

# Hertsmere Borough Council Local Development Framework



## Annual Monitoring Report 2004/5

December 2005

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## Hertsmere Annual Monitoring Report 2004-5

### December 2005

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# Hertsmere Annual Monitoring Report 2004-5

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## 1 Headline Results

- The last MORI survey, 2001, showed that four in every five residents were either satisfied or very satisfied with Hertsmere as place to live.
- Based on the average score from the Index of Multiple Deprivation Hertsmere is in the 25% least deprived local authority areas nationally.
- An average of 152 new residential units need to be completed each year to meet the Hertfordshire County Council (HCC) Structure Plan target of 4,600 new units between 1991-2011.
- It is expected that Hertsmere will meet its Structure Plan target 3 years early, in 2007/8 exceeding the target by 684 new residential units over the time period to 2011.
- The average density of new residential development was 48 dwellings per hectare (dph) during 2003/4 and 41 dph during 2004/5.
- Affordable housing provision was low over 2004/5 with only 9.6% of total completions being for affordable housing.
- Over the last two years 90% of housing completions have been in the three main towns in the Borough – Borehamwood, Bushey and Potters Bar.
- Over the last five years average house prices have increased by 85%. The house prices / income ratio across the Borough has risen from x7.3 in 2001/2 to x9 in 2004/5.
- During 2004/5 100% of new employment development was on previously developed land.
- 81% of the Borough's retail floorspace is located within the neighbourhood, local, district and town centres in the Borough.
- Car parking provision for new residential development is being approved at an average of 1.9 spaces per dwelling.

## **2 Executive Summary**

- 2.1 The 2004 Planning and Compulsory Purchase Act introduced a new plan making process. At the local level the Hertsmere Local Plan (2003) is to be replaced by the Local Development Framework, a portfolio of documents comprising the Core Strategy, Site Allocations and Development Control Development Plan Documents and various Supplementary Planning Documents.
- 2.2 A key change is that the new Act formalises plan monitoring by making it a statutory requirement for all Local Planning Authorities to prepare an Annual Monitoring Report (AMR). The first AMR covers the period from April 1<sup>st</sup> 2004 to March 31<sup>st</sup> 2005 and has to be submitted to the Secretary of State by December 31<sup>st</sup> 2005. The AMR must outline the progress that has been made on the implementation of the new plan system and the extent to which policies either in the saved Local Plan or in emerging Local Development Documents are effective and being implemented.
- 2.3 This AMR has 37 indicators covering seven topic areas. The report presents the data for each topic area and discusses the key findings and the effectiveness of the appropriate plan policies. The topic themes are:
- Plan progress and implementation;
  - Demographics;
  - Housing;
  - Employment;
  - Commercial development;
  - Transport and accessibility; and
  - Open space and the environment.
- 2.4 The Council currently does not monitor some of the required topic areas to the same level of details as others. It has been possible to collate much of the data, but this has been done manually and has therefore been resource intensive. The challenge is to establish full and effective monitoring systems which will allow for a comprehensive data set to be collated for future AMRs for the assessment of policy implementation.
- 2.5 Overall, it is considered that in the key areas, policy implementation is being effectively achieved and the Council is progressing well with the implementation of the Local Development Framework.

### **3 Introduction to the Annual Monitoring Report**

- 3.1 The Planning and Compulsory Purchase Act 2004 (the Act) introduced major changes to the way the planning policy system works and placed an increased emphasis on the need for sound evidence to underpin the development and review of planning policies.
- 3.2 Under the previous system, Planning Policy Guidance (PPG) 12 required local authorities to publish the results of plan monitoring on a regular basis. This requirement has now been formalised in greater detail and, under the new Act, it is a statutory requirement for all Local Planning Authorities to prepare an AMR which should outline progress made in the implementation of the Local Development Scheme (LDS) and assess the extent to which policies in Local Development Documents (LDDs) (or, prior to their adoption, saved Local Plan policies) are being implemented.
- 3.3 LDFs are required to have regard to other key strategies and directives and, as such, there should be a degree of commonality in the information gathered to assess their implementation. Consequently, this AMR contains indicators which can help to assess whether the Local Plan and LDF are helping to deliver key policy commitments contained in Hertsmere Together, the Borough's Community Strategy and also contains targets and data which help to evaluate the impact of the planning process on the environment.
- 3.4 The Act and its associated regulations identify five key, inter-related monitoring tasks which authorities are required to include in their AMRs:
- Review progress in LDD preparation against the timetable and milestones in the LDS;
  - Assess the extent to which policies are being implemented;
  - If appropriate, explain why policies are not being implemented and set out steps to be taken to ensure implementation of the policy or whether the policy is to be amended or replaced;
  - Identify the significant effects of implementing policies and whether these are as intended; and
  - Set out which policies are to be amended or replaced.
- 3.5 Government guidance suggests a number of different indicator types to be used in Annual Monitoring reports. The table on the following page summarises the key features of the indicators used in this report.

**Table 1: Indicator Types used in the Annual Monitoring Report**

<b>Indicator Type</b>	<b>Description</b>
Process	Process indicators are used to assess <b>implementation</b> of the LDS and the <b>effectiveness</b> of the plan policies that are being used in decision-making. Targets for the production of LDDs and SPDs are set out in the timetables of the Local Development Scheme. Process indicators should also help authorities identify which policies in their plan documents need replacing or updating.
Core output	Core output indicators are those which are set at the national level. All authorities must include these indicators in their AMRs, which are designed to measure the <b>direct impact</b> of the development and implementation of plan policies against priorities and targets set at the national level.
Local output	As with core output indicators, local output indicators should be designed to measure the <b>direct impact</b> of (specific) plan policies. Individual authorities, or groups of authorities, develop these indicators to measure the effect of the plan on issues that are considered important at the local level.
Significant effects	Significant effects indicators should specifically assess the <b>direct environmental impact</b> of the plan, and are linked to the Strategic Environmental Assessment / Sustainability Appraisal (SEA/SA) process which now forms a statutory part of plan development and implementation.
Contextual	Contextual indicators help to describe the wider social, environmental and economic background in which the planning system operates. Although development and implementation of the LDF will impact on these indicators, it will be an <b>indirect influence</b> as there will also be a number of other factors which contribute to the changes measured over time. Consequently, no targets are set in the AMR for contextual indicators.

3.6 In total, 37 indicators and associated targets have been identified for Hertsmere covering seven key topic areas:

- Plan progress and implementation;
- Demographics;
- Housing;
- Employment;
- Commercial Development;
- Transport and Accessibility; and
- Open Space and the Environment.

3.7 The remainder of this report discusses each of these themes in turn. A number of the indicators fall into more than one of the categories set out in the table above. The Indicator Matrix in Appendix 1 identifies the categories into which each indicator falls.

## **4 Implementation of the Local Development Scheme**

- 4.1 The Council has made good progress during the last year on the preparation of the Local Development Framework (LDF) in working towards its stated milestones and the publication of important LDF documents. The Council therefore expects the constituent Development Plan Documents in its LDF to be adopted in accordance with the adoption dates set out in the Hertsmere Local Development Scheme.
- 4.2 Over the past twelve months, the Council has:
- Published its draft Statement of Community Involvement (SCI) and has now formally submitted the SCI to the Secretary of State for Public Examination;
  - Commenced LDF consultation with a preliminary LDF Issues Scoping exercise which attracted over 900 responses;
  - Prepared a Regulation 25 Issues and Options Report for public consultation;
  - Produced a Strategic Environmental Assessment (SEA) Scoping Report, following consultation with statutory consultees<sup>1</sup>;
  - Prepared a draft Planning and Design Guide Supplementary Planning Document to be considered by the Council's Executive in February 2006.
  - Developed its LDF evidence base across a wide range of land uses; And
  - Signed a Service Level Agreement with the Planning Inspectorate which reflects the key milestones in the Hertsmere Local Development Scheme (LDS).

### ***Development Plan Documents and Statement of Community Involvement***

- 4.3 The Council intends to submit its Development Plan Documents (DPDs) to the Secretary of State in accordance with the stated milestones in the LDS. There is not considered to be any need to amend the projected dates for submission to the Secretary of State and subsequent adoption of DPDs:
- January – February 2007 for submission of the Core Strategy
  - January – February 2008 for submission of the Site Allocations DPD
  - June – July 2008 for the submission of the Development Control Policies DPD.
- 4.4 Prior to submitting its DPDs to the Secretary of State, the Council will be formally consulting on Issues and Options (Regulation 25) and Preferred Options (Regulation 26). Although the Council will not be seeking to amend the submission and adoption milestones in its LDS, slight amendments in respect of the Regulations 25 and 26 stages are proposed. The justification for this is set out in Table 1 below and these reasons include factors set out with the individual Local Development Document risk assessments set out in the LDS. Nevertheless, they relate principally to the significant recruitment and retention difficulties experienced by the Policy

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<sup>1</sup> The SEA Scoping report considered all Local Development Documents identified in the Hertsmere Local Development Scheme

and Transport team throughout in 2005, including the absence of a Policy and Transport Manager and Principal Planning Officer for a significant proportion of the calendar year.

- 4.5 The SCI was submitted to the Secretary of State in November 2005, within the overall submission period stated in the LDS.

