

Hertsmere Transport and Movement Assessment

Hertsmere Borough Council

July 2026

Quality information

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1. Introduction

1.1 Background

- 1.1.1 AECOM has been commissioned by Hertsmere Borough Council (HBC) to undertake a Transport and Movement Assessment in support of the preparation of its next Local Plan at Regulation 18. The new Local Plan for Hertsmere covers the period of 2026 to 2041, superseding the previous Local Plan for the 2012-2027 period.
- 1.1.2 Hertsmere's planned growth over the next 15 years will increase travel demand in the borough. In line with the Department for Transport's (DfT) priorities as set out in their Integrated Transport Strategy, and the direction established in the updated National Planning Policy Framework (NPPF), this growth should be accommodated primarily through safe and reliable active travel and public transport, alongside more efficient use of existing transport networks. This reflects a shift towards vision-led planning, where the desired outcomes, such as reduced car dependency, improved accessibility, and lower carbon emissions, are defined at the outset and transport interventions are identified to support these outcomes.
- 1.1.3 This Transport and Movement Assessment reviews the local context and transport baseline in Hertsmere. It outlines the transport network, socio-economic conditions, and travel patterns across the borough's key settlements. Following this area-wide review, a more detailed, site-specific assessment is undertaken. This examines existing transport conditions at locations identified for growth, with a focus on sustainable transport infrastructure, and highlights the potential implications of development for the transport network.
- 1.1.4 The evidence base presented will help to inform the identification of transport infrastructure requirements and mitigation measures as part of the Regulation 19 Local Plan. These measures will form part of an Infrastructure Delivery Plan (IDP) for Hertsmere.

1.2 Methodology

- 1.2.1 Relevant national, regional and local policy documents have been identified and reviewed to establish the key transport and development policy objectives in Hertsmere.
- 1.2.2 A borough-wide review of the existing transport network and local context, including socio-economic characteristics and the distribution of key settlements, provides a strategic overview of the challenges and opportunities in Hertsmere.
- 1.2.3 Individual site-based assessments have been completed for each of the planned allocations in Hertsmere. The assessments are presented in proformas which contain the following information:
- Land use type
 - Quantum of development, e.g. number of homes
 - Location – maps and distances to key settlements
 - Proximity to trip attractors such as local schools, shops and healthcare facilities
 - Walking and cycle networks surrounding development sites
 - Estimated walking and cycling journey time and distance to local trip attractors

- Key highway connections including roads to which the development sites will be linked, and nearby bus and rail services
- 1.2.4 A 'Hertsmere Sustainable Transport Appraisal and Outline Settlement Transport Studies – Sustainable Transport Appraisal' (STA) document was prepared by Integrated Transport Planning (ITP) in June 2023. It demonstrates understanding of the baseline conditions, existing network opportunities and constraints and the planned implications of growth. Data and information from the ITP STA has been used in this document where appropriate.
- 1.2.5 It should be noted that the analysis in this document has been based upon the list of Local Plan sites provided to AECOM on 9 March 2026. It is understood that this has now been superseded by a list of sites provided in April 2026.
- 1.2.6 No transport modelling is being undertaken for Regulation 18. Modelling is expected to be completed as part of the Regulation 19 submission, utilising Hertfordshire's COMET Model as an evidence tool to assess the cumulative impacts of growth put forward in the new Local Plan on the transport network.

1.3 Structure

- 1.3.1 The remainder of this report is structured as follows:
- **Section 2** outlines the national, regional and local policy context that informs the Transport and Movement Assessment, including the application of a vision-led approach.
 - **Section 3** describes the existing transport network and local context, including socio-economic characteristics and the distribution of key settlements.
 - **Section 4** sets out the proposed growth locations, including the scale and type of development.
 - **Section 5** explains the approach to the site-specific assessments and presents the assessments in proforma format for each of the planned site allocations.
 - **Section 6** outlines the next steps with regards to the COMET modelling of the proposed growth.

2. Policy Context

2.1 Policy Review

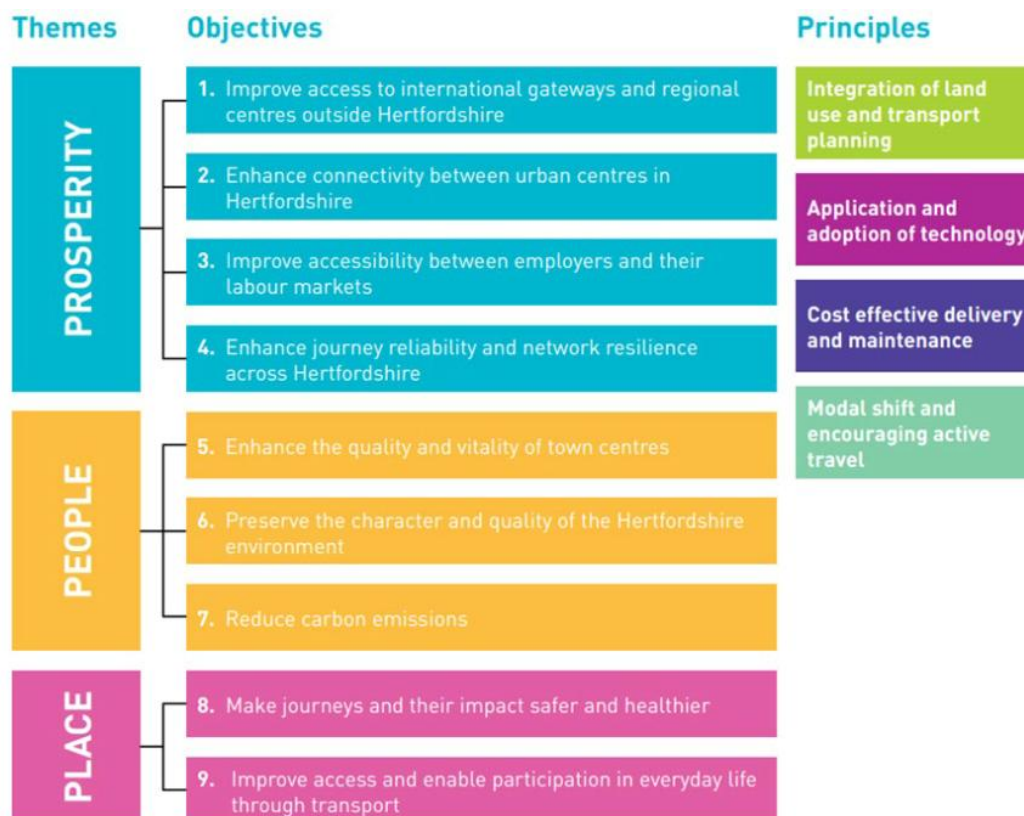
- 2.1.1 This section sets out the existing and future transport and development policy documents relevant to Hertsmere, across national, regional and local levels. These documents shape development growth within the borough and as such it is important to reflect upon the visions and objectives these set out.

National

- 2.1.2 The **National Planning Policy Framework (NPPF)** sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans can provide for housing and other development in a sustainable manner. Preparing and maintaining up-to-date plans should be seen as a priority in meeting this objective. The NPPF states that transport issues should be considered from the earliest stages of plan-making and development proposals, using a vision-led approach to identify transport solutions that deliver well-designed, sustainable and popular places. This should involve:
- making transport considerations an important part of early engagement with local communities;
 - ensuring patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places;
 - understanding and addressing the potential impacts of development on transport networks;
 - realising opportunities from existing or proposed transport infrastructure, and changing transport technology and usage – for example in relation to the scale, location or density of development that can be accommodated;
 - identifying and pursuing opportunities to promote walking, cycling and public transport use; and
 - identifying, assessing and taking into account the environmental impacts of traffic and transport infrastructure – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains.
- 2.1.3 **Net Zero Strategy: Build Back Greener** sets out the previous Government's approach to achieving net zero greenhouse gas emissions by 2050. It identifies transport as a key sector for decarbonisation and emphasises the need to reduce reliance on private car use by supporting a shift towards walking, cycling and public transport. The strategy highlights the importance of delivering infrastructure and policy measures that enable low-carbon travel behaviours and support wider environmental objectives.
- 2.1.4 The DfT's **Integrated Transport Strategy** sets out a vision for a more joined-up, user-focused transport system, with a strong emphasis on improving end-to-end journeys across rail, bus, road, and active travel. Key priorities include better coordination between modes, simpler and more consistent fares, and expanded contactless ticketing to make journeys more seamless, reliable, and easier to use. The strategy also highlights the importance of reliable infrastructure, integration with spatial planning, and sustainability. Investment in roads and rail reform is intended to improve network performance, while transport is positioned as a tool to unlock housing and support economic growth.

