Hertsmere Local Plan

Authority Monitoring Report 2013/14






Hertsmere Borough Council

First draft (partly complete): issued 17 April 2015

Second draft (fully complete): issued 14 August 2015

This is the second draft.

Contents

Executive Summary

The Council has been monitoring development and land use change and related matters for many years, and will continue to do so.

This annual monitoring report includes information from the period between 1 April 2013 and 31 March 2014. Where appropriate, and in particular in the section on Progress on Local Planning, we have provided more up to date information – i.e. it is accurate at 30 November 2014.

There are an estimated 101,300 people living in the borough. The number rose by an average of 550 each year between 2001 and 2011 and growth will continue. The most recent trend based forecast suggests an annual increase of 1,000 people each year (i.e. 25,000 more people between 2012 and 2036). The best available household forecast suggests a growth between 2008 and 2033 of 12,000 households, pointing to a significant potential demand for new dwellings: 2/3 of the growth would be for 1 person households.

The supply of new housing has increased: future supply is sufficient to enable the Core Strategy housing target to be delivered. While new and proposed supply is varied, there are clear trends. Flats and smaller dwellings predominate: the largest share of delivery has been in Bushey though longer term this should shift to Borehamwood. The supply of affordable housing has been steady but may be anticipated to decline in the future. Demand for housing is strong and by Hertfordshire standards the cost of housing is very high. The average flat costs 8.8 times residents' median income and the average semi-detached house 12.6 times. When the Council reviews the Core Strategy, the key issue it will have to consider is whether supply should be planned to increase – i.e. to help limit price rises and address the forecast growth in the number of households.

Overall the economy has improved, employment is high and most signs are positive. Unemployment is falling. It fell to 4.5% by June 2014, and levels are below regional and national averages. Claimant counts (i.e. for job seekers allowance) have significantly fallen since the peak in February 2010 (i.e. from 1,907 to 1,146 in March 2014 and 950 in September 2014). Earnings have generally been rising. It is normally higher for Hertsmere residents than pay earned within the region and country on average, but lower than the average in Outer London and the county. Growing wages is a sign of affluence, though what people can afford and their standard of living depends on costs – such as the cost of housing.

There was a significant decrease in floorspace devoted to office and light industry in both 2012/13 and 2013/14, though this appears to be stopping. Future increases in employment or retail floorspace will be relatively modest in the near future. Shopping areas have relatively low vacancies compared to the national average.

There was no loss of community facilities and a significant commitment for new provision. There was no change in the amount of open space between 2012/13 and 2013/14, although the Site Allocations and Development Management Policies document signals a change in the way it is described and thus protected. The Council used around £110,000 of monies from planning obligations on various community facilities in 2013/14, about half of the year's expenditure from this source.

There has been no significant change in the number or area of identified environmental or heritage assets.

The Government has progressively favoured less restraint on development and less regulation. There is less comprehensive control over sustainable design and construction through the planning system, and less monitoring.

57% of residents were recorded as travelling by car or van to work in 2011, less than the national average. Weekly traffic counts on selected roads in Hertsmere suggest that, although the roads are slightly busier than in 2012/13, traffic has not returned to the pre-recession level in 2007/08.

Following the adoption of the Core Strategy, significant progress has been made towards completion of the new district-wide development plan. A revised, pre-submission draft Elstree Way Area Action Plan (AAP) was published in February and examined in October 2014 by a Planning Inspector. There were two consultations in respect of the Site Allocations and Development Management Policies document (SADM) - ' sites and matters to be included' in April 2013 and a full draft in March 2014.

Overall the Council's development management performance has been sound, delivering its housing, employment and environmental planning policies effectively. 55 legal agreements, potentially raising around £4.8m in developer contributions were signed in 2013/14. 76% of planning appeals were dismissed. Monitoring does not show the need to change the thrust of the Council's planning policies, except as through the present preparation of the Site Allocations and Development Management Policies document (SADM). Preparation of half of the site proposals in SADM moved forward.

A significant review of Part D of the Planning and Design Guidance was completed in June 2013. The guidance covers residential and non-residential development (but not extensions or householder developments). Revisions to the Council's parking standards were approved in July 2014. Revisions to the Affordable Housing SPD were published in September 2014.

1. Introduction

1.1 The Council intends its monitoring to be targeted, focussed and effective. Indicators and targets are identified and used help to help assess change and effectiveness of policies. Those from the Council's main planning documents, in particular the Core Strategy, are listed in the Technical Appendix. The Council considers that its monitoring should be continued over a sufficient time period to enable trends and patterns to be observed and potential changes and actions to be identified.

1.2 The Council has been monitoring development and land use change and related matters for many years, and will continue to do so. That monitoring has constant elements (e.g. the housing land supply), but it has also changed in the light of Government regulation and advice, and local needs.

1.3 The Council is required to prepare a monitoring report under Regulation 34 in the Town and Country Planning (Local Planning)(England) Regulations 2012. The monitoring report should contain:

- progress towards housing (and affordable housing) targets, both in the monitoring year and cumulatively;
- non-implementation of policies in the local plan;
- an account of any monies collected from the Community Infrastructure Levy and disbursed:
- progress on any document identified in the Council's local development scheme (this may include local plans and in some cases supplementary planning documents);
- completion of any neighbourhood development plans; and
- details of co-operation with other authorities or organisations on strategic planning matters.

1.4 The monitoring report may contain other information. The Council uses indicators as a guide to:

a) the effectiveness of the planning policies;
b) the context in which they operate; and
c) the general state of the environment.

1.5 While information should be published as it becomes available, it is helpful to present an annual report. A more comprehensive analysis of the borough can be undertaken at one time. This analysis can also be compared over time.

1.6 This annual monitoring report includes information from the period between 1 April 2013 and 31 March 2014. Where appropriate, and in particular in the section on Progress on Local Planning, we have provided up to date information – i.e. it is accurate at 30 November 2014.

2. Population

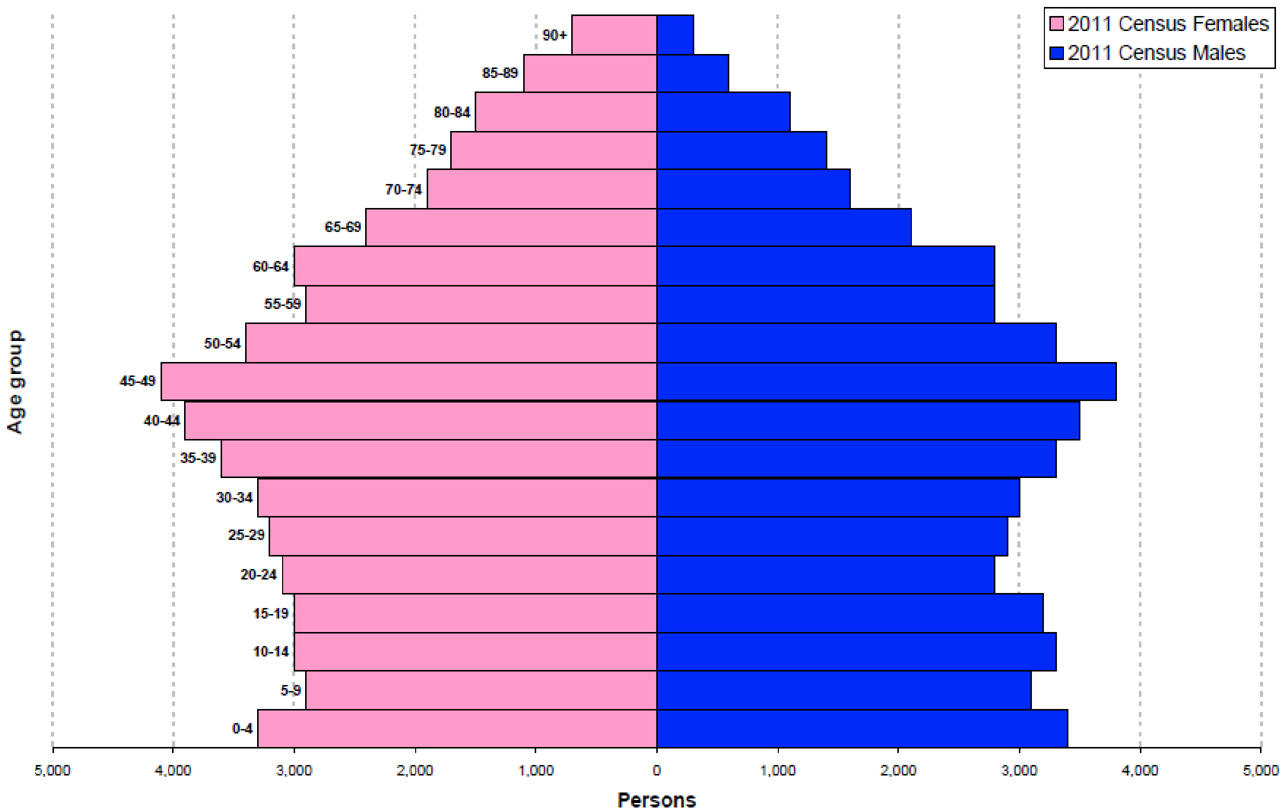
Population Profile

2.1 There are an estimated 101,300 people living in the borough, 52% of whom are female (2013 – ref Table2.4 in the Technical Appendix).

2.2 The population census 2011 provides the best overall guide to population and its structure. Figure 2.1 shows the 100,000 residents in 2011 by age and gender profile. Apart from the relatively high proportion of very young children (0-4 years), the population gradually increases in each age category until 45-49. This is very clear for females. However, it would appear that on average young males aged 15-24 move out of the district, and move in from age 25. The proportion of females is noticeably higher among the older age groups (mortality rates being a little lower). 98,500 residents live in private households, the remainder in communal establishments. Around 51,200 aged 16 and over were in employment. About 45% of these lived and worked in the borough. 85% of the population is classified as "white" and 76% as white British: the remainder are in mixed or other ethnic groups (ref Table 2.1 in the Technical Appendix).

Figure 2.1: Age Pyramid 2011

Source: Hertfordshire County Council Analysis of Population Census Data

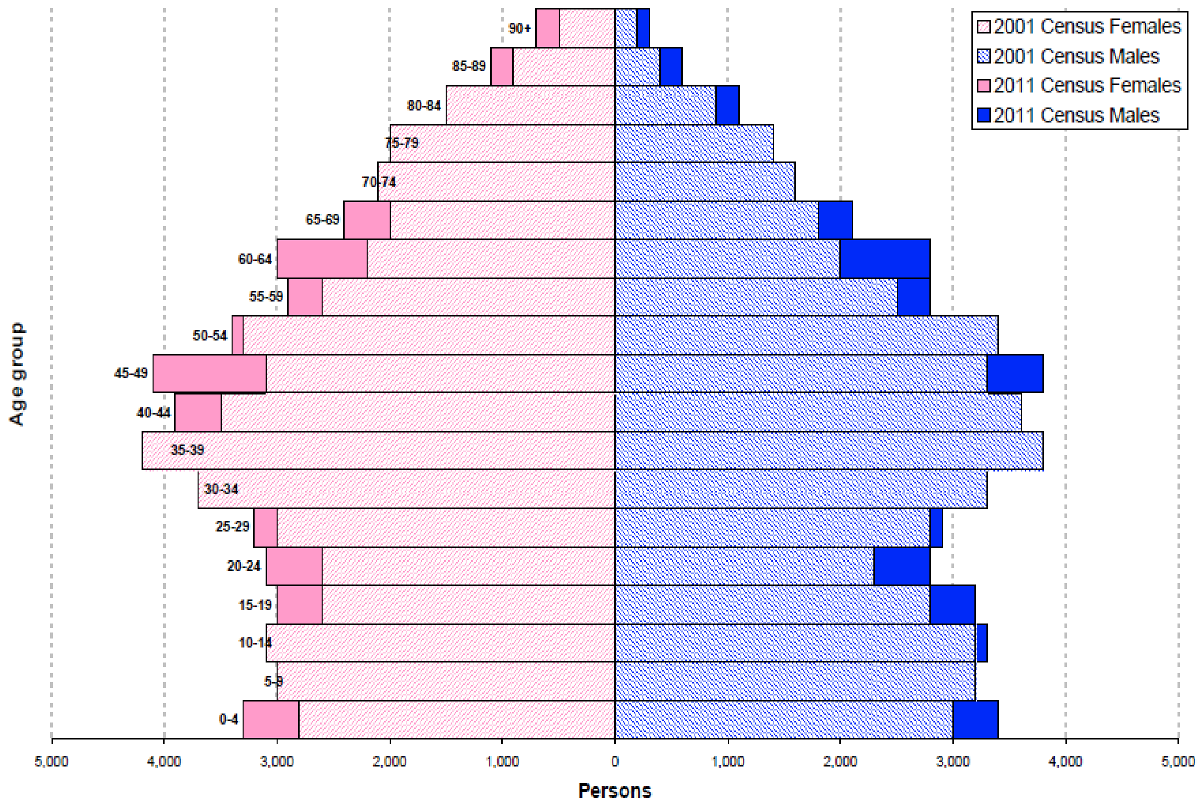


2.3 There are about 39,800 private households, each with on average 2.48 persons. The highest proportion is in 2 person households (i.e. 31%, ref Table 2.2 in the Technical Appendix). About 6,800 households do not have a car. The remaining households have 1.39 cars (or vans) on average, which is considered to be a relatively high level of ownership.

Population Trends

2.4 The total number of people living in Hertsmere increased by 5,500 between 2001 and 2011 (i.e. at an average of 550 per annum). The more significant increases were in the 0-4 year age group and over 55s (ref Table 2.1 in the Technical Appendix). Between 2007 and 2011 over half the population growth was in the over 60s (ref Table 2.4 in the Technical Appendix). The balance between males and females remained the same, while the number of people in communal establishments fell, notably through the closure of Shenley Hospital and continuing promotion of "care in the community".

Figure 2.2: Population Comparison 2001 and 2011
Source: Hertfordshire County Council Analysis of Population Census Data



2.5 Figure 2.2 provides a visual comparison between 2001 and 2011 by age and gender: the solid colours represent where numbers in 2011 are higher.

2.6 The number of households increased by 1,900 between 2001 and 2011. The number of 1 person households and 4 person households significantly increased, while the number of 2 person households declined (ref Table 2.2 in the Technical Appendix). The increase in average household size is related to the economy: the high cost of buying (or renting) a property relative to income has encouraged more sharing and more children to stay at home. The growth of particular ethnic groups may also be a factor. Forecasts however assume that the longer term trend for average household size becoming smaller will resume.

2.7 Household car ownership grew from 1.36. The number of households without a car also increased a little: the reasons are most likely to be economic, though lifestyle choice may also be relevant.

2.8 More people lived and worked in Hertsmere in 2011 than in 2001. In 2001, 41% of the 46,000 people aged 16-74 who were in employment lived and worked in Hertsmere. In 2011 the proportion was about 45% out of 51,200 aged 16 and over in employment. More information on commuting is given in Chapter 7.

2.9 The ethnic mix of the population altered, becoming more varied. The number of people in Mixed, Asian, Black and Other Ethnic Groups generally doubled, while the number of White people fell as a proportion of total population from 93% to 85% (ref Table 2.1 in the Technical Appendix). There was also an increase in the Jewish population by about a third. The ethnic mix in 2011 was similar to that for England and Wales – see Figure 2.3 – yet different from Watford with its relatively high proportion of Asian/Asian British people. In terms of religious affiliation, the number of Christians continued to decline: the percentage change was roughly split between an increase in those stating an alternative religious faith and those having none at all.

Figure 2.3: Ethnicity 2011

Ethnic Group	**Proportion of People in the Ethnic Group %[1]**			
	Hertsmere	**Watford**	**Herts**	**England/Wales**
White	85.0	72.0	87.5	85.9
– British	*75.7*	*61.9*	*80.8*	*80.5*
– Irish	*2.1*	*2.3*	*1.5*	*0.9*
– Gypsy/Traveller	*0.2*	*0.1*	*0.1*	*0.1*
– Other	*7.0*	*7.7*	*5.1*	*4.4*
Mixed Race	2.7	3.4	2.5	2.2
Asian/Asian British	6.5	16.6	5.8	6.8
Black/Black British	4.0	5.8	2.9	3.7
Chinese	0.9	0.9	0.8	0.7
Other Ethnic Group	1.0	0.9	0.6	1.0

Source: Population Census 2011
Notes: 1 Figures may not sum to 100 due to rounding

Population and Household Forecasts

2.10 Population growth is expected to continue. The most recent trend based forecast (see Figure 2.4 below and Table 2.5 in the Technical Appendix) suggests an annual increase of 1,000 people each year (i.e. 25,000 more people between 2012 and 2036).

2.11 While the population forecast uses information from the 2011 Census, there was no equivalent household forecast available in 2014: it is due in February 2015. The two most recent household forecasts from the Office of National Statistics (the longer term 2008-based forecast and the 2011-based short term forecast) are contained in Table 2.6 in the Technical Appendix. Although prior to the economic recession, the earlier and longer term forecast is considered to be preferable as a guide for the time being. The growth of households between

2008 and 2033 is forecast to be 12,000 (see Figure 2.5): 2/3 of this growth would be for 1 person households.

Figure 2.4: Population Growth (Actual and Forecast)
Source: Tables 2.4 and 2.5 in the Technical Appendix

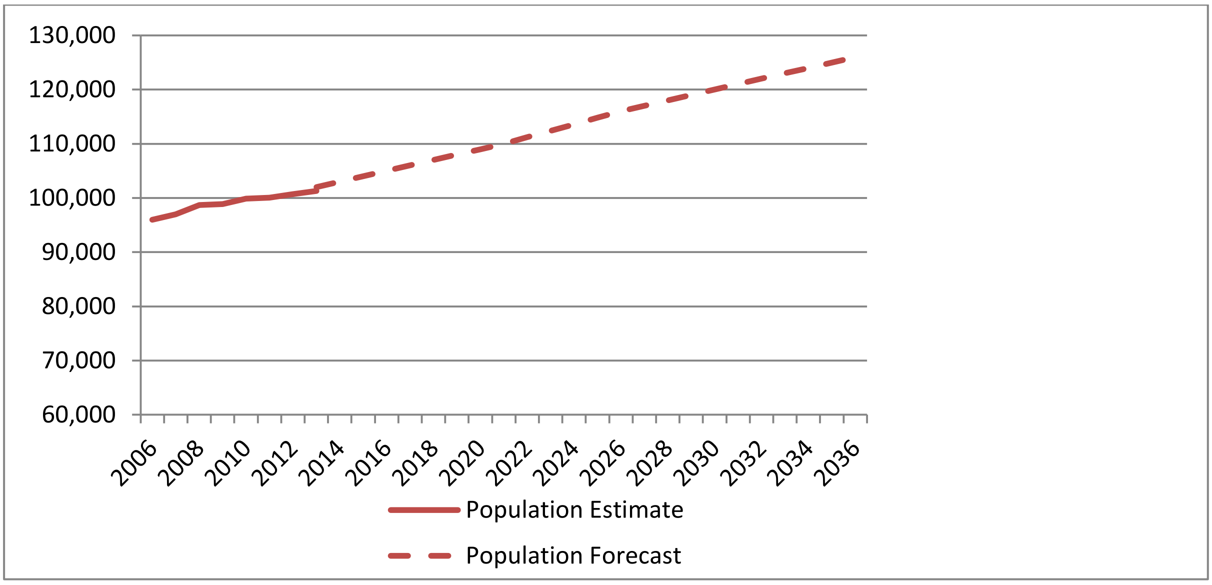
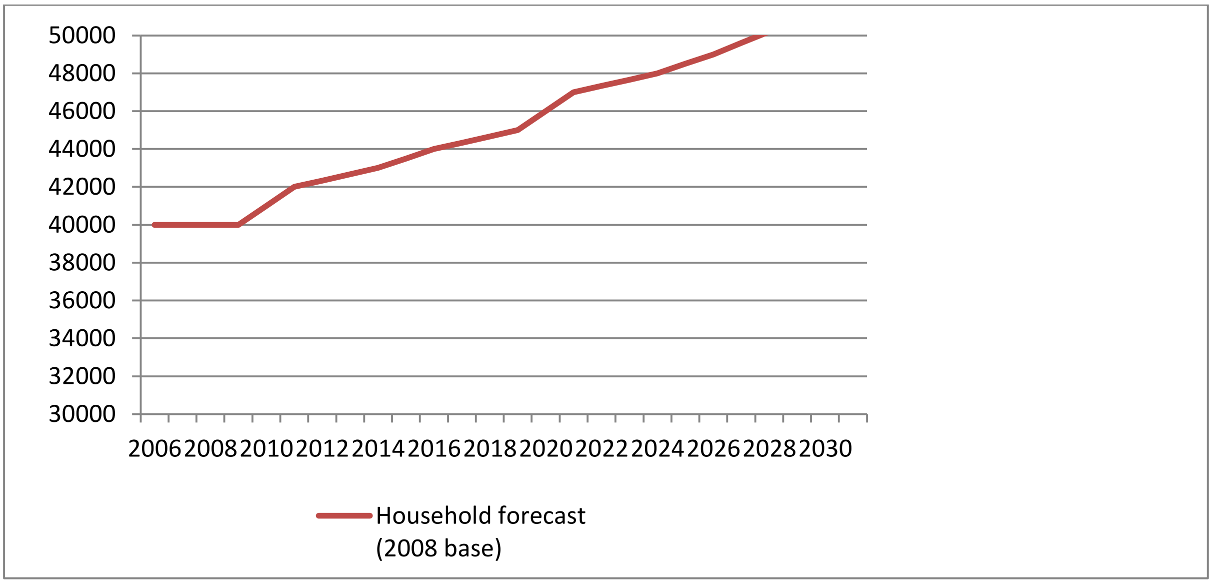


Figure 2.5: Household Forecast
Source: Table 2.6 in the Technical Appendix



2.12 The significance of the number of households is in the demand for new dwellings and the type of those dwellings (i.e. a large proportion of new dwellings should be relatively small). What will actually happen will depend on economic factors and the supply of housing, which has been constrained in Hertsmere by maintaining London's Green Belt. The underlying demands are critically important considerations: they take no account of pressures for growth emanating from within London.

