

Hertsmere Annual Monitoring Report 2003 - 2004



Hertsmere Borough Council

Annual Monitoring Report

2003/2004

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Introduction

Hertsmere's Annual Monitoring Report (AMR) 2004 presents available statistical data relating to planning policies in the Hertsmere Local Plan 2003, the performance of the Council in terms of appeals, trees and development control performance and information regarding the characteristics of the Borough's residents from the 2001 Census.

This report covers the period 1 April 2003 - 31 March 2004 and for estimated population data is supplemented by information released in September 2004.

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Headline Results

Population Estimates and 2001 Census

- The resident population of Hertsmere at the time of the 2001 Census was 94,450.
- 52% of the Borough's residents are female, 48% male (mid year 2003 estimate).
- The Census showed that nearly 20,000 residents (21%) are aged over 65 or over, with the same proportion aged 16 or under.
- The Borough's age structure is broadly in line with the national average.

Development Control Performance Indicators

- The 2003 survey of applicants/agents reveals that 67% are satisfied with the service received. This survey is carried out every 3 years.
- 89% of development control decisions were made by officers under delegated powers, which is comparable with the national target of 90%.
- 30% of planning appeals were allowed.(LPI13)
- 98% of applications for works to trees covered by Tree Preservation Orders were determined within 8 weeks.(LPI12)

Housing

- Hertsmere currently has a total land supply of 5,271 housing units. Based on current trends, the Council considers that this is sufficient land on known sites for the next 7 years, through to 2011.
- 99% of completions have taken place on previously developed land. This exceeds the Government target of 60%. (BVI106)
- 35% of all housing completions have provided affordable homes (the target is 15%).(LPI11)
- Average densities on completed sites (net gain 10+) in the Borough's main towns of Borehamwood, Bushey and Potters Bar is 61.40 dph.
- A variety of types and sizes of housing has been completed in the Borough in line with PPG3 guidance and Policy H7 of the Hertsmere Local Plan 2003.

Retailing

- The retail structure of the Borough as a whole has remained stable since October 2001, with little change in the proportion of units in any of the broad use classes analysed.

Resident Population

The Office for National Statistics (ONS) produce annual estimates of population called Mid Year Estimates for county and district areas. These are based on the numbers of registered births and deaths, and on estimates of migration in and out of districts.

ONS produced the Registrar-General's population estimates for 2003 in September 2004. Hertfordshire's population was estimated as 1,040,900. This is an increase of 3,700 (0.4%) over the latest revised estimate for 2002. Published with the 2003 estimates are newly revised estimates for 2001 and 2002. This sequence of estimates is based on the 2001 Census results, but now incorporate adjustments for incorrect enumeration and changes to estimating method. The estimates for the individual districts in Hertfordshire suggest the greatest growth in North Herts and St Albans, and slight decreases in Broxbourne, Stevenage and Watford. No change has occurred in Hertsmere.

	Mid Year Estimate 2002 (revised Sep 04)	Mid Year Estimate 2003 (Sep 04)	Increase 2002 to 2003	% Increase 2002 to 2003
Hertfordshire	1,037.2	1,040.9	3.7	0.4%
Broxbourne	87.1	86.8	-0.3	-0.3%
Dacorum	137.7	138.0	0.3	0.2%
East Hertfordshire	130.3	130.8	0.5	0.4%
Hertsmere	93.8	93.8	0.0	0.0%
North Hertfordshire	117.8	119.1	1.3	1.1%
St Albans	130.2	131.6	1.4	1.1%
Stevenage	79.8	79.7	-0.1	-0.1%
Three Rivers	83.3	83.9	0.6	0.7%
Watford	79.8	79.5	-0.3	-0.4%
Welwyn Hatfield	97.4	97.9	0.5	0.5%

Note: Populations in thousands. Estimates are rounded to the nearest hundred in accordance with ONS requirements. Hence numbers may not sum exactly. Source Office for National Statistics.2004. IMU (HCC) Sept 2004.

Population information is important to enable the planning system to cater for the correct number of people. However, the results of the 2001 Census have revealed significant discrepancies between past assumptions and up-to-date information. The main reasons for the revision is the exclusion of the allowance for "unattributable" change, which was incorporated into the original Mid year Estimate for 2002. The revision also reflects slight changes made to the 2001 Mid Year Estimates. The outcome has been to increase Hertfordshire's Mid Year Estimate for 2002 by approximately 1,100 from 1,036,100 to 1,037,200. The effect for Hertsmere has been a small increase of 0.4% indicated in Table 2.

	Estimate 2002 (Sept 2003)	Mid Year Estimate 2002 (Sept 2004)	Increase in Sept 2004 revision	% Increase in Sept 2004 revision
Hertfordshire	1,036.1	1,037.2	1.1	0.1%
Broxbourne	87.5	87.1	-0.4	-0.5%
Dacorum	138.1	137.7	-0.4	-0.3%
East Hertfordshire	130.1	130.3	0.2	0.2%
Hertsmere	93.4	93.8	0.4	0.4%
North Hertfordshire	118.3	117.8	-0.5	-0.4%
St Albans	128.9	130.2	1.3	1.0%
Stevenage	79.7	79.8	0.1	0.1%
Three Rivers	82.5	83.3	0.8	1.0%
Watford	80.4	79.8	-0.6	-0.7%
Welwyn Hatfield	97.4	97.4	0.0	0.0%

Data source: Population Estimates Unit, ONS© Crown Copyright 2004. Estimates are rounded to the nearest hundred in accordance with ONS requirements. IMU HCC (Sept 2004)

The breakdown of the Mid Year 2003 Estimate for the Resident Population of Hertsmere is shown in Table 3.

	Mid 2003 Population Estimate for Hertsmere			% of Total		
	Total	Males	Females	Total	Males	Females
All Ages	93,769	45,034	48,735	100.0%	100.0%	100.0%
0-14	18,031	9,256	8,775	19.2%	20.5%	18.0%
15-29	15,898	7,640	8,258	16.9%	16.9%	16.9%
30-44	21,696	10,374	11,322	23.1%	23.0%	23.2%
45-59	18,575	9,359	9,216	19.8%	20.8%	19.0%
60-74	11,527	5,406	6,121	12.3%	12.0%	12.5%
75+	8,042	2,999	5,043	8.6%	6.7%	10.3%

Data source: Population Estimates Unit, ONS© Crown Copyright 2004. Estimates are rounded to the nearest hundred in accordance with ONS requirements. HCC IMU (Sept 2004)

2001 Census

Total Population

At the time of the 2001 Census, the usual resident population of Hertsmere was 94,450. 45,568 (48.2%) of the Borough's residents were males and 48,882 (51.8%) were females. The Mid 2002 population estimate stated that there 44,760 males in Hertsmere (47.9%), compared to 48,683 females (52.1%).

Age Band	Males	Females	Total
0-4	3022	2783	5805
5-9	3217	3045	6262
10-14	3238	3111	6349
15-19	2775	2657	5432
20-24	2310	2616	4926
25-29	2777	3023	5800
30-34	3318	3657	6975
35-39	3802	4210	8012
40-44	3571	3516	7087
45-49	3275	3150	6425
50-54	3398	3335	6733
55-59	2498	2601	5099
60-64	2008	2149	4157
65-69	1789	1998	3787
70-74	1627	2066	3693
75-79	1406	2024	3430
80-84	920	1484	2404
85-89	446	937	1383
90-94	135	369	504
95-99	15	114	129
100+	0	22	22
TOTAL All Ages	94,414	45,547	48,867
TOTAL ROUNDED	94,450	45,568	48,882

Data source: Extract from Table SO01, Office for National Statistics (ONS), 2001 © Crown Copyright

The 2001 Census showed that 20.8% of residents were aged 16 or under, with 8.4% aged 75 or over and an average age of 38.8. These figures are broadly in line with the national average.