Regional

- 2.1.5 In 2021 England's Economic Heartland (EEH) sub-national transport body published its **Regional Transport Strategy, Connecting People, Transforming Journeys**. It sets out an ambition to support sustainable growth and improve quality of life through a world-class, decarbonised transport system that leverages the region's strengths in technology and innovation for the benefit of residents, businesses, and the wider UK. The strategy promotes inclusive design, enabling confident and accessible travel, and emphasises a whole-systems approach to infrastructure planning. Key priorities include decarbonisation, future mobility, and enhanced east-west and local connectivity.
- 2.1.6 Hertsmere is located at the intersection of several **National Highways Route Strategy corridors**. The 'London Orbital and M23 to Gatwick' corridor is identified as critical for facilitating high volumes of orbital movement into and around London but faces significant challenges relating to congestion, reliability, and environmental impact. Given the position of Hertsmere on the M25, with J22, J23 and J24 within the local authority boundary, issues on the corridor can directly affect local accessibility and journey reliability, while issues on the local road network can have implications for the efficient operation of the M25. The route strategy identifies safety issues at M25 J23 (Bignells Corner). Constraints at this junction are also flagged in the London to Leeds (East) corridor, which includes the A1(M) in Hertsmere to the north of A1(M) J1 (Bignells Corner). Across all corridors, the strategies highlight the need to improve resilience, integrate with local and regional networks, and support decarbonisation and future travel demand. For Hertsmere, this reinforces its role as a critical location within the Strategic Road Network, where national and regional movements converge, creating opportunities for connectivity and challenges relating to congestion and network pressure.
- 2.1.7 **Hertfordshire's Local Transport Plan (LTP4)**, adopted in 2018 for the period of 2018-2031, recognises the issues arising from excessive car use and the consequences should car dependence rise in line with expected population growth within the county. Policies and objectives set out within the LTP4 ensure growth considers the opportunities to reduce travel demand with the aspiration 'to tip the balance in favour of non-car modes and to make journeys and their impact safer and healthier'. It further acknowledges that a move away from car-based investment and road capacity enhancement is required and increasing road network capacity should not be the default option. However, the LTP4 goes on to state that a blended strategic approach combining improvements in walking, cycling, passenger transport and highways provision is seen as optimum. Themes of People, Place, and Prosperity guide the following LTP4 vision:
- 'We want Hertfordshire to continue to be a county where people have the opportunity to live healthy, fulfilling lives in thriving, prosperous communities'*
- 2.1.8 These themes in turn relate to stated objectives and principles, to all support the above vision, with their relationship visualised in Figure 2-1.



Source: Hertfordshire LTP4

Figure 2-1: Themes, Objectives and Principles in the Hertfordshire LTP4

- 2.1.9 The Transport User Hierarchy in LTP4 supports ‘the creation of built environments that encourage greater and safer use of sustainable transport modes’ and should be applied to all schemes and transport strategies. The adopted hierarchy (ordered by priority consideration) is:
1. Opportunities to reduce travel demand and the need to travel
 2. Vulnerable road user needs (such as pedestrians and cyclists)
 3. Passenger transport user needs
 4. Powered two-wheeler (mopeds and motorbikes) user needs
 5. Other motor vehicle user needs
- 2.1.10 Whilst the hierarchy seeks to increase the attractiveness of alternative modes of transport, as previously noted the LTP4 recognises travel by car is still required for some journeys.
- 2.1.11 The LTP4 is further guided by a variety of specific transport planning strategies to aid in the delivery of the overarching priorities, summarised in Table 2-1.

Table 2-1: Key supporting documents of Hertfordshire LTP4

LTP4 Document	Description	Published
Accessibility Strategy	Accessibility assessment of key services and facilities within Hertfordshire for residents of the county.	July 2019
Active Travel Strategy	To encourage cycling and walking trips, particularly for shorter journeys and as part of longer journeys.	Revised strategy under development
Growth and Transport Plans (GTPs)	Detailed approach to deliver overarching LTP4 policies and objectives, focussing on more localised areas to identify possible interventions to current issues seen on the county's transport network. The GTPs are in the process of being updated, including for the South Central region.	June 2019 (SW Herts) / July 2022 (South Central)
Intalink Bus Strategy and Enhanced Partnership Scheme and Plan (2020)	Provides more detailed plans and proposals to both improve existing bus travel and grow the local bus network for the future.	February 2020
Rail Strategy	Ensures the railway in Hertfordshire can support economic growth and development and sets out Hertfordshire County Council's aspirations for the development of the rail network.	December 2020
Roads in Hertfordshire	Hertfordshire's Highway Design Guide incorporates a legal framework for which developments must design improvements to the highway network, underpinned by a philosophy of sustainability.	2011
Sustainable Modes of Travel Strategy	A focus on sustainable travel opportunities amongst children and young people to travel to, from and in between educational establishments.	August 2021

Local

- 2.1.12 Neighbourhood planning supports communities to shape the future of the places where they live and work. Radlett and Shenley have both adopted **Neighbourhood Plans**, allowing these communities to set localised visions and policies to guide development in their neighbourhood. Elstree and Borehamwood Town Council is in the process of consulting on their Neighbourhood Plan for the entirety of its parish.
- 2.1.13 HBC are working with Hertfordshire County Council (HCC) to develop a **Local Cycling and Walking Plan (LCWIP)** for Hertsmere. An LCWIP is a plan that will identify important local routes for people walking, using a wheelchair or riding a bike to go to work, school or to carry out everyday trips. When these important routes have been identified, HBC will use the latest guidance to suggest ways to improve them and make them safer. In the LCWIP consultation draft, priority walking and cycling routes were identified in Borehamwood & Elstree, Radlett, Potters Bar, and Bushey. Detailed design and feasibility work on priority routes will take place following public consultation. LCWIPs should have a strong link with strategic planning documents to ensure consideration is given to cycling and walking, and that the requirements for these road users are embedded in transport schemes.

3. Existing Conditions and Transport Baseline

3.1 Local Context and Transport Network Overview

- 3.1.1 Hertsmere is one of ten boroughs in Hertfordshire and is located to the south of the county. It covers approximately 100 square kilometres, representing a small proportion of Hertfordshire's total area of around 1,600 square kilometres. The borough borders the neighbouring Hertfordshire districts of St Albans, Three Rivers, Watford, and Welwyn Hatfield. It is also bordered by the London Boroughs of Harrow, Barnet, and Enfield to the south. Despite its proximity to London, Hertsmere is predominantly rural in character, with around 80% of its area designated as Green Belt¹.