Neighbourhood Characteristics

2.13 The character of districts and smaller constituent areas (known as super output areas, which are used in census analyses) is periodically assessed by the Government: see Table 2.3 in the Technical Appendix. B ased on the indices of income, employment, health, education, crime, access to services and living environment used to assess *relative* deprivation, Hertsmere is well-placed: i.e. it is in the top third of all districts. While this is good, the picture must be qualified:

- there were two areas in Cowley Hill Ward, Borehamwood which fell into the worst 25% of areas ranked in 2010;
- there is some indication that the relative position of the borough is worsening, probably as other places improve;
- deprivation (or need) is a personal circumstance and can therefore occur anywhere; and
- therefore the efforts of all relevant agencies should continue to aim to improve circumstances and raise standards wherever possible.

3. Homes

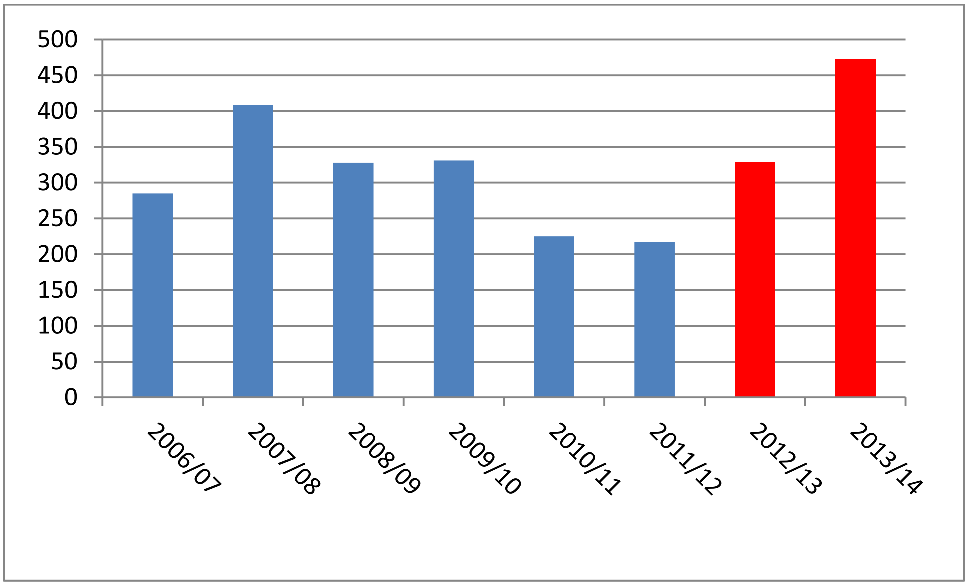
3.1 The supply of new housing continues to increase, enabling the Core Strategy housing target to be delivered. While new and proposed supply is varied, there are clear trends. Flats and smaller dwellings predominate: the largest share of delivery has been in Bushey though longer term this should shift to Borehamwood. The supply of affordable housing has been steady but may be anticipated to decline in the future. Demand for housing is strong and by Hertfordshire standards the cost of housing is very high. The underlying issue is whether supply should be planned to increase to help limit price rises and address the significant growth in the number of households forecast.

Delivery

New Homes

3.2 472 new homes were completed in 2013/14, the highest level of delivery this century to date. Even the previous year's delivery (329 homes – 2012/13) was significantly better than the average in the eleven years before (see Figure 3.1 below, and Tables 3.1 and 3.2 in the Technical Appendix).

Figure 3.1: Total Dwelling Completions
Source: Table 3.2 in the Technical Appendix



3.3 Nearly 90% of the new homes in 2012-14 were in Borehamwood, Bushey and Potters Bar (see Table 3.3 in the Technical Appendix). Bushey accommodated the most (41%), reflecting the nature of the supply and high demand at the present time. The largest town, Borehamwood, has taken 37% over 2012-14: this includes 62% of the delivery in 2012/13, a proportion which is equivalent to the Council's target for the plan period.

3.4 Over 95% of new homes were provided on previously developed land (ref. Table 3.4 in the Technical Appendix), mostly within defined urban areas.

3.5 The majority of new homes were flats. The number and proportion increased – 198 (60% of completions) in 2012/13 and 306 in 2013/14 (65% -see Table 3.4 in the Technical Appendix). The increase in density of building (from 25 to 27 dwellings per hectare) and increase in the proportion of homes of 1 and 2 bedrooms dwellings (from 67% to 70%) between 2012/13 and 2013/14 are consistent with this change (ref Tables 3.5 and 3.9 in the Technical Appendix, and Figure 3.2). They also demonstrate a more efficient and intensive use of land.

3.6 The proportion of 3 bedroom properties completed went down compared to the previous year and long term average (ref Figure 3.2): however, actual numbers over 2012-14 were close to the long term average.

Figure 3.2: Size of New Dwellings
Source: Table 3.5 in the Technical Appendix

	Proportion of Dwellings in the Year with			
Year	**1 bedroom**	**2 bedrooms**	**3 bedrooms**	**4 bedrooms +**
2012/13	20%	47%	16%	17%
2013/14	26%	43%	15%	16%

3.7 The distribution of house types shows some distinct differences. Radlett accommodated about a quarter of all 4 bedroom properties (2012-14) whereas Borehamwood accommodated over half of all 2 bedroom homes. Bushey accommodated relatively high proportions of most property (43% of 1 bedroom, 35% of 2 bedroom, 50% of 3 bedroom and 41% of 4 bedroom homes) (see Table 3.5 in the Technical Appendix). The character of different areas (e.g. more spacious plots in Radlett), the availability of sites, nature of demand and planning policies are reasons for these differences.

Figure 3.3: Affordable Housing Completions
Source: Table 3.6 in the Technical Appendix

	Affordable Housing		Market Housing	
	No. (Gross)	**%**	**No. (Gross)**	**%**
2012/13	98	30%	231	70%
2013/14	112	24%	360	76%
Cumulative	**210**	**26%**	**591**	**74%**
I bedroom	44	21%	128	22%
2 bedroom	118	56%	240	41%
3 bedroom	34	16%	86	15%
4 bedroom	14	7%	137	23%
		100%		100%

3.8 112 affordable homes were provided in 2013/14. While this was more than the previous year, the proportion of total homes that were affordable fell to 24%. No affordable homes were built on “rural exceptions sites” in the Green Belt (see Figure 3.3, and Tables 3.6 and 3.8 in the Technical Appendix). 65% of the new homes were rented, compared with 100% the year before. The size of the affordable homes differed in two significant respects to market homes

– many more 2 bedroom properties and less 4 bedroomed properties. The reasons for this are broadly twofold: housing association and Government benefit rules generally exclude spare bedroom space for affordable housing tenants, whereas there is no similar constraint on the open market. The pattern of dwelling completions by size and tenure over the three years from 2011-2014 (ref. Table 3.7 in the Technical Appendix) is similar to that in Figure 3.3 below.

3.9 Building densities exceeded the average in places where more flats were built – i.e. in Borehamwood, where densities reached 65 dwellings per hectare, and in Bushey, where the average density was 49 dph in 2013/14 (see Table 3.9 in the Technical Appendix).

Contribution to Housing Stock

3.10 Taking account of losses, the net addition to housing in 2013/14 was 440 homes. Cumulatively, over the first two years of the local plan period (which is 2012-2027) 732 homes were completed, out of the minimum 3,990 required. 26% of these are affordable. This is a good rate of supply in a rising housing market. The issue is whether the supply can be maintained in the future and ensure Council targets in the Core Strategy are delivered.

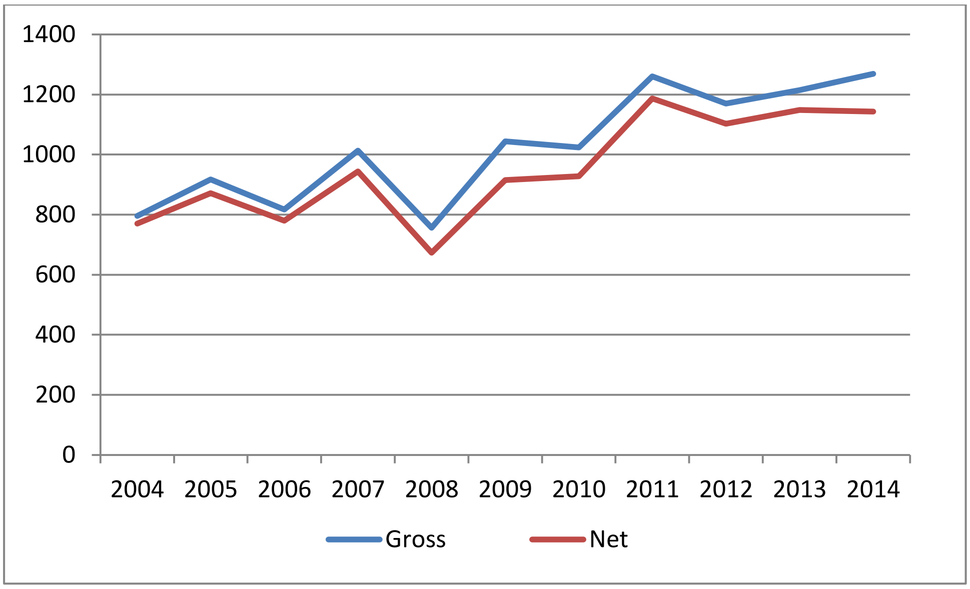
Future Supply

The Amount

3.11 More schemes were started in 2013/14 than in 2012/13, but on average the sites were smaller. Of 290 dwellings on the 39 new sites which had started in 2013/14, 172 were at Gemini House, Borehamwood. This was the only site with more than 20 dwellings (see Table 3.11 in the Technical Appendix).

3.12 There are a lot of sites with planning permission: total dwelling commitments (on these sites) stood at 1,269 at 31 March 2014. This is a good position, and part of a long term rising trend, perhaps now levelling off (see Figure 3.4). A quarter of the total dwelling commitments were

Figure 3.4: Dwelling Commitments (at 31 March/1 April each year)
Source: Table 3.12 in the Technical Appendix



on sites where development had started (ref. Table 3.13 in the Technical Appendix).

3.13 Sites are continually being removed from and added to total dwelling commitments. New sites added during 2013/14 to this future supply will contribute 601 new homes: this is a very significant contribution compared to the 334 in 2012/13. Three of the new sites added in 2013/14 exceeded 50 dwellings – i.e. at Isopad House and Horizon One, Borehamwood and Windmill Nursing Home, Bushey Heath (see Table 3.20 in the Technical Appendix).

3.14 Total dwelling commitments (on sites with planning permission) provides the shorter term component of housing supply. In the longer term, there will also be sites which are currently under consideration (but without planning permission), identified sites (which are proposed in a plan or otherwise consistent with planning policy) and windfall. All these elements of supply are listed in Table 3.22 in the Technical Appendix and summarised in Figure 3.5 below.

3.15 In all, nearly 80% of the fifteen year future supply from 1 April 2014 is on an identified site of some description (ref Figure 3.5). This supply extends beyond the plan period (which ends at 31 March 2027). Together with safeguarded land, the supply amounts to a potential 3,902 dwellings.

Figure 3.5: Fifteen Year Housing Land Supply
Source: Table 3.21 in the Technical Appendix

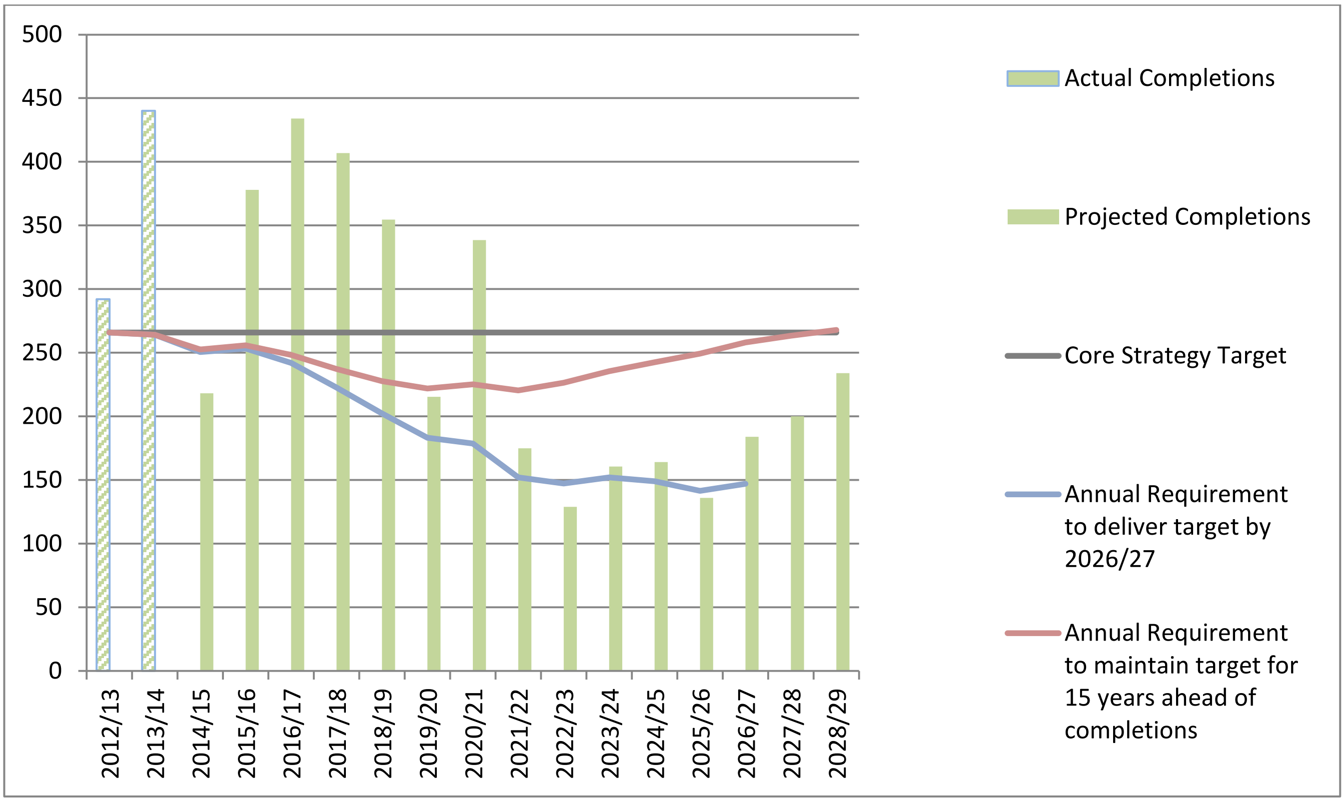
Expected Delivery of Units (Net) over 15 Years from 1.4.2014 [Year 1: 2014/15]	Total[1]		
	Within 15 Years		Timing unknown
	Number	%	
Total Dwelling Commitments[2]	**1,143**	**31%**	
Under Construction	*295*		
Ready (with permission)	*848*		
Sites awaiting Legal Agreement	**47**	**1%**	
Sites under consideration	**328**	**9%**	
Identified Sites	**1,421**	**38%**	
Elstree Way Corridor	*764*		
Site Allocations	*530*		
Other	*128*		
Safeguarded Sites[3]	**-**	**-**	**173**
Windfall	**790**	**21%**	
Total	**3,729**	**100%**	

Notes: 1 The net housing figures (except for windfall and sites under construction) have had a discount of 6% applied to allow for a possible element of non-delivery.
2 i.e. total or gross commitments (1,269) minus losses (72) minus discount on 'ready' sites (54) (1,269 – 72 – 54 = 1,143)
3 Safeguarded sites amount to 173 dwellings: the timing of delivery has not been decided, it would be after the plan period.

3.16 Windfall continues to be a significant component of future supply, at just over 20%. Windfall comprises sites which have not been specifically identified as available in the local plan process: they are normally previously developed sites which unexpectedly become available. The estimate of windfall is based on observed delivery (see Table 3.23 in the Technical Appendix) and accords with Government guidelines (e.g. to exclude garden land). Windfall contributed 162 new dwellings (net) each year between 2002 and 2012 – i.e. 115 dwellings excluding garden land.

3.17 The timing of the delivery of new homes in the future is indicated in Figure 3.6: key phases will be the delivery of sites with planning permission in the short term (the first five years) and delivery of plan sites (between 2016/17 and 2021/22) (also see Table 3.21 (6) in the Technical Appendix).

Figure 3.6: Projected Housing Delivery (Net) (2012/13 to 2028/29)
Source: Table 3.21 in the Technical Appendix



3.18 Housing completions in 2012/2014 and predicted supply are sufficient to enable the Council's housing target in the Core Strategy to be met (i.e. up to 31 March 2027) (see Figure 3.7). In order to maintain an annual delivery of 266 each year to March 2029 (i.e. beyond March 2027), a small addition to supply would be needed, however.

3.19 The Government requires councils to identify and maintain a five year supply of housing (allowing for a small margin of error). The supply consists of sites which are identified, suitable and viable, and therefore deliverable within five years. At 1 April 2014 this supply stood at 1,792 dwellings: 64% of the dwellings had planning permission at 1 April 2014 (see

Figure 3.7: Delivering the Core Strategy Target
Source: Tables 3.10 and 3.21 in the Technical Appendix

Source of Supply	No. of Units (Net)
Completions 2012/13 to 2013/14 (2 Years)	**732**
Commitments to 2026/27 (13 Years)	**3,295**
Total Commitments (Permissions)	*1,143*
Sites under consideration/awaiting legal agreement	*375*
Identified Sites	*1,217*
Windfall	*560*
Plan Target (2012-27)	**3,990**
Total Completions and Commitments	**4,027**
Excess above Plan Target	**37**

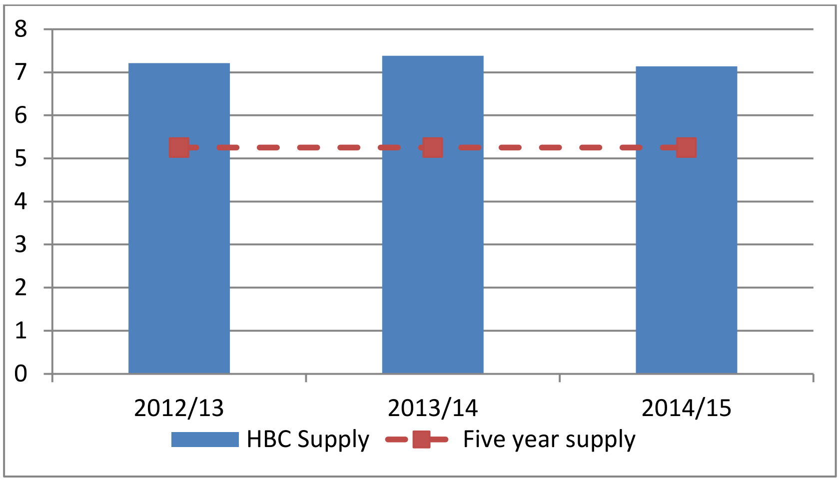
Figure 3.8), and more have been permitted subsequently. The supply equates to 7.14 years of housing land, significantly more than the minimum that the Government requires for Hertsmere (which is 5.25 years). This position has been fairly steady over the last three years (see Figure 3.9).

