

Hemel Garden Communities

Emerging Draft HGC Infrastructure Delivery Plan to 2050

Draft Report

Reference:

| September 2025

DRAFT

This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 306129-00

Ove Arup & Partners Limited
8 Fitzroy Street
London
W1T 4BJ
United Kingdom
[arup.com](https://www.arup.com)

Document Verification

Project title Infrastructure Delivery Plan
Document title Draft Report
Job number 306129-00
Document ref
File reference

Revision	Date	Filename		
1	13 May 2025	Description	First draft report	
			Prepared by	Checked by Approved by
		Name	Jesse Honey	Anna Richards Anna Richards
		Signature	JH	AR AR
23 August 2025		Filename		
		Description	Second draft report	
			Prepared by	Checked by Approved by
		Name	Jesse Honey Claire Miller Stephanie Pan	Anna Richards Anna Richards
		Signature	JH, CM, SP	AR AR
September 2025		Filename		
		Description	Emerging Draft report	
			Prepared by	Checked by Approved by
		Name	Jesse Honey Claire Miller Stephanie Pan	Anna Richards Anna Richards
		Signature	JH, CM, SP	AR AR

Issue Document Verification with Document ☒

Contents

Glossary of acronyms	4
1. Introduction	6
1.1 Context of Hemel Garden Communities (HGC)	6
1.2 Purpose of the HGC Infrastructure Delivery Plan to 2050 (HGC IDP to 2050)	9
1.3 Acknowledgements	13
1.4 Structure of the report	13
2. Policy context	14
2.1 National policy context	14
2.2 Regional policy documents and strategies	14
2.3 Local policy context	19
2.4 Hemel Garden Communities	25
2.5 Duty to Cooperate (DtC) and Cross-Boundary Issues	25
3. HGC Joint Working and Delivery	26
3.1 Joint Working	26
3.2 External Funding	26
4. Methodology	27
4.1 Locations for growth	27
4.2 Infrastructure Types	28
4.3 Identifying HGC Infrastructure requirements	29
4.4 Stakeholder Engagement	30
4.5 Phasing	30
4.6 Infrastructure Prioritisation	31
4.7 Costing Infrastructure	31
4.8 Collection Mechanisms	35
4.9 Approach to apportionment	38
4.10 Strategic Viability	42
4.11 IDP Review	43
5. Summary of Infrastructure Requirements	44
5.1 Overview	44
5.2 Infrastructure Requirements by Topic	45
5.3 Infrastructure Requirements by Programme Area Location	46
6. Alternative Collection and Funding Methods	47
6.1 Framework Agreements	47
6.2 Forward Funding (Developer-led or Authority-led)	48
6.3 Tax Increment Financing	48
7. Appendices	50
7.1 Appendix A: National Policy Context	50
7.2 Appendix B: Hemel Garden Communities Policy Context	54
7.3 Appendix C: Worked Examples of Transport Infrastructure Apportionment	58

7.4	Appendix D: Infrastructure Delivery Schedule	59
7.5	Appendix E: Hemel Garden Communities Housing Delivery Trajectory	69

Tables

Table 1	Growth Area sites within HGC Programme Area	6
Table 2	Other Allocations with a residential component within HGC Programme Area	7
Table 3	Levels and Distribution of Growth	27
Table 4	Infrastructure types included within the HGC IDP to 2050	28
Table 5	Infrastructure requirement prioritisation criteria	31
Table 6	Total Quantities for each type of Sports Facility	45
Table 7	Summary of transport and placemaking infrastructure items	45
Table 8	Summary of education infrastructure items	45
Table 9	Summary of health and social care infrastructure items	45
Table 10	Summary of emergency services infrastructure items	45
Table 11	Summary of community facilities infrastructure items	45
Table 12	Summary of open space infrastructure items	45
Table 13	Summary of sports and leisure infrastructure items	46
Table 14	Summary of energy and utilities infrastructure items	46
Table 15	Summary of waste management infrastructure items	46
Table 16	Infrastructure requirements for North Hemel Hm01	46
Table 17	Infrastructure requirements for North Hemel H1	46
Table 18	Infrastructure requirements for East Hemel North H2	46
Table 19	Infrastructure requirements for East Hemel Central H3	46
Table 20	Infrastructure requirements for East Hemel South H4	46
Table 21	Infrastructure requirements for Other Allocations in the Programme Area	46
Table 22	Summary of funding gaps identified	Error! Bookmark not defined.

Figures

Figure 1	Hemel Garden Communities Programme Area (September 2024)	8
Figure 2	The HGC Spatial Vision Pillars, 'The Four Pillars'	9
Figure 3	Role of the HGC Spatial Vision	55
Figure 4	HGC Concept Plan (Scenario D)	56

Glossary of acronyms

Acronym	Refers to	Acronym	Refers to
AGP	Artificial Grass Pitch	MoU	Memorandum of Understanding
BCIS	Building Cost Information Service	MUGA	Multi-Use Games Area
CIL	Community Infrastructure Levy	NGP	Natural Grass Pitch
COMET	Common Model for Economic and Transport Appraisal	NHS	National Health Service
CPO	Compulsory Purchase Order	NPPF	National Planning Policy Framework
DBC	Dacorum Borough Council	OAA	Own Admitting Authority
DFE	Department for Education	PIB	Planning and Infrastructure Bill
DPD	Development Planning Document	PPG	Planning Practice Guidance
EDP	Environmental Delivery Plan	PRoW	Public Rights of Way
EEAST	East of England Ambulance Service Trust	PYS	Pupil Yield Survey
EiP	Examination in Public	s38	Section 38
GDC	Guide to Developer Contributions	s106	Section 106
HCC	Hertfordshire County Council	s278	Section 278
Herts IQ	Hertfordshire Innovation Quarter	SAC	Special Area of Conservation
HGC	Hemel Garden Communities	SADC	St Albans City and District Council
HHTS	Hemel Hempstead Transport Study	SAMM	Strategic Access Management Measures
HWE	Hertfordshire and West Essex	SANG	Suitable Alternative Natural Greenspace
ICB	Integrated Care Board	SDS	Spatial Development Strategy

IDP	Infrastructure Delivery Plan	SEND	Special Educational Needs and Disabilities
Acronym	Refers to	Acronym	Refers to
IFS	Infrastructure Funding Statement	SPD	Supplementary Planning Document
ITP	Integrated Transport Plan	SuDS	Sustainable Urban Drainage System
JNCC	Joint Nature Conservation Committee	TCPA	Town and Country Planning Association
LCWIP	Local Cycling and Walking Infrastructure Plan	TIF	Tax Increment Financing
LDS	Local Development Scheme	UKPN	United Kingdom Power Networks
LEP	Local Enterprise Partnership	UU	Unilateral Undertaking
LPA	Local Planning Authority	VAT	Value-Added Tax
LTP	Local Transport Plan	ZOI	Zone of Influence
MHCLG	Ministry of Housing, Communities and Local Government		

1. Introduction

1.1 Context of Hemel Garden Communities (HGC)

Hemel Garden Communities (HGC) is an ambitious development programme at Hemel Hempstead, in Hertfordshire. It will bring forward transformational growth for the town by creating attractive and sustainable new neighbourhoods and communities to the north and east of Hemel Hempstead. The growth area will deliver approximately 11,000 new homes and 10,000 new jobs, with further homes delivered across the town.

In March 2019, following a successful bid, HGC was awarded Garden Town status by the Ministry of Housing, Communities and Local Government (MHCLG). The status gives it, alongside other successful bidders elsewhere, access to funding for housing, infrastructure and the development of robust evidence and policy needed to deliver sustainable and integrated growth.

The HGC proposed development area extends across two local authority boundaries- those of Dacorum Borough Council (DBC) and St Albans City and District Council (SADC). A partnership approach is being taken to ensure a comprehensive and holistic approach. The partnership, alongside DBC and SADC, includes Hertfordshire County Council (HCC), Hertfordshire Futures (formerly Hertfordshire Local Enterprise Partnership, [Herts LEP]) and Hertfordshire Innovation Quarter (Herts IQ), all of whom are working alongside landowners and developers to deliver the planned growth within what is known as the HGC Programme Area (illustrated in Figure 1).

The HGC Programme Area covers the whole town of Hemel Hempstead, including new sites to the north and east of the town, which are a subset of the Programme Area known as the Growth Area. The existing Hemel Hempstead urban area sits within Dacorum, whereas the Growth Area sites fall within either Dacorum or St Albans. Some Growth Area sites straddle the boundary of both and create wider movement routes beyond. Throughout this report, therefore, the terms Programme Area and Growth Area have been used as appropriate to refer to these differing components of townwide transformation. Sites within the Programme Area but outside the Growth Area are referred to as Other Allocations.

Collectively, a strategic approach is being taken to ensure homes, employment opportunities and new infrastructure are delivered in a way that is transformative for the town of Hemel Hempstead and the wider area.

The **Growth Area** sites are supported by the HGC Framework Plan and are also allocated within each relevant authority's Local Plan. They are projected to deliver collectively 10,500 homes by 2050. They are highlighted yellow in Figure 1 and are listed in Table 1 below.