21% of the Borough's residents were aged 60 or over, broadly comparable with the proportions recorded in 1991 (22%) and 1981 (20%), however these figures are not directly comparable.

The figures below detail the proportion of Hertsmere's total population in five-year age ranges and split by gender, based on data from the 2001 Census. It can be seen that the Borough's population composition closely matches that of the UK as a whole.

Population Pyramid for Hertsmere by Age and Sex

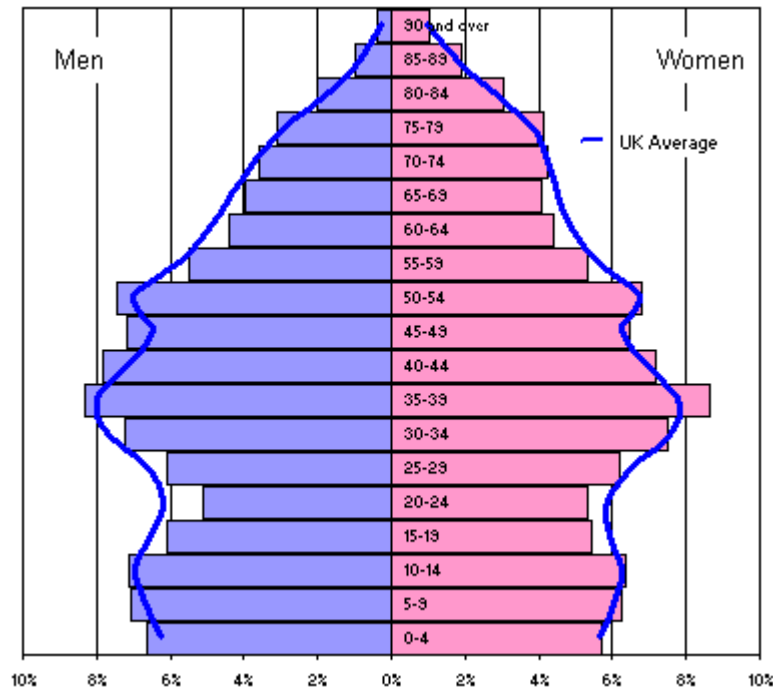


Figure 1: % of total population
Source: Office for National Statistics. © Crown Copyright

Ward	% of Residents aged					
	0 to 14	15 to 29	30 to 44	45 to 59	60 to 74	75+
Aldenham East	21.2%	14.6%	22.5%	20.2%	14.8%	6.7%
Aldenham West	21.3%	22.0%	22.3%	18.3%	10.0%	6.0%
Borehamwood Brookmeadow	20.1%	19.0%	23.5%	18.7%	10.4%	8.4%
Borehamwood Cowley Hill	20.3%	18.1%	23.5%	17.0%	11.6%	9.5%
Borehamwood Hillside	19.7%	18.6%	23.5%	18.9%	11.2%	8.1%
Borehamwood Kenilworth	20.0%	19.9%	27.0%	17.1%	9.1%	6.9%
Bushey Heath	16.7%	13.9%	21.2%	20.4%	16.8%	11.0%
Bushey North	19.6%	18.8%	23.3%	19.4%	11.4%	7.6%
Bushey Park	19.2%	16.3%	24.7%	19.7%	13.4%	6.8%
Bushey St James	21.0%	15.9%	25.1%	19.7%	11.6%	6.7%
Elstree	19.8%	16.6%	22.7%	21.7%	11.7%	7.4%
Potters Bar Furzefield	19.4%	15.2%	23.6%	20.4%	12.8%	8.7%
Potters Bar Oakmere	17.7%	16.7%	21.2%	20.3%	14.3%	9.9%
Potters Bar Parkfield	15.8%	14.3%	19.4%	21.0%	17.0%	12.5%
Shenley	22.0%	17.0%	28.2%	18.0%	8.1%	6.6%

Source: Office for National Statistics. © Crown Copyright

Aldenham East ward had an exact 50/50 split between male and female residents. This represents the highest male share of the population of any ward in Hertsmere. The lowest male share of the population was in Borehamwood Cowley Hill where only 46.9% of the population were male, with the remaining 53.1% female.

The proportion of residents aged 0 to 14 was highest in Shenley at 22%. This ward also had the highest proportion of residents in the 30 to 44 age group (28.2%). This suggests a high proportion of resident young families, probably a result of the redevelopment of the Shenley Hospital site. The census results also suggest a high proportion of young families in Bushey St. James and Borehamwood Kenilworth.

The lowest proportion of residents aged 0 to 14 was recorded in Potters Bar Parkfield, with 15.8% of the population in this age group. Parkfield recorded the highest proportion of residents in both the 60 to 74 and 75 and over age groups. 3 in 10 residents in this ward are aged 60 or over, while half are aged 45 or over.

Table 6 : Average Household Sizes in Hertsmere Wards			
Ward	Household Residents	No. of Households	Average Household Size
Aldenham East	4,810	1,852	2.60
Aldenham West	4,578	1,771	2.58
Borehamwood Brookmeadow	6,920	2,881	2.40
Borehamwood Cowley Hill	7,898	3,390	2.33
Borehamwood Hillside	7,945	3,145	2.53
Borehamwood Kenilworth	5,507	2,403	2.29
Bushey Heath	6,321	2,643	2.39
Bushey North	5,910	2,400	2.46
Bushey Park	4,530	1,979	2.29
Bushey St James	7,259	2,886	2.52
Elstree	4,641	1,751	2.65
Potters Bar Furzefield	6,488	2,590	2.51
Potters Bar Oakmere	7,190	3,043	2.36
Potters Bar Parkfield	6,957	2,998	2.32
Shenley	5,469	2,137	2.56

Source: Office for National Statistics. © Crown Copyright

Within all of Hertsmere's wards with the exception of Aldenham West ward, 95% or more of the residents live in households. The exception can be explained by a number of communal establishments located within the Borough. The presence of these institutions also explains the relatively high proportion of the population in the 15 to 29 age group in the ward discussed earlier.

Household sizes within the Borough vary by ward, with the lowest average household sizes recorded in Bushey Park, Borehamwood Kenilworth (both 2.29) and Potters Bar Parkfield (2.32). The highest average household sizes were recorded in the wards of Elstree (2.65), Aldenham East (2.60) and Aldenham West (2.58).

Unemployment

National Statistics publish two regular measures on unemployment. One is based on results from the Labour Force Survey (LFS). This is a sample survey of Households in the UK: the other uses information on unemployment from the count of people claiming Jobseeker's Allowance (JSA). Both measures are complementary and each source has their own individual advantages and disadvantages. Table 7 gives information on the total number of unemployed claimant counts between January 2002 – January 2004. Hertsmere has one of the highest rates of claimant unemployment in the County over this period. Overall claimant unemployment has risen in Hertfordshire by 13.8% 1,108 (claimants) since January 2002. The largest percentage increase since January 2002 in the County was in Hertsmere, with 25.2%.