Figure 3.8: Five Year Housing Land Supply
Source: Table 3.21 in the Technical Appendix

Expected Delivery of Units (Net) over 5 years from 1.4.2014	14/15	15/16	16/17	17/18	18/19	Total[1]
Total Dwelling Commitments	**218**	**371**	**256**	**171**	**127**	**1,143**
Under Construction	*133*	*74*	*44*	*44*	*0*	*295*
Ready (with permission)	*85*	*297*	*212*	*127*	*127*	*848*
Sites awaiting Legal Agreement	**0**	**7**	**16**	**12**	**7**	**42**
Sites under consideration[2]	**0**	**0**	**0**	**33**	**29**	**62**
Identified Sites	**0**	**0**	**162**	**191**	**192**	**545**
Elstree Way Corridor	*0*	*0*	*44*	*53*	*40*	
Site Allocations	*0*	*0*	*100*	*96*	*121*	
Other	*0*	*0*	*19*	*42*	*29*	
Safeguarded Sites	**0**	**0**	**0**	**0**	**0**	**0**
						0
Windfall	**0**	**0**	**0**	**0**	**0**	**0**
Total	**218**	**378**	**434**	**407**	**355**	**1,792**

Notes: 1 The net housing figures (except for windfall and sites under construction) are discounted by 6% to allow for a possible element of non-delivery. For this reason totals may not exactly correspond to the sum of a row or column. Each section (bold headings) may include sites from anywhere in the borough, including Elstree way Corridor.
2 Safeguarded sites amount to 173 dwellings: the timing of delivery has not been decided, it would be after the plan period

Figure 3.9: Estimated Years Supply of Housing
Source: Table 3.22 in the Technical Appendix



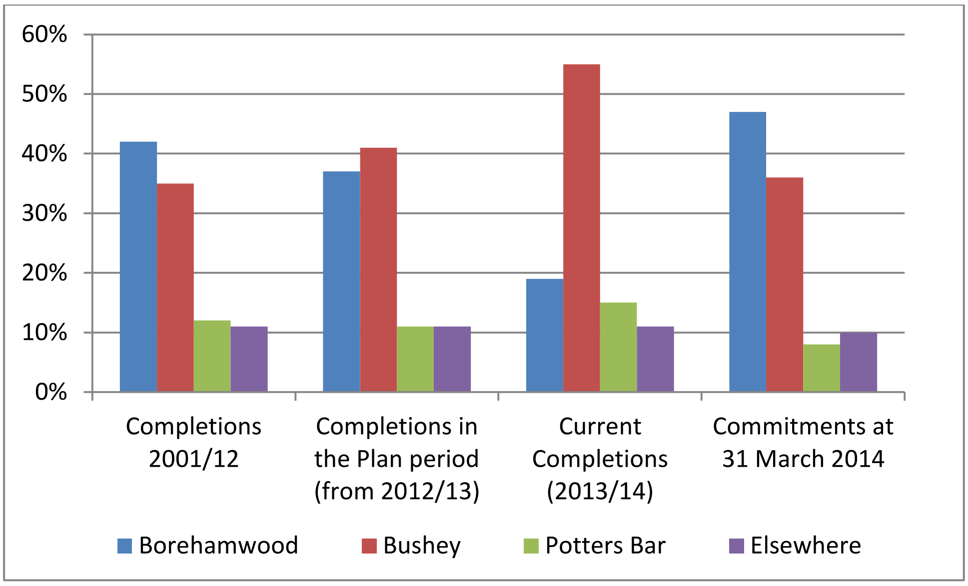
Notes: The supply consists of sites which are identified, suitable and viable, and therefore deliverable within five years. This is estimated for 1 April each year.

The Character

3.20 The development committed by existing planning permissions has some different characteristics to recent past completions.

3.21 The proportion of the supply going to Borehamwood is increasing, though it is still less than 50% of the total (see Figure 3.10). Bushey will have over 30% of commitments, similar to completions from 2001. The density of housing committed is very high (around 80 dwellings per hectare) in Borehamwood, compared to everywhere else which substantially brings down the average density of future development in the borough (see Table 3.19 in the Technical

Figure 3.10: Distribution of Dwellings
Source: Tables 3.3 and 3.13 in the Technical Appendix



Appendix). Most future supply will be on previously developed land (including gardens) in urban areas.

3.22 The proportion of flats committed is similar to 2012/13 (i.e. 77% of total dwellings in 2013/14) (ref. Table 3.14 in the Technical Appendix). This proportion is very substantially higher than for completions, and is reflected in the proportion of 1 and 2 bedroom properties committed (i.e. 71%). The number of 2 bedroom properties is particularly set to grow further (see Figure 3.11).

3.23 The proportion of affordable housing permitted is slowly declining (see Figure 3.12). Table 3.17 in the Technical Appendix shows that there are very few 4 bedroom affordable units, but relatively significant commitments of 2 bedroom units (compared with market housing).

Figure 3.11: Size of Dwellings
Source: Tables 3.5 and 3.15 in the Technical Appendix

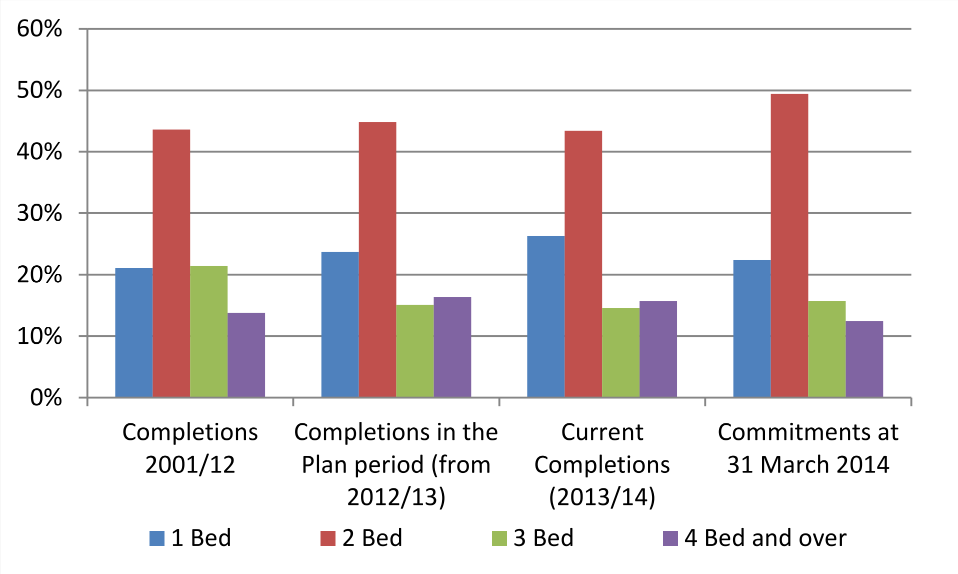
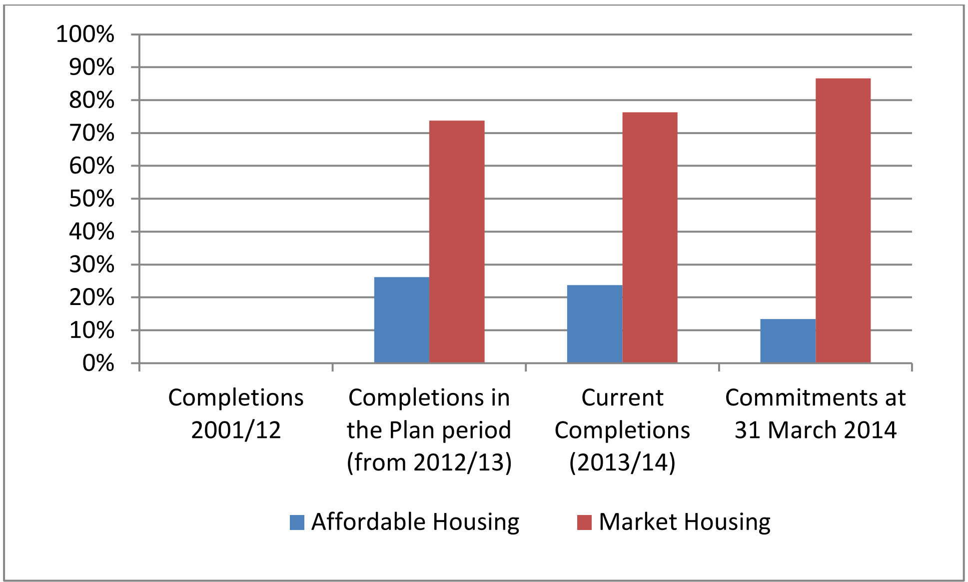


Figure 3.12: Tenure of Dwellings
Source: Tables 3.6 and 3.16 in the Technical Appendix



3.24 The vast majority of sites are relatively small. However the contribution of a few large sites (i.e. bigger than 1 hectare in area and/or accommodating 25 dwellings or more) can be disproportionately significant. 12 sites will contribute 50% of all homes (i.e. committed with planning permission) and 85% of affordable homes (see Table 3.18 in the Technical Appendix).

Elstree Way Corridor

3.25 The Corridor is providing a significant contribution to housing supply – i.e. 26% of completions (2012/13 – 2013/14), 26% of planning permissions and 54% of the future 'identified sites' (in Figure 3.5). This contribution comes from a small area of land, attracting high building densities (over 150 dwellings per hectare and potentially higher) (ref. Table 3.24 in the Technical Appendix).

3.26 The Council has applied to Government for the Corridor to be designated as a Housing Zone. If successful the Council will be able to borrow funds to help support new infrastructure, which in turn will help speed up the delivery of the new housing.

Accommodation for Gypsies and Travellers

3.27 A small but specialist part of the housing supply is for Gypsies and travellers. There are 65 residential pitches, excluding the transit pitches at South Mimms. This includes 6 pitches without planning permission, which are tolerated (and therefore 'accepted'). The current total is sufficient to meet the Core Strategy target for pitches to 2017 and with proposals in the draft Site Allocations and Development Management Policies document will provide sufficient supply for five years ahead (see Table 3.25 in the Technical Appendix).

Housing Need and Affordability

Overview

3.28 Access to housing depends on a range of factors: the size, type, character and tenure of homes are all important, but the key factor is whether people can afford the housing.

3.29 344 households, which were accepted as statutorily homeless and/or in priority need on the Council's waiting list, were accommodated (more than in 2012/13) (see Table 3.26 in the Technical Appendix). The Council's waiting list itself has been revised and therefore no sensible comparison will be able to be drawn between 2012/13 and 2014/15.

3.30 The Council has commissioned studies to examine the level of housing needs and needs for Gypsy and traveller accommodation. Both should be published in 2015, and both are likely to indicate higher levels of need than are currently being planned for.

Affordability

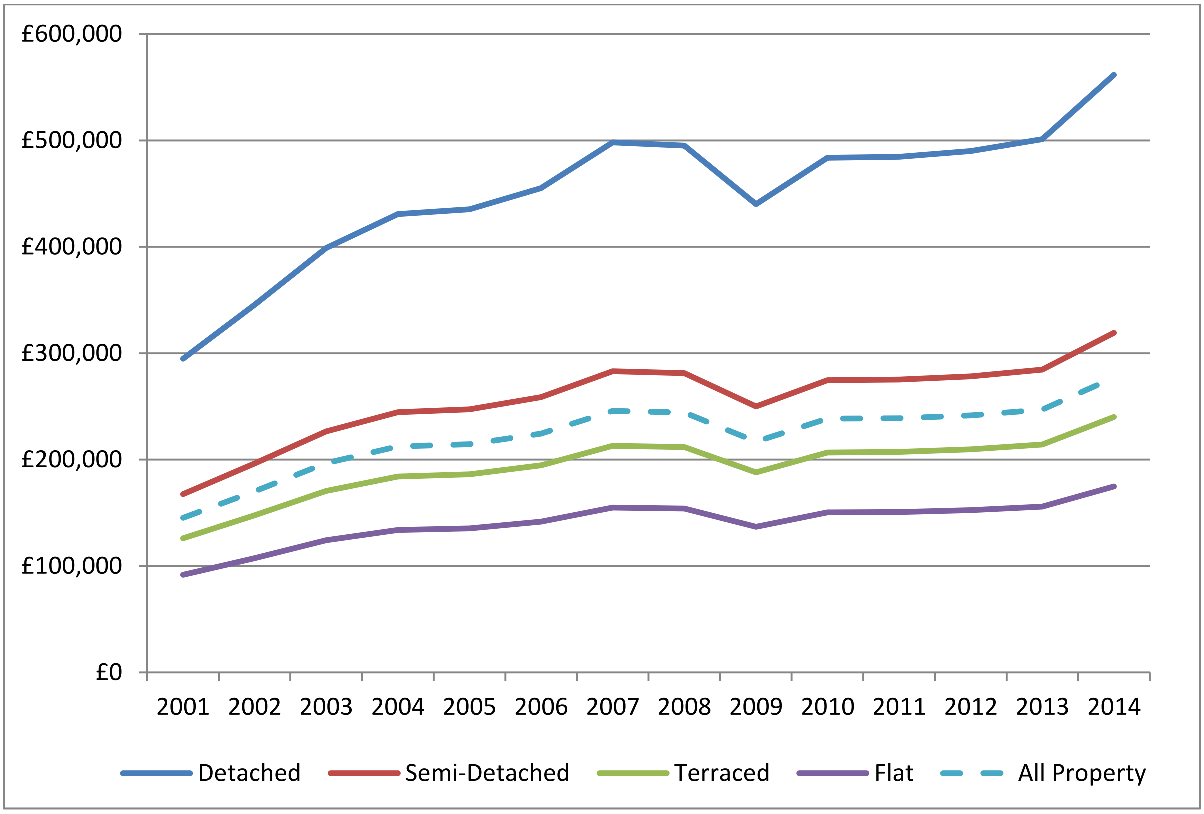
3.31 Average house prices in Hertsmere in 2013/14 ranged from £257,000 for a flat to £773,000 for a detached house (see Figure 3.13). The average semi-detached house cost £368,000. Prices are rising and in the early part of 2013 reached their pre-recession peak (the long term average house price trend in Hertfordshire is shown in Figure 3.14).

Figure 3.13: Average House Prices
Source: Tables 3.28 and 3.29 in the Technical Appendix

Type	Place	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
		£	£	£	£	£	£	£
Detached	Hertsmere	625,352	772,926	772,609				
	County	484,598	490,101	501,145				
Semi-Detached	Hertsmere	351,150	347,683	368,444				
	County	275,296	278,423	284,697				
Terraced	Hertsmere	283,355	301,946	307,022				
	County	207,230	209,584	214,306				
Flat/Maisonette	Hertsmere	254,077	257,039	257,313				
	County	150,804	152,516	155,953				

Note: Prices in Hertsmere in 2013/14 are average for 2013/14: in 2011/12 and 2012/13, they were average for the last quarters only.

Figure 3.14: House Price Trends (Hertfordshire)
Source: Table 3.29 in the Technical Appendix



3.32 There is a significant variation in prices across the borough - from £1,215,000 for a detached house in Radlett to £550,000 in Bushey; from £190,000 for a flat in Borehamwood to £384,000 in Radlett; from £424,000 for a semi-detached house in Elstree to £330,000 in Borehamwood; and from £462,000 for a terrace in Elstree to £268,000 in Borehamwood (see table 3.30 in the Technical Appendix).

Figure 3.15: Ratio of House Prices to Incomes
Source: Tables 3.28 and 4.8 in the Technical Appendix, and Figure 4.9

Type	Place	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Detached	Hertsmere	21.4	27.9	26.5				
	County	15.7	15.7	15.7				
Semi-Detached	Hertsmere	12.0	12.5	12.6				
	County	8.9	8.9	8.9				
Terraced	Hertsmere	9.7	10.9	10.5				
	County	6.7	6.7	6.7				
Flat/Maisonette	Hertsmere	8.7	9.3	8.8				
	County	4.9	4.9	4.9				

3.33 There is also a big difference between house prices in the borough and the county-wide averages (which are lower) – differences of around £250,000 for detached houses and £80-100,000 for the other types.

3.34 Average earnings in the county were about 9% higher in 2013/14. What this means that the ratio of house prices to incomes is very much higher in Hertsmere (see Figure 3.15), making it even more difficult for people to acquire housing in the borough.

3.35 Market rents are high. According to a survey by the National Housing Federation (dated December 2014), renting from private landlords in Hertsmere is taking 46% of household income on average. This is the ninth highest district figure outside London.

4. Economy

4.1 Overall the economy has improved, employment is high and most signs are positive.

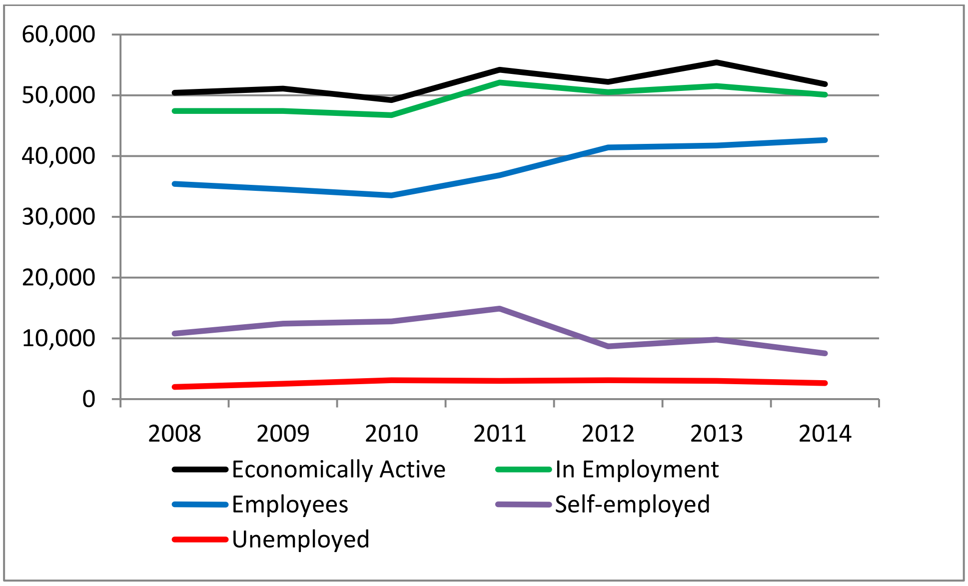
Labour Supply

4.2 While only 62.3% of Hertsmere's population is aged 16-64, which is lower than the national average, 79.6% is described as economically active (which is above the national average of 77.5%). This means that the substantial majority of Hertsmere residents is either in work or seeking work, and comparatively more so than in the country at large.

4.3 The proportion of people in employment is returning towards levels experienced only twice in the last ten years – i.e. in 9 month periods in 2008 and 2010. At June 2014 it was 77.4%, higher than regional and national averages.

4.4 This number is weighted towards employees (i.e. residents employed by others) rather than self-employed people. There has been a significant decline in the number of residents who are self-employed since 2010/11. This bottomed in September 2013 and has started to rise (see Figure 4.1). The proportion of self employed at 12.7% (June 2014) now exceeds the regional and national level, a situation which has been the norm for many years.

