

Appendix 1

Herefordshire Local Development Framework

## **ANNUAL MONITORING REPORT 2005-2006**

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## EXECUTIVE SUMMARY

This is the second Unitary Development Plan Annual Monitoring Report (AMR) produced for Herefordshire, in accordance with the Planning and Compulsory Purchase Act 2004. The AMR includes:

- contextual information for Herefordshire,
- an update on the progress of the implementation of the Local Development Scheme,
- an assessment on the extent to which policies in the Revised Deposit Draft UDP are being achieved,
- a comparative study from last years AMR 04-05,
- updates on previous monitoring limitations, and
- identified new or continuing monitoring limitations and actions required.

The report covers the period 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006.

The key monitoring findings for the UDP objectives of this AMR 2005 – 2006 report are set out below:

**Key:** ● = Policy achieving the target ○ = policy not achieving the target ◐ = policy making good progress on achieving the target

UDP Objective	Description	Progress towards the relevant policies	
		05/06 AMR results	04/05 trend
H(1)	To fulfil the requirements for additional dwellings to satisfy local household growth, including those needing affordable housing, as well as migration into Herefordshire, collectively forming the allocation set out in Regional Planning Guidance (RPG11)	●	○
H(2)	To provide the re-use of previously developed land and buildings for housing purposes, in preference to the use of Greenfield land	●	●
H(3)	To promote the more efficient use of land for residential developments	◐	○
H(4)	To fulfil the needs for additional affordable dwellings in the county	◐	○
H(5)	To promote a sustainable pattern of development by ensuring that sufficient new housing is made available in sustainable locations primarily within urban areas and the larger rural settlements	●	●

E(1)	To ensure a balance of employment opportunities throughout the county, through the provision of a portfolio of employment sites to reflect the differing development needs of businesses and to give a choice in terms of size, location, quality and use class	●	●
E(2)	To encourage the use of previously developed land for employment purposes in preference to greenfield land	○	●
E(3)	To avoid the loss of existing employment land and premises to other uses	●	●
T(1)	To promote a sustainable pattern of residential development by ensuring that sufficient new housing is made available in sustainable locations primarily within urban areas and larger rural settlements, taking account of relative accessibility by public transport and the availability of services	◐	New Indicator – no data for 04/05
TCR(1)	To ensure that central shopping and commercial areas continue as the main focus of shopping, employment, services and facilities in Hereford and the market towns, where they are well served by public transport and readily accessible by the community as a whole by means other than the private car. To safeguard and improve local village centres that are readily accessible by walking and cycling	◐	○
RL(1)	To promote opportunities for new and improved recreation, leisure and sports facilities in sustainable locations	◐	◐
M(1)	To ensure the continued supply of primary extraction aggregates for the local construction industry and to satisfy the wider aggregate needs arising in the region	●	●
M(2)	To ensure the use of secondary aggregates and recycling	◐	◐
W(1)	To achieve a more sustainable waste management process by using the BPEO methodology and taking into account the principles of the waste hierarchy, the proximity principle and regional self-sufficiency	●	●
NHH(1)	To conserve and enhance the natural heritage of the county and avoid, wherever possible, adverse environmental impacts of development. To minimise any unavoidable adverse environmental impacts by means of measures to mitigate or compensate for any loss or damage, including restoration or enhancement, provision of replacement features and future management	◐	◐

## Section 1: INTRODUCTION

### Legislative Requirement for Production of Annual Monitoring Reports

- 1.1 The Planning and Compulsory Purchase Act 2004 introduced a new system of development plans, which at local level requires local planning authorities to replace Unitary Development Plans (UDP's) (or local plans) with Local Development Frameworks (LDF's).
- 1.2 Paragraph 4.45 of Planning Policy Statement 12 (PPS12) states that the regular review and monitoring of development plans is a fundamental feature of the Government's plan, monitor and manage approach to the new planning system. The introduction of mandatory Annual Monitoring Reports (AMR's) was thus brought about through the requirements of Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004. From 2005 it is a legal requirement for local authorities to produce an AMR each year, based on a period running from 1<sup>st</sup> April to 31<sup>st</sup> March. Each AMR must be submitted to the Secretary of State no later than the following 31<sup>st</sup> December.
- 1.3 AMR's are required to assess:
  - (a) the implementation of the Local Development Scheme (LDS); and
  - (b) the extent to which policies in the Local Development Documents are being achieved.

### Herefordshire AMR 2006

- 1.4 This is the second AMR produced by Herefordshire and is likely to vary somewhat from future reports produced in subsequent years, as the LDF progresses through the early stages of preparation into implementation. A revised Local Development Scheme has been completed, which updates the list of documents to be included in the LDF and revises the timetable for their production. Progress towards the implementation of this timetable can therefore be gauged. However, since no LDF policies are yet in place, this AMR is concerned with the assessment of policies contained in the emerging UDP.
- 1.5 The emerging UDP is now in its latter stages of preparation and it is expected that it will be formally adopted in Spring 2007. The Council is committed to completing this Plan under legislation referred to as 'transitional arrangements'. Once adopted, the UDP will be saved for a three year period while the authority moves over to the new LDF planning system.
- 1.6 The emerging UDP policies (Revised Deposit Draft 2004) are monitored in this Annual Monitoring Report rather than those contained in the adopted structure and local plans covering the County. This is due to the housing and employment targets contained within the adopted plans only covering the period up to 2001. In addition, some of the policies within the plans are no longer consistent with national or regional guidance. Therefore, there would be little benefit in assessing their implementation. Although it is recognised that the UDP is not yet a statutory development plan, the policies do carry

significant weight now that the Deposit Draft policies have undergone scrutiny through a Public Inquiry and an Inspector's Report has been received. Consequently the emerging UDP is now deemed to be a material consideration under Section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended). Subsequent AMR's will also be monitoring the 'saved' UDP policies during the transition to the new LDF system; it is therefore prudent to adopt a consistent approach to the preparation of AMR's from the outset. This AMR follows the same format as last year with minor changes incorporating best practice such as less repetitiveness and tables replacing the written word as in the new executive summary.

## **Content and Format of this Annual Monitoring Report**

- 1.7 In this AMR the aim has been to use, as far as possible, the guidance provided on the structure of such reports in the ODPM (now DCLG) document 'Local Development Framework Monitoring: A Good Practice Guide' and subsequent emerging best practice guidance. The preferred method outlined follows the *objectives-policies-targets-indicators* approach used to monitor regional planning guidance (now Regional Spatial Strategies) and to apply this to LDF monitoring. This requires the setting out of clear objectives, policies, targets and indicators within LDF's to facilitate implementation, monitoring and review.
- 1.8 Although the objectives-policies-targets-indicators method is an approach that can readily be utilised in monitoring of forthcoming LDF documents, this second AMR has to be undertaken in the context of existing UDP policies, which are not set out in the ideal format for following this methodology. Consequently the AMR will utilise elements of the Revised Deposit UDP's "Part II Topic Area Aims and Objectives" to set out the objectives component of the report and use targets set out in policies where available.
- 1.9 In order to present a setting for subsequent information detailed in the report, a number of *contextual indicators* have been identified. These establish a profile for Herefordshire and provide a quantified description of the wider socio-economic, environmental and demographic background against which planning policies and strategies are operating.
- 1.10 The report follows broadly the thematic division of the chapters in the UDP. It is divided into core subjects such as housing, employment, retail etc, for which there is available data. Once the *objectives* of each topic area are identified, the appropriate policies linked to each of the objectives are set out.
- 1.11 Where the UDP policies express a specific requirement to be met, this is identified as a *target* within the report, against which progress can be measured. Where appropriate, national and regional targets are referred to, as well as local ones.
- 1.12 There are a number of instances where it is not possible to identify specific targets against which to measure how policies of the UDP are being implemented. This is because certain objectives do not lend themselves to target setting in the context of the UDP alone. In many cases the Plan is one means of helping to achieve wider social or environmental aims and the application of specific targets have not been set through the UDP, however the new planning system will be seeking to address this through Sustainability Appraisal and Strategic Environmental Assessment.

- 1.13 The report sets out a number of *core* and *local indicators*. These are used to measure performance of policy aims against a target, or where there is no identified target; performance is measured against an objective. Each indicator is cross-referenced with those relevant policies of the UDP that are the key tools used to achieve the objectives and targets.
- 1.14 Throughout the report there are sections of analyse which interpret the monitoring results and provide additional comment on areas where data is lacking or where future monitoring could be enhanced to improve the measurement of policy implementation.

### **Limitations of the Annual Monitoring Report**

- 1.15 Annual monitoring of various kinds is an essential and major undertaking for the Council. The number of topics that could potentially be monitored is almost limitless in an ideal world. Nonetheless, the authority has a restricted resource base from which to undertake such exercises and accordingly, within the AMR, prioritisation has taken place over which elements of the UDP are to be monitored. Previously, several annual monitoring projects were carried out in respect of land use planning matters. The AMR now brings these monitoring exercises together requiring additional monitoring in other areas. Statistics and facts on individual planning applications from the Council's IT system, together with results of annual housing, employment and retail monitoring studies (amongst others) make up the bulk of data used to compile this AMR.
- 1.16 Throughout this report updates have been given on the identified data gaps reported in last years AMR. It continues to be apparent that there are deficiencies in the monitoring information currently gathered and available. Where such gaps in data are identified, the AMR continues to set out steps that could be taken to improve future data collection and provide a more comprehensive approach to the monitoring of the effectiveness of development plan policies. Some improvements may be possible in the short term and others may require a longer term approach due to a combination of the necessity for increased resource input than is currently available, improvements in computer or other work systems and staff training requirements.



## **Section 2: HEREFORDSHIRE'S PROFILE**

### **Setting the Context for Policies of the UDP: Contextual Indicators**

#### **Regional Context**

- 2.1 The UDP has been prepared in the context of the West Midlands Regional Spatial Strategy (formerly Regional Planning Guidance – RPG11). The West Midlands Regional Spatial Strategy (RSS) is part of the national planning system. Its main purpose is to provide a long term land use and transport planning framework for the Region. It determines (amongst other things) the scale and distribution of housing and economic development across the Region, investment priorities for transport and sets out policies for enhancing the environment. Also incorporated into the RSS is the Regional Transport Strategy.
- 2.2 The RSS has statutory status and all local development plan documents (including LDF's) must conform to its principles, policies and proposals. The RSS was published in June 2004 by the ODPM. In approving the document, the Secretary of State identified a number of policy issues that need to be addressed in future revisions of the document. These revisions are now being brought forward on a multi-track basis. The first phase, focusing on a 'Black Country Sub-Regional Study' was submitted to the Secretary of State at the end of May 2006. Phase 2 commenced in November 2005 and includes housing figures, employment land, transport and waste. Options for Phase 2 are likely to emerge early in 2007. Work on Phase 3 will begin in 2007 and will be looking at: critical rural services, recreational provision, regionally significant environmental issues and provision of a framework for Gypsy and Traveller sites.
- 2.3 The Regional Economic Strategy (RES) produced in 1999 jointly by Advantage West Midlands (AWM) and the West Midlands Regional Assembly offers a 10 year vision for economic development, which is set within the overall framework of the RSS (formerly RPG11). The Strategy recognises the challenges and opportunities represented by areas such as Herefordshire and identifies actions such as workspace and infrastructure as key elements of local economic development. The RES is currently undergoing a review and an update on its progress will be provided in next years AMR.
- 2.4 Herefordshire's economic vulnerability is reflected in and recognised by its inclusion in a wide range of European, national and local funding and other initiatives. These include EU Objective 2, UK Government, Single Regeneration Budget and Countryside Agency's Market Towns Initiative and AWM Regeneration Zone and Rural Development Programme. The UDP's overall development strategy has been developed alongside the strategic approach being taken through Objective 2 and the Rural Regeneration Zone. Regeneration activity is to be concentrated in key locations with the greatest potential to create sustainable employment growth and maximise employment opportunities, to the benefit of the wider rural areas.

- 2.5 A Regional Housing Strategy was submitted to ODPM (now DCLG) in June 2005. It covers the period 2005-2021. Two primary aims of the strategy are; to give confidence to developers that the West Midlands is committed to develop and support vibrant housing markets within the context of the Urban and Rural Renaissance policies of the RSS; and to develop sustainable housing and sustainable communities. Both the UDP and the Council's Housing Investment Strategy 2000/2003 have been developed against a background of joint working at Regional level, including the Regional Housing Partnership, the GOWM and Herefordshire Council's annual Regional Housing Statement.

## Geography

- 2.6 Area of Herefordshire: 217,973 ha (square miles).
- 2.7 The main geographical feature of the County is the River Wye, which enters Herefordshire near the Welsh town of Hay-on-Wye, flows east to Hereford and then southwards, leaving the County at the Wye Gorge, downstream of Ross-on-Wye. Most parts of the County are drained by the Wye river system, although parts of the east and south east are in the Severn Valley and the north is drained by the River Teme, a tributary of the Severn.
- 2.8 The County's landscape is one of rolling hills and wide river valleys interspersed with small villages. The eastern edge of the County borders with Worcestershire that runs along the line of the Malvern Hills, which rise to over 400 metres above sea level. The Black Mountains in the south west of the County form another elevated area.
- 2.9 The City of Hereford is the major centre for civil and ecclesiastical administration, health, education and leisure facilities, shopping and employment. Five market towns surround the City at about 10-15 miles distant: Leominster to the north, Bromyard to the north east, Ledbury to the east, Ross-on-Wye to the south east and Kington to the west.

## Population

- 2.10 Herefordshire has a total population of approximately 178,800 (*ONS Mid-Year Estimate 2005*), an increase of 1,000 since last years mid-year AMR reported estimate. The county is sparsely populated, with the fourth lowest county population density in England. Just below one-third of the population lives in Hereford City, about a fifth in the market towns and almost half in rural areas.
- 2.11 The following table shows a breakdown of the County's population figures showing those living in Hereford and the market towns, based on the 2001 Census information.