District	Total Unemployed Claimants Jan 2004	Total Unemployed Claimants Jan 2003	Total Unemployed Claimants Jan 2002	Change 2002-2004	% change
Broxbourne	928	860	825	103	12.5
Dacorum	1,420	1,383	1,160	260	22.4
East Herts	707	735	649	58	8.9
Hertsmere	933	877	745	188	25.2
North Herts	1,013	922	829	184	22.2
St Albans	818	810	696	122	17.5
Stevenage	909	941	898	11	1.2
Three Rivers	588	664	606	-18	-3.0
Watford	918	948	881	37	4.2
Welwyn Hatfield	893	918	730	163	22.3
COUNTY	9,127	9,058	8,019	1,108	13.8

Source: Office for National Statistics. © Crown Copyright

Table 8 indicates the number of unemployed claimants in Hertsmere over the period April 2003 – April 2004. At April 2004, the percentage of long term unemployed claimants has started to plateau. For comparison at April 2004, the figure for the County as a whole stands at 9,106 (1.4%). Hertsmere is above the County rate by 0.2%

Month	Total Unemployed Claimants	% Rate	Unemployed for over 1 year	% of all Unemployed
April 03	870	1.5%	77	8.9%
May 03	880	1.5%		
June 03	889	1.6%		
July 03	917	1.6%	100	10.9%
Aug 03	911	1.6%		
Sept 03	910	1.6%		
Oct 03	881	1.5%	118	13.4%
Nov 03	852	1.5%		
Dec 03	884	1.5%		
Jan 04	933	1.4%	131	14.0%
Feb 04	947	1.7%		
March 04	967	1.7%		
April 04	965	1.6%	105	11.6%

Source: Office for National Statistics. © Crown Copyright

Table 9 indicates the number of Long Term Unemployed claimants in the County (i.e. more than one year). At April 2004, Long Term Unemployed in Hertsmere stood at 11.6%, this has decreased by 2.4% since January, when the rate was 14%.

District	All Males	All Females	Total LTU	% of all Unemployed
Broxbourne	81	24	105	10.8
Dacorum	110	31	141	9.6
East Herts	44	12	56	8.2
Hertsmere	76	29	105	11.6
North Herts	53	20	73	7.4
St Albans	43	15	58	8.1
Stevenage	83	25	108	11.8
Three Rivers	50	17	67	11.2
Watford	72	13	85	8.8
Welwyn Hatfield	64	24	88	9.8
COUNTY	676	210	886	9.7

Source: Office for National Statistics. © Crown Copyright

Development Control Performance Indicators

The services provided by the Council's Planning Transport and Building Control Unit are subject to several Best Value (BVPI) and Local (LPI) Performance Indicators. These are set out in the Council's Best Value Performance Plan 2003/2004, which reports on performance in 2003/2004 and sets targets for 2004/2005. Whilst the Performance Indicators do not cover all aspects of the services provided by the Unit, and do not necessarily give a true guide to the overall quality of services provided, they do provide a framework for performance management.

The one significant area where performance did not meet targets was the speed with which planning applications are determined. In 2003/2004:

- 30% of major commercial and industrial applications determined within 13 weeks (national target 60%).
- 42% of minor commercial applications determined within 8 weeks (national target 65%).
- 71% of all other applications determined within 8 weeks (national target 80%).

The downturn in performance during 2003/04 and the increase in backlog of applications were an obvious concern and have been highlighted in the Council's Comprehensive Performance Assessment report. There has been a high turnover of development control staff in the past 6 months and the Bushey/Aldenham team lacked a permanent Team Leader for nearly a year.

Whilst there is a need to deliver improved performance for all three categories of applications, minor commercial applications is a particular issue. This includes housing schemes of up to 10 dwellings. The Office for the Deputy Prime Minister has set Hertsmere a specific target of 58% for 2004/2005 and it is important that this is met. The performance of the Council's planning service is currently the subject of a Best Value Review. This is focusing on development control and the linkages with other services.

Tree Preservation Order and Conservation Area Applications

183 tree applications were received between 1 April 2003 - 31 March 2004. Tree Preservation Orders (TPO's) made up 71% of the caseload. The remaining 29% were for applications for Trees in Conservation Areas.

Type	No. Received
Tree Preservation Order	130
Trees in Conservation Area	53
Total	183

84% (154) of the applications received during the monitoring year were determined within the year. The remaining 29 applications were determined outside of the monitoring year. 74% (114) were for TPO applications and the remaining 26% (40) were for Trees in Conservation Areas.

Type	No. Received
Tree Preservation Order	114
Trees in Conservation Area	40
Total	154

The following table indicates the Council's performance in determining applications within the statutory timescales. Of the TPO applications, 98% were determined within 8 weeks. This shows a steady increase in performance compared with the 91% determined in 2002/2003.

The Service Plan sets out the Local Performance Indicator for the % of applications for works to trees covered by a TPO dealt with within 8 weeks (LP1 12). In the period 2003/04 the target set is 91% with 98% being achieved. The target for 2004/05 will increase to 92%.

No. Determined within 8 weeks		Type
112	98%	Tree Preservation Order
No. Determined within 6 weeks		
37	93%	Trees in Conservation Areas

Resurveying of the Council's historic TPO's

Progress in the resurvey of TPO's in the Borough, and the serving of new TPO's as appropriate has been slow in the monitoring year, primarily owing to the loss of the Arboricultural Officer in December 2003. A number of consultant Arboricultural and Landscape Officers have been employed to help with the statutory responsibilities and this has been reflected in the performance achieved for TPO applications.

Of the nine new TPO's made as a result of the re-survey, six were confirmed. Five additional TPO's were served and confirmed owing to the potential threat from development/re-development. Twelve TPO's were revoked in the year.

Housing Land Requirements

The Council has to ensure that sufficient land will be available to meet the Borough's housing allocation in the Hertfordshire Structure Plan 1991-2011. The relevant figure for the period 1991 to 2011 is **4,600** housing units (230 per year) which provides the basis for this report and the adopted Hertsmere Local Plan. More detailed information on Housing Land Availability is published in the Council's Housing Land Availability Statement 2004.

Housing Unit Completions 1991-2004

Between 1 April 1991 and 31 March 2004 there have been 3,508 housing unit completions in the Borough, at an average of 269 per annum. The yearly figures are set out below in Table 10. All the information set out in the following tables are net figures i.e. they take into account dwellings lost through redevelopment or conversions.

Year	Completions		Year	Completions		Year	Completions
1991/1992	210		1996/1997	162		2001/2002	295
1992/1993	365		1997/1998	188		2002/2003	103
1993/1994	373		1998/1999	418		2003/2004	142
1994/1995	472		1999/2000	250			
1995/1996	290		2000/2001	240			
Total Years 1-5	1,710		Total Years 6-10	1,258		Total Years 11- 13	540
Overall Total							3,508

Source HBC/NHBC returns/HCC Standard Land Availability

Over the first 5 years of the plan, 1,710 housing units were completed (average of 342 per annum). This was 560 housing units above the implied average annual rate of 230 housing units per annum. The average rate achieved over the next 5 years 1996/2001 was 251 housing units per annum, 108 housing units above the planned average rate.

Analysis of housing unit completions over the last 5 years, 1999/2004 indicates a slow down in the rate of completions, with 1,030 housing units completed, at an average of 206 per annum. This is 120 housing units less than the implied annual average. This slow down in completion rates has been apparent across the country, but more locally the impact has been felt over the last two years 2002/2004. During the last year 2003/2004, 213 dwelling units (gross) were completed. However, once losses through demolition and redevelopment have been taken account of, there have been additional losses following redevelopment of Cardinal Court, Borehamwood (loss of 42 self contained sheltered units) with a combination of nursing bed spaces and sheltered units.

