

PART C

**IMPLEMENTATION
AND DELIVERY**

Delivery

Implementation and Delivery

Strategic objectives

- To co-ordinate the delivery of new infrastructure with development
- To ensure that all development contributes appropriately to local and strategic infrastructure requirements

28. Delivery

How have we got to this point?

The Council needs to explain how policies and proposals you support, or even have concerns about, will be delivered. Because the Core Strategy covers more than 20 years, the explanation also refers to the need for some flexibility and contingency within delivery mechanisms. Infrastructure issues are specifically covered in Section 29.

- 28.1. Although the Core Strategy is broken down into chapters focussing on different themes and places within the borough, it is important to view it as a whole document. This is especially critical when considering the delivery of the strategy, which at its heart has the vision and strategic objectives.
- 28.2. The delivery of the strategic objectives is embedded throughout the Core Strategy at the beginning and end of each chapter. The relevant strategic objectives are listed at the start of each chapter, and the mechanisms to achieve their delivery are listed below each section. These fall into 3 broad categories:
 - a) Policy development through DPDs and other, non-planning, Council policies;
 - b) Supplementary guidance and advice; and
 - c) Public and private investment and partnership working.
- 28.3. Table A in Appendix 3 shows the relationship between the strategic objectives, the policies and the delivery mechanisms in more detail.
- 28.4. The effectiveness of the policies will be kept under review in the Annual Monitoring Report (AMR). Section 30 on monitoring gives more detail about this process.

Partnership working

- 28.5. The policies and text within the Core Strategy are one of the key instruments for the delivery of the vision and strategic objectives. However, the Core Strategy does not work in isolation and its implementation is also contingent upon a number of delivery mechanisms (Appendix 3).

- 28.6. Partnership working with and between a range public, private and voluntary sector bodies will also be necessary. Partnership working should lead to a more efficient use of resources. It avoids duplication of effort and is likely to lead to a planning framework with aims that are compatible with the private sector and other public sector bodies, as well as many voluntary organisations. This way partnership working also reduces the reliance on public funding to start the implementation of some projects.
- 28.7. Two closely related examples of partnership working towards the delivery of the Core Strategy are Local Investment Plans and Local Area Agreements. Local Investment Plans are agreements between Local Authorities and the Homes and Communities Agency (HCA) that set out the investment required to deliver the 'agreed vision and economic purpose of the place'. Local Area Agreements, which usually follow Local Investment Plans, set out the funding and resources that each partner organisation will invest in the area over time, and the outputs and outcomes expected from them. This type of partnership working is one of the key delivery mechanisms upon which the Vision and Strategic Objectives are dependent.
- 28.8. In terms of infrastructure delivery the Council is, and will continue, working with infrastructure providers. This is being done through work for the Infrastructure Delivery Plan (IDP) and through the Local Strategic Partnership (LSP). A sub-group of the LSP, the Infrastructure and Hemel 2020 Delivery Board (IHDB), has the role of ensuring a co-ordinated and holistic approach to the delivery of key regeneration projects and infrastructure.

Key Projects

- 28.9. Most of the major projects which are key to the delivery of the Core Strategy are located at Hemel Hempstead. Many of these projects have their roots in the Hemel 2020 Vision, and are strengthened by the Core Strategy and other DPDs.
- 28.10. Delivery of the key projects is crucial for the fulfilment of the Council's regeneration aims which are embedded in the borough and Hemel Hempstead visions. The Hemel Hempstead Place Strategy, the Sustainable Development Strategy and other policies in the Core Strategy form the basic framework for their delivery. This will be developed through LDDs such as the Hemel Hempstead Town Centre Masterplan, the East Hemel Hempstead AAP and the Site Allocations DPD to ensure that the appropriate planning principles and requirements are in place to ensure successful delivery.

Flexibility and Contingency

- 28.11. Flexibility within planning policies is necessary to enable:
- adaptation to changing national advice and planning policies;
 - adaptation to changing circumstances, particularly in terms of economic cycles, upon which the timing of development is dependent;

- a degree of robustness to fluctuating levels of public funding availability to 'kick-start' development;
- acclimatisation to new technology and/or evidence, for example new energy production technology; and
- adaptation to evolving Council priorities with regard to the aims for development in terms of requirements which represent a cost to developers¹, and hence a potential constraint to development.