Table 1 Growth Area sites within HGC Programme Area

Growth Area Site Name	Local Planning Authority (LPA)	Site Allocation Reference	Number of dwellings		
			2024-2041	2041-2050	Total 2024- 2050
North Hemel Hempstead	DBC	Hm01	1,500	3,500	5,000
North Hemel Hempstead	SADC	H1	1,125	375	1,500
East Hemel North	SADC	H2	1,235	375	1,610

East Hemel Central¹	SADC	H3	0 (employment allocation only)	0	0
East Hemel South	SADC	H4	1,940	1,460	2,400
TOTAL			5,800	4,710	10,510

Source: Hemel Garden Communities

The **Other Allocations** for each authority (DBC and SADC) that fall within the HGC Programme Area are listed in Table 2 below. Figure 1 below shows a map of the whole HGC Programme Area, which lists the Other Allocations by name or by broad area.

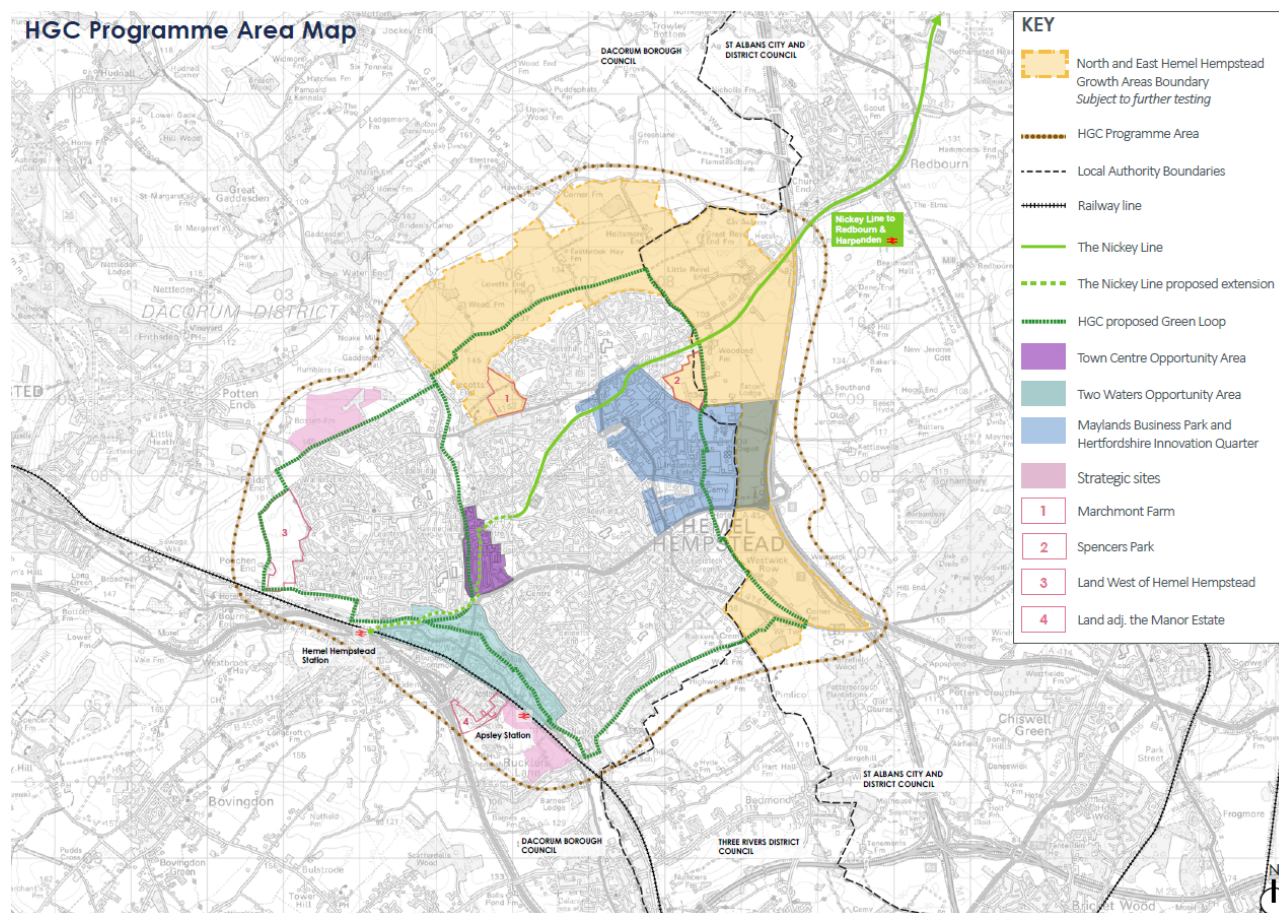
Table 2 Other Allocations with a residential component within HGC Programme Area

Other Allocation Site Name ¹	Local Planning Authority (LPA)	Site Allocation Reference	Number of dwellings		
			2024-2041	2041-2050	Total 2024-2050
Civic Zone, Marlowes	DBC	Hm02	200	0	200
Hemel Hempstead Hospital	DBC	Hm03	450	0	450
Paradise	DBC	Hm04	350	0	350
Market Square – Health Campus	DBC	Hm05	0	0	0
Riverside	DBC	Hm06	500	0	500
Symbio Site, Whiteleaf Road	DBC	Hm07	100	0	100
Hemel Hempstead Station Gateway	DBC	Hm08	390	0	390
National Grid and 339 -353 London Road	DBC	Hm09	480	0	480
Apsley Mills Retail Park	DBC	Hm10	500	0	500
Shendish Manor and Fairfields	DBC	Hm11	500	0	500
Plots 2/3 Kier Park, Maylands Avenue	DBC	Hm12	234	0	234
Polehanger Lane	DBC	Hm13	750	0	750
Marchmont Farm	DBC	Hm14	350	0	350
Old Town	DBC	Hm15	90	0	90

¹ This site is allocated for commercial uses only and has no residential component. All other sites are residential.

Site to the south of Green Lane	DBC	Hm16	80	0	80
Grovehill Local Centre	DBC	Grovehill Neighbourhood Development Plan (NDP)	200	0	200
TOTAL			5,174	0	5,174

Source: Hemel Garden Communities



Source: Hemel Garden Communities

Figure 1 Hemel Garden Communities Programme Area (September 2024)

Hemel Garden Communities was formally identified as a development opportunity within the Government's Garden Communities Programme in March 2019, following a successful funding bid. The bid included the HGC Charter, developed in 2018 to set out the key principles for future development of Hemel Hempstead. The HGC Spatial Vision subsequently set the vision and ambitions for the town.

The Garden Communities Programme sets clear expectations for holistically planned, self-sustaining and characterful communities. The four HGC Spatial Vision pillars (illustrated in Figure 2) were shaped by the HGC Charter Principles, which were themselves developed from Town and Country Planning Association (TCPA) Garden City Principles, to articulate the HGC Programme's ambitions based on the specific context of Hemel Hempstead and the wider area.



Source: Hemel Garden Communities

Figure 2 The HGC Spatial Vision Pillars, 'The Four Pillars'

The National Planning Policy Framework (NPPF) (2024)² supports the Garden Town approach. Its Paragraph 77 states that the supply of large numbers of new homes can often be best achieved through significant extensions to existing towns, noting in Part c the role of Garden City principles in setting clear expectations for the quality of development and how this can be maintained.

1.2 Purpose of the HGC Infrastructure Delivery Plan to 2050 (HGC IDP to 2050)

Developments on the scale proposed within the Programme Area need to consider carefully the extensive supporting infrastructure, alongside housing, that is needed to support a sustainable planned community. Ove Arup and Partners was commissioned by Hemel Garden Communities in October 2024 to prepare this Infrastructure Delivery Plan (IDP) for the HGC Programme Area.

The purpose of this HGC IDP to 2050 is to set out key details of the infrastructure that will be required to deliver the planned housing and employment growth across the Programme Area both within the plan periods of up to 2040/41 and beyond to 2050. It draws upon existing evidence, including studies produced by HGC, HCC and infrastructure providers. Henceforth in this document, this IDP is referred to as 'the HGC IDP to 2050'.

The HGC IDP focuses on Hemel Hempstead and the Growth Areas to the north and east of the town, including site allocations in St Albans (H1-4). Both Dacorum and St Albans emerging Local Plan IDPs to 2041 have been used as the HGC IDP's starting point and built upon with additional infrastructure requirements to 2050, a more refined schedule of interventions and a joint apportionment methodology to enable an equitable approach to townwide infrastructure provision.

² Available at: <https://assets.publishing.service.gov.uk/media/675abd214cbda57cacd3476e/NPPF-December-2024.pdf>

While aligning an Infrastructure Delivery Plan (IDP) with the Local Plan period is the standard approach, the HGC IDP to 2050 adopts a longer-term perspective to reflect the strategic scale of Hemel Garden Communities, the extended build-out period of proposed developments, and the need to plan for infrastructure that supports phased delivery. This approach ensures a comprehensive view of cumulative infrastructure requirements across the full growth trajectory, helping to minimise future delivery risks and support well-coordinated development throughout all phases.