Owing to the high completion rate during the first 10 years of the plan period, 1,092 housing units remain to be completed between 2004/2011 at an average rate of 156 per annum.

Dwelling Commitments at 1 April 2004

Hertsmere Local Plan 2003 makes provision for 4,600 dwellings to be provided to 2011. This monitor provides data on the balance between completions and outstanding capacity (i.e. housing unit commitments and sites identified in local plans).

Since 1991, 3,508 housing units have been completed, and a further 1,763 are either committed or estimated on large and small windfall sites. This gives a total of 5,271.

Outstanding housing unit capacity comprises sites which have been started, or have detailed or outline planning permission.

Table 11 : Housing Land Availability In Hertsmere	
	Number of housing units
Completions 1 April 1991 to 31 March 2004	3,508
Large sites with planning permission:	
under construction	317
detailed permission	376
outline permission	326
Sub Total	1,019
Known estimated sites less 7.5% non-implementation allowance	129
Estimate for large windfall sites (10 plus housing units)	300
Estimate for small windfall sites (1 to 9 housing units)	315
Total	5,271

Total Estimated Housing Land Availability

Adding the windfall allowances to the sites with planning permission and the known estimated sites, and taking account of previous completions, it is estimated that Hertsmere currently has a total land supply of **5,271** housing units. The Local Plan makes provision for 4,600 housing units between 1991 and 2011. The Council therefore considers that the Local Plan makes more than adequate provision for both the next 5 years and for the period through to 2011.

Affordable Dwelling Completions 1991-2004

Affordable housing is defined as the "housing for sale, rent or equity share provided with an element of subsidy in order that it is accessible to people whose means are insufficient to enable them to afford adequate housing locally on the open market"

Table 12 reveals that 632 units of affordable housing have been completed between 1991-2004. Table 13 illustrates the scheme currently in progress that is to deliver 18 affordable units. Policy H16 of the Local Plan is instrumental in securing a proportion of affordable housing on large suitable urban sites. A further 169 affordable units (indicated in Table 14) have the benefit of planning permission, but have not yet commenced.

Year	Completions	Year	Completions
1991/1992	44	1998/1999	67
1992/1993	39	1999/2000	18
1993/1994	50	2000/2001	24
1994/1995	17	2001/2002	72
1995/1996	98	2002/2003	29
1996/1997	39	2003/2004	74
1997/1998	61	Total	632

Site	Town	No. of affordable housing units to be completed	Commentary
Former Comet Site, Station Close	Potters Bar	18	Negotiated Policy H16 + S106 as part of an overall development of 60 units
	Total	18	

Site	Town	No. of affordable housing units not yet commenced
Former Hillside School, Hillside Avenue	Borehamwood	20
Former Lyndhurst School Site, Gateshead Road	Borehamwood	28
Former Furzehill School, Furzehill Road	Borehamwood	21
Former Fire Research Station, Melrose Avenue	Borehamwood	72
Brent Timber & Fencing, London Road	Bushey	9
Car Park between Great Grove & Little Grove	Bushey	3
Blackwell House, Aldenham Road	Bushey	14
Land between 83 & 85 Windmill Lane	Bushey Heath	2
	Total	169

Both the Local Plan and the Council's Supplementary Planning Guidance, acknowledges that on certain sites, it may be preferable to agree a financial contribution towards the provision of affordable housing on an alternative site. However, the Council's priority is for on-site delivery and this approach is only considered acceptable in exceptional circumstances. One such example is the Former International University at Bushey. In this instance it has been agreed and demonstrated, that the scheme viability of enabling development to convert a significant group of listed buildings and the ongoing maintenance costs associated with the listed buildings together with its parkland setting would involve prohibitive costs for an RSL. In this instance a commuted payment of £1 million has been agreed with the developer, to be paid in stages as the development progresses. This is the only such example in the Borough to date. No other special case has been made to or accepted by, the Council.

Site	Town	Estimated No. of Housing Units	Estimated No. of Affordable Units
Hartspring Centre, Park Avenue	Bushey	65	33
Sparrows Herne	Bushey	39	13
	Total	124	46

Site	Town	£
Former International University, The Avenue	Bushey	1 million

Affordable Housing Target

The Local Plan sets a target to enable the provision of 410 affordable housing units between 1998 and 2011 (32 per annum). Monitoring information from 1 April 1998 to 31 March 2004 indicates that 284 additional affordable housing units have been completed, an average of 47 units per annum.

This enhanced rate has been due, in part, to the successful implementation of planning policies and to the efficient use of the Council's Local Authority Social Housing Grant (LASHG). It is also likely that the Council's decision to become a Large Scale Voluntary Transfer (LSVT) authority has had an impact on scheme delivery.

Hertsmere became an LSVT authority in 1994, transferring its housing stock to two key Housing Associations, Ridgehill and Aldwyck. These housing associations, together with other partnering RSL's have sought to deliver proactive development programmes in the Borough. Many of the schemes have been supported with the use of Local Authority Social Housing Grant (LASHG) although this mechanism of financial assistance was withdrawn by the Government with effect from 1 April 2003.

Best Value Performance Indicators

Development on Previously Developed Land

The national target is that by 2008, 60% of additional housing should be provided on previously developed land and through the conversion of existing buildings, in order to both promote regeneration and minimise the amount of greenfield land being taken for development.

For many years Hertsmere has exceeded the 60% target set by Government. This target is translated into national Best Value Performance Indicators, and specifically BVPI 106 (the percentage of new homes built on previously developed land). Through the Best Value Performance Plan the Council has set itself an ambitious target to achieve 95% of completions on previously developed land each year. Of the 142 housing units completed in this monitoring year, 99% were completed on previously developed land. Table 17 illustrates the performance of the Council in exceeding the BVPI 106 since 2001/2002.

Table 17: BVPI 106 % of Completions on Previously Developed Land		
Year	Actual	Target
2001/2002	95%	95%
2002/2003	100%	95%
2003/2004	99%	95%

The previous known use of land, the subject of the 142 completions in this the most recent monitoring year, was as follows:

Table 18: Previous Land Use Of Completions 2003/2004	
Previous land use	Percentage of completions
Residential	42%
Community	17%
Other	0%
Employment	41%

Residential Development Characteristics

Table 19 below, demonstrates the development characteristics of gross housing units completed in the Borough in the monitoring year 2003/2004.

Table 19: Development Characteristics (Gross Housing Unit Completions)					
	Private Developments	% Private Developments	Non-Private Development (i.e. RSL)	% Non-Private Development (i.e. RSL)	Total
Houses/bungalows					
1 bedroom	0	0	0	0	0
2 bedrooms	0	0	0	0	0
3 bedrooms	50	76%	0	0	50
4 or more bedrooms	16	24%	0	0	16
Sub total	66	100%	0	0	66
Flats/apartments					
1 bedroom	0	0	64	86%	64
2 bedrooms	73	100%	10	14%	83
3 bedrooms	0	0	0	0	0
4 or more bedrooms	0	0	0	0	0
Sub total	73	100%	74	100%	147
All Dwelling Types					
1 bedroom	0	0	64	86%	64
2 bedrooms	73	52%	10	14%	83
3 bedrooms	50	36%	0	0	50
4 or more bedrooms	16	12%	0	0	50
Total	139	100%	74	100%	213

The above table shows the gross total figure of 213 housing units completed in 2003/2004. This figure should be compared to that shown in Table 10 where net housing unit completions are given. The net figure takes into account losses through demolition of housing units and redevelopment occurring during the monitoring period. The main reason for the higher than normal loss in 2003/2004 (71 units) is due to the redevelopment of Cardinal Court, Borehamwood with a combination of nursing bed spaces and sheltered units resulting in a net loss of 42 housing units of this site.