### ***Supplementary Planning Documents***

- 4.6 Work on Supplementary Planning Documents (SPDs) has continued through the past year. The Gypsy and Traveller Site Provision SPD, a partnership exercise with five other district authorities in Hertfordshire and the County Council, is scheduled for publication for consultation in 2006, as set out in the LDS. The initial assessment of the accommodation needs of Gypsies and Travellers in South and West Hertfordshire has now been completed.
- 4.7 The Planning and Design Guide, a key Hertsmere document, is scheduled for adoption in mid 2006. Adoption of the document is envisaged for July 2006, compared to the target of May/June 2006 in the LDS and consultation on the draft SPD has moved to February/March 2006 following consideration of the draft document by the Council's Planning Committees and Planning Panel. The principal reasons for the small delay in publishing the SPD for consultation are set out in Table 4 and are consistent with the individual Local Development Document risk assessment set out in the LDS.
- 4.8 The Council intends to consult on both its Affordable Housing and Planning Obligations SPDs by July 2006 with a view to adopting both documents by November 2006. It has not proved possible to prepare the draft Planning Obligations SPD for public consultation by the end of this year. The justification for this is set out in Table 4 below and the reasons are consistent with the individual Local Development Document risk assessments set out in the LDS.



**Table 2: Development Plan Document preparation**

Key Milestone	Pre-Production and Survey	Preparation of SEA Scoping Report	Reg. 25 Issues and Options	Reg. 26 Public Participation on Preferred Options	Reg. 27 Consideration of Representations	Preparation of Submission DPD and amendments to SA Report	Reg. 28 Submission to Secretary of State	Public Consultation on Submission DPD	Pre-examination meeting	Reg. 34 Examination Period	Receive Inspectors Report	Adopt and Publish DPD
<b>CORE STRATEGY</b>												
LDS Timetable	2005-2006	2005	May - Dec 05 (Consultation Sept – Oct)	Jan – Feb 06	Mar – Dec 06	Mar – Dec 06	Jan – Feb 07	Jan – Feb 07	Jun 07	Sept – Oct 07	Mar 08	Apr 08
Compliance with LDS	Yes	Yes	In part <sup>2</sup>	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Principal Reason(s) for non compliance	N/A	N/A	Recruitment and retention problems in 2005. Insufficient in-house capacity	Recruitment and retention problems in 2005. Insufficient in-house capacity	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Required Action	N/A	N/A	Amend LDS milestone to Feb/March 06	Amend LDS milestone to Jun 06	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>SITE ALLOCATIONS</b>												
LDS Timetable	2005-2006	2005-2006	Mar – Dec 06 (consultation Sept/Oct)	Jan – Feb 07	Mar – Dec 07	Mar – Dec 07	Jan – Feb 08	Jan – Feb 08	Jun 08	Sept – Oct 08	Feb 09	Mar 09
Compliance with LDS	Yes	Yes	To be brought forward and combined with Regulation 25 consultation on Core Strategy DPD	To be undertaken in accordance with LDS	To be undertaken in accordance with LDS	To be undertaken in accordance with LDS	To be undertaken in accordance with LDS	To be undertaken in accordance with LDS	To be undertaken in accordance with LDS	To be undertaken in accordance with LDS	To be undertaken in accordance with LDS	To be undertaken in accordance with LDS
Principal Reason(s) for non compliance	N/A	N/A	To maximise effectiveness of consultation and avoid consultation overload	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Required Action	N/A	N/A	Amend LDS milestone to Feb/March 06 with continuous consultation through 2006	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

<sup>2</sup> Preparation of Issues and Options with stakeholders commenced August 2005 with Issues Scoping Report. Six week consultation period moved to February/March 2006.



**Table 3 Progress on Statement of Community Involvement**

Key Milestone	Preparation of draft SCI	Public Participation (Regs 25 and 26)	Preparation of Submission SCI and Submission statement	Reg. 28 Submission to Secretary of State	Public Consultation on Submission DPD	Pre-examination meeting	Reg. 34 Examination Period	Receive Inspectors Report	Adopt and Publish DPD
<i>STATEMENT OF COMMUNITY INVOLVEMENT</i>									
LDS Timetable	Dec 04 – Mar 05	Apr 05 – July 05	Not Stated	Oct 05 – Nov 05	Oct 05 – Nov 05	Jan 06	Apr 06	May 06	June 06
Compliance with LDS	Yes	Yes <sup>3</sup>	N/A (but undertaken in Sept 05)	Yes	Yes <sup>4</sup>	No	Not known (awaiting confirmation from PINS)	Expected	Expected
Principal Reason(s) for non compliance	N/A	N/A	N/A	N/A	N/A	6 weeks between Executive and Council meetings	N/A	N/A	N/A
Required Action	N/A	N/A	N/A	N/A	N/A	Amend LDS <sup>5</sup> milestone to Feb 06	N/A	N/A	N/A

**Table 4 Progress on Supplementary Planning Documents**

Key Milestone	Preparation of SEA Scoping Report	Preparation of draft SPD and SA report	Draft SPD and SA report issued for public participation	Consideration of consultation responses	Adoption and publication of document
Supplementary Planning Document					
<i>PLANNING AND DESIGN GUIDE</i>					
LDS Timetable	Not stated	Not stated	Oct – Nov 05	Dec 05 – Jan 06	May – Jun 06
Compliance with LDS	N/A (Scoping Report prepared in September 2005)	N/A	No	No	To be undertaken in accordance with LDS
Principal Reason(s) for non compliance	N/A	N/A	Difficulties with recruitment and retention of policy and urban design staff in 2005	Difficulties with recruitment and retention of policy and urban design staff in 2005	Difficulties with recruitment and retention of policy and urban design staff in 2005
Required Action	N/A	N/A	Amend milestone in LDS to Feb – Mar 06 <sup>5</sup>	Amend milestone in LDS to Apr – May 06	Amend milestone in LDS to July 06 <sup>5</sup>
<i>GYPSY AND TRAVELLER SITE PROVISION</i>					
LDS Timetable	Mar 05	2006	To be determined	To be determined	To be determined
Compliance with LDS	Yes	To be undertaken in accordance with LDS	N/A	N/A	N/A
Principal Reason(s) for non compliance	N/A	N/A	N/A	N/A	N/A
Required Action	N/A	N/A	N/A	N/A	N/A


<sup>3</sup> Consultation ran to August 5<sup>th</sup>

<sup>4</sup> Submission period commenced November owing to need to obtain full Council Approval at Reg. 28 Stage

<sup>5</sup> Revised LDS to be submitted to Government Office in February 2006

<i>AFFORDABLE HOUSING</i>					
LDS Timetable	April 2005 onwards	Oct 05 – Jan 06	Feb – Mar 06	Apr – Aug 06	Oct 06
Compliance with LDS	Not stated (Scoping Report prepared in September 2005)	In part	No	No	To be undertaken in accordance with LDS
Principal Reason(s) for non compliance	N/A	Delays in preparation of Hertsmere/Welwyn Hatfield Housing Needs Survey by consultants  Difficulties with recruitment and retention of staff in 2005  Insufficient in-house capacity	Delays in preparation of Hertsmere/Welwyn Hatfield Housing Needs Survey by consultants  Difficulties with recruitment and retention of staff in 2005  Insufficient in-house capacity	Delays in preparation of Hertsmere/Welwyn Hatfield Housing Needs Survey by consultants  Difficulties with recruitment and retention of staff in 2005  Insufficient in-house capacity	Delays in preparation of Hertsmere/Welwyn Hatfield Housing Needs Survey by consultants  Difficulties with recruitment and retention of staff in 2005  Insufficient in-house capacity
Required Action	N/A	Amend milestone in LDS to Mar-May 06 <sup>5</sup>	Amend milestone in LDS to Jun 06 <sup>5</sup>	Amend milestone in LDS to July – Oct 06 <sup>5</sup>	Amend milestone in LDS to Nov 06 <sup>5</sup>
<i>PLANNING OBLIGATIONS</i>					
LDS Timetable	Not stated	Aug – Nov 05	Dec 05 – Jan 06	Feb - Jun 06	July/Aug 06
Compliance with LDS	Not stated (Scoping Report prepared in September 2005)	No	No	No	No
Principal Reason(s) for non compliance	N/A	Insufficient in-house capacity  Difficulties with recruitment and retention of staff in 2005	Insufficient in-house capacity  Difficulties with recruitment and retention of staff in 2005	Insufficient in-house capacity  Difficulties with recruitment and retention of staff in 2005	Insufficient in-house capacity  Difficulties with recruitment and retention of staff in 2005
Required Action	N/A	Amend milestone in LDS to Feb – Mar 06 <sup>5</sup>	Amend milestone in LDS to Jun 06 <sup>5</sup>	Amend milestone in LDS to Jul - Oct 06 <sup>5</sup>	Amend milestone in LDS to Nov 06 <sup>5</sup>

## 5 Policy Implementation

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
1	Effectiveness of Plan Policies	For all policies in the plan to be up-to-date, robust and effective	Material departures from the plan called in by the Secretary of State for determination Local Plan policies superceded by regional or national policy in the last twelve months Use of Local Plan policies in decision making	Data not available Data not available Data not available	0 None Data not available	

5.1 One of the key roles of the AMR is to assess the extent to which policies are being successfully implemented in order to identify those which need to be deleted, amended or replaced. Three key methods have been identified to assess the effectiveness of existing plan policies:

- **Secretary of State (SoS) call ins:** The SoS can call in an application to determine whether it represents a material departure from the plan and is considered to raise issues of more than local importance. All material departures are referred to the Government Office who decide whether the application is to be called in to be or left to the Local Planning Authority to determine. A high number and / or percentage of call ins could be seen to indicate one of two things:
  - The number of departures from the plan indicates that policies should be introduced to help in the determination of further similar applications
  - The Government Office / SoS do not feel that the Local Planning Authority has sufficiently robust policies in place to determine applications without undermining or prejudicing national policy aims.
- **Publication of Government policy which supercedes existing local policy:** In the course of a given year, central government will produce a number of Planning Policy Statements which establish national policy on key issues. This is particularly pertinent at present with the ongoing programme to replace old-style Planning Policy Guidance notes with Planning Policy Statements. PPS12 (Local Development Frameworks) states that development plan documents should be consistent with national policy and in general conformity with the regional spatial strategy.
- **Use of planning policies in the determination of applications:** In the past monitoring year, 1,526 applications were determined. By monitoring the frequency with which policies are used in application determination, those that are under utilised can be identified and the reasons for this examined.