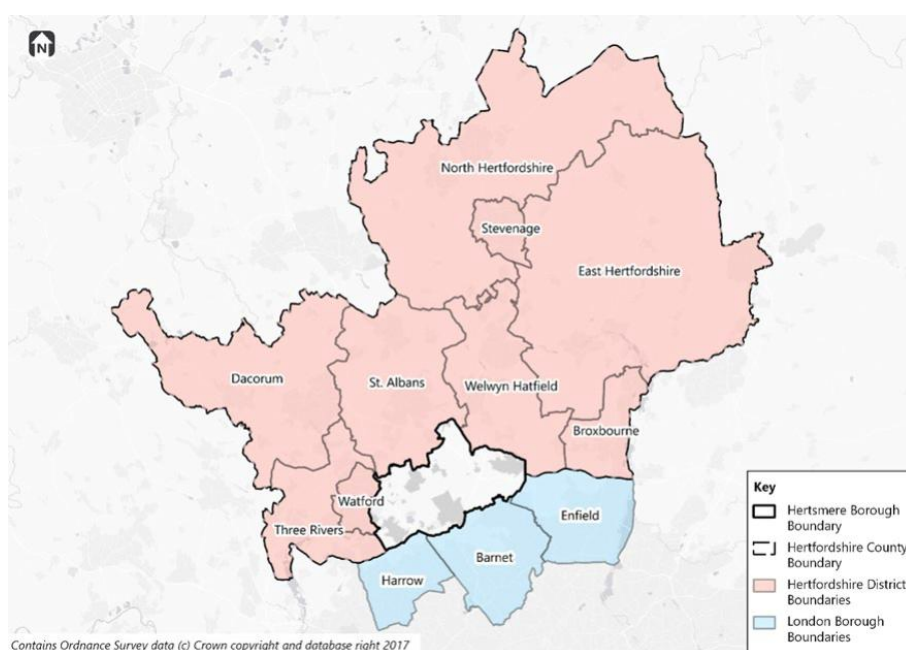


Figure 3-1: Hertsmere and nearby districts and boroughs

Road Network

- 3.1.2 Within Hertsmere, the Strategic Road Network (SRN), which is the road network monitored and managed by National Highways, consists of the M25, the M1, and the A1(M), which provide key north–south and orbital connections to London, the East, the South East, and the Midlands. Major junctions such as M25 Junction 23 / A1(M) Junction 1 (Bignells Corner) at South Mimms are particularly important for facilitating strategic and local movements.
- 3.1.3 In addition to the SRN, Hertsmere is served by elements of the Major Road Network (MRN). The MRN is the middle tier of the country's busiest and most economically important local authority A-roads, sitting between the SRN and the rest of the local road network. In Hertsmere, it includes routes such as the A41, which provides an important corridor linking the borough to Central London and Aylesbury, and supports both commuter and freight movements.
- 3.1.4 Other A-roads, including the A1000 and the A5183, play a key role in distributing traffic between the borough's key settlements, and in connecting to the wider SRN.

¹ Integrated Transport Planning *Hertsmere Sustainable Transport Appraisal and Outline Settlement Transport Studies: Sustainable Transport Appraisal*. June 2023.

The local road network comprises a hierarchy of B-roads and minor roads, which provide access within settlements and to rural areas. These routes are essential for local connectivity but can experience pressure from through traffic, particularly where drivers seek to avoid congestion on the SRN.

Rail Network

- 3.1.5 In terms of rail connectivity, three railway stations are located within Hertsmere: Elstree & Borehamwood, Potters Bar, and Radlett. These stations all provide north–south connections between London and destinations further north. Elstree & Borehamwood and Radlett stations are located on the Midland Main Line, with services operated by Thameslink between London St Pancras and Bedford. Potters Bar is located on the East Coast Main Line and is served by Thameslink and Great Northern services. In addition, several stations located outside but close to the borough boundary serve Hertsmere residents. These include Bushey and Watford Junction in Watford, both of which are served by National Rail and London Overground services, as well as nearby London Underground stations at Cockfosters, High Barnet, and Stanmore, which provide access to Transport for London (TfL)’s network.

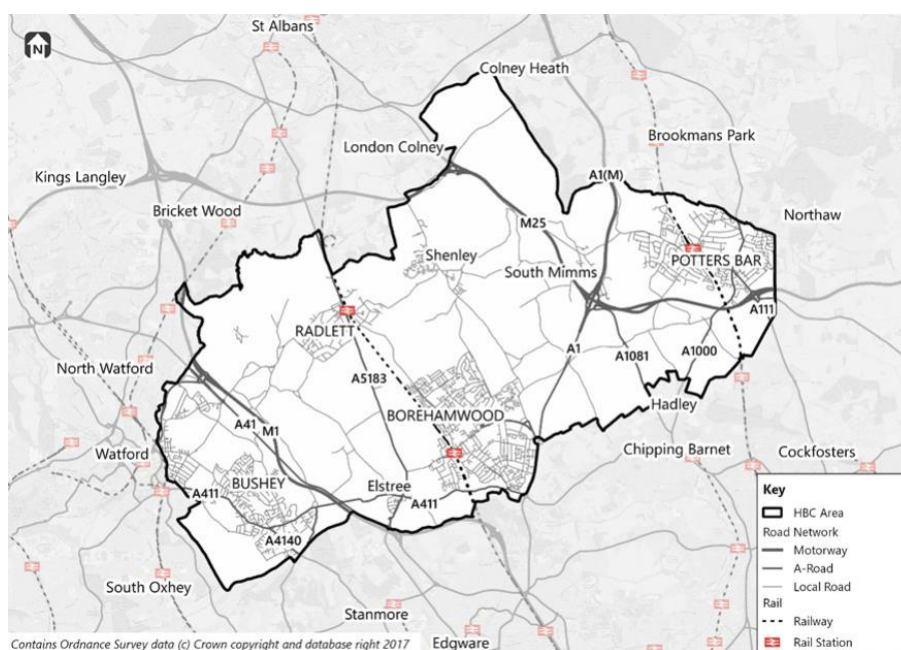


Figure 3-2: Existing road and rail network in Hertsmere

Bus Services

- 3.1.6 Hertsmere is served by a network of bus routes operated by providers including Arriva, London Sovereign, Metroline Travel, Sullivan, and Uno. Figure 3-3 illustrates bus service frequencies across the borough during a typical weekday AM peak period, used as a proxy for overall service provision.

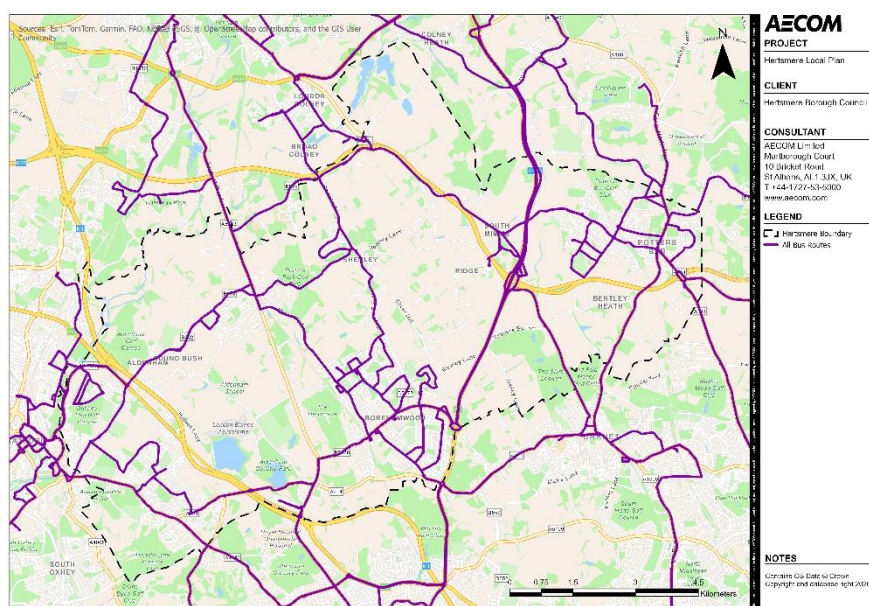


Figure 3-3: Bus services in Hertsmere

- 3.1.7 Higher frequency services, generally operating at more than four buses per hour, are concentrated in the south of the borough and provide connections to neighbouring London boroughs. The most frequent routes, typically operating every 10 minutes, serve Potters Bar, Elstree and Borehamwood, and Bushey, providing access to London Underground stations such as Cockfosters, High Barnet and Stanmore.
- 3.1.8 Bus services connecting Hertsmere to the rest of Hertfordshire generally operate at lower frequencies, typically between one and four buses per hour. Key destinations such as St Albans and Watford are relatively well served, with a combination of bus and rail providing direct connections to the borough's main settlements.

Active Modes

- 3.1.9 National Cycle Network (NCN) Route 12 passes through the eastern part of the borough near Potters Bar, providing cycle connections to Enfield in north London and to Spalding in Lincolnshire via Stevenage, St Neots and Peterborough. The route includes a combination of on-road and off-road sections. NCN Route 6 runs along the western boundary of the borough via Watford, forming part of a longer-distance route connecting London with the East Midlands and extending as far as the Lake District.