Figure 4.1: Economically Active Population in Hertsmere
Source: Table 4.1 in the Technical Appendix

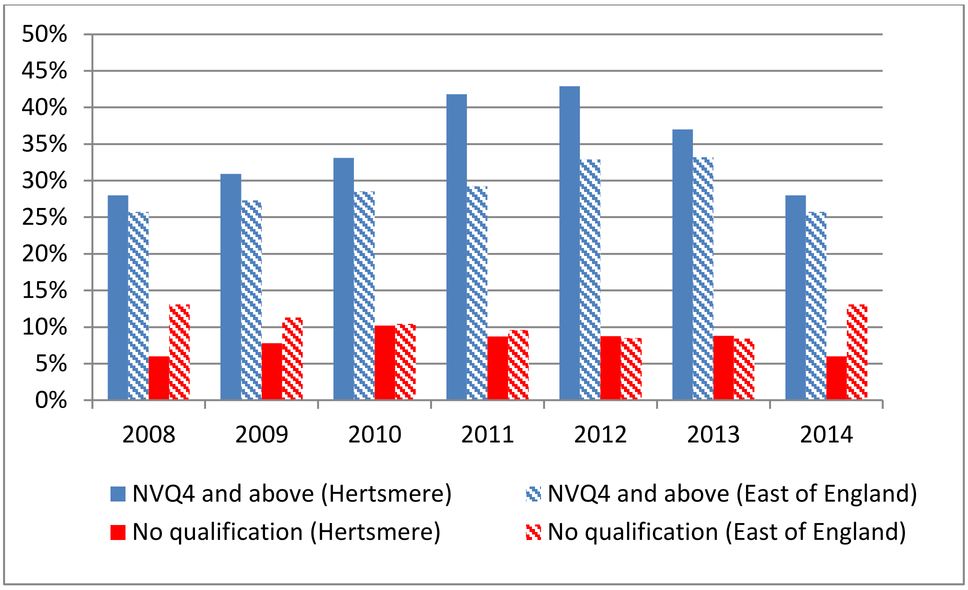


4.5 The resident population is relatively well-educated. The proportion of those with qualifications of an NVQ4 or above remains higher than in the region at large – 37% in Hertsmere compared with 33.2% in the East of England (at December 2014) (see Figure 4.2). The figure however disguises the significant drop in numbers in 2013 following significant growth in 2011 and 2012. It also obscures the fact that 8.8% of the resident population has no qualification at all which is worse than regional and national averages. There is considerable local variation in qualification levels: Three Rivers and Welwyn- Hatfield are similar to

Hertsmere, while in Watford and St Albans the proportion with an NVQ4 or higher exceeds 48%.

Figure 4.2: Level of Skills

Source: Table 4.7 in the Technical Appendix

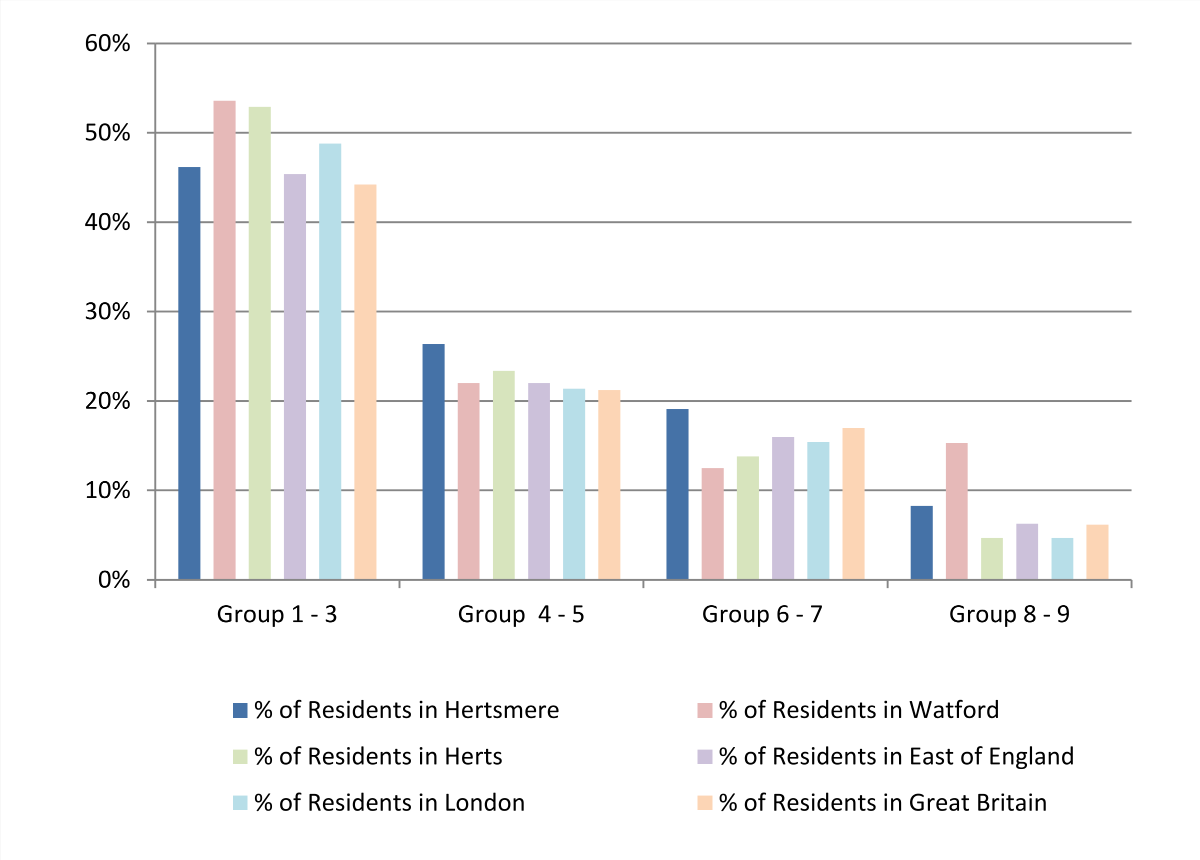


4.6 Residents are employed in a range of occupations though this is quite clearly weighted towards 'white-collar' and service occupations (see Figure 4.3). The proportion of residents in these occupations exceeds regional and national averages. Only in the group comprising process plant and machine operatives and elementary occupations, major groups (8-9) (see Tables 4.5 and 4.6 in the Technical Appendix), does the proportion in Hertsmere fall below the averages. The largest occupational group comprises 24,500 people in managerial, professional and associated technical roles (June 2014). There have been significant fluctuations in this group, with a drop of 7,500 between December 2012 and December 2013 and an increase during 2014. Professional and technical occupations have declined while those in managerial roles appear to have increased. Employment in administrative and secretarial occupations (group 4) grew between December 2012 and March 2014, partly compensating for a previous decline.

Figure 4.3: Occupational Skills

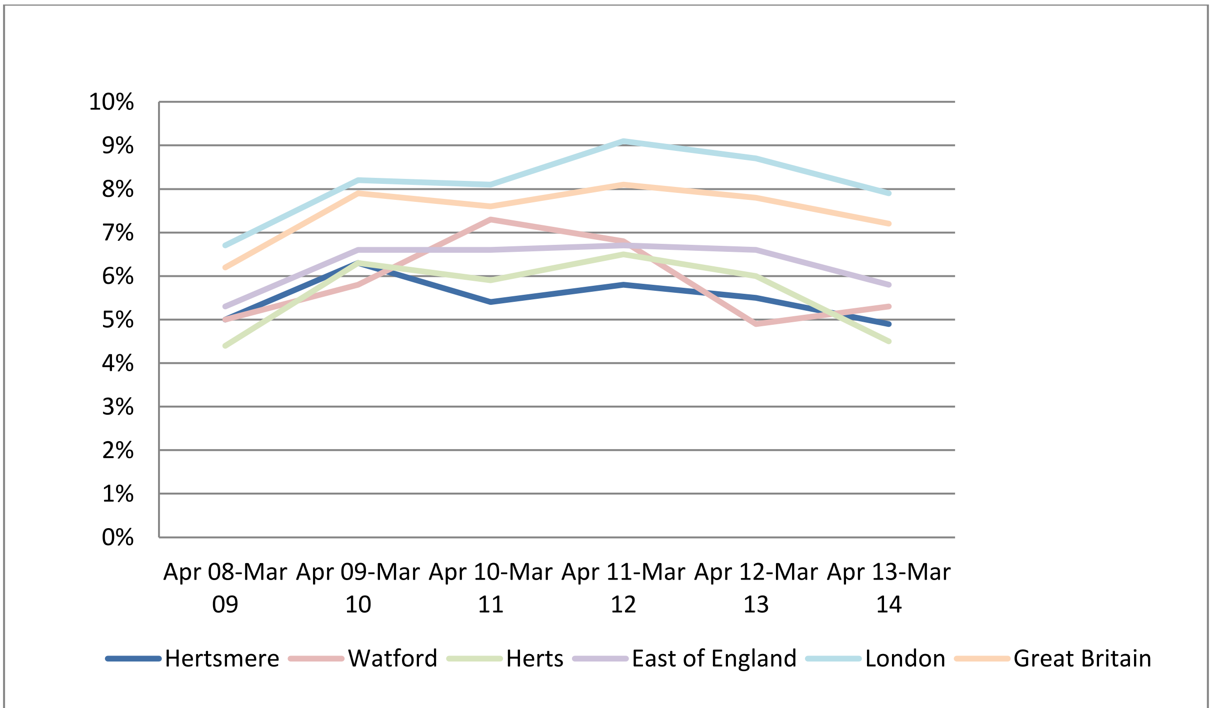
Source: Table 4.6 in the Technical Appendix

	Key to Occupational Groups
Group 1	Managers, directors and senior officials
Group 2	Professional occupations
Group 3	Associate professional & technical
Group 4	Administrative & secretarial
Group 5	Skilled trades' occupations
Group 6	Caring, leisure & other service occupations
Group 7	Sales and customer service occupations
Group 8	Process plant and machine operatives
Group 9	Elementary occupations



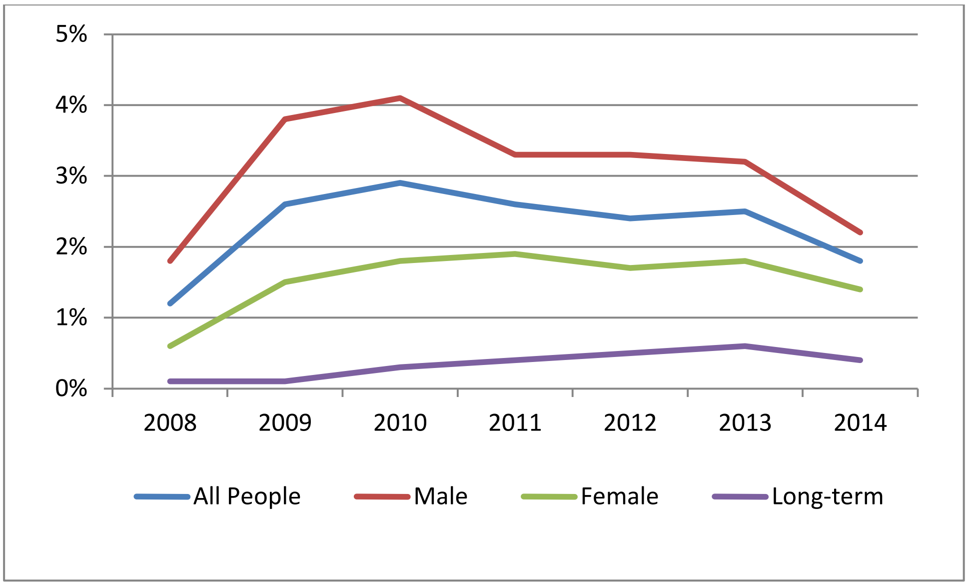
4.7 Unemployment is on a falling trend. Although in Hertsmere there was a plateau of 5.5% throughout the middle of 2013, it fell to 4.5% by June 2014. Levels are below regional and

Figure 4.4: Unemployment Rates
Source: Table 4.2 in the Technical Appendix



national averages. Claimant counts (i.e. for job seekers allowance) have significantly fallen since the peak in February 2010 (i.e. from 1,907 to 1,146 in March 2014 and 950 in September 2014). This represents 1.5% of the population aged 16-64. At the peak of the boom in 2007 the proportion was 1.1%: the decline may be coming to a natural end (see Figures 4.4 and 4.5). The number of long term claimants (i.e. for more than 12 months) has dropped to 220 (September 2014).

Figure 4.5: Claimants for Jobseekers Allowance
Source: Table 4.3 in the Technical Appendix



Enterprise and Labour Demand

4.8 The number of jobs in Hertsmere has fluctuated between 50,000 and 57,000 since 2002. The most recent figure, for 2012, points to 54,000 jobs. Other indications, such as the level of employment, suggest this will grow during 2013.

4.9 Jobs density in Hertsmere (i.e. the ratio of total jobs to population aged 16-64) is relatively high compared with regional and national averages. However there is no long term growth in the number of jobs and, if anything, a slight decline in the jobs density since the early 2000s (ref. Figure 4.6).

Figure 4.6: Total Jobs and Jobs Density in Hertsmere

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Jobs	54,000	50,000	53,000	51,000	50,000	54,000	57,000	53,000	51,000	54,000
Density	0.91	0.85	0.88	0.85	0.82	0.88	0.91	0.83	0.81	0.86

Total jobs includes employees, self-employed, government-supported trainees and HM Forces

4.10 The total number of jobs (for employees) has increased since 2009 – by some 4,500 in Hertsmere, though there was little change between 2012 and 2013 (see Table 4.10 in the

Technical Appendix). The decline in wholesale and retail jobs between 2012 and 2013 will only become significant if continued. Jobs available in Hertsmere are concentrated among various services. Construction is more important in Hertsmere compared to the region but still accounts for less than 10% of jobs.

Figure 4.7: Employee Jobs by Industry in Hertsmere

Employee Jobs	*historic*				*current*		
	Hertsmere				**Hertsmere**		**East**
	2009	**2010**	**2011**	**2012**	**2013**		**2013**
	%	**%**	**%**	**%**	**%**	**No.**	**%**
Primary Activities/Manufacturing	*14.2*	*14.5*	*17.0*	*16.1*	*15.1*		*14.8*
Agriculture and mining	-	-	-	-	-	-	0.3
Energy and Water	1.0	1.2	1.5	-	-	-	0.9
Manufacturing	3.9	5.7	5.0	5.0	4.8	2,200	8.8
Construction	9.3	7.5	10.4	9.7	9.4	4,400	4.8
Services	*85.8*	*85.5*	*83.0*	*83.9*	*84.9*		*85.2*
Wholesale & retail, motor trades	18.5	18.9	19.4	19.8	19.0	8,900	17.7
Transport storage	4.1	3.9	4.2	3.9	3.6	1,700	4.7
Accommodation and food services	7.3	7.2	7.3	7.2	7.1	3,300	6.3
Information and communication	6.5	5.4	5.4	6.0	5.2	2,400	3.5
Financial and other business services	21.0	22.7	21.2	24.5	26.3	12,300	22.2
Public admin, education and health	20.8	19.0	17.9	17.9	18.8	8,800	26.6
Other Services	7.5	8.3	7.4	4.6	4.8	2,200	4.2
Total Number	**42,200**	**42,600**	**44,100**	**46,600**		**46,700**	

Source: ONS business register and employment survey
- or n.a.: data unavailable

Notes: % is a proportion of total employee jobs
Employee jobs excludes self-employed, government-supported trainees and HM Forces
Data excludes farm-based agriculture

4.11 The number of businesses has grown significantly from 2011 – whether measured as enterprises or their local units. Around 90% of all businesses employ between 0 and 9 people. These very small businesses and businesses employing 10-49 people have increased in number, which is important for overall employment. There has been little change in the number of larger units. There are very few businesses employing more than 250 people.

4.12 Significant business moves include the relocation of Wickes from The Boulevard, Borehamwood to Elstree Business Centre. The business centre contains nine other business units, a number of which are now occupied: it was officially opened in February 2014. Debenhams moved into the premises vacated by Wickes in October 2014.

4.13 Legal & General unveiled proposals for a possible sports centre of excellence with hotel and conference facilities at Rowley Lane, Borehamwood. On the other hand, Cancer Research UK is expected to move out of its premises at Clare Hall, Potters Bar and into the Crick Institute, London.

4.14 Film and TV production continue to be supported. At Elstree Studios an area of contamination was cleared using monies from the Hertfordshire Local Enterprise Partnership's Growing Places Fund. Elstree University Technical College, which focuses on the creative industries, opened to students in September 2013. Planning permission was given in June 2014 for various works to upgrade the temporary East Enders set at the BBC Studios.

Business Links and Promotion of Business

4.15 Hertfordshire Local Enterprise Partnership published its Strategic Economic Plan and blueprint for future economic investment in the county in March 2014.

4.16 This was followed by the Council's Economic Development Strategy in July 2014 ('Creative Hertsmere'). The strategy contains a two year action plan and longer term objectives. Its vision is as follows:

By 2026 the borough will have a thriving, vibrant and prosperous economy that is underpinned by creativity and enterprise which:

- drives innovation and business growth to deliver the 8,000 jobs cited in the Hertsmere Core Strategy;
- has a well-educated and skilled population willing and able to compete in the local and global economy;
- supports creative driven economic development within the borough and across the wider area with a particular focus on the film and television industry;
- targets support for the most vulnerable;
- leads and champions town centre improvements to improve the retail and leisure offer across the borough; and
- creates a labour market where the educational institutions (connected from early years to higher education) meet the current and future needs of the economy.

The strategy aims to unlock the economic potential of the borough by helping to create "quality places": i.e.

- 'the Hertfordshire/North London Creative Corridor' which focuses on the M25 corridor (this is currently being explored with neighbouring authorities);
- 'the Elstree Creative Corridor' stretching west to east from the M1 through Borehamwood and Elstree to the A1, and encompassing the Elstree Way Employment Area, Centennial Park Industrial Area, Borehamwood town centre and other commercial opportunity sites;
- the centres of Borehamwood, Potters Bar and Bushey, which need Improvement strategies to help increase their vitality and viability.

4.17 HertsmereConnect was established as a branch of the Watford and West Herts Chamber of Commerce in January 2014. It provides a link between businesses and with the Council, and will help deliver the Economic Development Strategy.

Earnings

4.18 Gross weekly pay has generally been rising. It is normally higher for Hertsmere residents than pay earned within the region and country on average, but lower than the average in Outer London and the county. There is also a difference between that earned by Hertsmere residents and that earned by people working in businesses in Hertsmere – about £40 per week in 2013 (see Figure 4.8). Opportunities to work in London (and elsewhere) generally enable residents to earn a bit more. Growing wages is a sign of affluence, though what people can afford and their standard of living depends on costs – such as the cost of housing. Annual earnings in Hertsmere are about £29,150 on average: as Figure 4.9 shows this is lower than the county average.