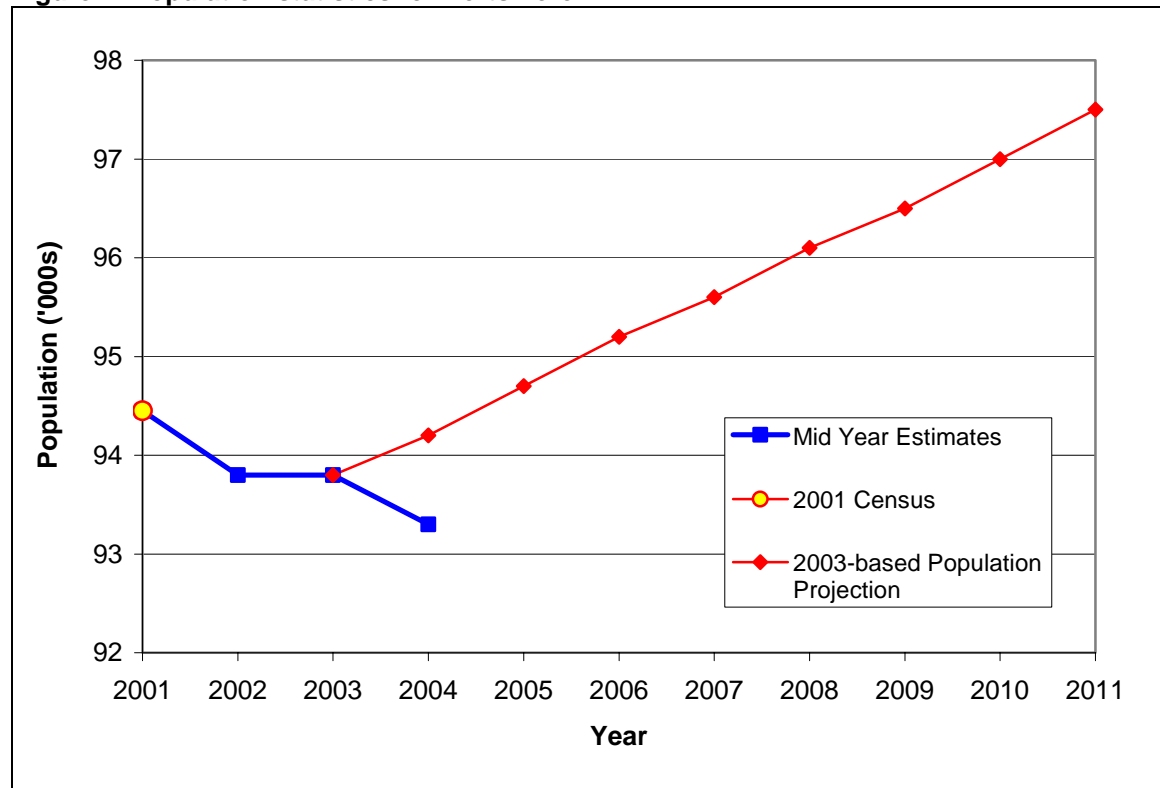
- 5.2 In 2004/5 no material departures were called in by the Secretary of State for determination. This would indicate that applications and determinations in the Borough are generally occurring in conformity with the aims of national policy (notably PPG2 on Green Belts in this Borough).
- 5.3 A number of Government policy statements were published between April 2004 and March 2005, a comprehensive list of which is provided in the Indicator Matrix at Appendix A. PPS7 (Sustainable Development in Rural Areas), published in August 2004, contained advice on areas covered by a number of existing Local Plan policies. Paragraphs 28 and 29 provide advice on the protection of agricultural land, covered by Local Plan Policy C11, while Annex A outlines national policy on the provision of occupational dwellings in the countryside, previously covered by policies C12 through C14. However, it is considered that the Local Plan policies remain consistent with, and complement, the advice provided in PPS7 and can continue to be applied without conflict.
- 5.4 Policy H5 of the Local Plan, relating to the phasing of housing sites, is no longer used as it ceased to be applicable on January 1<sup>st</sup> 2003.
- 5.5 Two of the Council's existing Supplementary Planning Guidance notes, on residential car parking standards and residential development standards, are known to be out of step with Government advice in PPG3 (Housing) and have been afforded little or no weight in a number of recent appeal decisions. Car parking standards are to be reviewed as part of the Core Strategy process while the Design Guide SPD, which is currently being produced and timetabled for adoption in 2006, will replace the residential standards.
- 5.6 Comprehensive data is not currently available on the use of planning policies in the decision making process. Hertsmere Borough Council has recently introduced a new Development Control IT system which should help deliver results for this indicator in future monitoring reports.
- 5.7 A straw poll of development control officers revealed policies that were used infrequently (e.g. those related to agricultural dwellings and occupancy highlighted above), but it was felt that this was due more to the fact that no relevant applications had been determined rather than the policies themselves were ineffective. Officers identified the SPGs detailed in paragraph 5.5 as being out of date.

## 6 Demographic Information

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
2	Resident Satisfaction	No target is set for contextual indicators	% of Hertsmere residents satisfied / dissatisfied with the Borough as a place to live	82% very/fairly satisfied 12% very/fairly dissatisfied	82% very/fairly satisfied 12% very/fairly dissatisfied	-
3	Population and Age	No target is set for contextual indicators	Total population of the Borough  Population within specified age bands	93,800 (mid 2003)  0-14: 18,100 15-29: 15,900 30-44: 21,700 45-59: 18,600 60-74: 11,600 75+: 8,000	93,300 (mid 2004)  0-14: 17,900 15-29: 15,900 30-44: 21,200 45-59: 18,600 60-74: 11,700 75+: 8,000	-
4	Index of Multiple Deprivation	No target is set for contextual indicators	Number / % of Super Output Areas (SOAs) among the 20% most deprived in England  Number / % of SOAs among the 20% most deprived in Hertfordshire	0 / 0%  17 / 27%	0 / 0%  17 / 27%	-

- 6.1 The Borough of Hertsmere covers an area of approximately 100 square kilometres. Around 80% of the Borough is designated Green Belt, covering the whole Borough outside of the main settlements of Borehamwood, Bushey, Potters Bar and Radlett as well as part of Elstree.
- 6.2 MORI undertake regular surveys of the Borough's residents, gauging opinion on a number of key issues. The last survey, undertaken in 2001, showed that four in every five residents were either satisfied or very satisfied with Hertsmere as a place to live. A new survey has recently been undertaken with results due at the start of 2006. These will be included in the next AMR.
- 6.3 The 2001 Census recorded the population of the Borough at 94,450. This represented an increase of 7.8% since 1991, though this figure is influenced in part by a change to the Borough boundaries in the interim period.
- 6.4 The Office for National Statistics (ONS) annually produces estimates of the population for all local authorities. Since the Census, these figures have seen the population of the Borough revised downwards on two occasions. The latest available figure, the mid-2004 estimate, puts the Borough's population at 93,900.

**Figure 1: Population statistics for Hertsmere**



Data Source: Office for National Statistics (c) Crown Copyright.

**Table 5: Age Structure of Hertsmere, Hertfordshire and England**

	Total Population ('000s)	0-14	15-29	30-44	45-59	60-74	75+
England	50,093.8	18.2%	19.0%	22.6%	19.2%	13.3%	7.6%
Hertfordshire	1,041.3	19.2%	17.3%	23.9%	19.5%	12.6%	7.4%
Hertsmere	93.3	19.2%	17.0%	22.7%	19.9%	12.5%	8.6%

Data Source: Office for National Statistics (C) Crown Copyright.

6.5 Despite this, the latest population projections for the Borough, produced by ONS in 2003 predict that the population of Hertsmere will rise to 97,500 by 2011, the end of the current plan period.

6.6 The age structure of the Borough is broadly comparable to that of Hertfordshire and England (see table 5 below) though Hertsmere has a slightly lower proportion of its total population in the 15-29 age band and a slightly higher percentage of 75 and overs.

6.7 The most recent Index of Multiple Deprivation was produced in 2004, providing comparable information on deprivation for the whole country. Results were produced by Super Output Area (SOA) as the units are of a comparable size across the whole country (unlike wards which can vary significantly in size and population)

6.8 Based on the average IMD score of all the SOAs in the Borough, Hertsmere ranks 268 / 354 amongst all the Unitary, District and Borough authorities, placing it in the bottom quartile (25% least deprived) nationally.



