MINERALS AND WASTE DISPOSAL

## INTRODUCTION

13.1 Planning control over mineral working and waste disposal, including landfill operations, is a County Council function. Its policies are stated in the Hertfordshire County Structure Plan Alterations 1991. Supplementary guidance is given in "Minerals Criteria for the Assessment of Planning Applications" and "Criteria for the Assessment of Planning Applications for Waste Disposal". In 1991, the County Council published the deposit draft version of the Hertfordshire Minerals Local Plan. The draft plan embodies a restoration-led strategy, which seeks to minimise the impact of mineral extraction on the environment. It provides guidance on an area basis, which takes into account the policies and proposals of the District Local Plans. Following receipt of the Inspector's Report in 1993, the County Council intends shortly to issue the Proposed Modifications to the Minerals Local Plan.

## MINERAL WORKING

13.2 Significant deposits of sand and gravel are worked in an arc in the Green Belt to the south and east of St. Albans. Other minerals, e.g. chalk, have been extracted in the past but are no longer worked.

13.3 The south of St. Albans District has suffered much from the winning of aggregates. Whilst the creation of environmental nuisance cannot be totally avoided, the District Council considers that every reasonable effort must be made to minimise the environmental costs.

13.4 The County Council recognises the strategic importance of aggregates, but agrees that the scale of workings at peak production in the late 1960s made environmental impacts which are no longer acceptable. Therefore, it intends to allow a reasonable level of land-won aggregate production, whilst minimising environmental disturbance.

13.5 To meet regional needs, locally won aggregates will increasingly be supplemented by recycled and imported materials. The County Council therefore supports the establishment of depots in suitable strategic locations to deal with rail borne imports. St. Albans District already contains such a railhead at the Harper Lane Quarry complex, Colney Street.

13.6 New planning permissions for mineral extraction are subject to strict conditions about methods of working, subsequent filling, restoration

and afteruse of the land. There are several sites in the District where restoration is inadequate by modern standards and further infilling, contouring, drainage or other works are necessary. The County Council is renegotiating such unsatisfactory restoration under existing planning permissions in accordance with D.o.E minerals planning guidance (*see para. 13.12*).

## WASTE DISPOSAL

13.7 Disused gravel pits often provide suitable sites for waste disposal. The tipping of waste itself serves to reinstate ground levels, allowing restoration to agriculture or other uses. Inert material and industrial and commercial waste is currently tipped in the District. Domestic refuse and some of the trade waste arising in the District is collected by the District Council for disposal by the County Council. Waste is taken to a transfer station at Waterdale in Three Rivers District, south of Bricket Wood. It is repacked onto bulk transporters for transit to a tip in Bedfordshire. There are two household waste sites operated by the County Council within the District at St. Albans Road, Sandridge and Dark Lane, Harpenden. No new facilities are programmed for the Plan period. However, the Council is committed to resource conservation and wishes to see a general reduction in waste materials for disposal.

### Policy Intention 29 Re-use and Recycling of Waste

The District Council will encourage initiatives to re-use and recycle waste and use bio-degradable materials.

## HAZARDOUS "SPECIAL" WASTES

13.8 The Redbournbury Waste Treatment Plant is located off the A5183 between St. Albans and Redbourn. It is the only plant for the disposal of hazardous wastes in the District and serves as a regional treatment plant for certain restricted categories of chemical waste. It may deal with a daily throughput of up to 60,000 gallons of liquid chemicals (including innocuous ones). The chemicals are

transported by road and in 1987/8 some 25% of them originated from outside Hertfordshire. There is no on-site tipping of waste.

13.9 The Redbournbury plant lies in the Green Belt within an old chalk pit. The site is on an aquifer alongside the River Ver and any mishap could have extremely serious consequences.

13.10 Planning permission still exists for further extraction and processing of chalk at Redbournbury, but work ceased in 1966 and is not likely to be resumed.

## AFTERUSE OF MINERAL AND WASTE DISPOSAL SITES

13.11 Whilst mineral working, waste disposal and restoration of disused sites are County Council functions, the District Council is consulted before planning applications are decided. Furthermore, the District Council is responsible for considering specific proposals for future uses on these sites.

13.12 The long history of mineral workings in the District has produced some relatively large areas of poorly restored land, which are both unsightly and under-used. More recently, mineral workings have normally been the subject of planning conditions imposed by the County Council, requiring restoration to agricultural use. Although methods continue to improve, there is a legacy of sites restored in the 1960s and 1970s to a mediocre quality. In the future, proposals may be made to use poorly restored sites for non-agricultural purposes, especially as the need to reduce agricultural production means that farmers are now being given incentives to take land out of production.

13.13 Non-agricultural afteruse may also be proposed on current and future mineral and waste disposal sites. Such uses may be appropriate, particularly where they will lead to landscape enhancement and the implementation of the Council's Leisure, Tourism and Countryside policies (*see Chapters 10, 11 and 12*). Schemes may, for example, involve the retention of water features and the creation of dry, sandy heathland.

13.14 The Upper Colne Valley contains that part of the District most seriously affected by existing and former mineral workings. Policy 143 provides land use guidance on key sites within the Upper Colne Valley, including the following minerals and waste disposal sites:

- (i) "Moor Mill", land between Frogmore and the M25 motorway;
- (ii) former Radlett Aerodrome;
- (iii) Harper Lane Quarry complex, Colney Street;
- (iv) land east of Colney Heath Lane, Smallford;
- (v) Tyttenhanger, Colney Heath;
- (vi) land at the Pastoral Centre, London Colney.

The Upper Colne Valley area now forms part of the Watling Chase Community Forest, where Policy 143A states that the Council will welcome proposals for landscape conservation, recreation, nature conservation and timber production.

# 14.0 ARCHAEOLOGY

## INTRODUCTION

14.1 Archaeological sites are of considerable importance academically, educationally, as tourist attractions, as landscape or townscape features and as places of local interest. However, valuable remains are under constant threat from developments in town and countryside. Measures must be taken to ensure conservation or recording of these features before they are destroyed.

14.2 The District is rich in archaeological heritage, spanning the whole range of British pre-history and history. The best known sites include Verulamium Roman Town, Beech Bottom, Devils Dyke and the monastic earthworks of St. Albans Abbey. Finds range from Palaeolithic hand axes to items of industrial archaeology. Few upstanding sites have survived, but the number of buried sites is always increasing as discoveries are made as a result of construction works or aerial photography.



*Verulamium Park, St. Albans - Roman Wall*

## AREAS OF ARCHAEOLOGICAL SIGNIFICANCE

14.3 Areas of archaeological significance in Hertfordshire are graded according to their importance:

- (i) Scheduled Ancient Monuments  
Sites of national importance, such as Verulamium, are 'scheduled' by the Secretary of State for the Environment and have statutory

protection under the provisions of the Ancient Monuments Acts 1913-53. It is an offence to carry out any works which could destroy or damage a scheduled ancient monument unless 'Scheduled Monument Consent' has been obtained from the Secretary of State.

Scheduled sites are relatively few in number, but the County Council has identified other areas of local archaeological significance. They are categorised as:

- (ii) Sites for Local Preservation  
Sites, other than Scheduled Ancient Monuments, which are worthy of conservation. There is a presumption against any development which might damage the site;
- (iii) Sites where planning permissions may be subject to a recording condition  
Areas where preservation is not necessary, but recording prior to any proposed development may be essential.

14.4 The District Council will seek to ensure the conservation of remains designated as Scheduled Ancient Monuments and Sites for Local Preservation and to resist their destruction through development works. Some developments near to archaeological sites and monuments can damage the character and historic atmosphere of remains. These will also be restricted, especially where the site has potential as a tourist attraction.

### **POLICY 109 SCHEDULED ANCIENT MONUMENTS**

**Planning applications for development which would adversely affect a Scheduled Ancient Monument, as defined on the Proposals Map and listed below, will be refused on archaeological grounds unless prior scheduled monument consent<sup>(1)</sup> has been obtained from the Secretary of State for the Environment. If scheduled monument consent has been granted, the District Council will seek to preserve the amenity of ancient monuments by resisting proposals within scheduled areas which would detract from their character. The following are Scheduled Ancient Monuments:**

**Continued on page 164**

## POLICY 109 (Cont.)

### LIST OF SCHEDULED ANCIENT MONUMENTS

SITE REF.	P.M. <sup>(2)</sup>	E.H. <sup>(3)</sup>	LOCATION
AM.1	1	37	Romano-British site, Rothamsted
AM.2	1	2	The Aubreys Camp, Redbourn
AM.3	2	24	Wheathampstead Earthwork incorporating Devils Dyke and The Slad
AM.4	3	32	Devils Ditch, Gorhambury, St. Michael
AM.5	3	41	Bacon's House, Old Gorhambury
AM.6	3	1a	Verulamium, Bacon's Mount
AM.7	3 (	1	Site of Verulamium, St. Albans/St. Michael
	(	1b	Verulamium, The Fosse
	(	1d	Verulamium, part of wall and ditch of Roman City
AM.8	3	1c	Verulamium, Prae Wood settlement
AM.9	3&4	23	Beech Bottom Entrenchment, Sandridge
AM.10	S	36	The Clock Tower, St. Albans
AM.11	S	35	St. Albans Abbey Gatehouse
AM.12	S	96	St. Albans Abbey, Site of Conventual Buildings
AM.13	S	38	Sopwell Nunnery, ruins of Sopwell House, St. Albans
AM.14	3	20620	Batch Wood, moated manorial site, St. Michael
AM.15	L	20614	Colne Chapel moated site, London Colney

#### Footnotes

(1) As required by the Ancient Monuments and Archaeological Areas Act 1979.

(2) P.M.=Proposals Map Sheet. See Preface (Figure 1).

(3) E.H. = The reference number given in the Statutory Schedule by English Heritage.



Roman Theatre, Verulamium, St. Albans

## POLICY 110 ARCHAEOLOGICAL SITES FOR LOCAL PRESERVATION

Planning permission will not be granted for development which would adversely affect the remains within, or the character of, the sites for local preservation as defined on the Proposals Map and listed below. Development may be permitted in exceptional circumstances, following evaluation, if the Council is satisfied that important remains would not be destroyed or the character of the site adversely affected. The evaluation, which may involve limited excavation or other work (eg. geophysical survey) is to be carried out by the Council or an archaeologist approved by the Council. Planning permissions will normally be subject to conditions requiring facilities for the Council to record remains by excavation in advance of construction and/or during construction.

Voluntary agreements will be sought (e.g. under Section 106) to cover the cost of work, including any initial evaluation, and to ensure that finds made during the course of such work are donated to the Council. Voluntary agreements will also be sought to ensure the continued preservation and management of important remains.

### LIST OF ARCHAEOLOGICAL SITES FOR LOCAL PRESERVATION

SITE REF.	PROPOSALS MAP SHEET	LOCATION (Parish given where appropriate)
AS.LP.1	1	Roman Site, Friars Wash, Redbourn
AS.LP.2	1&3	Roman Villa, Childwickbury, St. Michael
AS.LP.3	2	Belgic Occupation Area, Wheathampstead
AS.LP.4	2	Enclosure and Ring Ditch, Nomansland Common, Wheathampstead
AS.LP.5	3	Land adjacent to Batch Wood moated manorial site, St. Michael
AS.LP.6	3	Three Enclosures, Gorhambury/Butlers Farm, St. Michael
AS.LP.7	3	Roman Occupation Area, North of Verulamium, St. Albans
AS.LP.8	3	Belgic Occupation Area, East of Prae Wood, St. Albans/St. Michael
AS.LP.9	3	Roman Kilns, Smug Oak, St. Stephen
AS.LP.11	S	Abbey Precincts, St. Albans

## ARCHAEOLOGICAL SITES SUBJECT TO A RECORDING CONDITION

14.5 Preservation is not essential in other Areas of Archaeological significance. However, it is often crucial that a record of the area be made, normally by excavation, in advance of or during development. Where development is permitted in these areas the following policy will apply:

## POLICY 111 ARCHAEOLOGICAL SITES WHERE PLANNING PERMISSIONS MAY BE SUBJECT TO A RECORDING CONDITION

Within the sites listed below and defined on the Proposals Map, the District Council will not

Continued on page 166

## POLICY 111 (Cont.)

normally refuse planning applications on archaeological grounds. However, following evaluation, planning permissions may be subjected to a condition requiring facilities for the Council to record remains by excavation in advance of construction and/or during construction. The evaluation, which may involve limited excavation or other work (eg. geophysical survey), is to be carried out by the Council or an archaeologist approved by the Council.

Voluntary agreements will be sought (e.g. under Section 106) to cover the cost of work, including any initial evaluation, and to ensure that finds made during the course of such work are donated to the Council.

### LIST OF ARCHAEOLOGICAL SITES WHICH MAY BE SUBJECT TO A RECORDING CONDITION

SITE REF.	PROPOSALS MAP SHEET	LOCATION
AS.R.1	1	Cropmarks, near Friars Wash, Redbourn
AS.R.2	1	Area around Roman Mausoleum, Rothamsted
AS.R.3	1	Medieval Manor, Rothamsted
AS.R.4	1	Medieval Manor, Harpendenbury
AS.R.5	1	Saxon and Medieval Village, Redbourn
AS.R.6	1	Area around the Aubreys, Redbourn
AS.R.7	1	Cropmarks, Beaumont Hall, Redbourn
AS.R.8	1	Medieval Manor, Redbournbury
AS.R.9	1	Earthwork Enclosure, Redbournbury/Childwickbury
AS.R.10	1&2	Roman and Medieval site, Thane's Wood, Mud Lane, Harpenden
AS.R.11	2	Roman and Medieval site, Clappers Wood, Ayres End Lane, Harpenden
AS.R.12	2	Prehistoric Ring Ditch (Cropmark), Bride Hall Lane
AS.R.13	2	Cropmark, Bladderwood
AS.R.14	2	Area around Belgic Oppidum and Cropmarks north of River Lea, Wheathampstead
AS.R.15	2	Saxon and Medieval Village, Wheathampstead
AS.R.16	2	Possible Roman building and environs, Amwell
AS.R.17	2	Prehistoric and Saxon finds, Nomansland Common
AS.R.18	2	Cropmark, Sandridgebury
AS.R.19	2	Saxon and Medieval Village, Sandridge
AS.R.20	2&4	Area of Roman finds, Porters Wood, Sandridge
AS.R.21	3	Cropmark, Butlers Farm
AS.R.22	3	Cropmark, Old Jeromes
AS.R.23	3	Area around Verulamium
AS.R.24	3&4	Area around Beech Bottom, St. Albans
AS.R.25	3&S	St. Albans - including Saxon Kingsbury, the Saxon and Medieval town and Sopwell Nunnery
AS.R.26	3	Medieval Village site, Westwick
AS.R.27	3	Cropmarks and Medieval village site, Windridge
AS.R.28	3	Cropmarks, Westfield Farm
AS.R.29	3	Area of Roman occupation, Potterscrouch
AS.R.30	3	Earthworks, St. Julians Wood
AS.R.31	3	Cropmarks of Enclosures, Plaistowes Farm
AS.R.32	3	Medieval Manor and Deserted Village, Burston Manor

## POLICY 111 (Cont.)

SITE REF.	PROPOSALS MAP SHEET	LOCATION
AS.R.33	3	Medieval and Roman sites, Holt Farm
AS.R.34	3	Cropmarks, Searches Farm
AS.R.35	3	Belgic and Roman Site, Waterdale
AS.R.36	3	Roman tile kiln site, Blackboy Pit, Bricket Wood
AS.R.37	3,4&L	Palaeolithic to Saxon finds, Colne Valley including the site of the Medieval village of Hansteads
AS.R.38	4	Roman and Medieval occupation site, the Wick, Sandpit Lane, St. Albans
AS.R.39	4	Roman and Medieval occupation site, west of Knight's Wood, Tyttenhanger
AS.R.40	4	Cropmarks, Shenleybury
AS.R.41	4	Roman Kilns, Houndwood
AS.R.42	H	Medieval Village Centre, Harpenden
AS.R.43	L	Cropmarks, London Colney
AS.R.44	L	Area around Medieval Moated Chapel, All Saints Convent, London Colney

## OTHER CONSERVATION POWERS

14.6 The Local Authority can also protect sites by powers of:

- (i) Guardianship. The site is displayed to the public and the Local Authority contributes to costs of preservation, maintenance and management;
- (ii) Declaration of Public Open Space

### Project 14 Local Authority Guardianship

It is the intention of the District Council, in consultation with Hertfordshire County Council, to identify monuments which will be taken into Local Authority Guardianship and those which will be declared Public Open Space.

## DISCOVERY OF SITES

14.7 Further sites may be discovered during the period of the Plan. Policies 109 - 111 will be applied to

any newly discovered area on the basis of that site's importance. Furthermore, as a result of new discoveries, certain existing designated sites may be upgraded and additional Areas of Architectural Significance defined.

14.8 English Heritage is to review the nation's archaeological sites, with the intention of increasing the number of scheduled ancient monuments fivefold. The task is likely to take several years to complete, but Hertfordshire has been named amongst the first Counties where sites will be re-evaluated.

## VISITOR MANAGEMENT AT HISTORIC MONUMENTS

14.9 The Council considers it important to:

- (i) provide information and advice on archaeological remains;
- (ii) publicise and assist interpretation of sites in appropriate cases;
- (iii) encourage educational use of archaeological resources;
- (iv) enable sites to function as tourist attractions, but avoid increased damage resulting from visitor pressure.

## **Project 15 Interpretative Facilities at Historic Monuments**

It is the District Council's intention to expand interpretative facilities at the major historic monuments and make provision for visitor pressure on these monuments. The Council will also examine the possibility of providing basic information at other monuments in the District, in order to spread visitor pressures and increase public awareness of the historic environment.

## **Project 16 Verulamium**

It is the intention of the District Council to re-examine schemes for the partial excavation of Verulamium. Commercial backing and support of archaeological interests will be used if required.



**PART THREE  
INSET MAPS AND  
POLICY AREA  
STATEMENTS**



# 15.0 ST. ALBANS CITY CENTRE

Part 1: Introduction

Part 2: The Policies. The overall District Plan policies apply throughout the City Centre. However, more detailed policy guidance is required in certain respects.

Part 3: The Policy Areas. Part 3 contains nine Policy Area Statements, mainly covering the central core where development pressures are likely to be concentrated.



*French Row, St. Albans*

## PART 1 : INTRODUCTION

15.1 Chapter 15 provides detailed policy guidance for St. Albans City Centre. The Council's policies and proposals are shown on the St. Albans City Centre Inset Map. As explained in the preface, the Inset Map forms part of the District Plan Review Proposals Map. Figure 15 defines the boundaries of the Inset Map and the Policy Areas.

15.2 In the City Centre, the Council's policies are directed towards meeting the following key objectives:

1. Housing: to retain existing housing and encourage new residential development on appropriate sites.

2. Employment: to restrict business use development to defined sites and areas, with most future development being concentrated in the central office core, in the City Station area and at the former Gas Works site (Policy areas 5, 8 and 9).

3. Transportation: in consultation with the County Council to draw up transportation proposals to reduce congestion, encourage public transport, improve car parking and enhance the environment, particularly in the shopping core and residential areas.

4. Shopping: to maintain and enhance the City Centre as a minor sub-regional centre, and to encourage retail warehousing at the Gas Works site.

5. Environment and Conservation: to conserve and improve the historic, architectural and archaeological fabric of the City Centre.

6. Leisure and Tourism: to provide an indoor leisure centre at Westminster Lodge and promote the City as a tourist centre.

## PART 2: THE POLICIES

### METROPOLITAN GREEN BELT

15.3 A small part of the Inset Map area is within the Metropolitan Green Belt and will be protected from development by Policy 1 of this Plan.

### HOUSING

15.4 The City Centre has a large amount of housing. This helps to keep the area alive outside working hours and reduces the risk of crime and vandalism. The Council's main housing aims in the central area are:

- (i) to retain existing dwellings and resist pressures for the replacement of housing by commercial development;
- (ii) to encourage further residential development on appropriate sites, with particular emphasis given to the provision of small dwellings.

15.5 These aims are being achieved to a large extent. Between 1981 and 1996, total dwelling increase in the Inset Map area is likely to exceed 1,000. This is mainly in the form of small dwellings, including nearly 200 elderly persons sheltered flats. However, the Council is concerned that many local people are unable to afford these dwellings.

15.6 Chapter 3 contains the District Plan's overall housing policies. The following policies are particularly relevant to the City Centre:

**Policy 4: New housing development in towns.** Housing proposals should comply with this policy. A schedule of proposed housing sites is included in Policy 4 and there are 17 sites (RS.18 - RS.39) within the City Centre.

**Policy 7: Houses in multiple occupation.** A high proportion of such houses are in the central area. These dwellings provide an important source of low cost housing.

**Policy 9: Non-residential uses within residential areas.** The expansion of non-residential uses in housing areas will normally be refused.

**Policy 10: Loss of existing dwellings.** Existing dwellings should normally be retained.

**Policy 11: Residential conversion.** Conversions will normally be encouraged provided satisfactory standards of development are achieved.

## EMPLOYMENT

15.7 Employment in St. Albans City Centre in shopping, service uses and offices expanded rapidly during the 1980s. In contrast, industrial employment has declined. District-wide employment policies can be found in Chapter 4 of this Plan.

15.8 In St. Albans City Centre, the key employment issue concerns the amount of office development. For some years, the Council has encouraged office development near the City Station and on the Gas Works site. These areas contain derelict sites suitable for development, whilst the proposed St. Albans Railway Route road scheme (~~see Policy 29~~) offers the prospect of improved access. Also, development in these off-centre locations helps divert pressure from the City's historic core.

15.9 The quantity of office floorspace being built in the central area is, however, turning out to be much greater than the Council expected. The main reasons are:

- (i) planning permission for offices has been granted on appeal on certain sites contrary to the Council's policies;
- (ii) the use of basement parking has enabled sites to be more intensively developed than in the past;
- (iii) the introduction of the B1 Use Class (*see para.4.7*) has made it difficult for the Council to resist office development on some industrial sites.

These factors have contributed to the emergence of a central office core in the Victoria Street/Upper Marlborough Road area.

15.10 There are strong reasons for placing strict limits on future business use (B1) development in the City Centre as explained in paras. 4.30 and 4.31. Policy 23 therefore seeks to restrict business use development to defined sites and areas. It is proposed that most future development should be in the central office core, in the City Station area and at the Gas Works site (*Policies 119, 122 and 123*). In these locations, business use development provides the most realistic way of meeting the County Structure Plan's aim of securing urban regeneration and renewal.

15.11 The City Centre is not an appropriate location for large scale modern industrial development, because of traffic conditions and the sensitive nature of the environment. Policy 24 states that when redevelopment is proposed on existing employment sites not covered by Policy 20 or 23, the character of the area should determine whether continued employment use is appropriate.

## TRANSPORTATION

15.12 The City Centre's serious traffic problems are discussed in paras. 5.13 - 5.20 and it is concluded that:

- (i) a transportation study should be carried out as a matter of urgency in order to produce phased proposals (*Project 1*);
- (ii) the St. Albans Railway Route road scheme will be safeguarded pending this study (~~Policy 29~~);
- (iii) restraint on development likely to increase congestion will be imposed.

15.13 Chapter 5 also contains other transportation policies, policy intentions and projects relevant to the City Centre. Particular note should be made of:

Policy 37: Commercial servicing.

Policies 39-50: Car parking standards.

Project 3: Cycle schemes in St. Albans.

15.14 With regard to servicing of commercial premises, the Council is concerned about the environmental problems caused by lorries in some residential and commercial streets in the central core.

## **Project 17 Commercial Vehicle Access for Servicing in St. Albans City Centre**

The District Council will carry out consultations to establish existing servicing arrangements and problems in the central core. The Council will then investigate the feasibility of restricting servicing hours and/or goods vehicle types in order to improve the environment for pedestrians and residents.

### **Off-Street Car Parks**

15.15 Car parking provision in the City Centre has increased substantially with the Maltings and Christopher Place shopping developments, the extra deck at the Civic Centre and the new Drovers Way Multi-storey. There are now some 2,670 off-street parking spaces available on week-days and 2,870 on Saturdays. Main parking areas are:

Russell Avenue and Drovers Way:  
980 spaces (multi-storey)

Maltings: 770 spaces (multi-storey)

Civic Centre: 360 spaces (3 tiers)

Keyfield Terrace/ Hart Road:  
270 spaces (surface)

15.16 Following this increase in supply, a survey of car parking usage has been carried out as part of the St. Albans Transportation Study (*see Project 1*) in order to reassess the need for improvement in car parking supply, location and management. Some further provision may be necessary because:

- (i) the Council wishes to encourage shoppers and tourists to visit St. Albans;
- (ii) parking on residential streets is widespread;
- (iii) some office developments cannot provide full parking on site;
- (iv) car ownership is continuing to grow.