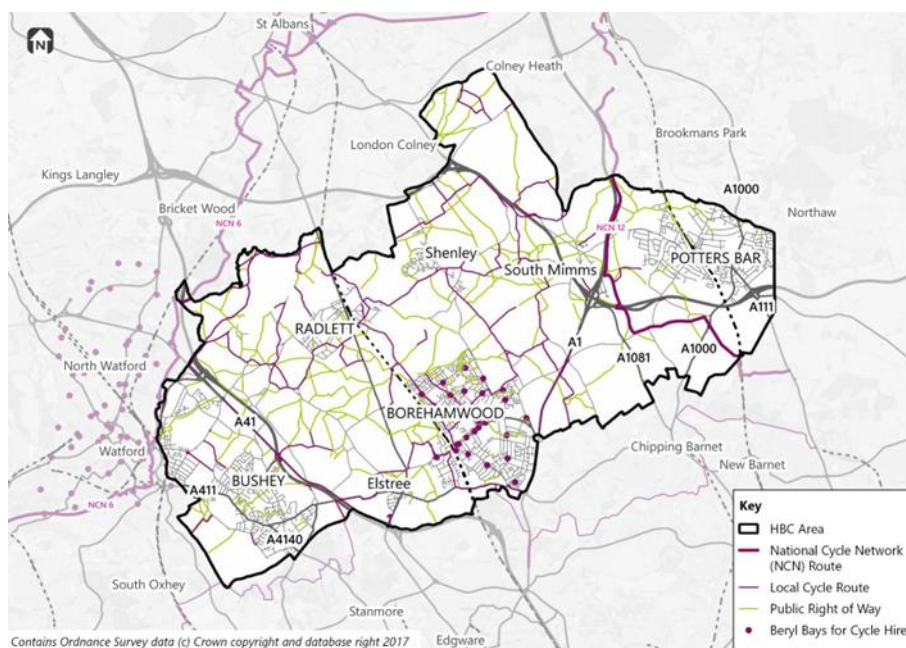


Figure 3-4: Active travel network in Hertsmere

- 3.1.10 The London Outer Orbital Path (LOOP) is a 150-mile, 24 section circular walking route encompassing Greater London, with some northern sections crossing into Hertsmere. Sections 15, 16 and 17 connect Hatch End to Enfield Lock, via Elstree, Barnet, and Cockfosters to provide residents with access to this leisure route.

3.2 Socio-Economic Context

- 3.2.1 Hertsmere's population has grown over the past 20 years and is expected to continue increasing over the next two decades. The borough is the sixth most populous of the 10 districts and boroughs in Hertfordshire, accounting for approximately 9% of the county's total population². Levels of unemployment are relatively low, and further employment growth is anticipated as part of planned development within the borough.
- 3.2.2 There are notable variations in levels of deprivation across Hertsmere, resulting in disparities in health outcomes, including life expectancy. Borehamwood Cowley Hill is the most deprived Lower Super Output Area (LSOA) in Hertfordshire and falls within the 10% most deprived areas nationally. In contrast, Bushey Heath is among the least deprived areas, ranking within the top 1% nationally.
- 3.2.3 Obesity acts as a general indicator of inactivity and an unhealthy lifestyle, and one that is predicted to see an increase in prevalence amongst the UK population³. There is a reported link between high levels of deprivation and obesity, with more deprived communities often experiencing poorer health outcomes and reduced access to opportunities for physical activity.
- 3.2.4 Hertsmere's challenges relating to health inequalities and areas of higher deprivation can be partly addressed through transport interventions that support increased levels of everyday activity while improving access to key services and employment opportunities. Measures such as improved walking and cycling infrastructure, safer active travel routes, and enhanced public transport provision

² Office for National Statistics, Census 2021 *population data*, cited in Integrated Transport Planning *Hertsmere Sustainable Transport Appraisal and Outline Settlement Transport Studies: Sustainable Transport Appraisal*. June 2023.

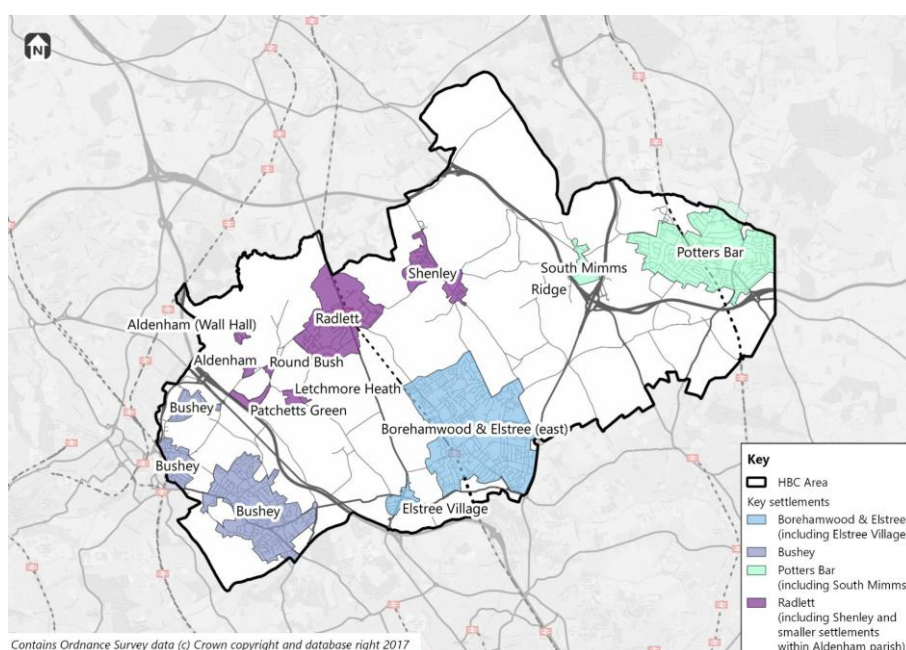
³ Hertsmere Borough Council (2018) Hertsmere Health and Wellbeing Strategy 2018–2022, cited in Integrated Transport Planning *Hertsmere Sustainable Transport Appraisal and Outline Settlement Transport Studies: Sustainable Transport Appraisal*. June 2023.

can help encourage uptake in active travel and support healthier, better connected communities.

- 3.2.5 Vehicle ownership can also provide an indicator of socio-economic status in an area as well as the personal perception of the quality of other transport modes. Whilst only 16% of Hertsmere residents don't have access to a car compared to 23% nationally⁴ (indicating a higher level of car ownership and reliance on such mode within Hertsmere), there is an essential need for non-car-based transport options for almost one in five of Hertsmere's households.

3.3 Key Settlements

- 3.3.1 Hertsmere's main settlements are relatively small compared to larger neighbouring towns such as Watford, St Albans, and Hemel Hempstead. Each settlement has its own distinct character, level of connectivity, and set of constraints. These settlements act as local service centres for surrounding villages, many of which are more rural in nature. As a result, these smaller settlements tend to be more reliant on private car travel, reflecting more limited accessibility by sustainable modes.
- 3.3.2 The settlements in Hertsmere have been categorised into a hierarchy in the 'Settlement Hierarchy and Accessibility Mapping Analysis'⁵ undertaken by HBC. The settlement tiers were defined based on population and housing provision, facilities and service provision, and accessibility, with Tier I representing the largest settlements and Tier VII the smallest.
- 3.3.3 The principal settlements, and the smaller communities they serve, are listed below and shown in Figure 3-5.
- Borehamwood and Elstree (including Elstree Village)
 - Bushey
 - Radlett (including Shenley and smaller settlements within Aldenham parish)
 - Potters Bar (including South Mimms)



⁴ Office for National Statistics, Census 2021 *Car or van availability*

⁵ [Settlement Hierarchy report - FINAL](#), Hertsmere Borough Council.