**Figure 1: Herefordshire's Urban Population**

Hereford	Leominster	Ross-on-Wye	Ledbury	Bromyard	Kington
54,850	11,100	10,100	8,850	4,150	2,600

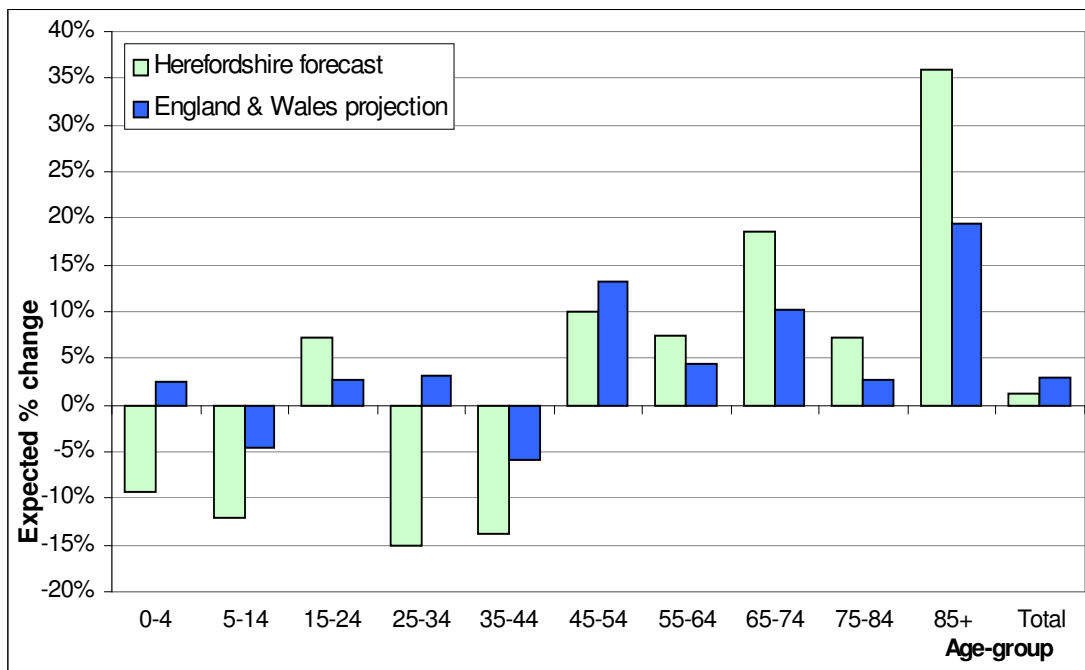
(Source: 2001 Census)

- 2.12 The number of deaths per annum is currently about 1,900, whilst the annual number of births is lower at about 1,600. In 2002 Herefordshire's birth rate

was about 1.6 children per woman, which is slightly below the rate for England and Wales of 1.65 and further below the West Midlands regional rate of 1.75. Between 1998 and 2005 the population increased by 5.0%, entirely due to net inward migration into the county, mainly from neighbouring English counties and the South East. This rate of growth was faster than that experienced by the rest of the West Midlands (1.9%) and England and Wales (3.6%).

- 2.13 The county's population has a considerably older age profile than that for England and Wales. 23.4% of the population is over retirement age, compared with 18.7% nationally, and there are fewer persons of working age (58.3% compared with 62.0%).

**Figure 2: Expected Population Change from 2005-2011 in Herefordshire (forecast) and England and Wales (projected)**



(Source: GAD & Research Team, Herefordshire Council using ONS Mid-Year Estimates)

- 2.15 Figure 2 above provides an overview of the expected population changes from 2005-2011. Herefordshire Council's Research Team produces population forecasts for the County, which take into account future housing provision anticipated through the UDP. The current forecasts (as at August 2006) are based on the 2004 mid-year estimate of population published by the Office for National Statistics (ONS). As a consequence of more restrictive planning policies, between 2005 and 2011 the population is forecast to grow by 1.1%, which is about the same as the national projection for England & Wales (2004-based projections, GAD). However, the number of under 16s is expected to fall by 10.6% (national fall 2.7%); the number of working age residents to fall by 1.6% (2.6% growth nationally); and the number who are of retirement age and above to grow by 17.3% (10.4% nationally).

- 2.16 Most dramatically, the number of people aged 85 and over is expected to rise by a further 35.9%, to 5,980 residents, compared with a national increase of 19.4%.

## Employment

- 2.17 The Labour Force Survey measures the number of residents in an area who are employed both within and outside the County. The number of Herefordshire residents in employment in 2003/2004 was 87,000 (reported in last years AMR in error as 81,000). This comprised 78.6% of the population of working age, higher both in the West Midlands region (73.4%) and nationally (74.3%), and also higher than most neighbouring counties. *(Source: Herefordshire Economic Assessment 2005-2007)*
- 2.18 The narrow economic base inherited from pre-industrial times largely persists in Herefordshire. Whilst it can be argued that Herefordshire still has a dependency on food production and processing and rural resource management, where previously administrative services and tourism have also been evident, the potential economic vulnerability has indeed resulted in a decrease in these areas. With continued diversification in Hereford and the market towns into more specialised manufacturing and service sectors (including wholesale retail and repair services and health and social work) these are now the sectors employing the most people in Herefordshire.
- 2.19 Outside agriculture, more employment is in declining sectors and less in growth sectors than the national economy, partly reflecting the prevalence of small-scale farming. The business size profile is characterised by a few large employers, mainly in the food processing sector, very few medium sized enterprises and a great number of small firms.
- 2.20 Figure 3 shows a breakdown of employment by sector using Annual Business Inquiry (ABI) data, the latest for which was 2004, released in 2005. Due to the way that this data is collected the table excludes information on the self-employed. The wholesale, retail and repair trades sector employs the most people in Herefordshire (20% of all employees, followed by manufacturing (17%) and health and social work (14%). These three sectors account for 51% of employees. This pattern is broadly similar to that in the West Midlands region, which used to employ most people in manufacturing, but which has seen a change over recent years.
- 2.21 As previously stated, the data collected does not include self-employed people. At the time of the 2001 census there were 17,119 people self-employed in Herefordshire (20% of the working population), an important factor in Herefordshire since more people are self-employed here than in other areas. Furthermore, the ABI underestimates the number of employees working in the agriculture and fishing sector as farmers are classed as proprietors (self-employed) rather than employees.
- 2.22 The sectors with the largest increase in employees since last years AMR 2004-2005 were education and transport, storage and communication, (18% and 17% respectively). Agriculture, construction and health and social work employee numbers have also increased. In contrast a decrease of 1,000 employees (20%) in the hotel and restaurant sector and a decrease of 500 employees (19%) in the public administration and defence sector has been observed. *(Source: Herefordshire Partnership February QER 2006)*
- 2.23 Statistics collected for the purposes of the Herefordshire Economic Assessment 2005-2007 and the quarterly economic report 2005 show that unemployment rates in Herefordshire increased by 7% from 1,459 in October

2004 to 1,563 in October 2005. Both the West Midlands (16%) and Great Britain (8%) saw increases in October 2005 from October 2004 figures. Herefordshire's unemployment remains lower than the region (by 1.5%) and nationally (by 2.3%) and has overall been falling steadily over the last five years or so, in line with regional and national trends.

**Figure 3: Employment by Sector (excluding self employed)**

Industry	Herefordshire		West Midlands	England
	No.	%	%	%
Agriculture, hunting and forestry	4,091	5.9	0.8	0.8
Electricity, gas & water supply (primary)	100*	0.1	0.5	0.4
Mining & quarrying (primary)	100*	0.1	0.1	0.1
Manufacturing industries	11,685	17.0	16.6	11.9
Construction	4,136	6.0	4.3	4.4
Transport, storage & communications (distribution, transport etc.)	2,794	4.1	5.4	6.0
Wholesale and retail trade and repair trades (distribution, transport etc.)	13,679	19.9	18.5	18.1
Hotels & restaurants	4,164	6.0	6.2	6.8
Real estate, renting & business activities	6,671	9.7	14.2	16.5
Financial intermediation (business & other services)	813	1.2	3.0	4.1
Other community, social & personal service activities (business & other services)	2,829	4.1	4.5	5.1
Education (public sector)	6,103	8.9	9.6	9.1
Health & social work (public sector)	9,512	13.8	11.3	11.3
Public administration & defence; compulsory social security (public sector)	2,204	3.2	4.9	5.3
<b>Total employees</b>	<b>68,906</b>			

\*Figures are rounded to the nearest 100. (Source: ABI 2004 full & part-time employees)

2.24 Further data from the Herefordshire Partnership November Quarterly Economic Report 2005 indicates that Herefordshire has an annual gross median earnings of £19,355, lower than the region by £1,778 (8%) and nationally by £3462 (15%). In addition, employees in the County work longer hours than their regional and national counterparts.

## Housing

2.25 The 2001 Census classified housing tenure into four categories: owned outright, buying, rented privately and rented from local authority/housing association. Figure 4 shows the percentage of households with different types of tenure in the County as compared to the region and to England and Wales. Herefordshire has a higher proportion of houses which are owned outright – this would be expected to follow from the County's age distribution, with its higher than average number of older people (particularly the over 60's) who are likely to have paid off a mortgage.

2.26 The proportion of socially rented properties in Herefordshire is lower than the average. Since November 2003 when the Council transferred its housing stock, all the socially rented units are rented from Registered Social Landlords (RSL's) (housing associations). Although 26 RSL's have a presence in the County it is primarily 6 RSL's, whom between them, own the bulk of Herefordshire's social housing. Most social housing is found in Hereford and the market towns, but four rural parishes (Colwall, Kingstone, Credenhill and Weobley) had over 100 units of social housing (in 2001) and 51 parishes had 20 units or more. (Source: *Herefordshire Economic Assessment 05-07*)

**Figure 4: Housing Tenure**

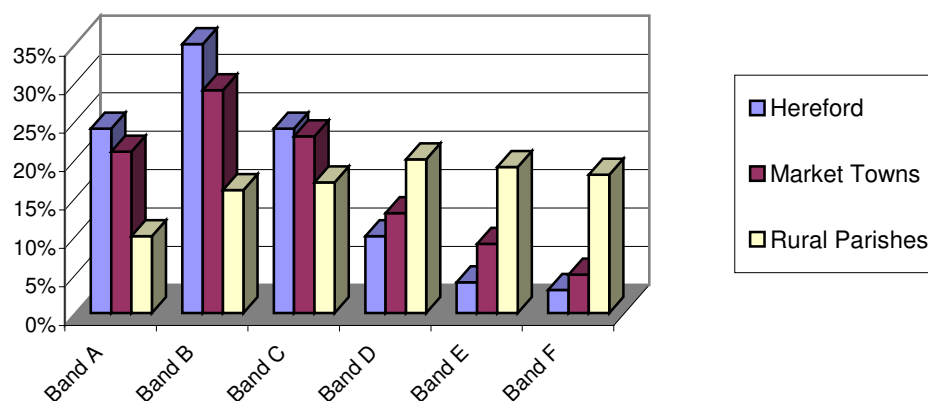
Tenure	Herefordshire	West Midlands Region	England & Wales
Owned outright	36%	30%	29%
Owned with a mortgage or loan	35%	39%	39%
Shared ownership (i.e. part rent / part mortgage)	0.86%	0.67%	0.64%
Socially rented from a Housing Association or from the Council	15%	21%	19%
Privately rented or 'other' (includes tied homes)	13%	10%	12%

(Source: 2001 Census)

2.27 The Herefordshire Partnership November Quarterly Economic Report November 2005 (covering July – October 2005) contains data on housing affordability, obtained from a Joseph Rowntree Foundation (JRF) study. The study focuses on working households between the ages of 20 and 39, as these are more likely to be first time buyers and experience property affordability issues. Out of 375 authorities in England and Wales, 37 authorities have a ratio of average property price to median income of over 5.5. Herefordshire is one of 2 authorities in the West Midlands with low incomes and very high house prices, making it particularly difficult to afford to buy here, the other being South Shropshire coming out as less affordable. This is further supported by the fact that house prices have increased by 12.7% overall between 2004 and 2005 whilst average earnings have only increased by 3.2%. (Source: *State of Herefordshire Report 2006*)

2.28 The distribution of Council Tax Bands was not available for 2005/2006, however this contextual indicator will be reported in next years AMR. The data shown below is that from last years AMR 2004/2005, however the distribution has largely remained unchanged from last year to this, according to the Council Tax department of Herefordshire Council. Figure 5 illustrates the variations for the 04/05 AMR.

**Figure 5: Distribution of Council Tax Bands in Herefordshire**



(Source: Herefordshire Council 2004)

## Skills

2.29 Figure 6 and 7 provide data on levels of literacy and numeracy in Herefordshire compared with regional and national statistics. The results are grouped into low, lower and very low. These categorisations are those used by the Basic Skills Agency. 'Low' means on the borderline of functional literacy and numeracy. Those falling within this category may need little, if any instruction to reach the national average. 'Lower' denotes those who have some skills, although these may be weak. This group of adults may have difficulties in coping with at least some of the everyday literacy and numeracy requirements. 'Very Low' – most adults in this group need intensive instruction to bring them up to the basic level.

2.30 In Herefordshire the five wards with the highest levels of poor numeracy are Belmont (42%), St. Martins (35.3%), Leominster North (30.2%), Hinton (29.6%) and Holmer (28.6%). (Source: Herefordshire Economic Assessment 2005-2007)

**Figure 6: Estimated Numeracy Levels Locally, Regionally and Nationally**

	Low %	Lower %	Very Low %	Total %
Herefordshire	10.3	7.5	6.0	23.8
West Midlands	13.7	8.6	7.4	29.7
England	12.0	7.0	5.0	24.0

(Source: Basic Skills Agency 2001)

2.31 In Herefordshire the five areas with the highest levels of poor literacy are Belmont (36%), Merbach and Castle (both 35%), St. Martins (32.5%) and Golden Cross (31.7%). According to the West Midlands Household Survey 2002, 93% of respondents in Herefordshire have neither numeracy nor a literacy deficiency. This compares favourably with the average for the region, which was 89%. (Source: Herefordshire Economic Assessment 2005-2007)

**Figure 7: Estimated Literacy Levels Locally, Regionally and Nationally**

	Low %	Lower %	Very Low %	Total %
Herefordshire	17.7	3.5	4.2	25.5
West Midlands	15.8	5.9	6.1	27.9
England	15.0	5.0	4.0	24.0

*(Source: Basic Skills Agency 2001)*

### Deprivation

- 2.32 The ODPM (now DCLG) produced an Index of Multiple Deprivation in 2004. This combines data for several indices of deprivation; income, employment, education, health, access to suitable housing, geographical isolation, living environment and crime.
- 2.33 There are seventeen deprivation hotspot areas in Herefordshire, including Hereford City Centre, South Wye area, south of the river and Leominster (Ridgemoor area) that fall into the 25% most deprived areas in England.
- 2.34 Nine areas in Herefordshire fall within the 25% most deprived in England for employment; six of these are in Hereford City (one of these falling within the 10% most deprived nationally), two in Leominster and one in Bromyard. In terms of income, ten areas of the County fall within the 25% most deprived in England, with two areas also in the 10% most deprived. Eight of these ten areas are in Hereford City, one in Bromyard and one in Leominster. A large proportion of rural Herefordshire is very deprived in terms of geographical access to services. *(Source: State of Herefordshire Report, 2006)*

### Environment

- 2.35 Herefordshire contains a wealth of listed buildings, registered parks and gardens, scheduled ancient monuments and conservation areas. These add to the special built quality and environmental character of many areas of the County and their protection and enhancement is recognised as an important ingredient for economic and neighbourhood renewal. Figure 8 provides a breakdown of the numbers of such historic environments.