Figure 4.8: Gross Weekly Earnings (per Person)
Source: Tables 4.8 and 4.12 in the Technical Appendix

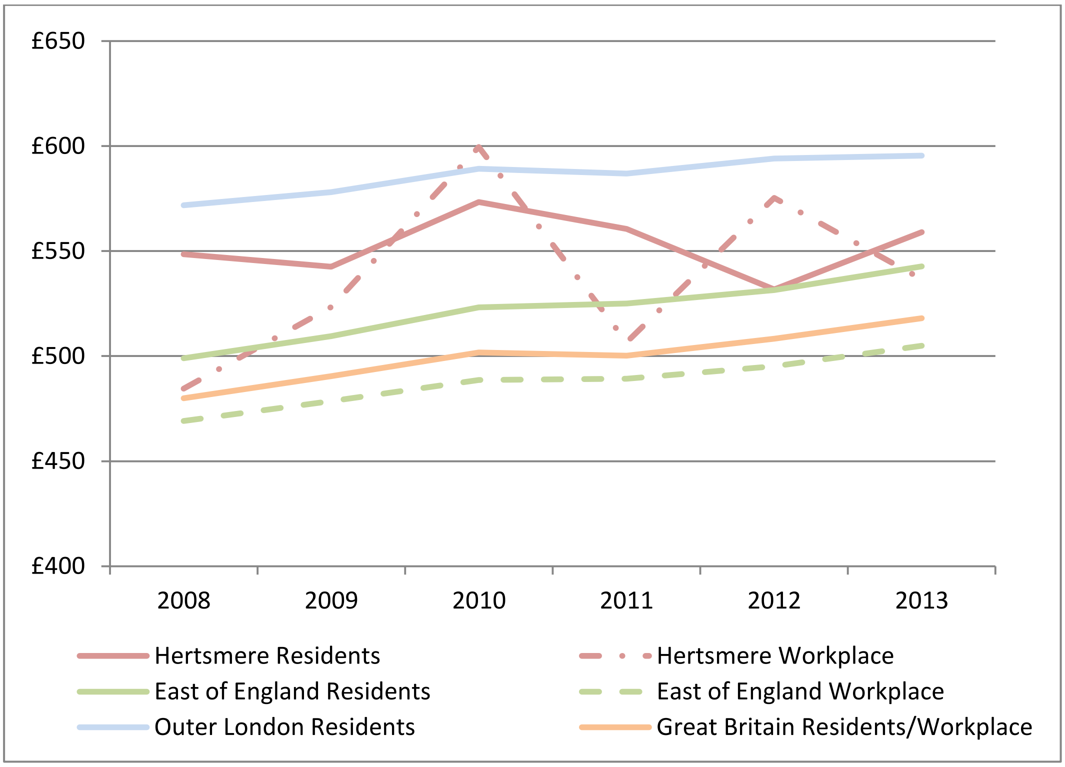


Figure 4.9: Annual Earnings (by Residence)[1]
Source: Table 4.8 in the Technical Appendix

Place	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18		
	£	£	£	£	£	£	£		
Hertsmere	29,226	27,730	29,153						
County	30,879	31,202	31,823						

Note: Calculated by weekly earnings multiplied by 52.143
Per person

Employment Land Use

4.19 Long term macro-economic predictions have pointed towards growth in demand for retail and office (business) space, and significant decline for industry and storage. However, over the past two years there has been a very significant loss of business/industry/storage space: the indication for the future is that this should slow or cease for a while (see Figure 4.10). Change in the amount of retail floorspace has not been significant by comparison.

Figure 4.10: Commercial Land Use Change (Overview)
Source: Tables 4.15 and 4.16 the Technical Appendix

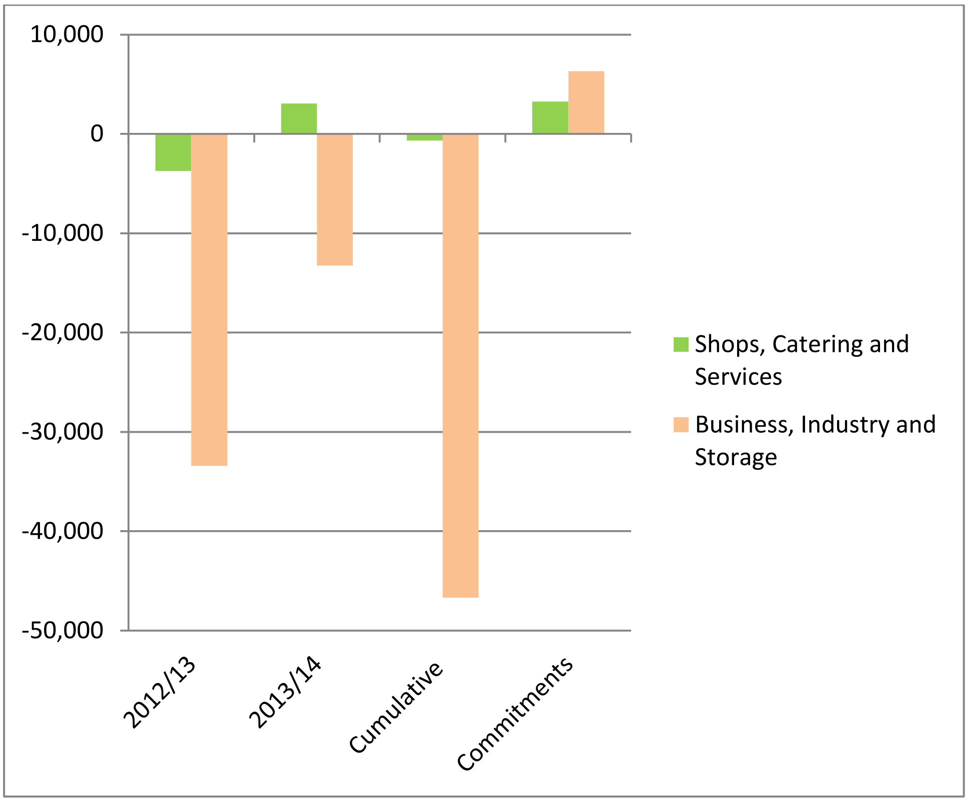


Figure 4.11: Business, Industry and Storage (Completions from 2012/13)
Source: Table 4.15 in the Technical Appendix

Use Class		Actual Floorspace Change[1] (Sq. m)							
		2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Cumulative
Business									
Unspecified	B1	0	707						707
Offices	B1A	-22,541	-6,615						-29,156
Research & devt	B1B	0	0						0
Light industry	B1C	-8,586	-9,019						-17,605
Business Sub-total	*B1*	*-31,127*	*-14,927*						-46,054
General industry	B2	-629	2,031						1,402
Storage/distribution	B8	-1,666	-367						-2,033
Total	B1-B8	-33,422	-13,263						-46,685
Hotels	C1	-560	0						-560
Other – sui generis[2]	SG	519	4,022						4,541

Notes: 1 Gross floorspace is measured.

2 Uses falling outside a use class

4.20 The key type of employment change has been the significant losses of office and light industrial floorspace (see Figure 4.11). There is little immediate change or growth apparent in any sector, even for research and development where two key users have permission to extend (Cancer Research UK at Clare Hall laboratories and NIBSC, South Mimms) (see Figure 4.12). Whether the Clare Hall development will materialise is doubtful as the occupier has moved.

Figure 4.12: Business, Industry and Storage committed

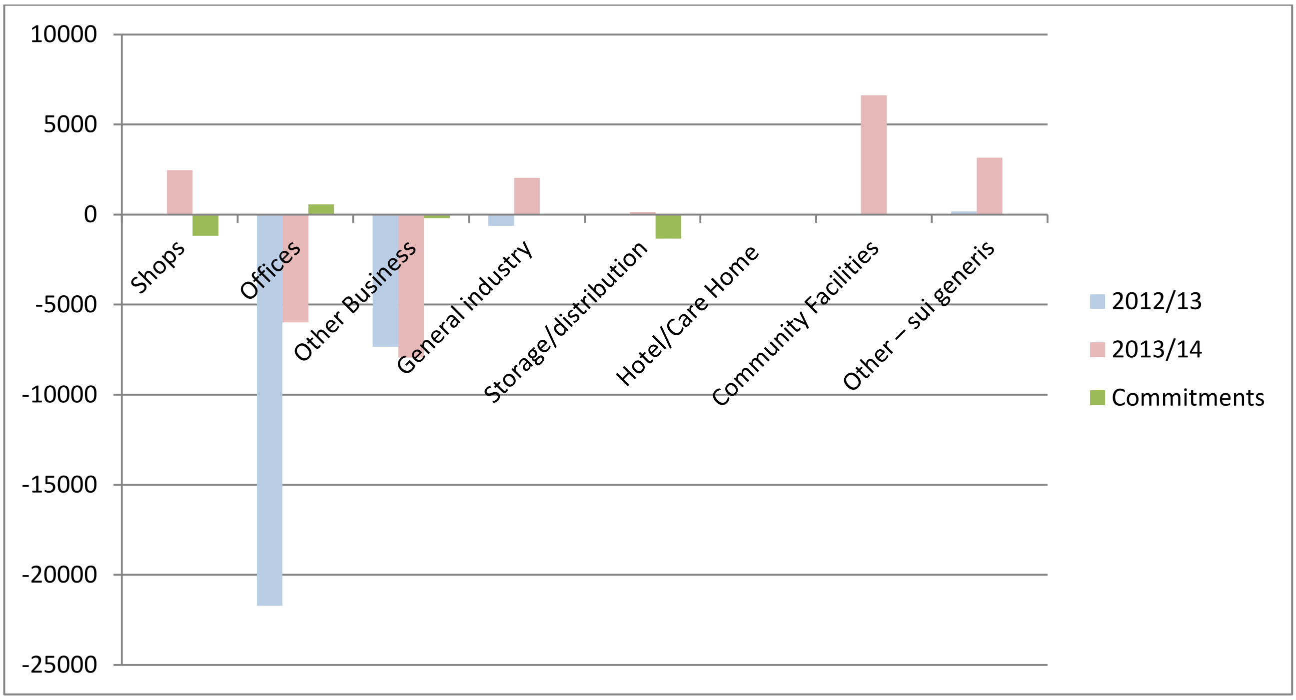
Source: Table 4.16 in the Technical Appendix

Use Class		Committed Floorspace Change[1] (Sq. m)							
		1/4/13	1/4/14	1/4/15	1/4/16	1/4/17	1/4/18	1/4/19	1/4/20
Business									
Unspecified	B1	-8,577	-49						
Offices	B1A	-15,841	1,269						
Research & devt	B1B	13,049	4,754						
Light industry	B1C	-1,443	-148						
Business Sub-total	*B1*	-12,812	5,826						
General industry	B2	1,788	72						
Storage/distribution	B8	3,539	410						
Total		-7,485	6,308						
Hotels	C1	3,249	3,249						
Other – sui generis[2]	SG	9,744	7,204						

Notes: 1 Gross floorspace is measured.
2 Uses falling outside a use class

Figure 4.13: Floorspace Change in Designated Employment Areas

Source: Table 4.18 in the Technical Appendix



4.21 Around 90% of the office and light industry losses have been in designated employment areas.

4.22 The designated employment areas, which amount to 109 hectares, are listed in the Core Strategy: i.e.

- Employment Areas at Elstree Way, Stirling Way, Otterspool Way and Cranborne Road (82ha)
- the Key Employment Site – Centennial Park (22 ha); and
- Locally Significant Sites (5 ha).

There have been no losses to residential, and the changes, which had been in the pipeline, have not altered or undermined the basic mix of employment uses. There has been some diversification – e.g. through retail, community facilities and (related) sui generis uses, and very little committed change.

4.23 There is an outstanding proposal for a hotel at London Colney close to Junction 22 on the M25.

Retail Land Use

4.24 Over the past two years there has been no change in overall shop floorspace, though there are three significant committed schemes – shops at 61-73 Shenley Road, Borehamwood; retail warehouse in Otterspool Way, Bushey; and changes including a mezzanine floor in Borehamwood Shopping Park (see Figure 4.14 and Table 4.17 in the Technical Appendix). There is also a noticeable loss of public houses, part of a national decline.

Figure 4.14: Retail Floorspace Change

Source: Tables 4.15 and 4.16 in the Technical Appendix

Use	Floorspace Change[1] (Sq. m)								
	12/13	13/14	Cum.[2]	Committed					
Shops	-2,963	3,237	274	2,977					
Financial/professional services	46	69	115	-17					
Restaurants/cafes	-17	81	64	502					
Drinking Establishments	-904	-424	-1,328	-219					
Hot food takeaways	111	96	207	12					

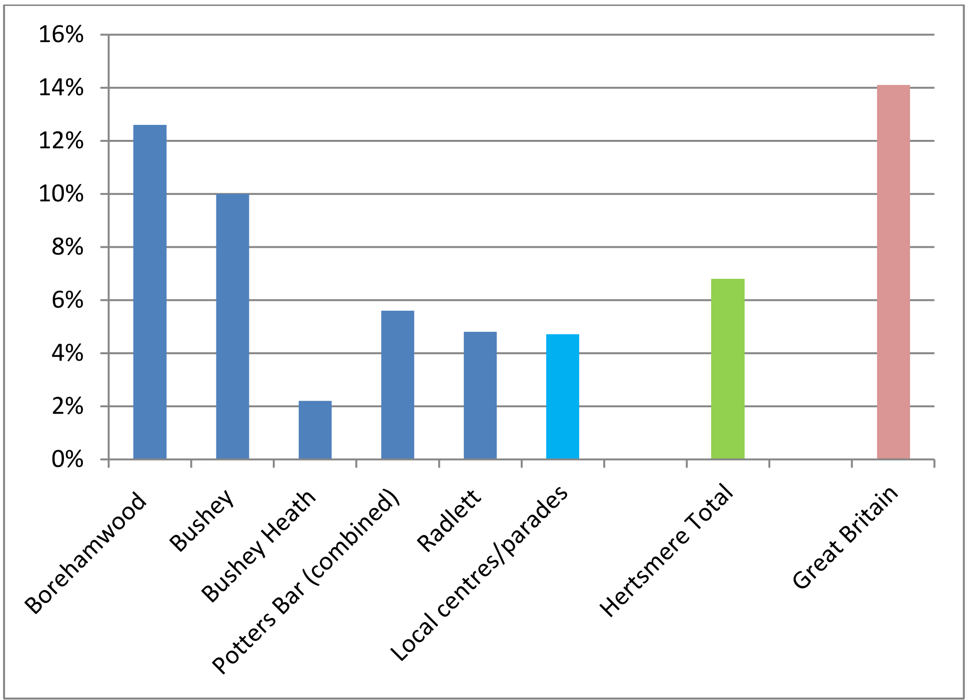
Notes: 1 Gross floorspace is measured.
2 Cumulative from 2012/13

Health of Centres and Shopping Areas

4.25 While changes in the economy and the trends towards online retailing have affected shops, shopping areas are in reasonable health. There was no recorded change in vacancies (or mix of uses) between 2012 and 2014. In Hertsmere vacancy rates remain significantly below the national average of 14.1% (see Figure 4.15).

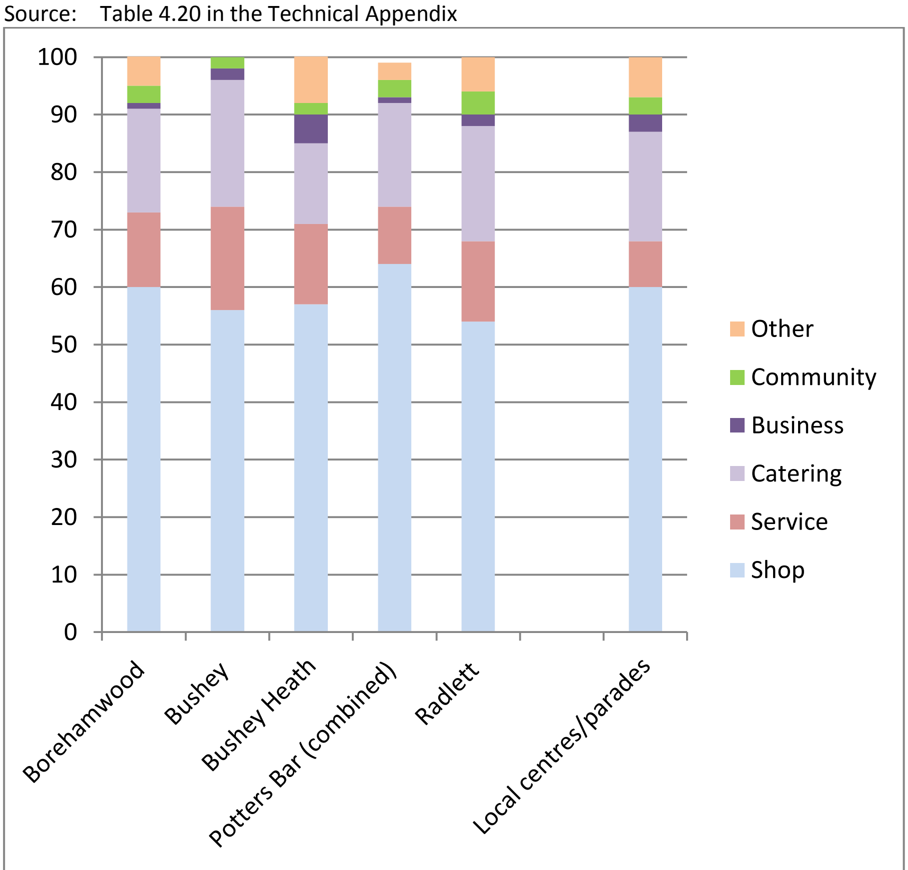
4.26 Shopping occupies around 60% of units. Bushey has more catering and service outlets than other places, and while there are variations between places in Hertsmere, they are relatively small (see Figure 4.16).

Figure 4.15: Vacant Premises in Shopping Areas
Source: Table 4.19 in the Technical Appendix



Notes: Information for Borehamwood-Radlett relates to the defined town or district centres.
Figure 4.16 excludes vacancies.

Figure 4.16: Mix of Uses in Shopping Areas
Source: Table 4.20 in the Technical Appendix



5. Community Facilities and Leisure

5.1 Social infrastructure, consisting of various social/community facilities, open space and meeting places, underpins welfare and quality of life of Borough residents and visitors. Over time it is expected there will be changes as a result of changing needs, and the number and characteristics (e.g. age) of the population. The Council's role as local planning authority is twofold: (i) to protect key facilities and open space at risk of alternative (more lucrative) development; and (ii) to support opportunities for new facilities. New provision may be delivered directly through development on a site, sometimes as part of a mix of uses, and through the use of financial contributions. Financial contributions also often support renovation and the introduction of new facilities/uses within a space or building.

Key Community Facilities

5.2 Overall there was no loss of community facilities and a significant commitment for new provision in the future, at least on the basis of floorspace completed and committed (see Figure 5.1). The key floorspace changes in 2013/14 were the opening of the Elstree University Technical College and a new community building at 96 Shenley Road in Borehamwood, a replacement science building at Dame Alice Owens School and Extra Care accommodation at the Honeywood House site in Potters Bar, and the loss of Windmill Nursing Home, Bushey to residential development. Potential change may be nearer 30,000 sq. m. than the 35,000 sq.m in Figure 5.1 because of double-counting between completions and commitments: key sites are listed in Table 5.2 in the Technical Appendix.

Figure 5.1: Community Facilities Floorspace Change
Source: Table 5.1 in the Technical Appendix

Use	Floorspace Change[1] (Sq. m)								
	12/13	13/14	Cum.[2]	Committed					
Residential institutions[3]	931	-72	859	5,372					
Non-residential institutions	596	5,609	6,205	24,811					
Assembly and leisure	-727	-153	-880	4,019					

Notes: 1 Gross floorspace is measured.
2 Cumulative from 2012/13
3 Including care homes

Open Space

5.3 The Council's planning policies assume there should be no loss of any significant space for sports and public access – both within and outside urban areas.

5.4 It includes all defined Major Green Spaces and Local Green Spaces listed under Table 5.3 in the Technical Appendix (and which are within the urban area). The definition at 2013/14 included all Urban Open Land in the Local Plan (except Hertswood Upper School playing fields – a housing proposal linked to consolidation of the Hertswood Academy onto one site). The definition, which is in the Consultation Draft of the Site Allocations and Development

Management Policies document (March 2014), is subject to confirmation and possible change through examination and completion of this document. Green space at March 2014 was as follows:

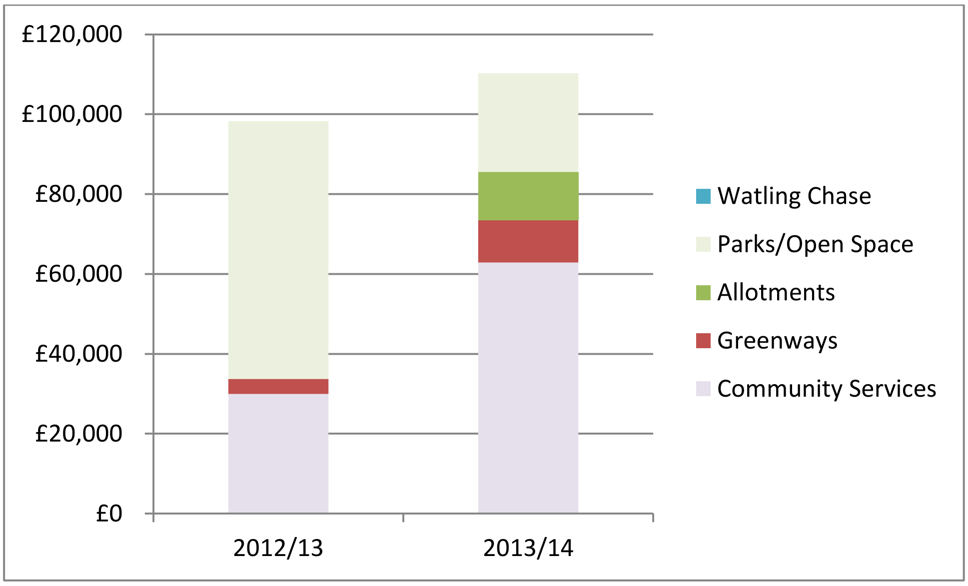
	Number of Spaces	Area in hectares
Major Green Spaces	66	134.4
Local Green Spaces	61	22.0

5.5 There was no actual change in the amount of open space between 2012/13 and 2013/14.

Supporting Community Provision

5.6 The Council used around £110,000 of monies from planning obligations on various community facilities in 2013/14 (£10,000 more than in the previous year) (see Figure 5.2). This was about half of the year's expenditure from this source (ref. Table 8.7 in the Technical Appendix).