Referring to Table 19 above, of the total units completed, 69% were smaller units of 1 and 2 bedrooms. The percentage of completions of larger 3 and 4+ bedroom private housing, at 31%, is significantly lower than the completion rate in 2002/2003 (51%). However, a variety of types and sizes of housing continues to be achieved in the Borough in line with the guidance set out in PPG3 and Policy H7 of the Local Plan. 35% of housing completions in the monitoring year 2003/2004 were affordable units to be managed by Registered Social Landlords.

Density of New Housing Development

This section of the annual monitor reports on the density levels achieved through residential developments during the period 2003/2004 and draws upon figures for 2002/2003 for comparison.

National Background

One of the objectives of the guidance provided within PPG3 (Housing) is to promote more sustainable patterns of development and make better use of previously developed land; the focus for additional housing should be existing towns and cities.

Paragraph 5.8 3 of PPG3 continues the theme of making more efficient use of land through increased densities and states that local planning authorities should:

- avoid developments which make inefficient use of land (those of less than 30 dwellings per hectare net);
- encourage housing developments which make more efficient use of land (between 30 and 50 dwellings per hectare net); and
- seeks greater intensity of development at places with good public transport accessibility such as cities, towns, district and local centres or around major nodes along good public transport corridors.

Para 63 of PPG3 states that authorities should reject poor design and applicants should demonstrate how they have taken into account the need for good layout and design and how their proposals reflect the guidance of PPG3. PPG1 (General Policies and Principles) states that the drive for making more effective use of land should not be at the expense of the quality of the built environment. This approach has been taken forward in draft PPS1 (Creating Sustainable Communities). Some locations can benefit from high-density residential accommodation, but in other locations high density developments can cause social and environmental problems.

Policy K2 (Development Strategy) of the adopted Hertsmere Local Plan 2003 sets out how the overall development needs of the Borough will be planned for in accordance with a settlement hierarchy illustrated at para 5.9, page 31 of the Local Plan. Subject to policies set out in the Local Plan, the majority of the Borough's development needs will be steered towards the towns of Borehamwood, Bushey and Potters Bar. In Radlett and that part of Elstree, which is excluded from the Green Belt, development which maintains the character of the settlements will be accepted in principle. Limited infilling in Shenley and that part of Elstree, which is within the Green Belt, may be permitted, subject to other policies of the Local Plan. However, it is considered that the development opportunities in these areas are more limited than in the Borough's three main towns, and the level of local services and infrastructure is more restricted.

During the period 2003/2004, 213 (gross housing units) were completed throughout the Borough on all types and sizes of sites. The average density achieved across the Borough was nearly **48 dph** (dwellings per hectare) (47.76). This compares with the density of 20 dph (19.97) achieved in 2002/2003, when just over half the number of dwellings were completed.

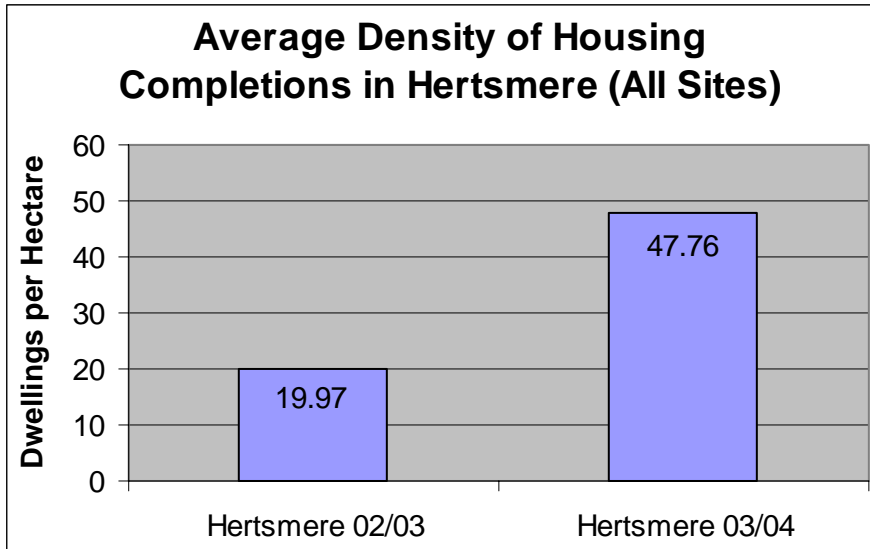


Figure 6 Average Housing Density Achieved in Hertsmere (All Sites) Completed 2002/03 and 2003/04.

Density Achieved by Settlement

The following tables gives information on the density achieved on all sites within the Borough based on gross housing unit completions within each town, this is in accordance with the development strategy contained within the Local Plan (Policy K2).

Table 20: Density achieved on all sites based on Housing Unit Completions (gross) 2003/2004			
Settlement	No. of Completions (gross)	% of Completions (gross)	Average Density (dph)
Borehamwood	130	61.03%	63.41
Bushey	8	3.76%	38.10
Potters Bar	55	25.82%	78.57
Radlett	19	8.92%	12.67
Villages & Rural Areas (Elstree & Ridge)	1	0.47%	12.50
Total	213	100%	

In each of the three main settlements, high densities have been achieved as planned. The highest density has been achieved in Potters Bar and Borehamwood, with Radlett and the rural villages achieving lower densities in line with the development strategy. The high percentage of completions in Borehamwood and Potters Bar supports the aims of Policy K2 which steers the

majority of the Borough's development needs towards the main towns.

Completions of housing units on large schemes (10+ housing units) gross, accounted for 91% of completions during 2003/2004 and 63% in 2002/2003. The data is expected to give a more meaningful density measure when small sites of (9 or less housing units) are excluded from the calculations.

When data from Table 21 is compared to Table 20 for 2003/2004 only, the effect of removing small sites can be seen to have a dramatic effect, particularly in Potters Bar and Radlett. In Potters Bar a significant increase is observed in the density, despite the number of gross completions decreasing by only two housing units. Similarly in Radlett, whilst reducing the number of dwellings by only seven, this has had the effect of increasing the density by nearly 500%. This is owing to the completion of one large development at Park Road. The density achieved in Borehamwood remains relatively constant.

Settlement	2002/2003		2003/2004	
	No. of Completions (gross)	Average Density (dph)	No. of Completions (gross)	Average Density (dph)
Borehamwood	43	29.05	129	64.18
Bushey	29	45.31	0	0
Potters Bar	0	0	53	106.96
Radlett	0	0	12	75.00
Total	72		194	

Table 21 reveals the density achieved on large sites (10+ dwellings) over the last two years. As can be seen, there is little correlation to be drawn from the data since the number of completions and their distribution across the settlement hierarchy vary considerably. Monitoring over a longer period of time should enable emerging trends to be tracked.

Development Activity by Settlement during 2003/2004

This section of the monitor gives an indication of the activity in the Borough's settlements during 2003/2004 and indicates the range of densities being achieved. This information is based on activity on all sizes of sites and includes sites completed and/or under construction during the year.

Borehamwood – Average Density: 51.54 dph

Of the seven developments with activity recorded, three were below the density level recommended for making the most efficient use of land i.e. 30 to 50 dwellings per hectare (dph). Two were between 30 and 50 dph and two above 50 dph. The highest density achieved 113.29 dph was at the frail elderly sheltered care home at Fountains Court (Brook Road).