The HGC IDP to 2050 will be used alongside the individual District Local Plan IDPs to set out infrastructure requirements. The HGC IDP to 2050 provides a strategic overview but does not replace the need for developers to consult infrastructure providers during pre-application and application stages. The HGC IDP to 2050 provides a framework and starting point for identifying infrastructure needs, which will be further developed and refined through the Planning Application and Section 106 processes. Site-specific requirements, which are not reflected in the HGC IDP to 2050 or District IDPs, may still apply and will be considered as part of the planning application process.

The HGC IDP to 2050 also draws upon and takes further existing IDPs for both SADC and DBC (both prepared previously by Ove Arup and Partners) to provide a consistent and clear picture of the infrastructure required to support the housing growth programmed for HGC. The SADC IDP to 2041 covers the entire St Albans District area, whereas the HGC IDP to 2050 is specifically focused on the Hemel Garden Communities programme and its associated growth locations (i.e. SADC site allocations H1-H4 only). The existing evidence base for the Local Plan IDPs was taken as the starting basis, and was compiled, verified, aligned and where necessary and possible, updated with the latest information, within the HGC IDP to 2050. Where it was possible to update infrastructure costs based on information provided by relevant stakeholders, this was added, as detailed clearly in section 4.7 below, while at the same time ensuring that cost and other information in the Local Plan IDPs remained sufficiently robust for the purposes of the Local Plan evidence base.

Any IDP report can only be a snapshot in time, reflecting the situation based upon the best available evidence as of the publication date. For this reason, infrastructure delivery planning, and IDPs themselves, are better thought of as a process than an output, to be constantly updated over time, supporting development delivery across the HGC Programme Area as new evidence emerges or new funding arrangements are put in place. As the HGC IDP to 2050 is updated, likewise, the Local Plan IDPs can be updated in tandem. It is the responsibility of the local authorities to manage this ongoing update process. As part of the future update process, engagement with infrastructure providers, developers, and landowners will be integral to refining site-specific requirements and supporting coordinated infrastructure planning and delivery.

It is also important to note that some of the sites upon which the infrastructure schedule is based are not expected to be built out until towards the end of the plan period (up to 2041), and the context and circumstances of these sites may therefore have changed by the time a planning application is submitted to the Councils. Subsequent updates to the HGC IDP to 2050 are therefore likely to supersede the assumptions set out in this document over time.

The timescales for updating the HGC IDP to 2050 will depend on the extent to which circumstances change. It is recommended that the updates are made at least once every five years, linked to the NPPF's requirement to undertake reviews of local plans at this frequency, but reviews may take place more often. Normally, these would be no more frequent than annually (unless circumstances indicate that an interim review is necessary) with such revisions being consulted on by the Councils as appropriate and then published. In addition to the formal review process, small amendments may be made to fine tune the HGC IDP to 2050 following updated information from stakeholders, including discussions with developers/landowners.

It should also be noted that while the HGC IDP to 2050 provides significant information on the anticipated and expected infrastructure required alongside development, it does not change the standard requirement for developers to consult with infrastructure providers at the planning application and pre-application stage. In the same way, the HGC IDP to 2050 does not necessarily affect or relate to any site-specific infrastructure requirements that may emerge through that consultation process.

1.2.1 Fair apportionment of infrastructure costs

From the start, it was agreed that a fundamental purpose of the HGC IDP to 2050 should be to apportion the infrastructure costs across the HGC Programme Area in as fair and equitable a way as reasonably possible. This maximises the chances that developers contribute as appropriate to the infrastructure required to support the delivery of the Garden Communities in line with the Spatial Vision. By implication, this principle of fairness equally helps to minimise the risks of non-delivery of infrastructure.

Wherever possible, a simple and proportionate approach to costs apportionment was used for individual infrastructure categories. Examples of such an approach include apportionment on a ‘per dwelling’ basis.

However, a simple ‘per dwelling’ approach would not have been fair or equitable for all infrastructure categories, given the scale and complexity of the development area. For some topics, a more nuanced and evidence-led approach therefore had to be developed to apportion contributions for off-site infrastructure, reducing the risk of either under- or overcharging individual developments relative to their actual impact.

This is particularly the case for transport infrastructure, where the costs of over 200 individual off-site infrastructure items (including everything from pedestrian crossings to new cycle paths, junction improvements and railway station upgrades) needed to be apportioned across over 20 sites. Fair apportionment between sites needed to take into account not only their relative scales, but also:

- their forecast impact on the transport network;
- their geographic location relative to the location of individual off-site infrastructure items;
- the characteristics and purpose of individual off-site infrastructure items – for example, some items (such as the Hemel Hempstead railway station upgrade) would deliver town-wide benefits while others (such as pedestrian crossing improvements on a single road) would predominantly benefit sites in the vicinity of the item.

This complexity required the development of a multi-step method for apportioning transport costs, which involved categorising off-site infrastructure items based on their characteristics, purpose and location; and then tailoring the approach applied to each category. This method reduces risks that would otherwise arise from a simple ‘per dwelling’ approach, for example, smaller sites subsidising larger ones; residential sites subsidising employment ones; or sites with better accessibility being disproportionately burdened. The apportionment process was subject to detailed checks and review at the level of individual infrastructure items and individual sites to ensure it was as fair as reasonably practicable.

For some items located on the ‘Key Network’,³ the method included the use of outputs from HCC’s COMET (Common Model for Economic and Transport Appraisal) strategic transport model.⁴ The COMET model enabled understanding of the forecast impact of individual development sites (including both housing and employment sites) on specific sections of the main road network in Hemel Hempstead. This provided evidence to justify the fair apportionment of costs for Key Network items across sites, in line with national policy and guidance.

Full details of the approach to apportionment across all infrastructure categories appears in section 4.9 below.

Local planning authorities will liaise with developers and consider potential amendments to schemes where necessary, to ensure that infrastructure responsibilities are apportioned fairly and reflect the evolving nature of site proposals and delivery timing. Future iterations of the HGC IDP to 2050 will continue to review and refine apportionment as development progresses and new information becomes available.

³ The Key Network is defined in the HGC Transport Vision and Strategy as “the main desire lines for travel” across Hemel Hempstead, including “routes with the anticipated highest future volume movements”.

⁴ An overview of the COMET model is provided on the HCC website:
<https://www.hertfordshire.gov.uk/doc/transport/model/comet-model-brochure.pdf>

1.2.2 Infrastructure Schedule

The Infrastructure Schedule for the HGC Programme Area which accompanies this report and is presented within it comprises a single Excel table, forming a complete line-by-line list of all infrastructure projects and interventions (which are, for the purposes of the HGC IDP to 2050, collectively referred to as ‘items’) needed across the Programme Area. It is consistent with, and produced alongside, this draft report. The Infrastructure Schedule:

- Identifies the **scale** of infrastructure required across the Programme Area;
- Determines the **phasing** of that infrastructure based on the housing trajectory;
- Presents **indicative costs**⁵ associated with the delivery of the infrastructure required to support growth;
- **Prioritises** relevant infrastructure interventions;
- Sets out **organisational responsibility** for delivery;
- Considers potential **sources of funding**;
- Identifies how expected developer contributions from various sites will be **apportioned** equitably; and
- Sets out how **collection mechanisms** can be utilised to assist in funding infrastructure items which serve more than one site.

Reasonable endeavours have been taken by the HGC local authorities to ensure the accuracy of information contained in the Infrastructure Schedule based upon evidence available during its preparation, which represents a snapshot in time. The identification of contributions from developments do not represent a guarantee that such funding will be secured by the HGC local authorities, but do represent an estimation of contribution levels that might be expected and should be taken into consideration by developers.

Where the HGC local authorities are identified as potential delivery partners, no liability is accepted for the delivery of infrastructure where funding or agreements do not exist for such delivery to take place. The HGC local authorities accept no liability for errors in information and reserve the right to amend or update the requirements for infrastructure at any time based upon new evidence or understanding, including but not limited to when assessing planning applications or preparing guidance or further updates to the HGC IDP to 2050.

⁵ The costs set out in this report and its accompanying schedules for any and all infrastructure are based on an indicative housing mix with potential to change in future; any such change would therefore affect the number of infrastructure users and hence the infrastructure cost.

How the Infrastructure Delivery Plan will be used

National policy has now clearly shifted the responsibility for viability testing from the development management stage to the plan making stage. Understanding infrastructure requirements and their impact on viability early is an important component of this.

The Government's Planning Practice Guidance (PPG) on viability states that '*where up-to-date policies have set out the contributions expected from development, planning applications which comply with them should be assumed to be viable.*' (Paragraph: 006 Reference ID: 10-006-20190509)

The HGC IDP to 2050, along with ongoing and subsequent strategic viability assessment, will be used as a basis for strategic masterplanning and the assessment of planning applications across the Hemel Garden Communities Programme Area.

Further information on viability is provided in HDH Planning and Development's Additional Viability Note Regarding Hemel Garden Communities (February 2025), produced to support the Dacorum Local Plan Examination in Public (EiP) and available in the EiP online library on the DBC website.

1.3 Acknowledgements

Production of the HGC IDP to 2050 has involved collaborative working across a wide range of stakeholders. Arup is grateful for the time taken by the local authorities, infrastructure providers, and developers/promoters and their agents and consultants who engaged with the study. More information on the consultation and engagement undertaken as part of producing the HGC IDP to 2050 is set out in Section 4.4 below.