- 6.9 When ranked nationally on their overall score, none of Hertsmere's SOAs are amongst the most deprived 20%. 24 are amongst the 20% least deprived. When ranked against all the SOAs in Hertfordshire, 17 of Hertsmere's SOAs are amongst the most deprived 20%. Seven are amongst the 20% least deprived.
- 6.10 Based on the overall score, SOA E1023536 (centred around Leeming Road and Allerton Road in Borehamwood) is the most deprived in Hertsmere, ranking 6775 / 32482 nationally and 4 / 683 in Hertfordshire. SOA E01023526 (covering the north west of Radlett) is the least deprived in Hertsmere, ranking 32191 / 32482 nationally and 645 / 683 in Hertfordshire.

## 7 Housing

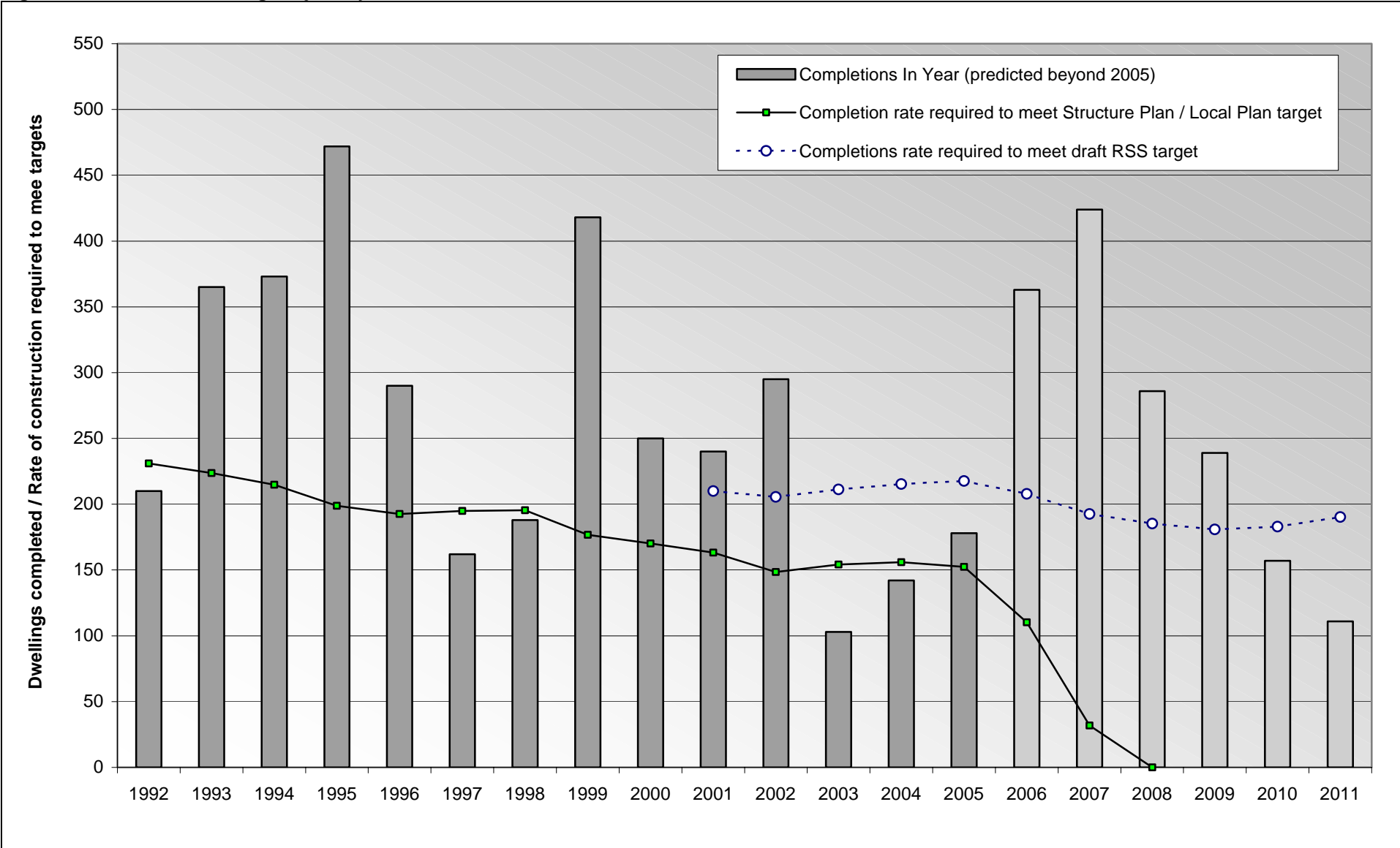
National core indicators shaded grey

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
5	Housing Trajectory	For total completions since the start of the plan period to be on or above the annualised dwelling requirement at the end of each monitoring year	Annualised dwelling requirement since 1991 (230 dwellings per annum) Total Completions since 1991	2,990 3,508	3,220 3,686	✓
6	Dwellings on Previously Developed Land	To provide 95% of new dwellings on PDL (As per BVPI targets)	% of housing completions on PDL	99.5%	100%	✓
7	Density of new Dwellings	To achieve a Borough-wide average of at least 30 dwellings per hectare (dph);	Average dwelling density of completions in Hertsmere	48.1 dph	41.5 dph	✓
		For housing densities in town and district centre locations to exceed those achieved elsewhere	Average dwelling density of completions in Town and District Centres	n/a - no completions in town or district centre locations	117.65 dph	✓
			Average dwelling density elsewhere	48.1 dph	31.7 dph	
8	Housing Mix	For 15% of completions to be affordable (local performance indicator target 2005/06)	% of housing completions that were affordable	34.7%	9.6%	X
		To achieve at least 25% affordable housing provision from qualifying sites	% of housing approvals on qualifying sites that were affordable	25%	32%	✓
		Targets for housing mix to be developed in response to emerging Core Strategy policies	Housing Completions by size and type (no. of completions which were affordable)	<b>Houses</b> 1 bed - 0 (0) 2 bed - 5 (0) 3 bed - 50 (0) 4+ bed - 16 (0) <b>Flats</b> 1 bed - 64 (64) 2 bed - 83 (10) 3 bed - 0 (0) 4+bed - 0 (0)	<b>Houses</b> 1 bed - 0 (0) 2 bed - 5 (0) 3 bed - 53 (0) 4+ bed - 17 (0) <b>Flats</b> 1 bed - 20 (12) 2 bed - 90 (6) 3 bed - 2 (0) 4+bed - 0 (0)	-

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
9	The development strategy	For the majority of residential development to take place in the Borough's main towns	% of gross dwelling completions in Borehamwood, Bushey and Potters Bar	92%	91%	✓
10	Allocated housing sites	To allocate sufficient land to meet housing target requirements	Housing surplus / shortfall to 2011 as at 1 <sup>st</sup> April (permitted and allocated units)	Data not available	+684 (surplus)	✓
11	Gypsy Pitches	For 100% of gypsy pitches to be sited on authorised sites	% of gypsy pitches on authorised sites	Data not available	100%	✓
12	Housing Affordability	No target is set for contextual indicators	Property price / income ratio	Borehamwood - 8.2 Bushey - 8.3 Potters Bar - 9.0 Radlett - 9.9 Hertsmere - 8.9	Borehamwood - 8.0 Bushey - 8.4 Potters Bar - 9.9 Radlett - 9.5 Hertsmere - 9.0	-
13	No and Type of Households (Council Tax?)	No target is set for contextual indicators	% of properties by Council Tax Band	N/a	Total Properties: 39,753 Band A - 1.2% Band B - 6.9% Band C - 15.2% Band D - 33% Band E - 21.1% Band F - 9.7% Band G - 10.6% Band H - 2.0% Band X - 0.2%	-

- 7.1 The production of a housing trajectory is one of the core requirements of the Annual Monitoring report. The trajectory should show housing completions since the outset of the plan period and anticipate delivery until the end of the plan period. Until the RSS is adopted, the Structure Plan continues to form the basis for the development plan. Consequently, the housing trajectory on the following page covers the period 1991-2011.
- 7.2 The Structure Plan set a target of 4,600 homes to be provided in Hertsmere over this period. In 1991, this equated to a figure of 230 houses per year. In the early stages of the plan, the rate of completions was above this figure meaning that the rate required to meet the Structure Plan target has fallen.