15.17 Recently built new link roads to the south of London Road and between Catherine Street and Drovers Way have improved access to existing car parks. Any new car parking proposals must be consistent with the capacity of the road network (*see Project 1*). In addition, it is not easy to find acceptable locations for further parking. The best prospect is on land north of Catherine Street, although this is not Council owned. There may also be an opportunity to provide additional parking at the Civic Centre (*see Policy 116, site 2E*). Saturday is the peak parking day in St. Albans; the Council will therefore seek to achieve public parking on Saturdays in centrally located business use developments.

15.18 Improved rail services from St. Albans City and St. Albans Abbey Stations (*see paras. 5.45 - 5.49*) are adding to car parking demand and further parking spaces may be required.

## **~~POLICY 112: ST. ALBANS CITY CENTRE, OFF-STREET PUBLIC CAR PARKS~~**

~~A new public car park is proposed on the following site shown on the Inset Map:~~

<del>REF.</del>	<del>LOCATION</del>	<del>PLANNING GUIDELINES</del>
<del>CP.1</del>	<del>North of Catherine Street</del>	<del>Policy 115 (Site 1A)</del>

~~The Council will seek to ensure that the following proposed business use car parks (shown on the Inset Map) are made available for public use on Saturdays:~~

~~Continued on page 174~~

## ~~POLICY 112 (Cont.)~~

<del>REF.</del>	<del>LOCATION</del>	<del>PLANNING GUIDELINES</del>
<del>CP.2</del>	<del>Rear of 1A Holywell Hill</del>	<del>Policy 118 (Site 4D)</del>
<del>CP.3</del>	<del>Odeon Cinema Car Park, 93 London Road</del>	<del>Policy 121 (Site 7C)</del>

~~Additional railway station parking is proposed on the following sites shown on the Inset Map:~~

<del>REF.</del>	<del>LOCATION</del>	<del>PLANNING GUIDELINES</del>
<del>CP.4</del>	<del>B.R. Car Park, south of Victoria Street/Shirley Road</del>	<del>Policy 122 (Site 8B)</del>
<del>CP.5</del>	<del>Abbey Station</del>	<del>Policy 123 (Site 9A)</del>

## Buses

15.19 The Council's main concerns regarding buses in the City Centre are:

- (i) to ensure that buses are taken into account in the proposed transportation study (*Project 1*);
- (ii) to improve bus/rail interchange facilities at City Station (*see para.15.51*);
- (iii) to retain a central bus stopping/waiting area in St. Peter's Street.

## Environmental Enhancement Areas

15.20 The environment and economic viability of the shopping centre and the conservation area could be greatly improved by controlling traffic and carrying out environmental enhancement schemes in the following streets:

- (i) St. Peters Street western service road and Market Place. These central shopping streets have many listed buildings;
- (ii) George Street, which has many historic buildings and interesting shops. It forms an important link between the main shopping area and the Cathedral;
- (iii) Chequer Street. High traffic flows reduce the attraction of Chequer Street for shopping and cause difficulties for pedestrians walking between the St. Peters Street area and the Maltings.

15.21 The County Council's TPP (*see para.5.10*) includes a budget for town centre enhancement schemes. This provides for the environmental enhancement of St. Peters Street western service road,

Market Place and adjoining streets. Subject to the results of public consultation, it is proposed to implement this scheme on a phased basis. Funding is likely to come from the County Council, the District Council and the private sector.

15.22 In addition to carrying out the environmental enhancement schemes in Policy 113, the Council intends to improve existing pedestrian areas (*see para. 15.29*).



Market Place, St. Albans



George Street, St. Albans

## POLICY 113 ST. ALBANS CITY CENTRE, ENVIRONMENTAL ENHANCEMENT MEASURES

In conjunction with the County Council and the private sector, following public consultation and traffic regulation orders<sup>(1)</sup>, the District Council proposes to restrict traffic and enhance the environment in the following locations shown on the Inset Map:

REF.	LOCATION
EE.1	St. Peters Street western service road/Market Place/Upper Dagnall Street (east)/Spencer Street (east)
EE.2	George Street

Chequer Street may later become an environmental enhancement area as part of the long-term Transportation Plan for the City (see Project 1).

#### Footnote

(1) In respect of EE.1, public consultation has been carried out in the Market Place area, although further consultation is required on the traffic regulation order. A full public consultation is still to be undertaken in St. Peters Street. Scheme EE.2 has not yet been the subject of any consultation.

## SHOPPING AND SERVICE USES

15.23 St. Albans City Centre is the District's principal shopping centre. Chapter 6 of this Plan provides guidance on shopping and service uses and the following policies are relevant:

**Policy 51: Shopping and Service Uses, Overall Strategy.** St. Albans City Centre is classified as a minor sub-regional centre. The importance of maintaining and enhancing existing centres is stressed.

**Policy 52: Shopping development in St. Albans City Centre.** Major new shopping development in the central core is not proposed unless an acceptable site for a department store can be found. Land at the Civic Centre may become available for such development (Site 2E in Policy 116). Existing Shopping Frontages are defined:

- (i) Primary shopping frontages;
- (ii) Secondary shopping frontages;
- (iii) Class A frontages.

There is some scope for small scale retail development within these frontages, especially on land to the rear of St. Peters Street fronting Drovers way (sites S.2 and S.3 in Policy 52).

**Policy 56: Loss of retail floorspace.** The main aim of this policy is to retain the vitality and viability of Primary and Secondary Shopping Frontages. At least 90% of each Primary Shopping Frontage and 60% of each Secondary Shopping Frontage should remain in retail use.

**Policy 57: Service uses.** Uses such as banks, estate agents and restaurants are generally acceptable in Class A Frontages. In Primary and Secondary Shopping Frontages, proposals will be assessed against the percentage limits defined in Policy 56.

**Policy 58: Major retail development outside existing town centres.** A second phase of retail warehousing (5,550 sq. metres) is proposed at the former Gas Works site.

## SOCIAL AND COMMUNITY SERVICES

15.24 Most of the policies in Chapter 7 of this Plan have some relevance to the City Centre. However, only Policy 67 (*Public Meeting Rooms and Facilities*) refers specifically to any central area sites. The Mid Herts Wing of City Hospital in Church Crescent may possibly be sold by the Health Authority for residential development (*Policy 4, site RS.20*).

## DESIGN AND ENVIRONMENT

15.25 Chapter 8 contains District-wide policies on various issues including:

- Policy 70:** Design and layout of new housing.
- Policy 72:** Extensions in residential areas.
- Policy 74:** Landscaping.

In addition, the following policy in Chapter 8 refers specifically to part of the central area:

**Policy 73: Article 4 Directions.** Within the Article 4 areas of Verulam/Fishpool Street and Sopwell

Lane/Albert Street, greater controls apply than elsewhere in the conservation area. Planning permission is required for most minor external works.

## CONSERVATION AND HISTORIC BUILDINGS

15.26 St. Albans is listed by the Council for British Archaeology as being of national importance. The City has a wealth of architectural and historic character. High priority is therefore given to the following objective:

To retain and enhance the visual quality and historic character of the St. Albans Conservation Area.

15.27 Chapter 9 contains the District Plan's overall policies on conservation and historic buildings. Particular note should be made of those listed below:

**Policy 85: Development in Conservation Areas.** In 1969 the historic core of St. Albans was designated as a conservation area. In 1980 and 1981 the conservation area was extended to include the Victorian and Edwardian development forming the early suburbs of the City. Policy 85 seeks to ensure that development in the conservation area is of a high standard of design and is sympathetic to the character of the area.

**Policy 86: Buildings of Special Architectural or Historic Interest.** There are many fine historic buildings in the central core which have been 'listed' by the Department of the Environment. These buildings are safeguarded by Policy 86.

**Policy 87: Locally Listed Buildings.** In addition to the statutorily listed buildings, there are a number of valuable 18th, 19th and 20th century buildings. These "Locally Listed" buildings are protected by Policy 87.

**Policy 88: New Uses for Historic Buildings.** Appropriate new uses will be encouraged.

**Policy 90: Shopfronts and Advertisements in Conservation Areas and on Listed Buildings.** Shopfronts and advertisements are frequently changing and have great visual impact. Policy 90 provides guidance.

15.28 In addition to the policies in Chapter 9, guidance is also needed on building heights in St. Albans City Centre. The Cathedral tower dominates the City Centre skyline, although other prominent buildings also

make a significant contribution. These buildings form a core of historic roofscape where the skyline and roofscape needs to be protected by the establishment of a Building Height Control Area. Zones of Visibility from middle distance public viewpoints have also been defined to protect important views.

### POLICY 114 ST. ALBANS CITY CENTRE, BUILDING HEIGHT, ROOFSCAPE AND SKYLINE

Applications to exceed existing eaves, parapet or ridge heights will generally be permitted only if the scale of the proposed building is appropriate to the street scene<sup>(1)</sup>. Water tanks, plant rooms, ventilation equipment etc. shall be within the building envelope and will not be acceptable if they impair the roofscape or exceed the height limitations.

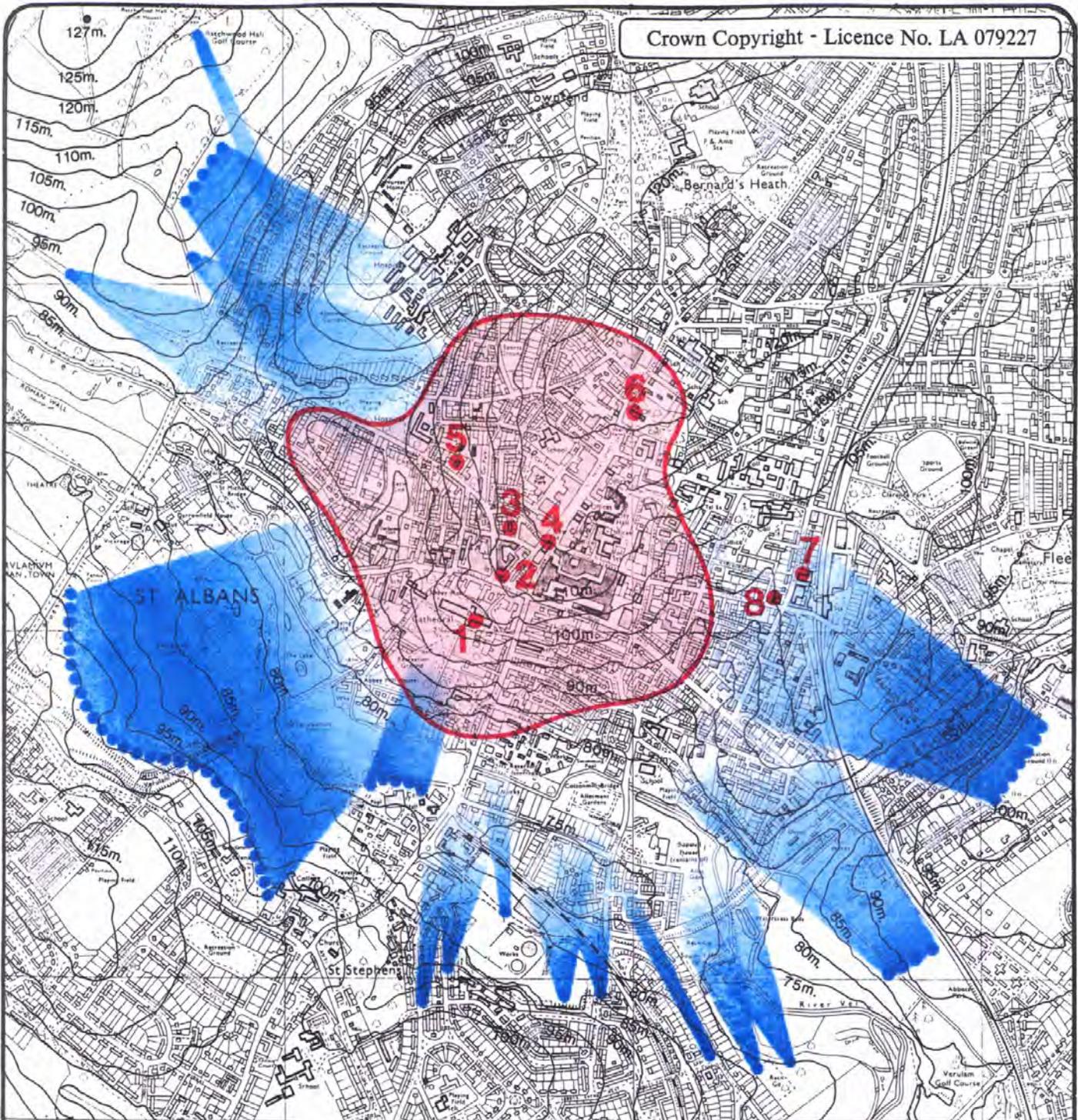
Within the Building Height Control Area shown on the Inset Map, proposals shall be compatible with the local roofscape and not break the skyline or mask the skyline features shown on Figure 16.

Within the Zones of Visibility as shown on the Proposals Map (Sheets 3 and 4, St. Albans City Centre Inset Map and Fleetville Inset Map) and Figure 16, proposals shall not obscure or detract from views of the historic roofscape of the Building Height Control Area.

#### Footnote

(1) For comparison, the height of existing tall buildings in the City Centre is set out below:

	Height Above Ordnance Datum
Cathedral Tower	147.8m
Clock Tower	130.7m - battlement
Town Hall	130.1m
St. Peters Church Tower	147.7m - parapet 151.7m - pinnacles
Christ Church Tower	121.0m
Upper Dagnall St.	130.0m - ridge
Baptist Church	137.0m - spire

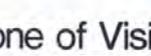


**SKYLINE FEATURES :-**

- 1** St.Alban's Cathedral
- 2** Clock Tower
- 3** Upper Dagnall Street Baptist Church
- 4** Town Hall
- 5** Christchurch
- 6** St.Peter's Church
- 7** St.Alban and St.Stephen Catholic Church
- 8** Trinity United Reformed Church

 Building Height Control Area

 Public Viewpoint

 Zone of Visibility

**ST.ALBANS CITY CENTRE , BUILDING HEIGHT CONTROL AREA AND ZONES OF VISIBILITY**

**Figure 16**

15.29 Considerable importance is attached to conservation area enhancement. Project 9 states that the Council will prepare a Conservation Area Policy Statement for St. Albans. The Council has already carried out various enhancement measures including paving, street furniture, planting, pedestrianisation, signposting and lighting. Examples of completed schemes are at the Clock Tower and at Sumpter Yard (adjoining the Cathedral). New environmental enhancement areas are proposed in Policy 113, whilst schemes for the enhancement of existing pedestrian areas are listed below. These schemes may benefit from the County Council's Town Centre enhancement budget (*see para.15.21*).

## Project 19 St. Albans City Centre Conservation Area Enhancement Schemes

In conjunction with the County Council and the private sector, the District Council intends to carry out the following enhancement schemes:

SCHEME	DESCRIPTION
(i) Alleyways between Christopher Place, Market Place and Chequer Street <sup>(1)</sup>	Repaving and lighting
(ii) Pedestrian area between Alban Arena and St. Peters Street	New paving, seating and lighting

### Footnote

(1) This scheme may be carried out as part of the environmental enhancement measures for the Market Place area (*see Policy 113*).

## LEISURE

15.30 District-wide leisure policies appear in Chapter 10 of this Plan with Policy 91 being the main policy on the location of leisure facilities. Policy 92 proposes new indoor sports facilities at Westminster Lodge. It may also be possible to provide new leisure, cultural or entertainment uses at the Civic Centre (*see Policy 116, site 2E*).

## TOURISM

15.31 As stated in Chapter 11, St. Albans is richly endowed with features of interest to tourists. The Council is actively promoting the City as a tourist centre. Policy Intention 24 and Project 12 are concerned with improving visitor facilities and the accessibility of tourist attractions in St. Albans.

15.32 There is a long recognised shortage of hotel accommodation in St. Albans and this problem is tackled by Policy 99.

## ARCHAEOLOGY

15.33 St. Albans has a rich archaeological heritage. Chapter 14 provides a policy framework for sites of archaeological significance:

**Policy 109: Scheduled Ancient Monuments.** The most important sites are classified as Ancient Monuments. Within the Inset Map area there are four Ancient Monuments (Clock Tower; Abbey Gatehouse; St. Albans Abbey (Cathedral); Sopwell Nunnery).

**Policy 110: Areas of Archaeological Significance - Sites for Local Preservation.** As with Ancient Monuments, the emphasis is on preservation of remains. The Abbey Precincts are protected by this policy.

**Policy 111: Areas of Archaeological Significance - Sites where planning permissions may be subject to a recording condition.** Much of the Inset Map area falls within site AS.R.25.

## PART 3: THE POLICY AREAS

15.34 This section contains nine policy area statements, mainly covering the central core where development pressures are likely to be concentrated in the period to 1996 (*see Figure 15*).

### Policy Area

1 : Catherine Street

2 : Central Shopping Core

3 : George Street/Verulam Road

4 : London Road (west)/Holywell Hill

5 : Central Office Core

- 6 : Victoria Street (east)
- 7 : London Road (east)
- 8 : City Station/Former London Road Station
- 9 : Gas Works Site and adjoining land

Catherine Street -Drovers Way Link Road has improved access to the multi-storey car parks in Russell Avenue/Drovers Way, which provide nearly 1,000 parking spaces. There are some important historic buildings at the northern end of St. Peters Street, mainly in office use. To the rear of these buildings is office parking, a motor repair garage and some vacant land.

## POLICY AREA 1

### Catherine Street

15.35 Catherine Street is a narrow but busy road with a mix of retail, commercial and residential uses. The north side of Adelaide Street and Drovers Way are in need of improvement. The recently completed

15.36 The Council's main aims in Policy Area 1 are:

- (i) to secure the visual enhancement of the area;
- (ii) to retain the existing mixed use character;
- (iii) to provide additional public parking north of Catherine Street.

## ~~POLICY 115~~ ~~ST. ALBANS CITY CENTRE POLICY AREA 1~~ ~~CATHERINE STREET~~

- ~~(i) Shopping and Service Uses (Use Classes A1, A2, A3). The Council will seek to maintain a mix of shopping and service uses at ground floor level in the frontages listed below, through the operation of Policies 52,56 and 57. Redevelopment is proposed on Site 1B (see (v) below).~~

#### ~~Secondary Shopping Frontages~~

- ~~SSF1 1-39 Catherine Street~~  
~~SSF2 6-28 Catherine Street and 93 St. Peters Street~~

#### ~~Class A Frontages~~

- ~~AF1 41-63 Catherine Street~~  
~~AF2 6-14 Hatfield Road~~  
~~AF10 95-101A St. Peters Street~~  
~~AF11 109-117 St. Peters Street~~

- ~~(ii) Business Use (Use Class B1; normally offices) is proposed on Site 1D and on the upper floor(s) of Site 1B. Elsewhere, B1 proposals will be assessed against Policy 23;~~

- ~~(iii) Listed Buildings and Locally Listed Buildings. Proposals will be assessed against Policies 86 and 87;~~

- ~~(iv) Public Car Parking. The Council proposes to use Site 1A for public car parking;~~

- ~~(v) Site Specific Proposals (see Inset Map):~~

<del>REF.</del>	<del>LOCATION</del>	<del>AREA (HA.)</del>	<del>PROPOSAL</del>	<del>ACCESS</del>	<del>PLANNING GUIDELINES</del>
<del>1A</del>	<del>North of Catherine Street</del>	<del>0.73</del>	<del>Public car park</del>	<del>Catherine Street via Site 1B</del>	<del>(i) existing office parking to be retained within future public car park; (ii) basement and surface parking.</del>

~~Continued on page 180~~

## ~~POLICY 115 (Cont.)~~

<del>REF.</del>	<del>LOCATION</del>	<del>AREA (HA.)</del>	<del>PROPOSAL</del>	<del>ACCESS</del>	<del>PLANNING GUIDELINES</del>
<del>1B</del>	<del>10-28 Catherine Street (includes Coupers)</del>	<del>0.12</del>	<del>Shopping (or service uses subject to Policy 57) on ground floor; B1 use above</del>	<del>Catherine Street</del>	<del>Access to Site 1A required.</del>
<del>1C</del>	<del>Garage Courts, Adelaide Street</del>	<del>0.06</del>	<del>B1 use</del>	<del>Adelaide Street</del>	<del>District Council owned.</del>

## POLICY AREA 2

### Central Shopping Core (St. Peters Street/ Market Place/Maltings)

15.37 The existing central shopping core includes:

- (i) the larger stores in St. Peters Street;
- (ii) the smaller traditional shops in Market Place, French Row, High Street and Chequer Street;
- (iii) two new shopping centres - The Maltings and Christopher Place.

The area contains the medieval town centre and many important historic buildings such as the Clock Tower and the Town Hall. Chequer Street and St. Peters Street suffer from heavy traffic flows. Traffic and parking in St. Peters Street western service road and Market Place causes danger to pedestrians and detracts from the character of the area. Drovers Way is an untidy and unattractive servicing area for the St. Peters Street shops; there is scope for shopping development and visual improvement.

15.38 The southern part of the Civic Centre mainly dates from the 1960s and contains the Police Station, Courts, County Council Offices and a Health Centre. Hertfordshire County Council owns this area and is considering the possibility of relocating the existing facilities and eventually disposing of the land. This key site is well located to accommodate a range of central area uses.

15.39 The Council's main aims in Policy Area 2 are:

- (i) to retain and consolidate the area as St. Albans' principal shopping area and encourage further shopping development on land to the rear of St. Peters Street fronting Drovers Way and possibly at the Civic Centre (*see (iii) below*);
- (ii) to reduce traffic and kerbside parking and provide attractive environmental enhancement areas;
- (iii) to secure a redevelopment of the Civic Centre (south), if the land becomes available, for uses of overall benefit to the City Centre.

The Council also intends to use the former Court House in the Town Hall as a tourist attraction.

## POLICY 116 ST. ALBANS CITY CENTRE POLICY AREA 2 CENTRAL SHOPPING CORE

- (i) **Shopping.** The Council will seek to retain the area as St. Albans' principal shopping area (*see Policy 56*). Additional shopping development will be assessed against Policy 52. In particular, shopping proposals will be encouraged at ground floor level on Sites 2A,2B,2D (part), 2E and 2F (part) (*see (vi) below*) and in the following frontages:

## POLICY 116 (Cont.)

### Primary Shopping Frontages

PSF1	3-37 Chequer Street
PSF2	2A-38 Chequer Street
PSF3	Christopher Place (inner courtyard only)
PSF4	3-21 French Row
PSF7	The Maltings
PSF8	1-37 Market Place
PSF9	6-38 Market Place
PSF10	1-57 St. Peters Street
PSF11	2 -20 High Street

### Secondary Shopping Frontages

SSF10	61-85 St. Peters Street
SSF11	1 Spencer Street
SSF12	The Colonnade, Verulam Road/Upper Dagnall Street

### Class A Frontages

AF8	4 St. Peters Street - Forrester House & 1-9 Victoria Street
AF9	Lockey House - 30 St. Peters Street
AF12	4A-24 Spencer Street
AF14	2-6 Victoria Street
AF18	1-7 Waddington Road

- (ii) **Service Uses** (mainly Use Classes A2 and A3). Proposals will be assessed against Policy 57;
- (iii) **Environmental Enhancement Measures** (see Policy 113 and Project 19). The Council proposes to restrict traffic and carry out environmental enhancement measures in St. Peters Street western service road, Market Place, Upper Dagnall Street (east) and Spencer Street (east) (shown as EE.1 on Inset Map). Chequer Street may later become an environmental enhancement area as part of the long-term transportation plan for the City;
- (iv) **Listed Buildings and Locally Listed Buildings**. Proposals will be assessed against Policies 86 and 87;
- (v) **Business Use** (Use Class B1; normally offices) is proposed on Sites 2C, 2D (part) and 2F. Elsewhere, B1 proposals will be assessed against Policy 23;
- (vi) **Site Specific Proposals** (see Inset Map):

REF.	LOCATION	AREA (HA.)	PROPOSAL	ACCESS	PLANNING GUIDELINES
2A	Drovers Way (rear of 61-77 St. Peters Street)	0.24	Shopping or service uses	Drovers Way	Servicing for existing shops to be improved.