28.12. Flexibility has been built into the policies of the Core Strategy, whilst maintaining direction for development and guiding planning principles.

28.13. The key areas of flexibility within the Core Strategy are:

- **Meeting housing needs**
 - delivery of the housing programme is aimed at meeting the needs of the community in terms of location, quality, mix and affordability
 - the Managing Selected Development Sites policy allows for residential development on selected sites if certain trigger points are reached and conditions satisfied
 - identification of local allocations on the edge of settlements, allows changing housing and community needs to be reflected in future detailed planning requirements
- **Encouraging a healthy economy**
 - an indicative jobs target allows businesses to adapt to changing market conditions
 - the B-Class employment land floorspace targets are long term and can be adjusted if there are significant changes in the structure of the economy
 - there is broad support for development that helps to achieve sustainable economic growth, that aids the transition to a low carbon economy and for a green energy centre at Maylands Business Park - the detailed planning requirements are left to later DPDs
- **Encouraging sustainable developments**
 - the Sustainable Design and Construction policy relates to national guidance, allowing for adaptation to future changes
 - there is the option of paying into the Carbon Offset fund where development cannot meet requirements on site
- **Development viability**
 - The viability of development schemes will be tested on the basis of an open book financial appraisal and quantified using an agreed viability toolkit. The information presented in the Planning Obligations SPD and the Infrastructure Delivery Plan (IDP) will be used to ensure a consistent approach
- **Local approach**

¹ For example developer contributions, affordable housing and meeting sustainable design and construction policies.

- the evidence takes a spatial approach to assessing needs and capacities within the borough, which can be updated as appropriate
- the availability of infrastructure capacity will play a major role in determining the phasing and exact location of future development
- **Holding sites in reserve**
 - Reserve education and housing sites (Local Allocations) are identified for future use if required

28.14. The Core Strategy, and other LDDs, plan for the period up to 2031. Whilst it is impossible to plan for every eventuality when working to such a long timescale, it is possible, through flexibility and contingency planning, to have mechanisms in place for dealing with uncertainties. Contingency planning is closely linked to monitoring and flexibility and requires processes to be in place so that the Council and its partners can respond proactively if certain things do not happen as and when expected.

28.15. In addition to the flexibility embedded within the Core Strategy, there are a number of mechanisms in place to ensure key parts of the Core Strategy are delivered. These include:

- Policy CS17 (Housing Programme) includes a commitment from the Council to increase the supply of deliverable housing land if the rate of housing completions is particularly low and evidence shows that recovery of the situation is unlikely. In this instance the Council may release one of the Local Allocations.
- The release of one or more of the Local Allocations will also be linked to infrastructure capacities. If the development of a site, and associated infrastructure would help to alleviate some pressure on the existing infrastructure network then it may be released for development in accordance with Policy CS3 (Managing Selected Development Sites). However, if the development of a site would cause insurmountable problems for existing infrastructure its release will be delayed until the issues are resolved.
- The Site Allocations DPD will include reserve sites for two form entry Primary Schools at Hemel Hempstead, which will be released for development if and when required.
- The education zones designated at Berkhamsted define the areas of search for two new primary age schools to be built. Both sites will be capable of accommodating a two form entry school, but will operate as one form entry schools until more capacity is required.

Question 31

Do you support the approach for delivery set out in Section 28?

Yes/No

If **not**, please state the paragraph(s) you disagree with, giving your reasons:

Please also specify the changes you think should be made:

Infrastructure

29. Infrastructure

How have we got to this point?

Your consultation responses have told us that you have concerns with the level of local and strategic infrastructure required to support development. To address these concerns the Council is producing an Infrastructure Delivery Plan and Planning Obligations SPD. These focus on identifying infrastructure needs in the borough and how they will be paid for. Developers will contribute towards meeting these needs.