1.4 Structure of the report

The remainder of the Interim IDP report is structured as follows:

- Chapter 2 sets out the local policy context;
- Chapter 3 sets out the approach to joint working and delivery;
- Chapter 4 sets out the overall methodology, including the approach to apportionment;
- Chapter 5 provides a summary of infrastructure requirements;
- Chapter 6 provides an overview of alternative collection and funding methods; and
- Five appendices set out, in turn, the national and Hemel Garden Communities policy context, worked examples of transport infrastructure apportionment, the full Infrastructure Delivery Schedule, and the HGC Programme Area housing delivery trajectory.

BackCover Policy context

2.1 National policy context

To reduce the length of this chapter and improve its readability, the relevant national policy context is set out in Appendix A.

2.2 Regional policy documents and strategies

2.2.1 Hertfordshire County Council Policy Context

Hertfordshire County Council (HCC) is responsible for certain aspects of planning within DBC and SADC, including minerals and waste, and for the delivery of certain services such as children's services, education, highways and transport, libraries, flood risk management, waste and recycling, adult care services, countryside management (Public Rights of Way- PRow), Trading Standards, and public health. Hertfordshire Fire and Rescue Service also forms part of HCC.

HCC's detailed responsibilities are wide-ranging, as follows:

Adult Social Care

2.2.1.1 Adult Social Care services

The Care Act 2014 sets out the Local Authority duties in relation to assessing people's needs and access to services and to ensure that adults receive the care and support they need.

Significant increases in the number of older people in Hertfordshire (55% projected increase in over 75s by 2042 in DBC and 43% projected increase in over 75s by 2042 in SADC), as well as the increasing prevalence of complex frailty and nursing needs, will affect the way that social care services are delivered and will increase the need for specialist housing for older people suitable to meet these needs.

Adult Care Services are responsible for ensuring that people with care needs, including older people and people with learning and/or physical disabilities, are adequately and safely housed. The Care and Support Statutory Guidance (2025) states that local authorities should encourage a variety of different living options such as shared lives, extra care housing, supported living, support provided at home, and live-in domiciliary care as alternatives to traditional residential care.

It also states that poor or inappropriate housing can put the health and wellbeing of people at risk, whereas suitable housing can reduce the needs for care and support and contribute to preventing or delaying the development of such needs. In order to ensure a choice of accommodation is available to all people with care needs and those who require financial assistance, it is essential that affordable housing is provided in all types of older persons and supported living accommodation. A mix of both private and social care housing needs to be delivered as part of the site housing mix, requiring developers to work with HCC, housing with care provider(s), nursing care home provider(s) or other registered provider(s).

HCC does not currently seek section 106 contributions for social care provision. Rather, HCC works with individual LPAs to ensure appropriate provision is made within strategic sites and local plan allocations. HCC's Guide to Developer Infrastructure Contributions (2024) (for further detail, see section 2.2.14 below) and Appendix 4 of its Local and Joint Strategic Plans Engagement Document⁶ are both relevant to this process.

Children's Homes

⁶ Available at <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/planning/local-and-strategic-plans-engagement-document.pdf>

The Children Act 1989 sets out the statutory duty on HCC to take steps to ensure that children aged 18 and under are provided suitable accommodation within the authority's area.

The need for additional infrastructure, such as children's homes, may be generated by more housing development and consequently, appropriate mitigation of those increasing pressures may be sought by the County Council. Children's homes could be provided by the developer of a wider residential-led development site, with C2 permission granted to the specific home.

The County Council's Service Provision and Place-making Guide, along with Appendix 10 of the Guide for Developer Contributions, provides relevant information on this process.

Digital

2.2.1.2 Digital and Technology Strategy 2023-27

HCC's latest Digital and Technology Strategy 2023-27 highlights the Council's priorities in improving its digital and technology capabilities around the customer, using technology to make things better and save money.⁷ HCC aims to improve digital connectivity by providing high-quality digital infrastructure more quickly across the county. This includes investment in hard-to-reach areas as part of the government's Project Gigabit

Education

2.2.1.3 School Planning

HCC has a statutory responsibility for education. Education includes nursery, primary, secondary and post-16 provision.

HCC has a duty to secure sufficient school places in its area, to meet the needs of the population now and in the future, thus ensuring that every child has access to a school place. The county council fulfils its planning responsibilities by:

- Forecasting and analysing the demand for school places to identify an appropriate balance between short-term supply and demand;
- Negotiating and commissioning the right number of places, within a diverse and varied education landscape, including academies as well as other own admitting authority (OAA)⁸ schools, which are outside the LA's control;
- Securing appropriate mitigation for new development through planning obligations which may include both land and financial contributions; and
- Undertaking longer-term strategic planning to ensure sufficient education infrastructure is identified within the local plan process to meet the long-term needs arising from proposed housing growth.⁹

HCC produces yearly pupil forecasts to assess short-term Reception and Year 7 demand (as well as Year 5 and Year 9 demand in 'three-tier' areas). At the primary phase, the county council publishes forecasts four years ahead, while secondary forecasts are published seven years into the future.

These forecasts are based on:

⁷ More information available at: <https://www.hertfordshire.gov.uk/about-the-council/freedom-of-information-and-council-data/open-data-statistics-about-hertfordshire/what-our-priorities-are-and-how-were-doing/digital-and-technology-strategy-2023-27.aspx>

⁸ Own admitting authority (OAA) schools include academies (including free schools), voluntary aided and foundation schools. OAA schools are responsible for determining admissions policies and over-subscription criteria individually, including admission numbers.

⁹ More information on school planning, including HCC strategy document 'Meeting the Demand for School Places', is available at www.hertfordshire.gov.uk/schoolplaces

- Pupil numbers in each school year group;
- 0–5-year-olds registered with GPs;
- Intake and transition rates for pupils joining primary school, or primary pupils moving on to secondary school;
- The initial additional pupils arising from new housing developments; and
- Pupil movement patterns, taking account of cross-area flows between planning areas within Hertfordshire, other local authorities and other sectors (independent schools, alternative provision and SEND).

The forecasts take account of development schemes with planning permission, plus an allowance for windfall. Forecast demand includes an allowance for yield arising from new development *in the short term* and its potential subsequent impact across the forecast period. The *full* and most significant impact of new developments will only occur outside the forecast period.

Emerging evidence from the Pupil Yield Survey (PYS) indicates that peak demand at the primary phase occurs, on average, approximately 8 years from completion of a development, while peak demand at the secondary phase can occur 13 years or more from completion of the development. Even developments with very long trajectories (e.g. 10+ years) may see demand continue to increase after completion.¹⁰

Funding and delivery

2.2.1.4 Guide to Developer Contributions

Given a total projected infrastructure funding cost of £5.7bn and a projected funding gap of £3.59bn as outlined in the Hertfordshire Infrastructure and Funding Prospectus 2018-2031¹¹, HCC's Guide to Developer Infrastructure Contributions (2024) outlines the developer contributions the County Council may seek and its approach to early engagement and negotiation, preparation and completion of planning obligation agreements.¹² For residential development, the contributions expected are set out on a per dwelling basis and vary depending on housing type, size and tenure.

HCC's Service Provision and Place-Making Guide (Adopted February 2024) presents information relating to the design of HCC's services to facilitate good growth in the county. The guide offers a combination of specification requirements, locational criteria and design principles to ensure that facilities being provided alongside growth are fit-for-purpose and have a positive impact on the places being created.

Green Infrastructure

2.2.1.5 HCC Green Infrastructure Strategy

The HCC Green Infrastructure Strategy (2022)¹³ has been produced by HCC in partnership with Hertfordshire Infrastructure and Planning Partnership. It identifies priorities, mechanisms and an overarching vision for high quality, multi-functional green (and blue) infrastructure, to support delivery of a more resilient and healthier Hertfordshire.

Minerals and Waste

¹⁰ Short-term forecasts are available at www.hertfordshire.gov.uk/schoolplaces

¹¹ Available at <https://www.hertfordshirelep.com/media/govdxei/hertfordshire-infrastructure-funding-prospectus-2018-2031.pdf>

¹² Available at: <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/planning/developer-infrastructure-contributions-guide/guide-to-developer-infrastructure-contributions.pdf>

¹³ Available at: <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/landscape/hertfordshire-gi-strategy-part-1-setting-the-scene-a-strategic-review-of-gi-in-hertfordshire.pdf>

2.2.1.6 Waste Planning

HCC is the Waste Planning Authority for Hertfordshire and has a legal responsibility to produce a Waste Local Plan. The adopted Hertfordshire Waste Local Plan identifies land that may be suitable for future waste management facilities and sets out relevant policies used to determine planning applications for waste management. The Waste Local Plan comprises two documents:

- The Waste Core Strategy and Development Management Policies Development Plan Document (2012) sets out the overall Waste Management Strategy¹⁴; and
- The Waste Site Allocations Development Plan Document (2014) sets out the existing waste facilities and sites with potential for future waste development.¹⁵ The document sets out nine waste site allocations within DBC and eight within SADC. Of the nine within DBC, four lie within the Maylands Business Park and Innovation Quarter, adjacent to the Growth Area on the eastern side of Hemel Hempstead, and two lie within the Two Waters Opportunity Area on the southern side of the town (and therefore Other Allocations within the Programme Area, but not the Growth Area). However, none of the eight SADC sites are close to the HGC Programme Area or Growth Area within it.