Continued on page 182

## POLICY 116 (Cont.)

REF.	LOCATION	AREA (HA.)	PROPOSAL	ACCESS	PLANNING GUIDELINES
2B	Drovers Way (rear of 25-47 St. Peters Street)	0.15	Shopping	Drovers Way	(i) servicing for existing shops to be improved; (ii) possible pedestrian bridge to multi-storey car park.
2C	Former Library, 11 Victoria Street	0.03	B1 use	Limited access to Victoria Street	(i) existing building to be retained; (ii) permission granted for B1 use, or for use as a public house.
2D	15 Victoria Street (former Queensway)	0.06	Shopping or service uses ground floor; B1 use above	Victoria Street	
2E	Civic Centre (south), Victoria Street/Bricket Road	0.77	<p>If this site becomes available, the District Council and County Council will prepare a planning brief for the redevelopment of the area. Proposals should enhance the character and appearance of this part of the conservation area. A mix of uses will be favoured and particular consideration will be given to incorporating the following elements:</p> <ul style="list-style-type: none"> <li>(i) shopping, including a possible department store;</li> <li>(ii) civic, leisure, cultural or entertainment uses;</li> <li>(iii) public car parking;</li> <li>(iv) an improved pedestrian route through the site from the Maltings to the Alban Arena.</li> </ul>		
2F	Drovers Way (rear of 61-67 St. Peters Street)	0.04	Shopping, service uses or B1 use on ground floor; B1 use above	Drovers Way	Permission granted for offices and retail.

## POLICY AREA 3

### George Street / Verulam Road

15.40 This area has two major elements:

- (i) George Street, High Street, Holywell Hill. Although mainly in shopping or commercial use, the significant proportion of housing reflects the fact that this is an area of high environmental quality adjacent to the Cathedral. There are many historic buildings. The only large modern development is the Heritage

Close shopping precinct. Little change is expected in this area;

- (ii) North of George Street. This is an area of mixed commercial and residential uses. Many buildings are of historic importance, particularly in Spicer Street and Lower Dagnall Street.

15.41 The Council's main aims in Policy Area 3 are:

- (i) to maintain and enhance the high environmental quality of this area;
- (ii) to retain the existing mixed use character.

~~**POLICY 117**~~  
~~**ST. ALBANS CITY CENTRE**~~  
~~**POLICY AREA 3**~~  
~~**GEORGE ST./VERULAM**~~  
~~**ROAD**~~

- ~~(i) Shopping and Service Uses (Use Classes A1,A2,A3). At ground floor level, George Street and High Street will be retained as primary shopping frontages and a mix of shopping and service uses will be maintained in the other frontages listed below through the operation of Policies 52,56 and 57:~~

~~**Primary Shopping Frontages**~~

<del>PSF5</del>	<del>1-13 George Street</del>
<del>PSF6</del>	<del>18-28 George Street</del>
<del>PSF12</del>	<del>3-33 High Street</del>

~~**Secondary Shopping Frontages**~~

<del>SSF3</del>	<del>Heritage Close (all)</del>
<del>SSF7</del>	<del>2-34 Holywell Hill</del>

~~**Class A Frontages**~~

<del>AF13</del>	<del>1-13 Verulam Road</del>
-----------------	------------------------------

- ~~(ii) Business Use (Use Class B1; normally offices). B1 proposals will be assessed against Policy 23;~~
- ~~(iii) Listed Buildings and Locally Listed Buildings. Proposals will be assessed against Policies 86 and 87;~~
- ~~(iv) Environmental Enhancement Measures. The Council proposes to restrict traffic and carry out environmental enhancement measures in George Street;~~
- ~~(v) Site Specific Proposals: None~~

**POLICY AREA 4**

**London Road (West)/  
Holywell Hill**

15.42 This area can be sub-divided as follows:

- (i) Holywell Hill forms an attractive entry to the City and has many important listed buildings, mainly in office or retail use;

- (ii) London Road is a secondary shopping area, but has been gaining importance as an office location. The buildings are of varied age and character and there is some redevelopment potential, particularly at the Godfrey Davis showroom site;

- (iii) the backland area between Holywell Hill and London Road is an untidy jumble of industrial buildings, public and private parking and under-used land. Road access is via residential streets.

15.43 The Council's main aims in Policy Area 4 are:

- (i) to improve the physical appearance of the area by encouraging redevelopment in the backland area and on certain sites in London Road;
- (ii) to reinforce the mixed use character of the area by encouraging a range of shopping, office, parking and residential uses of sites with redevelopment potential.

~~**POLICY 118**~~  
~~**ST. ALBANS CITY CENTRE**~~  
~~**POLICY AREA 4**~~  
~~**LONDON ROAD**~~  
~~**(WEST)/HOLYWELL HILL**~~

- ~~(i) Shopping and Service Uses (Classes A1, A2, A3). A mix of shopping and service uses will be maintained at ground floor level in the frontages listed below through the operation of Policies 52, 56 and 57. These uses are proposed on the ground floor of Sites 4A, 4B and 4C (see (vi) below):~~

~~**Secondary Shopping Facilities**~~

<del>SSF6</del>	<del>1-23 Holywell Hill</del>
<del>SSF8</del>	<del>1-9 London Road</del>
<del>SSF9</del>	<del>2-46 London Road</del>

~~**Class A Frontage**~~

<del>AF4</del>	<del>13-29 London Road &amp; 1-9 Marlborough Road</del>
----------------	---

- ~~(ii) Business Use (Use Class B1; normally offices) is proposed on Sites 4A (part), 4B (part), 4C (part), 4D, 4E and possibly 4F (part). Elsewhere, B1 proposals will be assessed against Policy 23;~~

**Continued on page 184**

## ~~POLICY 118 (Cont.)~~

- ~~(iii) Housing is proposed on part of Sites 4B, 4C and 4F;~~  
~~(iv) Listed Buildings and Locally Listed Buildings. Proposals will be assessed against Policies 86 and 87;~~  
~~(v) Hotel and Community Use will be encouraged on Site 4F;~~  
~~(vi) Site Specific Proposals (see Inset Map):~~

<del>REF.</del>	<del>LOCATION</del>	<del>AREA (HA.)</del>	<del>PROPOSAL</del>	<del>ACCESS</del>	<del>PLANNING GUIDELINES</del>
<del>4A</del>	<del>1B-3B London Road</del>	<del>0.10</del>	<del>Shopping (or service uses subject to Policy 57) on ground floor; B1 use above</del>	<del>Rear access via Maltings</del>	
<del>4B</del>	<del>21-23 London Road (Coupers)</del>	<del>0.13</del>	<del>Shopping or service uses ground floor; B1 use and residential above</del>	<del>London Road</del>	<del>Scheme consistent with this proposal permitted. Permission also granted to sub-divide existing flats.</del>
<del>4C</del>	<del>Former Godfrey Davis and adjoining land; London Road/ Marlborough Road</del>	<del>0.54</del>	<del>B1 use, shopping or service uses, housing and hostel</del>	<del>(i) B1 use: London Road; (ii) housing: New Kent Road or Marlborough Road.</del>	<del>(i) permission granted for offices (4,900 sq. m.); housing (33 units) and hostel; (ii) high quality building required.</del>
<del>4D</del>	<del>Rear of 1A Holywell Hill</del>	<del>0.11</del>	<del>B1 use</del>	<del>London Road via Hart Road car park</del>	<del>Office car park to be available for public use on Saturdays.</del>
<del>4E</del>	<del>64-66 London Road</del>	<del>0.06</del>	<del>B1 use</del>	<del>Hart Road service road</del>	<del>(i) comprehensive redevelopment preferred; (ii) no. 64 Council owned.</del>
<del>4F</del>	<del>27-27A Holywell Hill and rear of 15-27A Holywell Hill</del>	<del>This land (0.75 hectares) is mainly Council owned. A planning brief has been prepared which includes the following main elements:</del>			
			<del>(i) 27 Holywell Hill. Front building is listed and should be retained for use as part of an hotel or other suitable uses;</del>		
			<del>(ii) Ryder's Seed Hall, 27A Holywell Hill. This building is listed and should be retained for community use or another use allowing public access (e.g. part of hotel or separate restaurant);</del>		
			<del>(iii) land to rear. Redevelopment, which should enhance the architectural townscape, and provide either:</del>		
			<del>a) housing;</del>		
			<del>b) a mix of hotel (linked to retained frontage buildings) and housing development; or</del>		
			<del>c) hotel development on whole site;</del>		
			<del>(iv) road access to new housing should be from Pageant Road. Commercial uses to be accessed from Albert Street, but traffic should exit to Pageant Road if more than 30 parking spaces are provided;</del>		
			<del>(v) traffic calming in Albert Street and Sopwell Lane and improved pedestrian links required.</del>		



*London Road/Marlborough Road - former Godfrey Davis Showroom site*



*District Council Offices, Civic Centre*

## **POLICY AREA 5**

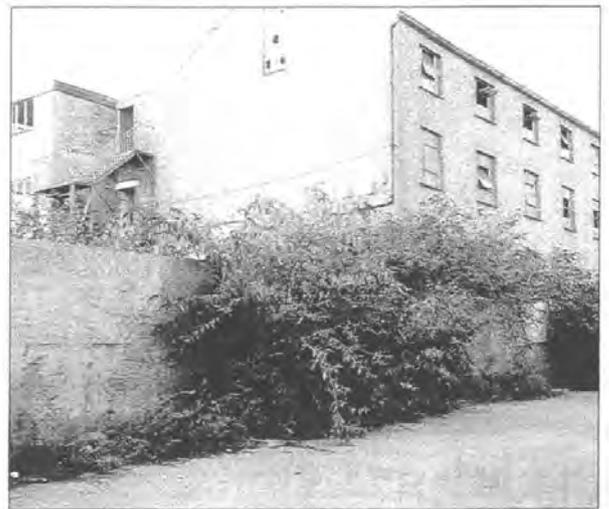
### **Central Office Core (Victoria St. (West)/Upper Marlborough Rd./Bricket Rd).**

15.44 In recent years this area has consolidated its position as the City Centre's main office location. There are two main characteristics to this area:

- (i) part of the Civic Centre, containing Crown Courts (under construction), Central Government Offices, the new District Council Offices and public car parking;
- (ii) private sector offices, in older premises (including some fine listed buildings in St. Peters Street) and in modern purpose built accommodation.

15.45 The Council's main aims for Policy Area 5 are:

- (i) to permit further office development on appropriate sites subject to ~~Policy 30~~. For the reasons explained in paragraphs 15.8-15.10, this area has been selected as one of the three main locations for offices in the City Centre;
- (ii) to retain and enhance the general pleasant character of the area.



*Marlborough Road Trading Estate - proposed business use or housing*



*Victoria Street - proposed business use*

## POLICY 119 ST. ALBANS CITY CENTRE POLICY AREA 5 CENTRAL OFFICE CORE

- (i) **Business Use** (Use Class B1; normally offices) will generally be permitted in this area provided that other policies in this Plan are complied with, particularly ~~Policy 30~~. In particular, B1 use is proposed on Sites 5A, 5B (part), 5C and 5D (see (iii) below);
- (ii) **Listed Buildings and Locally Listed Buildings**. Proposals will be assessed against Policy 87;
- (iii) **Site Specific Proposals** (see *Inset Map*):

REF.	LOCATION	AREA (HA.)	PROPOSAL	ACCESS	PLANNING GUIDELINES
5A	8/8A Bricket Road	0.18	B1 use	Upper Marlborough Road	(i) District Council owned; (ii) to include provision for local community organisations; (iii) archaeological excavation required.
5B	60-72 Victoria Street	0.20	B1 use	Victoria Street	Part Council owned.
5D	Marlborough Road Trading Estate, rear of 23-47 Lattimore Road	0.45	B1 use	Lattimore Road	Permission granted for refurbishment and extensions for B1 use (5,100 sq.m), or for housing (67 dwellings).

## POLICY AREA 6

### Victoria Street (East)

15.46 This area contains a mix of retail, commercial and residential uses. Although there are no listed buildings, many buildings are of local interest. A few sites would benefit from redevelopment.

15.47 The Council's main aims in Policy Area 6 are:

- (i) to retain the existing mixed use character and resist pressures for major office development;
- (ii) to retain locally listed buildings, in particular the buildings at the Victoria Street/Alma Road/Beaconsfield Road junction.

## ~~POLICY 120 ST. ALBANS CITY CENTRE POLICY AREA 6 VICTORIA STREET (EAST)~~

- ~~(i) **Shopping and Service Uses** (Use Classes A1, A2, A3). A mix of shopping and service uses will be maintained at ground floor level in the frontages listed below through the operation of Policies 52, 56 and 57. These uses are also proposed on the ground floor of Sites 6A and 6B (see (v) below).~~

### ~~Class A Frontages~~

- ~~AF15 Victoria Parade & 95-143 Victoria Street~~  
~~AF16 126 Victoria Street - Horn of Plenty public house~~  
~~AF17 145-161 Victoria Street~~

## ~~POLICY 120 (Cont.)~~

- (ii) ~~Business Use (Use Class B1; normally offices) is proposed on Site 6C. Elsewhere, B1 proposals will be assessed against Policy 23;~~
- (iii) ~~Housing is proposed on Site 6D and on the upper floors of Sites 6A and 6B;~~
- (iv) ~~Locally Listed Buildings. Proposals will be assessed against Policy 87;~~
- (v) ~~Site Specific Proposals (see Inset Map);~~

<del>REF.</del>	<del>LOCATION</del>	<del>AREA (HA.)</del>	<del>PROPOSAL</del>	<del>ACCESS</del>	<del>PLANNING GUIDELINES</del>
<del>6A</del>	<del>61-63 Lattimore Road &amp; 80-80A Victoria Street</del>	<del>0.08</del>	<del>Shopping or service uses on ground floor; housing above</del>	<del>Victoria Street</del>	
<del>6B</del>	<del>1-3 Victoria Parade, Victoria Street (McGills Motors)</del>	<del>0.09</del>	<del>As 6A</del>	<del>Upper Lattimore Road</del>	
<del>6C</del>	<del>Beaconsfield Road (former Post Office Sorting Office)</del>	<del>0.20</del>	<del>B1 use</del>	<del>Beaconsfield Road</del>	<del>(i) retention of locally listed front building is desirable (see Policy 87); (ii) rear service road required for 145-161 Victoria Street.</del>
<del>6D</del>	<del>41-55 Alma Road</del>	<del>0.10</del>	<del>Housing</del>	<del>Alma Road</del>	

## POLICY AREA 7

### London Road (East)

15.48 This area is very similar to Policy Area 6 and contains a mix of retail, commercial and residential uses. Although there are no listed buildings, many buildings are of local interest. Sites 7A and 7D are mainly in motor car sales/repair use and would benefit

from redevelopment. If the Odeon Cinema moves or closes, redevelopment may occur on sites 7B and 7C.

15.49 The Council's main aims in Policy Area 7 are:

- (i) to retain the existing mixed use character;
- (ii) to improve the appearance of the area by encouraging redevelopment of Sites 7A and 7D.

## POLICY 121 ST. ALBANS CITY CENTRE POLICY AREA 7 LONDON ROAD (EAST)

- (i) Shopping and Service Uses (Use Classes A1,A2,A3). A mix of shopping and service uses will be maintained at ground floor level in the frontages listed below through the operation of Policies 52, 56 and 57. These uses are proposed on the ground floors of Sites 7A (part) and 7D.

### Class A Frontages

AF5	67-89 London Road
AF6	92-164 London Road
AF7	113-117 London Road & 1-6 Francis Court

Continued on page 188

## POLICY 121 (Cont.)

- (ii) **Business Use** (Use Class B1; normally offices) is proposed on Sites 7A (part) and 7B. Elsewhere, B1 proposals will be assessed against Policy 23;
- (iii) **Housing** is proposed on Sites 7A (part) and 7D (part);
- (iv) **Locally Listed Buildings**. Proposals will be assessed against Policy 87;
- (v) **Public Car Parking** is proposed on Saturdays on Site 7C;
- (vi) **Site Specific Proposals** (see *Inset Map*):

REF.	LOCATION	AREA (HA.)	PROPOSAL	ACCESS	PLANNING GUIDELINES
7A	110 & 118 London Road (Marlboro Motors) & 10 Watsons Walk	0.31	London Road frontage - shopping or service uses on ground floor; B1 use above; Housing to rear	Watsons Walk	
7B	Odeon Cinema, 166 London Road	0.12	B1 use	No access	(i) subject to new cinema being provided elsewhere; (ii) new building must not adversely affect houses in Lower Paxton Road; (iii) must be developed in conjunction with 7C.
7C	Odeon Cinema car park, 93 London Road	0.10	Car parking for 7B	London Road	(i) must be developed in conjunction with 7B; (ii) public use on Saturdays.
7D	113-117 London Road & 1-6 Francis Court	0.17	Shopping or service uses on ground floor; housing above	Alma Road	

## POLICY AREA 8

### City Station/Former London Road Station

15.50 This area has three main characteristics:

- (i) St. Albans City Station with its three large surface car parks (Station Way; Ridgmont Road; south of Victoria Street/Shirley Road);

- (ii) modern offices in Grosvenor Road/ Ridgmont Road, at Victoria Square (which is a large new scheme on the former Council depot site) and at Station Way/Hatfield Road;

- ((iii) the disused St. Albans-Hatfield Railway Line including the former London Road Station.

15.51 The Council has been promoting Policy Areas 8 and 9 as the major location for new City Centre offices. This strategy reflects the presence of derelict land, the St. Albans Railway Route road proposal and the need to divert pressure from the

central core. However, two major uncertainties affect the planning of the area:

- (i) British Rail's car parking needs for the City Station. It is uncertain how many more spaces are required in the long-term, where they will be located and the extent that multi-storey parking will be used;
- (ii) uncertainty over the proposed St. Albans Railway Route road and the possible Colne Valley Transit rail scheme (see paragraphs 5.18 and 5.19 and ~~Policy 29~~). Once the Railway Route decision has been taken, the County Council will consider measures to improve bus/rail interchange at City Station.

15.52 The District Council's main aims for Policy Area 8 are:

- (i) to safeguard the line of the St. Albans Railway Route road proposal;
- (ii) to encourage additional station car parking and office development on appropriate sites as long as this does not seriously increase traffic congestion.

The Council's policy towards car parking at the City Station will be reviewed once the St. Albans Transportation Study (see Project 1) is completed and a decision is made on the proposed Napsbury Station (see Policy 139).

## POLICY 122 ST. ALBANS CITY CENTRE POLICY AREA 8 CITY STATION/ FORMER LONDON ROAD STATION

- (i) St. Albans Railway Route Road Proposal. The line of this scheme will be safeguarded in accordance with Policy 29;
- (ii) City Station Car Parking. Additional parking will be encouraged on Site 8B (part) if acceptable on traffic grounds. The total amount of station car parking shall not fall below 1170 (ie. the number of spaces existing or with permanent planning permission in October 1989) unless it can be demonstrated that demand has fallen and that on-street parking will not occur;
- (iii) Business Use (Use Class B1; normally offices) is proposed on Sites 8A (part), 8B (part), 8C and 8D subject to certain provisos (see (iv) below);
- (iv) Site Specific Proposals (see *Inset Map*):

REF.	LOCATION	AREA (HA.)	PROPOSAL	ACCESS	PLANNING GUIDELINES
8A	B.R. car park Ridgmont Road	0.33	B1 use (if sufficient B.R. parking elsewhere)	Ridgmont Road	Existing trees to be retained
8B	B.R. car park south of Victoria St./ Shirley Road	1.90	Station parking (north part); B1 use (south)	(i) parking: Victoria Street (or Railway Route if built);  (ii) B1 use: Shirley Road (or Railway Route if built)	(i) large-scale development unlikely without Railway Route; (ii) B1 use (which must provide parking) acceptable only if sufficient B.R. parking elsewhere; (iii) landscaping required.
8C	Former London Road station	1.09	B1 use	New access to London Road on line of Railway Route	(i) outline permission for B1 use (8,500 sq.m) will be granted once planning agreement is signed. Alternative scheme for 32 dwellings also permitted; (ii) extensive landscaping required.

Continued on page 190

## POLICY 122 (Cont.)

REF.	LOCATION	AREA (HA.)	PROPOSAL	ACCESS	PLANNING GUIDELINES
8D	222 London Road (formerly British Shipbuilders)	0.98	B1 use	As 8C	(i) B1 use favoured if Railway Route built; (ii) housing favoured if Railway Route abandoned; (iii) extensive landscaping required.
8F	Land off Victoria Street/Shirley Road	0.42	B1 use	Shirley Road	(i) permission granted (3,200 sq.m.); (ii) highways works will be required.

## POLICY AREA 9

### Gas Works Site and adjoining land

15.53 This area comprises:

- (i) the former Gas Works site which has been restored from a derelict and polluted state;
- (ii) St. Albans Abbey railway station;
- (iii) Mercer's factory and adjoining land, south of Eyewood Road.

15.54 As explained in Policy Area 8, the Council is promoting Policy Areas 8 and 9 as the major location for new City Centre offices. Proximity to the City Centre has also led the Council to encourage new forms of retailing (food superstore and retail warehousing) on the Gas Works site; such development cannot easily be accommodated in the central core.

15.55 Some development has been completed on the Gas Works site:

- (i) spine road (Griffiths Way) on the line of the St. Albans Railway Route road proposal (~~see Policy 29~~);
- (ii) Sainsbury's superstore;
- (iii) Eastern Gas reporting centre (n.b. Eastern Gas is also retaining the gas holders);
- (iv) St. Albans Retail Park (retail warehousing);
- (v) Abbey View office development on Holywell Hill.

15.56 The Council's main aims for Policy Area 9 are:

- (i) to encourage business use development on the Mercer's site and completion of the Gas Works redevelopment for business use or retail warehousing;
- (ii) to encourage retention and improvement of the Abbey Station and additional station parking in view of the recent electrification and B.R.'s long-term aim of running direct trains to Euston.

## POLICY 123 ST. ALBANS CITY CENTRE POLICY AREA 9 GAS WORKS SITE AND ADJOINING LAND

- (i) **Business Use** (Use Class B1; normally offices) is proposed on Site 9B. **B1 Use or Retail Warehousing** is proposed on Site 9D;
- (ii) **Abbey Station** improvements are proposed on Site 9A;

## POLICY 123 (Cont.)

**(iii) Site Specific Proposals (see Inset Map):**

REF.	LOCATION	AREA (HA.)	PROPOSAL	ACCESS	PLANNING GUIDELINES
9A	Abbey Station	1.12	Station improvement and additional station parking	Holywell Hill or Everard Close	(i) existing trees to be retained; (ii) footpath link required from Holywell Hill to Everard Close; (iii) Abbey Station must continue to be close to and clearly visible from Holywell Hill.
9B	Mercer's Site & adjoining land, Eywood Road	1.53	B1 use	Wilshere Avenue	(i) permission granted (9,700 sq.m); (ii) existing landscaping to be retained; (iii) possible closure and landscaping of Eywood Road.
9D	Gas Works (part), Griffiths Way	1.69	B1 use or retail warehousing (non-food)	Graham Close	Outline permission granted for either B1 use (9,400 sq. m.) or retail warehousing (5,550 sq.m.).



# 16.0 HARPENDEN TOWN CENTRE

## Part 1 : **Introduction**

Part 2: **The Policies.** The overall District Plan policies apply throughout the Town Centre. However, more detailed policy guidance is required on certain topics.

Part 3: **The Policy Areas.** Part 3 contains five Policy Area Statements which clarify the Council's policies for each part of the Town Centre.



*Harpenden Common*

## **PART 1 : INTRODUCTION**

16.1 Chapter 16 provides detailed guidance for Harpenden Town Centre. The Council's policies and proposals are shown on the Harpenden Town Centre Inset Map. As explained in the Preface, the Inset Map forms part of the District Plan Review Proposals Map. Figure 17 defines the boundaries of the Inset Map and the Policy Areas.

16.2 In the Town Centre, the Council's policies are directed towards meeting the following key objectives:

1. **Housing:** to retain existing housing and encourage new residential development, in particular on part of the Harpenden Lodge site.
2. **Employment:** to restrict business use development to a small number of sites.
3. **Transportation:** to introduce traffic and environmental enhancement measures to reduce congestion and improve the environment. The Council also wishes to increase car parking spaces.
4. **Shopping:** to maintain the Town Centre as a Minor District Centre and encourage small scale new

development especially in the central shopping core (Policy Area 3).

5. **Environment and Conservation:** to retain and enhance the visual quality of the Town Centre in association with 3 above.

6. **Leisure:** to provide public gardens at Harpenden Lodge and an indoor leisure centre in Rothamsted Park.

## **PART 2: THE POLICIES**

### **METROPOLITAN GREEN BELT**

16.3 A small part of the Inset Map area is within the Metropolitan Green Belt and will be protected from development by Policy 1 of this Plan.