Figure 2: Hertsmere Housing Trajectory 1991-2011



Data Source: Hertsmere BC Housing Monitoring

- 7.3 Although the number of completions was low in 2002/3 and 2003/4, they rose in the latest monitoring year when 152 dwellings were completed (net). From the available information on extant planning permissions and sites under construction, it is expected that the number of completions in the next monitoring year will rise to more than 350. The predicted number of completions falls towards the end of the plan period, due in part to the fact that all of the sites allocated for housing in the current Local Plan will have been developed.
- 7.4 An average of 152 homes now need to be completed each year to meet the Structure Plan target. It is anticipated that Hertsmere will now meet its Structure Plan target three years early, in 2007/8. Based on current development activity and identified sites, there is currently an anticipated surplus of 684 dwellings over the Structure Plan target identified for the period to 2011.
- 7.5 However, it should be noted that the draft RSS, which once finalised will determine the quantity of housing to be provided within the Borough, currently contains a target for 4,200 homes to be provided in Hertsmere between 2001 and 2021, a rate of 210 per annum. A further 1,884 dwellings are required over and above those already completed or identified to meet this target.
- 7.6 Officers have begun work on an Urban Capacity Study which should help to identify suitable sites for housing to be included in the new LDF. This process will be reflected in future trajectories where it will be established if it will be possible to increase the number of predicted future completions.
- 7.7 In PPG3: Housing, the Government sets a target for 60% of new homes to be provided on previously developed land (PDL). Due to the Borough's Green Belt boundaries, which are drawn tightly around the main towns, PDL completions in Hertsmere have historically been high, a fact reflected in the figures above.
- 7.8 PPG3 also aims to encourage the efficient use of land by securing housing at a density of between 30 and 50 dwellings per hectare (dph) with higher densities to be considered in central and accessible locations. At 48dph and 41dph respectively in the last two years, the average density of the Borough's housing completions falls within this range.
- 7.9 However this masks the fact that only a small proportion of completed units fall within the 30-50 dph range with high density schemes, particularly those in town centres, compensating for lower density small windfall completions elsewhere in the Borough. Although Local Plan policy H14 encourages a greater intensity of development in Town and District Centres, a more consistent application of the advice in PPG3 should be sought.
- 7.10 At just 9.6% of total completions, the number of affordable housing completions in 2004/5 was low. However, this can be explained in part by the phasing of a number of larger schemes, such as Melrose Avenue in Borehamwood, where a significant proportion of the private housing was completed by the end of 2004/5 with the affordable housing element still to be delivered. The number of affordable completions is expected to rise significantly in 2005/6.

- 7.11 This is borne out by the number of affordable approvals secured on sites above the thresholds specified in the Local Plan. The Plan seeks to secure in the region of 25% of affordable housing on sites of 25 dwellings on 1 hectare or more in Borehamwood, Bushey, Potters Bar and Radlett and on sites in Elstree that exceed 15 units or 0.5 hectares.
- 7.12 In the last monitoring year, 32% of all units approved on qualifying sites were for affordable housing, a slight improvement on the previous year's figure of 25%. At the Hartspring Centre site in Bushey a 100% affordable scheme for 65 units was approved. This helped offset the approval at the former University of Hertfordshire campus at Wall Hall where 124 units were approved with no affordable housing due to its remote location.
- 7.13 Both the Structure Plan (Policy 6) and the Local Plan (Policy K2) aim to direct the majority of development into the Borough's existing main towns. In the last two years, more than 90% of housing completions have been in Borehamwood, Bushey or Potters Bar. However, it should be noted that there will only be a finite supply of housing land in each of these towns whilst care should also be taken to ensure that development is not 'over-concentrated' in these towns at the expense of the vitality and vibrancy of other settlements.
- 7.14 There are 50 gypsy pitches of the Borough, all of which are on authorised sites. The two largest sites are the County Council transit site (15 pitches) and Sandy Lane (27 pitches). There are currently no extant permissions for further sites. Hertsmere, along with five neighbouring authorities and the County Council, is involved with the South-West Herts Gypsy Study. The initial report recommended the provision of an additional 140 pitches across the sub-region, with a site search on-going at the time of writing. The progress of this study will be reflected in future monitoring reports.
- 7.15 Over the last five years, the average sale price of a residential property has risen by 85%. This growth far outstrips increases in income meaning that affordability is a problem for an increasing number of people. The house price / income ratio across the Borough as a whole has risen from 7.3 in 2001/2 to 9 in 2004/5.

**Table 6: % of properties in Council Tax bands:**

	<b>A-B</b>	<b>C-D</b>	<b>E-F</b>	<b>G-H</b>
England	45	37	14	4
East	36	44	16	4
Hertsmere	8	48	31	13

7.16 Hertsmere has a significantly higher proportion of properties in Council Tax bands E and above than the regional and national averages. It would be anticipated that successfully addressing the affordability gap through LDF policies would see a slight redress of this balance over time.

- 7.17 The Housing Needs Study (due to be published in December 2005) will provide the data to help underpin the revision of policies relating to the provision of affordable housing and housing type to help bridge the affordability gap.

## 8 Employment

National core indicators shaded grey

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
14	Employment Floorspace Completions	No target set	Completed sq m (gross) of B class floorspace. % of which in Employment Areas % of which on PDL	Data not available	4,541 sqm  95% 100%	-
15	Employment Land Supply	No target set	Ha of land available for employment use: In employment areas Elsewhere Hertsmere Total Ha of employment land lost to non-employment uses in last 12 months Ha of employment land lost to residential development during last 12 months	Data not available  Data not available 1.10 ha	98.17ha 67.97ha 166.14ha Data not available 0 ha	-
16	Provision of B1(a) office floorspace	For no more than 50% of approved B-class floorspace in employment areas to be for B1(a) office use	% of B1(a) office floorspace approved as a % of all B-Class floorspace approved. In Employment Areas In Hertsmere	Data not available	0.4% 4.7%	✓
17	Employment by Sector and Un-employment Levels	No target is set for contextual indicators	% of employees in Hertsmere by key employment sectors  Number / % of resident workforce unemployed	Agri/energy 1% Manufacturing 7% Construction 6% Distribution 27% Transport 10% Banking 10% Other Services 7% Public Admin 16% Sept 03 - 910 / 1.6% Mar 04 - 967 / 1.7%	Data not available  Sep 04 - 834 / 1.5% Mar 05 - 933 / 1.6%	-

- 8.1 The Borough's Green Belt boundaries are tightly drawn around the main settlements. PPG2 protects these areas from inappropriate development with Local Plan Policy C1 supporting this objective. As a result, 100% of new employment development in 2004/05 was on previously developed land. The vast majority of this, 95%, has been redevelopment in designated employment areas.
- 8.2 166.14 hectares of employment land has been identified in Hertsmere, of which 98.17 hectares lies within one of the Borough's six designated employment areas. The continuing development of employment monitoring systems and the emerging Employment Land Study should help to update this information and provide a definitive baseline from which future changes can be calculated.
- 8.3 Policy B2 is a key employment development policy in the Local Plan. It applies to extensions and re-development in designated employment areas and states that not more than 50% of new employment floorspace should be in class B1(a) use. The rationale for this policy was a 1995 Hertfordshire County wide report which indicated a possible surplus of B1 floorspace to the year 2011, produced at time when planning permission had recently been granted for the Centennial Park development, allowing for up to 34,837 square metres (sqm) of additional B1(a) floorspace in the Borough and resultant concerns that land prices would be inflated to the detriment of industrial and warehousing uses.
- 8.4 The data shows that this policy is being successfully applied. During 2004/5 10,288 sqm of business floorspace was approved in the Borough of which 9,448 sqm was on designated employment sites. Of this approved floorspace, only 483 sqm (4.7%) and 38 sqm (0.4%) respectively was for B1(a) use.
- 8.5 Unemployment in the Borough is low and fell over the monitoring period from 1.8% in April 2004 to 1.6% in March 2005. Distribution and public administration are both significant employers in the Borough, while manufacturing and construction continue to provide employment for a significant number of the workforce.
- 8.6 The Council started to monitor employment developments in summer 2005 when two databases were established. The first records employment sites, both in designated employment areas and elsewhere while the second monitors planning permissions and completions. It is planned to back date both systems to April 2001, to allow monitoring from the start of the plan period for the emerging RSS. The Council continues to develop its monitoring systems in anticipation that information will be collated more easily for presentation in the 2005/6 AMR.



## 9 Commercial Development

National core indicators shaded grey

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
18	New retail, office and leisure development	No target set	Completed sq m (gross) of B1(a), A1, A2 and D2 floorspace % of which in designated town centres	Data not available	Data not available	-
19	Shopping centre composition	For the proportion of units in A1 use (or with a valid A1 permission) in the identified centres to not fall below 66%;  For the proportion of vacant units in the identified centres not to exceed to national average	Number and proportion of units in use for: Retail (A1) Food and drink (A3) <sup>6</sup> Other non-retail use  Number and proportion of units vacant	405 / 58.5% 109 / 15.8% 143 / 20.7% 35 / 5.1%	405 / 58.6% 114 / 16.5% 141 / 20.4% 31 / 4.5%	X     -
20	Distribution of retail floorspace	For the % of retail floorspace in town centres to not fall below 2004/05 levels; For the % of retail floorspace in out-of-town locations to not exceed 2004/05 levels	Amount / % of retail floorspace (sqm) in:  Town centres Edge of centre locations Out of centre locations Out of town locations	Data not available	99,601 / 81% 2,163 / 2% 6,435 / 5% 14,498 / 12%	-