Transport

2.2.1.7 Local Transport Plan

HCC is the local highway authority and is responsible for providing a safe, efficient and resilient transport system across the district. Hertfordshire's latest Local Transport Plan 2018 – 2031 sets out HCC's strategy for future transport provision.¹⁶ The Plan seeks to encourage, where possible, the transition from private cars to sustainable modes of transportations (e.g. walking, cycling and passenger transport). Policy 1 within this document sets out a transport hierarchy that supports the creation of built environments that encourage greater and safer use of sustainable transport modes. The hierarchy is as follows:

- Opportunities to reduce travel demand and the need to travel;
- Vulnerable road user needs (such as pedestrians and cyclists);
- Passenger transport user needs;
- Powered two-wheeler (mopeds and motorbikes) user needs; and
- Other motor vehicles user needs.

The Local Transport Plan is guided by three overarching themes – 'prosperity', 'people' and 'place', and sets out nine strategic objectives, which are:

1. Improve access to international gateways and regional centres outside Hertfordshire;
2. Enhance connectivity between urban centres in Hertfordshire;
3. Improve accessibility between employers and their labour markets;
4. Enhance journey reliability and network resilience across Hertfordshire;
5. Enhance the quality and vitality of town centres;

¹⁴ Available at: <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/planning/planning-in-hertfordshire/waste-local-plan/waste-core-strategy-and-development-management-policies-document.pdf>

¹⁵ Available at: <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/planning/planning-in-hertfordshire/waste-local-plan/the-waste-site-allocations-document-2.pdf>

¹⁶ Available at: <https://www.hertfordshire.gov.uk/media-library/documents/about-the-council/consultations/ltp4-local-transport-plan-4-complete.pdf>

6. Preserve the character and quality of the Hertfordshire environment;
7. Reduce carbon emissions;
8. Make journeys and their impact safer and healthier; and
9. Improve access and enable participation in everyday life through transport.

2.2.1.8 *South West Herts Growth and Transport Plan Prospectus*

The County Council produced a South West (SW) Herts Growth and Transport Plan prospectus in June 2018.¹⁷ It is a strategic spatial transport plan which has been developed in partnership with key stakeholders for the purpose of applying HCC's LTP policies and objectives to a growth-focused area. This document is a supporting document of the Local Transport Plan (LTP) 4, which sets the overarching direction of transport policy and priorities across Hertfordshire.

2.2.2 *Emerging South West Hertfordshire Joint Strategic Plan*

The five local authorities within South West Herts, supported by Hertfordshire County Council, have been progressing a Joint Strategic Plan on a voluntary basis since 2018. This was being prepared within existing legislation that governs the preparation of Local Plans.

The Government has recently made it clear that they want to formalise requirements for the preparation of strategic plans and ensure they are rolled out to cover the whole of England. These plans are referred to as Spatial Development Strategies (SDS).

High level requirements for SDSs were set out with the Devolution White Paper (December 2024) and formalised through the Planning and Infrastructure Bill (April 2025). This is currently progressing through parliament and is expected to come in to effect in late 2025. Secondary legislation setting out more detailed requirements for SDSs will then follow.

This legislation makes it clear that Government expects a single SDS to be prepared for each strategic area. Assuming that the strategic geography is confirmed as Hertfordshire, this means there will need to be a single SDS for the county, rather than the two JSPs that are currently being prepared for South West Herts and North East Central Herts. Initial work towards a Hertfordshire SDS has commenced.¹⁸

2.2.3 *Joint Nature Conservation Committee (JNCC) Policy Context*

JNCC advises the UK Government on the designation of Special Areas of Conservation (SAC). The Chilterns Beechwoods SAC extends across parts of Buckinghamshire, Dacorum, South Oxfordshire, and Windsor and Maidenhead. Every SAC is surrounded by a Zone of Influence (ZOI) within which special provisions apply to development contributions. In the case of Chilterns Beechwoods, the ZOI of its Ashridge Estate and Tring Woodlands component extends to 12.6 kilometres from the edge of the SAC, and therefore the whole of the HGC Growth Area, across both local authorities, falls within it.

Local authorities within the ZOI are required to collect planning contributions for Strategic Access Management Measures (SAMMs) and Suitable Alternative Natural Greenspaces (SANGs) to mitigate the harmful impacts by additional visitors to the SAC arising from new development. SANG provision should be maximised in such locations. There is an expectation that SANG provision over and above site requirements be made available to approved residential developments within the SADC part of the ZOI.

¹⁷ Available at: <https://www.hertfordshire.gov.uk/media-library/documents/about-the-council/consultations/highways/swherts-gtp-sea-env-report.pdf>

¹⁸ For further information on devolution and Hertfordshire, see <https://www.hertfordshire.gov.uk/about-the-council/how-the-council-works/devolution.aspx>

2.2.4 NHS Hertfordshire and West Essex Integrated Care Board (ICB) Policy Context

Integrated Care Boards (ICBs) are responsible for planning and overseeing how NHS money is spent to support a sub-regional population. The Hertfordshire and West Essex ICB is responsible for planning and overseeing most of the health services used by people who live or will live in the HGC Programme Area, including emergency and urgent care, GP services, most dental services, optometrist (optician) services, community nursing, mental health support, rehabilitative care, most planned hospital care, and continuing healthcare, which is for adults and children with long-term complex physical or mental health needs.

The HGC IDP to 2050 uses throughout the ICB-preferred terms for key items of healthcare infrastructure. This means the term ‘medical centre’ is always used in preference to ‘GP surgery’, given that such centres often include other services alongside those of GPs. Additionally, throughout the HGC IDP to 2050, the term ‘secondary healthcare’ refers to community and mental healthcare services (which are themselves examples of the additional services often found in medical centres). The ICB has provided advice in relation to all relevant healthcare infrastructure for purposes of compiling the HGC IDP to 2050.

While the East of England Ambulance Service Trust (EEAST) is separate from the ICB, the two organisations work closely together and as such, the ICB was also able to advise on all EEAST infrastructure requirements included within the HGC IDP to 2050.

2.3 Local policy context

The Hemel Garden Communities Programme Area is situated across two Local Planning Authorities, Dacorum Borough Council (DBC) and St Albans District Council (SADC).

2.3.1 DBC Policy Context

The Development Plan for Dacorum Borough Council currently consists of the following documents:

- Local Planning Framework Core Strategy (2013);
- Local Plan (2004) (saved policies);
- Dacorum Site Allocations Development Planning Document (DPD) (2017);
- Hertfordshire Minerals Local Plan (2007);¹⁹
- Hertfordshire Waste Core Strategy and Development Management Policies DPD (2012);
- Hertfordshire Waste Site Allocations DPD (2014);
- Grovehill Future Neighbourhood Plan (2018);
- Kings Langley Neighbourhood Plan (2023); and
- Bovingdon Neighbourhood Plan (2024).

2.3.1.1 New Local Plan 2026 – 2041

Dacorum Borough Council are currently preparing the New Dacorum Local Plan (to 2041) that will guide local decision-making on planning matters. Once adopted it will replace the Site Allocations Development Plan Document, the Core Strategy and the saved policies from the Dacorum Borough Local Plan 2004. A key role of the New Local Plan is to establish the quantum and distribution of new development in Dacorum over the next 16 years and to set out the approach to:

- Identifying where and when development should take place;
- Delivering a step change in housing growth;
- Supporting the local economy, employment and retail;
- Adapting to and mitigating a changing climate;
- Promoting high quality design of development;

¹⁹ A draft Hertfordshire Minerals and Waste Local Plan was published in 2022 but has not yet been adopted. Eventually, it will replace the 2007 Plan. It is available at: <https://www.hertfordshire.gov.uk/media-library/documents/waste/mwlp/core-document-library/core-documents/cd-01-minerals-and-waste-local-plan-draft-plan-jul-2022.pdf>

- Conserving and enhancing the historic and natural environment; and
- Enabling the delivery of infrastructure.

The Local Development Scheme (LDS) (2024)²⁰ sets out the Council's timetable for production of the new Local Plan, including key production and public consultation stages. At the time of writing, the outstanding Local Plan stages within the LDS are as follows:

- Examination period: May 2025 – January 2026; and
- Formal adoption: February 2026.

The draft Local Plan (2024, Reg 19 submission version) identifies Hemel Garden Communities as an opportunity to achieve growth by transforming Hemel Hempstead through the regeneration of the existing town and delivery of new housing and infrastructure in SADC and DBC areas. Support for HGC is set out in two specific planning policies: Strategic Policy HGC1 - Transformation of Hemel Hempstead and Strategic Policy HGC2 - Hemel Garden Communities Place Principles. These reference the vision and principles set out in HGC's core documents (see Section 2.4 below). Town-wide transformative infrastructure is also planned to support the growth. Strategic Policy ID1- Delivering the Infrastructure to Support Growth also refers back extensively to the Dacorum IDP.