### **HOUSING**

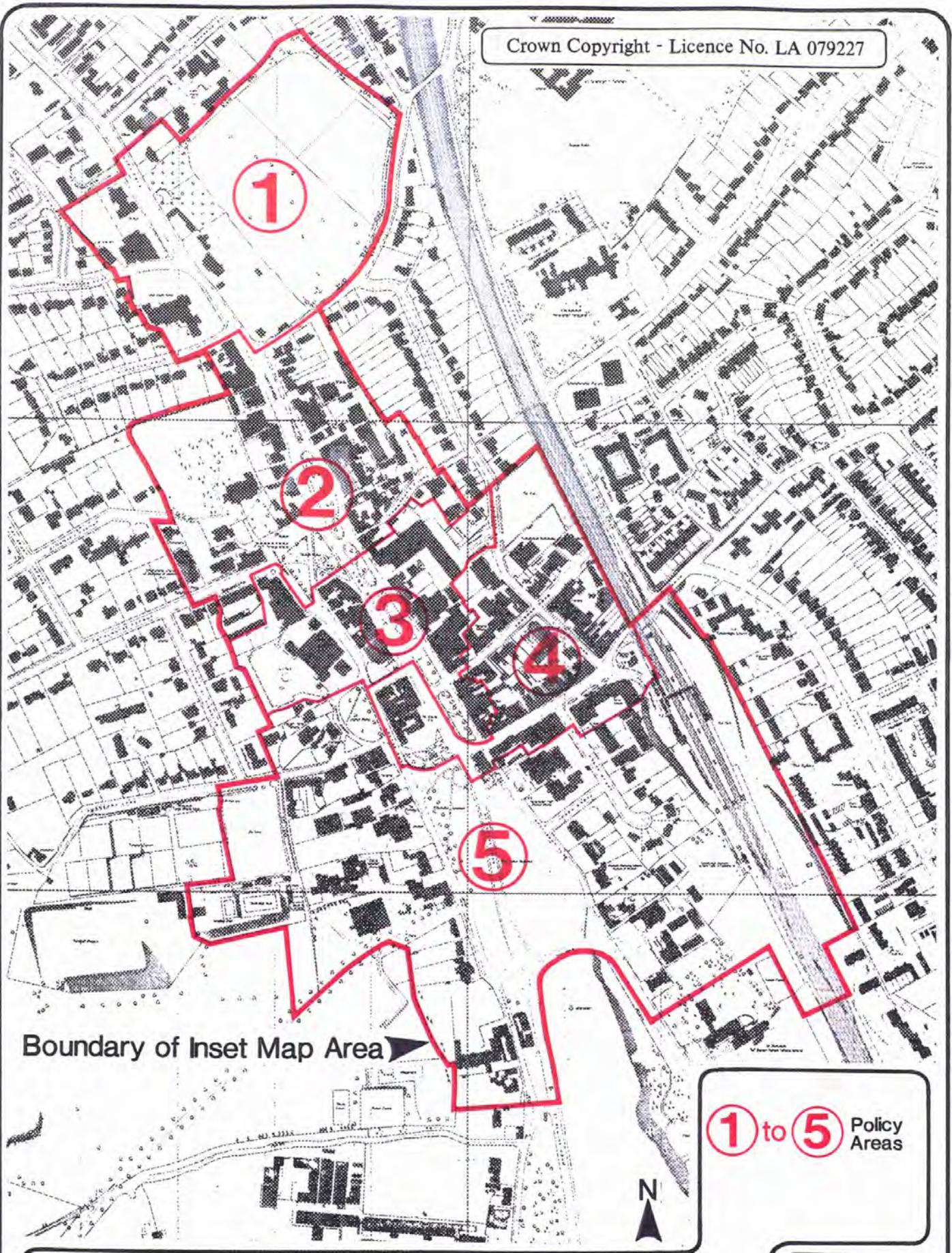
16.4 The Inset area does not contain any large residential areas. However, there is quite a wide range of housing, including flats above commercial premises. These dwellings add to the special character of the Town Centre and help to meet local housing needs. The Council's main housing aims in the Town Centre are:

- (i) to retain existing dwellings and resist pressures for the replacement of housing by commercial development;
- (ii) to permit further residential development providing a range of housing on appropriate sites, in particular on part of the Harpenden Lodge site.

16.5 Chapter 3 contains the District Plan's overall housing policies. The following policies are particularly relevant to the Town Centre:

**Policy 4: New housing development in towns.** Housing proposals should comply with this policy. A schedule of proposed housing sites is included in Policy 4 and there are 4 sites (RH.14 - 17) within the Town Centre.

**Policy 10: Loss of existing dwellings.** Existing dwellings should normally be retained.



Boundary of Inset Map Area

1 to 5 Policy Areas

# HARPENDEN TOWN CENTRE

Figure  
17

**Policy 11: Residential conversion.** Conversions will normally be permitted provided satisfactory standards of development are achieved.

## EMPLOYMENT

16.6 Although Harpenden Town Centre has not expanded as a shopping centre in recent years, there has been some job growth in service uses and offices. Industrial employment is relatively small and there are no suitable locations for significant industrial development. District-wide employment policies can be found in Chapter 4 of this Plan.

16.7 The scale of office development has been much smaller than in St. Albans City Centre. However, a number of modern office blocks have been built in Arden Grove, High Street (northern end), Thompsons Close and Vaughan Road. Office development has also been permitted at the southern end of High Street and at the Station. All these office sites are located just outside the main shopping core.

16.8 As in St. Albans City Centre there are strong reasons for placing strict limits on future business use (B1) development in Harpenden (*see paras. 4.30 and 4.31*). Major office development would necessitate an outward expansion of the Town Centre into residential areas, would erode Harpenden's character and increase traffic problems. Policy 23 therefore seeks to restrict business use development to a small number of sites.

## TRANSPORTATION

16.9 Para.5.22 refers to the serious congestion on the A1081 route through Harpenden, particularly in the Town Centre. Mention is made of the possible Harpenden By-Pass. Chapter 5 also contains other transport policies, policy intentions and projects relevant to the Town Centre. Particular note should be made of:

**Policy 37:** Commercial servicing.

**Policy 39-50:** Car parking standards.

16.10 Apart from congestion in High Street, problems in Harpenden Town Centre include:

- (i) conflict between pedestrians and vehicles, especially in High Street, Station Road and Leyton Road;
- (ii) a high accident record;
- (iii) insufficient car parking;
- (iv) poor servicing arrangements;
- (v) poor visibility and delays for vehicles entering Station Road from both Station Approach and Victoria Road.

16.11 The following policy is intended to relieve some of these problems, enhance the environment and lead to the creation of attractive pedestrian priority areas.

### ~~POLICY 124: HARPENDEN TOWN CENTRE, TRAFFIC MANAGEMENT AND PEDESTRIAN/ENVIRONMENTAL ENHANCEMENT MEASURES~~

~~The measures listed below (shown on the Harpenden Town Centre Inset Map) are proposed by the District and County Councils. TM.2 and TM.3 will not be implemented until Project 16 (Harpenden Town Centre, car parking survey) has been completed.~~

<del>REF.</del>	<del>LOCATION</del>	<del>SCHEME</del>
<del>TM.2</del>	<del>Church Green/Rothamsted Avenue</del>	<del>Marked out parking spaces; double bus lay-by; increase paved/landscaped area</del>
<del>TM.3</del>	<del>Diagonal road across Church Green</del>	<del>Road closed and landscaped</del>
<del>TM.4</del>	<del>1-15 Lower High Street</del>	<del>Road pedestrianised except for servicing arrangements</del>
<del>TM.5</del>	<del>Alleyway between Station Road and Southdown Road</del>	<del>Road pedestrianised except for cyclists, access and emergency vehicles. Parking will be banned.</del>

~~Continued on page 196~~

## ~~POLICY 124 (Cont.)~~

~~In the long term the Council also proposes to create a pedestrian priority area in Lower High Street to the north of TM.4.~~

### Off-street car parks

16.12 Public car parks at Amenbury Lane and Bowers Way, together with the Waitrose car park, provide a total of 640 parking spaces. There are also about 600 spaces at Harpenden Station. These car parks are sometimes full. Parking also takes place in residential streets adjoining the Town Centre. In addition, ~~Policy 124~~ may result in a small net loss of parking spaces. A survey of parking usage is required to assess future needs.

## Project 20 Harpenden Town Centre Car Parking Survey

The District Council will carry out a car parking survey in order to assess the need for improvements in car parking supply, location and management.

16.13 Opportunities for further parking provision are limited, but some scope exists as indicated in ~~Policy 125~~. Planning permission has been granted for schemes CP.1 and CP.5.

## ~~POLICY 125 HARPENDEN TOWN CENTRE OFF-STREET PUBLIC CAR PARKS~~

<del>REF.</del>	<del>LOCATION</del>	<del>PLANNING GUIDELINES</del>
-----------------	---------------------	------------------------------------

<del>CP.1</del>	<del>Harpenden Lodge</del>	<del>Policy 127 (Site 1A)</del>
-----------------	--------------------------------	-------------------------------------

~~Proposal CP.1 is to be provided in conjunction with other development on this site.~~

## ~~POLICY 125 (Cont.)~~

~~Additional railway station parking is proposed on the following site shown on the Inset Map:~~

<del>REF.</del>	<del>LOCATION</del>	<del>PLANNING GUIDELINES</del>
<del>CP.5</del>	<del>Harpenden Station (west side)</del>	<del>Policy 131 (Site 5F)</del>

### SHOPPING AND SERVICE USES

16.14 Harpenden Town Centre is the District's second largest shopping centre. Chapter 6 of this Plan provides guidance on shopping and service uses and the following policies are relevant:

Policy 51: Shopping and Service Uses. Overall strategy. Harpenden Town Centre is classified as a minor district centre. The importance of maintaining and enhancing existing centres is stressed.

Policy 53: Shopping Development in Harpenden Town Centre. Major new shopping development is not proposed. Existing shopping frontages are defined:

- (i) Primary shopping frontages;
- (ii) Secondary shopping frontages;
- (iii) Class A frontages.

There is some scope for small scale retail development within these frontages.

Policy 56: Loss of Retail Floorspace. The main aim of this policy is to retain the vitality and viability of Primary and Secondary Shopping Frontages. At least 90% of each Primary Shopping Frontage and 60% of each Secondary Shopping Frontage should remain in retail use.

Policy 57: Service Uses. Uses such as banks, estate agents and restaurants are generally acceptable in Class A Frontages. In Primary and Secondary Shopping Frontages, proposals will be assessed against the percentage limits defined in Policy 56.

## SOCIAL AND COMMUNITY SERVICES

16.15 Most of the policies in Chapter 7 of this Plan have some relevance to the Town Centre. However, only Policy 67 (*public meeting rooms and facilities*) refers specifically to any central area sites. The following policy reflects the County Council's proposal to build a new police station.

### ~~POLICY 126: HARPENDEN TOWN CENTRE, NEW POLICE STATION~~

~~Hertfordshire County Council proposes to construct a new police station on the site listed below and shown on the Inset Map:~~

<del>REF.</del>	<del>LOCATION</del>	<del>PLANNING GUIDELINES</del>
<del>PS.1</del>	<del>Adjoining H Vaughan Road</del>	<del>Policy 130 (Site 4A)</del>

## DESIGN AND ENVIRONMENT

16.16 Chapter 8 contains District-wide policies on various issues including:

**Policy 70** : Design and layout of new housing.

**Policy 72** : Extensions in residential areas.

**Policy 74** : Landscaping.

## CONSERVATION AND HISTORIC BUILDINGS

16.17 Most of the Town Centre is within the Harpenden Conservation Area. There are many buildings of architectural or historic interest. The greens in High Street and Leyton Road contain fine trees which add greatly to the character of the centre. The Council attaches great importance to retaining and enhancing the Town Centre's visual quality.

16.18 Chapter 9 contains the District Plan's overall policies on conservation and historic buildings. Particular note should be made of those listed below:

**Policy 85: Development in Conservation Areas.** This policy seeks to ensure that development in the

conservation area is of a high standard of design and is sympathetic to the character of the area.

**Policy 86: Buildings of Special Architectural or Historic Interest.** Buildings which have been 'Listed' by the Department of the Environment are safeguarded by this policy.

**Policy 87: Locally Listed Buildings.** In addition to the statutorily listed buildings, there are a number of valuable 19th and early 20th century buildings. These "Locally Listed" buildings are protected by Policy 87.

**Policy 88: New Uses for Historic Buildings.** Appropriate new uses will be encouraged.

**Policy 90: Shopfronts and Advertisements in Conservation Areas and on Listed Buildings.** Shopfronts and advertisements are frequently changing and have great visual impact. Policy 90 provides guidance.

16.19 Considerable importance is given to conservation area enhancement. Project 9 states that the Council will prepare a Conservation Area Policy Statement for Harpenden. One of the main aims of the proposals in **Policy 124** is to enhance the environment and create attractive pedestrian only areas. These schemes may be partly funded through the County Council's Town Centre enhancement budget (*see para. 15.21*).

## LEISURE

16.20 District-wide leisure policies appear in Chapter 10 of this Plan, with Policy 91 being the main policy on the location of leisure facilities. Chapter 10 includes two proposals in Harpenden Town Centre:

- (i) public gardens on part of the Harpenden Lodge site (*see Policy 127*);
- (ii) an indoor swimming pool, created by enclosing the existing outdoor pool in Rothamsted Park (*see Policy 131*).

## ARCHAEOLOGY

16.21 Chapter 14 provides a policy framework for sites of archaeological significance. The following policy is relevant:

**Policy 108: Areas of Archaeological Significance -Sites where Planning Permissions may be subject to a Recording Condition.** Much of the Inset Map area falls within site AS.R.42 (Medieval Village Centre, Harpenden).

## PART 3: THE POLICY AREAS

16.22 This section contains five policy area statements which clarify the Council's policies for each part of the Town Centre. The policy areas are defined on Figure 17.

### Policy Area

- 1 : Luton Road/Harpenden Lodge
- 2 : High Street (north)
- 3 : Central shopping core
- 4 : Station Road/Vaughan Road
- 5 : Southdown Road/Leyton Road (south)

## POLICY AREA 1

### Luton Road/Harpenden Lodge

16.23 There are two contrasting sites on the west

side of Luton Road:

- (i) Gleneagles Hotel. The original 19th century building has been much extended, but part of the parkland grounds have been retained. There is probably no scope for further extensions:
- (ii) Ogglesby's garage and Mobil Service Station. A well designed replacement garage or housing development on the Ogglesby's site would be welcomed.

16.24 On the east side of Luton Road, the listed Harpenden Lodge has been renovated for use as flats and the outbuildings converted to housing. The attractive parkland grounds of Harpenden Lodge are now in different ownership. The Council's main aim in Policy Area 1 is:

To secure a high quality development on the former grounds of Harpenden Lodge. This development should retain the setting of Harpenden Lodge and provide public gardens, a public car park and housing.

<del>POLICY 127</del>				
<del>HARPENDEN TOWN CENTRE POLICY AREA 1</del>				
<del>LUTON ROAD/HARPENDEN LODGE</del>				
<del>Site Specific Proposal</del>				
<del>REF.</del>	<del>LOCATION</del>	<del>AREA (HA.)</del>	<del>PROPOSAL</del>	<del>ACCESS</del>
<del>1A</del>	<del>Harpenden Lodge (former grounds)</del>	<del>4.72</del>	<del>Public car park (92 spaces), public gardens (1 hectare) and housing</del>	<del>Sun Lane</del>
<del>Planning Guidelines</del>				
<del>(i) Car Park. Good quality surfacing and landscaping required;</del>				
<del>(ii) Public gardens. Should retain setting of listed buildings and include footpaths to Luton Road and Sun Lane;</del>				
<del>(iii) Housing. Large dwellings in parkland setting (N.W. area); smaller dwellings near Luton Road;</del>				
<del>(iv) wall along Sun Lane, and important trees to be retained;</del>				
<del>(v) lay-by required on High Street (opposite Sun Lane);</del>				
<del>(vi) planning permission has been granted and a planning agreement entered into for a development consistent with this policy. 97 dwellings are proposed. This development is now in progress.</del>				

## POLICY AREA 2

### High Street (North)

16.25 There are three main elements in this area:

- (i) High Street (north), where most buildings are in shopping or commercial use. There are many historic buildings;
- (ii) Church Green and the buildings to the north including the medieval parish church, which form an attractive village centre grouping;
- (iii) east of High Street (including Thompsons Close) where modern industrial, office and housing development has taken place.

16.26 The Council's main aims in Policy Area 2 are:

- (i) to maintain the existing mixed use character and attractive appearance;
- (ii) to implement traffic management and pedestrian/environmental enhancement schemes at Church Green and in High Street;
- (iii) to encourage redevelopment of the Charles Wilson (plant hire) sites at 63 and 86-90 High Street.

## POLICY 128 HARPENDEN TOWN CENTRE POLICY AREA 2 HIGH STREET (NORTH)

- (i) **Shopping and Service Uses** (Use Classes A1, A2, A3). The Council will seek to maintain a mix of shopping and service uses at ground floor level in the frontages listed below through the operation of Policies 53,56 and 57. Redevelopment is proposed on Site 2A (*see (vi) below*).

**Secondary Shopping Frontages**

- SSF1 4-6 Church Green and 52-104 High Street
- SSF2 33-61 High Street

**Class A Frontage**

- AF1 65-73 High Street

- (ii) **Business Use** (Use Class B1; normally offices) is proposed on Site 2B. Elsewhere, B1 proposals will be assessed against Policy 23;
- (iii) **Housing** is proposed on the upper floor of Site 2A;
- (iv) **Traffic Management and Pedestrian/Environmental Enhancement Measures** are proposed at Church Green (*see ~~Policy 124~~ ref.TM.2, TM.3*); creation of a pedestrian priority area in Lower High Street is a long-term aim;
- (v) **Listed Buildings and Locally Listed Buildings.** Proposals will be assessed against Policies 86 and 87;
- (vi) **Site Specific Proposals** (*see Inset Map*):

REF.	LOCATION	AREA (HA.)	PROPOSAL	ACCESS	PLANNING GUIDELINES
2A	86-90 High Street	0.06	Shopping (or service uses subject to Policy 57) on ground floor; housing above	High Street	2 storey only

Continued on page 200

## POLICY 128 (Cont.)

REF.	LOCATION	AREA (HA.)	PROPOSAL	ACCESS	PLANNING GUIDELINES
2B	63 High Street and land to rear	0.30	B1 use	Sun Lane	Permission granted (1,300 sq.m.)

## POLICY AREA 3

### Central Shopping Core (High St./Leyton Rd.)

16.27 Although Harpenden does not have a clearly defined shopping core, the High Street and Leyton Road frontages in Policy Area 3 form the town's primary shopping area. This area contains the modern Waitrose and Sainsbury's supermarkets and many smaller shops including multiple traders such as Boots and Argos. A small new shopping precinct called The Leys, has been constructed between High Street and Leyton Road. Policy Area 3 has many locally listed buildings, and Wellington House (Leyton Green) and the Methodist Church are statutorily listed. There are public car parks to the west of Bowers Way and to the rear of Waitrose.

16.28 The Council's main aims in Policy Area 3 are:

- (i) to consolidate the area as Harpenden's principal shopping area;
- (ii) to implement traffic management and pedestrian/environmental enhancement schemes in Lower High Street.

~~**POLICY 129  
HARPENDEN TOWN  
CENTRE POLICY AREA 3  
CENTRAL SHOPPING CORE**~~

(i) ~~Shopping. The Council will seek to consolidate the area as Harpenden's principal shopping area (see Policy 56). Additional shopping development will be assessed against Policy 53. In particular, small scale shopping proposals will be encouraged at ground floor level in the frontages listed below:~~

## ~~POLICY 129 (Cont.)~~

### ~~Primary Shopping Frontages~~

- ~~PSF1 1-3 Church Green & 2B-10 Leyton Road~~
- ~~PSF2 1-31 High Street~~
- ~~PSF3 18-50 High Street~~
- ~~PSF4 The Leys (between High Street and Leyton Road)~~
- ~~PSF5 1-11 Leyton Road & 12-18 Church Green Row~~

- ~~(ii) Service Uses (mainly Use Classes A2 and A3). Proposals will be assessed against Policy 57;~~
- ~~(iii) Business Use (Use Class B1; normally offices). B1 proposals will be assessed against Policy 23;~~
- ~~(iv) Listed Buildings and Locally Listed Buildings. Proposals will be assessed against Policies 86 and 87;~~
- ~~(v) Traffic Management and Pedestrian/Environmental Enhancement. Policy 124 proposes that 1-15 Lower High Street is pedestrianised except for servicing arrangements. Creation of a pedestrian priority area in the rest of Lower High Street is a long-term aim;~~
- ~~(vi) Site Specific Proposals: None.~~

## POLICY AREA 4

### Station Road/Vaughan Road

16.29 This area has two distinct parts:

- (i) Station Road, High Street and Leyton Road, where the buildings are mainly in shopping or service use. Most of these buildings are locally listed;
- (ii) Vaughan Road, Victoria Road and Bowers Way. These streets contain a mix of uses including shops, offices, houses, churches, library, police

station, telephone exchange and public car park. Some buildings are locally listed.

16.30 The Council's main aims for Policy Area 4 are:

- (i) to maintain the mixed use character of the area including the retention of existing housing;
- (ii) to encourage shopping, office and police station uses on sites with redevelopment potential.

Rationalisation of car parking and servicing in the Vaughan Road/Victoria Street/Station Road/High Street block would also be desirable.

### ~~POLICY 130 HARPENDEN TOWN CENTRE POLICY AREA 4 STATION ROAD/VAUGHAN ROAD~~

- ~~(i) Shopping and Service Uses (Use Classes A1, A2, A3). The Council will seek to maintain a mix of shopping and service uses at ground floor level in the frontages listed below through the operation of Policies 53, 56 and 57. Shopping is proposed on the ground floor of Site 4F (see (v) below).~~

#### ~~Primary Shopping Frontage~~

~~PSF6 2-16 High Street and 1-3 Leyton Green Road~~

#### ~~Secondary Shopping Frontages~~

~~SSF3 12-14 Leyton Road~~

~~SSF4 2A-34 Station Road~~

~~SSF5 1-17A Station Road~~

#### ~~Class A Frontages~~

~~AF2 1-12 Harding Parade, Station Road~~

~~AF3 1A-3 & 2-4 Vaughan Road & 103 Clayton House~~

- ~~(ii) Business Use (Use Class B1; normally offices) is proposed on Sites 4C (part), 4D, 4E (part) and 4F (part). Elsewhere, B1 proposals will be assessed against Policy 23;~~

- ~~(iii) Community Uses are proposed on Sites 4A (new police station), 4B and 4E (part);~~

- ~~(iv) Listed Buildings and Locally Listed Buildings. Proposals will be assessed against Policies 86 and 87;~~

- ~~(v) Site Specific Proposals (see Inset Map):~~

<del>REF.</del>	<del>LOCATION</del>	<del>AREA (HA.)</del>	<del>PROPOSAL</del>	<del>ACCESS</del>	<del>PLANNING GUIDELINES</del>
<del>4A</del>	<del>Adjoining 11 Vaughan Road</del>	<del>0.10</del>	<del>Police station</del>	<del>Bowers Way</del>	<del>B1 development if police station proposal abandoned.</del>

~~Continued on page 202~~

## ~~POLICY 130 (Cont.)~~

<del>REF.</del>	<del>LOCATION</del>	<del>AREA (HA.)</del>	<del>PROPOSAL</del>	<del>ACCESS</del>	<del>PLANNING GUIDELINES</del>
<del>4B</del>	<del>Existing police station, Vaughan Road</del>	<del>0.06</del>	<del>Community use. B1 use acceptable if no viable community uses can be found within 3 months of police station closure.</del>	<del>Bowers Way</del>	<del>(i) existing building to be refurbished; (ii) improve appearance of yard from Bowers Way.</del>
<del>4C</del>	<del>8 Vaughan Road</del>	<del>0.03</del>	<del>B1 use on ground floor; housing above</del>	<del>Station Road</del>	<del>(i) existing building to be retained; (ii) car parking required to rear.</del>
<del>4D</del>	<del>Station House site, Station Road</del>	<del>0.08</del>	<del>B1 use</del>	<del>Station Approach</del>	<del>(i) permission granted for offices (690 sq.m); (ii) car parking for offices to be mainly within B.R. car park.</del>
<del>4E</del>	<del>The George Public House, 4 High Street.</del>	<del>0.09</del>	<del>Shopping or service uses on High Street frontage; residential, B1 or community use above and to rear.</del>	<del>Leyton Road (but existing High Street forecourt can remain).</del>	<del>(i) main building on High Street is locally listed - it is desirable to retain this building and its fenestration (see Policy 87). Demolition of other buildings acceptable only if proposals preserve or enhance the conservation area; (ii) any new buildings must not exceed two storeys at eaves; (iii) existing forecourt to High Street to remain undeveloped.</del>
<del>4F</del>	<del>2 High Street</del>	<del>0.04</del>	<del>Shopping on ground floor; B1 use above</del>	<del>Leyton Road</del>	<del>(i) prominent site - high standard of design required; (ii) permission granted for shops (320 sq.m), offices (750 sq.m) and public conveniences.</del>

## **POLICY AREA 5**

### **Southdown Road/ Leyton Road (South)**

16.31 This area marks the transition from the dense development of Harpenden Town Centre to the large open spaces of Harpenden Common and Rothamsted Park. Main features of the area are:

- (i) attractive open spaces: Leyton Green and a small part of the Common and Rothamsted park;
- (ii) important leisure and community buildings including the sports centre, the public hall, Harpenden Hall (Council Offices) and the Moat House Hotel;
- (iii) other uses including modern offices at the northern end of Arden Grove, industry and housing;

- (iv) a number of listed buildings and locally listed buildings;
- (v) Harpenden railway station, with its extensive car parking.
- 16.32 The Council's main aims in Policy Area 5 are:
- (i) to retain the attractive appearance and mixed use character of the area;
- (ii) to provide an indoor swimming pool in Rothamsted Park;
- (iii) to increase car parking supply at the station.