**Figure 8: Herefordshire's Historic Environment**

Listed Buildings (Grades I, II & II*)	Registered Parks & Gardens	Scheduled Ancient Monuments	Conservation Areas
*5,918	24	262	64

*(Source: \*English Heritage & Herefordshire Council)*

- 2.36 Herefordshire is considered to be the West Midlands' most rural county and boasts a quality of landscape that is nationally acclaimed. Herefordshire has two landscape areas of national significance, the Wye Valley Area of



Outstanding Natural Beauty (AONB) in the south and Malvern Hills AONB in the east. Both are supported by management plans, which seek to conserve landscape character through various forms of land management. The UDP, through its policies, looks to complement the management plans, reconcile development needs and visitor pressure with the conservation of the AONB's landscape and natural resources, and restore vulnerable and degraded landscapes when opportunities arise.

2.37 The UDP policies have been informed by a systematic assessment of landscape character, rather than reliance on local designations to give added protection to important areas of landscape not covered by national designations. The countywide Landscape Character Assessment undertaken by Herefordshire Council will be instrumental in the determination of development proposals. Policies ensure that development proposals throughout the County will need to clearly demonstrate that their design and layout incorporate opportunities to conserve, restore and enhance distinctive landscape character and, where necessary and appropriate, any prominent landscape features. Proposals must also pursue environmental and maintenance arrangements to ensure environmental benefits are maintained over time.

2.38 The County is host to many important habitats and species. The importance of the nature conservation and geological resources is reflected in the number and variety of international, national, and local designated sites. Figure 9 identifies the types and numbers of such designations across Herefordshire. An additional designation that was not reported in last years AMR is that for Sites of Importance for Nature Conservation (SINCs). These have the same level of protection as Special Wildlife Sites (SWSs) and as such was felt that these should also be included.

**Figure 9: Conservation Designations in Herefordshire**

Special Areas of Conservation (SAC's)	Sites of Special Scientific Interest (SSSI's)	National Nature Reserves (NNR's)	Special Wildlife Sites (SWS's)	Sites of Importance for Nature Conservation (SINCs)	Local Nature Reserves (LNR's)	Regionally Important Geological Sites (RIGS)
4	77	3	709	56	7	87*

*(Source: Herefordshire Council Biological Records Centre, \* Earth Heritage Trust)*

2.39 In addition to the aforementioned sites, a further 20 sites are under review for designation as RIGS and results of this should be available for the next AMR. Herefordshire also contains areas of archaeological importance. It is recognised that archaeological remains are a valuable but fragile part of our heritage; once destroyed they can never be replaced. Maintaining this resource is an important part of the Council's commitment to conservation. The UDP's policies aim to protect and enhance archaeological sites and their wider settings. In addition to a large number of nationally designated Scheduled Ancient Monuments, the County also contains non-scheduled but nationally important archaeological sites and those of regional and local importance. Such areas are afforded protection through UDP policies.

- 2.40 The archaeological importance of Hereford city centre was recognised by the designation in 1983 of a large part of the central area as an Area of Archaeological Importance (AAI). Designation confers on developers and their agents the duty of giving prior notification of new proposals to Herefordshire Council, which has a statutory right to enter the site to make records concerning all development.
- 2.41 In addition to the above, the Council are also striving to improve geological diversity, known as geodiversity, through developing a Geodiversity Action Plan (GAP). A consultation document is currently under preparation and due to go out on consultation in November of this year. It is hoped that following funding approval in early 2007 that the final draft document and implementation of the GAP will take place later in the year. An update on this will be provided in the next AMR. *(Source: Earth Heritage Trust).*

## **Section 3: LOCAL DEVELOPMENT FRAMEWORK PREPARATION**

### **Monitoring the Local Development Scheme**

#### **Introduction**

- 3.1 This section reports on progress in achieving the timetable and milestones set out in the Council's Local Development Scheme (LDS). The LDS is a project plan setting out the planning policy documents that the Council intends to prepare over a three year period. The relevant version of the Scheme is that operative from January 2006.
- 3.2 Each proposed Local Development Document identified in the LDS is listed below, with a brief review of progress in meeting the milestones and timetable in the reporting period. Progress on the Unitary Development Plan is also reported. Where slippage in the original timetable is identified, this is explained and an indication of the revised timetable given. Timetable revisions will be incorporated in a formal review and roll forward of the LDS in the early part of next year.

#### **Unitary Development Plan**

- 3.3 In 2005-6 work continued to progress the Unitary Development Plan to adoption, forming the main priority focus for staff and other resources. The Public Inquiry closed in June 2005. The Inspector's Report was received in March 2006 and Proposed Modifications were placed on public deposit in September. The Plan remains scheduled for adoption in April 2007.

#### **Statement of Community Involvement**

- 3.4 The Statement of Community Involvement has been prepared in line with the LDS timetable, with public participation on the draft statement, taking place as planned in January 2006. The Council is on target to meet the remaining milestones, with submission to the Secretary of State and pre-examination consideration of representations having been completed.

#### **Core Strategy**

- 3.5 The LDS proposes that work should have commenced on the Core Strategy in November 2005. Commencement was delayed however by the need to continue to give priority to work on the UDP, including factual checking of the Inspector's Report and work on the Proposed Modifications, as well as calls on limited staff resources by other projects, notably the preparation of formal advice to the Regional Assembly as part of the current review of the Regional Spatial Strategy (RSS).
- 3.6 The timetable of the RSS review has itself been revised by the Regional Assembly during the year. This was in order to allow the further consideration of household projections published by Government in April, further discussions with the strategic authorities on their submitted advice, greater alignment with the review of the Regional Economic Strategy, and completion of a number of technical studies. As a consequence, the options stage of the

RSS review was delayed from September 2006 to January 2007, with submission to the Secretary of State postponed from June to December 2007.

- 3.7 The LDS is to be reviewed to ensure alignment between the new RSS review timetable and that proposed for the Core Strategy. This is in order to ensure that proper account can be taken of the RSS review in developing the Core Strategy. Work on the Core Strategy commenced in September 2006.

### **Whitecross High School SPD**

- 3.8 Work commenced on this SPD in July 2005 with public participation in October. In response to concerns raised, a scoping Transport Assessment was carried out and discussed at a public meeting in January 2006. Adoption was delayed beyond the LDS date of March 2006 by the consideration of implications arising from the UDP Inspector's Report. The SPD was adopted in June 2006.

### **Edgar Street Grid SPD**

- 3.9 This SPD is to provide further guidance for the Edgar Street Grid (ESG) area of Hereford, proposed as a focus for regeneration in the UDP following a masterplan for the area prepared by the Council and Advantage West Midlands. A separate company, ESG Herefordshire Ltd, has been established by the funding partners to lead the regeneration.
- 3.10 The LDS envisaged that preparation of the SPD would commence in October 2005 with public participation in May 2006, leading to adoption in March 2007. It has been necessary to revise this timetable. This reflects the priority given to continuing work on the UDP and consideration of the UDP Inspector's Report. In addition, further work has been commissioned by ESG Herefordshire Ltd, to review the original masterplan for the area, provide further urban design guidance, and undertake retail analysis. Further consideration is also to be given to transport, flooding and archaeology aspects. These studies are now underway, and it will be necessary to ensure through appropriate programming that their conclusions are properly reflected within the SPD.
- 3.11 The SPD commenced in June 2006 and is on target for adoption in October 2007. The LDS will be reviewed to reflect the revised timetable.

### **Planning obligations SPD**

- 3.12 Commencement of work on this document was delayed from November 2005 to April 2006, again due to the need to direct resources to the UDP. However, a consultation on options was undertaken in August. A revised timetable will be included in the LDS.

### **Shobdon Development Brief SPD**

- 3.13 Work commenced on this SPD in January 2006 and the document has been prepared in accordance with the targets and milestones set out in the LDS. The SPD was adopted in September 2006.

## **Sustainability Appraisal**

- 3.14 Finally, towards the end of the reporting period work commenced on the production of an overall scoping report for the Sustainability Appraisal of the Local Development Framework. Details of this process and the intended timetable will be included within the revised LDS.

## Section 4: HOUSING

### Objective H(1)

To fulfil the requirements for additional dwellings to satisfy local household growth, including those needing affordable housing, as well as migration into Herefordshire, collectively forming the allocation set out in Regional Planning Guidance (RPG11).

#### 4.1 UDP Policies relating to Objective H(1)

- S3 Housing (strategic policy setting out the housing provision figures and general aims and objectives of housing policies)
- H2 Hereford & the market towns: housing land allocations
- H5 Main villages: housing land allocations
- H6 Housing in smaller settlements
- H9 Affordable housing
- H10 Rural exception housing

#### 4.2 Target H(1)

Meet UDP requirement of 12,200 dwellings to be provided within the period 1996-2011 (as proposed to be modified, September 2006).

#### 4.3 Core Indicators H(1)

Housing trajectory showing;

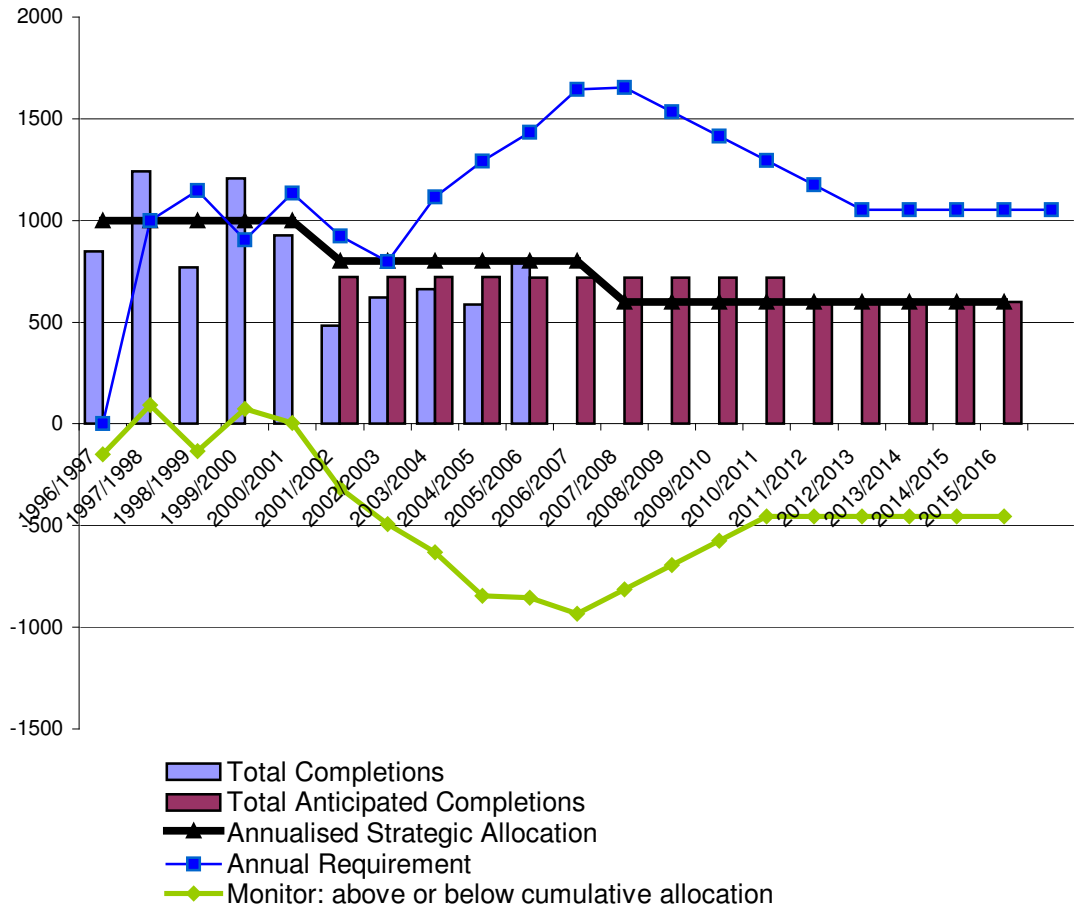
- net additional dwellings since the start of the UDP period (1996)
- net additional dwellings for the current year
- projected net additional dwellings over a 10 year period from anticipated UDP adoption
- the annual net additional dwelling requirement
- annual average number of net additional dwellings needed to meet overall housing requirements, having regard to performance in previous years.

4.4 A large amount of information is already collected on an annual basis on housing land availability and other features of housing supply and characteristics of new residential development. Each year the Forward Planning Team prepares a Housing Land Study report. These provide important aids in the monitoring of Regional Planning Guidance (and now the Regional Spatial Strategy) requirements and help in the formulation of assumptions for the emerging development plan documents. The data available through the Housing Land Studies has been used to collect information for this AMR and will continue to be a valuable information source in the future.

4.5 Figure 10 shows the housing trajectory as at the beginning of April 2006. It shows the actual housing completions that have taken place during the UDP period between beginning of April 1996 and end of March 2006. The graph also shows the annualised strategic allocation up to 2016. This rate is based upon the annual average rate of housing provision for Herefordshire as set out in Table 1 of the Regional Spatial Strategy (RPG11, June 2004).