Figure 3-5: Key settlements in Hertsmere

Borehamwood and Elstree

- 3.3.4 As the only Tier I settlement within Hertsmere, the largest proportion of the borough's population reside in Borehamwood and Elstree (36,500 within Borehamwood and Elstree and a further 1,700 in Elstree Village). This is considered to be the principal residential and economic centre for Hertsmere and has a reputation for film and television.
- 3.3.5 Borehamwood is closely situated to Hertsmere's southern boundary, where this adjoins with the boundary of the London Borough of Barnet.
- 3.3.6 The M1 and A1 sandwich the settlement to the west and east respectively and directly connected by:
- A1; a north-south route alongside the eastern edge of the settlement, provides road connectivity between Central London, M25 and South Mimms.
 - The Elstree Way corridor is an east-west route for connectivity through the town centre. The Elstree Way Corridor Area Action Plan (EWCAAP) has guided development and regeneration along this corridor since adoption in 2015 and provides Borehamwood's town centre with a link to the A1 and Elstree Village.
 - A5135 Elstree Way; a connection between the A1, Sky Studios and Elstree Studios of eastern Borehamwood.
 - B5378 Shenley Road; aligns through Borehamwood's town centre, connecting Elstree Studios to the east and Elstree and Borehamwood Railway Station to the west. An Air Quality Management Area (AQMA) exists along part of this route.
 - B5378 Allum Lane; connects Elstree and Borehamwood Railway Station with Watling Street to provide a link between west Borehamwood and Elstree village.
- 3.3.7 A5183 Watling Street; a north-south route to connect Borehamwood and Elstree with Radlett, St Albans and the A414 for onward connections to North Hertfordshire. A411 Barnet Lane; an east-west route directly aligned through Elstree village which continues to the south of Borehamwood and connects the settlement to Barnet in North London.
- 3.3.8 The smaller village of Elstree is dominated by a major junction (A411/A5183) in the centre of the village which is designated as an AQMA. This junction provides the village with connections to Borehamwood, Bushey and Radlett whilst also providing a link to the strategic M1, Junction 4.
- 3.3.9 The A5183 (Elstree Way, Rowley Lane) carries significant levels of traffic, providing access to local and adjoining employment areas and one of the most heavily trafficked routes in Hertfordshire.
- 3.3.10 Frequent weekday AM peak period bus services provide Borehamwood and Elstree with connections to areas within North London, including New Barnet and Edgware, in addition to more local services to Radlett, Shenley and Potters Bar. However, these local services are less frequent, with no more than two buses an hour within the same period.
- 3.3.11 Elstree and Borehamwood railway station services the Midland Main Line to provide north south rail links into central London via St. Pancras. There has been a slight overall increase in passenger numbers from 2012 to 2020 (5.9%) at Elstree and Borehamwood rail station and it is the busiest rail station within Hertsmere.⁶ It was

⁶ ORR Table 1415 - Time series of passenger entries and exits and interchanges by station - National Rail passengers only, cited in Integrated Transport Planning *Hertsmere Sustainable Transport Appraisal and Outline Settlement Transport Studies: Sustainable Transport Appraisal*. June 2023.

also the fourth busiest within Hertfordshire in 2019/2020. A small network of cycleways exists within Borehamwood, primarily to the north of the main shopping area. An on-carriageway, non-segregated facility provides a cycle link between Elstree and Borehamwood rail station and Radlett, however the network is sparse south of the A5135. Cycle connectivity is also limited west of Borehamwood, particularly across the A5183, close to Hertsmere Golf Course.

- 3.3.12 Borehamwood has recently introduced a cycle hire scheme, provided and operated by Beryl. There are currently 25 Beryl Bays within the town, granting access to both traditional and electric bikes. Work is currently being undertaken to look at possibilities for improving the cycle network within Borehamwood.
- 3.3.13 Both Elstree village and Borehamwood provide residents with access to GPs and primary and secondary education facilities. Elstree Aerodrome is also located to the north-west of the settlement area and Elstree Studios is a key employment destination. Outside of the settlement, Barnet provides residents of Borehamwood and Elstree access to their nearest hospital, Barnet hospital and offers a close connection into London via Barnet underground station on the TfL network.

Bushey

- 3.3.14 Predominantly residential in nature, Bushey has a population of 27,500 and is the second largest town in Hertsmere (Tier II settlement). It is situated towards Hertsmere's westernmost extents and is closely located to the neighbouring borough of Watford and its town centre (Figure 3-5). Three distinct areas comprise the settlement, each with individual characteristics (Bushey Heath, Bushey Village and North Bushey).
- 3.3.15 Bushey lies to the west of the M1, equidistant between Junctions 4 and 5, and provides the settlement with a north-south connection immediately between London and Hertfordshire. The A41 runs largely parallel to the M1 to the northeast of Bushey. The A411 is the primary road through the settlement, which connects to Bushey rail station, Watford town centre, and Elstree, and further afield. It carries significant levels of traffic and is one of the 25 most heavily trafficked routes within Hertfordshire.⁷ The A4140 is another key route for the settlement, which runs northwest-southeast from the town centre towards Stanmore in Barnet.
- 3.3.16 Bus operators utilise this road network heavily providing bus connectivity from Bushey to Watford and neighbouring London boroughs in the south. The 142 London Sovereign service operates every 10 minutes in the weekday AM peak, one of the more frequent services within Hertsmere. A less frequent service (two buses an hour) operated by Sullivan provides east-west connectivity from Bushey towards Elstree and Borehamwood.
- 3.3.17 Bushey rail station is located in the neighbouring borough of Watford on the West Coast Main Line and TfL's London Overground (Lioness Line). The station provides services to London and has seen a rise in passenger numbers of approximately 200% between 2008/9 and 2018/19, reflecting a significant increase in demand over the last 10 years.⁸
- 3.3.18 The existing cycle network is limited throughout Bushey, with small sections of cycle facility dispersed across the settlement with little connectivity. The A41 Cycle Track, however, provides a more continual shared-use, off-carriageway facility along the A41, east of the settlement.

⁷ Figure 3.2.1, [Traffic and Transport Data Report](#), 2019, cited in Integrated Transport Planning *Hertsmere Sustainable Transport Appraisal and Outline Settlement Transport Studies: Sustainable Transport Appraisal*. June 2023.

⁸ [ORR Table 1415 - Time series of passenger entries and exits and interchanges by station](#) - National Rail passengers only, cited in Integrated Transport Planning *Hertsmere Sustainable Transport Appraisal and Outline Settlement Transport Studies: Sustainable Transport Appraisal*. June 2023.

- 3.3.19 Watford implements a cycle hire scheme in its borough, currently operated by Beryl Bikes. 76 Beryl Bays are currently provided, with closest access for Bushey residents at Oxhey Green and the A411/A4008/Aldenham Road junction.
- 3.3.20 Residents are served with a number of key facilities including GPs and primary and secondary education facilities. However, the closest A&E department is Watford General Hospital, located outside of the borough.

Potters Bar and South Mimms

- 3.3.21 Potters Bar is situated to the east of Hertsmere and features varying characteristics between local areas. Its population is approximately 23,000 and comprises two distinct shopping areas.
- 3.3.22 The Middle Super Output Area (MSOA) Potters Bar Oakmere is one of the most deprived areas within Hertsmere which, however, also borders some of the least deprived areas in Hertsmere.
- 3.3.23 Potters Bar relates strongly to the M25 with junction 24 sitting at its southern extent, whilst the A1(M) further separates the town from the remainder of the borough. Other key road links from the town include:
- A1000 Barnet Road, High Street, Hatfield Road; a main distributor route to connect Hatfield, Hertfordshire with Barnet,
 - A111 Southgate Road; a north-south route from Potters Bar towards Cockfosters, Southgate and the North Circular (A406) in North London.
- 3.3.24 There is limited east-west connectivity utilising the strategic road network, which instead is provided by secondary distributors. The B556, B158 and B157 connect Potters Bar to settlements such as South Mimms and Cuffley and towards the A10.
- 3.3.25 Potters Bar rail station is situated on the East Coast Main Line providing a rail link between London and Peterborough. Rail station usage for 2024-25, indicates a 34% growth in entries and exits since 2014-15, the largest increase of Hertsmere's three railway stations.
- 3.3.26 High frequency bus services link Potters Bar to the London Borough of Enfield via the A1005. Arriva London typically operates at least four buses an hour in the weekday AM peak period towards Enfield whilst access to the London Underground network (High Barnet and Cockfosters stations) from Potters Bar is provided by bus route 298 to Cockfosters. Potters Bar is limited in its bus services to the west, with infrequent routes towards Borehamwood.
- 3.3.27 A very limited coverage of cycleways exists within Potters Bar and does not provide a connection to local facilities or nearby settlements. NCN Route 12 aligns to the west of the settlement, but again does not provide local access by cycle to key facilities. There is also a key point of severance for pedestrians and cyclists caused by the B556 (Mutton Lane) and its two key junctions where it meets the A1000 and Darkes Lane.

Radlett and Shenley

- 3.3.28 Radlett is largely residential in nature, with areas of green belt surrounding the settlement. Approximately 8,300 people reside in Radlett, the fourth largest settlement within Hertsmere and classed as a Tier III settlement. Approximately an additional 4,000 Hertsmere residents reside in Shenley, one of the larger key villages within the borough. Both settlements lie in close proximity to each other, with key infrastructure links providing sustainable transport options within reasonable journey times across both Shenley and Radlett.

- 3.3.29 Radlett's road connectivity is provided by one prominent A-road and several B-roads:
- A5183 Watling Street; a north-south route aligned centrally through Radlett, with local connections to Radlett rail station, Elstree and St Albans
 - B462 Radlett Road; an east-west secondary distributor with connections to Bushey and Watford to the west of Radlett.
- 3.3.30 Shenley is predominantly connected by secondary distributors:
- B5378 Shenley Road; a north-south route, and the only secondary distributor connecting Shenley to Borehamwood in the south and London Colney in the north.
 - Shenley Hill/Radlett Lane directly links Radlett and Shenley
 - Mimms Lane connects Shenley to South Mimms and Ridge to the east, with access to the strategic A1(M).
- 3.3.31 Further connectivity from Shenley is granted via various narrow unclassified roads, such as Rectory Lane and Woodhall Lane. These characteristically provide circuitous routes to the classified road network.
- 3.3.32 Bus services provide east-west connections, ultimately linking Watford to St Albans and Hatfield through Hertsmere via Radlett and Shenley on long-distance routes. These services typically operate twice hourly on a weekday morning peak period by Sullivan and Uno.
- 3.3.33 An on-carriageway, non-segregated route links Radlett and Shenley via Shenley Hill/Radlett Lane, whilst both settlements also offer a continuous route towards the northern extents of Borehamwood. The route along Radlett Lane is a promoted route as part of the Borehamwood Loop Leisure Route, rather than a dedicated cycleway. The link along Shenley Ridge is also a promoted leisure route but does not benefit from any segregation or on-carriageway advisory lane and has a 60mph speed limit in places. It is noted the network coverage is poor towards the centres of both Radlett and Shenley, with limited connections to key facilities. These routes do not meet latest national standards such as LTN 1/20, and the lack of connections to key facilities at settlement destination is a significant barrier to cycling.

3.4 Current Movement Patterns

- 3.4.1 Movement and accessibility trends, including journey mode share and trip purpose, of Hertsmere residents have been understood through a range of data sources. The Hertfordshire County Travel Survey (HCTS), 2025, provides detailed travel pattern information on journeys made within the county.

Key Destinations

- 3.4.2 Key destinations providing a purpose for travel include primary, secondary, and further education sites, GPs and hospitals, community facilities such as libraries and community centres and primary shopping areas. The concentration of such facilities within Hertsmere is visualised in Figure 3-6, indicating a clear correlation between the size and categorised tier of settlement and level of facility.

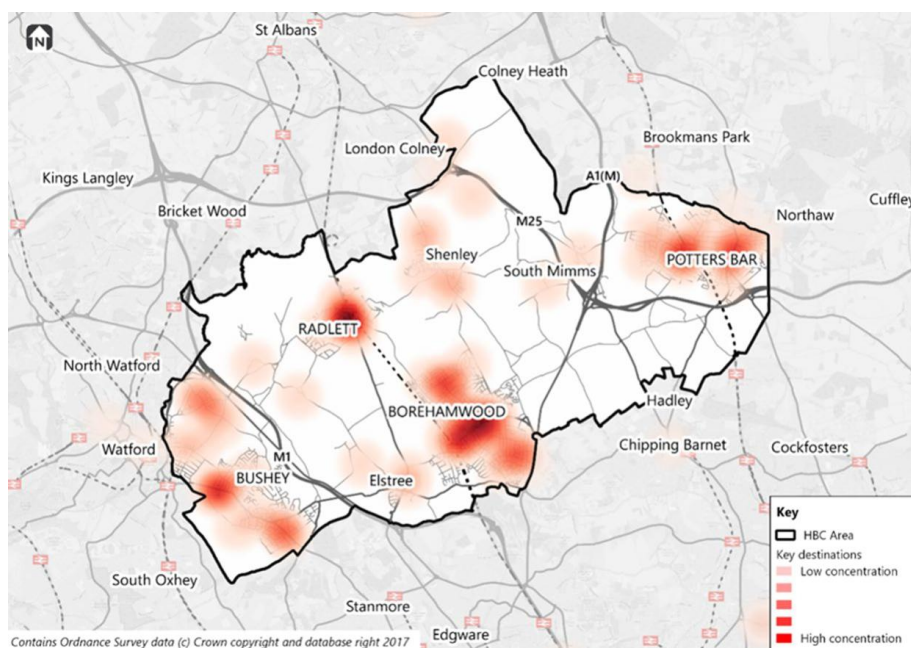


Figure 3-6: Key destination heatmap – Hertsmere

Place of Work

- 3.4.3 Figure 3-7 shows the destinations of journeys made to work on the travel day by respondents who travelled from home. Just under one third (31.9%) of these journeys were to workplaces within respondents' home district. In Hertsmere, 61.5% of respondents work from home at least once per week.

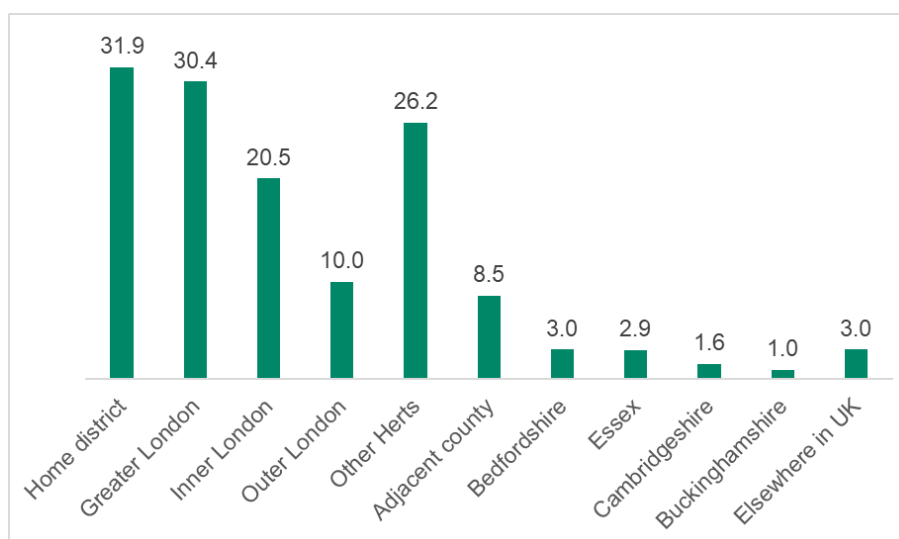


Figure 3-7: Commuting destinations for Hertfordshire residents (percentages)

- 3.4.4 More than half (58.3%) of Hertsmere residents travel to Greater London for work, higher than any other district in Hertfordshire.

Mode Share

- 3.4.5 Figure 3-8 shows the percentage main mode of all trips in Hertfordshire.

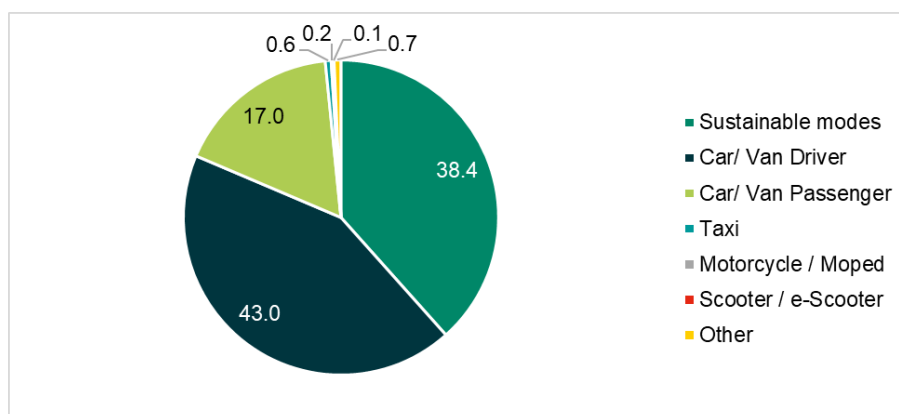


Figure 3-8: Main mode of all trips in Hertfordshire (percentages)

- 3.4.6 The overall proportion of all trips made by car has fallen from 68.8% in 2018 and 63.0% in 2022 to 62.5% in 2025.
- 3.4.7 There has been an increase in the use of sustainable modes (walking, cycling, bus, train and tube) as the main mode of transport from 32.2% in 2018 and 37.3% in 2022 to 38.4% in 2025.
- 3.4.8 More than three quarters (76.8%) of short trips less than one mile were made on foot and 2% were made by bike. One fifth (19.9%) of journeys less than one mile in distance were made by car. For journeys between one and three miles, the proportion of trips made by car increased to 62.5%. Train accounted for 41.3% of journeys between twenty and thirty miles and half of journeys between thirty and forty miles.