~~**POLICY 131**~~  
~~**HARPENDEN TOWN CENTRE POLICY AREA 5**~~  
~~**SOUTHDOWN ROAD/ LEYTON ROAD(SOUTH)**~~

- ~~(i) Shopping and Service Uses. (Use Classes A1, A2 & A3) will not normally be permitted except on Site 5A (see (vii) below);~~
- ~~(ii) Business Use. (Use Class B1; normally offices) is proposed on Sites 5A (part) and 5E. Elsewhere, B1 proposals will be assessed against Policy 23;~~
- ~~(iii) An Indoor Swimming Pool is proposed on Site 5C;~~
- ~~(iv) Housing is proposed on Sites 5A (part) and 5H;~~
- ~~(v) Car Parking. Station parking is proposed at Site 5F;~~
- ~~(vi) Listed Buildings and Locally Listed Buildings. Proposals will be assessed against Policies 86 and 87;~~
- ~~(vii) Site Specific Proposals (see Inset Map):~~

<del>REF.</del>	<del>LOCATION</del>	<del>AREA (HA.)</del>	<del>PROPOSAL</del>	<del>ACCESS</del>	<del>PLANNING GUIDELINES</del>
<del>5A</del>	<del>9&amp;11 Leyton Road/ Amenbury Lane</del>	<del>0.20</del>	<del>Shopping or service uses, B1 use and housing</del>	<del>Amenbury Lane</del>	<del>Commercial floorspace not to exceed existing.</del>
<del>5C</del>	<del>Rothamsted Park</del>	<del>0.60</del>	<del>Enclosure of outdoor swimming pool</del>	<del>Amenbury Lane car park</del>	<del>Permission granted.</del>
<del>5E</del>	<del>7 Southdown Road</del>	<del>0.16</del>	<del>B1 use</del>	<del>Arden Grove</del>	<del>(i) extension and parking to rear of existing offices; (ii) retention of existing locally listed garage is desirable (see Policy 87).</del>
<del>5F</del>	<del>Station car park (west)</del>	<del>0.67</del>	<del>car park extension</del>	<del>Station Approach</del>	<del>(i) permission granted to enlarge car park from 70 to 206 spaces; (ii) landscaping and 2 metre boundary screen required.</del>
<del>5H</del>	<del>29 Leyton Road</del>	<del>0.13</del>	<del>Housing</del>	<del>Leyton Road</del>	



## 17.0 HIGHFIELD OVAL SITE, HARPENDEN



© Aerofilms

17.1 The Highfield Oval site and much of the surrounding land to the north of Harpenden was owned until recently by the National Children's Home (N.C.H.). However, changing attitudes to child care meant that the site became surplus to requirements. It is now occupied by another Christian institutional user, namely Youth With A Mission (YWAM).

17.2 This site contains a combination of mature landscaping and vernacular revival architecture, situated in the Metropolitan Green Belt and the Harpenden Conservation Area (*see Policy 85*). The various living, working, educational and health facilities at the N.C.H. formed an integrated whole, within a verdant rural setting. There are still large areas of woodland and grassland, and the site retains a predominantly open, rural character. The former NCH buildings are well spaced and grouped around a large oval green, with open land to the rear. The area has the ambience of a rural "model village" and there is a substantial degree of visual separation from the denser urban development of Harpenden to the west.

17.3 All these matters add up to the need for special planning treatment of the site and the Council's

main aim is to ensure that the environmental impact of any development is acceptable. In particular, the future use and appearance of the site should be compatible with its architectural and historic interest and attractive Green Belt location. The type and intensity of use will also be constrained by the approach to the site, along country lanes or residential roads. Any planning application will be assessed against the factors set out in the following policy:

### **POLICY 132 HIGHFIELD OVAL, FUTURE USES**

**Proposals for the re-use or redevelopment of land and buildings at Highfield Oval, as shown on the Proposals Map (*Sheet 1*), will be considered in the light of the following guidance:**

**Continued on page 206**

## POLICY 132 (Cont.)

- (i) **General nature of development.** The scale, design, character, intensity and type of use(s) of any proposals for the site should be appropriate to the intrinsic character and appearance of the existing layout of the buildings of the Oval and the Green Belt;
- (ii) **Buildings to be retained.** All original buildings (1912-1913), except the printing school, are to be retained together with one dormitory block (1924), the hospital building (1924) and the chapel (1927);
- (iii) **Replacement buildings** and any new buildings shall have regard to the layout, height, scale and materials of the original buildings. Development will not be permitted outside the part of the site already built up;
- (iv) **Floorspace.** Total floorspace of new and retained buildings must not exceed the existing floorspace;
- (v) **Green Belt Boundary.** The present Green Belt boundary will be maintained and any development or redevelopment will be limited so as not to compromise retention of the site within the Green Belt;
- (vi) **Landscape.** The landscape setting, in particular the central green, must be retained. Ambrose Wood and Westfield Wood are protected by tree preservation order T.P.O. 1144 and individual trees by conservation area legislation. Good boundary trees and hedgerows should be kept;
- (vii) **The field to the north-east** shall remain open, preferably in recreational use;
- (viii) **Road access.** Development will also be restricted by the low environmental capacity of the local road network. Any necessary minor local road improvements will be at the expense of the developer.

# 18.0 FLEETVILLE

## Part 1: **Introduction**

Part 2: **The Policies.** The overall District Plan policies apply throughout Fleetville. However, more detailed policy guidance is required in certain respects.

Part 3: **The Policy Areas.** These contain Policy Area statements covering Hill End/Cell Barnes Hospitals and the Marconi/timber yard site, Hatfield Road.



Hatfield Road, Fleetville

## PART 1: INTRODUCTION

18.1 This chapter provides detailed policy guidance for Fleetville including Hill End and Cell Barnes Hospitals. The Council's policies and proposals are shown on the Fleetville Inset Map. As explained in the Preface, the Inset Map forms part of the District Plan Review Proposals Map. Figure 18 defines the boundaries of the Inset Map and the Policy Areas.

18.2 The following are the objectives for the area:

1. **Housing:** to retain and improve areas of existing housing and encourage new residential development on appropriate sites, including some industrial areas where there would be environmental advantages should present uses cease.

2. **Employment:** to maintain a range of employment uses on defined sites consistent with environmental and traffic constraints and to restrict such development to specific locations.

3. **Transportation:** to implement traffic proposals to reduce congestion, improve car parking and enhance

the environment, particularly in the shopping and residential areas.

4. **Shopping:** to maintain the viability of shopping generally, especially the neighbourhood centre in Hatfield Road and the various local shopping centres. Also to provide a new local centre at Hill End/Cell Barnes.

5. **Environment:** to improve the physical environment, especially in areas of older housing and where opportunities arise to use buildings and sites in more environmentally acceptable ways.

6. **Hill End and Cell Barnes Hospitals:** to ensure that development is compatible with Circular 12/91.

## PART 2: THE POLICIES

### METROPOLITAN GREEN BELT

18.3 The existing Metropolitan Green Belt boundary follows the eastern edge of the built-up area of St. Albans. Both Hill End and Cell Barnes Hospitals are within the Green Belt (*see Policy 137*). In this Plan, minor adjustments to the Green Belt have been made at St. Albans Health and Racquet Club, at Hill End Sidings and at the London School of Hygiene and Tropical Medicine (*see Appendix*).

### SETTLEMENT STRATEGY

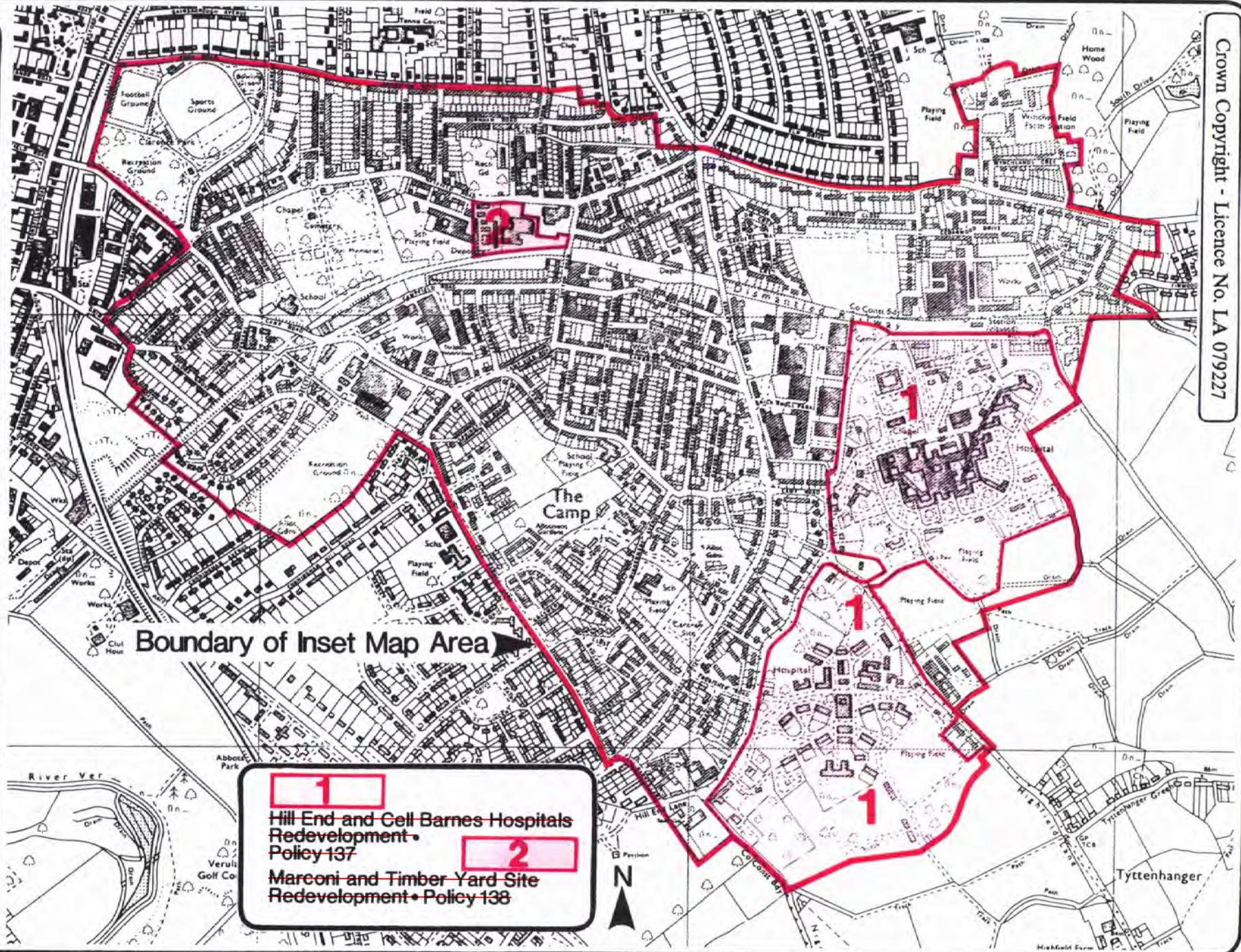
18.4 Fleetville is a neighbourhood of St. Albans which is classified as a town in Policy 2 of the Plan. The Council's strategy is to concentrate development in towns, provided proposals do not detract from their essential character.

### HOUSING

18.5 Chapter 3 contains the District Plan's overall housing policies. However, the following are particularly relevant to the Inset Map area:

**Policy 4: New housing development in towns.** Housing proposals should comply with this policy. A schedule of proposed housing sites is included in

# FLEETVILLE



Boundary of Inset Map Area

- 1** Hill End and Cell Barnes Hospitals Redevelopment • Policy 137
- 2** Marconi and Timber Yard Site Redevelopment • Policy 138

**Figure 18**

Policy 4 and there are 13 sites (RS.42-RS.55) within the Inset Map area.

**Policy 9: Non-residential uses within residential areas.** The expansion of non-residential uses in housing areas will normally be refused.

**Policy 10: Loss of existing dwellings.** Existing dwellings should normally be retained.

**Policy 11 : Residential conversion.** Conversion will normally be encouraged provided satisfactory standards of development are achieved.

## Housing Priority Areas

18.6 Certain older housing areas in Fleetville suffer from a combination of problems which detract from their residential character. These include pockets of poorer housing, badly sited industrial premises, "rat-running" and non-residential parking, as well as a physical environment in need of improvement.

**~~POLICY 133~~**  
**~~HOUSING PRIORITY~~**  
**~~AREAS~~**

~~The District Council will protect and enhance the residential character of the following Housing Priority Areas as shown on the Inset Map:~~

<del>HPA.1</del>	<del>Albion Road</del>
<del>HPA.2</del>	<del>Brampton Road</del>
<del>HPA.3</del>	<del>Castle Road</del>
<del>HPA.4</del>	<del>Cambridge Road</del>

~~The introduction, intensification or extension of industrial/office uses will not normally be permitted within these areas. All other non-residential uses will be assessed under Policy 9 (non-residential uses within residential areas).~~

~~Traffic management is considered in Policy 135.~~

## EMPLOYMENT

18.7 Fleetville has a wide variety of firms and businesses. There are an estimated 6,500 jobs in the area. Major sectors of employment are the medical and health services; retail and wholesale distribution; instrument engineering; education and printing. There

is pressure for small industrial sites and for redevelopment of older works. However, the presence of industrial uses on tight and poorly serviced sites can be the cause of nuisance in residential neighbourhoods, particularly in the Housing Priority Areas.

18.8 It is considered important to retain some employment in the area, providing opportunities for the unemployed and for the significant proportion of households who do not have access to a private car.

18.9 District-wide employment policies can be found in Chapter 4 of this Plan. The following policies are particularly relevant:

**Policy 20: Development in Employment Areas.** This policy contains a schedule of employment areas and there are 4 sites (EMP.11-14) within the Inset Map area.

~~Policy 21: Storage and Distribution.~~ This policy states that storage and distribution development will not normally be permitted except at Brick Knoll Park, Ashley Road, listed as EMP. 12 in Policy 20.

**Policy 23: Business use development.** This policy seeks to restrict business use development to defined sites and areas, particularly St. Albans City Centre and Harpenden Town Centre. The policy also provides guidance on business use in the upper floors of retail premises. Within Fleetville, redevelopment is proposed at the Marconi and timber yard site, Hatfield Road and use of part or all of this site for business use would be acceptable (see *Policy 138*).

**Policy 24: Unallocated Employment Sites.** Extensions and comprehensive redevelopment for business use purposes may be permitted where environmentally acceptable on unallocated employment sites not covered by Policy 20 or 23. However, in some locations housing use would be favoured if redevelopment is proposed.

## TRANSPORTATION

18.10 District-wide transportation policies can be found in Chapter 5 of this Plan. Guidance is given below on matters relating specifically to Fleetville. Increases in traffic and the mixture of employment, commercial and residential uses within Fleetville have caused a variety of problems including a lack of on-street parking, bottlenecks, rat-runs, disturbance and commercial use of residential roads.

### Hatfield Road Improvements

18.11 Whilst east-west through traffic is now being directed along the A414 to the south of St. Albans,

Hatfield Road still remains a major route into and out of St. Albans. It has a considerable number of retail and business uses along its length which, together with the limited capacity at junctions, causes congestion especially at peak periods.

18.12 The District Council recognises that traffic movement is the main priority on Hatfield Road and that measures are needed to assist traffic flow, whilst maintaining the environment and improving facilities for pedestrians. This should in turn help reduce the use of alternative roads. The District Council will also seek to rationalise on-street parking along the length of Hatfield Road.

18.13 The Hill End/Cell Barnes redevelopment will increase traffic on Hatfield Road substantially. It is therefore important that junction improvements are carried out in association with the development. At the Hatfield Road/Ashley Road/Beechwood Avenue junction a double mini roundabout scheme, together with pedestrian crossing facilities, has already been introduced as an experimental scheme. Further works may be necessary at this junction and improvements are also needed at the junction of Hatfield Road with Colney Heath Lane. It is currently envisaged that these schemes will be carried out at the expense of the Hill End/Cell Barnes developers (see *Policy 137*).

18.14 Measures to improve conditions for pedestrians and vehicles will also be required in connection with the redevelopment of the Marconi and timber yard site (see *Policy 138*).

## ~~POLICY 134 (Cont.)~~

~~The need for further measures to improve conditions for pedestrians and vehicles will be kept under review and, in particular, will be required in connection with the redevelopment of the Marconi and timber yard site (see Policy 138).~~

## Policy Intention 32 Hatfield Road Improvements

The District Council, in consultation with the County Council, will investigate and seek to implement improvements to the following junction:

Hatfield Road junction with  
Clarence Road/Stanhope Road.

## Hill End/Cell Barnes Hospitals Redevelopment

18.15 Highway proposals (in addition to *Policy 134*) concerning this major redevelopment scheme are considered in *Policy 137*.

## ~~POLICY 134 HATFIELD ROAD IMPROVEMENTS~~

~~The District Council, in consultation with the County Council, proposes to introduce the following traffic management measures to improve traffic flow along Hatfield Road, whilst providing a safe and convenient pedestrian environment:~~

<del>SITE REF.</del>	<del>PROPOSAL</del>
<del>J.6</del>	<del>improvement to the junction of Hatfield Road with Ashley Road/Beechwood Avenue (see paragraph 5.11).</del>
<del>J.7</del>	<del>improvement to the junction of Hatfield Road with Colney Heath Lane.</del>
<del>J.9</del>	<del>mini roundabout at the Hatfield Road/Sutton Road junction.</del>

## Traffic Management

18.16 The presence of unnecessary traffic on residential roads is viewed as one of the key environmental problems within the Fleetville area. The implementation of traffic management measures is aimed at separating through traffic from local traffic and reducing the possible adverse impact of major development.

## ~~POLICY 135 TRAFFIC MANAGEMENT~~

~~Within the Housing Priority Areas (Policy 133) and other residential areas, the Council will prepare environmental traffic management measures. The following scheme is shown on the Inset Map to enable some residents to park off-street:~~

<del>REF.</del>	<del>PROPOSAL</del>
<del>TM.1</del>	<del>Rear access to Castle Road</del>

## Pedestrians and Cyclists

18.17 The Council is concerned to ensure that pedestrians, cyclists and the disabled are provided with a safe, convenient and attractive environment and that every opportunity is taken to achieve this. New developments should provide facilities for pedestrians, cyclists and the disabled where appropriate.

### ~~POLICY 136 PEDESTRIANS AND CYCLISTS~~

~~The following proposed footpath/ cycleway is shown on the Inset Map:~~

~~The Camp (Springfield Road to Drakes Drive)~~

~~Proposals for a footpath/cycleway in the Hill End and Cell Barnes Hospitals redevelopment are contained in Policy 137 (v).~~

~~Within new developments, the Council will seek safe and convenient routes for pedestrians and cyclists where appropriate.~~

## SHOPPING AND SERVICE USES

18.18 Chapter 6 of this Plan provides guidance on shopping and service uses and the following policies are relevant:

**Policy 51: Shopping and Service Uses, Overall Strategy.** Fleetville is classified as a neighbourhood centre. The importance of maintaining and enhancing existing centres is stressed.

**Policy 54: Shopping Development in Neighbourhood Centres.** The Council recognises the importance of the Fleetville centre for food and other shopping needs, including local service needs. The shopping centre is sub-divided into:

- (i) Primary shopping frontages;
- (ii) Class 'A' frontages.

**Policy 55: Local Shopping Facilities.** This policy defines the following as local shopping centres which cater for daily shopping needs:

REF.	LOCATION
LC.10	399-421 and 444 Hatfield Road
LC.11	211-217 and 243-249 Camp Road
LC.12	91-205 Cell Barnes Lane
LC.13	Proposed new centre at Hill End/Cell Barnes ( <i>see Policy 137</i> )

**Policy 56: Loss of Retail Floorspace.** The main aim of this policy is to retain the vitality and viability of shopping frontages. At least 90% of each Primary Shopping Frontage should remain in retail use.

**Policy 57: Service Uses.** In Fleetville Neighbourhood Centre, uses such as banks, estate agents and restaurants are generally acceptable in Class 'A' frontages. In Primary Shopping Frontages, proposals will be assessed against the percentage limit defined in Policy 56. In local centres, service uses are acceptable only if sufficient shops remain to cater for the daily needs of the local population.

**Policy 58: Major Retail Development Outside Existing Town Centres.** A supermarket is proposed on the Marconi and timber yard site (*see Policy 138*).

## SOCIAL AND COMMUNITY SERVICES

18.19 The following policies in Chapter 7 of this Plan are particularly relevant to Fleetville:

**Policy 61: Redundant Hospitals in the Green Belt, Change of Use.** This policy refers particularly to Hill End/Cell Barnes Hospitals. Detailed policy guidance for these hospitals is contained in ~~Policy 137~~ below.

**Policy 62: Community Care.** This policy provides guidance for residential care facilities needing planning permission.

## DESIGN AND ENVIRONMENT

18.20 Chapter 8 contains District-wide policies on various issues including:

**Policy 70:** Design and layout of new housing.

**Policy 72:** Extensions in residential areas.

#### Policy 74: Landscaping.

Within Fleetville, the Council is particularly concerned to improve the environment of the Housing Priority Areas (see ~~Policy 133~~) and the following areas:

### Project 21 Hatfield Road and Camp Road, Environmental Enhancement Schemes

The Council will prepare environmental enhancement schemes for the road sections listed below:

- (i) Hatfield Road (Fleetville Recreation Ground and Neighbourhood Centre);
- (ii) Camp Road (St. Albans Rubber Company to the disused railway line embankment).

The enhancement schemes will concentrate on improving the visual environment of these road frontages.

## CONSERVATION AND HISTORIC BUILDINGS

18.21 The western part of the Inset Map around Clarence Road is contained within the St. Albans Conservation Area (see *Policy 85*).

## LEISURE

18.22 District-wide leisure policies appear in Chapter 10 of this Plan. Particular policies are noted below:

**Policy 91: Location of Leisure Facilities.** This policy provides guidance on the location of new leisure facilities according to their intensity of use.

~~**Policy 94: Public Open Space Provision in New Residential Areas.**~~ Fleetville has several large areas of public open space including Clarence Park, Longacres Recreation Ground and Cunningham Hill Recreation Ground. There are two sites where substantial new housing developments are proposed and new areas of public open space will be included. These are:

REF.	LOCATION
OS.11	Sutton Road Sidings
OS.12	Hill End/Cell Barnes (see also <del>Policy 137</del> ).

## TOURISM

18.23 This topic is covered by Chapter 11 of this Plan. There is some pressure for bed and breakfast and guest house accommodation in Fleetville and the following policy is relevant:

**Policy 99: Overnight accommodation and ancillary facilities.** This policy provides guidance on the provision of overnight visitor accommodation.

## PART 3: THE POLICY AREAS

### HILL END AND CELL BARNES HOSPITALS

#### Introduction

18.24 Hill End and Cell Barnes Hospitals occupy adjoining sites on the south-eastern fringe of St. Albans. Both hospitals are located within the Metropolitan Green Belt and extend to a combined area of some 53 hectares:

- (i) Hill End: This property comprises a 90 years old purpose-built psychiatric hospital in extensive and well landscaped grounds. There are some 48,000 square metres (gross external) of buildings on a site of 25 hectares;
- (ii) Cell Barnes: This hospital was developed in the 1930s and provides care and treatment for people with a mental handicap. The premises provide a total of some 30,500 square metres (gross external) of buildings on a site of 27 hectares.

18.25 Both sites are accessed from the north via Hill End Lane and from the south via Nightingale Lane or Highfield Lane.

18.26 The Health Authority has indicated that, with the implementation of community based care for mental health services (see *para 7.7*), there will be a gradual contraction of hospital facilities on both sites leading to a phased release of land between 1994 and

1998. It is the aim of the NHS Trusts responsible for Hill End and Cell Barnes to provide a community-based service, which will enable the existing hospitals to be closed, although a small amount of land at both hospitals is expected to be retained for community care purposes. The selling of these assets as they become redundant will enable the Health Authority to implement the Community Care policy. It must be recognised that, as closure of the hospitals is partially dependent upon the provision of new facilities elsewhere, the closure programme may change.

