IMPLEMENTATION AND DELIVEY

Delivery

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> ## 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

27. Delivery

27.1 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.

27.2 The delivery of the strategic objectives is embedded throughout the Core Strategy. 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.

27.3 Table A in Appendix 3 shows the relationship between the strategic objectives, the policies and the delivery mechanisms in more detail.

27.4 The effectiveness of the policies will be kept under review in the Annual Monitoring Report (AMR). Section 29 on monitoring provides further detail about this process.

Partnership working

27.5 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).

27.6 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.

27.7 Two closely related examples of partnership working towards the delivery of the Core Strategy are Local Investment Plans (LIPs) and Local Area Agreements (LAAs). 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.

27.8 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 helps ensure a co-ordinated and holistic approach to the delivery of key regeneration projects and infrastructure.

Key Projects

27.9 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 (now part of the Dacorum Development Programme), and are strengthened by the Core Strategy and other DPDs.

27.10 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 other documents such as the Hemel Hempstead Town Centre Masterplan, the East Hemel Hempstead Area Action Plan and the Site Allocations DPD to ensure that the appropriate planning principles and requirements are in place to ensure successful delivery.

Flexibility and Contingency

27.11 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 developers[1], and hence a potential constraint to development.

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

The key areas of flexibility within the Core Strategy are:

- **Meeting housing needs**
  - delivery of the housing supply is aimed at meeting the needs of the community in terms of location, quality, mix and affordability
  - Policy CS3 (Managing Selected Development Sites) 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**
  - Policy CS29 (Sustainable Design and Construction) relates to national guidance, allowing for adaptation to future changes
  - there is the option of paying into the Sustainability Offset Fund (Policy CS30) 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**
  - 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

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

- **Holding sites in reserve**
    - Reserve education and housing sites (local allocations) are identified for future use if required

27.13 The Core Strategy, and other related documents, plan for the period up to 2031. Whilst it is impossible to plan for every eventuality when working to 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.

27.14 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 (New Housing) 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 may operate as one form entry schools until more capacity is required.

Infrastructure

28. Infrastructure

28.1. 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; (see also Figure 14) 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.

28.2. 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

28.3. An audit of the infrastructure required to deliver the Core Strategy has been provided by two pieces of technical work: the Hertfordshire Infrastructure and Investment Strategy[2] (HIIS) and the Dacorum Strategic Infrastructure Study (DSIS), which forms the basis of an Infrastructure Delivery Plan[3] (IDP) for the borough. Whilst both acknowledge that there are existing infrastructure deficits in the borough, their main focus is on the new demands created upon the borough's infrastructure by the planned level of new development.

28.4. The IDP is based on 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

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[2] Hertfordshire Infrastructure and Investment Strategy. Atkins, October 2009
[3] Dacorum Strategic Infrastructure Study. URS, February 2011.

rates. The Council will work towards the effective implementation of the IDP, which will be updated and amended as necessary on an annual basis.

28.5. The technical work 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 DSIS acknowledges that there is uncertainty around the funding of some items of infrastructure, particularly those that are reliant on Government funding or developer 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.

28.6. Where allocated sites/locations generate specific infrastructure requirements these are outlined in the Development Plan Documents 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. Infrastructure requirements will also be addressed on Neighbourhood Plans where these are prepared.

Developer Contributions

28.7. Because new development creates new demands on infrastructure it is logical that developers should contribute towards improvements to existing, or the provision of new, infrastructure. These contributions will be used to mitigate the impacts of, and provide infrastructure to support, development.

28.8. Planning conditions, obligations and a Community Infrastructure Levy (CIL) charge will be used to ensure that developers make appropriate contributions towards the infrastructure required to support their development. CIL will be used to address the cumulative effects of development. However, S106 will continue to be used for some specific pieces of infrastructure. The Borough Council will collect contributions and distribute them to infrastructure providers as appropriate.

28.9. The precise amount that a developer is expected to contribute towards infrastructure will be determined on a case-by-case basis. All CIL development will be required to contribute towards infrastructure in accordance with the rates set out in the CIL charging schedule as a minimum. Additional contributions may be required to provide the supporting on-site, local and strategic infrastructure.

28.10. If a development is rendered unviable by the combined demands of the policies that impose a cost on developers, the Council will give consideration to relaxing one or more of the policy requirements. 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.

28.11. Affordable housing is a type of social infrastructure and as such it 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.

Financial contributions will be used in accordance with needs set out in the Infrastructure Delivery Plan

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

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;
- the Development Management DPD;
- application of the Planning Obligations SPD (until superseded);
- masterplans for strategic sites;
- implementation and monitoring of the Infrastructure Delivery Plan (IDP);
- implementation of a Community Infrastructure (CIL) charge; and
- partnership working with infrastructure providers.

Monitoring

29. Monitoring

29.1. 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.

29.2. 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.

29.3. An Annual Monitoring Report (AMR) will be published in December each year and will outline performance against a range of indicators. Indicators relevant to the performance of Core Strategy policies are identified at the end of each section. They describe what will be measured and, where practicable, they are accompanied by a quantifiable target which states what should be achieved. 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.

29.4. 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.

29.5. 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.

29.6. A 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).