Alternative Trip Purposes

- 3.4.9 The Travel Survey highlights that there is a diverse range of trip types made in Hertfordshire, of which trips to a 'Usual place of work' represent 17% of all trips. Other trip purposes included:
- 3.4.10 Leisure, social, or recreation was the most frequent journey purpose (36.9%), which was consistent with the survey in 2022 (33.6%);
- Shopping trips comprised 14.5% of trips made, of which 10.7% were for food shopping purposes; and
 - Accompanying trips made up 11.5% of journeys, including 6.9% of trips escorting to and from education.
- 3.4.11 Just under one quarter (23.2%) of leisure, social and recreation trips were to locations outside of Hertfordshire, including London. St Albans (12.9%) and North Hertfordshire (11.3%) were also key destinations for leisure, social and recreation trips.
- 3.4.12 Many education journeys and accompanied trips were made to St Albans (17.8% each).
- 3.4.13 For non-commuting trips, active modes become more widely used, particularly education journeys (43.2% walked as their main mode of transport), leisure trips (32.9% walked) and shopping (30.9%).

4. Proposed Growth

4.1.1 The initial site assessments have been underpinned by the assumptions on the quantum and spatial distribution of planned housing and economic growth. Table 4-1 below presents a breakdown of potential development sites. Site-specific assessments were completed for sites with more than 50 dwellings.

Table 4-1: March 2026 list of candidate site allocations

Settlement	Reference	Site Address	Typology	Site Capacity	Proforma Required
Borehamwood	HBA SA1	Borehamwood Town Centre Retail Park	Strategic Urban Site	501	Yes
Borehamwood	HBA SA3	Tesco Foodstore, Elstree Way, Borehamwood	Strategic Urban Site	468	Yes
Borehamwood	HBA SA16	Imperial Place, Elstree Way, Borehamwood	Urban Site	221	Yes
Borehamwood	HBA SA4	Cheeky Monkeys Day Nursery, Elstree Way, Borehamwood	Urban Site	120	Yes
Borehamwood	HBA SA6	Hertsmere Civic Centre Car Park, Elstree Way, Borehamwood	Urban Site	115	Yes
Borehamwood	HBA SA5	Hertsmere Civic Centre, Elstree Way, Borehamwood	Urban Site	95	Yes
Borehamwood	HBA SA24	Old Haberdasher's Sports Ground - Croxdale Road, Borehamwood	TBC	95	Yes
Borehamwood	HBA SA11	Cluster on Elstree Way (comprised of office building, Shell Garage and Kwik Fit), Borehamwood	Urban Site	74	Yes
Borehamwood	HBA SA15	Leeming Road Local Centre, Borehamwood	Urban Site	71	Yes
Borehamwood	HBA SA23	Hollywood Court, Borehamwood	Urban Site	71	Yes
Borehamwood	HBA SA12	Car Park, Theobald Street (south) including former Shiva Building, Borehamwood	Urban Site	55	Yes
Borehamwood	HBA SA2	Pure Gym Borehamwood	Strategic Urban Site	51	Yes
Borehamwood	HBA SA7	Elstree & Borehamwood Railway Station, Borehamwood	Urban Site	43	No
Borehamwood	HBA SA9	Borehamwood Fire Station, Elstree Way, Borehamwood	Urban Site	36	No
Borehamwood	HBA SA8	Travelodge, Studio Way, Borehamwood	Urban Site	33	No
Borehamwood	HBA SA26	Director's Arms, Borehamwood	Urban Site	29	No
Borehamwood	HBA SA10	Borehamwood Job Centre, Elstree Way, Borehamwood	Urban Site	27	No
Borehamwood	HBA SA14	McDonald's, Elstree Way, Borehamwood	Urban Site	26	No
Borehamwood	HBA SA25	Brook Road Car Park, Borehamwood	TBC	18	No
Borehamwood	HBA SA13	Fairway Hall, Brook Road, Borehamwood	Urban Site	5	No

Settlement	Reference	Site Address	Typology	Site Capacity	Proforma Required
Borehamwood Extension Site	HBA SA17a	Well End Strategic Urban Extension, Borehamwood	Strategic Urban Extension	1523	Yes
Borehamwood Extension Site	HBA SA17c	Well End Strategic Urban Extension, Borehamwood	Strategic Urban Extension	1425	Yes
Borehamwood Extension Site	HBA SA22	Parkview/ Borehamwood Golf Course	Urban Extension	1073	Yes
Borehamwood Extension Site	HBA SA17d	Well End Strategic Urban Extension, Borehamwood	Strategic Urban Extension	802	Yes
Borehamwood Extension Site	HBA SA21	Field south of B5378, Borehamwood	Urban extension	240	Yes
Borehamwood Extension Site	HBA SA20	Paddocks, Barnet Lane (east), Borehamwood	Urban extension	220	Yes
Borehamwood Extension Site	HBA SA19	Paddocks, Barnet Lane (west), Borehamwood	Urban extension	133	Yes
Bowman's Cross	HBCA SA1	Land at Bowman's Cross, Courser's Road, Ridge (Site located to the east of London Colney and north of the M25, which forms its southern boundary)	Strategic Site/ New Settlement	500	Yes
Bushey	HBUSA SA2	Car Dealership, 21 High Road, Bushey	Urban Site	19	No
Bushey	HBUSA SA3	Car Park, 67 High Road, Bushey	Urban Site	11	No
Bushey	HBUSA SA1	Car Park, Kemp Place, Bushey	Urban Site	10	No
Bushey Extension Site	HBUSA SA6	Land at Elstree Road (south), Bushey	Urban extension	1300	Yes
Bushey Extension Site	HBUSA SA5	Land rear of Farm Way (north), Bushey	Urban extension	802	Yes
Bushey Extension Site	HBUSA SA8	Bushey Hall Golf Course, Bushey	Urban extension	350	Yes
Bushey Extension Site	HBUSA SA7	Former Bushey Golf Course (Bushey Country Club)	Urban extension	286	Yes
Bushey Extension Site	HBUSA SA4	Land at Little Bushey Lane (west), Bushey	Urban extension	280	Yes
Out of Settlement	HOS SA1	Other Sports Facility, Watford Road/ Aldenham Road, Elstree	Urban extension	69	Yes
Potters Bar	HPBA SA1	Tesco Superstore, Mutton Ln, Potters Bar EN6 2PB	Strategic Urban Site	588	Yes
Potters Bar	HPBA SA2	Canada Life House 2 - 6 High Street Potters Bar Hertfordshire EN6 5BA	Strategic Urban Site	369	Yes
Potters Bar	HPBA SA3	Sainsbury's, Sainsbury's Centre, Darkes Ln, Potters Bar EN6 1AU	Strategic Urban Site	128	Yes
Potters Bar	HPBA SA6	Bus Garage, High Street, Potters Bar	Urban Site	119	Yes
Potters Bar	HPBA SA4	Potters Bar Railway Station Car Park, Darkes Lane, Potters Bar	Strategic Urban Site	98	Yes
Potters Bar	HPBA SA5	11 Darkes Lane, Potters Bar	Strategic Urban Site	58	Yes