## Policy Background

18.27 Hertfordshire County Structure Plan 1986 Review, Policy 53, referred to the need to consider proposals for redundant hospital sites in accordance with Department of the Environment Circular 12/87, (now superseded by Circular 12/91). Structure Plan Policy 60 included an indicative figure of 2,500 houses on hospital sites within the Green Belt in Hertfordshire.

18.28 The Approved Structure Plan Alterations 1991, Policy 60, included an assumption of 750 dwellings for Hill End/Cell Barnes and/or the

Napsbury Hospital site in the indicative 7,200 dwelling increase figure for St. Albans District in the period 1986-2001.

18.29 Having regard to Guideline 1 of former Circular 12/87, concerning the re-use of existing buildings within accepted Green Belt categories, the Health Authority marketed Hill End, Cell Barnes and Napsbury Hospitals in 1988. A very limited response was generated from prospective institutional users. However, between November 1991 and January 1992 a further institutional marketing exercise was carried out by the Health Authority. Guideline (a) of Circular 12/91 requires the owners to market the property for a suitable Green Belt user and Guideline (b) for a use that will retain the existing buildings. Both these exercises have been carried out and the District Council is satisfied that there is little or no prospect of viable use of the sites as a whole under these guidelines. The Circular advises that redevelopment can then be considered under Guideline (c).

18.30 The District Council considers that a number of buildings are of architectural value and worthy of retention, some being examples of late-Victorian architecture which should be refurbished where practical.



*Hill End Hospital*



Cell Barnes Hospital

## ~~POLICY 137~~ ~~HILL END AND CELL BARNES HOSPITALS~~ ~~REDEVELOPMENT~~

~~Proposals for the re-use and redevelopment of land and buildings at Hill End and Cell Barnes Hospitals, as defined on the Fleetville Inset Map, will be considered in the light of the guidance in Department of the Environment Circular 12/91. The District Council is satisfied that Guidelines (a) and (b) of Circular 12/91 have been met, and are pursuing a mixed re-use and redevelopment of the site.~~

~~The District Council has co-operated with the Health Authority in preparing a Planning Brief for the site, which outlines the nature of the proposals and how they are to be implemented. The Planning Brief will be incorporated within a Planning Agreement with the Health Authority and will form~~

~~the basis for determining any applications. The following principles were taken into account in the preparation of the Planning Brief:~~

- ~~(i) **Replacement Floorspace**  
Where existing buildings are unsuitable for conversion, the aim in any redevelopment should be that the impact on the Green Belt is no greater than that of the existing development. The new buildings should not normally occupy a larger area of the site nor exceed the height of the existing buildings. The impact on the Green Belt of the character and dispersal of new buildings will be assessed;~~

## ~~POLICY 137 (Cont.)~~

### ~~(ii) Buildings to be Retained~~

~~The following buildings are considered by the District Council to be of architectural and historic interest and worthy of retention and conversion:~~

#### ~~Hill End Hospital~~

~~Alexander and Anderson Wards  
Anson and St. Albans Wards  
Chapel  
Doctors residence  
Main entrance~~

#### ~~Cell Barnes Hospital~~

~~Nursing Home (original house)~~

~~Any use compatible with adjoining development as proposed in the planning brief should be considered.~~

### ~~(iii) Land Uses~~

~~In determining the mix of land uses for the site, the need for the viability of the following facilities should be considered and, where justified, accommodated within the site layout:~~

#### ~~a) Health Authority Use~~

~~land and buildings to be retained by the Health Authority shall be defined;~~

#### ~~b) Housing~~

~~re-use of the site for housing development is preferred. Such provision will count towards the 1986-2001 housing supply figure of 7,200 in Policy 3. A mix and balance of house types will be sought to meet a range of housing needs and a quota of affordable housing will be negotiated in accordance with Policy 7A;~~

#### ~~c) Shopping and Community Facilities~~

~~local shopping centre;~~

~~recreation centre including sports hall, bar and community rooms;~~

~~general practitioners' clinic;~~

~~other facilities may be provided, such as a public house, arts centre, play groups or meeting hall~~

#### ~~d) Primary School~~

### ~~e) Public Open Space~~

~~As stated in (i) above, new buildings shall not normally occupy a larger area of the site than the existing buildings. Thus, in order to preserve the amenity of the area, those parts of the site that are not retained or redeveloped shall remain open and be used for public open space purposes. Children's play areas will be provided within the housing areas according with the Council's standards (see paragraphs 10.12 and 10.13). Further allotments could be provided on the Council allotment site at Hill End should the demand arise;~~

### ~~(iv) Landscape~~

~~An important aim is to enhance the amenity value of the site as a whole.~~

~~Important trees on the site shall be retained as shown by the tree preservation order.~~

~~The location of new buildings shall be decided having regard to the main features of the landscape and the need to integrate new development with its surroundings.~~

~~A new landscape "buffer" shall be provided around the southern and eastern edges of the new development in order to form a well-defined boundary between future housing and the countryside.~~

~~New structure planting shall also be provided within the site and existing planting along Hill End Lane shall be supplemented. Opportunities for landscape improvement through the Community Forest initiative will also be investigated (see Policy 143A);~~

### ~~(v) Road Network~~

~~Necessary improvements to the road network for the development will need to be agreed with the highway authorities concerned. Planning permission will not be granted before a planning agreement is concluded to provide the necessary improvements.~~

~~The possibility of protecting an alignment for a St. Albans eastern by-pass through or to the east of the hospitals site will be taken into account. The need for such a by-pass will be considered in the St. Albans Transportation Study (see Project 1). Such consideration will be a separate issue which will not delay development of the hospitals site.~~

~~Continued on page 216~~

## ~~POLICY 137 (Cont.)~~

~~The proposed highway network will provide a new link to London Road and a connection to Hatfield Road via the existing highway with improvements where necessary. A new link(s) to Drakes Drive may be needed if an overall traffic benefit is demonstrated. Other off-site highway works will include the junction improvement schemes in Policy 134. Provision shall be made for a footpath/cycleway through the site as an extension to the partially completed cycleway through the Camp housing area (see Policy 136).~~

## ~~POLICY 138 (Cont.)~~

~~(ii) retail;~~

~~(iii) housing (part of site only).~~

~~Any redevelopment scheme should be of suitable scale and appearance and should contribute to traffic, parking and pedestrian improvements on Hatfield Road and adjacent streets where appropriate. Proposals should include measures contributing to the Hatfield Road element of Project 21 (Hatfield Road and Camp Road, Environmental Enhancement Schemes). Landscaping will be required particularly along the Hatfield Road frontage and redevelopment of the site should make provision to enhance the Alban Way footpath/cycleway running to the south of the site.~~

## MARCONI AND TIMBER YARD SITE, HATFIELD ROAD

18.31 This site (2.25 hectares) is well located in relation to the Fleetville neighbourhood shopping centre. Marconi have vacated their part of the site. The Council considers that the site should be redeveloped in a manner consistent with the Plan's objectives for Fleetville. The foremost considerations in assessing proposals for the site are local employment generation and improving the environment, thus enabling the site to make a positive contribution to the street scene in Hatfield Road. Housing is an appropriate form of redevelopment, but not over the whole of the site, as to meet the particular local requirements of the Fleetville area the site should provide some employment.

18.32 Safeway have now gained planning permission to develop the site for a food supermarket. The proposal includes highways improvements and traffic calming, together with environmental improvements to Hatfield Road and the Alban Way footpath/cycleway.

## ~~POLICY 138 MARCONI AND TIMBER YARD SITE, HATFIELD ROAD, FLEETVILLE~~

~~Proposals for the redevelopment of the site shown on the Inset Map must take account of the objectives for Fleetville set out in paragraph 18.2 of the Plan.~~

~~The following uses or mix of uses are appropriate:~~

~~(i) business use or other appropriate employment uses;~~

# 19.0 LONDON COLNEY

- Part 1: **Introduction**
- Part 2: **The Policies.** The overall District Plan policies apply throughout London Colney. However, more detailed policy guidance is required in certain respects.
- Part 3: **The Policy Areas.** These contain Policy Area statements covering the Napsbury Hospital site and sites at High Street/Haseldine Road, Barnet Road and White Horse Lane.

## PART 1 : INTRODUCTION

19.1 This section provides detailed policy guidance for the village of London Colney and the Napsbury area. The Council's policies and proposals are shown on the London Colney Inset Map. As explained in the Preface, the Inset Map forms part of the District Plan Review Proposals Map. Figure 19 overleaf defines the boundaries of the Inset Map and the Policy Areas.

19.2 The following are the objectives for the area:

1. **Environment:** to improve the physical environment and, in particular, to provide safer road crossing and to reduce through traffic, especially heavy vehicles.
2. **Shopping:** to maintain a viable neighbourhood shopping centre following the opening of the Savacentre.
3. **Napsbury Hospital:** to ensure that redevelopment of surplus Health Authority land is in accordance with Circular 12/91.
4. **Surrounding countryside:** to retain Green Belt land, maintain the separation of London Colney and surrounding settlements, achieve landscape enhancement, improve public access and provide for recreational needs.

## PART 2: THE POLICIES

### METROPOLITAN GREEN BELT

19.3 Part of the Inset Map area, including the site of Napsbury Hospital (*see Policy 139*), is within the

Metropolitan Green Belt and protected from inappropriate development by Policy 1 of this Plan. London Colney is excluded from the Metropolitan Green Belt. In this Plan, adjustments to the Green Belt boundary have been made at Barnet Road, White Horse Lane, the form Alcan Playing Field and to the rear of 357-363 High Street (*see Appendix*).

## SETTLEMENT STRATEGY

19.4 London Colney is classified as a specified settlement in Policy 2 of the Plan. The Council's strategy is that proposals in specified settlements must be compatible with the maintenance and enhancement of their character and Green Belt boundaries.

## HOUSING

19.5 According to the 1991 Census, London Colney has a resident household population of some 6,900 and 2,700 private households.

19.6 Chapter 3 contains the District Plan's overall housing policies. However, the following are particularly relevant to the Inset Map area:

**Policy 5: New housing development in specified settlements.** Housing proposals should comply with this policy. A schedule of proposed housing sites is included in Policy 5 and there are 6 sites (RL.2 - RL.8) within the Inset Map area.

**Policy 9: Non-residential uses within residential areas.** The expansion of non-residential uses in housing areas will normally be refused.

**Policy 10: Loss of existing dwellings.** Existing dwellings should normally be retained.

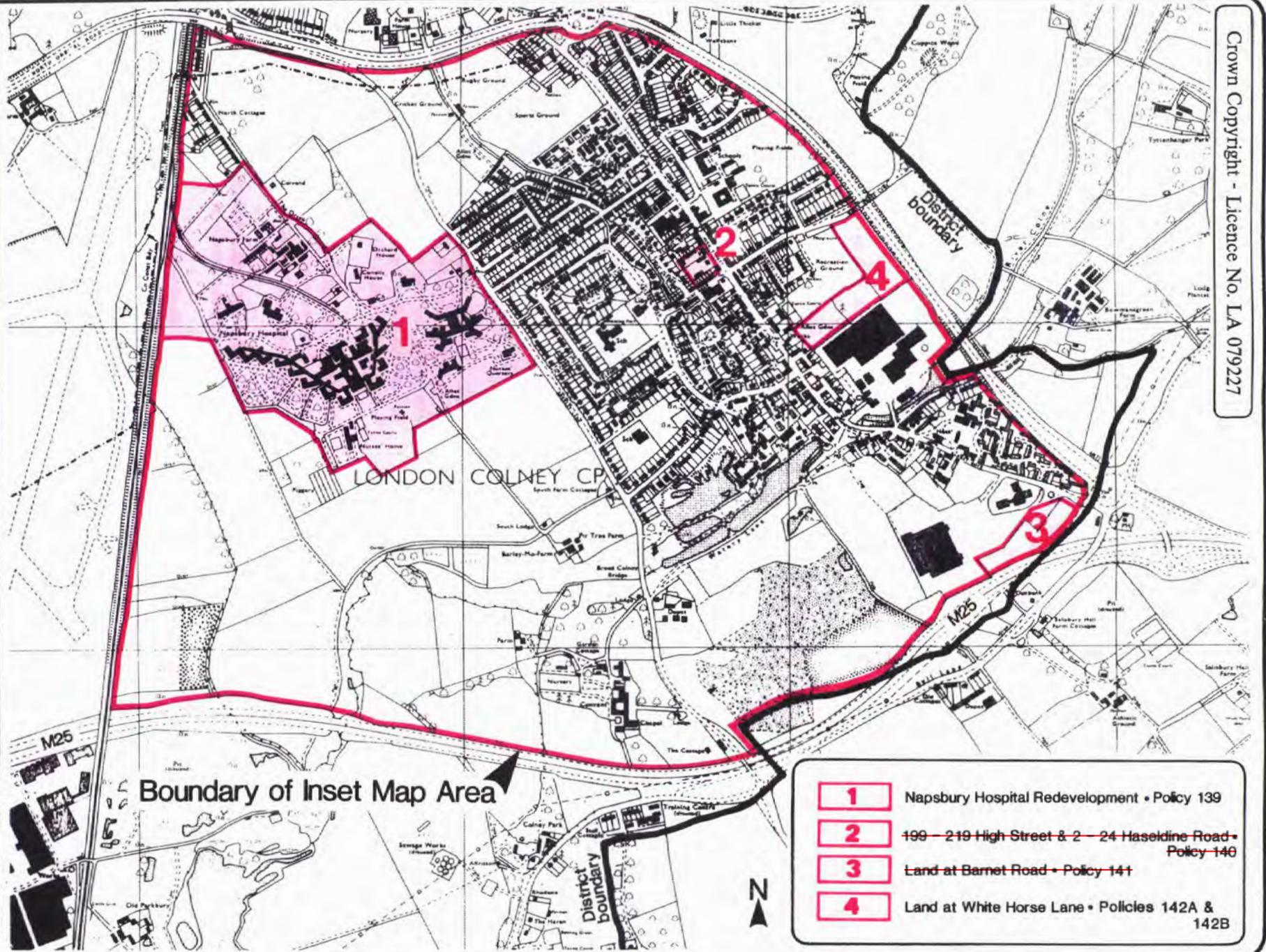
**Policy 11 : Residential conversion.** Conversion will normally be encouraged provided satisfactory standards of development are achieved.

## EMPLOYMENT

19.7 The main employment area is the Riverside Industrial Estate. In the Barnet Road area older manufacturing industries, including aluminium smelting, have moved away and redevelopment is under way. Over 900 jobs have been created by the Savacentre hypermarket and planning permission has

# LONDON COLNEY

Figure 19



been granted for business use or housing on the former Halsey's Sawmill site.

19.8 There are a number of badly sited industrial uses, which cause particular local environmental and traffic problems. One of these, 199-219 High Street, has been allocated for a mix of environmentally acceptable uses including modern business use development (see ~~Policy 140~~). An extension to the Riverside Industrial Estate is proposed in Policies 142A and 142B to provide mainly for new industrial and storage uses.

19.9 District-wide employment policies can be found in Chapter 4 of this Plan. The following policies are particularly relevant:

**Policy 20: Development in Employment Areas.** This policy contains a schedule of employment areas and there are 4 sites (EMP.16-EMP.19) within the Inset Map area, including a possible extension to the Riverside Estate.

~~**Policy 21: Storage and Distribution.** This policy states that storage and distribution development will not normally be permitted except at the Riverside Estate, listed as EMP.18 in Policy 20.~~

**Policy 23: Business Use Development.** Business use will be restricted mainly to the Policy 20 sites and 199-219 High Street.

**Policy 24: Unallocated Employment Sites.** Extensions and comprehensive redevelopment for business use purposes may be permitted where environmentally acceptable on unallocated sites not covered by Policy 20 or 23. However, in some locations, housing use will be favoured if redevelopment is proposed.

## TRANSPORTATION

19.10 District-wide transportation policies can be found in Chapter 5 of this Plan. Guidance is given below on matters relating specifically to London Colney.

### Lorries

19.11 A total ban on vehicles in excess of 7.5 tonnes has been introduced on the residential roads between High Street and Shenley Lane (see *Figure 20 overleaf*). However, there is still considerable local concern about the amount of lorry traffic using Barnet Road and High Street. The following policy intention seeks to address the problems. Also, ~~Policy 142A~~ contains a proposal for a new road access from the Riverside Industrial Estate to the A1081, which will enable measures to be introduced to restrict the

existing access road to the industrial estate from Barnet Road.

## Policy Intention 33 Lorry Controls

It is the District Council's intention, in consultation with the County Council, to consider the need for controls on lorry movement along the High Street.

### Pedestrians

19.12 As in many urban areas, there are problems of potential conflict between pedestrian safety and the movement and access needs of vehicles. The following measures are proposed in order to reduce the risk of accidents.

## Project 22 Traffic Management and Pedestrian/ Environmental Enhancement

The District Council will investigate measures to reduce pedestrian/vehicle conflict and improve the pedestrian environment, particularly in the neighbourhood centre area of High Street/Haseldine Road.

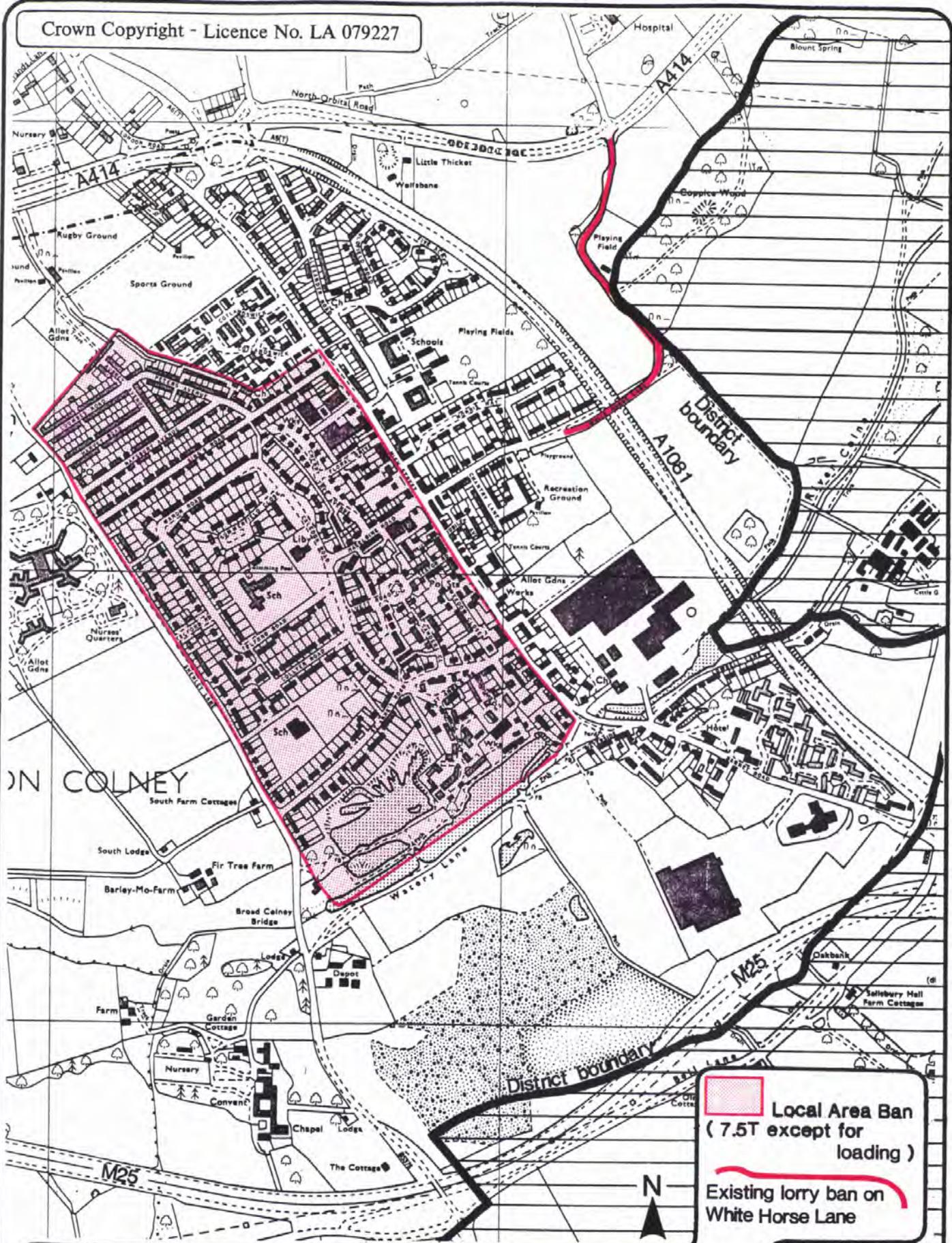
## SHOPPING AND SERVICE USES

19.13 Chapter 6 of this Plan provides guidance on shopping and service uses and the following policies are relevant:

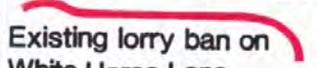
**Policy 51: Shopping and Service Uses, Overall Strategy.** London Colney is classified as a neighbourhood centre. The importance of maintaining and enhancing existing centres is stressed.

**Policy 54: Shopping Development in Neighbourhood Centres.** The Council recognises the importance of the centre for food and other shopping needs, including local service uses. The shopping centre is sub-divided into:

- (i) Primary shopping frontages;
- (ii) Class A frontages.



 Local Area Ban  
( 7.5T except for  
loading )

 Existing lorry ban on  
White Horse Lane

# LORRY CONTROL MEASURES LONDON COLNEY

**Figure  
20**

The policy will be carefully monitored because of concern about the possible loss of retail and service uses which could lead to a decline of the centre, now that Savacentre has opened.

**Policy 55: Local Shopping Facilities.** This policy defines the shops at 1-5 Shenley Lane, London Colney, as a local centre. This centre has an important function in catering for daily shopping needs and the policy seeks to ensure its continued viability.

**Policy 56: Loss of Retail Floorspace.** The main aim of this policy is to retain the vitality and viability of shopping frontages. At least 90% of each Primary Shopping Frontage should remain in retail use.

**Policy 57: Service Uses.** Uses such as banks, estate agents and restaurants are generally acceptable in Class A Frontages. In Primary Shopping Frontages, proposals will be assessed against the percentage limit defined in Policy 56. In local centres, service uses are acceptable only if sufficient shops remain to cater for the daily needs of the local population.

## SOCIAL AND COMMUNITY SERVICES

19.14 The following policy in Chapter 7 of this Plan has relevance to London Colney:

~~**Policy 61: Redundant Hospitals in the Green Belt Change of Use.** This policy refers particularly to Napsbury Hospital. Detailed policy guidance for the hospital is contained in Policy 139 below.~~

## DESIGN AND ENVIRONMENT

19.15 Chapter 8 contains District-wide policies on various issues including:

**Policy 70:** Design and layout of new housing.

**Policy 72:** Extensions in residential areas.

**Policy 74:** Landscaping.

## CONSERVATION AND HISTORIC BUILDINGS

19.16 Chapter 9 contains the District Plan's overall policies on conservation and historic buildings. The following are worthy of particular note:

### **Policy 85: Development in Conservation Areas.**

The historic core of the original village was designated as a conservation area in 1974, the focal point of this being Telford's Bridge over the River Colne. Policy seeks to ensure that development in the conservation area is of a high standard of design and is sympathetic to the character of the area.

### **Policy 86: Buildings of Special Architectural or Historic Interest.**

There are currently 22 buildings within the Parish of London Colney which have been 'listed' by the Department of the Environment. Over half are 16th century to early 19th century buildings, located within the conservation area. There is a further group of listed buildings to the south-west of the village, comprising All Saints Pastoral Centre and associated buildings dating from the early part of this century.

**Policy 87: Locally Listed Buildings.** In addition to the statutorily listed buildings, there are a number of 18th and 19th century buildings within the conservation area. These "Locally Listed" buildings are protected by Policy 87.

## LEISURE

19.17 District-wide leisure policies appear in Chapter 10 of this Plan. Particular policies are noted below:

**Policy 91: Location of Leisure Facilities.** This Policy provides guidance on the location of new leisure facilities according to their intensity of use.

**Policy 93: New Areas of Public Open Space.** London Colney has two main areas of public open space, the Morris Recreation Ground and the Cotlandswick sports ground off Shenley Lane. An extension is proposed to the Morris Recreation Ground in order to meet the needs of the area and maintain the land, in open use, (*Ref. OS.8*). Also a new area of public open space is proposed as part of the Napsbury Hospital redevelopment (*see Policy 139*).