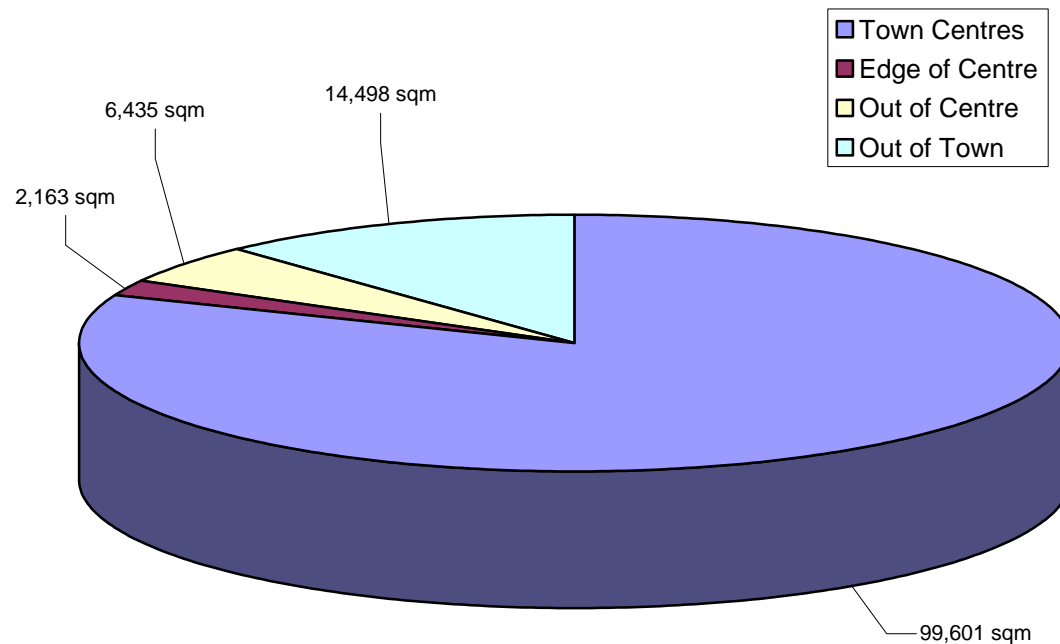
9.1 Government policy on Town Centres is established through PPS6, which aims to promote vitality and viability by encouraging the growth and development of existing centres, focusing new development and providing a wide range of services in town centres.

9.2 Policy T3 of the local plan supports the PPS6 objective, and Indicator 18 seeks to assess the effectiveness of this policy objective by monitoring levels of new B1(a) (office), A1 (retail), A2 (financial and professional services) and D2 (assembly and leisure) floorspace in the Borough as a whole and the proportions in town centre locations. The Council currently does not monitor commercial floorspace in this breakdown. It is therefore not possible to monitor the effectiveness of Policy T3 but it is anticipated that continued development of the Council's monitoring systems will allow information to be presented in the 2005/6 AMR.

<sup>6</sup> N.B. The new use classes order, which split the former A3 use class into A3 (food and drink), A4 (drinking establishments) and A5 (hot food takeaways) did not come into force until after the end of the 2004/5 monitoring period. Consequently, the 'old' definition of the A3 use class is used for the figures above which were monitored in January 2005.

9.3 The Borough's main retail centres provide a good mix of facilities, as set out in indicator no.19, with over half of the units being A1 use, just under a quarter being in non-retail use and only 4.8% of units being vacant. Local Plan Policy T6 states that no more than two in any line of six units should be permitted a non-retail usage in order to maintain the vitality of the centres. This would equate to a 66% provision of retail floorspace in the centres, and as can be seen above, this target is not being met. However, via the development of the Core Strategy documents, consideration is to be given to whether the centres are to be divided into primary and secondary frontages with the likelihood being that in the primary frontage areas there will be a higher concentration of retail floorspace whereas in areas of secondary frontages there will be a lower concentration of retail floorspace. The provision of less than 66% retail across existing centres is not considered to significantly undermine the vitality and viability of the core shopping areas.

**Figure 3: Distribution of retail floorspace in Hertsmere**



9.4 As can be seen from indicator no.20 and Figure 3, left, the majority of the retail floorspace, 81%, is within the designated town centre areas formed by the town centre / local town centre / district centres / neighbourhood centres locations. There is one small out-of-centre retail park at Stirling Corner, Borehamwood and two out-of-town retail destinations in the Borough (Costco near Bushey and Battlers Green Farm near Radlett). Therefore, it can be concluded that the majority of the retail facilities and services are focused in the town centre locations.

9.5 The Council currently only undertakes a partial health check of the town centre locations by monitoring the use class and numbers of vacant units. Further monitoring systems will address these gaps to allow the data to be presented in future AMRs and to be able to monitor the effectiveness of Policy T3.

## 10 Transport and Accessibility

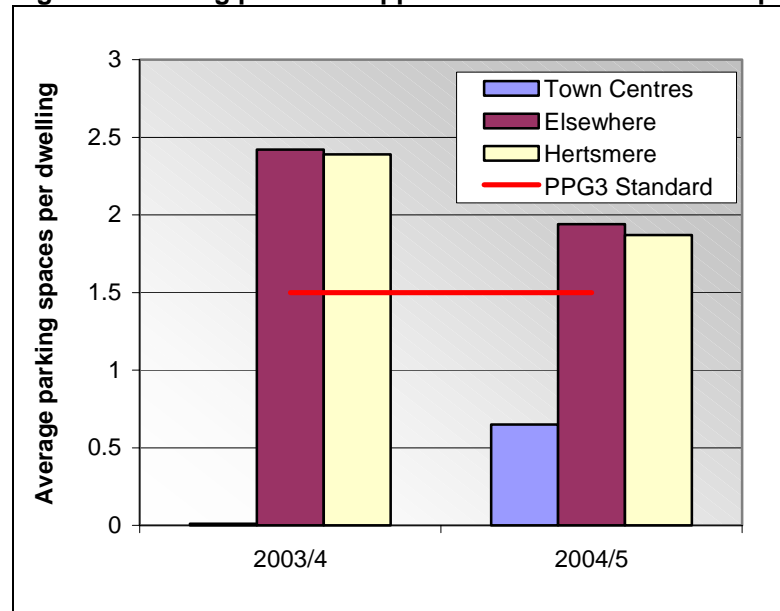
National core indicators shaded grey

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
21	Non-Residential Parking Standards	For 100% of completed non-residential development to comply with parking standards	% of completed non-residential developments complying with standards	Data not available	Data not available	-
22	Accessibility to Key Services	For 100% of completed residential development to be within 30 mins public transport of key services	% of completed residential development within 30mins public transport of key services	Data not available	Data not available	-
23	Residential Car Parking Provision	To achieve lower car parking provision in town centre areas than elsewhere in the Borough	Average car parking provision approved on residential schemes in Town centres Outside of town centres Hertsmere average	0 spaces/dwelling 2.42 spaces/dwelling 2.39 spaces/dwelling	0.65 spaces/dwelling 1.94 spaces/dwelling 1.87 spaces/dwelling	✓
24	Commercial developments and sustainable travel	For 100% of approved major commercial developments to have a Green Travel Plan <u>and</u> incorporate cycling facilities (parking and showering / changing)	% of approved major commercial developments with a Green Travel Plan and cycling facilities (parking and showering / changing)	50%	25%	X
25	Greenways	To provide at least two new routes per year	Number / length of Greenways and crossings implemented	Data not available	2 routes – 908m (404 created & 504 improved) 2 Crossings (1 underpass & 1 bridge/ford)	✓
26	Distribution of Health Service Provision	No target is set for contextual indicators	Number of facilities in Borough's main towns / elsewhere	Data not available	Hospitals: 1 / 0 Doctors: 10 / 5 Dentists: 16 / 6	-

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
27	Traffic Counts	No target is set for contextual indicators	Annualised average daily traffic [AADT] counts on identified routes in Hertsmere	Data not available	Elstree Hill North, Elstree: 14,705 Watling Street, Radlett: 9,251 Southgate Road, Potters Bar: 22,699 London Road, Bushey: 17,119 St Albans Road, Potters Bar: 11,611 Theobald Street, Borehamwood: 9,125	-

10.1 Hertsmere's employment monitoring systems are still being developed. As such, it was not possible to collect the information required for Indicator 21 – Non-Residential Parking Standards. It is anticipated that continued development of these systems will allow information to be presented in the 2005/6 AMR. Further information can be found in Section 12.

**Figure x: Parking provision approved on residential developments**



10.2 The Government has introduced planning for accessibility into the Local Transport Plan process. As part of the process to update the Local Transport Plan, Hertfordshire County Council has produced a draft Accessibility Planning Strategy, with the final version due to be produced in March 2006. It is hoped to develop links with the County Council, particularly in the sharing of GIS information to allow the accessibility indicator to be successfully monitored in future years.

10.3 Policy H14 of the Local Plan seeks the provision of lower parking standards for residential developments in central locations. Indicator 23 suggests that this policy is being successfully implemented with an average of 0.65 spaces per dwelling approved on sites in the Borough's town and district centres. This low figure is achieved in part due to several schemes approved without parking, notably the conversion of spaces above shops to flats.