29.1. Successful delivery of the vision and strategic objectives also relies upon the timely provision of the infrastructure required to support new development. The term infrastructure covers a wide range of services and facilities provided by public and private agencies which supports other development. It includes:

- **Physical Infrastructure** – roads, public transport, pedestrian and cycle routes/paths, electricity, gas, water provision and treatment, sewerage and waste collection and disposal;
- **Social Infrastructure** – affordable housing, primary and secondary schools, nurseries, further education, primary and secondary healthcare, emergency services, sports and recreation facilities, community buildings, cultural facilities and places of worship and associated facilities; and
- **Green Infrastructure** – the network of green space which connects towns and villages and the wider countryside. It can include green corridors, formal and informal open green spaces and waterways.

29.2. When development comes forward its impacts stretch from the very local to borough-wide and beyond, depending on the type and scale of the development. Infrastructure requirements can therefore be divided into three broad categories:

- **On-site infrastructure** – that needed to enable the development to be built and occupied (e.g. access road, foul drainage sewers);
- **Local infrastructure** – that needed to meet the day-to-day needs of the population arising from the development (e.g. schools, GP facilities, sports facilities); and
- **Strategic infrastructure** – that needed to enable the population of the borough to function (e.g. roads, sewerage, waste services).

Infrastructure Requirements

- 29.3. An audit of the infrastructure required to deliver the Core Strategy is provided by two pieces of technical work: the Hertfordshire Infrastructure and Investment Strategy² (HIIS) and the Dacorum Infrastructure Delivery Plan³ (IDP).
- 29.4. The IDP is a detailed assessment of the infrastructure needs of Dacorum, and provides an indication of the specific requirements for the different types of infrastructure. The information is based first on the future plans and service requirements of infrastructure providers, and second according to standard provision rates. It is calculated according to two different scenarios for additional dwellings. The Council will work towards the effective implementation of the IDP, which will be updated and amended on an annual basis.
- 29.5. The IDP shows that there are no absolute constraints to the delivery of the development proposed in the Core Strategy in terms of infrastructure. The most pressing issue is that of sewage treatment infrastructure, which will need significant upgrades to serve the development proposed in the wider area, including that in Dacorum. The IDP reports acknowledge that there is uncertainty around the funding of some items of infrastructure, particularly those that are reliant on government funding or S106 contributions. This uncertainty reinforces the importance of continuous liaison between the Council and infrastructure providers so that funding gaps can be identified and potential solutions can be explored.
- 29.6. Where allocated sites/locations generate specific infrastructure requirements these are outlined in the DPDs that address the sites, for example the Site Allocations DPD, the East Hemel Hempstead AAP and masterplans developed to guide the development of various sites.

Developer Contributions

- 29.7. Because new development creates new infrastructure demands it is logical that developers should contribute towards improvements to existing, or the provision of new infrastructure.
- 29.8. Planning conditions, obligations, tariffs or other measures will be used to ensure that developers make appropriate contributions towards the infrastructure required to support their development. These contributions will be used to mitigate the impacts of development; and provide infrastructure to support that development. Where appropriate, pooled contributions will be used address the cumulative impact of development proposals.
- 29.9. The precise amount that a developer is expected to contribute towards infrastructure is set out in a separate charging schedule in the Planning Obligations Supplementary Planning Document (SPD) or subsequent Local Development Document (LDD). This considers how much and what kind of infrastructure is

² Hertfordshire Infrastructure and Investment Strategy. Atkins, October 2009

³ Dacorum Infrastructure Delivery Plan (Draft). URS, August 2010.

required to support the level of development, and its location, within the Core Strategy. This is balanced against the demands created by different types of development and the varying land values throughout the borough to give different tariff rates for developer contributions according to the type and location of development. The SPD sets out the contributions required to provide the supporting local and strategic infrastructure.

29.10. The necessary on-site infrastructure requirements must be met in addition to the developer contributions sought through the SPD.

29.11. If a development is rendered unviable by the combined demands of the policies that impose a cost on developers, a lower level of financial contribution towards the local and strategic infrastructure may be acceptable. This approach will be applied as an exception, where the development is necessary for the delivery of the Core Strategy and the key infrastructure required for its support is provided.