~~**Policy 94: Public Open Space Provision in New Residential Areas.** A new area of public open space, south of Willowside, is proposed in this policy to serve the proposed new housing site (*Policy 4 - Ref. RL.5*). The open space will contain play equipment.~~

**Policy 143: Land Use Proposals within the Upper Colne Valley.** Parts of the Inset Map to the south of London Colney are within the Upper Colne Valley and this policy defines specific sites and proposed uses including leisure (*see para. 19.20*).

## COUNTRYSIDE

19.18 Chapter 12 contains the District Plan's overall Countryside policies. The following policies are relevant to the Inset Map area:

**Policy 102: Loss of Agricultural Land.** Most of the agricultural land within the Inset Map area is Grade 3, although there is a small area of Grade 2 in the south (see Figure 12). This policy outlines the criteria against which proposals involving the loss of agricultural land will be assessed.

~~**Policy 105: Landscape Development and Improvement.** This policy seeks landscape improvement in damaged and unattractive areas of the Green Belt. The countryside surrounding London Colney is shown within the Landscape Development Area on the Inset Map.~~

**Policy 106: Nature Conservation.** The following site is designated as a nature reserve on the Inset Map.

REF.	LOCATION
NR.2	Broad Colney Lakes

## ARCHAEOLOGY

19.19 Chapter 14 provides a policy framework for sites of archaeological significance. The following are relevant to the Inset Map area:

**Policy 109: Scheduled Ancient Monuments.** The most important sites are classified as Ancient Monuments and are protected by Policy 109. Within the Inset Map area, there is one ancient monument, namely the Colney Chapel moated site (Ref.AM.15).

**Policy 111: Areas of Archaeological Significance - Sites where Planning Permissions may be Subject to a Recording Condition.** These are sites where preservation is not necessary, but recording prior to any proposed development may be essential. The following sites are within the Inset Map area: AS.R.37, AS.R.43 and AS.R.44.

## THE UPPER COLNE VALLEY

19.20 The Inset Map lies within the boundary of the Upper Colne Valley project area. A policy statement for the project is contained in Chapter 20. The aim of the project is to improve visually damaged landscape and encourage provision for recreation. The

creation of an Upper Colne Valley walk is under way as shown on Figure 21. There is one site within the Inset Map area covered by Policy 143 as set out below:

### Policy 143: Land Use Proposals within the Upper Colne Valley.

REF.	SITE NAME	PROPOSED LAND USE
UCV.11	land at the Pastoral Centre	agriculture or forestry

## PART 3 :THE POLICY AREAS

### NAPSBURY HOSPITAL SITE

#### Introduction

19.21 Napsbury Hospital is located within the Metropolitan Green Belt to the west of London Colney. It is a psychiatric hospital, whose main buildings are important examples of Edwardian architecture set within mature landscape grounds. The Health Authority has indicated that with the implementation of community based care for mental health services (see paragraph 7.7), there will be a gradual contraction of hospital facilities. This will result in a phased release of land and buildings. Many buildings are already vacant. The selling of these assets for alternative uses will assist the Health Authority in implementing the community care policy.

19.22 The hospital site, excluding North Cottages, extends to approximately 60 hectares (148 acres) and comprises some 78,900 sq. metres of buildings. Access to the site is from two points on Shenley Lane.

#### Policy Background

19.23 Napsbury Hospital is affected both by Government guidance in Circular 12/91 and the strategic policies of the Hertfordshire County Structure Plan. Para. 18.28 above explains the context provided by the Structure Plan Alterations 1991.

#### Redevelopment Proposals

19.24 The hospital is expected to close completely in 1996. As there is little prospect of viable use of the site as a whole under guidelines (a) or (b) of Circular 12/91, the District Council is pursuing a

redevelopment scheme with some re-use of existing buildings where possible. The main elements to be considered in the re-use of the site are outlined below:

(i) **Landscape and buildings**

The hospital buildings are important examples of Edwardian architecture and there are a number of buildings which the District Council considers are worthy of retention and should be re-used if possible. Details of the future use of these buildings will be determined in the planning brief. The existing mature landscaped grounds are important and should be conserved.

A tree survey will be undertaken with the aim of serving a tree preservation order. Opportunities for landscape improvement through the Community Forest initiative (see Policy 143A) will also be investigated;

(ii) **Green Belt Gap**

The maintenance of a strategic Green Belt gap between St. Albans and London Colney is an important objective. The County Council land north of the hospital site is contained within the Landscape Development Area under ~~Policy 105~~ and should remain in an open use;

(iii) **Minerals**

The County Council owned land to the south of the hospital is mineral bearing and the County Council is considering possible extraction from this area as part of the Hertfordshire Minerals Local Plan;

(iv) **Land Uses**

A mix development is preferred with housing as the primary use. The District Council has requested the County Council to look at the future of the site again as part of the next Structure Plan Review;

(v) **Highways**

A primary consideration indicated by the Health Authority is the need for any scheme to be contained within the capacity of the existing road system, or require only such modifications as can be accommodated within land under the control of the Health Authority or within the highway boundary.



*Napsbury Hospital - Administrative Block and Clock Tower*

## **POLICY 139 NAPSBUURY HOSPITAL REDEVELOPMENT**

**Proposals for the re-use and redevelopment of redundant land and buildings at Napsbury Hospital will be considered in the light of the guidance in Department of the Environment Circular 12/91. Proposals for partial redevelopment shall be put forward in the context of comprehensive, long-term plans for the site as a whole.**

**The District Council is pursuing a mixture of conversion and redevelopment in the context of guidelines (b) and (c) of Circular 12/91.**

**Continued on page 224**

## POLICY 139 (Cont.)

The District Council will co-operate with the Health Authority in the preparation of a Planning Brief for the site, outlining the nature of the proposals and how they are to be implemented. The Planning Brief will be incorporated within the Planning Agreement with the Health Authority and will form the basis for determining any planning applications. The following principles will be taken into account in the preparation of the Planning Brief:

(i) **Replacement Floorspace**

The impact of any redevelopment on the Green Belt shall be no greater than that of the existing development. The new buildings shall not normally occupy a larger area of the site nor exceed the height of the existing buildings. An assessment will be made of the impact of the character and dispersal of new dwellings on the Green Belt and the existing landscape;

(ii) **Buildings to be Retained**

The following buildings are considered by the District Council to be of architectural and historic interest and worthy of retention and conversion:

**West Hospital**

Administrative Block and Clock Tower  
Water Tower  
Forsythia and Fir  
West Hall  
Hawthorn and Hornbeam

**East Hospital**

Central/Front Administrative Building  
East Hall  
Arbutus, Azalea, Beech and Blackthorn  
Wards  
Orchard House  
Shenley Lane Lodge

Any use compatible with adjoining development as proposed in the Planning Brief should be considered;

(iii) **Land Uses**

The predominant use of the site will be for housing and the Council will seek to negotiate an element of affordable housing in accordance with Policy 7A. In addition, the following mix of uses will also be considered commensurate with the capacity of the site in environmental and highway terms and guideline (c) of Circular 12/91:

- a) **Health Authority Use**  
Land and buildings to be retained by the Health Authority shall be defined;
- b) **Employment Use**  
Provision for Class B1 uses including accommodation for small firms. The re-use of retained buildings should be investigated (*see (ii) above*);
- c) **Hotel**  
The feasibility of an hotel shall be considered, to meet business and tourist visitor needs. The re-use of a retained building should be investigated (*see (ii) above*);
- d) **Leisure and Recreation**  
Leisure facilities shall be provided in the proposed Community Forest area (*see e) below*);
- e) **Landscape and Public Access**  
The site and land to the north and south is within the designated Landscape Development Area (*see Policy 105*). An important aim is to enhance the amenity value of the site as a whole. Mature trees shall be retained and a tree preservation order will be prepared as part of the planning brief. The environs of the buildings shall be used for Community Forest purposes (*see Policy 143A*) and will require substantial phased tree planting at an early stage by planning condition or legal agreement. Landscape screening of any new development will be required, particularly from London Colney, the A414 and the railway line. Proposals shall take into account the need to facilitate public access and opportunities will be taken to provide footpath/cycleways including recreational routes.
- (iv) **Highway Network**  
The overall type and scale of development must be capable of being accommodated within the capacity of the existing road network, subject to minor improvements which will need to be agreed with the Highway Authorities concerned. Planning permission will not be granted before a planning agreement is concluded to provide the necessary improvements. The traffic impact upon Shenley Lane, London Colney and residential roads in London Colney and southern St. Albans and the environmental effects upon the Metropolitan Green Belt must be minimised. Traffic management/calming measures between London Colney High Street and Shenley Lane are to be achieved by legal agreement. The highway network should also be designed in a manner that allows for the possible future construction of a new railway station close to the old Napsbury Halt.

## HIGH STREET/HASELDINE ROAD, LONDON COLNEY

19.25 This site, as shown on the Inset Map (*Ref. Policy 140*), includes a garage which sells petrol and provides diesel bunkering facilities for lorries. The site also contains vehicle recovery and waste disposal firms and residential use. The Council considers that in order to remove the badly sited uses and improve the visual appearance of the site, a planning brief should be prepared.

19.26 Part of the site (191-197 High Street and 2-24 Haseldine Road) is occupied by Council housing and some private dwellings. It is the aim of the Council to consult these householders before including their houses within the Planning Brief.

19.27 By incorporating the Council's housing into the scheme, a landscaped public area could be provided at the High Street/Haseldine Road junction, giving a central focus to the neighbourhood shopping centre. Furthermore, some new development adjacent to the landscaped area would provide a link between the existing shops in the High Street and those in Haseldine Road.

19.28 To achieve the above, however, satisfactory replacement housing would be needed for any Council properties displaced. Also, appropriate provision, including financial measures would need to be agreed where private householders may be involved.

19.29 A comprehensive redevelopment of the *Policy 140* site is preferred. To achieve this, the existing badly sited uses would need to find alternative sites or be extinguished. The Council considers that a possible new location for these uses is on land adjacent to Savacentre at Barnet Road (*see Policy 141*).

### ~~POLICY 140 191-219 HIGH STREET AND 2-24 HASELDINE ROAD, LONDON COLNEY~~

~~In order to enable the comprehensive redevelopment of the site shown on the Inset Map and achieve environmental benefits, the District Council will prepare a Planning Brief.~~

~~Council and private housing at 191-197 High Street and 2-24 Haseldine Road may be incorporated within the planning brief, subject to the results of consultation with the tenants and householders concerned. The following mix of uses shall be included:~~

### ~~POLICY 140 (Cont.)~~

- ~~(i) business use;~~
- ~~(ii) residential development including possible replacement dwellings;~~
- ~~(iii) service uses (ie. Use Classes A2 and A3).~~

~~The Council will not insist on redevelopment of the whole site in a single phase, but any planning applications must be consistent with the planning brief.~~

## LAND AT BARNET ROAD, LONDON COLNEY

19.30 Between the Savacentre development, the M25 and Barnet Road is an area of land which was located within the Green Belt in the 1985 District Plan. However, the land is now severed from open countryside by the M25 and by the earth bund and tree planting (not yet mature) alongside the motorway. As a result, this site is now surrounded by commercial development and the M25 embankment.

19.31 There are a number of badly sited uses within London Colney, which the Council wishes to see relocated. Several such uses are located on a site at 199-219 High Street (*see Policy 140*) and need to be relocated before development can take place. It is considered that the land at Barnet Road could accommodate some, if not all, of the uses which the Council feels need relocating for the environmental good of the area. Other sites may also need to be found to meet the needs of those firms that cannot be accommodated at Barnet Road. However, current indications are that there are no other sites of the right size and location available to meet the needs of most of these firms.

19.32 The release of this land from the Green Belt is justified for two separate reasons:

- (i) the land is severed from open countryside by the M25 and does not fulfil any Green Belt function;
- (ii) the relocation of badly sited High Street firms would probably not otherwise be achieved.

In order to achieve a package of proposals providing an overall benefit to London Colney, the land has been designated as a Policy Area in the Inset Map. Development of this site will not be permitted unless a satisfactory package of proposals is forthcoming for relocating uses from 199-219 High Street. If such

proposals are brought forward, the Council will permit some other commercial development as defined in the following policy to assist the financial viability of the proposals as a whole.

19.33 Consultation with the Highways Authorities prior to the submission of a planning application is essential, as adequate access to the site could prove difficult to achieve.

## ~~POLICY 141 LAND AT BARNET ROAD, LONDON COLNEY~~

~~The District Council will grant planning permission for the development of land at Barnet Road, London Colney, as defined on the Inset Map, if the following criteria are complied with:~~

- ~~(i) any proposals for the Barnet Road site shall include provision for the relocation of suitable badly sited uses from the 199-219 High Street site (see Policy 140);~~
- ~~(ii) arrangements shall be secured by Planning Agreement to ensure that any badly sited uses from the 199-219 High Street site shall be extinguished or relocated onto the Barnet Road site or such other suitable sites as may be agreed with the local planning authority prior to the development of the uses set out in (iii) below;~~
- ~~(iii) in addition to development permitted under (i) above, provision shall also be made for retail development or other suitable uses compatible with the location close to the M25 and the settlement of London Colney;~~
- ~~(iv) proposals shall comply with the landscaping factors in Policy 74 and shall include provision for a landscape bund adjacent to the M25 boundary;~~
- ~~(v) access and off-site highway works will need to be agreed with the highway authorities.~~

## LAND AT WHITE HORSE LANE, LONDON COLNEY

19.34 The land under consideration is shown as Policies 142A and 142B on the Inset Map and was wholly within the Metropolitan Green Belt in the 1985 District Plan. It comprises part agricultural land, part non-statutory allotments and the remainder is unused. This land, together with the adjoining Morris Recreation Ground, has been released from the Green Belt by this Plan.

19.35 There are a number of planning and highways problems in the White Horse Lane and Riverside Industrial Estate areas of London Colney. Nevertheless, opportunities exist to resolve some of the problems through the District Plan process.

19.36 For some time the District Council has sought, through its planning policies, to extend the open space known as the Morris Recreation Ground. However, it has not been possible to implement the policy because the land involved is not in public ownership and there has been an expectation on the part of the landowners, that planning permission for a non-Green Belt use may be forthcoming.

19.37 As described in paragraph 19.11 above, there are also environmental problems caused by heavy lorries visiting the Riverside Industrial Estate. This problem could be overcome, however, as planning permission has been granted for an access road to the industrial estate from the London Colney by-pass (A1081). This scheme is unlikely to be implemented without private sector finance. Further issues are the special need for a warehouse extension in this particular location and the need for small industrial units for local firms.

19.38 The release of this land from the Green Belt is justified for two reasons:

- (i) the land is severed from open countryside by the London Colney By-pass and does not fulfil any Green Belt function;
- (ii) release of this land would enable the special need for the allocation of development land for a warehouse extension and small industrial units to be met. It also facilitates the provision of a new road link to the By-pass, and additional public open space would not otherwise be achieved.

19.39 The following policies seek to achieve a comprehensive planning and highways solution of overall benefit to London Colney. Development will not be permitted unless satisfactory packages of proposals are forthcoming to provide road access to London Colney By-pass, additional public open space and small industrial development, together with the retention of half the existing allotments. The Council will not insist that planning applications for the ~~Policy 142A~~ and 142B sites are made at the same time as they are in separate ownership.

**~~POLICY 142A  
LAND AT WHITE HORSE  
LANE, LONDON COLNEY -  
RIVERSIDE INDUSTRIAL  
ESTATE~~**

~~In connection with the grant of planning permission<sup>(1)</sup> for an extension of the Riverside Industrial Estate (EMP.18, Policy 20) onto land at White Horse Lane as shown on the Inset Map, the District Council will seek appropriate planning agreements. These agreements will secure the following necessary arrangements and ensure that items (iii) and (iv) are implemented before any buildings are brought into use:~~

- ~~(i) the restriction of employment to class B1(c), B2 and B8 of the Use Classes Order 1987;~~
- ~~(ii) the provision of land between the Morris Recreation Ground and the London Colney By-pass (i.e. at least half of the "Tyttenhanger Field") for recreational uses (see Policy 93);~~
- ~~(iii) a new road access onto the London Colney By-pass (A1081) from the Riverside Industrial Estate, to serve the existing industrial estate and the proposed extension;~~
- ~~(iv) measures introduced, in consultation with the Highway Authority, to restrict the future use of the existing access to the Industrial Estate from Barnet Road by means of a physical 1.98 metre width restriction.~~

~~Any planning permission granted will be subject to a condition requiring the provision of additional landscaping along the north east, south west and north west boundaries of the extended employment area.~~

*Footnote*

~~(1) A development consistent with Policy 142A is now under construction.~~

**POLICY 142B  
LAND AT WHITE HORSE  
LANE, LONDON COLNEY -  
ALLOTMENT LAND**

The District Council will not grant planning permission for development of the non-statutory allotments at White Horse Lane, as shown on the Inset Map, unless a Planning Agreement is entered into to secure the following:

- (i) the retention of at least half of the existing non-statutory allotments (i.e. at least 0.65 hectares);
- (ii) a development of small industrial units, restricted to Class B1(c) of the Use Classes Order, on the remainder of the allotment land.



## 20.0 THE UPPER COLNE VALLEY

20.1 A large tract of Green Belt in the south of the District, together with land in the adjoining Hertsmere Borough and Welwyn Hatfield District, lies in the Upper Colne Valley. Here, the landscape has been severely damaged by sand and gravel workings and dislocated by the construction of the M25. The viability of land which has been restored to low agricultural grade is uncertain. There is increasing pressure to extend the built-up areas. There is also growing demand for land for leisure and tourist purposes. The problems and opportunities presented by the Upper Colne Valley are recognised by the designation of the open land as a Landscape Development Area (*see Policy 105*).

20.2 Under a Hertfordshire County Council initiative, representatives of the local authorities, the Eastern Council for Sport and Recreation, Hertfordshire Groundwork and the Herts. & Middlesex Wildlife Trust are studying the area shown on Figure

21. The aims of the project are to ensure that sand and gravel are worked in a controlled manner, to retain and enhance open landscapes, and to encourage provision for recreation. These aims harmonise with those of the Council expressed in Chapters 10-13 on Leisure, Tourism, Countryside, and Minerals and Waste Disposal.

20.3 Some of the activities of the project working group have immediate results e.g. work on the creation of a right of way close to the River Colne (*see Figure 21*). In contrast, control of sand and gravel extraction, infilling and restoration may span decades and extend beyond the period of the Plan. Long term work includes proposing landscaping and new uses on sites in the District which require improvement. Some of the sites (*see Figure 21*) are already the subject of proposals as set out in the following policy.

### POLICY 143 LAND USE PROPOSALS WITHIN THE UPPER COLNE VALLEY

In order to provide for visual and ecological improvement of the Upper Colne Valley (*see Figure 21*), to accommodate pressures for leisure development and to promote the enjoyment of the countryside, the Council will encourage uses as follows on the sites listed below and shown on the Proposals Map:

REF.	P.M. <sup>(1)</sup>	SITE NAME & LOCATION	CURRENT SITUATION (at date of Plan preparation)	PROPOSED LAND USE AND PLANNING GUIDELINES
UCV.1	3	Land south of Park Street Roundabout	Includes the District Council owned former Park Street Sewage Works which is partly used for an authorised gypsy caravan site. Also farmland owned by the Council.	(i) Low and medium intensity (Type B) leisure uses ( <i>Policies 91 and 96</i> ); (ii) gypsy caravan site to be retained or relocated; (iii) comprehensive scheme required for whole site; (iv) investigation of ground contamination required; (v) planning brief to be prepared, which will include measures to deal with contamination, if necessary; (vi) extensive landscaping required.

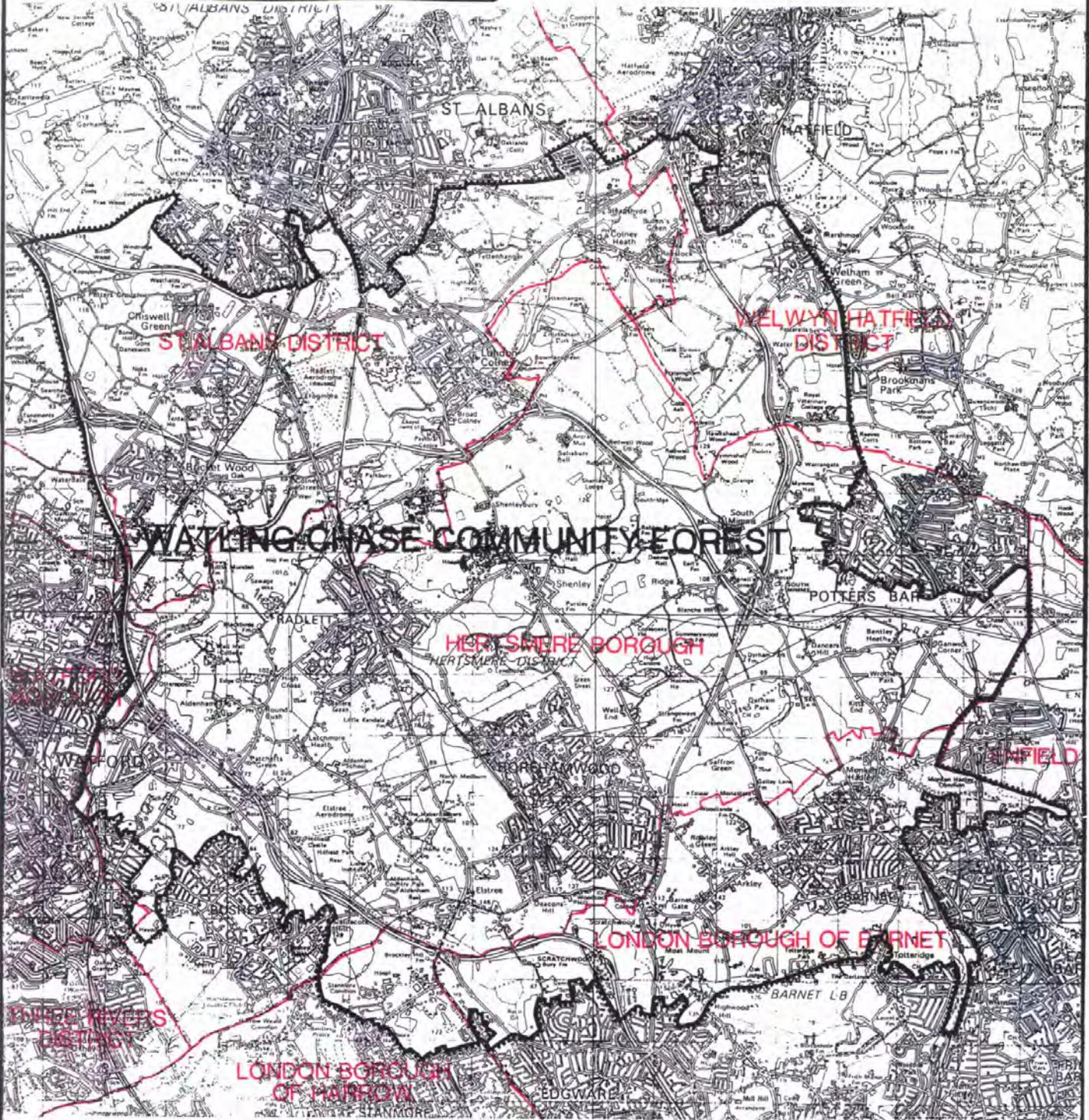
Continued on page 230

## POLICY 143 (Cont.)

REF.	P.M <sup>(1)</sup>	SITE NAME & LOCATION	CURRENT SITUATION (at date of Plan preparation)	PROPOSED LAND USE AND PLANNING GUIDELINES
UCV.2	3/4	"Moor Mill" land between Frogmore and M25	Extensive former sand and gravel working which has been restored in part. Planning permission exists for further tipping to take place on part of site.	Low or medium intensity (Type B) leisure use of a quiet nature, including nature conservation and public open space with extensive landscaping.
UCV.3	4	Radlett Aerodrome	Sand and gravel to be worked by the year 2005 and the land restored.	Low and medium intensity leisure uses ( <i>see Policies 91 and 96</i> ) including water sports. Extensive landscaping required.
UCV.5	4	Land at Napsbury Lane, St. Albans	Mostly unused	Low and medium intensity (Type B) leisure uses compatible with the amenity of nearby residential uses.
UCV.6	4	Birklands playing field, Birklands Lane, St. Albans	County Council playing fields	Public open space if vacated by Hertfordshire County Council.
UCV.7	4	Land at London Road, St. Albans	Agriculture	Landscaped amenity area if ceases to be farmed.
UCV.8	4	Harper Lane Quarry complex, Colney Street	Active major sand and gravel extraction site. Part of area restored and part being restored to agriculture and woodland. There is a permanent railhead for aggregates and an asphalt plant.	Agriculture and nature conservation and low/medium intensity leisure ( <i>see Policies 91 and 96</i> ) on part of this large area. Other long-term uses to be decided.
UCV.9	4	Land east of Colney Heath Lane, Smallford	Mainly former sand and gravel workings. Poorly restored. Now mainly owned by Hertfordshire County Council. Further restoration needed.	Low and medium intensity (Type B) leisure uses compatible with the nature conservation and ecological interest of the site.
UCV.10	4	Tyttenhanger, Colney Heath	Large sand and gravel site mainly in Hertsmere Borough. Part of area restored and part being restored to agriculture and recreation use.	Water sports and country park mainly within Hertsmere Borough.
UCV.11	L	Land at the Pastoral Centre, London Colney	Sand and gravel workings being restored to agriculture.	Agriculture or forestry.