4.6 The graph shows that the rate of housing completions between 2001/2 and 2004/5 was below that required to achieve UDP housing targets, however, this was largely due to the delay in releasing a number of larger housing allocations included within the UDP and subject to objection. The recent release of a number of these sites resulted in an increase in the rate of housing completions in the County during 2005/6 (791 completions) as can be seen in Figure 10 below. In addition the housing requirement for Herefordshire in the RSS is set as a maxima.

**Figure 10: Housing Trajectory 1996-2016**



(Source: Herefordshire Council 2006)

## Objective H(2)

To promote the re-use of previously developed land and buildings for housing purposes, in preference to the use of greenfield land.

### 4.7 UDP Policies relating to Objective H(2)

- S3 Housing (strategic policy setting out the housing provision figures and general aims and objectives of housing policies)
- H2 Hereford & the market towns: housing land allocations
- H5 Main villages: housing land allocations
- H6 Housing in smaller settlements
- H8 Agricultural & forestry dwellings and dwellings associated with rural businesses
- H14 Re-using previously developed land and buildings

### 4.8 Targets H(2)

There is a UDP target, in line with that contained in the Regional Spatial Strategy, to aim to achieve 68% of new dwellings on previously developed land and buildings over the period 2001-2011 (policy S3 Proposed Modifications, September 2006). In addition there is a national target to achieve 60% of new housing on previously developed land by 2008 (PPG3).

### 4.9 Core Indicator H(2)

The percentage of new and converted dwellings on previously developed land.

4.10 Figure 11 provides a breakdown of this year's housing completions, indicating those on previously developed land. It shows that the proportion of new dwellings built on previously developed land is higher than that required by national targets (60% of new housing on previously developed land).

**Figure 11: Housing Completions**

	<b>Actual Completions 05-06</b>	<b>Proportion of Total 05-06</b>	Actual completions 04-05	Proportion of Total 04-05
Former Residential	162	20%	202	34%
Former Employment	141	18%	93	16%
Other Brownfield	261	33%	130	22%
<b>Total Previously developed</b>	<b>564</b>	<b>71%</b>	<b>425</b>	<b>72%</b>
<i>Greenfield</i>	<i>227</i>	<i>29%</i>	<i>162</i>	<i>28%</i>
<b>Total Completions</b>	<b>791</b>	<b>100%</b>	<b>587</b>	<b>100%</b>

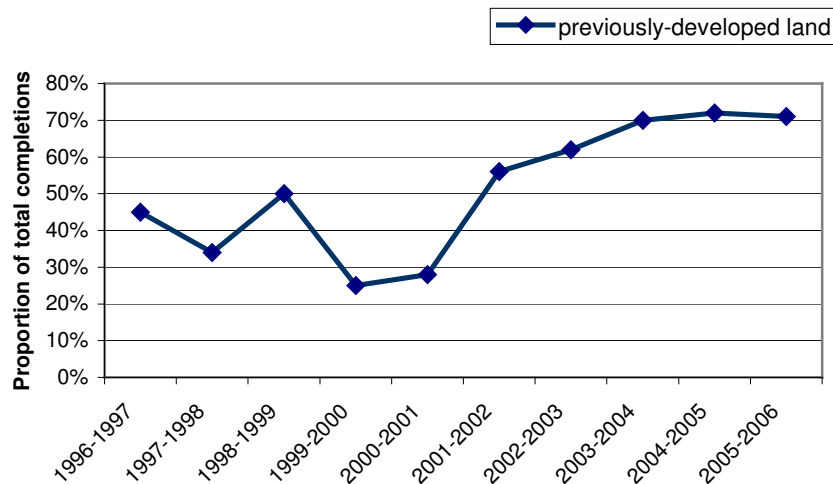
(Source: Herefordshire Council Housing Land monitoring 2006)



#### 4.11 Local Indicator H(2)

The annual percentage of total completions occurring on previously developed land since the commencement of the UDP period (1996).

**Figure 12: Percentage of Completions on Previously Developed Land (1996-2006)**



(Source: Housing Land monitoring 2006)

4.12 Figure 12 shows that although the growth in the proportion of dwellings completed on previously developed land has increased significantly since 1996, it has not always been consistent. The rapid development of significant greenfield housing sites in Hereford and Ledbury resulted in the decline in the percentage of housing built on previously developed land between 1999 and 2001. There was a gradual and consistent increase in the percentage of housing built on previously developed land after 2001 and the Council has exceeded the Government's target since 2002-3 and, for the last three years, has achieved the Regional target. In addition to those dwellings completed within the County of the 2261 outstanding planning permissions in the County 1664 (74%) are located on previously developed land.

#### **Objective H(3)**

To promote the more efficient use of land for residential developments.

#### 4.13 UDP Policies relating to Objective H(3)

- S3 Housing (strategic policy setting out the housing provision figures and general aims and objectives of housing policies)
- H2 Hereford & the market towns: housing land allocations
- H5 Main villages: housing land allocations
- H6 Housing in smaller settlements
- H13 Sustainable residential design
- H15 Density

#### 4.14 Targets H(3)

The UDP, in policy H15 (Proposed Modifications, September 2006), provides the following guideline for minimum new site densities for sites of 1ha or over in Hereford and the market towns:

- Town centre and adjacent sites, between 30 and 50 dwellings per hectare;
- Other sites, at least 30 dwellings per hectare.

#### 4.15 Core Indicator H(3)

The percentage of new dwellings completed at:

- (i) less than 30 dwellings per hectare;
- (ii) between 30 and 50 dwellings per hectare; and
- (iii) above 50 dwellings per hectare

4.16 PPG3 requires local authorities to avoid the inefficient use of land. The monitoring of densities of new developments can help the review and refinement of relevant policies or build up a picture of what is being achieved in order to develop future policies.

4.17 Figure 13 sets out the average density of completions for development in all areas across the County over last two years. It can be seen that the percentage of dwellings built below 30 dwellings per hectare has declined, however, at 37% this remains significant. In respect of the target set in policy H15, there have only been 113 dwellings completed over the reporting period on sites over 1 ha in the urban areas of Hereford and the market towns. These were built at an average density of 34 per hectare, thus meaning that the UDP target is being achieved. There were no completions on sites of over 1 hectare in size in any of the County's town centres during 2005/6.

**Figure 13: Density of Completions**

	2004-5		2005-6	
	Number	Proportion of Total	Number	Proportion of Total
Less than 30 dwellings/ha	258	44%	295	37%
30-50 dwellings/ha	135	23%	305	39%
Over 50 dwellings/ha	194	33%	191	24%
<b>Total</b>	<b>578</b>	<b>100%</b>	<b>791</b>	<b>100</b>

*(Source: Herefordshire Council Housing Land monitoring 2006)*

#### **Objective H(4)**

To fulfil the needs for additional affordable dwellings in the County.

#### 4.18 UDP Policies relating to Objective H(4)

- S3 Housing (strategic policy setting out the housing provision figures and general aims and objectives of housing policies)

- H2 Hereford & the market towns: housing land allocations
- H5 Main villages: housing land allocations
- H6 Housing in smaller settlements
- H9 Affordable dwellings
- H10 Rural Exception housing

4.19 Target H(4)

The UDP, in strategic housing policy S3, sets an approximate figure of 2,300 affordable dwellings to be provided within the County over the Plan period.

4.20 Core Indicator H(4)

The number of affordable housing completions during the reporting period.

4.21 Figure 14 sets out the 2005/6 affordable housing completions broken down into housing association/local authority dwellings and low cost private homes. In order to gain a clearer understanding of overall UDP affordable housing provision in relation to the target, it is necessary to ascertain the numbers of affordable housing completions that have occurred since the start of the Plan period. The Herefordshire Council's Housing Land Studies indicate that between 1996 and 2005/6, 961 affordable homes have been completed. Therefore at the current average rate of 96.1 completions per year, the UDP target will not be met by 2011. However, it must be recognised that the UDP has not yet been adopted and the UDP's affordable housing policies are not yet being fully implemented. It is anticipated that post adoption, the number of affordable housing schemes coming forward each year will increase. However, the provision of affordable housing in both urban and rural areas of the County is an issue of concern and will be subject to continued monitoring.

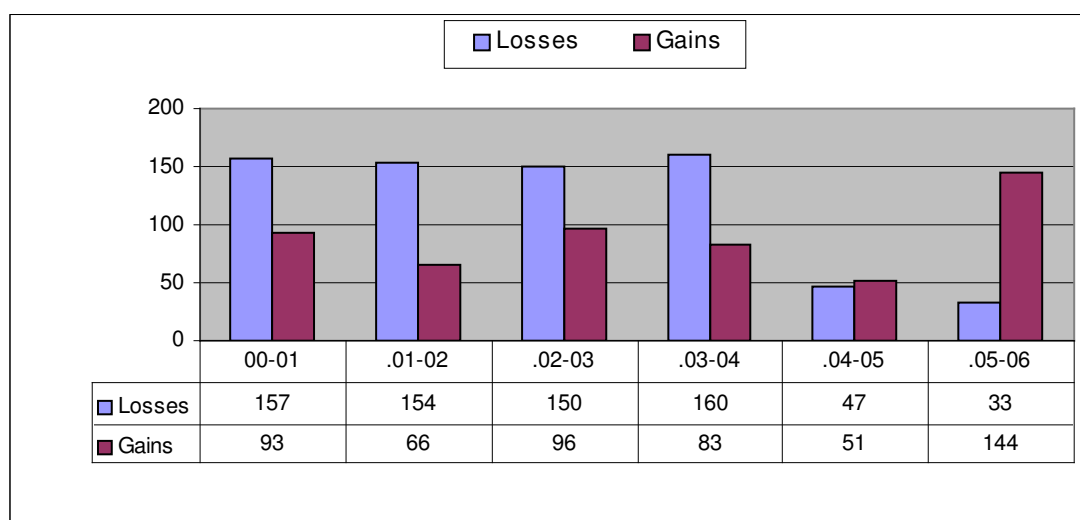
**Figure 14: Affordable Housing Completions (05-06)**

	<b>Number</b>
Social Rented	55
Intermediate	59
<b>Total</b>	<b>114</b>

*(Source: Herefordshire Council Housing Land monitoring 2006)*

4.22 The national 'Right to Buy' policy has had an effect on affordable housing numbers in the years since local government reorganisation in 1998. Figure 15 covers available information over the past five year period and shows that the total losses of affordable homes amounts to 701, with total gains standing at 533. This equates to a net loss of 168 affordable homes in six years (2000-2006), averaging at a loss of 28 affordable homes per year. However, in the last two years the gains have outnumbered the losses.

**Figure 15: Affordable Homes – Losses and Gains 2000-2006**



(Source: Housing Strategy Statistical Appendix 2003/04, HFR 2002/03, Strategic Housing Finance Officer and RSL's)

Note:

LA/Stock Transfer Company losses in 02/03 include demolition of 15 properties.

RSL gains include both rented and shared ownership properties.

### Objective H(5)

To promote a sustainable pattern of development by ensuring that sufficient new housing is made available in sustainable locations primarily within urban areas and the larger rural settlements.

#### 4.23 UDP Policies relating to Objective H(5)

- S3 Housing (strategic policy setting out the housing provision figures and general aims and objectives of housing policies)
- H1 Hereford & the market towns: settlement boundaries & established residential areas
- H2 Hereford & the market towns: housing land allocations
- H4 Main villages: settlement boundaries
- H5 Main villages: housing land allocations
- H6 Housing in smaller settlements
- H7 Housing in the countryside outside settlements

#### 4.24 Target H(5)

Most housing provision (57%) will be concentrated in Hereford and the market towns, then a lesser amount (26%) in the more sustainable main villages, with the third tier of the housing strategy catering for rural housing needs (17%) (policy S3).

#### 4.25 Local Indicator H(5)

The numbers and proportion of housing completions since 1996 in the various locations set out in the UDP settlement strategy.

4.26 Figure 16 provides data on the numbers and proportion of residential completions since the beginning of the UDP period (1996) up to the current

reporting period. This indicates whether the distribution of new housing thus far is commensurate with the targets as set out in strategic policy S3 of the Plan.

4.27 The table in Figure 16 shows that over the first 10 years of the UDP period, the distribution of housing completions is close to that anticipated in policy S3 for the whole of the 15 year Plan period. Housing completions in Hereford and the market towns are 3% lower than the target, with slightly higher proportions being completed in the main villages and the wider rural area. Since all residential land allocations in the UDP are within Hereford, the market towns and main villages, it is anticipated that once the UDP is adopted the proportions of completions will become closer to the targets set out in policy S3.

4.28 The first 10 years of the Plan period have seen planning permissions granted primarily in accordance with the policies of the existing adopted structure and district local plans covering Herefordshire, rather than the UDP. The Plan proposes a target of 12,200 dwellings for the fifteen years up to 2011. Figure 16 shows that during the first 10 years (1996 - 2006) 8,136 completions were achieved, equating to 67% of the total requirement.

**Figure 16: Completions (1996-2006) based on the UDP Settlement Strategy**

Location	Actual Completions 1996-2006	Percentage of Total Completions	1996-2011 UDP Target (Policy S3)
<b>Hereford City</b>	<b>1952</b>	<b>24%</b>	<b>----</b>
Leominster	465	6%	----
Ross-on-Wye	453	6%	----
Ledbury	1006	12%	----
Bromyard	370	4.5%	----
Kington	123	1.5%	----
<b>Market Towns Total</b>	<b>2,417</b>	<b>30%</b>	<b>----</b>
<b>Combined Hereford City &amp; Market Town</b>	<b>4,369</b>	<b>54%</b>	<b>57%</b>
<b>Main Villages Total</b>	<b>2235</b>	<b>27%</b>	<b>26%</b>
<b>Smaller Settlements</b>	<b>541</b>	<b>7%</b>	<b>----</b>
<b>Other Rural Areas</b>	<b>991</b>	<b>12%</b>	<b>----</b>
<b>Combined Smaller Settlements &amp; Other Rural Areas</b>	<b>1532</b>	<b>19%</b>	<b>17%</b>
<b>County Total</b>	<b>8136</b>	<b>100%</b>	<b>100%</b>

*(Source: Herefordshire Council Housing Land monitoring)*

## **Shortfalls in Housing Information**

- 4.28 There are various improvements that could be made to develop the efficiency of data collection and thereby progress the assessment of development plan policies. Resolving these issues is likely in the medium term, depending to some extent upon the availability of resources. An update on this matter will be provided in subsequent AMR's.

## Section 5: EMPLOYMENT

### Objective E(1)

To ensure a balance of employment opportunities throughout the County, through the provision of a portfolio of employment sites to reflect the differing development needs of businesses and to give a choice in terms of size, location, quality and Use Class.

#### 5.1 UDP Policies relating to Objective E(1)

Although most policies in the employment chapter of the UDP could be said to contribute to the achievement of this overarching objective, the following policies are considered to be those most relevant:

- S4 Employment
- E1 Rotherwas Industrial Estate
- E2 Moreton-on-Lugg Depot
- E3 Other employment land allocations
- E7 Other employment proposals within and around Hereford & the Market Towns
- E10 Employment proposals within or adjacent to main villages
- E11 Employment proposals in the smaller settlements & open countryside

#### 5.2 Target E(1)

Provide 150ha of land for Part B employment development in a range of locations throughout the County. (The target has been subsequently reduced to 100ha in the Proposed Modifications to the UDP, September 2006).

#### 5.3 Core Indicators E(1)

- (i) the amount of land developed for employment by type;
- (ii) the amount of land developed for employment, by type, which is in development and/or regeneration areas defined in the development plan; and
- (iii) employment land supply by type.

5.4 A regular assessment of the availability of employment land in the County is already undertaken by the Forward Planning Team, in conjunction with the Council's Economic Development Section, and reported annually as part of the West Midlands Regional Employment Land Study. The data contained in these studies is used as a source of information for this report.

5.5 Figure 17 shows the amount of land developed for employment use in the monitoring period 2005-2006, and also provides a breakdown by use class type. The total area of employment land completions in Herefordshire in this reporting period is 8.58ha and of this the total floorspace is 14,586m<sup>2</sup> (1.46ha). This is comparable with the previous monitoring year and is higher than the annual average of 5.36 ha per annum (calculated over the past 20 years).

**Figure 17: Employment Completions 2005-2006 by Type**

	B1a	B1c	B2	B8	Other employment uses	TOTAL
<b>Floorspace (m<sup>2</sup>) of Completions 2005-2006</b>	1,615	1,072	6,685	5,214	0	14,586m <sup>2</sup> (8.58ha total area of employment land completions)

(Source: Herefordshire Employment Land monitoring 2006)

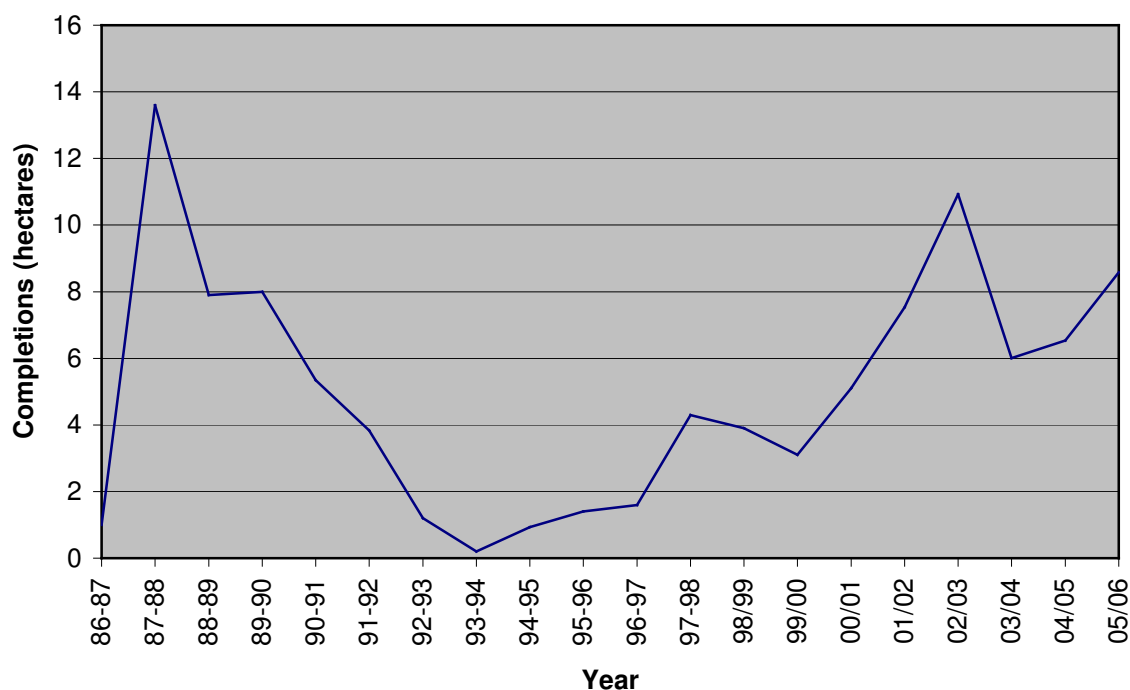
**5.7 Local Indicators E(1)**

The following local indicators can provide some additional background data that is useful when assessing the way that employment developments have taken place across the County historically and can also be used in the future to compare trends and changes over the later phases of the UDP period.

- (i) Employment completions 1986-2006;
- (ii) Geographical distribution of employment land completions.
- (iii) Current supply of employment land (not by type).

5.8 Figure 18 traces the rate of employment completions since the mid-1980's when monitoring commenced. Although it is difficult to explain the fluctuations in the overall rate, it appears that the nature of employment development in Herefordshire is cyclical.

**Figure 18: Completions of Employment Land 1986-2006**



(Source: Herefordshire Employment Land Study 2006)

5.9 Records of the distribution of completions across the County indicate that there is a concentration of development in Hereford and a broad distribution across the wider rural area.



- 5.10 The Plan's overall development strategy has been developed alongside the strategic approaches being undertaken through Objective 2 and the Rural Regeneration Zone. Through these programmes, regeneration activity will be concentrated in key locations with the greatest potential to create sustainable employment growth and maximise employment opportunities, to the benefit of the wider rural areas. There have been a total of 8.58 ha (100%) of completions in the Rural Regeneration Zone (RRZ) as identified in RPG11 (the RRZ covers most of the County, apart from the urban area of Hereford).
- 5.11 The initial target (150ha) of employment land that was considered unlikely to be achieved over the Plan period in last year's AMR, due to variations in local circumstances across the County and differing take up rates of employment land, has been altered by the Inspector. The Inspector in his report acknowledged Hereford as a sub-regional foci, however considered that 150 hectares of employment land allocations was more than required and recommended reducing this allocation to 100 hectares. The council accepted his recommendation and this was reflected in the Proposed Modifications, September 2006.

### Supply

- 5.12 Herefordshire currently has some 185.65 ha of land available for employment use on 128 sites. This land is either allocated for employment uses within the adopted local plans (146.94 ha), benefits from unimplemented planning permissions (27.61 ha) or is currently under construction (11.10 ha). Figure 19 illustrates these findings.

**Figure 19: Current Supply of Employment Land**



*(Source: Herefordshire Employment Land monitoring 2006)*

- 5.13 Figure 20 represents a breakdown by use class type, however as many planning permissions are for mixed use developments these are also shown.

**Figure 20: Total Supply of Employment Land by Use Class**

B1	1.07 ha
B1/B2	39.11 ha
B1/B2/B8	86.90 ha
B1/B8	28.96 ha
B1a	9.73 ha
B1a/c	1.62 ha
B1c	4.96 ha
B2	2.54 ha
B2/B8	2.14 ha
B8	8.62 ha
<b>Total</b>	<b>185.65 ha</b>

(Source: Herefordshire Employment Land monitoring 2006)

### **Objective E(2)**

To encourage the use of previously developed land for employment purposes in preference to greenfield land.

#### 5.14 UDP Policies relating to Objective E(2)

- S4 Employment
- E1 Rotherwas Industrial Estate
- E2 Moreton-on-Lugg Depot
- E3 Other employment land allocations
- E7 Other employment proposals within and around Hereford & the Market Towns
- E10 Employment proposals within or adjacent to main villages
- E11 Employment proposals in the smaller settlements & open countryside
- E15 Protection of greenfield land

#### 5.15 Targets E(2)

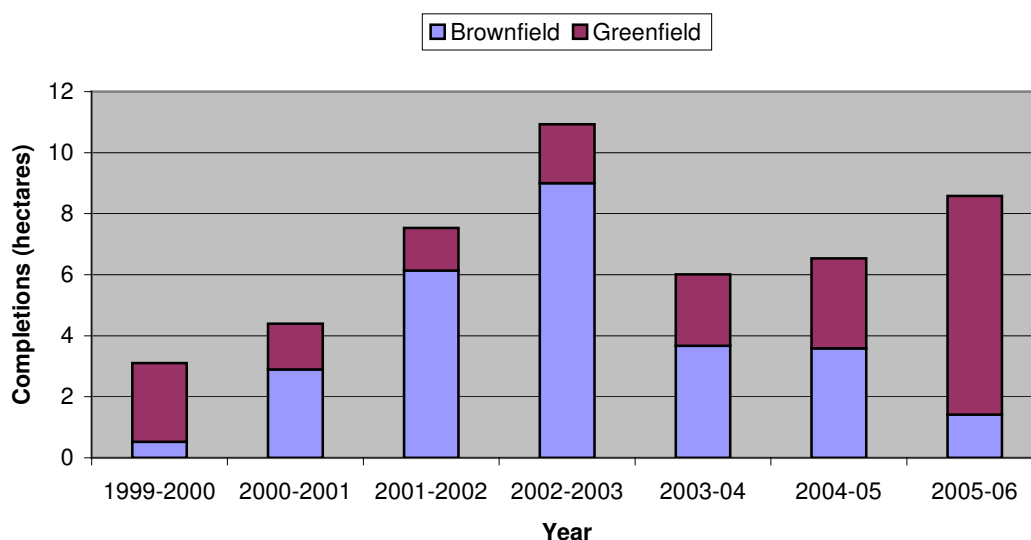
There are no specific targets set out in the UDP for the amount of employment land to be developed on previously developed sites, however re-using previously developed land before greenfield land is central to the aims of sustainable development.

#### 5.16 Core Indicator E(2)

The percentage of land developed for employment use by type, which is on previously developed land.

- 5.17 There is no data on the amount of employment *by type* on previously developed land for this monitoring period, however information on overall completions is available. 16.5% of all completed employment development over the past year was on previously developed land as shown in Figure 21. It is anticipated that future AMR's will include a breakdown by type.

**Figure 21: Previous Uses of Employment Land Completions**



(Source: Herefordshire Employment Land monitoring 2006)

### Objective E(3)

To avoid the loss of existing employment land and premises to other uses.

#### 5.18 UDP Policies relating to Objective E(3)

S4 Employment

E5 Safeguarding employment land and buildings

#### 5.19 Targets E(3)

There are no specific targets set out in the UDP for acceptable amounts of employment land that can or cannot be lost to other uses. However, it is recognised that it is important that both the existing and proposed supply of land and buildings for employment uses is protected for such purposes if the UDP is to successfully maintain and enhance employment opportunities throughout the County.

#### 5.20 Core Indicators E(3)

(i) The losses of employment land in development/regeneration areas and local authority areas.

(ii) The amount of employment land lost to residential development.

5.21 0.34ha of employment land were granted planning permission for other uses during the monitoring period, last years AMR 04/05 reported a higher figure of 3.34ha, a decrease of 3ha.

5.22 Of the 0.34ha total employment land lost to other uses; 0.1ha was from within the Rural Regeneration Zone and 0.1ha were from Hereford City (outside the Rural Regeneration Zone area). 0.14ha of the total loss were reallocated to residential uses.

## Section 6: TRANSPORT

### Objective T(1)

To promote a sustainable pattern of residential development by ensuring that sufficient new housing is made available in sustainable locations primarily within urban areas and larger rural settlements, taking account of relative accessibility by public transport and the availability of services.

#### 6.1 UDP Policies relating to Objective T(1)

- S3 Housing
- H1 Hereford & the market towns: settlement boundaries & established residential areas
- H2 Hereford & the market towns: housing land allocations
- H4 Main villages: settlement boundaries
- H5 Main villages: housing land allocations

#### 6.2 Targets T(1)

As set out in the UDP, the anticipated proportions of total dwellings anticipated in the various areas of the County between 1996 and 2011 are:

Hereford City:	29%
Market Towns:	28%
Main Villages:	26%
Rural Areas:	17%

#### 6.3 Core Indicators T(1)

The percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre.

- 6.4 The UDP housing strategy is centred on the desire to provide new housing in the most sustainable areas of the County. The Plan's general housing policy S3 defines the strategic distribution of the additional housing in the County within the Plan period. A key feature is the determination of a hierarchy of settlements in accordance with the overall development strategy of the Plan. Hereford is the central hub of the County and provides a good range of facilities, followed by the market towns and then the main villages. This latter group was identified according to their size, the availability of public transport links to nearby towns and the number of facilities within these larger villages.

- 6.5 Whilst information on the precise criteria as set out in the core indicator T(1) may not be gathered, in terms of 30 minutes from a GP etc, it is accepted that the major centres of Herefordshire (Hereford, Leominster, Ledbury, Kington, Ross and Bromyard) provide essential services and new development within the 30 minute rule of these locations, will therefore satisfy the indicator. However, it is also recognised that due to the rural nature of Herefordshire that many primary schools, GPs and other essential services are situated in very rural locations outside of the 30 minute public transport rule of the main

centres and therefore do provide some of the essential services that the more isolated communities require.

- 6.6 The following data has been collected in relation to the hierarchical settlement housing strategy as set out in the Plan and is considered to be similar in its aims of considering how well the development plan polices are achieving sustainable development patterns. Figure 21 provides a mapped representation of completions during the reporting period over a GIS layer of public bus and rail services within 30 minutes of one or more of the main centres of Herefordshire.
- 6.7 The housing chapter of this report and figure 22 reveals that the wider rural areas are continuing to accommodate more new housing developments than anticipated, being 4% more than the expected proportion between 1996-2011. This can be shown by the applications appearing outside of the shaded area of the map and outside of Hereford and the 5 market towns. As this is the first time that this method has been used to assess the indicator and the effectiveness of the relevant UDP policies, it can only be tentatively suggested that in the majority of cases new residential development is being located in the most sustainable locations in terms of links with public transport routes.

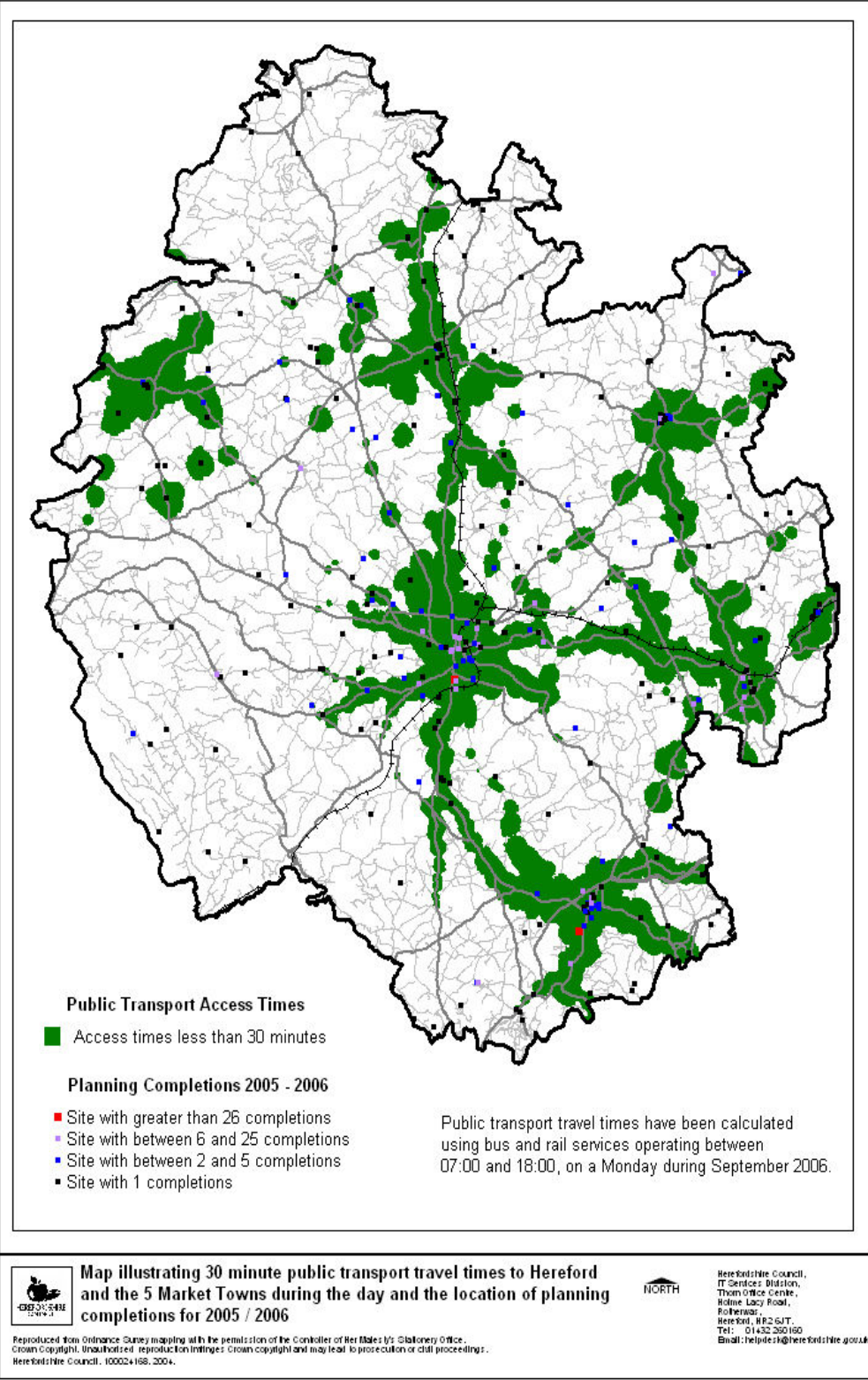
### **Limitations**

- 6.8 Limitations of the data mainly lie with the public transport routes changing year on year and as such it may be that dwellings reported in this years AMR as being located within sustainable locations, may not be next year. These differences and variations are not proposed to be monitored in future AMRs. Policies contained within the UDP regarding location of development must not therefore rely on the proximity of public transport routes as the sole reason for locating development in a particular area. It is acknowledged that appropriate locations will often have multiple sustainable attributes.

### **Shortfalls in Transportation Information**

- 6.9 A core indicator suggested in the formal guidance for undertaking AMR's was to calculate the percentage of completed non-residential development complying with car parking standards set out in the development plan. Whilst restricted data availability limits reporting on this indicator, this issue is being addressed and it is anticipated that data collection will be improved in the medium term for forthcoming AMR's.

**Figure 22: Dwelling Completions for 05/06 Within 30 Minute Public Transport Time to Hereford and the 5 Market Towns**



## Section 7: TOWN CENTRES AND RETAIL

### Objectives TCR(1)

To ensure that central shopping and commercial areas continue as the main focus of shopping, employment, services and facilities in Hereford and the market towns, where they are well served by public transport and readily accessible by the community as a whole by means other than the private car.

To safeguard and improve local village centres that are readily accessible by walking and cycling.

#### 7.1 UDP Policies relating to Objective TCR(1)

S5	Town centres and retail
TCR1	Central shopping and commercial areas
TCR2	Vitality and viability
TCR3	Primary shopping frontages
TCR4	Secondary shopping frontages
TCR5	Uses outside Class A of the Use Classes Order
TCR6	Non-retail uses
TCR8	Small scale retail development
TCR9	Large scale retail & leisure development outside shopping & commercial areas
TCR10	Office development
TCR11	Loss of existing offices
TCR13	Local and neighbourhood shopping centres
TCR14	Village commercial facilities

#### 7.2 Targets TCR(1)

Although no specific targets are set out in the UDP, its policies are in line with national policy guidance, RPG11 and support the Herefordshire Partnership's Economic Development Strategy. It adopts a strategy to protect and enhance the vitality and viability and maintain the retail and general facilities hierarchy within the County: Hereford, the market towns and local, neighbourhood and village centres. The Plan's guiding principles look to enhance the role of settlements as service centres, improve opportunities for access to services and guide new developments to locations that offer a choice of transport modes.

#### 7.3 Core Indicators TCR(1)

- (i) The amount of completed retail and office development completed within the monitoring period.
- (ii) The percentage of completed retail and office development in town centres.

7.4 Figure 23 provides the schedule of completed retail developments within Herefordshire for the current monitoring year. The threshold for inclusion of developments is 1,000m<sup>2</sup> gross floorspace. Retail completions within this threshold have only been in the A1 Use Class, with a total of 10,010m<sup>2</sup> gross floorspace. There were no developments within class A2.

7.5 The percentage of retail developments over 1000m<sup>2</sup> gross floorspace that were completed within the town centres as defined by the UDP equated to 23%, all other developments were located on the edge or out of centre (freestanding) locations.

**Figure 23: Schedule of Completed Retail Developments 2005-2006**

LOCATION	In Centre (1) Edge of Centre (2) Freestanding (3)	RETAIL FLOORSPACE		OPERATION		
		GROSS m <sup>2</sup>	NET m <sup>2</sup>	USE CLASS ORDER	OPERATOR	TRADE
Denco Holdings, Holmer Road, Hereford HR1 9SJ	3 Freestanding	7710		A1	B&Q	DIY
51,52,52A & 52B Commercial Street & 3A, 3B & 3C Union Street, Hereford	1 Established Centre	1200		A1	H&M	Clothing
51,52,52A & 52B Commercial Street & 3A, 3B & 3C Union Street, Hereford	1 Established Centre	1100		A1	Virgin Megastore	Other

*(Source: Herefordshire Retail Land Survey 2006)*

7.6 There were no Class A office development completed in the County.

### Shortfalls in Retail and Class A Office Development Information

7.7 It has not been possible to provide data on retail or office completions below the current thresholds applied. As a result information on smaller village and local neighbourhood shopping facilities or small-scale office developments is not available. The need for such low level monitoring will be dictated, to some extent, by the decisions made at the West Midlands Regional Assembly and whether they feel further information is required to meet the guidance on Strategic Environmental Assessments and Sustainability Appraisals. If changes are reported as being needed these will be integrated into future AMR's as appropriate.



## Section 8: Recreation and Leisure

### Objective RL(1)

To promote opportunities for new and improved recreation, leisure and sports facilities in sustainable locations.

#### 8.1 UDP Policies relating to Objective RL(1)

S8	Recreation, sport and tourism
RST1	Criteria for recreation, sport and tourism development
RST5	New open space in/adjacent to settlements
RST6	Countryside access
RST10	Major sports facilities

#### 8.2 Targets RL(1)

There are no specific UDP targets for this type of development, however the Plan acknowledges that recreation, leisure and sports opportunities can contribute to the quality of life of residents and visitors; support local economies and community regeneration, and help the diversification of work opportunities in both urban and rural areas. In providing such facilities the Plan states the importance of balancing the benefits with any adverse effects on local communities, amenity and the environment.

#### 8.3 Core Indicators RL(1)

- (i) Amount of completed leisure development 2005-2006.
- (ii) Percentage of completed leisure development in town centres 2005-2006.
- (iii) Percentage of eligible open spaces managed to green flag award status.

8.4 Each year a survey is undertaken of leisure developments across the County as part of the annual Hotel and Leisure Regional Monitoring Study. These will provide information for AMR's, however certain thresholds mean that only the larger developments of this kind are monitored. Only data on leisure permissions on or over 1,000m<sup>2</sup> gross built development is monitored, thus all smaller scale developments are not picked up. At this time it is not clear when there will be any change to the current methods of surveying. The need for change will be dictated by the decisions of the West Midlands Regional Assembly and whether they feel further information is required to meet the guidance on Strategic Environmental Assessments and Sustainability Appraisals. If changes are reported as being needed these will be integrated into future AMR's as appropriate.

8.5 There were no hotel and leisure completions in Herefordshire (within the aforementioned threshold) during this monitoring period.

8.6 Herefordshire Council has completed its initial Open Spaces Audit, in line with PPG17 and is now considering the findings. A working group has been set up to take forward these findings into improving the quality and accessibility of open space, sports and recreation facilities across the county.

- 8.7 Herefordshire was split into 9 geographical areas for the audit. Within each of these areas, open space, sports and recreation provision has been assessed in terms of quantity and quality, focusing on the settlements as defined in the hierarchical approach set out in the UDP, along with strategic facilities, such as Queenswood Country Park.
- 8.8 The main findings of the audit concern quality and accessibility of the existing provision. Deficiencies in the different types of provision vary across the 9 areas. These findings are anticipated to be taken forward with 'action plans' and 'strategic priorities' identified both on a countywide level, and also in regards to the 9 geographical areas used in the audit, although specific details are yet to be confirmed.
- 8.9 Herefordshire Council uses the Green Flag standards as a method of rating its sites. In the audit, Green Flag standards were incorporated into the methodology used by the auditors. The data is currently being scrutinised, although of the site appraisals analysed, 13 of the 66 (20%) of facilities classified as 'Natural or semi natural greenspaces' in the PPG17 methodology, met or exceeded the Green Flag standard, 24 of the 37 (65%) facilities classed as 'Parks' in the PPG17 methodology inspected for quality, met or were above the Green Flag standard.
- 8.10 The audit of open space, sport and recreation will allow for better and more appropriate use of resources, and inform issues such as planning gain and section 106 agreements. Development briefs, where appropriate can also take into account these findings and incorporate appropriate open space and facilities. The information will also form the basis for the monitoring and review of open space and facility provision in terms of quality and quantity, in addition to informing existing and future planning policies.

### **Shortfalls in Recreation and Leisure Information**

- 8.11 It has not been possible to do a comparative study on the available data for open spaces between last years AMR and this as the data sets were not complete and as such likely to be inaccurate. A full data set is expected to be available shortly and will be reported on in next years AMR 06/07.

## Section 9: MINERALS

### Objective M(1)

To ensure the continued supply of primary extraction aggregates for the local construction industry and to satisfy the wider aggregate needs arising in the region.

#### 9.1 UDP Policies relating to Objective M(1)

S9 Minerals

M3 Criteria for new aggregate mineral workings

M5 Safeguarding mineral reserves

#### 9.2 Targets M(1)

Government policy for aggregates provision is essentially that an adequate and regular supply of minerals must be provided, subject to environmental and sustainability considerations. A landbank of permitted reserves of sand and gravel sufficient to meet 7 years production should be maintained; more may be needed for crushed rock.

9.3 The guidelines are that provision should be made in the West Midlands for the production of 162 million tonnes (mt) of sand and gravel and 93mt of crushed rock over the period 2001 to 2016. West Midlands Regional Aggregates Working Party (WMRAWP) policies require that appropriate provision should be made in the region for the supply of nationally and regionally significant minerals.

9.4 The WMRAWP recommends the following sub-regional apportionment for Herefordshire:

Sand & Gravel: 28% of regional production (0.283mt pa for 2001-2016)

Crushed Rock: 7.3% of regional production (0.424mt pa for 2001-2016)

#### 9.5 Core Indicators M(1)

Production of primary land won aggregates.

9.6 The 2004 Regional Annual Survey forms were delayed last year following concerns of the Quarry Products Association (QPA) on Freedom Of Information and Environmental Information Regulations. A new procedure was established for handling the commercially sensitive information, and as a result last years AMR was only able to report on 2003 figures. This AMR, acknowledged also to be a year in arrears on this monitoring period, can now report on the aggregate 2004 survey results from the WMRAWP Annual Report 2004.

9.7 The regional report highlights that response to the survey was varied for the West Midlands region and that the form format used from previous years had proved difficult. Production and landbank data were also estimated in the report using previous reports and advice from individual Mineral Planning Authorities.

- 9.8 Since the agreements of 2004, further agreement has been reached between the Regional Aggregates Working Party, Department for Communities and Local Government (DCLG, formerly ODPM), local government and the British Geological Survey (commissioned to undertake the national aggregates survey 2005 this year) in working together to ensure confidentiality of information voluntarily submitted by quarries and wharfs. The Quarry Products Association (QPA) and British Aggregates Association (BAA) have both supported the 2005 survey and have agreed the arrangement for the protection of commercially sensitive information.
- 9.9 This agreement has led to a 100% response rate in Herefordshire for 2005 and should continue to enable a consistent level of monitoring of the industry in future years. The results of this survey will be published in next year's AMR on completion of the WMRAWP Annual Report 2005. The information reported on in the AMR will be at the regional level to protect commercial sensitivity and comply with the confidentiality agreement. DCLG and the Regional Mineral and Waste Officers Group are likely to continue to monitor the situation and improve data availability and accuracy for future monitoring returns.
- 9.10 Information on primary aggregate production for Mineral Planning Authorities (MPA's) is collected annually by each MPA from operating companies on behalf of the WMRAWP. This information is:
- requested annually (by calendar year)
  - in arrears (the most recent figures available are 04/05, most recent request was for production in 2005 and is to be reported in 06/07)
  - provided on a confidential and voluntary basis. All returns are collected by MPA's and forwarded to the RAWP Secretary for agglomeration, in a way that protects commercial sensitivity, for subsequent publication in the RAWP annual reports (most recent report, 2004).
- 9.11 Primary extraction aggregates for Herefordshire for the period 04/05, i.e. sales of:
- |                 |                |
|-----------------|----------------|
| ▪ Sand & Gravel | 250,000 tonnes |
| ▪ Crushed Rock  | 460,000 tonnes |
| ▪ Total         | 710,000 tonnes |
- (Source: WMRAWP Annual Report 2004)*
- 9.12 As sales of primary extraction aggregates in the County are relatively stable, follow national trends and have not been affected by any significant local developments, there is no reason to believe that the 2005 figures will be significantly different from those stated above. The RAWP allocation for the period 2001-2016 is that Herefordshire County should be capable of producing:
- |                 |                     |
|-----------------|---------------------|
| ▪ Sand & Gravel | 283,000 tonnes p.a. |
| ▪ Crushed Rock  | 424,000 tonnes p.a. |

The Revised Deposit UDP is based upon Herefordshire's ability to produce these amounts for the significant future (and is based on the current landbanks of up to 2025 for sand and gravel and until 2044 for crushed rock).

## Objective M(2)

To encourage the use of secondary aggregates and recycling.

### 9.13 UDP Policies relating to Objective M(2)

S9 Minerals

M6 Secondary aggregates and recycling

### 9.14 Targets M(2)

There are no specific targets set out in the UDP for the use of alternatives to naturally occurring aggregates or other minerals, however, policy M6 states that proposals for the production, processing, treatment and storage of such alternatives should be encouraged.

### 9.15 Core Indicators M(2)

Production of secondary/recycled aggregates.

### 9.16 Secondary/recycled aggregates are produced in two general ways:

- at sites with specific planning permissions for such production; and
- at 'other' sites where processing takes place in association with other recycling activities.

### 9.17 Last years AMR reported that in Herefordshire, two sites (Leinthall Earls Quarry and Wellington Gravel Pit) had specific planning permissions. The Council requests details of production through the RAWP process, as described above. However, the Regional Government Office no longer monitor this indicator due to the inconsistent and unreliable nature of the information available. In terms of Herefordshire county level monitoring, no monitoring has been done for the reporting period due to a lack of staff resources. The information reported here is that from last years AMR and all of the previous comments in paragraph 9.8. The most up to date figures available are for 1<sup>st</sup> January to 31<sup>st</sup> December 2004:

- Secondary/Recycled Aggregates 3,000 tonnes

*(Source: Herefordshire Council officer estimate - based on discussions with industry)*

### 9.18 In reality, production is likely to be much larger from the 'other' sites. These include:

- (a) On-site production of recycled materials from demolition contractors who now routinely clear previously developed land, crush hard materials on site and re-use them as foundations or sell them. Such activity may be permitted development under the General Permitted Development Order 1995 28-day rule or as part of the implementation of a planning permission. The local planning authority has no power to compel demolition contractors to provide information from such activities. The issue is further complicated by the fact that crushing plants are mobile, move quickly from site to site and are licensed by the Environmental Health Office in the company's 'home' base, which could be anywhere. At the time of the last AMR the Federation of Demolition Contractors contributed to the WMRAWP but was unable to provide regional production figures let alone local ones. It

continues to be the case that in future it might be possible to calculate average volumes of material from average redevelopment sites. There is no available information on which to base this at present.

- (b) Production at site with specific permission for waste treatment. The local planning authority could impose a condition requiring the submission of such information. None of the existing sites have any such conditions. In practice, compliance would probably only be achieved through enforcement by the local planning authority. However, all such activity could be monitored by the Environment Agency through Waste Management Licenses (WML's) and Waste Transfer Notes. Specific liaison arrangements will need to be set up to achieve this.
- (c) There is no basis for any calculation of production from such paragraph (b) sites. As an example, the Council is aware that specific Waste Transfer Stations do crush materials on site and that their sites have a maximum permitted levels of activity in their WMLs. There is no basis for assessing what proportion of their throughput is recycled into aggregates, however officer knowledge of a site existed where 2,000 tonnes of recycled aggregates had been produced at Bradbury Estate.
- (d) For some time these matters have been issues of concern for the WMRAWP, West Midlands Regional Technical Advisory Body (WMRTAB) and ODPM (now DCLG), DCLG have commissioned research. An update on the results of this research was unavailable at the time of writing this report; any updates on minerals and specifically the monitoring of secondary and recycled aggregates will be reported in subsequent AMRs.

### **Limitations in Minerals Information**

- 9.19 Limitations in the monitoring of this objective are hoped to be addressed in the medium term through the implementation of the LDF. It is proposed in the draft Core Strategy that is still under preparation, that the county will reduce the dependency of waste being sent to landfill through the promotion and introduction of waste minimisation techniques and improved energy efficiency in waste management. The Environment Agency WMLs will form part of the evidence base to represent the amount of secondary or recycled aggregate. It could also be used in the monitoring of the next objectives indicator.

## Section 10: WASTE

### Objective W(1)

To achieve a more sustainable waste management process by using the BPEO methodology and taking into account the principles of the waste hierarchy, the proximity principle and regional self-sufficiency.

10.1 The aforementioned objective is broad and overarching, relating to all policies within the waste chapter of the Plan. The UDP sets out a number of additional more specific objectives:

- to reduce the amount of waste produced in the County;
- to make the best use of waste produced, to increase re-use and recovery;
- to achieve a more sustainable waste management process by using the BPEO methodology and taking into account the principles of waste hierarchy, the proximity principle and regional self-sufficiency;
- to provide for new waste management enterprises to be established;
- to ensure that waste management is considered in all development proposals;
- to protect the environment from the adverse impact of waste development and where possible improve environmental quality;
- to make the most efficient use of land by re-using previously developed, industrial land and existing waste management sites in preference to greenfield sites;
- to minimise the environmental impacts of transporting waste; and
- to provide clear guidance on the location criteria that must be met to enable planning permission to be granted and to set out policies on planning conditions, obligations, monitoring and enforcement.

10.2 UDP Policies relating to Objective W(1)

- S10 Waste
- W1 New waste management facilities
- W2 Landfilling or landraising
- W3 Waste transportation and handling
- W7 Landfill gas utilisation
- W8 Waste disposal for land improvement
- W11 Development – waste implications

10.3 Targets W(1)

No specific targets are set in the UDP for the production, treatment or disposal of waste. However, the specific objectives outlined in paragraph 10.1 above provide an overview of how it is intended for waste management to be carried out over the Plan period.

10.4 Core Indicators W(1)

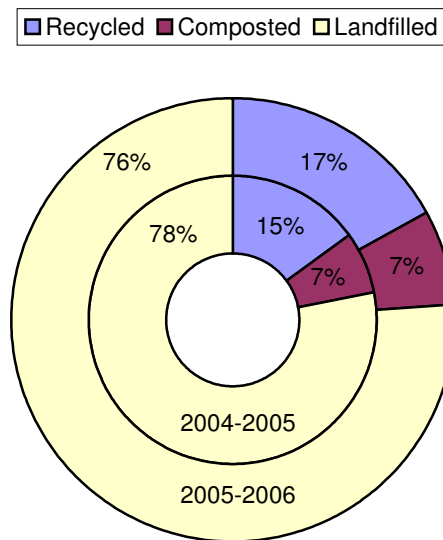
- (i) Capacity of new waste management facilities by type; and
- (ii) Amount of municipal waste arising, and management type, and the percentage each management type represents of the waste managed.

- 10.5 (i) Capacity of new waste management facilities by type:
- (a) on the basis of new planning permissions granted April 2005 - March 2006, the following *additional* capacity is now in place and has commenced:
- 400 tonnes waste transfer station (agricultural plastic waste), (Kinsham Farm, Presteigne)
  - 1500 tonnes waste transfer station (street cleansing arisings), (Unit 3, Rotherwas Industrial Estate)
  - 1900 tonnes biofuel power generator (waste vegetable oil), (The Yeld, Kington)
  - 1800 tonnes biofuel processing plant, refuelling station, power generation (waste vegetable oil), (Unit 5b, Rotherwas Industrial Estate)
- (b) Not included are;
- sewage treatment works and related permissions. These are traditionally considered a separate aspect of waste treatment
  - permissions that make temporary activities permanent
  - storage of glass (which is subsequently recycled under an existing permission) or works necessary to comply with revised consent levels
  - permitted development works
  - farm slurry treatment
  - facilities which renew existing planning permissions
- (c) The above have been identified from particular development control officer knowledge. Last years AMR considered that it would be more appropriate to liaise with the Waste Management Section of the Council and the Environment Agency in Cardiff to discuss what new Waste Management Licenses (WMLs) have been issued and commenced, for future AMRs. As a result the Environment Agency have been used as the source of information on establishing the number of WMLs in Herefordshire for 2005/2006 as an improvement on last year, the results are shown below.
- (d) The Environment Agency revealed that one WML was issued during the reporting period in February 2006 for a Metal recycling site (vehicle dismantler) with an annual throughput of 25,000 tonnes. (UK Bus Dismantlers Ltd, Streamhall Garage, Worcester Road, Linton Trading Estate, Bromyard, Grid Reference SO 66915 54070). (*Source: Environment Agency, St. Melons Office*)
- (e) Although only one has been received by the Environment Agency during this reporting period, it is intended that this new additional approach will be informative, as some waste treatment facilities may have been created on the basis of existing planning permissions and that the Environment Agency may have granted new WMLs on the basis of those existing planning permissions. Therefore, overall this indicator is providing a more accurate assessment of the performance of the waste policies.
- 10.6 (ii) Amount of municipal waste arising, management type and the percentage each management type represents of the waste managed:



- (a) Figure 24 represents the percentages of municipal waste, by waste management type in the County over the current monitoring period. Municipal waste recycled has increased on last year by 2,173t from 14,058t to 16,231t; composting has marginally decreased (129t) from 6,277t to 6,148t; and landfilled municipal waste has reduced by 2,472t from 73,075t to 70,602t. The policies, in these early stages of monitoring, could tentatively be seen to be making an improvement to the waste issues in Herefordshire. (Source: Herefordshire Council Waste Management Section)

**Figure 24: Percentage trends of Municipal Waste by Management Type 2004-2006**



### Shortfalls in Waste Information

10.10 Shortfalls in data collection have been addressed between last years AMR and this years. It was previously identified that improvements over the short and medium term with regards to the efficiency and accuracy of monitoring were required. The inclusion for the first time of additional information from the Environment Agency will provide greater accuracy, and efficiency will be achieved through further AMRs repeating and comparing the data received over time. An update on this will be provided in subsequent AMRs.

## Section 11: DEVELOPMENT REQUIREMENTS

### Flood Protection & Water Quality

- 11.1 Local Development Framework Monitoring: A Good Practice Guide suggests that a core indicator for this topic would be an assessment of the number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality. This would provide a proxy measure of (i) inappropriate development in the flood plain and (ii) development that adversely affects water quality.
- 11.2 For the current monitoring year, one planning permission granted, contrary to Environment Agency advice.
- 11.3 Until recently data has not been collected by the Council's Planning Department on a consistent basis. The above information has been obtained through Development Control officer knowledge, however; a new monitoring system is currently being set up and is on target to provide a full year's dataset for 2006/7 monitoring period and subsequent AMRs.

## Section 12: NATURAL AND HISTORIC HERITAGE

### Objective NHH (1)

To conserve and enhance the natural heritage of the County and avoid, wherever possible, adverse environmental impacts of development.

To minimise any unavoidable adverse environmental impacts by means of measures to mitigate or compensate for any loss or damage, including restoration or enhancement, provision of replacement features and future management.

#### 12.1 UDP Policies relating to Objective NHH (1)

- S7 Natural and historic heritage
- LA5 Protection of trees, woodlands and hedgerows
- NC1 Biodiversity and development
- NC2 Sites of international importance
- NC3 Sites of national importance
- NC4 Sites of local importance
- NC5 European and nationally protected species
- NC6 Biodiversity Action Plan (BAP) priority habitats and species
- NC7 Compensation for loss of biodiversity
- NC8 Habitat creation, restoration and enhancement
- NC9 Management of features of the landscape important for flora & fauna

#### 12.2 Targets NHH (1)

Although there are no specific targets set out in the UDP, the following sets out more specific objectives of biodiversity policies:

- safeguard international, national and local protected areas of nature conservation and geological importance, and species listed in the UK and local BAP from inappropriate and unnecessary development;
- ensure no net loss of either the quality nor quantity of biodiversity in the County;
- help meet the aims of the BAP for Herefordshire; and
- encourage the provision of features of value to wildlife in all development schemes.

#### 12.3 Core Indicators NHH (1)

Change in areas and populations of biodiversity importance, including:

- (i) change in priority habitats and species (by type); and
- (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance.

#### **Core Indicator NHH (1) (i)**

12.4 There are 21 UK BAP priority habitats in the County; this figure now incorporates the traditional orchard (recommended in May 2005, although still awaits final review and adoption which is expected in November 2006). Last years AMR recorded an incorrect figure and this has been rectified in the data for 05-06. It should be noted that in addition Fens Priority Habitat type was

omitted from the original source data for AMR 04/05, that the above figure is derived from and hence the reporting error, that has now been corrected. (Herefordshire Biological Records Centre 2006)

- 12.5 It is difficult to get an accurate picture of Priority Habitats as they can potentially occur on hundreds of sites, or fragments of remnant habitat within sites. There is some data held by the Herefordshire Biological Records Centre (HBRC) on individual sites containing Priority Habitats, however crude analysis of these data suggest that only around 38% of these data relate to SSSIs. HBRC recommend, "specific funded projects re-assess and verify these data undertaken prior to mapping on the Council's MVM system, as incorrectly verified data may prompt inappropriate consultations with Herefordshire Council Officers. Once mapped, some assessment of change as a result of completed development management programmes and planning agreements may be undertaken although this does not occur at present." (Herefordshire Biological Records Centre 2006)
- 12.6 Figure 25 sets out the available data for the current reporting period on changes in priority habitats, however due to the existing shortfalls in information collection, this table should not be considered as complete. Details of how monitoring is currently carried out and how it could be improved for subsequent AMR's is set out later in this chapter.

**Figure 25: Change in Priority Habitats in Herefordshire 2005-2006**

Priority habitat or species	Reference	State of Planning	Habitat or species loss by type
Eutrophic Water	DCSW2005/0720/F, Whitehouse Farm, Kingstone, Erection of 24 houses	Planning permission approved May 2005	Pond 25m x 25m (625m <sup>2</sup> )
<b>Total Eutrophic Water</b>			<b>25m x 25m (625m<sup>2</sup>)</b>
Ancient and/or species rich hedgerow	DCNW2005/2314/F, Fairview, Richards Castle, Erection of garage	Planning permission approved September 2005	20m
<b>Total Ancient and/or species rich hedgerow</b>			<b>20m</b>

(Source: Herefordshire Council Conservation Section)

- 12.7 There continue to be 156 Priority Species in the Local BAP. The Council's 04-05 AMR reported that of these; 59 are also UK BAP priorities and that approximately 18 of these are also legally protected under European and national law, a review of this data was not available for this monitoring period. (Herefordshire Biological Records Centre 2006)
- 12.8 HBRC have some Priority Species data and have provided this to the Herefordshire Council Ecologists. However, this has not been mapped onto the MVM or GIS system at this stage. Reporting on changes in Priority Species is difficult without robust records-keeping and systems to monitor what impacts – positive and negative – that any completed development management programmes or planning agreements have on the locality of species occurrences. Records may not be current and species may no longer exist at the development site; the influences of development will affect

some species more than others, and this factor is not restricted to whether a species is mobile or not, but is likely to include more subtle effects such as changes in soil or water chemistry, habitat connectivity and habitat structure; and where interpretation of the content of a completed development management programme and planning agreement is limited, actual effects on biodiversity may be zero for some types of programme. (*Herefordshire Biological Records Centre 2006*)

- 12.9 The current method of consultation on ecology issues for planning applications concerning development affecting Priority Species and Habitat types is to consult the Council's designated planning ecologist. However, there is no system in place for monitoring whether or not advice from such consultations is followed when determinations are made. Information on commencement of developments would also be useful to assess whether or not policies of the Plan are being implemented. An update on the progress in this area is expected for the next AMR. (*Herefordshire Biological Records Centre 2006*)
- 12.10 Figure 26 lists the additional monitoring requirements for priority habitats and species and what actions are necessary to complete the gaps and/or verify the information. These actions are fairly onerous in the light of resource availability, although a full time Planning Ecologist has now been appointed to replace a part time post since the last AMR. Obtaining the data necessary to complete the AMRs will continue to be a medium to long-term project. Figure 26 also provides an update on the actions for the requirements reported in last years AMR. The tasks in figure 26 are as they were for the 04-05 AMR and these will be updated next year.

**Figure 26: Additional Monitoring Requirements for Priority Habitats and Species**

Tasks	Action & Timescale
Council Conservation Section and HBRC to gather, analyse and extract all existing available data on priority habitats and species. Some of this work could be facilitated through the ongoing development of the HBRC.	Council to review HBRC Development Plan, staff resource review and timescales and report by 2007.
Council Conservation Section and HBRC in liaison with partners including Natural England (formerly English Nature) and Herefordshire Nature Trust to produce and implement plan to gather new priority habitat and species data through survey.	Review resources required and produce plan for subsequent implementation by 2007.
Council GIS, Conservation Section and HBRC to ensure that priority habitat and selected species data, when available, is plotted onto the Council's IT systems.	Ongoing.
Council to promote existence of Biodiversity Supplementary Planning Guidance (to be updated November 2005).	SPG was updated in September 2005 with the production of an interim report. Promotion strategy is now in place. Training sessions for development control officers in the use and application of the Interim Biodiversity SPG is to be organised, late 06 early 07. A standard presentation will be

	developed and this will also be adapted for communication to groups outside the council.
Council to request that planning applicant provides information concerning any predicted change to priority habitats and species through submission of an ecological survey/assessment and actual change through submission of a monitoring plan.	System now in place through the appointment of the Planning Ecologist. Council requests this information on an ongoing basis as required.
Planning Department to devise a form for Planning Officer to complete and send to Conservation Section when a planning permission is granted that will result in a loss to a priority habitat or species and/or when planning conditions specified by Conservation Section to protect these features are not applied.	Due to a lack of staff resources a system was unable to be put in place in 2006. It is now proposed for 2007.
Investigate possibility of devising a procedure for information on when development commences on sites containing priority habitats and species to be forwarded to Planning Ecologist.  2006 task update - Review current procedure for consultation to include priority habitats and species not already included during 2007.	System not fully in place, partially so through the appointment of the Planning Ecologist. Bat site information now available to DC planning registration.
Planning Department to consider option for amending current planning application form to request information concerning priority habitats and species from applicant.	Planning application form under review nationally, implementation and review locally when guidance available.
Council to review ecological staffing resource required to monitor this indicator. This includes monitoring if protection, mitigation and compensation measures as required by condition are achieved on site. If these measures are not achieved information gathered on the extent of the damage and any change in area.	Full time Planning Ecologist in post since April 2006; review of consultations and responses to take place end of April 2007.

(Source: Herefordshire Council Conservation Section)

### Core Indicator NHH (1) (ii)

12.11 Change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance. Figure 27 shows all those designated sites with their relevant hectares and site numbers in the County.

**Figure 27: Sites Designated for their Intrinsic Environmental Value**

Designated sites in Herefordshire	Hectares	Count of sites	04/05 Count of sites
Special Areas of Conservation (SAC's)	1,119	4	4
Sites of Special Scientific Interest (SSSI's)	5,060	77	75
National Nature Reserves (NNR's)	216	3	3
Special Wildlife Sites (SWS's)	18,862	709	750
Sites of Importance for Nature Conservation (SINC's)	88	56	Likely that SINC's where inc in SWS figure for 04/05
Local Nature Reserves (LNR's)	243	7	8
<b>Totals</b>	<b>25,588</b>	<b>858</b>	<b>840</b>

(Herefordshire Biological Records Centre 2006)

- 12.12 All of the above 858 (25,588ha) designated sites (an overall increase of approx. 18 sites on 04/05) are recorded on the Council's GIS and MVM systems, and this information is used as a trigger for consultations on planning applications. There has been no recorded loss of Priority Habitats or Species in this reporting period. (*Herefordshire Biological Records Centre 2006*)
- 12.13 However, the Inspector in his Report on the UDP revised deposit draft recommended removing the SINC designation at Broomy Hill, Hereford of 1.6ha. The Council subsequently accepted this loss through the proposed modifications stage. This loss will be reported in next years AMR following adoption of the UDP.
- 12.14 Annual change to areas designated could be readily monitored for sites of international and national significance e.g. SAC's, SSSI's and NNR's with the assistance of Natural England (formerly English Nature). However, the Council must continue to have regard to its duty as a Section 28G authority in relation to SSSI's and consultation with Natural England. Annual change to LNR's, which are mostly Council owned and managed, could in future be undertaken with the assistance of the Parks and Countryside Service.
- 12.15 Calculating annual change to areas designated of local significance e.g. SWS's and SINC's is more problematic. SWS's were identified and designated in 1990 and 1993. SINC's were identified and designated in 1993. These data sets are now in need of review and update, as since designation some sites have been lost to intensive agriculture and development and a few potential new SWS's have been located through a County Habitat Survey. It is intended that a comprehensive review of such sites, including selection criteria, be undertaken by the Council in conjunction with the Herefordshire Biological Records Centre, Herefordshire Nature Trust and partners, subject to securing appropriate funding.
- 12.16 There are currently no monitoring systems in place which survey the commencement of new developments that affect designated areas, and assess whether or not biodiversity features are protected throughout the construction period and whether any mitigation or compensation procedures, as required by condition, are undertaken. Figure 28 outlines actions that would considerably improve the amount of data currently collected on the changes in areas designated for their intrinsic environmental value. Progress on these will depend primarily on resource availability and subsequent AMR's will monitor this.

**Figure 28: Recommendations for Monitoring Improvements**

<b>Task</b>	<b>Action and timescale</b>
Council Conservation Section and registration to review planning application consultation procedures in relation to designated sites on at least an annual basis to ensure effectiveness.	Annual review. First review to take place in 2007.
Council Conservation Section to liaise with Natural England (formerly English Nature) on an annual basis to gather required monitoring data relating to designated international and national sites.	Annual liaison at end of March with Natural England, from 2007 onwards.
Council Planning Department to have regard to its duties as a S28G authority in relation to its consultations with Natural England (formerly English Nature) over applications affecting SSSI's.	Ongoing.
Council to seek information from Parks and Countryside Service	Annual liaison at end of

on an annual basis in relation to LNR's.	March with Parks and Countryside Service, from 2007 onwards
<p>Council to seek resources to lead on a county review of SWS's and SINC's.</p> <p>Update - A preliminary desktop assessment of the extent of phase one habitat types within SWSs is currently taking place. The findings will be used to generate a report as a basis for future lobbying and funding applications to enable a review to take place.</p>	Completion by 2012 in distinct phases at an estimated total cost of £200,000.
Council to promote existence of Biodiversity Supplementary Planning Guidance (update – Interim September 2005).	Training sessions for DC Officers on the use and application of the interim Biodiversity SPG is to be organised by the Conservation Section late 06 early 07. A standard presentation will be developed and this will also be adapted for communication to groups outside the council.

*(Source: Herefordshire Council Conservation Section)*



## Section 13: RENEWABLE ENERGY

### Renewable Energy Development Monitoring

- 13.1 The UDP recognises the increasingly important role that the development of renewable energy sources has to play in seeking to reduce carbon emissions, both locally and globally. Historically there has been limited progress in developing renewable energy projects on any substantial scale within the County. Policy CF4 of the Plan seeks to provide guidance on the considerations that will be applied to development proposals of this kind.
- 13.2 Officer knowledge has revealed that one application was received for a wind turbine at Whitecross School, Hereford. The application granted approval for a 15m tower with 9m diameter blades that are capable of producing 15 Kilowatts of energy and providing the school with 6% of the energy it uses, however the wind turbine has yet to become operational.
- 13.3 In terms of monitoring, current information on renewable energy planning applications is not inputted into the Council's MVM system separately from other types. It is therefore not possible at this time to gather data. The MVM system does, however, allow for such information to be collected and it is anticipated that changes can be made to ensure that future monitoring of renewable energy developments can be carried out effectively. An update will be provided on progress towards this aim in subsequent AMR's.

## Glossary

**The Act:** the Planning and Compulsory Purchase Act 2004.

**Annual monitoring report:** part of the local development framework, the annual monitoring report will assess the implementation of the local development scheme and the extent to which policies in local development documents are being successfully implemented.

**Contextual indicators:** measure changes in the wider social, economic, and environmental background against which policies operate. As such, they help to relate policy outputs to the local area.

**Core strategy:** sets out the long term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision. The core strategy will have the status of a development plan document.

**Development plan:** as set out in Section 38 of the Act, an authority's development plan consists of the relevant regional spatial strategy and the development plan documents contained within its local development framework.

**Development plan documents:** spatial planning documents that are subject to independent examination, and together with the relevant regional spatial strategy, will form the development plan for a local authority area for the purposes of the Act. They can include a core strategy, site specific allocations of land, and area action plans (where needed). Other development plan documents, including generic development control policies, can be produced. They will all be shown geographically on an adopted proposals map.

**Evidence base:** information gathered by a planning authority to support the preparation of local development documents. Includes quantitative and qualitative data.

**Housing trajectories:** means of showing past and future housing performance by identifying the predicted provision of housing over the lifespan of the local development framework.

**Local development document:** the collective term in the Act for development plan documents, supplementary planning documents and the statement of community involvement.

**Local development order:** allows local planning authorities to introduce local permitted developments rights.

**Local development framework:** the name for the portfolio of local development documents and related documents. It consists of development plan documents, supplementary planning documents, a statement of community involvement, the local development scheme and annual monitoring reports. It may also include local development orders and simplified planning zone schemes. Together all these documents will provide the framework for delivering the spatial planning strategy for a local authority area.

**Local development scheme:** sets out the programme for preparing local development documents. All authorities must submit a scheme to the Secretary of State for approval within six months of commencement of the Act.

**Monitoring:** regular and systematic collection and analysis of information to measure policy implementation.

**Outcomes:** macro-level real world changes which are influenced to some degree by local development framework outputs.

**Outputs:** the direct effects of a policy e.g. number of housing completions, amount of employment floorspace etc.

**Output indicators:** measure the direct effect of a policy. Used to assess whether policy targets are being achieved in reality using available information.

**Plan, Monitor and Manage:** means of measuring and reviewing policy, involving the adjustment of policy through monitoring if necessary.

**Policy implementation:** assessment of the effectiveness of policies in terms of achieving their targets. Measured by use of output and contextual indicators.

**Use Class:** The Use Class describes the use of each property according to the Town and Country Planning (Use Classes) Order 1987 (as amended).

**Regional Spatial Strategy:** sets out the region's policies in relation to the development and use of land and forms part of the development plan. Planning Policy Statement 11 "Regional Spatial Strategies" provides detailed guidance on the function and preparation of regional spatial strategies.

**Saved policies and plans:** existing adopted development plans are saved for three years from the date of commencement of the Act. Any policies in old style development plans adopted after commencement of the Act will become saved policies for three years from their adoption or approval. The local development scheme should explain the authority's approach to saved policies.

**SEA Directive:** European Directive 2001/42/EC "on the assessment of the effects of certain plans and programmes on the environment".

**Sustainability appraisal:** generic term used in this guidance to describe the form of assessment that considers social, environmental and economic effects that fully incorporates the requirements of the SEA Directive.

**Targets:** thresholds that identify the scale of change to be derived from policies over a specific time period (e.g. number of affordable homes to be built by a set date).