2.3.1.2 Neighbourhood Plans

There are currently three 'made' (adopted) Neighbourhood Plans within Dacorum, namely, Bovingdon Neighbourhood Plan (2024), Grovehill Future Neighbourhood Plan (2017) and Kings Langley Neighbourhood Plan (2023). There are also several emerging neighbourhood plans. Once adopted, they will also form part of the adopted and/or new development plan.

2.3.1.3 DBC Infrastructure Delivery Plan

The DBC Infrastructure Delivery Plan (2025)²¹, separate from and not to be confused with this document, forms a key part of the evidence base that informs and supports the iterative process of developing the Local Plan, including the Regulation 18 and 19 Consultations. The DBC IDP to 2041 sets out the infrastructure that will be required to deliver planned housing and employment growth across DBC. It identifies capacity constraints in existing infrastructure provision and areas in which growth will trigger the need for further infrastructure investment, then includes details (where known) of the responsible infrastructure service provider, indicative phasing, likely cost, and funding gap. It will be used by planning officers when determining planning applications, and will inform negotiations for developer contributions, alongside this HGC IDP to 2050.

2.3.1.4 Infrastructure Funding Statement

The preparation of Infrastructure Funding Statements (IFS) is now a requirement for all local authorities, including HCC, following the update to CIL Regulations in 2019. The latest IFS available for Dacorum at the time of writing is 2023-2024, which sets out DBC's income and expenditure of all financial contributions which have been secured through s106 Agreements and CIL.²²

²⁰ Available at: https://www.dacorum.gov.uk/docs/default-source/strategic-planning/local-development-scheme/449724551156b7f9bc7ff00000246a4.pdf?sfvrsn=315c199e_3

²¹ Available at <https://letstalk.dacorum.gov.uk/35864/widgets/104908/documents/80366>

²² Available at: [https://www.dacorum.gov.uk/home/planning-development/planning-strategic-planning/developer-contributions/community-infrastructure-levy-\(cil\)/cilcollecting-and-spending-cil](https://www.dacorum.gov.uk/home/planning-development/planning-strategic-planning/developer-contributions/community-infrastructure-levy-(cil)/cilcollecting-and-spending-cil)

2.3.1.5 *Dacorum Growth and Infrastructure Strategy to 2050 and Corporate Plan*

In addition to the Local Plan, Dacorum has developed a longer-term strategy ‘Shaping the Future of Dacorum: Our Growth and Infrastructure Strategy to 2050’.²³

The Growth and Infrastructure Strategy sets out how the Council will ensure that the growth proposed in the Local Plan meets the needs of the existing and new communities in the Borough. The document explains how the Council – in partnership with other organisations where appropriate – will ensure the right sort of housing is delivered, that infrastructure will be provided on time, that open space is available and properly maintained and how it will provide the services for a considerably larger population. The Strategy thus guides how the Council will manage growth for local people, partner organisations and developers. It recognises the importance of developing an IDP to support growth and highlights the importance of maximising the use of technology to deliver effective and efficient transport systems.

The accompanying Corporate Plan highlights the importance of green infrastructure and effective transport solutions to the delivery of the strategic and corporate objectives.²⁴

2.3.1.6 *Local Cycling and Walking Infrastructure Plan*

DBC is in the process of preparing a Local Cycling and Walking Infrastructure Plan (LCWIP) which is a partnership project between DBC and HCC. A formal LCWIP Public Consultation took place in early 2025 prior to being taken through the adoption process; the draft consultation version is considered in the evidence base of the HGC IDP to 2050.

Draft LCWIP interventions are included in this iteration of the HGC IDP to 2050. Some of the DBC LCWIP route infrastructure proposals and the cost estimates are subject to change, and routes may be delivered in a phased approach with sections of each route attributed to different lead infrastructure providers. Full details of the routes and initial cost estimates (with exclusions) can be found in the draft DBC LCWIP report. When the LCWIP is fully adopted, the HGC IDP to 2050 should be updated to reflect changes to cost estimates and route proposals where relevant.

2.3.1.7 *Hemel Hempstead Transportation Study and related traffic modelling exercises*

The Council has commissioned AECOM to prepare a Hemel Hempstead Transport Study (HHTS).²⁵ It is in two stages, the second stage being produced at the same time as the HGC IDP to 2050. It provides evidence on the transport solutions that will mitigate the needs of proposed growth and accord with the aims and objectives of Hertfordshire’s Local Transport Plan 4 (2018-2031, LTP4)²⁶ to inform Dacorum’s IDP and Local Plan.

The study sets out Intervention Packages to mitigate the impact of growth and these interventions are supported by a series of key principles as well as setting out the necessary funding, relevant sources and phasing.

For IDP purposes, the Transportation Study and related traffic modelling were particularly important because they were vital to informing a fair and equitable approach to transport infrastructure costs apportionment (see Apportionment chapter below for further details).

²³ Available at: https://www.dacorum.gov.uk/docs/default-source/strategic-planning/dacorum-growth-and-infratstructure-strategy-to-2050.pdf?sfvrsn=a0fa089e_6

²⁴ Available at: https://www.dacorum.gov.uk/docs/default-source/council-democracy/our-plans-for-dacorum-2024-2028-final-for-web.pdf?sfvrsn=67a81d9e_5

²⁵ Part 1 available at: https://www.stalbans.gov.uk/sites/default/files/attachments/Planning%20Policy/Exa/SADCED66%20Appendix%2015.1_Hemel_Hempstead_Transport_Study_DBC%20Reg%2019_260924.pdf

²⁶ Available at <https://www.hertfordshire.gov.uk/media-library/documents/about-the-council/consultations/ltp4-local-transport-plan-4-complete.pdf>

As such, supplementary to developing the HHTS, AECOM were tasked with applying HCC's COMET transport modelling²⁷ to selected Local Plan site allocations to determine their traffic impact once built out. However, the COMET modelling was not applied to smaller sites and/or sites without a residential component. To fill these gaps, the modelling was supplemented as appropriate in two ways:

- Firstly, the traffic impacts of strategic site H3, central to the HGC Growth Area, but lacking a residential component, were determined. This was achieved by reviewing development trip rates within traffic modelling carried out for the Growth Area alone (Vectos Microsim Local Plan Model Forecasting Report, Hemel Hempstead Paramics Model, April 2025). This additional modelling revealed that the employment uses on site H3 would generate the equivalent traffic impacts of a site of 3,171 dwellings²⁸; and
- Where necessary, technical judgements of reasonable contributions were applied for smaller sites in line with the s106 tests and based on relative distance from the site boundary, as plotted on GIS.

The collective outputs of the two modelling exercises and the GIS-supported technical judgements were then applied to inform as fair and equitable a cost apportionment between sites as possible for transport infrastructure items, based on each site's relative transport impacts.

AECOM's work for the HHTS also informed assessments of infrastructure prioritisation, by grouping infrastructure interventions by location along key routes, and then recommending the relative prioritisation of each route, taking into account the HGC Programme Area and Local Plan housing trajectories. For example, sites in the town centre are planned to come forward earlier in the Local Plan period than the large urban extensions in the Growth Area, so infrastructure supporting the former set of sites has a higher level of priority.

2.3.1.8 DBC- Additional Viability Note Regarding Hemel Garden Communities

The Additional Viability Note on HGC (February 2025) was prepared for Dacorum Borough Council by HDH. The analysis extends previous viability assessments to address the feasibility of delivering HGC's Growth Area sites (it does not cover the Other Allocations within the overall Programme Area). The report notes that 1,500 homes will be delivered within the current plan period, while the remaining 3,500 homes will be constructed beyond this timeframe. Based on the Growth Area's substantial infrastructure requirements, strategic infrastructure and mitigation costs are estimated at around £85,000 per housing unit, with sensitivity analyses carried out between £60,000 and £120,000 per unit.

Appraisal results indicate that delivering the initial 1,500 homes within Dacorum is economically viable, generating a residual value significantly higher than the benchmark land value, suggesting this first phase should be achievable without major financial issues. However, the full development of 5,000 units presents greater challenges, as the residual value is closer to the benchmark land value, especially at higher infrastructure cost scenarios, thus suggesting potential viability difficulties in later stages.

Nevertheless, the document concludes that the HGC Growth Area is likely deliverable, considering that some costs (such as CIL and SANG provision) might currently be overstated as they are based on assumptions that might not reflect actual phased delivery practices. It also notes that identification of viability difficulties in later stages of large developments is not unusual, given the increasing number of

²⁷ COMET is a strategic transport modelling framework to support transport planning and investment decisions across an administrative area. It provides a consistent and detailed representation of travel demand, network performance, and user behaviour across all modes of transport, incorporating variables such as population growth, land use changes, and policy interventions. COMET enables planners to test the impacts of different scenarios—such as new transport schemes, fare changes, or road network alterations—on congestion, journey times, emissions, and economic outcomes, thereby informing business cases and policy choices. It is typically applied in major scheme appraisals, funding bids, and strategic planning exercises where a robust understanding of network-wide transport impacts is essential.