Bushey (including Bushey Heath) – Average Density: 35.14 dph

Thirteen sites were recorded as in progress, four sites were at densities between 41-54 dph. The remaining nine sites were mainly replacement dwellings or small in-fill sites where densities ranged from 8-29 dph.

Potters Bar – Average Density: 58.50 dph

A total of eleven housing developments were recorded with activity, with density figures ranging from 5.26 dph for a single replacement dwelling to 117.65 dph for the construction of 60 units at the former Comet Site site, Station Close.

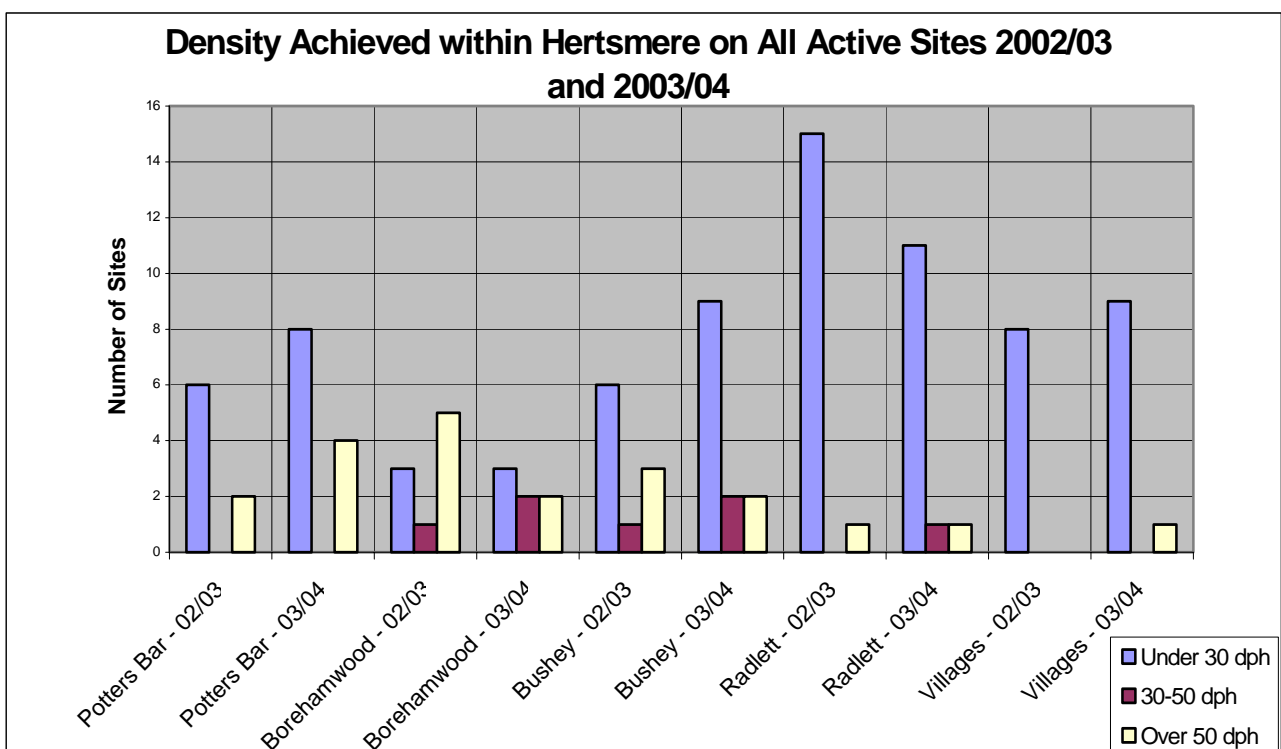
Radlett – Average Density: 12.63 dph

Of the thirteen developments with activity recorded, only two were above 30 dph. The remaining developments comprised of one-for-one replacement dwellings on large sites and a small number of infill plots.

Rural Villages and Other Settlements – Average Density: 9.43 dph

Of the ten developments in the Borough’s villages and rural areas, only one was above 30 dph, at 57.97 dph where activity involved infilling of a site with four dwellings in Elstree. Six developments involved the replacement of dwellings on smaller plots with density levels below 16 dph. There is a presumption against residential development in the Green Belt unless very special circumstances can be demonstrated. Policy C6 and H17 of the Hertsmere Local Plan 2003 sets out a number of criteria where small-scale developments may be acceptable in the Green Belt such as in-filling in Elstree and Shenley villages and for affordable housing provision where there is an identified need. The low densities and development activity achieved (i.e. predominately one-for-one replacement dwellings) suggests that the development strategy is working effectively.

Figure 7 below, compares average development density achieved during the last two years in each settlement. The table illustrates the number of developments that have reached or exceeded densities of 30 to 50 dph. In the main towns of Borehamwood, Bushey and Potters Bar the average density achieved was between 30 to 50 dph, although each town has seen a small decrease since 2002/2003. In Radlett and the villages/rural areas average density levels have increased in 2003/2004, predominately owing to the inclusion of two large sites in the calculations.



The following table details the calculation of development density based upon gross dwellings divided by net developable area (PPG3, Appendix C refers). Details of the number of sites currently under construction or likely to come forward gives an indication on the average density to be achieved in the next few years. Early indications suggest that the average density achieved within the Borough will continue to be within the 30-50 dph sector.

Settlement	No. of Dwelling Units (Gross)	'Net Developable Area' (All Sites)	Average Development Density
Permissions Completed 2003/2004	213	4.46	47.76
Permissions Completed 2002/2003	114	5.71	19.97
Sites under construction & detailed planning permissions yet to be started at end of latest monitoring year 2003/2004	846	22.92	36.91

Table 23 below indicates the distribution by settlement of sites under construction or with detailed planning permission. This table shows that the majority of development coming on-stream is within the main settlements, with high densities being achieved. Evidence suggests that Radlett, the villages and rural areas continue to have a steady flow of development with density levels being low as planned.

Settlement	No. of Dwelling Units (gross)	Average Density (dph)
Borehamwood	243	46.46
Bushey	429	44.85
Potters Bar	107	62.06
Radlett	47	9.58
Villages & Rural Areas	20	13.36
Total	846	

Car Parking Provision at Residential Development

Policy M13 of the Hertsmere Local Plan sets out the requirements for car parking provision in the Borough. In the accessible locations, such as town and district centre locations, Policy H14 enables reduced car parking provision for new residential developments. The Council's current car parking standards were adopted in October 1999 and set out minimum standards. Through the Local Development Scheme, the Council will undertake a review of residential car parking standards.

Table 24 below indicates the provision of car parking on completed sites in the Borough during the monitoring year 2003/2004.

Address	Town	Total No. of Units	Housing Type	No. of Car Parking Spaces	Provision of spaces per unit	Tenure
Brook House	Borehamwood	45	Flats	11	0.24	Sheltered Warden Assisted
Ladbrooke School	Potters Bar	29	Flats	10	0.34	Sheltered Warden Assisted
Hollies House 230 High Street	Potters Bar	24	Flats	52/60*	2.17	Private
45a & 47 Park Road	Radlett	12	Flats	24	2	Private
R/o 1 Arundel Drive	Borehamwood	1	House	3	3	Private
2 Chiltern Avenue	Bushey	2	Houses	6	3	Private
r/o 30 & 32 Bournehall Ave.	Bushey	1	House	3	3	Private
1 Clay Lane	Bushey	1	House	6	6	Private
24 Barham Ave.	Elstree	1	House	3	3	Private
40 The Avenue	Potters Bar	2	Houses	3	3	Private
34 Loom Lane	Radlett	1	House	4	4	Private

- this is a mixed use site with residential and office use. An additional 8 car parking spaces are available for the office use, taking the site total to 60.