- 10.4 The Hertsmere average provision of 2.4 and 1.9 spaces per dwelling respectively in the last two years remains high, particularly in relation to the 1.5 spaces per dwelling average sought by PPG3. It is acknowledged that car ownership in the Borough is higher than the regional and national averages. However, the Council's residential car parking standards are notably out of step with government guidance and have been afforded little weight in several appeals. The indicator shows that lower parking provision is being successfully delivered in accessible locations. In future years, this target is likely to evolve to include an evaluation of the overall level of car parking provision approved to monitor the compliance of local policies with guidance in PPG3 (Housing) and PPG13 (Transport).
- 10.5 PPG13 advises authorities to encourage alternative modes of transport to the private car and to set targets for the approval and implementation of Green Travel Plans. In any given year, only a small number of major commercial applications (>1,000sqm) will be approved in Hertsmere as evidenced by eight such permissions in the last two years. Three of these were approved with both a Green Travel Plan and cycle parking and showering / changing facilities. Of the eight applications, a Green Travel Plan was secured in five instances and cycle facilities in four.
- 10.6 Almost 1km of new Greenways were provided during the monitoring period, with more than 400m of new route implemented near Radlett. Two new crossings were provided at South Mimms and the Cloverleaf Crossing underneath the A41 near Bushey. Around £200,000 of external funding was attracted to Hertsmere to help deliver these schemes.
- 10.7 The distribution of health services provides a key measure of accessibility. From the results it can be seen that services are centred in the Borough's main towns (Borehamwood, Bushey and Potters Bar) though a number of services are available elsewhere in the Borough, indicating a good overall spread of service availability. Work emerging through the HCC Accessibility Strategy will help to provide more meaningful data for this indicator.
- 10.8 Data on traffic counts is provided for contextual information. Although the emerging Local Development Framework should contain policies which encourage alternatives to the private car, there are also a number of factors outside the influence of the planning system which will affect traffic flows on Hertsmere's roads. However, longer term monitoring of trends on these identified sites, chosen due to their central locations in the Borough's towns and villages, should help ascertain whether traffic levels are being stabilised or reduced.

## 11 Environment and Open Space

National core indicators shaded grey

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
28	Open Space	To meet national average and / or national targets	% of Open Space (area) managed to green flag standards	Data not available	11%	-
29	Development and Flood Risk	For no permissions to be granted contrary to EA advice;	Number of applications where the EA raised objections granted permission	Data not available	0	✓
		For no developments to be approved on flood plains or in areas at risk of flooding	Number of developments approved on flood plains	Data not available	Data not available	
			Number of developments approved in areas at risk of flooding	Data not available	0	
30	Environmental Protection	No net loss in areas designated for their environmental value	Number / area (ha) of biodiversity priority habitats Numbers of priority species types Area (ha) of: Sites of Special Scientific Interest Local Nature Reserves Wildlife Sites Regionally Important Geological / Geomorphologic Sites	40.3ha (2 sites) 86 ha (3) 941.3 ha (124) n/k (3)	Data not available  40.3ha (2 sites) 86ha (3) 950.2 (128) n/k (3)	✓
31	Renewable energy	To meet RSS target of 10% production from renewable sources by 2010	Installed renewable energy capacity by type (MW)	Data not available	Solar – 0.001 MW	X
32	Protecting the Green Belt	No loss of designated green belt;	Total Area of Green Belt in Hertsmere	80.2 sq km	80.2 sq km	✓
		No material departures to be approved in the Green Belt	Number of approvals which represented a material departure from Green Belt policy	Data not available	Data not available	-
33	The Historic Built Environment	To maintain an up-to-date Local List;	Number of buildings on the Local List	No Local List	No Local List	X
		For no listed buildings to be identified as 'at risk'	% of Listed Buildings that are 'at risk'	Data not available	0%	✓

No.	Title	Target	Information Required	2003/4	2004/5	On Target?
34	Maintaining Conservation Area character	For Conservation Area Consents for demolition only to be approved where there is an approved detailed scheme for its replacement	% CACs for demolition approved with detailed scheme for replacement approved	Data not available	78%	X
35	Re-use and recycling of construction materials	For 100% of approvals on PDL sites to contain condition(s) to ensure the recycling of materials	Number of approvals on PDL sites containing condition(s) to ensure the recycling of demolition and / or construction waste	Data not available	Data not available	-
36	Tree Preservation Orders	No target is set for contextual indicators	New and resurveyed TPOs in year Planning decisions on works to TPO trees	Data not available Data not available	42 Consents - 138; Refusals - 33	-
37	Allotments	No target is set for contextual indicators	Total number of allotment spaces by town / % occupied	Data not available	Bushey: 173 / 88% Potters Bar: 30 / 88%	-

- 11.1 There are more than 130 hectares of accessible open space in the Borough. Of this, 14.58 hectares (11%) are managed to Green Flag Award standards. Green Flag awards are presented in recognition of high standards of management and maintenance of freely accessible public parks or green spaces. No targets are set at the national level, due in part to the fact that participation in the Green Flag scheme is voluntary. It is considered a weakness that the indicator focuses on area rather than the number of parks / open spaces managed to the standard.
- 11.2 Monitoring the granting of planning permissions contrary to Environment Agency advice is one of the national core requirements. The Environment Agency raised one objection in Hertsmere during 2004/5 on the basis that a flood risk assessment was required. The application was refused permission meaning no consents were granted against an EA objection.
- 11.3 At the end of 2004/5, there were 133 sites in Hertsmere designated for their intrinsic environmental value. Of these, there were two Sites of Special Scientific Interest (SSSIs), three Local Nature Reserves (LNRs) and 128 locally designated Wildlife Sites. In the last monitoring year there was no change in the number or area of SSSIs or LNRs.
- 11.4 Three new Wildlife Sites were ratified during 2004/5, at Northern Heights to the east of Elstree, Summerhouse Lane in Patchetts Green and Parkfield in Potters Bar. This increased the total area covered by Wildlife Sites in the Borough from 941 to 950 hectares.
- 11.5 The UK government has set a national target for 10% of energy requirements to be provided from renewable sources by 2010. This target is reflected in the draft RSS, which sets a further target for 17% of energy requirements to be met from renewable sources

(excluding offshore wind power) by 2020. Renewable energy production in Hertsmere currently consists solely of domestic scale solar panel installations, with one such application granted permission in 2004/5.

- 11.6 Domestic scale installations have the potential to make a valuable contribution towards renewable energy targets. However, it will be necessary for Hertsmere to take a more pro-active role in securing renewable energy measures (e.g. as part of major developments) if the target is to be met. Policy ENV8 of the draft RSS requires planning authorities to include policies which promote and encourage renewable energy in their local development documents. The on-going RSS process will help to inform the direction which these policies will take in Hertsmere's emerging Local Development Framework.
- 11.7 80% of Hertsmere is designated as Green Belt. Government guidance on Green Belts is contained in PPG2, which states that the "essential characteristic of Green Belts is their permanence" and that their boundaries should be defensible in the long-term. The current Hertsmere Local Plan made some minor amendments to the Green Belt in the Borough, however there have been no further alterations since this time.
- 11.8 At the end of March 2005, there were 314 entries on the Council's listed building database. From the 1<sup>st</sup> April 2005, English Heritage have taken responsibility for the administration of the listing system. The 2005 Buildings at Risk Register, contains no listings for Hertsmere, meaning that this element of the indicator can be considered 'on target'. However, Hertsmere does not currently have a 'Local List', which identifies buildings of local historic interest. This has been identified as an area of work which needs to be progressed over the coming 12 months.
- 11.9 There are fifteen Conservation Areas in Hertsmere, covering almost 3,000 hectares. It is important to ensure that the character of these areas is maintained and, as such, consents for demolition should not be granted without first securing an appropriate replacement scheme. In 2004/5, nine conservation area consents for demolition were granted, of which seven (78%) had replacement schemes approved.
- 11.10 Conditions to ensure the recycling of materials in schemes are used to make developments more environmentally friendly by helping to minimize waste and reduce HGV journeys to and from site. Data for this indicator was not collected for 2004/5 though the implementation of a new back-office development control database in September 2005 should allow this indicator to be monitored in future reports.
- 11.11 Tree Preservation Orders (TPOs) are used to protect individual or groups of trees which are considered to be of particular value and that make an important contribution to the character of an area. In the last monitoring year, 42 new Orders were confirmed, including resurveys of existing TPOs. More than 170 applications were made for works to TPO'd trees, of which 138 were granted consent.



## 12 Benchmarking against other authorities

- 12.1 ODPM guidance on Annual Monitoring advises that authorities should aim to benchmark their performance at sub-regional and regional level. The Regional AMR has a role to play in this process as it provides an opportunity to compare performance across the 48 district, borough and unitary authorities within it, though it should be acknowledged that the East of England is a highly diverse region and consistent performance across all authorities will never be achieved.
- 12.2 Table 7, below, benchmarks the performance of Hertsmere against the other Hertfordshire authorities for the core housing indicators. These have been chosen as, countywide, results for housing are more complete than for other topics.

**Table 7: Key Housing Indicators Benchmarking 2004/5**

District / Borough	Net homes completed	Rate required to meet SP target		% of gross completions on PDL	% of gross completions Affordable	% of units completed at 30-50dph
		1991	2005			
<b>Hertsmere</b>	<b>178</b>	<b>230</b>	<b>152</b>	<b>100%</b>	<b>10%</b>	<b>5%</b>
Broxbourne	902	270	N/k	46%	17%	N/k
Dacorum	289	360	364	95%	10%	21%
East Herts	361	555	562	75%	22%	27%
North Herts	450	520	672	55%	18%	37%
St Albans	598	315	N/k	99%	39%	7%
Stevenage	168	285	252	78%	19%	45%
Three Rivers	73	200	51	93%	19%	23%
Watford	356	235	N/k	98%	3%	34%
Welwyn Hatfield	539	280	240	89%	28%	65%

Cells shaded grey taken from HCC Regional AMR returns. All other figures taken from District / Borough's Annual Monitoring Reports

- 12.3 It can be seen that net housing completions vary significantly across the County from a low of 73 in Three Rivers to more than 900 completions achieved in Broxbourne during 2004/5. In total, almost 4,000 homes (net) were delivered in Hertfordshire in the last twelve months.
- 12.4 Perhaps the more important figures are the rates now required to meet the Structure Plan target against those set in 1991. It can be seen that Hertsmere, along with Stevenage, Three Rivers and Welwyn Hatfield, has performed well in this area, with the rate now required lower than in 1991, indicating that housing delivery is above target. Dacorum and East Herts remain broadly on target to meet their Structure Plan allocations while North Herts need to increase the rate of housing delivery above that achieved since 1991 if their allocation is to be met.

- 12.5 Hertsmere was the only Borough to achieve 100% of new housing on PDL though this figure will vary across the county depending on the composition of land within each Borough and the extent to which they are covered by the Metropolitan Green Belt. Perhaps a more telling exercise would be to examine how Boroughs are performing against their BVPI targets as this would provide more comparable results.
- 12.6 Affordable housing delivery in Hertsmere was low in comparison to other authorities in 2004/5 with most authorities achieving nearer to, or more than, 20% of gross completions being affordable. In Hertsmere this can partly be explained by the phasing of a number of large housing sites (see Section 7 for further information). This, combined with the forthcoming review of the Borough's affordable housing policies should see performance improve in the coming years.
- 12.7 The low proportion of dwellings being completed within the 30-50 dwellings per hectare range advised in PPG3 has been recognised elsewhere in this report as a weakness and this is borne out by the figures above. Hertsmere has the lowest proportion of completions in this range of all authorities for which figures are available and, with the exception of St Albans, all authorities are achieving more than 20% of housing completions within this range.
- 12.8 All the District and Borough authorities in Hertfordshire participate in a planning Information Liaison forum with the County Council and this may prove to be a suitable group through which to develop benchmarking reporting in future years as all authorities increase their monitoring capabilities.

### **13 Framework for future monitoring**

- 13.1 It is acknowledged that this first Annual Monitoring Report contains a number of gaps. However, ODPM guidance acknowledges that due to the increased monitoring required by the new Act, the first report will be unlikely to cover all topics comprehensively. Local Authorities should therefore report as full an analysis as possible and outline a framework for the development of their monitoring capabilities to meet the requirements in future years.
- 13.2 There are a number of areas where Hertsmere has managed to provide comprehensive data, notably for housing where monitoring systems and databases have been established for a number of years. This has allowed all national core housing indicators to be reported on, along with several local output indicators and contextual information. A Housing Needs study has been finalised and will feed into the development and adoption of an Affordable Housing SPD. These documents should help set targets for Indicator 8 (Housing Mix).
- 13.3 By contrast, employment monitoring had not been undertaken and this has been acknowledged as an area which needs to be developed in future. Monitoring systems have now been introduced to track both the availability of employment sites and the granting of permissions allowing limited data to be presented in this report.
- 13.4 The Council has recently engaged consultants jointly with two neighbouring authorities to undertake an Employment Land Study. It is anticipated that this study will provide updated information on employment sites in the Borough and provide a baseline from which to work in future years.
- 13.5 Although all employment permissions have now been captured back to April 1<sup>st</sup> 2001, there have been difficulties in 'converting' this information into records of started and completed developments due to the wide variety of surveyors who undertake commercial inspections and incompatibilities between Planning and Building Control filing and database systems. It is hoped to both resolve these difficulties and undertake site surveys in the next twelve months to allow employment data, particularly national core indicators (including monitoring of non-residential parking standards), to be fully presented in future reports.
- 13.6 The Government has introduced planning for accessibility into the Local Transport Plan process. As part of the process to update the Local Transport Plan, Hertfordshire County Council has produced a draft Accessibility Planning Strategy, with the final version due to be adopted in March 2006. It is hoped to develop links with the County Council to enable this work to feed into accessibility monitoring requirements as well as the review of car parking standards in Hertsmere.
- 13.7 Hertsmere implemented a new Plantech back office database in September 2005 and it is anticipated that this will help improve monitoring capacity and capability for future monitoring reports, particularly for Development Control based indicators including the use of plan policies in decision making and the imposition of relevant conditions (e.g. Green Travel plans, recycling of materials).

The possibility of using Plantech for housing and employment monitoring purposes will also be investigated in the coming months. However, it should be noted that nine months of the 2005/06 monitoring cycle have already passed and it is likely that any new monitoring capabilities through Plantech will be implemented to be effective from 1<sup>st</sup> April 2006 (i.e. in time for the 2006/07 monitoring report).

## 14 Conclusions

- 14.1 There has been some slippage in delivery of the Local Development Scheme, however the planning policy team is now fully staffed and it is expected that this time should be made up in the coming year. Although there are some minor amendments proposed to the timetabling for their preparation, it is anticipated that the main DPDs will be submitted to the Secretary of State in accordance with the dates in the Local Development Scheme.
- 14.2 No applications were referred to the Secretary of State for determination though this is possibly due as much to the types of application being submitted as the effectiveness of policy.
- 14.3 Plan policies can only be tested against the applications which are submitted for determination and whilst some policies may only be used highly infrequently this is not to say that they are not effective or robust. Supplementary Planning Guidance which is known to be out of date will be replaced by revised policies and guidance as part of the LDF process.
- 14.4 Housing delivery remains above target and the Structure Plan allocation should be met ahead of schedule. The housing targets that will be conferred by the emerging RSS will present a further challenge given the finite supply of brownfield land in the Borough. Despite this, housing completions on previously developed land will remain high unless it is necessary to release Green Belt land to meet targets.
- 14.5 A more even distribution of housing density should be pursued. Although Local Plan Policy H14 is successfully delivering higher densities in central locations, too many housing completions fall outside of the 30-50 dwellings per hectare range advised in PPG3. Hertsmere has historically been wary of using prescriptive targets for density on the basis that site constraints and the prevailing character of areas should always remain important factors in the determination of applications. However, the Core Strategy should be used as an opportunity to reconsider this approach and, in particular Local Plan policies H7 (Housing Mix) and H8 (Residential Development Standards) may need to be reviewed in a way which allows higher densities to be secured in existing mature residential areas.
- 14.6 The proportion of affordable housing completions in 2004/5 was low but delivery is, to an extent, dependant on the construction timetable on a given site. Indicator 8 demonstrates that affordable approvals on qualifying sites meet the 25% target set in the Local Plan and associated supplementary planning guidance. The new Housing Needs Study will help inform the review of Local Plan policies H7, H16, H17 and the Affordable Housing SPG.
- 14.7 New systems have been introduced for employment monitoring and, although much of the required data for 2004/5 was obtained, many of the processes were time consuming and labour intensive. Further work is required on these systems to improve their efficiency, notably in the linking of permissions (Planning) and completions (Building Control) data.

- 14.8 Employment development is being successfully directed towards the Borough's designated employment areas and previously developed sites. The forthcoming employment land study will help to determine whether more or less land is needed for employment uses and inform whether the application of Local Plan Policy B2 (which restricts B1a office development) remains relevant.
- 14.9 Monitoring of commercial developments needs to be undertaken, including employment, commercial and leisure approvals and implementations. It is hoped to add this to the emerging employment monitoring systems.
- 14.10 The indicators show that the Borough is failing to meet the target of 66% Retail (A1) composition in designated centres implied by Local Plan policy T6. No immediate steps are considered necessary to redress this balance as there is a question between the compatibility of this policy and advice in the recently published PPS6 which promotes the designation of primary and secondary frontages in retail centres. If this option is pursued through the Core Strategy, more robust targets will be set in relation to these revised designations.
- 14.11 Overall residential parking provision across the Borough remains above the 1.5 spaces per dwelling average advised in PPG3. This is recognised as an area where local policies conflict with national guidance and needs to be reviewed in the forthcoming Core Strategy. Higher than average car ownership in the Borough may create a case for permitting a slightly higher overall level of provision though care needs to be taken to balance this against the need for DPDs to be compatible with national policy guidance.
- 14.12 The securing of Green Travel Plans and cycle and showering facilities was shown to be off target. These facilities are not always appropriate on major commercial developments but the Borough should aim to secure these wherever it is considered practicable or appropriate. Future AMRs will scrutinise more closely those applications where facilities and plans were not secured.
- 14.13 The amount of energy produced in Hertsmere from renewable sources is currently negligible and needs to increase significantly to meet the target of 10% likely to emerge from the RSS. However, this will need to be balanced against the need to meet Green Belt objectives in avoiding inappropriate development and preserving visual amenity. In a Borough like Hertsmere, small scale and domestic production will be the key to increasing renewable energy production and it should be ensured that sufficiently ambitious targets to achieve this are set in relevant LDF policies.
- 14.14 The absence of a Local List of buildings of historic interest is acknowledged as a weakness and it is intended to address this in 2006.
- 14.15 The introduction of a new Plantech Development Control system in the planning department should both help to improve development control monitoring and present opportunities to improve upon current monitoring practises in terms of both efficiency and output.

## **15 Appendix 1 – Indicator Matrix**

The following pages contain a full breakdown of the data collected to produce the indicators in this report. Where possible, information is presented from April 1<sup>st</sup> 2001, as this date marks the start of the twenty year period to be covered by the emerging Regional Spatial Strategy.

It is intended, in time, to back date results for as many Indicators as possible to this point.