²⁸ This number of dwellings was sense-checked relative to the site area when benchmarked against the other Growth Area strategic sites (Hm01, H1, H2 and H4) that are wholly or largely residential, and found to be broadly comparable.

unknown factors affecting costs into the future. Continued engagement with site promoters and further refinement of assumptions is recommended to ensure successful delivery.

For further information on the relevant HGC policy context, please refer to Appendix B.

2.3.2 SADC Policy Context

The Development Plan for SADC currently consists of the following documents:

- District Local Plan Review (1994);
- Hertfordshire Minerals Local Plan (2007);²⁹
- Hertfordshire Waste Core Strategy & Development Management Policies DPD (2012);
- Hertfordshire Waste Site Allocations DPD (2014);
- Hertfordshire Draft Minerals and Waste Local Plan 2040 (not yet adopted);
- Harpenden Neighbourhood Plan (2019);
- Sandridge Neighbourhood Plan (2021);
- St Stephen Neighbourhood Plan (2022);
- Redbourn Neighbourhood Plan (2023); and
- Wheathampstead Neighbourhood Plan (2023).

2.3.2.1 SADC - District Local Plan Review 1994

The current adopted Local Plan for St Albans is the District Local Plan Review (1994).³⁰ Under the Planning and Compulsory Purchase Act 2004, unless expressly replaced by a 'new' policy, 'old' policies are 'saved' for 3 years from either the date of commencement of the Act on 28 September 2004, or the date the plan was adopted or approved. The pre-existing Local Plan Review from 1994 was hence 'saved' from 2004 to 2007. Then, on 14 September 2007, the Secretary of State directed that specified policies within the District Local Plan Review to be 'saved', meaning that they still form part of the development plan for St Albans.

2.3.2.2 SADC - New Local Plan 2041

St Albans City and District Council are currently preparing a new Local Plan to 2041. The Local Plan will set the spatial strategy and identify land for future housing, commercial and infrastructure developments over the period to 2041. It will also be used to safeguard the environment, enable adaptation to climate change and secure high-quality and accessible design.

The Local Development Scheme (LDS) (2024) sets out the Council's timetable for production of the Development Plan Documents, including key production and public consultation stages³¹. At the time of writing, the outstanding Local Plan stages within the LDS are as follows:

- Examination period: Dec 2024 – February 2026; and
- Formal adoption: March 2026.

As of May 2025, the Stage 1 Hearing Sessions for the SADC Local Plan Examination in Public (EiP) had taken place.³² The EiP is relevant for the purposes of the HGC IDP to 2050 because it will be scrutinising

²⁹ A draft Hertfordshire Minerals and Waste Local Plan was published in 2022 but has not yet been adopted. Eventually, it will replace the 2007 Plan. It is available at: <https://www.hertfordshire.gov.uk/media-library/documents/waste/mwlp/core-document-library/core-documents/cd-01-minerals-and-waste-local-plan-draft-plan-jul-2022.pdf>

³⁰ Available at: <https://www.stalbans.gov.uk/sites/default/files/documents/publications/planning-building-control/planning-policy/Saved%20Policies%2C%20Direction%20and%20Correction.pdf>

³¹ Available at: <https://www.stalbans.gov.uk/sites/default/files/attachments/SADC%20Local%20Development%20Scheme%20-%20Sep%202024%20-%20Final.pdf>

³² Further information available at: <https://www.stalbans.gov.uk/hearing-sessions-0>

and reviewing the Local Plan evidence base, including the SADC IDP to 2041; and, as mentioned previously, the HGC IDP to 2050 is informed by both the SADC and the DBC Local Plan IDPs. Any significant changes to the SADC IDP to 2041 will need to be reflected as appropriate in the HGC IDP to 2050.

The draft Local Plan (2024, Reg 19 support) identifies Hemel Garden Communities as a Broad Location or large development site capable of delivering 250 or more homes as well as significant infrastructure.³³ HGC is identified as a proposal to transform Hemel Hempstead through the regeneration of the existing town and delivery of new housing and infrastructure in SADC and DBC areas.

Support for HGC, with appropriate references back to the HGC and SADC IDPs, are set out in two planning policies: Policy LG2 – Support for Transformation of Hemel Hempstead, and Policy LG3 - Hemel Garden Communities Growth Area Place Principles. These reference the vision and principles set out in HGC's core documents (see Section 2.4 below). Other Local Plan policies that reference or are directly relevant to the SADC IDP to 2041 are TRA1- Transport Considerations for New Development; TRA2- Major Transport Schemes, and Strategic Policy SP14- Delivery of Infrastructure.

2.3.2.3 SADC Infrastructure Delivery Plan

The SADC Infrastructure Delivery Plan (2024), not to be confused with this HGC IDP to 2050, forms a key part of the evidence base that informs and supports the iterative process of developing the Local Plan, including the Regulation 18 and 19 Consultations.³⁴ The SADC IDP to 2041 sets out the infrastructure that will be required to deliver planned housing and employment growth across SADC. It identifies capacity constraints in existing infrastructure provision and areas in which growth will trigger the need for further infrastructure investment, then includes details (where known) of the responsible infrastructure service provider, indicative phasing, likely cost, and funding gap.

2.3.2.4 Infrastructure Funding Statement

The preparation of Infrastructure Funding Statements (IFS) is now a requirement for all local authorities, including HCC, following the update to CIL Regulations in 2019. The latest IFS for St Albans at the time of writing is for 2023-24, which sets out SADC's income and expenditure of all financial contributions which have been secured through s106 Agreements.³⁵

2.3.2.5 Sustainability and Climate Crisis Strategy

SADC has produced a Sustainability and Climate Crisis Strategy 2024-2027, which sets out a number of actions proposed.³⁶ These include actions to reduce the district's environmental impacts, improve the environmental sustainability of operators and services, and ensure the District is resilient to changing environmental conditions, and act as a strong community leader to ensure action continues to be taken across

³³ Available at: <https://www.stalbans.gov.uk/sites/default/files/attachments/Planning%20Policy/R19/Reg%2019%20Local%20Plan%20Part%20A.pdf>

³⁴ Available at: <https://www.stalbans.gov.uk/sites/default/files/attachments/Planning%20Policy/SADC%20Infrastructure%20Delivery%20Plan.pdf>

³⁵ Available at: <https://www.stalbans.gov.uk/infrastructure-funding-statement>

³⁶ Available at: <https://www.stalbans.gov.uk/sites/default/files/attachments/Final%20St%20Albans%20Sustainability%20Strategy%202024-27%20v2.pdf>

all parts of the community. SADC recently produced a Sustainability and Climate Crisis Strategy and Action Plan 2024 - 2027.³⁷

2.3.2.6 Neighbourhood Plans

There are currently five ‘made’ (adopted) Neighbourhood Plans within St Albans, namely, Harpenden Neighbourhood Plan (2019), Sandridge Neighbourhood Plan (2021), St Stephen Neighbourhood Plan (2022), Redbourn Neighbourhood Plan (2023) and Wheathampstead Neighbourhood Plan (2023).³⁸ These plans set out the characteristics, challenges, and opportunities across each of the areas they cover and set out development management policies that shape the form of development coming forward.

Part of the HGC Growth Area (though not its entirety) is covered by the Redbourn Neighbourhood Plan 2020 -2038 (adopted 2023), which sets out five objectives: providing homes for changing needs, becoming a hub for start-up business and commercial enterprise, supporting community facilities, and increasing walking and cycling movements whilst retaining the strong local heritage and countryside setting.³⁹ The other Neighbourhood Plan areas do not overlap with the HGC Programme or Growth Areas.

2.3.2.7 SADC- Local Plan Viability

For SADC, each of the HGC site allocations (H1, H2, H3 and H4) has been appraised through the Local Plan Viability prepared by BNP Paribas in 2024 (INF 10.02, INF 10.03, INF 10.03, and INF 10.09). The BNP Paribas viability testing demonstrates that all four HGC site allocations in SADC are viable and developable, having regard to both the Council’s planning policy, highways and infrastructure requirements as set out in the SADC IDP to 2041, including 40% affordable housing and necessary infrastructure and highways mitigation.

2.4 Hemel Garden Communities

To reduce the length of this chapter and improve its readability, the relevant Hemel Garden Communities policy context is set out in Appendix B. This also reflects the fact that the HGC policy context appears in multiple other documents accompanying this HGC IDP to 2050.

2.5 Duty to Cooperate (DtC) and Cross-Boundary Issues

HGC is a collaborative partnership between St Albans City and District Council (SADC), Dacorum Borough Council (DBC), Hertfordshire County Council (HCC), Hertfordshire Futures (Formerly Herts LEP) and the Hertfordshire Enviro-Tech Enterprise Zone, known as Hertfordshire Innovation Quarter (Herts IQ), alongside stakeholders and landowners. As previously stated, this partnership is supported by Hemel Hempstead’s 2018 designation by the national government as a ‘Garden Town’. The joint working approach is set out in a Memorandum of Understanding (MoU). SADC and DBC will be presenting the approach taken thus far on DtC and cross-boundary issues relevant to HGC at their Local Plan EiPs during 2025.