Figure 5.2: Expenditure on Community Facilities
Source: Table 8.7 in the Technical Appendix



6. Environment

6.1 There has been no significant change in the number or area of identified environmental or heritage assets (see Figure 6.1).

Figure 6.1: Environmental Assets
Source: Tables 6.1, 6.2 and 6.3 in the Technical Appendix

Asset	Baseline (2012/2013)		Current year 2013/14		Previous Year 2012/13		Change over Previous Year
	No.	Area	No.	Area	No.	Area	
Natural Environment							
SSSI	2	54.1	2	54.1	2	54.1	
Local Nature Reserve	4	91.6	4	91.6	4	91.6	
Local Wildlife Site	110	809.9	110	809.4	110	809.9	- 0.5 ha
RIGG	3	11.8	3	8.8	3	11.8	Apparent reduction in area
Tree Preservation Order	471	-	478	-	478	-	+7
Heritage							
Conservation Area	16	293.6	16	293.6	16	293.6	
Scheduled Ancient Monument	4	-	4	-	4	-	
Registered Parks/ Garden	4	-	4	-	4	-	
Listed Building	319	-	319	-	319	-	
Locally Listed Building	372	-	372	-	372	-	

SSSI - Site of Special Scientific Interest
RIGG - Regionally Important Geological/Geomorphological Site

Conservation

6.2 Responsibility for the identification of the assets listed (ref Figure 6.1) rests with a number of different bodies (e.g. Historic England for Scheduled Ancient Monuments, registered parks and gardens and listed buildings). The Council makes tree preservation orders, designates conservation areas and identifies locally listed buildings

6.3 Planning policies (and regulations) help to protect important features of the natural and built environment: they are used to guide change, rather than prevent it. It is the owners of the particular feature which are ultimately responsible for its maintenance, management and continued value. In some cases this is a public body or trust, but in most it is private owners.

Natural Environment

6.4 Continuing pressures from development, management practices and the activities of man mean that the natural environment is inevitably changing. Parks and open spaces may be used differently over time. Trees and other plants are living organisms, and require management and replacement. The Green Belt countryside must accommodate a wider range of uses and activities to serve the needs of the urban and metropolitan area and transport. Equestrian activity has become more popular and farming arable. Populations of many species of wildlife have declined. The Watling Chase Community Forest initiative has been beneficial, though its impetus may have lessened with an apparent reduction in its profile.

6.5 Within this context, there are important features of the natural environment which are specifically conserved. Local nature reserves and sites of special scientific interest are maintained and under sympathetic management. Local wildlife sites and regionally important geological/ geomorphological sites are periodically reviewed by the Hertfordshire Environmental Records Centre. There has been no recorded change of any substance, and no change in the physical extent of the RIGGs (just the method of recording). What is less clear is whether the quality of any local wildlife site is being maintained or being allowed to degrade.

Heritage

6.6 There was no change in the extent of any conservation area or in the number of listed or locally listed buildings, scheduled ancient monuments and registered parks and gardens.

6.7 Appraisals of three conservation areas were undertaken by BEAMS (at Elstree, High Road (Bushey Heath) and The Royds (Potters Bar). These are likely to lead to changes in the precise extent of Elstree conservation area and the de-designation of the Bushey Heath conservation area. The Council introduced Article 4 directions in late 2014 to control small scale changes undermining the character of Elstree (part) and The Royds conservation areas (both directions will be subject to consultation and potential confirmation within 6 months). The dedesignation of the High Road conservation area and introduction of an Article 4 Direction to control some specific changes is expected to be taken forward in 2015.

6.8 BEAMS provided an analysis of locally listed buildings for the Council between 2012 and 2014. Proposed additions to and deletions from the Local List will be consulted on during in 2015.

Water Environment

6.9 Hertsmere is high in the Thames river catchment. What happens in the Borough could affect downstream or the underlying aquifer. Notwithstanding, there is little of consequence to report for 2013/14 – e.g. no drought, no increase or loss in water resources, no new supply measures, no significant change in flood zones or risk.

6.10 There are two significant reservoirs, Hilfield for water supply and Aldenham in the Elstree area, which it is important to retain. The future of Aldenham Reservoir is coming under scrutiny as the County Council is not renewing the lease it has (when it was maintained as part of Aldenham Country Park).

6.10 Planning applications are scrutinised for their potential effect on land drainage and flood risk. Advice is taken from the Environment Agency (ref Table 6.5 in the Technical Appendix) and Engineering Services (in the Council).

6.11 The borough falls within an area of stress for water supply – i.e. lower rainfall and substantial population and development pressure creating high demand for water. Per capita water consumption needs to be reduced through water efficiency measures (in the design of new buildings) and sustainable drainage design.

Sustainable Design and Construction

6.12 The design of buildings and new development can make an important contribution to the environment in terms of:

- the sustainable sourcing of materials;
- avoidance of waste;
- water efficiency;
- managing flood risk;
- energy efficiency;
- enhancing biodiversity; and
- helping to mitigate against climate change.

6.13 The Council is using its planning policies as far as it reasonably can within the framework set by Government to encourage sustainable construction and design. However, this is more limited than envisaged when adopting the Core Strategy. The Government has progressively favoured less restraint on development and less regulation. In particular it has consulted on housing standards and the replacement of the Code for Sustainable Homes. The Building Regulations will be more important for some aspects (e.g. energy efficiency) and the planning system avoiding duplication.

6.14 Site waste management is controlled by planning condition on major applications (ref Table 6.6 in the Technical Appendix).

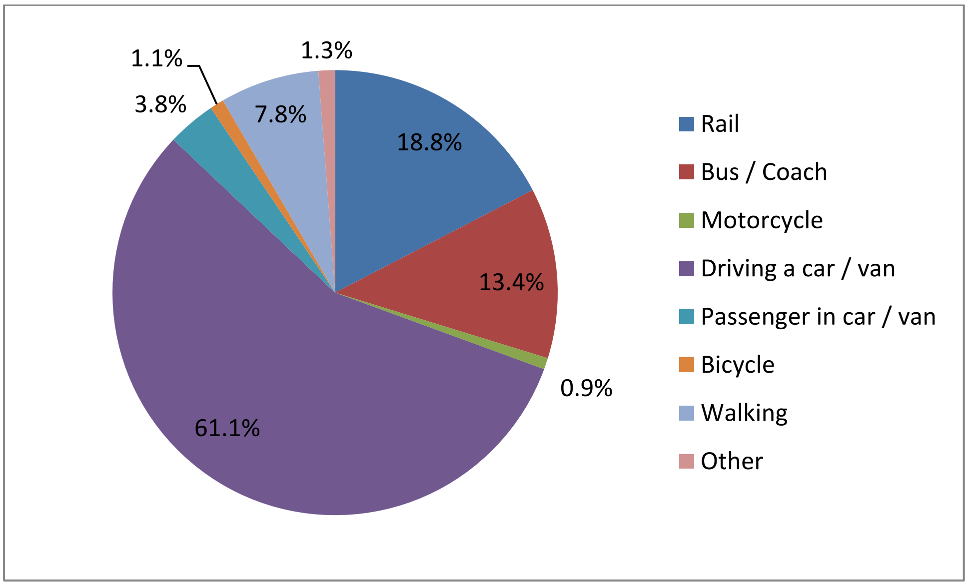
7. Access and Movement

Mode of Travel and Journey to Work

7.1 Around 25,300 journeys are made into Hertsmere for work and around 28,400 by borough residents outwards for work. The top ten origins and destinations of journeys have remained the same between 2001 and 2011 (ref Table 7.1 in the Technical Appendix). There are significant flows into Hertsmere from all neighbouring districts. London, Watford, St Albans and Welwyn-Hatfield are the most important destinations. Combined flows with Barnet and Watford each exceed 4,000. Commuting flows (i.e. in and out of Hertsmere) increased between 2001 and 2011, but not hugely. There continue to be large *net* outflows to Westminster/City of London, Camden, Barnet and Brent. The two significant changes between 2001 and 2011 are the increase in journeys to Welwyn-Hatfield, reflecting the growth of employment areas around the A1(M) (junctions 3 and 4), and a decline in the pull of Watford.

7.2 57% of residents travelled by car or van to work in 2011, a lower proportion than in 2001 and less than the national average (ref Table 7.2 in the Technical Appendix). Correspondingly, use of public transport (i.e. underground, train bus) has increased: 21% of residents travelled to work using these modes of transport in 2011. 6,100 people worked mainly at or from home, a higher proportion than the national average. Simply looking at the mode of transport for travel (i.e. excluding those working from home), there were 65% using a car (or van) and 24% using public transport, with another 8% walking (see Figure 7.1). Therefore, despite the increase in the number of residents working, the effect on roads would have been relatively small.

Figure 7.1: Mode of Travel to Work (2011)
Source: HCC Counts – see Table 7.2 in the Technical Appendix



7.3 The average distance travelled to work by Hertsmere residents in 2011 was 13.8 kilometres, about 1 km further than in 2001. This increase is a general pattern observed in Hertfordshire.

The reason for greater distances being travelled is the availability and choice of suitable work. The increase in the length of journeys is reflected in the greater number of car journeys and, for Hertsmere residents, in the relative and actual increase in the number of journeys by train or underground.

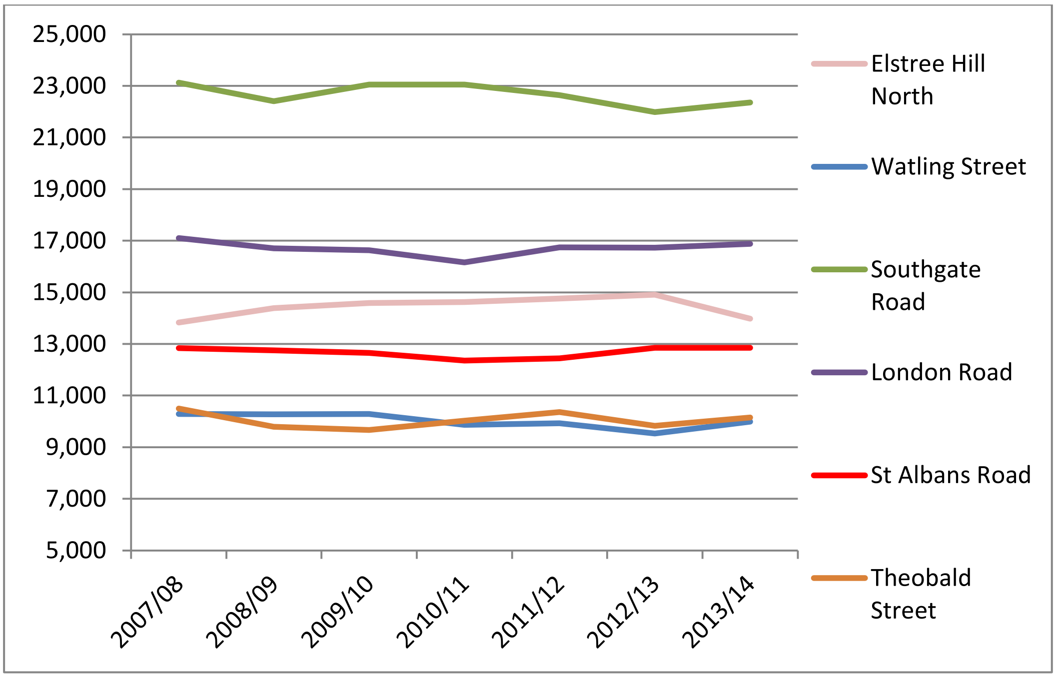
7.4 The County Council's periodic surveys supplement Census data. In Hertfordshire journeys to school are more usually on foot (in particular to primary schools) and by bus, compared to journeys to work (see Tables 7.3 and 7.4 in the Technical Appendix). Car journeys still account for 37% of trips to school. 60% of Hertfordshire residents travelled to work in a car or taxi, though there is some evidence of a shift from the use of the car to bus and train/underground. Peak hour trips into town centres show higher levels of car use, though for Borehamwood there was virtually no change between 2010 and 2013 (Table 7.5 in the Technical Appendix).

Management of Car Travel

7.5 The County Council, as local highway authority, is aiming to reduce the need to travel by car. Policies in the Core Strategy support this. Traffic on roads is an indication of economic growth and personal wealth, and movement of people and goods is essential: however, highway capacity is limited and therefore traffic growth must be managed.

7.6 Weekly traffic counts on selected roads in Hertsmere suggest that although the roads are slightly busier than in 2012/13, traffic has not returned to the pre-recession level in 2007/08 (see Figure 2). This does not mean that there are no highway capacity problems or other issues, particularly at key junctions; rather they have not obviously worsened.

Figure 7.2: Traffic Flows on Main Roads
Source: HCC Counts – see Table 7.6 in the Technical Appendix



7.7 Managing car travel is complex and can be influenced by the Councils, using a package of measures to:

- control the location of development;
- guide the location of services and facilities;
- support public transport services;
- manage demand for car travel; and
- manage capacity and/or support selected improvements to transport networks.

7.8 86% of all new housing was provided within the four towns (see Table 3.3 in the Technical Appendix). All but 3 of new homes is within 30 minutes public transport journey from a primary school, secondary school, employment area, doctor's surgery and retail centre (see Table 7.7 in the Technical Appendix). Most are much closer, though the hospitals in Barnet and Watford are accessible to only about 75% of the new homes. Most development for non-residential purposes – i.e. employment, commercial and community uses – was also within the towns. The few exceptions were on well-established sites, e.g. Otterspool Employment Area or a school in the Green Belt.

7.9 Parking strategy – controlling the number of private spaces provided and managing public on-street and off-street – is helping to manage demand.

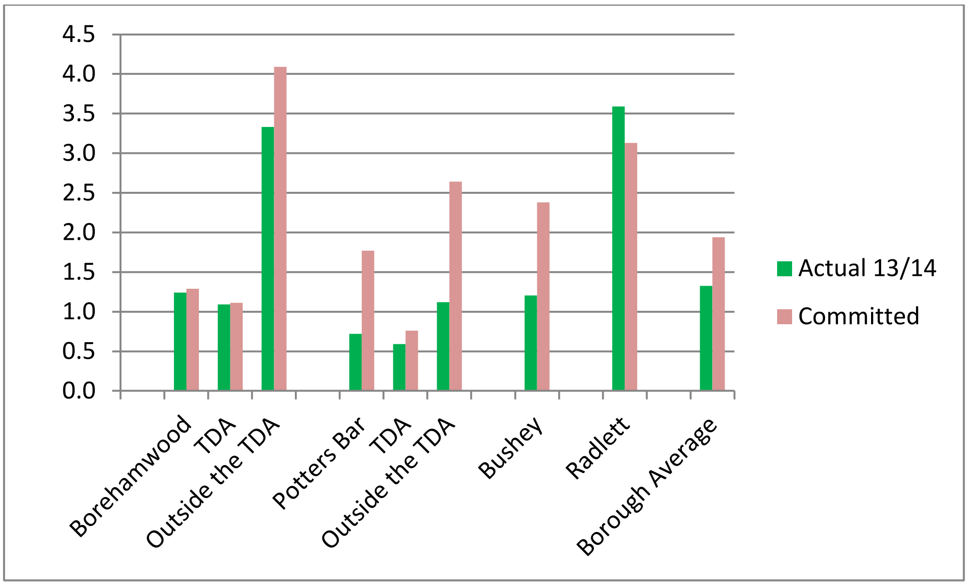
7.10 In Bushey Heath on-street pay and display was introduced in January 2013 (previously public on-street parking had been free). Public on-street parking charges have been reviewed, leading to an increase in parking charges being introduced in June 2013. The increases have helped achieve consistency in charging, both within the borough and across south west Herts. In Bushey Heath (on-street park and display), the introduction of charging is set to rise to borough levels in 2015 Charges for public off-street car parks have been reviewed (to be consistent with on street parking). A scheme of on-street parking management, with waiting restrictions, is in preparation for North Potters Bar (near Lochinver School).

7.11 The Council's planning policy helps to manage demand by restricting private parking in places (and not in others) and by requiring green travel plans in appropriate major schemes (thereby complementing the County Council's sustainable transport measures and public transport support).

7.12 Within the central areas of Borehamwood and Potters Bar average off-street residential parking provision was significantly less than outside (see Table 7.8 in the Technical Appendix and Figure 7.3). In Borehamwood for example, 1.1 spaces were provided for each dwelling: a similar amount will be provided on future commitments as well. This compares with 3.3 (and 4.1 per dwelling committed) outside the central area. The figures reflect greater accessibility to public transport and services, and the more intensive development already characteristic of these areas. Parts of Bushey, particularly along the High Road (Bushey Heath) and High Street/London Road (Bushey), are also very accessible and it is appropriate to reduce car parking standards there as well. Table 7.8 in the Technical Appendix provides information for each of the main settlements: however, because the figures reflect different site circumstances, type and value of property, they are only taken as a guide to transport management

7.13 There were no green travel plans completed in 2013/14, a reflection of the type of development and its circumstances.

Figure 7.3: Residential Parking Provision
Source: Table 7.8 in the Technical Appendix
Note: TDA Transport Development Area (Central Area)



Improvements to the Network

7.14 The more significant changes enhancing the capacity and utility of the network were:

- improvements to Borehamwood Station to facilitate movement to and from platforms by wheelchair passengers (December 2013 to November 2014) [these followed the lengthening of platforms in 2011 so that they are capable of accommodating 12 car trains];
- works to the M25 from Junction 23 to Junction 27 to turn it into a four lane "smart" motorway (i.e. with refuges but no continuous hard shoulder)(February 2013 to November 2014)[this completed the widening of the M25 to four lane between the M40 (Junction 16) and Junction 30, which had begun in July 2009];
- alterations to the Elstree cross roads to facilitate additional right turning movements (Summer 2014).

7.15 The Highways Agency, with participation from local and regional stakeholders such as the County Council, is in the process of preparing a 'route-based' strategy for the A1(M) north of the M25. Stage 1 – evidence and issues - was completed in March/April 2014. Stage 2 - identifying possible solutions – will lead to operational and investment priorities for the period April 2015-March 2021. The immediate priority is carriageway improvements at Junction 6. The route-based strategy will then include capacity improvements along part of the A1(M) outside Hertsmere, probably by implementing a "smart" motorway (e.g. through 'all lane running', using the hard shoulder). Such improvements may help to unlock local economic growth.

8. Effectiveness of Plan Policies

8.1 Overall development management performance has been sound, delivering the Council's housing, employment and environmental planning policies effectively. 55 legal agreements, potentially raising around £4.8m in developer contributions were signed in 2013/14. 76% of planning appeals were dismissed. Monitoring does not show the need to change the thrust of the Council's planning policies, except as through the present preparation of the Site Allocations and Development Management Policies document (SADM)(ref. Chapter 9). Preparation of half of the site proposals in SADM moved forward.

Development Management Performance

8.2 The complexity of the Development Management workload is indicated in Table 8.1 in the Technical Appendix. Government measures to speed the delivery of development, such as prior approvals and more extensive permitted development rights, have not led to an obvious reduction in workload as yet (or indeed clarity in understanding the planning system). The number of applications handled in 2013/14 rose to 1,098 (see Figure 8.1). These are normally subject to conditions and planning obligations. In 2013/14 55 legal agreements (which contain the planning obligations) were completed (ref. Table 8.3 in the Technical Appendix).