Financial contributions for local and strategic infrastructure will be sought in accordance with a charging schedule contained in a Developer Contributions LDD. Contributions may be pooled and will be used to ensure that the necessary infrastructure is in place to support development.

29.12. Affordable housing is a type of social infrastructure and as such its provision will be required by Policy CS35 below, in line with Policy CS19 Affordable Housing.

Policy CS35: Infrastructure and Developer Contributions

All development will provide or contribute to the provision of the on-site, local and strategic infrastructure required to support the development. This may be provided in-kind or through financial contributions.

Supporting infrastructure should be provided in advance of, or alongside the development unless there is existing capacity. Appropriate phasing for the delivery of infrastructure will be decided on a case by case basis.

Development will not be permitted to breach critical infrastructure capacity limits.

The strategic and local infrastructure, towards which contributions are required, is set out in the Infrastructure Delivery Plan. The infrastructure requirements arising from the development of allocated sites will be set out in the relevant Development Plan Document.

Monitoring:

Indicator	Target
Monies received from developer contributions and spent	-

Delivery will be achieved by:

- designation of sites and their infrastructure requirements through the Site Allocations DPD and the East Hemel Hempstead AAP;
- detailed policies in the Development Management DPD;
- application of the Planning Obligations SPD;
- masterplans for strategic sites;
- implementation and monitoring of the Infrastructure Delivery Plan (IDP); and
- partnership working with infrastructure providers.

Question 32

Do you support the approach for infrastructure set out in Section 29?

Yes/No

If **not**, please state the policy and/or paragraph(s) you disagree with, giving your reasons:

Please also specify the changes you think should be made:

Monitoring

30. Monitoring

How have we got to this point?

To understand how policies and strategies are being delivered and delivery mechanisms are working, the Council will need to monitor their performance in the Annual Monitoring Report. This report will set out any remedial action if necessary.

- 30.1. Effective monitoring is a key part of the planning system. Monitoring will determine whether the Council's planning policies are being delivered as intended, having the desired outcomes and whether they are successful in responding to changing needs and circumstances. The steps in an effective monitoring approach are to:
 - establish objectives;
 - develop policies to meet those objectives;
 - decide upon indicators which can be used to measure performance;
 - set targets; and
 - monitor and review progress.
- 30.2. Monitoring will also assess whether there are any significant environmental effects which arise from the implementation of the Council's planning policies: this is a requirement under Strategic Environmental Assessment (SEA) regulations.
- 30.3. An Annual Monitoring Report (AMR) will be published in December each year and will outline performance against a range of indicators, including some set by the Government.
- 30.4. Indicators relevant to the performance of Core Strategy policies are identified at the end of each subsection. They describe what will be measured and, where practicable, they are accompanied by a quantifiable target which states what should be achieved. Some of the targets are set nationally, while others are locally derived. Where a quantifiable target is not appropriate, a desirable trend will still be evident. The AMR monitors the attainment of targets and direction of trends in order to assesses the effectiveness of local planning policies.
- 30.5. Monitoring allows the Council to respond positively when targets are not being met, or trends are going in the wrong direction. Some policies contain a trigger point for such a response. The housing trajectory in Appendix 2 compares past and estimated future housing completions with the planned build rate. The trajectory helps to analyse whether or not housing delivery is on track. The AMR will report on all these and set out any remedial action needed.
- 30.6. The monitoring framework will be integrated with county-wide and Sustainable Community Strategy needs. A shared approach will help to use resources efficiently and to ensure the accuracy of information. Progress on targets in the Sustainable Community Strategy is reported separately.

- 30.7. A parallel monitoring framework will inform the infrastructure planning process. It will keep a check on developer contributions and how they are being used to provide new infrastructure in accordance with the Infrastructure Delivery Plan (IDP).

Question 33

Do you support the approach for monitoring set out in Section 30?

Yes/No

If **not**, please state the paragraph(s) you disagree with, giving your reasons:

Please also specify the changes you think should be made: