Appendix 1

HOUSING CAPACITY IN HERTFORDSHIRE, 2001 TO 2016
SUMMARY OF PROVISIONAL ASSESSMENT

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1. This appendix provides a summary of the provisional assessment of housing capacity, as tabulated in the draft public consultation document. A set of information notes are provided on each of the sources of housing capacity that have been assessed separately, as follows:

- The most accessible parts of urban areas - Note 1
  - Redevelopment and infilling opportunities
  - Provision of flats in currently empty or under-used space above shops (‘living over the shop’. Other opportunities to convert existing buildings are considered in other sources.)

- Land already in residential use (i.e. mainly ‘suburbs’) – overview in Note 2
  - Sub-division of houses, mainly conversions to flats - Note 2A
  - ‘Infill’ through sub-division of dwelling plots - Note 2B
  - ‘Infill’ on land outside & adjacent to dwelling plots - Note 2C
  - Redevelopment of existing housing (i.e. involving demolition) in private-built estates - Note 2D
  - Redevelopment of existing housing (i.e. involving demolition) in former council / new town estates- Note 2E
  - Redevelopment of communal garage courts, mainly in former council / new town estates - Note 2F

- Land in or allocated for employment uses (B1 to B8) - Note 3

- Land in or allocated for educational uses - Note 4

- Land in or allocated for health care uses – Note 5

- Allotments – Note 6

- Other opportunities within urban areas (a ‘catch all’ for all opportunities outside the most accessible areas in addition to those considered separately as discrete ‘sources’) - Note 7

- Green field sites already identified for housing on the edge of towns – Note 8

- Scope to increase development density, and therefore dwellings, through better design on already identified sites – Note 9

- Villages - scope for additional small scale development in line with existing and emerging local plan policies – Note 10

- Already identified sites - unimplemented permissions allowance - Note 11

2. The information notes provide 'headline' assessment figures, together with an outline of the methodology used and the key assumptions and policy judgements made in calculating the provisional assessment figures.

3. The overall methodology involved a combination of methods, including ground surveys, to assess housing potential from each of the sources.

4. Government guidance recommends that it is good practice to focus resources for ground survey work in town and neighbourhood centres, and elsewhere within short walking distance of frequent passenger transport, as these are generally the most sustainable places to seek to provide more housing. In line with that guidance the most accessible parts of all the urban areas in Hertfordshire ('priority areas') were mapped and consultants were employed to undertake a survey of these areas. The aim was to try to identify many more sites, in addition to those already identified by the district councils, that the consultants considered would be both suitable and commercially viable for housing.

5. In total 1038 separate 'propositions' met the survey guidelines provided to the consultants. A 'discounting' process was undertaken, involving difficult judgements on what proportion of the propositions, realistically and sensibly, could be expected to be developed between now and 2016.

6. A separate survey examined the potential to provide more flats in empty and under-used space above small shops. Apart from ground survey work, the other main components of the overall methodology were:

   - Analysis of recent trends in different types of development. This involved liasing with a number of organisations and examining the many factors that are likely to influence how these trends may change in the future;

   - Analysis, including the use of consultants, to examine the potential to provide more homes on sites already identified for housing through increasing density, coupled with improved design;

   - Quantitative and qualitative analysis to inform alterations to Structure Plan Policy 14 on employment space, which also formed the basis for assessing dwelling potential on land released from employment use.

A full technical report on the capacity study is being drafted and this will be completed in time to accompany the launch of the main public consultation document at the end of October.

After responses to the consultation have been considered, additional technical work will be needed to assess more fully the cumulative impacts of further development in relation to the environment, transportation and access to facilities such as shops, places of work and schools.

NOTE 1

The most accessible parts of urban areas

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	3150
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	6180
Provisional assessment of total potential from this source (A + B)	**9330**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	2160
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	3240

Outline of Methodology

This source comprises the sum of potential within the accessible areas (as surveyed by consultants), **less the** potential within these areas that has been assessed separately as other distinct sources (notably land already used for housing, offices, manufacturing, warehousing, education, healthcare and allotments). The assessment involved:

- Applying a series of 'discounting' steps to the theoretical sum of housing potential on the consultants' proposition sites, to reach a view on what proportion of the sum of potential would be likely to be acceptable and deliverable during the period to 2016;
- Deciding what proportion of the surveyed number of empty and underused space above small shops could be converted into flats ('living over the shop' or LOTS);
- In addition, making judgements about the scale of future housing development from 'windfall' opportunities **other than** on the proposition sites.

Key Assumptions and Judgements

Proposition sites

All propositions that the consultants considered would be likely to arise after 2016 or which they considered to be marginal in terms of financial viability or that presented severe site assembly problems have been excluded. A decision to include a proportion of post-2016 sites would increase the assessment of potential, as would increasing the development density assumptions. (The full technical report will include 'sensitivity testing' on these matters.)

Next, differing discount rates were applied to different categories of the remaining 308 proposition sites. The weighted average discount factor was 56%. This means an assumption that about 56% of the sum of the consultants' dwelling estimates for all 308 proposition sites will actually be built in the period to 2016. Selecting a factor does not involve any judgements about which sites will be developed, nor whether the consultants development ideas and corresponding dwelling estimates for each site would be appropriate in practice. The effect of discounting was to reduce the estimate of potential on proposition sites from about 5,200 to **2900** dwellings.

Table 1 overleaf provides information on the types of sites that make up the 308 propositions, and the calculated dwelling contribution from each type. The 56% average factor takes account of advice from the consultants who undertook the survey and preliminary feedback from district council officers. The former recommended that higher factors would be appropriate (which would increase estimated potential), while the some of the latter consider that lower factors should be used (which would reduce potential).

'Living over the shop'

A ground level survey has indicated that there are about 1200 properties along shopping streets in town centres where the upper floor(s) are apparently empty our used only for storage. About 120 already have permission for conversion into flats. Having considered the various constraints and incentives it is estimated that about 300 more flats could be provided. There are also about 500 single-storey small shops buildings on retail frontages that (being single storey) make inefficient use of land. It is estimated that another 60 flats could be provided by redeveloping a proportion of these sites that are not constrained in some way (The consultants were not asked to consider this type of redevelopment). Total potential, therefore is about **480** flats.

*'Windfall' opportunities **other than** the proposition sites and LOTS*

A 'pilot' survey of Hertford was undertaken in March 2000 to test a provisional methodology for the main survey of all urban areas. The pilot work demonstrated that no ground survey, however meticulous, can identify all the opportunities that will arise in the future – many of which hinge on changing circumstances and landowners' decisions. It is therefore necessary to make an estimate for the potential that will arise on 'windfall' opportunities in addition to development on the proposition and LOTS sites.

At this stage the simple assumption has been made that the total number of dwellings that will be built on as yet unidentified sites <u>other than</u> proposition sites will be about the same as the number that will be built on proposition sites. This '1 to 1' ratio results in adding another **2,900** dwellings to the provisional assessment. This has been distributed to each district pro-rata, on the basis of the proportion of the overall area surveyed in the County. The '1 to 1' judgement is a weak assumption, based primarily on analysis of the degree of overlap between sites identified by the five consultancies taking part in the Hertford pilot survey. However, monitoring of sites being identified by district councils on non-proposition sites **after** the consultant survey, and also discussions with Railtrack (in relation to railway land) suggests that an average of a further 290 dwellings per district on other windfall sites may be reasonable. Indeed it could be regarded as too cautious given that Government policy is to actively promote quality redevelopment in the most accessible areas.

Table 1: Estimate of Dwelling Potential on 'Proposition' sites in most accessible parts of urban areas

(Excludes potential within these areas that has been assessed separately as other distinct sources - notably land already used for housing, offices, manufacturing, warehousing, education, healthcare and allotments).

Sum of Deliverable Fig.	Urban Centres - Redevelopment & Infill														
District	Community	Gov't	Highway	Mixed Use	OS-General	OS- Park/ Playing Field	OS-Railway land	OS-Woodland	Parking	Retail	Sui Generis	Utilities	Vacant/ Derelict	Grand Total	*% Distribution*
Broxbourne	54	0	1	100	0	17	25	0	19	21	56	0	34	327	11%
Dacorum	72	0	0	60	16	2	0	0	165	0	79	8	27	429	15%
East Herts	30	4	8	160	10	2	0	0	193	15	59	19	22	522	18%
Hertsmere	7	0	2	13	3	5	7	0	48	11	8	0	3	107	4%
North Herts	44	16	12	69	3	1	41	5	78	24	17	5	9	324	11%
St Albans	53	0	0	25	0	16	0	0	46	0	43	17	6	206	7%
Stevenage	36	0	8	74	0	11	0	0	18	3	20	29	0	199	7%
Three Rivers	76	0	5	48	3	2	0	0	102	5	39	19	0	299	10%
Watford	76	0	9	50	7	1	0	0	36	0	32	19	80	310	11%
Welwyn Hatfield	21	0	0	11	0	5	7	0	135	0	0	3	0	182	6%
Grand Total	469	20	45	610	40	66	81	5	838	78	353	119	180	2904	100%
% Distribution by Type	16%	1%	2%	21%	1%	2%	3%	0%	29%	3%	12%	4%	6%	100%	

NOTE 2

Land already in residential use (i.e. mainly 'suburbs'): Overview

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	2080
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	7300
Provisional assessment of total potential from this source (A + B)	**9380**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	6410
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	9620

Outline of Methodology

Suburbs cover a large part of built-up areas and offer a range of opportunities to provide more housing. The different opportunities raise differing issues and so, to reach a more robust understanding, separate assessments have been made of the following types of capacity on land already occupied by housing:

- Sub-division of houses, mainly conversions to flats – See Note 2A
- 'Infill' through sub-division of dwelling plots - See Note 2B
- 'Infill' on land outside & adjacent to dwelling plots - See Note 2C
- Redevelopment of existing housing (i.e. involving demolition) in private- built estates - See Note 2D
- Redevelopment of existing housing (i.e. involving demolition) in former council/new town estates- See Note 2E
- Redevelopment of communal garage courts, mainly in former council/new town estates - See Note 2F

Most of the opportunities to provide more homes are in suburbs built approximately before 1960. The overall assessment of potential to provide about **9,400** dwellings would result in about a 3% overall increase in the number of homes in these areas over the whole fifteen year period to 2016. This simple statistic provides a useful reference point in relation to concerns about what scale of further intensification of development and associated human activity represents ‘town cramming’.

The 9,400 overall estimate is slightly lower than the ‘suppose past trends continue’ figure of 9,600. Splitting the assessment into the above six component sources has enabled analysis that points to the potential from some sources diminishing in future years, while the potential from others is expected to increase in importance.

NOTE 2A

Land already in residential use (i.e. mainly ‘suburbs’): Sub-division of houses (mainly through conversions to flats)

Summary Figures

Sum of district councils’ current estimates of potential on already identified sites (A)	120
Assessment of additional potential on ‘windfall’ sites that are not yet identified (B)	820
Provisional assessment of total potential from this source (A + B)	**940**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	520
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	780

Outline of Methodology

It is not possible to use survey methods to assess the contribution conversions can make to dwelling potential. The assessment has been based instead on consideration of recent trends and the various factors which will influence whether the rate of conversion activity is likely to rise, stay about the same or decline in the period to 2016.

The assessment is for all house conversion activity, in towns and villages.

Key Assumptions and Judgements

The assumption has been made that the average annual rate of conversion activity in the period 2001 to 2016 will be about 20% higher than in the period 1991 to 2001. This gives a provisional assessment of a net increase of 940 additional dwellings, inclusive of existing planning permissions.

This provisional assessment will involve the conversion of about 50 houses – of mostly large older properties - each year in the County as a whole.

Available data on the housing stock indicates that only a small proportion of technically suitable properties would need to be converted to achieve the 940 figure. The key issues, therefore, are market and financial considerations and issues of environmental quality.

Strong market demand and therefore high prices for large ‘family sized’ houses will restrict the number of conversion opportunities that will be profitable. Furthermore, there are currently relatively few builders who specialise in delivering good quality conversion schemes (both in terms of internal standards and external appearance).

Parking is an important issue and can be problematic, especially in already densely developed suburbs where capacity for on-street parking is already fully exploited.

However, the new PPG3 on Housing gives stronger and more explicit support to introducing new and more flexible development plan policies to encourage more conversion activity.

Another key factor underlining the assumption of a 20% increase in conversion activity is the package of new financial incentives recently introduced to encourage conversion activity – notably a reduction in VAT on flat conversions.

NOTE 2B

Land already in residential use (i.e. mainly 'suburbs'): 'Infill' through sub-division of dwelling plots

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	520
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	1680
Provisional assessment of total potential from this source (A + B)	**2200**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	1850
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	2780

Outline of Methodology

Two separate assessment methods have been used:

- Survey-based: a series of 'discounting' steps were applied to the theoretical sum of housing potential on the consultants' propositions for garden infill, to reach a view on what proportion of the sum of potential on these sites might be acceptable and deliverable during the period to 2016. This estimate was then 'factored up' to reflect the fact that the survey only covered about half of residential areas where most of this type of possible opportunities exists.

- Trend-based: this involved a detailed analysis of recent trends and the factors which will influence whether the rate of infill in gardens is likely to rise, stay about the same or decline in the period to 2016.

Key Assumptions and Judgements

Survey-based approach - There were 63 consultant propositions. A 40% discount factor was applied giving a provisional assessment of an overall net increase of 310 dwellings on these sites. However, even if the figure is doubled to about 600 to account for opportunities in the unsurveyed areas, the approach provides a questionable estimate of potential because:

- The consultants worked to guidelines asking them to identify only development opportunities for at least 4 or more dwellings, and the majority of garden infill schemes are smaller scale.
- No survey could identify all the larger garden opportunity sites (i.e. of the size the consultants were asked to search for). This calls for an additional 'windfall' estimate for the same reasons as set out in Note 1.
- Any 'factoring up' exercise introduces yet more uncertainty on top of those implicit in discounting.

Nevertheless, the propositions provide many useful examples to demonstrate the types of garden infill scheme that could continue to be considered as 'windfall' proposals in the future.

<u>Trend-based approach</u> – If recent trends were to continue then about 2780 dwellings would be provided through garden infill. Analysis shows that garden infill comprised about 29% of the net increase in dwellings on land already in residential use since 1991. The corresponding proportion among sites already in residential use that are identified for development after 2001 is 30%. In the absence of other considerations this implies that an estimate of 2780 is reasonable.

However, an assumption has been made that the number of garden infill schemes that would be acceptable in planning terms may decrease in future. The assumption has been made that the average annual rate of dwelling gain in future will be 20% lower than the average rate between 1991 and 2001. This gives a potential contribution of 1690 additional dwellings excluding sites that are already identified, to avoid possible double counting. The calculation has been applied at district level, which takes account of the differing characteristics of the housing stock in different districts.

If average development density (dwellings per hectare) on these types of infill sites increases slightly in future years, then the reduction in the scale of garden infilling will be more than implied by the 20% reduction.

The recommended approach is the trend-based approach as outlined above, incorporating the 20% reduction in annual rate compared with recent trends. Total estimated potential including already identified sites is therefore **2200**.

NOTE 2C

Land already in residential use (i.e. mainly ‘suburbs’): ‘Infill’ on land outside & adjacent to dwelling plots

Summary Figures

Sum of district councils’ current estimates of potential on already identified sites (A)	250
Assessment of additional potential on ‘windfall’ sites that are not yet identified (B)	950
Provisional assessment of total potential from this source (A + B)	**1200**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	800
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	1200

Definition and Background

The term ‘infill on land outside & adjacent to dwelling plots’ refers to development on a range of sites which are sometimes difficult to define as either ‘previously developed’ or ‘green field’. They include vacant and ‘left over’ plots, space between housing and roads and other small spaces that formed part of the original ‘design’ of housing layouts but which are sometimes now neglected.

In general terms Government and local planning policy is to protect undeveloped land in residential areas from development. However district councils have, and continue, to grant planning permissions for development of a variety of types of undeveloped spaces in residential areas. The consultants who surveyed the most accessible areas of towns worked to guidelines that did not preclude identification of development propositions on these types of site, providing they considered that there would be no significant overall detrimental impact on amenity. Clearly this involves a need for value judgements on which people may differ.

Outline of Methodology

Two separate assessment methods have been used:

- Survey-based: by applying a series of ‘discounting’ steps to the theoretical sum of housing potential on the consultants’ propositions for these types of site (to reach a view on what proportion of the sum of potential on these sites might be acceptable and deliverable during the period to 2016) then ‘bulking up’ this estimate to reflect the fact that the survey only covered about half of residential areas of types where most of the possible opportunities exist.

- Trend-based: involving detailed analysis of recent trends and the factors which will influence whether the rate of infill in gardens is likely to rise, stay about the same or decline in the period to 2016.

Key Assumptions and Judgements

Survey-based approach - There were 181 consultant propositions. A 40% discount factor was applied giving a provisional assessment of an overall net increase of 910 dwellings on these sites. To simply double this figure to about 1800 to account for opportunities in unsurveyed areas is questionable because ‘bulking up’ introduces more uncertainty on top of the difficulties implicit in a ground survey / ‘discounting’ approach. However the propositions provide many useful examples to demonstrate the types of garden infill scheme that could continue to be considered as ‘windfall’ proposals in the future.

Trend-based approach – If recent trends were to continue then about 1200 dwellings would be provided. Analysis shows that these types of sites comprised about 13% of the net increase in dwellings on land already in residential (and ancillary) uses since 1991. The corresponding proportion among similar site types that are already identified for development after 2001 is 15%. The calculation has been applied at district level, which takes account of the differing characteristics of the housing stock in different districts.

The provisional assessment method is to simply use the trend-based figure of **1200** (which includes sites already identified for development after 2001). This approach represents a balance between two conflicting considerations. On the one hand, it may seem reasonable to suppose that the supply of acceptable sites may diminish in future, for example because many of the least problematic opportunities have already been identified (including work by district councils for the current round of local plan reviews to 2011). On the other hand, the survey work does suggest that across surveyed and unsurveyed areas combined there are many potential opportunities that will merit consideration.

If the average development density (dwellings per hectare) in future years is slightly higher on these types of scheme than in recent years, then the area of land involved will in fact diminish in comparison with development in recent years.

NOTE 2D

Land already in residential use (i.e. mainly 'suburbs'): Redevelopment of existing housing (i.e. involving demolition) in private- built estates

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	910
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	3370
Provisional assessment of total potential from this source (A + B)	**4280**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	2200
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	3300

Definition and background

This source relates to all private-built residential areas, i.e. excluding all council and New Town Corporation- built estates (see Note 2E).

Redevelopment' is defined as any scheme involving demolition. In practice there is no hard and fast distinction between pure infilling and redevelopment schemes. For example, a single house may be demolished to enable access to 'backland' infilling in gardens that are to be sub-divided. However schemes involving any element of demolition differ from pure infilling schemes in two important respects. First schemes requiring demolition are generally less financially attractive than pure infilling schemes, in some cases being only marginally viable (if at all). Second, and more positively, partial or complete demolition on a site provides a 'clean slate' opportunity to maintain and possibly improve aspects of townscape in ways that are not possible with infilling only schemes. For these reasons it was considered sensible to give separate consideration to all types of opportunity involving a significant element of demolition.

During 2000 a consultant study was commissioned to examine the scope for large scale 'area based remodelling' of in private-built housing areas, implemented in planned phases. That work will be published as an appendix to the main Technical Report. It concluded that the scope for such large scale redevelopment schemes (loosely those involving assembly of five or more plots) was so constrained by a range of financial and development process factors (including plot assembly) as to be close to nil. However, there has been an increase in the number of developments permitted in recent years that involve very small scale demolition (of one, two or at most three existing houses) followed by redevelopment at higher density, for example where one or two adjacent detached houses are demolished to provide a larger number of flats or smaller 'town houses'.

Outline of Methodology

Two separate assessment methods have been used:

- Survey-based: as outlined in Notes 2B and 2C.
- Trend-based: similar to that outlined in Notes 2B and 2C.

Key Assumptions and Judgements

Survey-based approach - There were only 43 consultant propositions. A 40% discount factor was applied giving a provisional assessment of an overall net increase of 260 dwellings on these sites. To simply double this figure to about 500 to account for opportunities in unsurveyed areas is would be inadequate for the same reasons as in Note 2B. Moreover, whereas 'gaps' for infill propositions may be relatively easy for a ground surveyor to spot, it is much harder to identify small scale redevelopment schemes that may be put forward in future years.

Trend-based approach – If recent trends were to continue then a net increase of about 3300 dwellings would be provided. Analysis shows that small scale redevelopment comprised about 34% of the net increase in dwellings on land already in residential use since 1991. However the corresponding proportion among sites that are identified for development after 2001 is 42%. This is considered to be very significant, as it indicates that high land values coupled with constraint on green field development are encouraging developers to promote and follow through more of this type of proposal than in recent years. It seems reasonable to suppose this trend will continue. Moreover, if the average development density (dwellings per hectare) in future years is slightly higher on these types of redevelopment scheme than in recent years, then the increase in potential may be even greater than the 42% proportion suggests.

The provisional assessment method is the trend-based approach, but making the assumption that the average annual rate of net dwelling gain from small scale redevelopment will be 30% higher in future than the average rate of completions between 1991 and 2001. This results in a potential contribution of about **4300**, inclusive of sites that are already identified. The calculation has been applied at district level, which takes account of the differing characteristics of the housing stock in different districts.

NOTE 2E

Land already in residential use (i.e. mainly 'suburbs'): Redevelopment of existing housing (i.e. involving demolition) in former council / new town estates

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	190
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	0
Provisional assessment of total potential from this source (A + B)	**190**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	980
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	1470

Background

In recent years there have been a number of 'area renewal' schemes in former council / new town estates[1] where carefully phased redevelopment has resulted in a net increase in dwelling numbers **and** what is considered to be a better quality environment. Such schemes have all been led by district councils and their housing association partners. They have involved land assembly in areas which are still in (or, following 'right to buy', mainly in) local authority / housing association ownership.

Councillors have generally endorsed such area renewal schemes as exemplars of good 'town renaissance', while also providing much needed additional affordable housing to meet local needs. It is appropriate therefore to assess the likely scale of further potential from such schemes in the period to 2016.

Outline of Methodology

District councils were asked to identify areas where comprehensively planned phased redevelopment would be desirable in principle, supposing adequate funds, in preference to refurbishment.

Key Assumptions and Judgements

[1] Notably Peartree & Longcroft in Hatfield, valley Road in Letchworth, Maylands Road in South Oxhey and Piggotts Way & Ben Hooks Av in Bishops Stortford

Some districts replied that they saw no further potential, at least in the period to 2016. Others did identify some possible areas (in confidence) but stressed a number of reasons why they considered there would be little or no realistic potential for the foreseeable future. The main reasons are plot assembly complications due to ‘Right to Buy’, the difficulty foreseen trying to get community support for radical change and, of course, other priorities for limited and inadequate social housing budgets.

Following the advice of district councils, the provisional assessment is that the potential from this source in the period to 2016 is nil, apart from existing schemes that are yet to be completed. The views of the Housing Corporation have been sought on the key financial and housing policy issues underlying the district councils’ responses.

It does seem reasonable to suppose that there will be at least a small contribution from this source, at least from schemes in the period 2011 to 2016 that just cannot be foreseen now. However, rather than try to ascribe guessed and completely unjustified numbers to each district, it is better to treat any contribution as a ‘safeguard’ in the event that one or more other sources of capacity might turn to be over-estimated.

The consultant survey identified only two propositions, both relatively small scale ideas in Stevenage. These serve as examples of ideas that might be considered more widely, though circumstances will differ significantly between estates. As with small scale redevelopment in private-built estates it is very difficult for a ground survey to identify sensible ideas, especially in the absence of the detailed local knowledge available to district planning and housing departments.

NOTE 2F

Land already in residential use (i.e. mainly 'suburbs'): Redevelopment of communal garage courts, mainly in former council / new town estates

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	60
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	460
Provisional assessment of total potential from this source (A + B)	**520**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	60
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	90

Background

In recent years a number of garage courts in former council and New Town estates have been redeveloped for housing.

Outline of Methodology

A trend-based approach was considered unsatisfactory and instead a survey-based approach was used, combining:

- the results of the consultant's ground survey of most accessible areas and the 'discounting' steps as described in note 2B;
- a computer-based 'desk top' survey to identify the location and record the size of all garage courts with over 10 spaces in Hertfordshire;
- a factoring up stage that involved adding a further estimate for garage courts outside the surveyed areas to the discounted potential on proposition sites, based on the desk top survey results.

Key Assumptions and Judgements

There were 40 consultant propositions. A 60% discount factor was applied, giving a provisional assessment of an overall net increase of 240 dwellings on these sites. The district level figures were then factored up on the basis of the ratio between the total area of garage courts inside and outside the areas surveyed by the consultants. This increased the estimate to 460 and the total potential to **520** when other sites already identified by districts are added.

The 520 estimate is above the 'trend' figure of 60 and would involve redeveloping about 13 hectares of garage courts (at 40 dwellings per hectare). This represents 9% of the total of 144 hectares of garage courts, i.e. redeveloping about 1 in 10 of them.

Key issues surrounding this source of capacity are:

- Current garage vacancy rates and related lease arrangements;
-
- Community safety concerns around under-utilised or run down garage courts; and
-
- Crucially, the availability or otherwise of adequate parking places elsewhere. For example, the capacity for more on-street parking and/or acceptable solutions using front garden space would need careful scrutiny.

NOTE 3

Land in or allocated for employment uses (B1 to B8)

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	4800
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	7400
Provisional assessment of total potential from this source (A + B)	**12200**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	6820
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	10230

Background and outline of methodology

The Structure Plan aims to provide adequate workspace for sufficient jobs to ensure continued full employment in Hertfordshire. A detailed technical report is being drafted to accompany the main public consultation document on the quantitative and qualitative analysis undertaken to calculate changing workspace needs during the period 2001 to 2016. The suggested alterations to Structure Plan Policy 14 on development for employment needs provide for an overall increase in workspace sufficient to enable about 34,000 more people to be working in Hertfordshire in 2016 than in 2001.

However, calculations indicate that approval has already been given for more business floorspace ('B' use classes - offices and space for research, manufacturing and warehousing) than is needed to provide for the planned increase in employment on these types of floorspace. This means that there is currently a surplus of business floorspace provision. Furthermore, in the coming years many more employment generating developments are likely to be permitted to create even more space for jobs. Much of this is likely to be in existing employment areas and through mixed use redevelopments as part of the renewal of town centres.

It will be important to safeguard the employment areas which are most suited to meeting the changing requirements of business and the employment needs of local communities. However, to permit too much job creating development would increase traffic congestion, worsen the shortage of affordable housing and increase pressure for more housing development in Hertfordshire over and above the Government's figures.

The starting point for assessing housing potential through the reallocation of surplus business floorspace was the technical work to inform alterations to Structure Plan Policy 14.

The provisional estimate of potential to provide about **12,200** more dwellings includes the conversion of suitable offices (mostly small units, including those above shops) to provide in the order of 700 flats. The rest will be through demolition and redevelopment schemes.

Key Assumptions and Judgements

The following key assumptions underlie the provisional estimate:

- Land released for housing will be developed at an average density of 40 dwellings / hectare, but higher in town centre locations. (The likelihood of some mixed use redevelopment complicates, but does not invalidate this assumption.)
- No reduction has been made to the overall estimate on account of the qualitative attributes of employment sites and decision making about which sites are best suited for either retention or release for other uses. However, estimated housing potential by 2016 is discounted by 10% due to delays and uncertainty arising from landowner & business decision making.
- 20% of land released will be needed for other development needs besides housing.
- The rate at which 'windfall' employment developments arise in future may be 10% less than in recent years (though there is no evidence of any slowing down).
- No reduction has been made to the overall estimate on grounds of enabling adequate 'choice' of premises by relocating and/or new businesses. The issue of choice was already addressed at the employment space 'number crunching' stage, when an allowance was made for sufficient vacant space to allow a normal market turnover of occupiers.

The provisional assessment based on the above assumptions would involve an annual rate of demolition of generally older business space that is lower than the average rate during the period 1991 to 2001.

The 12,200 has been distributed between districts on the basis of the relative size of the economy (measured in terms of total employment) and the relative proportion of total floorspace in each district (particularly older, pre 1960 premises).

It is understood that district councils are already considering further releases of employment land, in addition to that already formally identified for release, sufficient to provide about 2,700 dwellings. (Details are mostly confidential at this stage.) This is in addition to the contribution from further office conversions. Many more decisions to release space can be expected over the next fifteen years and at the local level much will depend on the decisions of individual businesses and land owners, and their decisions cannot be foreseen now. Many releases could result in substantial improvements to the urban environment, for example by reducing lorry traffic through residential areas. It is difficult to identify at this stage which employment sites will become surplus and be qualitatively suitable for change of use to housing.

The consultant survey identified propositions on other employment sites in accessible areas for an 'undiscounted' total of about 2000 dwellings. (None of the propositions are on sites safeguarded for employment purposes in local plans - all these were excluded from the consultant survey). While many of the proposition sites will not be suitable or available for release from employment use for a number of reasons, they do provide a body of examples of types of site that may be suitable for release, both inside and outside the surveyed areas.

NOTE 4: Land in or allocated for educational uses

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	2420
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	2200
Provisional assessment of total potential from this source (A + B)	**4620**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	3550
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	5320

Outline of Methodology

The methodology has involved:

- establishing the overall dwelling increase on already identified sites.
- establishing the number of dwellings coming forward during the period 1991-2001 on former County Council, Diocesan School and Grant Maintained/Foundation school land and buildings.
- making a judgement on the expected release of County Council school land and buildings in the period 2001-2006.
- making a judgement on the likely windfall release of County Council, Diocesan School and Grant Maintained/Foundation school land and buildings for residential use in the period 2006-2016.

The countywide 2006-2016 windfall figure for residential development on County Council, Diocesan School and Grant Maintained/Foundation school land and buildings has been split between districts, based on the total site area of schools within each district compared to the area required using DfES formula. The excess area in each district is calculated as a percentage of the County total and the percentage is converted to a dwelling total.

Hertfordshire University and Hertfordshire's colleges have been approached to establish whether they have any proposals in the period 1991-2001 to release land for alternative uses. Further, the methodology takes no account of residential development that may come forward on private school sites.

Key Assumptions and Judgements

The period 1991-2001 saw 3,494 dwellings constructed on former County Council, Diocesan and Grant Maintained/Foundation School land and buildings. This equates to an average of 349 units per year.
In the period 2001-2006 it is currently estimated that at least 1,262 dwellings will come forward through planning permissions, land advanced for release by the Local Education Authority, land

allocated in local plans on existing County Council sites and sites held in advance for school development. This represents an annual average of 252 dwellings. No figure is available for Diocesan School and Grant Maintained/Foundation schools for 2001-2006. These figures are included within the current estimates of potential on already identified sites.

In the period 2006-2016 the changing requirements for buildings and land to meet shifting educational needs is likely to continue. The Local Education Authority are of the view that it is reasonable to assume that there will be further releases of County Council, Diocesan School and Grant Maintained/Foundation school land and buildings. This is based on the following factors:

- the pattern of schools across the county remains imbalanced, with under capacity forecast in some areas and over capacity in others.
- many schools have larger areas than those recommended by Department for Education and Skills guidelines. There is currently over provision of land by 33% compared to the highest DfES guidelines.
- emerging education asset plans which will focus on the condition, suitability, sufficiency and cost of school premises, are likely to result in a continued drive towards creating a more effective and efficient school estate. These studies are likely to result in outmoded buildings and underused areas being released from school use.
- there is an emerging trend of moving poorly located schools in inadequate buildings to new areas where demand is high, or likely to continue.
- through its Education Service Property Strategy, the County Council regularly reviews its stock of school sites held in advance of need. Long term school sites in local plans may come under scrutiny for alternative uses.
- a review of the nature and distribution of Special Schools has been identified in Hertfordshire's draft Education Development Plan, This review could give rise to the release from education use of a number of undersized or poorly located school sites.

There are various planning and education policy factors which will impact on the potential disposal and development of former school land. Many schools are located in the Green Belt or rural areas where there is a general presumption against development. Local authorities must now seek the prior consent of the Secretary of State for Education and Skills to dispose or change the use of school playing fields, and draft planning policy guidance suggests that the release of playing fields can only be considered where there is already adequate facilities available to the community.

Given the above, it has been assumed that annual completion rates on former County Council, Diocesan and Grant Maintained/Foundation schools will fall during the period 2006-2016 to an estimated 220 dwellings per annum, compared to 349 dwellings per annum in the period 1991-2001 for the same schools, and to 252 dwellings per annum for County Council schools only in the period 2001-2006. This equates to a further 2,200 dwellings coming forward in the period 2006-2016 at former County Council, Diocesan and Grant Maintained/Foundation schools. Additional potential on College and University land is considered to be minimal. It is assumed that there will be no releases at private school sites. The total windfall figure for the period 2006-2016 on County Council, Diocesan and Grant Maintained/Foundation schools is 2,200 dwellings. When combined with current estimates of potential on County Council schools in the period 2001-2006 (1,262 dwellings) and current estimates of potential on already identified sites, the figure equates to **4,620 dwellings**.

NOTE 5

Land in or allocated for health care uses

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	1060
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	930
Provisional assessment of total potential from this source (A + B)	**1990**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	3000
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	4500

Outline of Methodology

The methodology involved:

- establishing the overall dwelling increase on already identified sites.
- analysing past trends in development on health land and making an assessment of what potential there would be if these past trends continued.
- consultation with Hertfordshire's health trusts and Hertfordshire Health Authority on their views on the likely scale of future development on health land.

Key Assumptions and Judgements

Residential development on asylum/hospital land over the last decade has reflected policy decisions at the national level which have enabled land to be released for development. The health trusts have indicated that it would not be possible for the health sector to sustain past trends as much of the potential on such sites has been exhausted. A trend based approach to assessing potential for the period 2001-2016 is therefore not appropriate. The Health Trusts have advised that the potential for release of hospital land for residential development should be based on their assessment of releases that are actually likely to take place. This represents a figure of 690 dwellings.

For land in health use other than hospital sites, the Health Trusts have advised that it would be reasonable to undertake an assessment of potential in the period 2001-2016 based on past trends. This approach equates to 240 dwellings. At this stage, this figure has been divided in ten equal parts between districts. The total 'windfall' figure equates to 930 dwellings, which when added to current estimates of potential on already identified sites equates to **1,990 dwellings** in the period 2001-2016.

NOTE 6: Allotments

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	530
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	600
Provisional assessment of total potential from this source (A + B)	**1130**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	670
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	1000

Outline of Methodology

The methodology involved:

- establishing the overall dwelling increase on already identified sites.
- analysing past trends in development on allotment land and making an assessment of what potential there would be if past trends continued.
- making an assessment of the amount of allotment land in Hertfordshire and vacancy rates;
- testing the following scenarios on releasing vacant allotment land for residential development i). assume no further development on allotment land;
  ii). assume recent development trends will continue;
  iii). assume a limited restructuring of allotments will reduce vacancy rates and release land for other uses.

Key Assumptions and Judgements

Development on allotment land has taken place in the past and been justified on the basis of a lack of demand. Current evidence indicates that allotment land will continue to be released for residential development. Calling a halt to any development on allotments would be unlikely. This could be viewed as too prescriptive and as going beyond government guidance.

It is estimated that 960 dwellings would come forward on allotment land in the period 2001-2016 if past trends were to continue. Hertfordshire has a 20% vacancy rate which equates to an area of land sufficient to accommodate in the region of 1,200 dwellings (at a density of 44 dwellings per hectare). If 50% of the vacant allotment land were made available for housing development and the rest to open space or some other use, or simply retained to meet possible increased demand for allotments, this would result in a provision of about 600 dwellings in the period 2001-2016. This figure is divided between districts based on the proportion of total allotment land in each district.
Combining the windfall figure of 600 dwellings with the current estimates of potential on already identified sites of 530 equates to **1,130 dwellings** in the period 2001-2016.

NOTE 7

Other opportunities within urban areas

This is a 'catch all' for all opportunities outside the most accessible areas other than have not been considered separately as discrete 'sources'

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	2840
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	3120
Provisional assessment of total potential from this source (A + B)	**5960**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	3970
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	5960

In recent years large numbers of homes have been permitted on many categories of site other than the main land uses that have been assessed separately. Most of these categories are previously developed land.

The assumption has been made that, overall, past trends will continue. However some types of opportunity are expected to reduce in importance, whilst the contribution to housing supply from other types seems likely to increase.

The contribution to housing supply from redevelopment of derelict horticultural glasshouse sites is expected to decline sharply, as is the contribution from infilling on the 'green field' parts of sites in institutional and leisure uses.

However various types of previously developed site can reasonably be expected to present many more redevelopment opportunities in the future. These include the closure of some garages, telephone exchanges and other redundant utilities. Many more redevelopment opportunities could arise in consequence of community organisations get together to share their facilities more resourcefully and release surplus buildings to raise funds.

The provisional assessment is that, outside the most accessible areas, the many diverse opportunities will result in about **6,000** more homes being provided. This includes about 2,900 on sites already earmarked for development. The overall estimate has been distributed between districts pro-rata, on the basis of the proportion of urban land in the County in each district that is outside the areas surveyed by the consultants.

NOTE 8

Green field sites already identified for housing on the edge of towns

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	13200
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	N / A
Provisional assessment of total potential from this source (A + B)	**13200**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	8310
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	12470

The overall assessment of housing potential includes all greenfield sites that are already identified. A number of smaller green field sites are within urban areas and at villages. The potential on these sites is covered in the assessment of the relevant sources of capacity but it is useful to separate out the green field sites that are located on edges of urban areas.

District councils currently estimate that there is potential to provide about **13,200** more dwellings if all the green field sites that are already identified for housing on the edges of towns were to be released for development. These include sites that already have planning permission and others that are earmarked in the current Structure Plan or reviews of district local plans, but which have not yet got planning permission.

Some of the sites are very large. They include several 'reserve' sites for possible but not yet confirmed local housing needs after 2011, the time horizon of the current round of local plan reviews. Land is reserved for about 2,600 more homes on the edge of Bishops Stortford and about 900 at Panshanger on the edge of Welwyn Garden City. Also included is a figure of 5,000 for the strategic location west of the A1(M) at Stevenage, where the current Structure Plan provides for an initial development phase of this number, some to be completed after 2011.

No figure has been included for land which the draft Broxbourne Local Plan Review to 2011 proposes should be released from Green Belt mainly to meet local needs after 2011, as the County Council has objected to this proposal (as has the Government Office).

NOTE 9

Scope to increase development density, and therefore dwellings, through better design on already identified sites

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A)	Unknown
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	N / A
Provisional assessment of total potential from this source (HCC assessment)	**2640**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	N / A
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	N / A

Background

The new approach in PPG3 on Housing expects that better design of housing developments coupled with increasing density (i.e. increasing the number of homes per unit area of land developed) will reduce the need for green field development.

The Government's good practice guidance emphasises that housing capacity studies must investigate the additional potential to provide more housing on already identified sites through increasing density.

Outline of Methodology

Analysis reveals that, compared with many other counties, relatively high densities are already being achieved on many development sites in Hertfordshire. However a high density approach will not be appropriate on all the other sites.

Consultants (Vincent and Gorbing) were appointed to examine a number of sites that have been developed recently and to make alternative site layout and design proposals to try to increase density. Their proposals illustrate, on average, an increase of about 50% in the number of dwellings on the sites examined, over and above what has actually been built. This level of increase supposes that normal car parking standards are met and that the average size of dwellings is, on average, the same as in the mix of units actually built.

The consultants' ideas involve some design features that developers and others may question. The provisional assessment makes the assumption of an average 25% increase in dwelling numbers on all identified sites that have not yet got detailed planning permission and where district councils currently estimate density will be 40 dwellings or less. (PPG3 on Housing calls for all development to be in the range 30 to 50 dwellings, with higher densities sought in the most accessible locations.)

No allowance has been made for any potential to increase density on sites with detailed permission, or on sites where density is already assessed by district councils to be above 40 units per hectare.

The provisional assessment along the lines outlined above is that further improvements to design which would not jeopardise privacy, adequacy of open space or parking provision could result in about **2,600** more homes. However, about 1,000 of this estimate is on the large edge of town green field sites that are already identified for development. The assessment would need to be revised if it were decided that any of these sites are no longer needed for development.

NOTE 10

Villages

Summary Figures

Sum of district councils' current estimates of potential on already identified sites (A) NB does not include figure for East Herts for analytical reasons explained in main technical report.	620
Assessment of additional potential on 'windfall' sites that are not yet identified (B)	1580
Provisional assessment of total potential from this source (A + B)	**2400**

Number of dwellings from this source of capacity completed in the ten year period 1991 to 2001 (divide by ten to get average annual rate = C)	1010
Additional potential in period 2001 to 2016 ***supposing*** the recent average annual rate of completions were to continue (= C x 15 years)	1550

Background

Whilst the housing capacity study concentrated on the main built up areas that are 'urban' in character, about 10% of people in Hertfordshire live in the many smaller settlements.

A significant number of new homes have been provided at most Hertfordshire villages in recent years. Rural communities will continue to have their own local housing needs and in some villages more residents might help support threatened community facilities and services where these still exist.

Government guidance states that villages should be considered in housing capacity studies.

Outline of Methodology

The policy approach to villages in local plans been studied and an assessment of potential made that on the basis of a continuation of the policy framework that district councils are putting in place for the period to 2011.

Excluding site types that have been considered in other parts of the study (notably rural sites in business, education, health and allotment uses), the provisional assessment is that about **2,200** more homes can be provided at villages in line with the policy framework in the current round of district local plan reviews. This estimate includes already approved developments. It represents a higher annual rate of housing development in villages in the future than in recent years. However the overall numbers are small, especially when divided amongst the large number of villages where some additional development is likely to be acceptable.

NOTE 11

Already identified sites - unimplemented permissions allowance

Summary Figures

(SUBJECT TO CHECKING)

Sum of district councils' current estimates of potential on previously developed land (A)	14,100
Sum of district councils' current estimates of potential on green field land (B)	16,200
Provisional unimplemented permissions allowance (5% of 14,100)	**700**

The 31,000 figure needs to be adjusted downwards to allow for the likelihood that a small proportion of the already identified housing sites will not be developed after all. For example an existing occupier may not be willing to vacate a site for redevelopment, or a site may have separate planning permissions for either housing or a supermarket and the landowner could decide on the latter.

In Hertfordshire the number of sites that have been allocated but not actually developed for housing in recent years has been quite small. The provisional assumption is that about 5% of currently identified housing sites that are on previously developed land will not, after all, become available for housing. No corresponding reduction is considered necessary for green field sites. The 5% assumption results in an 'unimplemented sites allowance' of about **700** dwellings that needs to be deducted from the potential on already identified sites.