Figure 8.1: Planning Applications and Appeals
Source: Tables 8.1 and 8.2 in the Technical Appendix

Decision	2012/13	2013/14	2014/15					
1. Applications								
Grant	896	941						
Refuse	155	157						
Total	**1,051**	**1,098**						
% refused	15%	14%						
2.Appeals								
Allowed	16	10						
Dismissed	25	32						
Total	41	42						
% Dismissed								
Hertsmere	61%	76%						
England[1]	65%	65%						

Note: 1 Taken from Planning Inspectorate Statistical Report 2013/14 Table 1.7

8.3 The Government (through the National Planning Policy Framework) encourages councils to permit "sustainable development". Most development proposals are therefore permitted, with or without amendment, and with conditions. In Hertsmere 86% of all applications were approved.

8.4 Just over 40 applications were the subject of appeals in both 2012/13 and 2013/14. The success rate of the Council in 2013/14 was particularly good, 76% of appeals being dismissed compared to the national average of 65%. This alone suggests the Council is balancing competing pressures and planning issues in accordance with Government policy successfully. In addition, none of the appeals raised any particularly significant issue that might suggest a policy change.

Planning Obligations and Financial Contributions

8.5 Developer contributions for infrastructure have for many years been secured through planning obligations – either in kind, meaning the developer will carry out specific works related to the development site (typically related to access, mix of uses and provision of affordable housing units), or by financial contribution. In 2012/13 and 2013/14 financial contributions could be one-off, i.e. site or project specific, or tariff-based and pooled.

8.6 Significant sums were negotiated in 2012/13 and 2013/14 – i.e. £1.56m (2012/13) and £4.77m (2013/14) (see Figure 8.2). The Borough Council was due to receive 48% of the total in 2012/13 and 65% in 2013/14, with the balance earmarked for the County Council. This variation in amount relates to the type of development and its characteristics. The purpose for which sums were negotiated is shown in Figure 8.3: it is linked to the different services the Borough and County Council are responsible for. Around two thirds of the money negotiated for the County Council is destined for primary and secondary education support. In 2013/14 the largest proportions negotiated for the Borough Council were for open space/leisure (42%) and affordable housing (46%).

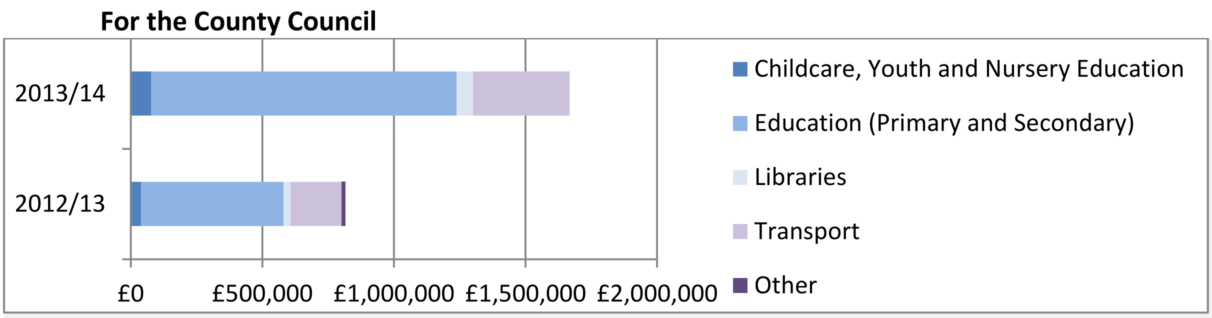
Figure 8.2: Total Contributions Negotiated

Source: Table 8.4 in the Technical Appendix

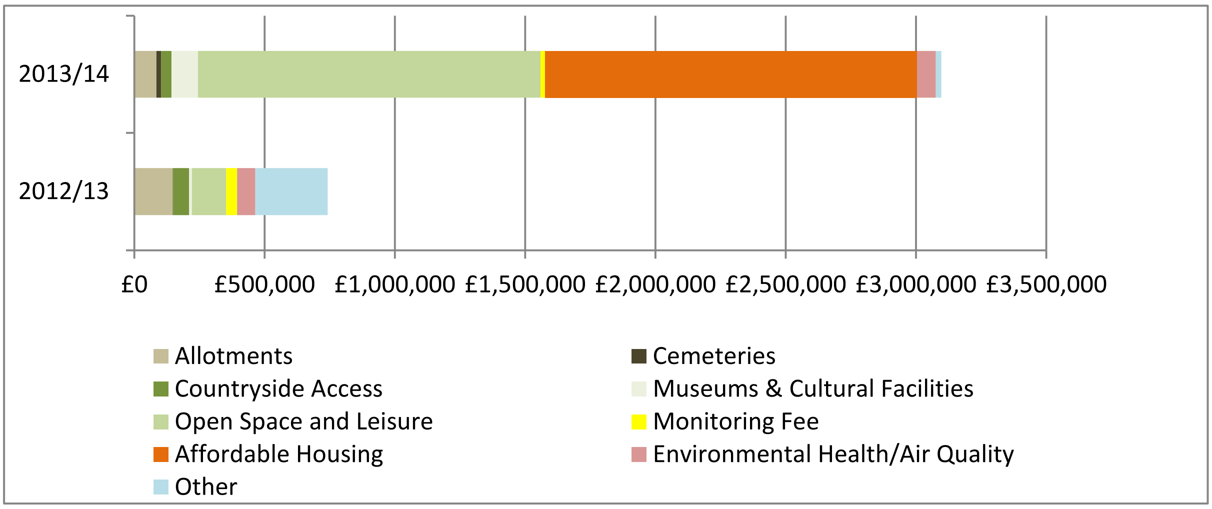
	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
	£	£	£	£	£	£	£
Planning Obligations	**1,555,944**	**4,765,293**					
- Borough Council	741,178	3,097,400					
- County Council	814,766	1,667,893					
Infrastructure Levy[1]	**0**	**0**					

Note: 1 CIL Liability

Figure 8.3: Type of Contributions Negotiated
Source: Table 8.4 in the Technical Appendix



For the Borough Council



Note: All monies are from planning obligations.

8.7 Affordable housing is negotiated on a site by site basis. Contributions comprise units to be provided both in kind and via financial contributions. Where the proposed contribution does not meet the Council's expectation (because of the current viability of the development), the Council has also negotiated clawback clauses. What this means is that, if the value of the development rises, the Council will receive a share of the rise in values (known as clawback). Table 8.6 in the Technical Appendix outlines the agreements reached in 2013/14: these include 77 affordable housing units, £1.21m in financial contributions for affordable housing units and an unknown clawback (which potentially could be very significant).

Figure 8.4: Contributions Received (by Hertsmere Council)

Source: Table 8.7 in the Technical Appendix

Intended Use	2012/13	2013/14
	£	**£**
Consultancy Fee	16,241	-
Community Services	20,304	58,792
Controlled Parking	7,302	10,212
Greenways	20,405	78,685
Parks/Open Space	334,758	737,641
Watling Chase	8,000	-
Housing	203,826	1,755,700
HCC/Other	-	10,179
Allotments	-	71,293
Cemeteries	-	24,585
Environmental Health/Air Quality	89,969	92,830
Monitoring	13,416	24,986
Total (£)	**714,221**	**2,864,901**
% of contributions negotiated in the year	96%	92%

Note: Colour coding indicates the percentage of receipts in that year

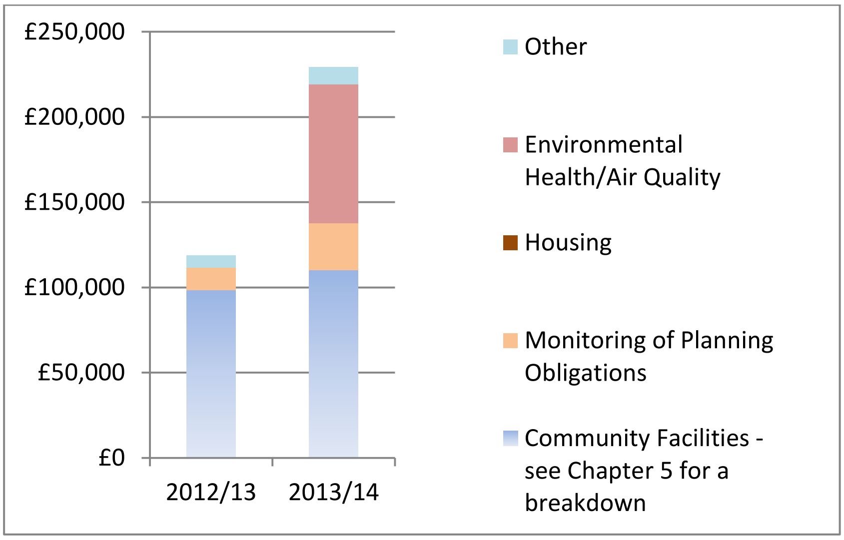
>20%	>30%	>40%	>50%	>60%

All monies are from planning obligations.

8.8 The financial contributions that the Council received in each year were dependent on developments proceeding and any special provisions such as clawback. The timing of contributions related to progress with developments and any specific clause on timing in the relevant legal agreement. The total contributions received by the Council were £714,221 and £2,864,901 in 2012/13 and 2013/14 respectively. Half of the sum received in 2013/14 is attributed to affordable housing from the scheme at the International University, Bushey. The largest share of the receipts was earmarked for more affordable housing and improvements to parks and open spaces (including new provision) (see Figure 8.4). Receipts constituted well over 90% of sums negotiated.

8.9 £229,000 was spent by the Council in 2013/14 on a range of items, including air quality monitoring and community facilities (open space and leisure, greenways/Watling Chase (countryside access), allotments, cemeteries and community services) (see Figure 8.5). This was approximately double the expenditure in 2012/13. Expenditure lags behind receipt of monies for three main reasons – i.e. in order to link the infrastructure/improvement to the programme of development and the need arising; in order to plan and commission particular infrastructure schemes; and in order to plan (and often pool) the use of resources.

Figure 8.5: Contributions Spent (by Hertsmere Council)
Source: Table 8.8 in the Technical Appendix



8.10 After 2013/14 there will be changes in the system of securing developer contributions. This will be related to the introduction of the community infrastructure levy (CIL) and a specific charging schedule in Hertsmere. Infrastructure contributions in the Elstree Way Corridor Action Area will still be raised through planning obligations, but elsewhere CIL will be introduced. Planning obligations will still be normal for some site specific infrastructure and for affordable housing.

Use of Planning Policies

8.11 The Council is using planning policies from the Local Plan (2003), the Core Strategy (January 2013) and the Elstree Way Corridor area Action Plan (Proposed Submission Draft, February 2013) to help determine applications for development.

8.12 Criteria-based policies in the Local Plan relating to access, design of development, landscaping, conservation and Green Belt have been used heavily over a number of years. However, a significant number of other policies have been little used (see Table 8.10 in the Technical Appendix), suggesting that the continuing review of the Plan by the preparation of the Site Allocations and Development Management Policies document is timely. Review will lead to amalgamation, amendment (updating) or the dropping of particular policies, and the affirmation of others. No Local Plan policies were formally superseded or abandoned in 2013/14 (ref. Table 8.9 in the Technical Appendix).

8.13 The Core Strategy and Action Plan were relatively lightly used with some exceptions – relating to the natural environment, the Green Belt, protection of heritage asset, achieving a high quality environment and accessibility and parking (see Table 8.11 in the Technical Appendix). Where policies have been lightly used this reflects the different types of application and the strategic, broad-based nature of the Core Strategy and limited area covered by the Action Plan.

Effectiveness of Key Planning Policies

8.14 Overall, key housing, employment and environmental policies are being delivered successfully: the housing land supply in particular is being maintained (see Figure 8.6, which summarises the year's performance against targets, drawing information from the chapters in this report).

Figure 8.6: Effectiveness of Key Planning Policies

	Target	**Achieved (✓) in year ending 31 March**					**Notes**
		2013	**2014**	**2015**	**2016**	**2017**	
	Homes						
1	Delivery of new homes (cumulatively)	✓	✓				Equivalent to 266 p.a.
2	Distribution of new homes (over 5 years)	-	-	-	-		To target in 2016/17 and following
3	Homes on previously developed land	✓	✓				Target 95%+
4	Protection of Green Belt	✓	✓				No material departure to policy
5	Five year supply of housing land	✓	✓				At 1 year after the monitoring year
6	Delivery of affordable units	✓	✓				76 per year (on average)
7	Schemes to provide affordable housing	✓	✓				Contribution required
8	Delivery of pitches for travellers	✓	✓				Equivalent to 2 p.a.
	Economy						
9	Retention of key employment land	✓	✓				Land may include ancillary uses
10	Low vacancy rate in town/district centres	✓	✓				i.e. below the national average
	Community Facilities and Leisure						
11	Protection of key community facilities	✓	✓				i.e. no (net) loss
12	Protection of major green space	-	✓				i.e. no (net) loss
13	Protection of local green space	-	✓				i.e. no (net) loss
	Environment						
14	Protection of designated wildlife sites	✓	✓				i.e. no (net) loss

15	Protection of designated geological sites	✓	✓				i.e. no (net) loss
16	Retention of protected trees	✓	✓				i.e. no known (net) loss of TPOed trees
17	Protection of listed buildings	✓	✓				i.e. no (net) loss
18	Protection of significant local buildings	?	?				i.e. no permitted (net) loss
19	Protection of conservation areas	?	?				i.e. through control of demolitions
20	Reducing flood risk	✓	✓				i.e. by adhering to EA advice
	Access and Movement						
21	Travel planning of major schemes	?	?				100% to have a travel plan
22	Limiting private parking in central areas	✓	✓				Spaces per home to be 50% fewer

	Key
✓	Target achieved
×	Target missed
-	Target not relevant in the year
?	Unknown

8.15 There is a small gap in the monitoring systems, meaning that some information is difficult to source and a few elements of actual performance are therefore unrecorded (e.g. to note demolitions in conservation areas).

8.16 Negotiations for affordable housing and other planning obligations have been successful (see Section on Planning Obligations and Financial Contributions above). A satisfactory supply of new development has been maintained. The viability of schemes is a factor which the Council has taken into account (as it is required to do) when assessing contributions. Most particularly this has affected affordable housing, which the Government sees as negotiable. The Council's affordable housing targets on mixed tenure developments have therefore to be seen as aspirations, except in favourable economic conditions.

Changes in Government Policy

8.17 The ability of the Council to manage some change and therefore deliver all its planning policies is being affected by changes in regulation and Government policy: i.e.

1) the conversion of 'employment' buildings to residential through changes to permitted developments rights for the time being:
   - Change of use from offices (Use Class B1(a)) and warehouses (Use Class B8) is permitted subject to prior approval: i.e. consideration of a limited set of factors. The Government has also consulted on the possibility of the changes of control being permanent, as well as changes from light industry (Use Class B1(c)) to residential.

2) the change of use of shops and mix of services in shopping areas through changes to permitted developments rights:
   - Change from shop to financial or professional service (excluding payday loan shop or betting office) is permitted. Some changes of smaller units are possible for a temporary two-year period. Otherwise changes require prior approval from the Council, and must consider the sustainability of the shopping area.

8.18 The Government sees these changes as encouraging new housing delivery and economic development, particularly small businesses. While more housing is undeniably needed, the dangers in the approach are potentially:

a) an excessive loss of employment floorspace because residential values are much higher; and
b) a weakening in the shopping base in the borough's main shopping areas.

Monitoring will help gauge the effects of change locally.

8.19 The Government is also reconsidering the use of standards in new building and has suggested the withdrawal of the Code for Sustainable Homes: new guidance and procedures are expected. Their effect is likely to reduce planning control (and perhaps lower some environmental standards in favour of reducing costs).

Progress with the Delivery of Key Development Proposals

8.20 Because SADM and the Elstree Way Corridor Area Action Plan are plans in preparation, progress through the planning application process would be expected to be very limited.

8.21 However planning applications had been received on four housing sites in the borough and on five more there had been discussions with the applicant to help design schemes (see Figure 8.7). Two proposals (H11 and C1) will be reviewed in the light of information arising from consultation on SADM.

Figure 8.7: Progress with the Delivery of Key Development Allocations

Ref	Proposal[1]	Progress (✓) in 2013/14	Status at 30/9/2014 and Notes
H1	New housing, Directors Arms, Borehamwood	✓	Pre-application discussions
H2	New housing, gas holder site, Borehamwood	-	Pre-application discussions
H3	New housing, south of Borehamwood Station	✓	Planning application under consideration
H4	New housing on land at Bushey Hall Golf Club	-	Pre-application discussions
H5	New housing, Rossway Drive, Bushey	✓	Planning application under consideration
H6	New housing, Hertswood Upper School	✓	Planning application under consideration
H7	New housing at Lincolns Field, Bushey	✓	Pre-application discussions
H8	New housing, Europcar House, Bushey	✓	Pre-application discussions
H9	New housing at Sunny Bank School, Potters Bar	-	Owner (HCC) reviewing site needs
H10	New housing, Heathbourne Road, Bushey Heath	✓	Planning application under consideration
H11	New housing on the bus garage, Potters Bar	-	Proposal under review
C1	Cemetery on former depot, Oxhey	-	Proposal under review by owner (Watford Council)
C2	New school on Hertswood Lower School site	✓	Planning application under consideration
TC1	29-71 Shenley Road, Borehamwood; mixed uses	-	Valid planning permission for 61-73 Shenley Road
TC2	Fire station and other land, Radlett; mixed uses	-	Valid planning permission for former fire station site; and planning application under consideration at 199 Watling Street

Notes: 1. Full details of all proposals are contained in the Site Allocations and Development Policies document (Consultation Draft)

8.22 In the Elstree Way Corridor, the Gemini House development was under construction. At 1 April 2014, there were 322 new housing units committed: 18% were affordable units. 64% would be within buildings of 5-6 storeys, the intended norm: the 35% in buildings of 7+ storeys would be at Isopad House (ref Table 3.24 in the Technical Appendix). This commitment is contributing to the maximum potential of 1,500 units identified in the Action Plan. In August 2014 the Council first expressed its interest to Government in identifying the Corridor as a 'Housing Zone' to help support infrastructure and thus housing delivery.

9. Progress on Local Planning

Introduction

9.1 The development plan for Hertsmere comprises three elements:

1. The Local Plan for the Borough, which Hertsmere Council prepares;
2. Minerals and Waste Plans which are the responsibility of the County Council; and
3. Any neighbourhood plan by a prepared by parish council or neighbourhood forum.

9.2 The principal purpose of these plans is to help guide development, promoting the economy while supporting social welfare and protecting the environment. In order to be effective, plans need to be updated from time to time. Circumstances and Government advice and procedure change, and the time horizon for each plan moves forward. A local plan normally has a time horizon of about 15 years.

9.3 The development plan must accord with Government policy in the National Planning Policy Framework (NPPF). The NPPF was followed in 2013 by online (National) Planning Policy Guidance. This guidance is for the most part procedural and helps guide production of the evidence base for local plans. It can be updated relatively quickly. However it appears the Government are using it to introduce new policy as well.

9.4 At 1 April 2013 the development plan consisted of:

a) The Local Plan for the Borough – i.e.
   - Saved policies in the Hertsmere Borough Local Plan (adopted 2003); and
   - The Core Strategy (adopted January 2013); and

b) Minerals and Waste Plans – i.e.
   - The Hertfordshire Minerals Local Plan Review (2007); and
   - The Waste Core Strategy and Development Management Policies document (November 2012).

9.5 Supplementary guidance and advice supported the development plan - see Table 9.3 for a full list.

9.6 The Council is replacing Hertsmere Borough Local Plan 2003 with a new Local Plan. This is being prepared in three parts. The overarching strategy and key policies, such as the housing target, are set out in the adopted Core Strategy. The other two parts are:

a) Site Allocations and Development Management Policies; and
   - to define sites and areas and to provide environmental criteria against which all development proposals can be judged

b) an Area Action Plan to encourage co-ordinated residential redevelopment and regeneration in the Elstree Way Corridor.