Residential Planning Consents 2003/2004 (Car Parking)

In 2003/4, 42 residential schemes were granted detailed planning permission in the Borough. These gave consent for a total of 153 housing units. Of these there were 12 x 1 bedroom houses/flats, 75 x 2 bedroom houses/flats, 33 x 3 bedroom houses/flats and 31 x 4+ bedroom houses and 2 bedsits. Permission was granted for a total of 366 car parking spaces for these developments, an average of 2.4 car parking spaces per dwelling.

This represented 60% more car parking spaces than would be permitted under strict application of the guidance in PPG3, which would have resulted in a total of 228 parking spaces for the same schemes. Only 29% of the residential permissions granted by Hertsmere Borough Council in 2003/4 can be considered compliant with PPG3.

If the maximum allowances contained in the Hertfordshire County Council SPG had been applied to each scheme, a total of 378 car parking spaces would have been permitted. The 366 car parking spaces approved by Hertsmere Borough Council represents 97% of this total. In 86% of cases, the car parking allowance permitted by the Borough Council in 2003/4 would comply with the maximum standard set in the SPG. Although these statistics make more encouraging reading than the comparison against PPG3 standards, it is important to remember that the SPG expressly states that:

"Residential standards are to be interpreted as maximums and significantly lower levels of parking provision may be acceptable where demand is likely to be less and any tendency for overspill on-street is or can be controlled".

The earlier example quoted from PPG13 that "it should not be assumed that where a proposal accords with the relevant maximum parking standard it is automatically acceptable in terms of achieving the objectives of this guidance" should also be considered in relation to these findings.

There were six residential permissions granted in 2003/4 where the parking provision exceeded the standards set in both PPG3 and the Hertfordshire County Council (HCC) SPG. These are highlighted in the table below.

Address	Description	Parking Provision	PPG3 Standard	HCC SPG Standard
54 Williams Way, Radlett	1no x 3 bed dwelling	5	2	3
Crest Lodge, Caldecote Lane, Bushey	1no x 2 bed dwelling	3	2	2
40 Dugdale Hill Lane, Potters Bar	4no x 2 bed, 1no x 3 bed dwelling	15	8	11
r/o 24-28 Cranborne Parade, Potters Bar	2no x 3 bed dwelling	7	3	6
Quakers Lane, Potters Bar	2no x 2 bed dwelling	5	3	4
Hollies House, Potters Bar	24no x 2 bed dwelling	52	36	48

* PPG3 and SPG standards have been rounded up to the nearest whole number

Planning Appeals Performance

The results of planning appeals provide a useful way of measuring the quality of the decisions made by this Council. They also provide a useful input into the monitoring of planning policies, procedures and supplementary planning guidance.

In total 95 appeals were determined in 2003 (1 January to 31 December 2003) of which 67 (70%) were dismissed and 28 (30%) allowed. This Council's success record as measured by the number of appeals dismissed exceeds the national average. In 2002 a total of 66 appeals were determined in Hertsmere of which 36 (55%) were dismissed and 30 (45%) allowed. There has been a significant improvement in the Council's performance in 2003 in terms of the number of appeals dismissed despite a 44% increase in workload in terms of the number of appeals determined.

Looking at the results by area there are inevitably some differences across the Borough. In Elstree and Borehamwood only 18% of appeals were allowed in 2003 whilst in Bushey 43% of appeals were allowed. The table below provides a comparison by area between 2002 and 2003. The relatively poor performance in Bushey in one year is not considered to be an issue given that in 2002 the poorest performance was in Elstree/Borehamwood (the Shenley figure is based on only one decision in 2002).

Table 26: Comparison by Settlement between 2002 and 2003

Area	% of appeals allowed in 2002	No. of appeals allowed in 2002	% of appeals allowed in 2003	No. of appeals allowed in 2003
Borehamwood	64%	7	18%	2
Potters Bar	31%	6	27%	7
Bushey	36%	8	43%	12
Radlett	61%	8	27%	7
Shenley	100%	1	0%	0
Total	45%	30	30%	28

Of the 28 appeals allowed in 2003, 5 were where the Committee refused planning permission contrary to the officer's recommendation of approval. Against this, of the 67 appeals, which were dismissed, 2 were in respect of cases where the Committee refused the application against an officer's recommendation of approval.

Monitoring of Appeal Decisions 1 April 2003 – 31 March 2004

During the monitoring year 90 appeals were lodged and 11 appeals were withdrawn, 85 decisions made up the monitoring data for the year. Table 27 below indicates the number and type of determined appeals. Overall, 59 (70%) of all appeals were dismissed and 25 (30%) were allowed.

Appeal Type	Total	No. Allowed	% Allowed	No. Dismissed	% Dismissed
Adverts (Reg 15) 1990 Act	4	1	25%	3	75%
Trees 1990 Act	1	1	100%	0	0
S174 - Enforcement	6	3	50%	3	50%
S195 Certificate of Lawfulness	2	0	0	2	100%
S.78	72	20	28%	52	72%
TOTAL	85	25	30%	60	70%

Advertisement (Reg 15) of Town & Country Planning Act 1990

4 advertisement appeals were received during the monitoring year. Although a small number, this represents a 75% increase in the number received over the last three years. 75% of the current decisions were dismissed. Policy D10 (Advertisement) was the main policy reason for dismissing the appeal in (2) decisions.

Town & Country Planning Act 1990 - Trees

One appeal was determined for works to a protected tree in the Borough. The Inspector allowed this appeal.

Section 174 of 1990 Act - Enforcement

Enforcement appeals made up 7% of the caseload during the monitoring year. There was an even split between decisions allowed and dismissed. In allowing the One Acre case, the Inspector gave limited weight to Policy S9 (Gypsies and Travellers) in respect of the requirement to demonstrate need. Green Belt, Conservation Area policies E21 (Retention of Character) and E22 (Preservation and Enhancement) were also used successfully to dismiss the appeals.

Section 195 of 1990 Act - Certificate of Lawfulness

Two appeals (for the same site) were received and both were dismissed.

Section 78

Section 78 appeals made up 85% of the overall caseload followed by enforcement appeals at 7%. Looking at Section 78 appeals in more detail in the table below, householder and minor applications made up 46% of Section 78 decisions. Minor residential development schemes

made up 25% of Section 78 decisions.

Type of Development	Total	No. Allowed	% Allowed	No. Dismissed	% Dismissed
Householder/ Minor	33	9	27%	24	73%
Minor Res < 5 houses	18	6	33%	12	67%
Major Res > 10 houses	10	1	10%	9	90%
Other*	11	4	36%	7	64%
TOTAL	72	20	28%	52	72%

* Other includes telecom and change of use.

Detailed monitoring of each development type has taken place this monitoring year, looking at the range of policies used for each category of development and considering whether any policies have been given weight by the Inspector in determining the appeal. This qualitative assessment is a useful way of measuring how robust the Council's planning policies and supplementary planning guidance has been. In practice only a small sample of data has been used, making it difficult to draw many conclusions from the evidence collected.