*Footnote*

(1) PM = Proposals Map Sheet. See Preface (Figure 1).



—————  
Forest boundary

———  
Local authority boundaries

# WATLING CHASE COMMUNITY FOREST

## Figure 21A

## WATLING CHASE COMMUNITY FOREST

20.4 Proposals to create a community forest for South Hertfordshire and North London have been accepted as part of the national programme. The project is being sponsored by the Countryside Commission, Forestry Commission, London Borough of Barnet, Hertfordshire County Council, Hertsmere Borough Council and St. Albans City and District Council.

20.5 The long-term vision for the forest is for widespread landscape improvement to provide a mosaic of land uses of predominantly broadleaved woodland, retained farmland and water features with increased opportunities for nature conservation, leisure and recreation. Boundary details have yet to be finalised but the Upper Colne Valley has been included and the new project will bring added impetus to the upgrading of the area.

20.6 The Consultative Draft version of the Watling Chase Community Forest Plan has been published, thus providing guidelines for the forest project. Work already carried out as part of the Upper Colne Valley project has been incorporated into the community forest project.

### **POLICY 143A WATLING CHASE COMMUNITY FOREST**

**The District Council will support the establishment of the Watling Chase Community Forest in the general location indicated on Figure 21A. Within the Community Forest, the Council will welcome detailed proposals for the purposes of landscape conservation, recreation, nature conservation and timber production. Proposals should be consistent with Green Belt policy (Policy 1) and the other policies in this Plan, particularly Policies 91, 96, 103 and 106.**

## LAND SOUTH OF HATFIELD ROAD, SMALLFORD

20.7 Between the Alban Park/Acrewood Way/Lyon Way employment area on the eastern side of St. Albans and the Green Belt Settlement of Smallford, is an area

of land within the Green Belt. The existing uses on this 21 hectare site give rise to a number of planning problems:

- (i) Glinwell Nursery. The eastern part of the site adjoining Smallford is occupied by Glinwell Nursery which contains very large glasshouses, together with parking and storage buildings of an industrial nature. These structures cover over 10 hectares of land and are highly visible from Smallford. In addition, the glasshouses reduce the perception of the Green Belt gap between Smallford and St. Albans. The glasshouse industry is in decline nationally and problems of large-scale dereliction may arise in the future;
- (ii) former Ballito Sports Ground. The western part of the site adjoining the employment area on the edge of St. Albans comprises the former Ballito sports ground. This land has been unused for many years. It has become overgrown and there seems little prospect of the sports club use being resumed;
- (iii) Scrapyard and Concrete Fabrication Works. These industrial uses occupy the southern part of the site. They are visually unattractive and detract from the amenity of the Alban Way footpath/cycleway.

20.8 Similar problems exist at Smallford Works, a 3.4 hectare site located 200 metres south of the Alban Way. The Council has been trying for many years to secure the removal of the badly sited industrial uses at Smallford Works. Extinguishment of the existing industrial uses would enable this site to be incorporated into the County Council's scheme for the restoration of the adjoining land (see Policy 143, site UCV 9).

20.9 The Council's overall aim for the land referred to in paras. 20.7 and 20.8 above, is to achieve a major environmental enhancement of the whole area, consistent with its Green Belt status. This land is within the proposed Watling Chase Community Forest (see Policy 143A), where priority will be given to landscape improvement. However, the Council recognises that the existing uses are unlikely to be removed unless some "enabling development" of a type not normally accepted in the Green Belt is permitted on part of the site.

20.10 The Council considers that the problems and opportunities at Smallford should be addressed through a discussion paper as stated in the following project:



## **Project 23 Land South of Hatfield Road, Smallford**

The District Council will prepare a discussion paper setting out the options for planning the area south of Hatfield Road, Smallford (*as shown on Figure 21B*), with the intention of developing the preferred solution into a policy proposal for the next Local Plan. The matters for discussion will include Green Belt purpose and protection, removal of existing uses and land restoration, landscape enhancement and public access, highways and traffic, and enabling development.



**PART FOUR  
IMPLEMENTATION AND  
MONITORING**



# 21.0 IMPLEMENTATION AND MONITORING

## IMPLEMENTATION

21.1 Most developments will have social, environmental and infrastructural costs to the existing community. Such costs should not normally involve additional expenditure by the public sector and in accordance with Government policy, the District Council considers it essential that developers contribute towards the infrastructure required to serve a site.

21.2 Where appropriate, site specific requirements are contained within individual policies. Nevertheless, during the Plan period circumstances may change to an extent that such requirements may need to be amended. Whilst this may in certain cases remove the previously considered need for a facility, the District Council may also consider that an additional consequential facility should be included in the list of requirements.

21.3 As well as relating to sites allocated for such purposes in the Plan, the following policy also applies to new development which may take place on land other than that allocated for such purposes in the Local Plan. In such cases the District Council will have regard to the likely cumulative effect of small site development upon demand for basic utility services, as well as for social, community and recreational facilities. The details of any contribution that may be required or requested by the District Council will be assessed as part of the consideration of any planning application which may be made.

21.4 The detailed assessment of contributions due from each site will be determined at the time an application is made. Whilst there is no simple prescribed method of assessment, in some cases contributions guidance may be issued for particular sites when planning briefs are prepared.

21.5 The following policy will normally be operated through planning agreements entered into by the District Council and developers under Section 106 of the Town and Country Planning Act 1990. Other public authorities may require developers to enter into agreements covered by other legislation.

### POLICY 143B IMPLEMENTATION

**The District Council will expect planning applications for the development of sites to include within them, provision for the infrastructure consequences.**

**Such provisions may include:**

- (i) on-site facilities directly related to the proposed use in the interests of comprehensive planning;**
- (ii) off-site facilities necessary as a result of the development, in order to avoid placing an additional burden on the existing community.**

**Due to local circumstances, it may be necessary in some cases to view individual applications collectively in assessing off-site infrastructure requirements.**

## MONITORING

21.6 The District Plan deals with constantly changing situations. Many unforeseen events will occur and problems arise during the Plan period. In particular it should be noted that:

- (i) the implementation of many aspects of the Plan depends on a wide range of public and private agencies and individuals;
- (ii) Government policy changes, up-dated regional guidance for the South-East, the approval of the County Structure Plan Alterations 1991 and the next Structure Plan Review all affect the strategic planning content for the District Plan.

21.7 It is therefore necessary to monitor the District Plan regularly and to review the Plan at least every 5 years.

# Policy Intention 35 Monitoring and Review of the District Plan

The District Council will:

- (i) monitor the District Plan's policies, policy intentions and projects and prepare an Annual Monitoring Report;
- (ii) carry out public consultation as appropriate, prior to publishing an Annual Non-Statutory District Plan Statement of Proposed Policy Adjustments. These proposed adjustments will be considered for inclusion in the next Local Plan, if they remain valid;
- (iii) prepare, as a matter of urgency, alterations or a full review of the Plan, taking account of the County Structure Plan Approved Alterations 1991 and looking to 2001 or beyond.

21.8 The Annual Monitoring Report will include a review of each chapter in the Plan. In particular, the report will concentrate on an assessment of whether the Plan's objectives as set out in para. 1.22 are being achieved.

## **Objective 1 : Metropolitan Green Belt**

Monitoring will draw attention to the scale of development pressures in the Green Belt, the outcome of planning appeals, exceptions made to policy by the Council and any decisions that may necessitate amending the Green Belt boundary.

## **Objective 2 : Settlement Hierarchy**

The key issue is whether development is taking place in towns, specified settlements and Green Belt settlements in accordance with the Council's settlement strategy (*Policy 2*).

## **Objective 3 : Housing**

A close check will be kept on the scale, type and location of house-building. Estimates will be made of future completions, to see whether total dwelling increase is consistent with ~~Policy 3~~ and the requirement of Planning Policy Guidance Note PPG3 for a five year supply of building land. In this connection, it is hoped to carry out studies of residential land availability in conjunction with the House-Builders Federation. The Monitoring Report will also provide some information on the extent to which local housing needs are being met, with particular reference to Policies 7A and 8.

## **Objective 4 : Hospital Sites**

The Council's monitoring will show whether development at the Hill End/Cell Barnes and Napsbury

Hospital sites is proceeding in accordance with DoE Circular 12/91.

## **Objective 5 : Employment**

In order to reflect the Council's overall employment strategy (*Policy 19*), the main objectives of monitoring will be to gauge:

- (i) whether land supply for employment uses is sufficient;
- (ii) the type of development occurring on the employment areas;
- (iii) whether business use in St. Albans City Centre and Harpenden Town Centre is being restrained successfully by Policy 23.

## **Objective 6 : Transportation**

Detailed monitoring is provided in the County Council's annual TPP document (*see para. 5.10*). Where necessary, supplementary information will appear in the District Plan Monitoring Report. In particular, the report will state progress on highway schemes and the following matters:

- (i) the St. Albans Transportation Study (*Project 1*);
- (ii) the definition of environmental areas (*Project 2*);
- (iii) car parking surveys in Harpenden Town Centre (*Project 20*);

Monitoring will also keep the car parking standards under review (*Project 5*) and assess the effectiveness of ~~Policy 30~~ (*restraint on development likely to increase traffic problems in St. Albans City Centre*).

## **Objective 7 : Shopping**

Information will be provided on shopping developments taking place in the District and in neighbouring areas. The need to allocate further land for shopping including new forms of retailing will be reviewed. Also, the Monitoring Report will consider whether service use development is consistent with Policy 57.

## **Objective 8 : Environment and Conservation**

The Monitoring Report will take a wide-ranging look at the various matters covered in Chapters 8 and 9 of this Plan. Particular importance will be given to monitoring Policy 70 (*Design and Layout of New Housing*) and reporting progress on the following projects:

Project 6 : Areas of Defined Residential Character

Project 7 : Green Space Strategies for Settlements

Project 10 : Policy Statements - Conservation Areas

**Objective 9 : Leisure and Tourism**

The Monitoring Report will cover progress on the provision of leisure and tourist facilities and will consider whether any further proposals are needed.

**Objective 10 : Countryside**

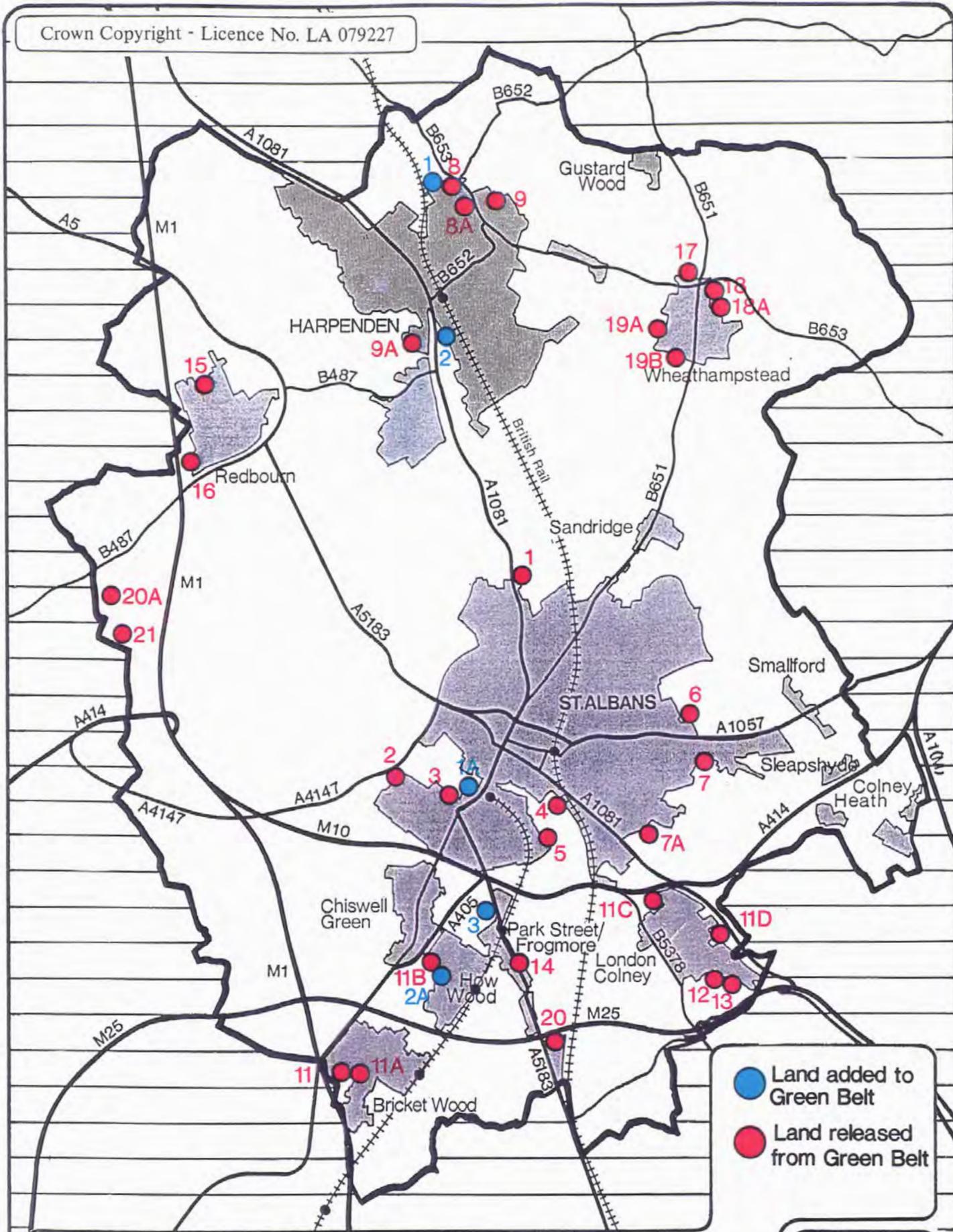
The policies in Chapter 12 of the Plan will be monitored, with particular attention given to the implementation of landscape improvement schemes in the Landscape Development Area (~~Policy 105~~).

21.9 Policy Intention 35, point (ii) refers to the Council's intention to prepare an Annual Non-Statutory District Plan Statement of Proposed Policy Adjustments. This statement will contain adjustments to existing policies and proposed new policies, for example as a result of fresh Government guidance. It should be stressed that the statement should not be seen as forming part of the adopted Local Plan, or as supplementary guidance to the Plan. The Adopted Plan will remain the starting point for decision making, but the Proposed Policy Adjustments Statement will be treated as a separate document, which will be taken into account as a material consideration in development control decisions.





**APPENDIX:  
ADJUSTMENTS  
TO GREEN BELT  
BOUNDARIES**



# GREEN BELT BOUNDARY ADJUSTMENTS

Figure 22

# APPENDIX : ADJUSTMENTS TO GREEN BELT BOUNDARIES

As stated in paragraph 1.22, one of the Council's main objectives is to continue to protect and maintain the Green Belt. However, given the Secretary of State's decision on the Structure Plan Review, paragraphs 2.3 and 2.4 explain the need for the District Plan Review to consider whether any adjustments should be made to the Green Belt. Changes from the boundaries in the original District Plan are set out in the schedule below and shown on Figure 22:

## 1. LAND RELEASED FROM GREEN BELT

LOCATION	PROPOSALS MAP SHEET	REASON FOR BOUNDARY CHANGE	SIGNIFICANT DEVELOPMENT POTENTIAL
<b>ST. ALBANS</b>			
1. 150, 156, 158 Harpenden Road	3	This site is part of the built-up area; it contains 5 dwellings and a petrol filling station.	No
2. West of Mayne Avenue	3	12 houses have been built on this site (as a result of an old planning permission).	No
3. St. Columba's College, King Harry Lane	3	Previous boundary was poorly defined. New boundary follows the straight line of the tree belt bordering the playing fields.	Possible additional school buildings.
4. Verulam Industrial Estate, 224 London Road	4	This site is part of the built-up area; it contains industrial development.	No
5. Rear of 123-125 Cottonmill Lane	4	Previous boundary did not follow any physical feature. New boundary follows a more logical line between the rear of gardens to Nos. 121 and 127.	No. Housing now built, as proposed in Deposit Draft Policy 4, site RS.16.
6. London School of Hygiene and Tropical Medicine, Winches Farm Drive	F	Previous boundary in N.W. of site did not follow any physical feature. New boundary follows the well landscaped edge of this site.	Housing proposed. See Policy 4, Site RS.49.
7. Hill End Sidings, Hill End Lane	F	Part of this land was used by Marconi for car parking for many years and permission (now lapsed) was granted for business use development. This area is now used for temporary housing for homeless people.	The site forms the southern end of Policy 20, Site EMP.11. Business use or a B1/housing mix is acceptable.
7A. St. Albans Health and Racquet Club, Cell Barnes Lane	F	The site is part of the built-up area; it contains substantial indoor leisure buildings and extensive car parking areas.	No
<b>HARPENDEN</b>			
8. Baulks builders yard, Westfield Road	1	The builders yard has an urban character. In 1983 the District Plan Inspector recommended that the site be excluded from the Green Belt.	Redevelopment for housing would be acceptable in principle.
8A. West of Lower Luton Road	1	The land is largely enclosed by built development. Also, a scout hall occupies the northern part of the land and permission exists for squash courts on the remainder.	Hotel on southern part of site ( <i>see Policy 99, site H.1</i> ).

LOCATION	PROPOSALS MAP SHEET	REASON FOR BOUNDARY CHANGE	SIGNIFICANT DEVELOPMENT POTENTIAL
9. 34A and 34B Porters Hill	1	This site is part of the built-up area; it contains 2 dwellings.	No
9A. Rothamsted Experimental Station	1	This land was shown for development in a plan prepared by Rothamsted and agreed informally with the Council in the 1970s. A refectory building has now been permitted.	The site forms the southern end of Policy 20, site EMP.3A. Business use development is acceptable.
<b>BRICKET WOOD</b>			
11. 60 Mount Pleasant Lane	3	The original District Plan left this site as Green Belt despite the District Plan Inspector's recommendation that it be released. Permission for housing has since been granted on appeal by DoE.	No. Housing development has been completed.
11A. The White House, Mount Pleasant Lane	3	Previous boundary excluded the White House building from the Green Belt, but not its rear garden. New boundary excludes whole site as it is private and residential in character and forms part of the built-up fabric of Bricket Wood.	Possible small housing scheme, taking account of setting and orientation of existing house.
<b>HOW WOOD</b>			
11B. Rear of Alpha, North Orbital Road	3	Previous boundary cut through the garden of Alpha. New boundary excludes all this garden from the Green Belt.	No
<b>LONDON COLNEY</b>			
11C. Rear of 357-363 High Street	L	Previous boundary cut through the gardens of these properties. New boundary excludes the whole of these gardens from the Green Belt.	Small housing scheme possible.
11D. South of White Horse Lane	L	This land is severed from open countryside by the London Colney By-pass and does not fulfil any Green Belt function. In addition, a new road link to the By-pass, the extension of the Northern Foods warehouse, small industrial units and additional public open space would not otherwise be achieved.	See Policies 142A and 142B, but Morris Recreation Ground to remain as public open space.
12. Alcan Playing Field, rear of Barnet Road	L	This land is almost surrounded by development.	Housing proposed. See Policy 5, site RL.5.
13. Ridgeview Hostel, Savacentre site (part) and <del>Policy 141 site, Barnet Road</del>	L	The Hostel and Savacentre site are already developed. A small part of the <del>Policy 141</del> land (i.e. Schat Davits site) has had permission for employment. The whole area has been severed from open countryside by the M25 and by the earth bund and the tree planting (not yet mature) alongside the motorway. Consequently, this land no longer fulfils a Green Belt purpose. The need to relocate existing badly-sited uses from High Street, London Colney ( <del>Policy 140</del> ) to this site is a further reason for the boundary change.	See Policy 141.

LOCATION	PROPOSALS MAP SHEET	REASON FOR BOUNDARY CHANGE	SIGNIFICANT DEVELOPMENT POTENTIAL
<b>PARK STREET/FROGMORE</b>			
14. Frogmore Area	3&4	The original District Plan classified Frogmore as a Green Belt settlement and the industrial land as an industrial site in the Green Belt. The gap between Park Street and Frogmore has disappeared and it is logical to classify Park Street/Frogmore as a specified settlement excluded from the Green Belt. In addition, the settlement boundary on the eastern side of Frogmore has been extended outwards in order to provide a long-term defensible Green Belt boundary.	Scope for further employment development is limited by traffic considerations and the need for landscaping along the Green Belt boundary ( <i>see Policy 20, site EMP.20</i> ).
<b>REDBOURN</b>			
15. Long Cutt	1	This land is almost surrounded by development.	Housing on most of site ( <i>see Policy 5, Site RR.1</i> ) but southern area retained as public open space.
16. St. Mary's Churchyard	1	This land is almost surrounded by development.	No
<b>WHEATHAMPSTEAD</b>			
17. Garden Court	2	Garden Court is a modern housing development forming part of the built-up area.	No
18. Murphy Dalgety site, "The Drumfield"	2	The planing permission granted on appeal in 1983 for industrial/warehousing redevelopment on the Murphy site included the Drumfield area.	The site forms the eastern end of Policy 20 Site EMP.6. Business use or general industrial development is acceptable.
18A. Meads Lane	2	The land is largely contained by development and forms part of the settlement area.	Possible development for housing or other uses, but may be limited by flood plain and access problems.
19A. Rear of 60-74 Brewhouse Hill	2	Permissions exist for lock-up garages and for parking. Also, the current use and appearance of the site relate more to the built-up area than to the countryside.	No
19B. Former Wheathampstead School buildings, Butterfield Road	2	This land is contained on three sides by housing and its existing buildings do not project beyond the southern edge of Wheathampstead. It is mainly built-up and forms part of the settlement area.	Any proposals will be assessed against <del>Policy 66</del> .
<b>COLNEY STREET</b>			
20. Colney Street Industrial/ Warehousing Estate	4	This is a large industrial/warehousing area shown as Green Belt in the original District Plan, but treated like an area excluded from Green Belt. There is no logic in retaining Green Belt status. The area has also been extended to take in a small triangle of land cut off from open countryside by the M25.	The site is defined as EMP.21 in Policy 20. Any proposals will be assessed against this policy.

LOCATION	PROPOSALS MAP SHEET	REASON FOR BOUNDARY CHANGE	SIGNIFICANT DEVELOPMENT POTENTIAL
<b>HEMEL HEMPSTEAD</b>			
20A. North-East Hemel Hempstead - Land west of Cherry Tree Lane	3	In order to conform with County Structure Plan Policy 74. This policy proposes that land north-east of Hemel Hempstead will be identified in District Local Plans for employment development, with priority given to specialised technological activities or other activities which are in the national or regional interest. Location 20A should form part of this development in view of the Policy 74 wording and the relationship of location 20A to existing built development, its general topography and appearance, and particularly its enclosure by the firm physical boundaries of roads and the old railway cutting.	See Policy 26.
21. North of Buncefield	3	The site is committed for storage uses. Permission was granted in 1967 for oil storage as part of Buncefield Oil Terminal. In 1989, the Council decided that permission will be given for warehousing on the eastern part of the site once a planning agreement is entered into.	Storage and distribution (use class B8). The Site is allocated in Policy 20 as EMP.7.

## 2. LAND ADDED TO GREEN BELT

### HARPENDEN

1. Former railway cutting north of Westfield Road	1	Previous Green Belt boundary did not follow a physical boundary. The land is not appropriate for development and Westfield Road forms a logical boundary.
2. Harpenden Common, Southdown Road	H	Previous boundary between Harpenden Arms P.H. and Bull Road cut across the Common. New boundary follows Southdown Road.

### ST. ALBANS

2A. Westminster Lodge	3 & S	Although this site is partly built-up, it is visually and functionally a part of Verulamium Park.
-----------------------	-------	---

### HOW WOOD

2B. Rear of 48-56 Ringway Road	3	This land forms part of a woodland which should be retained. The previous Green Belt boundary cut through this woodland and did not follow any physical boundary.
--------------------------------	---	---

### PARK STREET/FROGMORE

3. Land adjoining 180 Watling Street, Park Street	3	This site is prominently situated on the skyline. Development would intrude into the countryside and reduce the perceived gap between Park Street and St. Albans.
---	---	---