Settlement	Reference	Site Address	Typology	Site Capacity	Proforma Required
Potters Bar	HPBA SA7	Potters Bar Fire Station, Mutton Ln, Potters Bar EN6 2HF	Urban Site	21	No
Potters Bar	HPBA SA12	Car/ Taxi sales outlet, 226 Mutton Lane, Potters Bar	Urban Site	16	No
Potters Bar	HPBA SA9	Car Park, land R/O Darkes Lane, Potters Bar	Urban Site	15	No
Potters Bar	HPBA SA8	39-41 High St, Potters Bar EN6 5AJ	Urban Site	13	No
Potters Bar	HPBA SA10	Car Park, A1000, Potters Bar	Urban Site	7	No
Potters Bar Extension Site	HPBA SA14	Land at Mutton Lane (north), Potters Bar	Strategic Urban Extension	1875	Yes
Potters Bar Extension Site	HPBA SA13	Land at Baker Street (east), Potters Bar	Strategic Urban Extension	900	Yes
Potters Bar Extension Site	HPBA SA16	Former Potters Bar Golf Course	Urban extension	400	Yes
Potters Bar Extension Site	HPBA SA15	Land rear of Park Avenue, Potters Bar	Urban extension	260	Yes
Potters Bar Extension Site	HPBA SA17	Dove Lane, Potters Bar	TBC	82	Yes
Potters Bar Extension Site	HPBA SA18	Bridgefoot Lane (north), Potters Bar	TBC	80	Yes
Radlett	HRA SA2	Car Park, The Brook, Radlett	Urban Site	53	Yes
Radlett	HRA SA4	Car Park, Railway Cottages, Radlett	Urban Site	37	No
Radlett	HRA SA3	Radlett Railway Station and Car Park, Radlett	Urban Site	14	No
Radlett	HRA SA1	Land at 205 Watling Street (A5183), Radlett	Urban Site	9	No
Radlett Extension Site	HRA SA8	Home Farm, Radlett	Urban extension	1040	Yes
Radlett Extension Site	HRA SA5	Land on Watford Road (north), Radlett	Urban extension	972	Yes
Radlett Extension Site	HRA SA6	Land on Watford Road (south), Radlett	Urban extension	450	Yes
Radlett Extension Site	HRA SA7	Land South of Shenley Hill, Radlett	Urban extension	195	Yes

5. Site-Specific Assessment

5.1 Introduction

- 5.1.1 Assessments have been completed for each of the planned development sites set out in Section 4.
- 5.1.2 Individual site-based assessments have been completed for each of the planned site allocations in Hertsmere with over 50 dwellings. The assessments are presented in proformas which contain the following information:
- Land use type
 - Quantum of development, e.g. number of homes
 - Location – maps and distances to key settlements
 - Proximity to trip attractors such as local schools, shops and healthcare facilities
 - Walking and cycle networks surrounding development sites
 - Estimated walking and cycling journey time and distance to local trip attractors
 - Key highway connections
 - Nearby bus and rail services
 - An initial estimate of trip generation
- 5.1.3 Distances to key settlements are ‘as the crow flies’ from the centre of the site to the centre of urban areas, defined by the mid-point of their high streets. These straight-line distances provide an indication of proximity and should not be interpreted as evidence of practical accessibility.
- 5.1.4 The proformas also present estimated journey times to key trip attractors. This does not currently take into account the quality and perceived safety of routes for people making trips on foot and by bike.
- 5.1.5 Trip generation for the sites has been estimated using trip rates derived from the TRICS database. The trip rates used for the residential sites have been obtained from TRICS for 'Houses Privately Owned' (TRICS land-use category 03/A, Class C3). Generally, privately owned houses generate greater trips than affordable housing or other housing categories within TRICS, and therefore this category was chosen to provide a robust assumption for the traffic impact of the development, given the limited information on the breakdown of the housing types each in proposed development available at present. The trip generation forecasts are presented as two-way movements for the AM peak and daily total period, and are split by mode.
- 5.1.6 The proformas also include maps indicating the level of sustainable transport connectivity as determined by the DfT’s transport connectivity metrics⁹. This measures an individual’s ability to access employment, services and social engagements.
- 5.1.7 Connectivity assesses the value of destinations and the opportunity to reach said destinations using various modes of transport, including walking, cycling, driving and public transport. It considers different purposes of travel, like employment, education, shopping, leisure and healthcare.

⁹ <https://www.gov.uk/government/publications/transport-connectivity-metric/transport-connectivity-metric>

- 5.1.8 The DfT has published connectivity estimates for the 2021 classifications for output areas (OA) and lower super output areas (LSOA) using data on travel infrastructure and destinations.
- 5.1.9 The connectivity model shows that while active travel and public transport connectivity have clear 'hot spots' located near the centres, connectivity for these modes is much poorer in the more rural locations which tend to be more car-dependent. It has also identified the locations of destinations that people may want to travel to and includes destination types that fall within the higher-level purposes of education, leisure and community, employment, healthcare, shopping and social visits.
- 5.1.10 It should be recognised that the scores reflect current levels of connectivity and do not take into account the local characteristics of specific sites, which may influence connectivity, for example the quality of walking and cycling routes, the availability of crossings, and congestion on roads. It is expected that when development sites come forward there may be improvements to local transport facilities that would lead to an improvement in the connectivity score. In fact, some of the larger development sites may contain trip attractors/destinations such as local shops, education and healthcare facilities.
- 5.1.11 The transport mitigation requirements for sites have not been considered at this stage. This will be undertaken for the finalised list of sites once the COMET modelling has been conducted.

5.2 Site Proformas

- 5.2.1 The site proformas are presented in Appendix A.

6. Strategic Transport Modelling

- 6.1.1 Transport modelling will be conducted prior to the submission of the Regulation 19 Local Plan using the Hertfordshire strategic transport model (COMET). Alongside the site-specific transport assessments, the modelling will identify the cumulative impact of Local Plan growth on the highway network in Hertsmere, and help to inform the development of interventions to support and mitigate the impacts of growth.

Appendix A – Site Proformas

Table of Contents

Reference	Site Address
HBA SA1	Borehamwood Town Centre Retail Park
HBA SA2	Pure Gym Borehamwood
HBA SA3	Tesco Foodstore, Elstree Way, Borehamwood
HBA SA4	Cheeky Monkeys Day Nursery, Elstree Way, Borehamwood
HBA SA5	Hertsmere Civic Centre, Elstree Way, Borehamwood
HBA SA6	Hertsmere Civic Centre Car Park, Elstree Way, Borehamwood
HBA SA11	Cluster on Elstree Way
HBA SA12	Car Park, Theobald Street (south) including former Shiva Building
HBA SA15	Leeming Road Local Centre, Borehamwood
HBA SA16	Imperial Place, Elstree Way, Borehamwood
HBA SA17a	Well End Strategic Urban Extension, Borehamwood
HBA SA17c	Well End Strategic Urban Extension, Borehamwood
HBA SA17d	Well End Strategic Urban Extension, Borehamwood
HBA SA19	Paddocks, Barnet Lane (west), Borehamwood
HBA SA20	Paddocks, Barnet Lane (east), Borehamwood
HBA SA21	Field south of B5378, Borehamwood
HBA SA22	Parkview/ Borehamwood Golf Course
HBA SA23	Hollywood Court, Borehamwood
HBA SA24	Old Haberdasher's Sports Ground - Croxdale Road, Borehamwood
HBCA SA1	Land at Bowman's Cross, Courser's Road, Ridge
HBUSA SA4	Land at Little Bushey Lane (west), Bushey
HBUSA SA5	Land rear of Farm Way (north), Bushey
HBUSA SA6	Land at Elstree Road (south), Bushey
HBUSA SA7	Former Bushey Golf Course (Bushey Country Club)
HBUSA SA8	Bushey Hall Golf Course, Bushey
HOS SA1	Other Sports Facility, Watford Road/ Aldenham Road, Elstree
HPBA SA1	Tesco Superstore, Mutton Ln, Potters Bar
HPBA SA2	Canada Life House 2 - 6 High Street Potters Bar Hertfordshire
HPBA SA3	Sainsbury's, Sainsbury's Centre, Darkes Ln, Potters Bar
HPBA SA4	Potters Bar Railway Station Car Park, Darkes Lane, Potters Bar
HPBA SA5	11 Darkes Lane, Potters Bar
HPBA SA6	Bus Garage, High Street, Potters Bar
HPBA SA13	Land at Baker Street (east), Potters Bar
HPBA SA14	Land at Mutton Lane (north), Potters Bar
HPBA SA15	Land rear of Park Avenue, Potters Bar
HPBA SA16	Former Potters Bar Golf Course
HPBA SA17	Dove Lane, Potters Bar
HPBA SA18	Bridgefoot Lane (north), Potters Bar
HRA SA2	Car Park, The Brook, Radlett
HRA SA5	Land on Watford Road (north), Radlett
HRA SA6	Land on Watford Road (south), Radlett
HRA SA7	Land South Of Shenley Hill Radlett Hertfordshire
HRA SA8	Home Farm, Radlett