	Allowed							Dismissed						
	1	2	3	4	5	6	7	1	2	3	4	5	6	7
Householder & Minor	67%							63%			63%	46%		
Minor Res. (< 5 units)	60%	100%		60%				33%	50%					
Major Res. (> 5 units)								88%	88%	50%			13%	
Other							50%							

1. Design & Setting of Development (Policy D21)
2. Residential Development Standards (Policy H8)
3. Residential Development Standards (SPG)
4. Residential Development Standards for new Residential Development & Domestic Extensions Alterations in Radlett (SPG)
5. Guidelines for Domestic Extensions Alterations (SPG)
6. Residential Car Parking Standards (SPG)
7. Non Retail Uses Locational Criteria & other Criteria (Policies T6 & T7)

Conclusion

Monitoring of the Council's planning policies in 2003/2004 has highlighted that Planning Inspector's do not always refer directly to planning policies in their reports. The Hertsmere Local Plan contains 149 policies. During the monitoring year only a small proportion of policies

have been used in determining planning appeals. The majority of those used are used continually along with adopted Supplementary Planning Guidance (SPG) to successfully dismiss 70% of appeals. The Local Plan was adopted in May 2003 and this has enabled further weight to be given to the Council's planning policies. In some cases it appears that the weight given to SPG by Planning Inspectors is inconsistent, particularly for the householder and minor applications using the Residential Development Standards (adopted in 1991) and Radlett Standards (adopted in 1993). A whole series of SPG was updated in November 2003 as a consequence of adopting the Local Plan. The update concentrated on relatively minor points 1) reflecting that policies in the District Plan of 1991 were no longer effective, and 2) Re-numbering of policies to those indicated in the adopted Local Plan 2003. Each SPG clearly state the purpose of the update on the front page. In practice monitoring has found that mis-interpretation of the updated SPG has occurred in a small number of cases with Planning Inspector's concluding that the SPG had been 'reviewed' relatively recently in 2003 and therefore given weight in determining appeals. As a result of this and to clarify for Planning Inspectors and the public, the word 'update' will be removed from SPG and re-issued clarifying the purpose of its re-publication.

Retailing Structure

The Hertsmere Local Plan sets out a hierarchy of shopping centres taking into account the characteristics of, and the roles performed by, the retail areas of the Borough. Twenty-eight areas are defined, falling into one of six categories: Town Centre, Local Town Centre, District Centre, Neighbourhood Centre, Local Parade or Redevelopment Opportunity. Local Plan Policies T6 (Non-Retail Uses – Locational Criteria) and T7 (Non-Retail – Other Criteria) guide the conversion of units within these identified areas to non-retail uses. T6, in particular, seeks to protect the long-term viability of retail centres by preventing the proliferation of inappropriate non-retail uses or the over-concentration on a single use class.

In total 845 retail units were surveyed in February 2004. Of those, 58% fell into A1 Retail use with a further 15% in use as A3 Food and drink outlets. 4 units (0.5%), were occupied by a mix of these two use classes. Approximately 1 in 5 surveyed units (21%) were used for non-retail purposes.

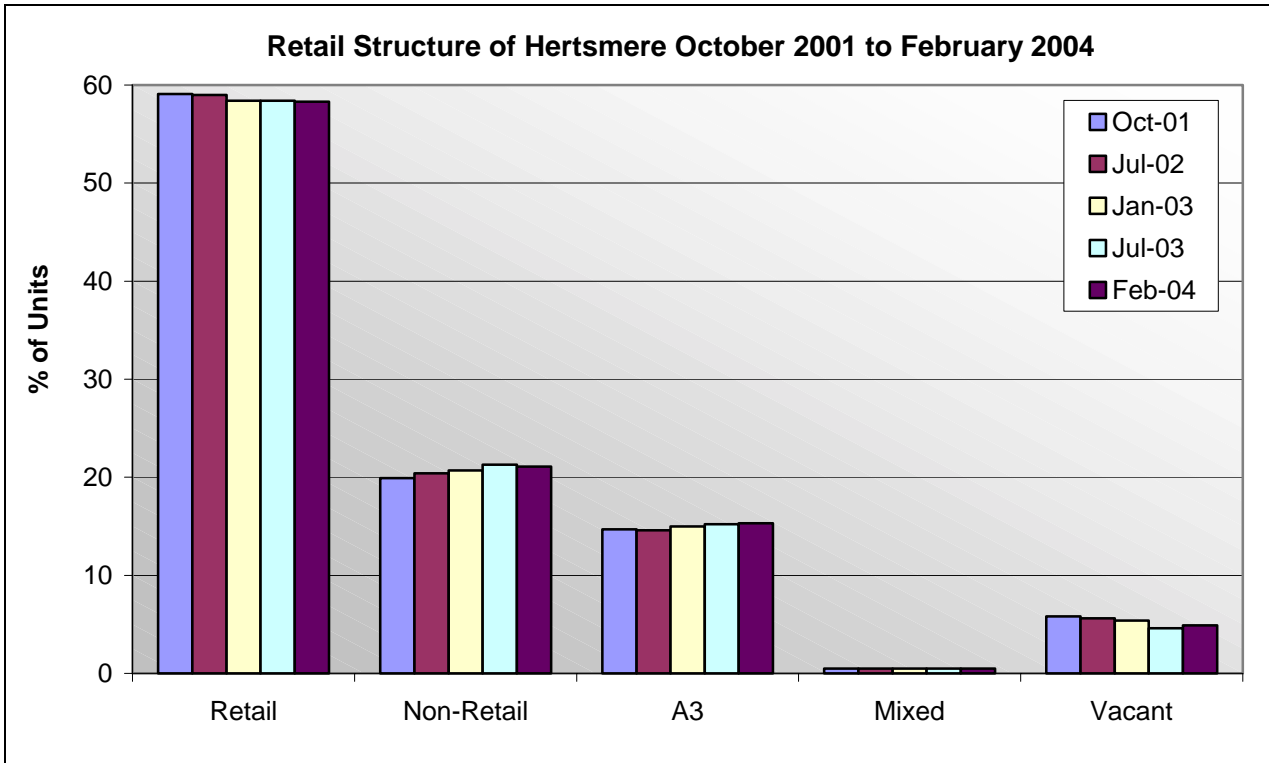
There was an overall vacancy rate of 4.9% in Hertsmere's retail centres. This represented a slight rise on the level recorded in July 2003 (4.6%) but below the vacancy rate recorded in previous surveys.

The graph below shows the trends over time. It can be seen that, since October 2001, there has been very little change in the overall structure of the Borough's retail centres. Since October 2001, there has been a small drop in the proportion of vacant units. There has been a corresponding small recorded in the number and proportion of Non Retail Uses.

The overall mix of uses is considered to be sustainable while continuing low vacancy rates indicate that the Borough's retail centres are viewed as viable destinations by both businesses and shoppers.

Table 30: Retail Structure October 2001 – February 2004

	Retail		Non Retail		A3		Mixed Use		Vacant		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	No.
October 2001	490	59.1	165	19.9	122	14.7	4	0.5	48	5.8	829
July 2002	498	59.0	172	20.4	123	14.6	4	0.5	47	5.6	844
January 2003	495	58.4	175	20.7	127	15.0	4	0.5	46	5.4	847
July 2003	494	58.4	180	21.3	129	15.2	4	0.5	39	4.6	846
February 2004	493	58.3	178	21.1	129	15.3	4	0.5	41	4.9	845



Key results

The results of the survey indicate a small decrease in the proportion of vacant units in Hertsmere, falling from 5.4% in January 2003 to 4.9% in February 2004. The percentage of units in retail use has remained unchanged over the last twelve months at 58%. There has been a small increase in the number of proportion of units in non-retail use classes.

Analysis of longer term trends show that the retail structure of the Borough as a whole remained relatively stable since October 2001 with very little change in the proportion of units in any of the broad use classes analysed.