9.7 During 2013/14, Hertsmere Council:

- undertook important consultations on draft versions of the Elstree Way Corridor Area Action Plan and the Site Allocations and Development Management Policies document;
- revised the Statement of Community Involvement, its consultation policy on planning matters;
- took the Community Infrastructure Levy charging schedule successfully through examination (see subsection below);
- amended the 'Guidelines for Development' (which is part of the Planning and Design Guidance); and
- progressed a review of the Car Parking Standards.

9.8 The new Statement of Community Involvement was adopted in January 2014. The key change was to broaden the extent of consultation on some significant planning applications, following concerns by some residents about the area normally covered by the Council's consultation.

Progressing the Borough's New Local Plan

9.9 The Council has set out its timetable for the production of local plan documents in a Local Development Scheme: the most recent was published in September 2013 (having been prepared initially in February). Progress towards the completion of the two outstanding local plan documents is shown in Figure 9.1.

9.10 The Council has used the Area Action Plan as a material consideration in development control decisions since January 2013 when the draft was published for consultation. A revised, pre-submission draft was published in February/March 2014: this was a particularly important point in the preparation of the Plan, because the Government attaches significant weight to the policies in a pre-submission draft when determining any planning appeals. The Area Action Plan was examined by an independent Inspector in October 2014: she recommended some modifications, which will be the subject of consultation from December 2014. While the process has taken a little longer than originally programmed, this is largely due to the nature of the representations, the availability of the Inspector and inclusion of modifications (which the original timetable did not allow for).

9.11 The Site Allocations and Development Management Policies document (SADM) has been through two consultations:

- on ' sites and matters to be included'; and
- on a full draft.

The slippage in production is more significant, having been particularly affected by an abnormally high turnover and shortage of staff over several months from October 2013: this has been rectified. SADM is a complex document: the suggested timetable to adoption in this document is more realistic and will in part run alongside the commissioning of evidence for a review of the Core Strategy. The pre-submission stage (leading to examination) may be affected by the timing of the General Election.

9.12 The Local Development Order for small-scale commercial additions and alterations in Elstree Way lapsed in February 2014. It was not renewed due to the low take up of the Permitted

Development rights it conferred and the later relaxation of Permitted Development rights by the Government, which rendered a Local Development Order unnecessary in this location. The accompanying design advice is no longer specifically relevant, although it may still be of use and therefore remains available (on the Council's website).

Figure 9.1: Progress against the Local Development Scheme (up to November 2014)

	2012		2013												2014											
	November		January			April			July			October			January			April			July			October		
Site Allocations and Development Management LPD - **LDS Timetable**[1]																										
Progress to November 2013 and revised timing at that time																										
Actual Progress to November 2014 and revised timing						✓	✓										✓	✓								
Elstree Way Area Action Plan- LDS Timetable[1]																										
Progress to November 2013 and revised timing at that time																										
Actual Progress to November 2014 and revised timing			✓														✓	✓			✓			✓		

	2015												2016											
	January			April			July			October			January			April			July			October		
Site Allocations and Development Management LPD – **LDS Timetable**[1]																								
Progress to November 2013 and revised timing at that time																								
Actual Progress to November 2014 and revised timing																								
Elstree Way Area Action Plan – LDS Timetable[1]																								
Progress to November 2013 and revised timing at that time																								
Actual Progress to November 2014 and revised timing																								

Key				
Regulation 18 Consultation			Examination	
Regulation 19/20 Consultation – Pre-submission			Inspector's Report	
Submission			Adoption	

Note: 1 Published in September 2013
LDS Local Development Scheme
✓ Stage completed

9.13 Change in the area that is designated as Green Belt can only occur when an appropriate development plan document is adopted. SADM will redefine the Green Belt, and any potential changes will form part of the consultation. Because settlements in Hertsmere fall within the Green Belt and the Council needs to accommodate more homes and businesses over time, the probability is that the area of Green Belt will change. Figure 9.2 sets out the area of the designated Green Belt and how it might be affected in the short term.

Figure 9.2: Area of the Green Belt

Date and Planning Document	Designated Area		Change (ha)[1]	Notes
	(ha)[1]	%[2,3]		
Local Plan (2003)	8,019	79.6%		
Core Strategy (2013)	7,963	79.0%	-56	Additional safeguarded land for employment use[4] and Shenley Hospital[5]
SADM – proposed 2014	7,960	79.0%	-3	Minor changes in the Consultation Draft[6]

Notes:
1 Figures are rounded
2 i.e. compared to the area of the borough – 10,080 hectares
3 Figures are to 1 decimal place
4 i.e. land at Rowley Lane, Borehamwood
5 As committed in the Core Strategy and delineated through SADM
6 Includes an addition (i.e. a village green at Woodcock Hill, Borehamwood), as well as deletions

The Community Infrastructure Levy and Developer Contributions Framework

9.14 The Council adopted a charging schedule for the community infrastructure levy (CIL) in September 2014, following consultation, examination and endorsement by an Inspector during 2013. CIL is a new charge that will raise funds to provide better infrastructure in Hertsmere. It will be charged on the increase in new building floor space, although there will be exemptions and relief from paying CIL for developments under 100 square metres, self-build homes, affordable housing and development by charities (for a charitable purpose). In addition some types of development have a nil rate to ensure that that development remains viable – e.g. for offices and industry. CIL will come into effect on 1 December 2014.

9.15 The Planning Obligations Supplementary Planning Document (SPD) applied throughout 2013/14, and until 30 November 2014. Its purpose was similarly to ensure that development contributed towards the provision of necessary infrastructure. The SPD will largely cease to be applied after the introduction of CIL:

a) the original tariff payments will be superseded; and
b) while there may still be a specific form of tariff, e.g. for apprentice schemes with key employment developments, most financial obligations will be scheme specific;
c) the potential double-charging of developers will be avoided by ensuring Section 106 (planning obligation) payments are specific and different from monies collected under CIL regulations; and
d) key site-related infrastructure requirements which are necessary for a development to be considered acceptable (and are additional to CIL) will be outlined – e.g. provision of

open space in large housing sites (comprising 50 or more units), compensation for lack of on-site car parking provision (by provision of spaces elsewhere, for example).

9.16 Contributions towards the achievement of affordable housing targets will continue to be guided by the Affordable Housing SPD and secured through planning obligations.

9.17 The Council is bringing together its policies requiring contributions towards the provision of infrastructure from developments into one online resource. This is referred to as the Developer Contributions Framework[1].

9.18 The purpose of the Developer Contributions Framework is to provide comprehensive guidance on the Council's requirements and approach to the use of both the Community Infrastructure Levy (CIL) and Section 106 (s106) agreements (including the provision of affordable housing). The Framework comprises a suite of documents, including the Council's charging schedule for CIL. The Framework is intended to be capable of being updated as and when required, rather than being a single, static 'document'.

9.19 The Framework will also provide an explanation of the Council's internal procedures for CIL and s106, setting out in detail what we do, why we do it and how we do it. It can be used as a guide for developers seeking pre-application advice, day-to-day reference and a resource around which we can engage with developers throughout the planning application process.

Reviewing the Core Strategy

9.20 In January 2013, the Council committed to undertake a review of the Core Strategy within three years. The accommodation of housing and employment needs would be reconsidered in accordance with the wishes of the Core Strategy Planning Inspector. This would take fuller account of Government policy, which requires councils to consider the accommodation of development in the context of 'full objectively assessed needs'. The 2011-based ONS household forecast (issued in November 2012) predicts a growth of 553 more households every year (between 2011 and 2021): this is more than double the current housing delivery target (of 266 dwellings each year). The review of the Core Strategy would follow on from the first priority, that of completing the Borough's new Local Plan.

9.21 Work will be commencing on the review in December 2014. Consultants are being commissioned to undertake a Strategic Housing Market Assessment and Economy Study[2] to establish the key development needs. The Strategic Housing Land Availability Assessment – which identifies housing land supply - is being updated in-house. Because of the character of Hertsmere, it will also be necessary to carry out a Green Belt Study to evaluate the contribution different areas make to the Green Belt. Although the Council is required to assess what the full level of development need is, that does not override the national policy of *restricting* development in the Green Belt. The Council could conclude that it is appropriate to consider the diversion of some growth elsewhere within the housing or economic market area: this is an issue to be examined.

[1] It is now available on the Council's website.
[2] Lead consultants – G L Hearn for the SHMA and Regeneris Consulting for the Economy Study – have commenced work.

9.22 The Core Strategy Review is not explained or programmed in the Local Development Scheme (2013) and should be updated as soon as practicable. The programme for SADM can be updated at the same time. The Local Development Scheme does not need to include any programme for the review or preparation of supplementary guidance: however it remains useful to outline what other work is intended and what the priority is for it.

Minerals and Waste Planning

9.22 The County Council's priority has been is to complete the Waste Local Plan and supporting policies before issuing a new Minerals Local Plan. The Waste Site Allocations document completes the Waste Local Plan: it was the subject of examination and modification in 2013/14, and was adopted in July 2014. The Waste Local Plan will be supplemented by a more detailed policy on the use of sites in employment areas for waste processing/transfer/ management: the Borough Council understands this document will be published for consultation in Spring/Summer 2015.

9.23 The availability of landfill sites to dispose of waste is rapidly diminishing. The significance of the waste planning policies for Hertsmere is therefore to:

a) support policies of waste minimisation;
b) support the County Council in ensuring there are sufficient site opportunities for waste management;
c) ensure the proper management (and reuse) of waste during construction on development sites; and
d) ensure waste recycling and reuse is properly designed into development schemes.

The coverage and presentation of policy in the SADM (and any related SPD) will be particularly important in pursuing these objectives.

9.24 Background work on a new Minerals Local Plan has just started. This will have a 15-year plan period with a 7 year buffer for planning sand and gravel extraction (meaning a supply of sand and gravel should be identified for 22 years). Adoption of a new plan is programmed for 2018. Tyttenhanger Quarry (in Hertsmere) is expected to remain active: it is also possible another site(s) could be identified in the borough through the plan.

9.25 A key principle underlying the Minerals Local Plan is to prevent the sterilisation of viable mineral resources. This could become an issue for the review of the Core Strategy, if land is proposed to be released from the Green Belt for development – i.e. in the choice of development locations.

Co-operation with Other Authorities

9.26 The Government wants local authorities and other public bodies to co-operate on planning issues which cross administrative boundaries, particularly strategic matters relevant to their areas such as the effective delivery of economic growth. Co-operation is seen as a continuous process of engagement from initial thinking through to implementation. In the Government's words, this should result in "a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development."

While this may be seen as a common sense approach in the absence of regional planning, it is also a statutory duty introduced by the Localism Act 2011. The Council is required to demonstrate that a plan (such as SADM) has been prepared positively, taking account of relevant strategic needs, and that the Council has effectively engaged with relevant organisations.

9.27 Council officers and members regularly meet to discuss strategic planning issues with adjoining Boroughs and the County Council. This occurs through standing meeting arrangements and ad hoc meetings, and has helped the Council increase its understanding of the wider issues of growth arising in Hertfordshire and London. A Strategic Planning Framework is being drawn up by the eleven local planning authorities in Hertfordshire through the Hertfordshire Infrastructure and Planning Partnership.

9.28 The Council has particularly strong working relationships with Hertfordshire County Council and other Hertfordshire local authorities on a range of planning issues. This has included joint work on the development of the Community Infrastructure Levy (CIL), preparatory consultation on Hertsmere's Site Allocations Development Management Policies (SADMP) and Elstree Way Corridor Area Action Plan (EWC AAP). The input of infrastructure providers and planners has been crucial for the successful examination of the CIL charging schedule and EWC AAP. Their contributions to SADM during consultation (March/April 2014) are improving the quality of the document.

9.29 The early review of the Core Strategy will be undertaken in co-operation with neighbouring authorities, particularly but not exclusively in South West Hertfordshire. To support the review, the Council is jointly commissioning the Strategic Housing Market Assessment and the Economy Study with Watford, Three Rivers and Dacorum Councils. This will establish appropriate market areas within which development needs can be analysed and addressed. The Council has been consulted over similar studies in Welwyn-Hatfield and Enfield over the last year. While the Council's joint studies have yet to be undertaken, it is thought that the particular geography of Hertsmere is likely to generate a pattern of growth issues that will affect Bushey, Borehamwood and Potters Bar differently.

9.30 The Strategic Economic Plan for Hertfordshire prepared by the Local Enterprise Partnership identifies three foci of development based around key transport communications and relative economic strengths/attributes. One includes the Borehamwood area and M1/M25 axis including Watford and Hemel Hempstead. While the SEP is supported as a bid document for investment into the county and for its pattern of growth aspirations, there is also some disquiet about the particular level of housing growth suggested. This has not been tested or subject to consultation with the local authorities, as an earlier draft of the Plan had been.

9.31 The Council, together with many other authorities, is concerned about the growth of London and the difficulty the Greater London Authority (GLA) has in accommodating it. The Council expressed its views through consultation in February/March and examination of the Further Alterations to the London Plan in September 2014. A potential shortfall of 6,000 homes a year for 15-20 years would be a serious problem, and the position will be worse if the substantial increase in housing delivery in London does not materialise. The GLA has indicated that it will wish to discuss the decanting of some growth from London to the wider South East with other authorities. It is not yet known how they might involve or affect Hertsmere.

Neighbourhood Plans

9.32 The Localism Act 2011 introduced statutory Neighbourhood Planning in England, allowing communities to draw up a neighbourhood plan for their area and encourage the type of development which they consider is needed and where (locally). The Council is not responsible for the preparation of such plans, but will assist parishes and/or neighbourhood forums to complete the necessary procedures. A guide is available on the Council's website under 'Neighbourhood Planning' to help communities understand what is involved and whether it would be appropriate for their area.

9.33 Aldenham Parish Council has indicated that it wishes to prepare two neighbourhood plans to cover the whole parish. The priority is Radlett. The Borough Council agreed the designated area for Radlett following consultation in December 2013, and it is now the responsibility of the Parish Council to prepare their plan. The Parish Council held a community engagement event in November 2014, encouraging local people to air their opinions on issues and explain what they like about Radlett and would like to see in Radlett.

Reviewing Supplementary Advice

9.34 Figure 9.3 outlines existing supplementary guidance documents and changes to them over 20 months from April 2013. Key revisions affect affordable housing, planning and design guidance, parking standards and conservation.

9.35 The delivery of affordable housing remains an issue. Availability of suitable homes for those on lower incomes is a particular problem in a context where housing supply is restricted and house prices are rising. The Council has been concerned that sufficient contributions should come from all market housing developments – whether in the form of actual affordable housing units or financial contributions. The proposed revisions to the supplementary guidance aim to:

- tighten up procedures relating to viability assessments (to ensure they are properly used by applicants in negotiations over affordable housing contributions);
- ensure financial contributions are more closely linked to local house prices;
- outline how those contributions might be used; and otherwise
- clarify and update the document.

The Government issued new guidance through a ministerial statement on 28 November 2014[3] which potentially will increase the threshold on which affordable housing contributions may be sought. This guidance and its effect will be assessed by the Council, before an amended supplementary planning document will be issued for further consultation: this revision will also take into account comments received during the Council's consultation in September/October 2014.

[3] A further statement was issued in March 2015, which will also affect the situation.

9.36 A significant review of Part D of the Planning and Design Guidance was completed in June 2013. The guidance covers residential and non-residential development (but not extensions or householder developments). The important changes related to new housing, including the following:

- removal of any reference to a standard minimum density of development (as had featured in Government advice, and now superseded);
- protection of outlook from residential properties;
- size guidelines for parallel car parking spaces and garage door openings;
- inclusion of internal design guidelines, including minimum internal space standards;
- new guidance on the types of residential development that may be acceptable on garden land sites; and
- provision of external amenity space for flats and maisonettes, 1-bedroom houses and residential care homes.

9.37 By comparison the proposed new Appendix to Part E of the Planning and Design Guidance covering design issues with conversion of garages will be a relatively minor change.

9.38 Changes in Government policy, concerns about parking provision in some very large and high-specification residential developments and the need to cover cycle parking were the main reasons behind the revision of the Council's parking standards in July 2014. The National Planning Policy Framework (NPPF) states that policies in development plans can set local levels of parking for residential and non-residential development. Previously, national planning policy had sought *maximum* parking standards. Hertsmere's existing Local Plan 2003 policies and the Core Strategy 2013 do not set out specific standards for the provision of cycle parking at new development. Previous Supplementary Planning Guidance produced by Hertfordshire County Council did contain cycle parking standards. However, the Secretary of State's decision to delete the associated Structure Plan policy meant that this advice could no longer be applied. It was therefore concluded that it would be appropriate to develop and articulate local car and cycle parking standards based on local knowledge and circumstances.

Figure 9.3: Status of the Council's Supplementary Planning Advice (at 30 November 2014[1])

Document Title	Current Status	Next Stage of Review	Scope and Purpose
Individual Supplementary Planning Documents			
Affordable Housing	Adopted SPD (1st Oct 2008)	Standard commuted sum payments revised in May and June 2014 on a temporary basis. Revised SPD published in September 2014 for consultation. SPD is in use on an interim basis. Comments and new Government guidance are being considered. A second consultation is expected in early 2015	To provide detailed guidance on the application of affordable housing policies

		before the revised SPD may be adopted.	
Biodiversity, Trees and Landscape SPD	Adopted SPD (December 2010		Provides advice on potential impacts of development on protected species, habitats, trees and landscape and sets out best practice approaches to mitigate, improve and enhance biodiversity.
Parking Standards	Adopted SPD (2014)	The SPD adopted in October 2008 (and revised in December 2010) has been updated. Consultation on a limited set of revisions took place in December 2013/January 2014. The amended SPD was adopted on 11 July 2014.	Sets out detailed off-street parking standards for residential and non-residential development, including provision for disabled spaces and guidance on Green Travel Plans
Watling Chase Community Forest : A Guide for Developers, Landowners and Users	Adopted SPD (12 June 2003		Sets out overall vision and strategy and links to planning obligations for community forest projects
Planning and Design Guidance – Supplementary Planning Guidance			
Part A - Overview and Context	Adopted SPD (1 Nov 2006)		Sets out the Council's standards in relation to development.
Part B - Permitted Development	Adopted SPD (April 2009)		Sets out the Council's standards in relation to Permitted Development
Part C – Site Appraisal: Design and Access Statements	Adopted SPD (1Nov 2006)		Sets out the Council's standards in relation to Design and Access Statements. 13
Part D - Site Appraisal: Guidelines for Development	Adopted SPD (June 2013)		Sets out general guidance for Design in Hertsmere.
Part E - Guidelines for residential extensions and alterations	Adopted SPD (1st Nov 2006)	New Appendix A, which gives advice on the conversion of garages to homes, was issued 30 October 2014. In use on an interim basis, pending completion of consultation and possible amendments.	Sets out general guidance for Design in Hertsmere.
Part F – Shop Fronts	Adopted SPD March 2011		Sets out general guidance for Design in Hertsmere.
Good Practice Guidance/Advice			
Streetscene Manual	Good Practice Guidance, Adopted 2011		Guidance on hard and soft landscaping and street scene

			enhancement
Building Futures (Guide and Website	Good Practice Guidance Endorsed 12 Nov 2008		Guidance on sustainable development
Area Development Briefs			
Radlett Key Locations	Development Brief with SPD status, Adopted March 2011	Will be superseded by Site Allocations Development Management Policies (SADMP) Document.	Sets out planning policies and assesses development potential of 4 key sites in Radlett centre
Bhaktidavanta Manor, Letchmore Heath	Development Brief with SPD status, adopted December 2012.		To provide a development framework for Bhaktidavanta Manor.
Conservation Area Design Advice			
The Royds, Potters Bar	Design advice from 4 November 2014.	New advice to be the subject of consultation in November/December 2014. For approval in 2015.	To guide development in the conservation area and thereby help to conserve its character.

Note: 1 At 1 April 2013 the list also included the Local Development Order (for Elstree Way) and Planning Obligations Supplementary Planning Document

9.39 Finally, following an appraisal of The Royds Conservation Area , Potters Bar, the Council has issued new advice to limit the adverse effect of certain small-scale developments and protect the character of the conservation area: for example, controlling

- dormer windows and roof alterations to protect the roofscape within the street scene, and
- infilling and front extensions to retain the Tuscan-style porches.

This advice covers the usual categories of householder development and development which would have been permitted by the General Permitted Development Orders but for the Article 4 Direction issued on 4 November 2014.