³⁷ Available at:

<https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.stalbans.gov.uk%2Fsites%2Fdefault%2Ffiles%2Fattachments%2FAppendix%25203%2520List%2520of%2520actions.docx&wdOrigin=BROWSELINK>

³⁸ More information available at: <https://www.stalbans.gov.uk/neighbourhood-planning>

³⁹ Available at: <https://www.redbourn-pc.gov.uk/neighbourhood-plan-working-party#:~:text=Redbourn%20votes%20YES%20for%20the,for%20many%20years%20to%20come>

3. HGC Joint Working and Delivery

3.1 Joint Working

Local planning authorities are expected to cooperate on planning issues that cross administrative boundaries, particularly those which relate to strategic priorities.

The NPPF sets out strategic issues where effective cooperation might be appropriate, such as that needed for education, health, transport, flood and water management, green and digital infrastructure. The NPPF also places considerable emphasis upon viability and the importance of ensuring that the cumulative impact of proposals and policies are considered carefully. Viability assessment is a key element of evidence relating to the delivery of infrastructure to support the delivery of the Local Plan Review.

The successful delivery of HGC needs to be underpinned by a comprehensive package of infrastructure, phased and delivered in a timely way, where possible ahead of, or in tandem with the development it serves. This necessitates a coordinated approach across local authority boundaries and the involvement of a range of partners, including the site owners/promoters, infrastructure providers and other stakeholders. The HGC IDP to 2050 will help to ensure that a consistent approach to infrastructure requirements to support the sites will be adopted.

Meanwhile, the Councils will continue to work with one another and with relevant working groups and partners, to ensure the funding and delivery of the Programme Area's strategic infrastructure requirements, while considering the cross-boundary implications. As outlined in Chapter 2, the two Councils are at similar stages of the plan-making process⁴⁰ and have come together with the County Council where necessary to undertake evidence base work to support the delivery of the Garden Town. As such, the Councils have consequently sought to align local plan policies as far as possible and agreed a Memorandum of Understanding as two of the HGC Partners.

3.2 External Funding

Based on the fact that any IDP report can only ever be a snapshot in time, for certain infrastructure items listed in this report and/or its Schedule, external funding has been factored in where evidence currently exists to indicate that it is likely to come forward. This could be either because there is sufficient commitment to that funding, or where past experience or engagement with stakeholders suggests that it is more likely than not to come forward. Clearly, other currently unknown funding sources could emerge over time as well.

Because HGC has been designated as a Garden Town by the Government, external funding has already been secured from Homes England to support work to deliver the growth. The authorities are also committed to working positively and proactively to identify further opportunities for external or innovative funding approaches to ensure that the Garden Town is delivered in accordance with the Garden City Principles and Garden Town Vision, in particular with regards to the early delivery of necessary infrastructure.

Securing external funding does not preclude reasonable and appropriate funding from development through developer contributions or other mechanisms. For example, if external funding is used to forward fund infrastructure, then subsequent contributions received from development can be used to contribute towards a revolving infrastructure fund. If additional external funding is secured, or the likelihood of securing it is considered sufficiently high, this will be reflected in future reviews of the HGC IDP to 2050, where applicable.

⁴⁰ SADC submitted their Local Plan for examination in Public in December 2024, and DBC submitted theirs in March 2025.

4. Methodology

4.1 Locations for growth

The HGC IDP to 2050 reflects and plans for the level and locations of growth within the HGC Programme Area (both Growth Area and Other Allocations), as set out in SADC and DBC's emerging Local Plans. It considers growth to 2050 (beyond the Local Plan periods, which are to 2041). The levels of growth considered, and its distribution, is set out in Table 3.

Table 3 Levels and Distribution of Growth

Site Name	Local Planning Authority (LPA)	Site Allocation Reference	No. Dwellings
North Hemel Hempstead	DBC	Hm01	(up to) 5,000
North Hemel Hempstead	SADC	H1	1,500
East Hemel North	SADC	H2	1,600
East Hemel Central (<i>non-residential</i>)	SADC	H3	0 (employment allocation only)
East Hemel South	SADC	H4	2,400
Civic Zone, Marlowes	DBC	Hm02	200
Hemel Hempstead Hospital	DBC	Hm03	450
Paradise	DBC	Hm04	350
Market Square – Health Campus (<i>non-residential</i>)	DBC	Hm05	0
Riverside	DBC	Hm06	500
Symbio Site, Whiteleaf Road	DBC	Hm07	100
Hemel Hempstead Station Gateway	DBC	Hm08	390
National Grid and 339 -353 London Road	DBC	Hm09	480
Apsley Mills Retail Park	DBC	Hm10	500
Shendish Manor and Fairfields	DBC	Hm11	500
Plots 2/3 Kier Park, Maylands Avenue	DBC	Hm12	234
Polehanger Lane	DBC	Hm13	750
Marchmont Farm	DBC	Hm14	350
Old Town	DBC	Hm15	90
Site to the south of Green Lane	DBC	Hm16	80
Grovehill Local Centre	DBC	Grovehill NDP	200

Hemel Hempstead Windfall (to 2041)⁴¹	-	-	2,380
TOTAL			(up to) 18,054

Appendix E sets out the delivery trajectory for this growth.

4.2 Infrastructure Types

The HGC IDP to 2050 considers infrastructure which is necessary to enable delivery or to make development acceptable in planning terms and/or needs to be delivered or secured through the planning system. The HGC IDP to 2050 Schedule therefore covers the specific categories and types of infrastructure shown below in Table 4.

Table 4 Infrastructure types included within the HGC IDP to 2050⁴²

Category	Infrastructure type
Transport	Highways
	Public Transport
	Active Transport
Education	Early Years
	Primary Schools
	Secondary Schools
	Further Education
	Special Educational Needs and Disability (SEND)
Health and Social Care	Primary Healthcare
	Secondary Healthcare
	Acute Healthcare
	Adult Social Care ⁴³
Emergency Services	Police

⁴¹ As there is no certainty that housing in the windfall category will be delivered, the HGC IDP to 2050 apportionment methodology cannot, and has not, taken account of these dwellings. Additionally, this figure is an estimate as of March 2025 covering the period only to 2041, as there is insufficient certainty at present to provide a 2041-2050 windfall allowance. Should similar windfall allowances be applied through future iterations of the Local Plan, they will also be expected to contribute to infrastructure in the same way.

⁴² Flood defences are not listed in this table because no strategic surface water and flood risk interventions were identified as necessary for the development of the HGC Programme Area. While individual developments must still, of course, include onsite surface water and flood risk management and mitigation measures as appropriate based on site-specific factors and in line with relevant national and local policy, this is outside the scope of the strategic HGC IDP to 2050. However, given the significant level of growth in the HGC programme area, the use of Sustainable Drainage Systems (SuDS) and how existing surface water flow paths on site should remain open blue-green corridors needs to be considered to maximise flood mitigation.

⁴³ Adult social care services are mostly delivered privately, although the County Council may subsidise a number of bed spaces. Contributions may or may not be required from developers. Extra care, nursing and residential care homes are included under this heading.

	Fire Services
	Ambulance
Community Facilities	Community Halls
	Libraries
	Youth Provision ⁴⁴
Waste and Recycling	Waste and Recycling
Green Infrastructure	Strategic Green Infrastructure
	Local Green Infrastructure
Sports and Leisure	Indoor Sports Provision
	Outdoor Sports Provision ⁴⁵
Utilities	Gas Network
	Electricity Network
	Potable Water
	Waste Water

4.3 Identifying HGC Infrastructure requirements

The central purpose of the Hemel Garden Communities IDP to 2050 is to draw together and build upon the SADC and DBC Local Plan IDPs to 2041. It does this by identifying the infrastructure required to support housing and employment growth across the HGC Programme Area and demonstrate that additional infrastructure requirements beyond the plan period (2041) would not preclude growth coming forward in the period 2041-2050.

This HGC IDP to 2050 identifies the specific infrastructure requirements within the Local Plan IDPs to 2041 that are also relevant to the planned growth in the Programme Area. Infrastructure has been identified where it supports the delivery of specific sites, as well as the wider growth and transformation of the Programme Area.

The information presented in the district IDPs to 2041 was utilised as the basis for the HGC IDP, and both district IDPs were reviewed to ensure that the Hemel Garden Communities IDP to 2050 presents a consistent position between both districts, which has been verified in collaboration with relevant stakeholders. The HGC IDP Schedule has also been updated where new information has become available since the Local Plan IDPs were prepared.

Where an item is strategic (i.e. serving more than one of the Programme Area sites), reasonable and logical assumptions are necessary, and have been made, on which sites it will serve/will benefit from it. These assumptions then inform the approach to apportioning costs between sites accordingly. The methodology for undertaking apportionment is set out in Section 4.9.

⁴⁴ Including children's homes.

⁴⁵ Within this category are two separate types of Multi-Use Games Areas (MUGAs). Informal open access play MUGAs enable a range of sport and games to take place and meet the minimum standards of this type of provision. These are usually located in parks and formal public open spaces and aimed at children and young people. Sports MUGAs, by contrast, usually have restricted access and are designed for bookable use by clubs and groups. They are usually located on school, club or leisure centre sites and usually floodlit. The distinction between the two is important in terms of calculating need for MUGAs.

Service delivery is complex and limited by financial constraints. Providers must apply creativity and innovation in meeting new infrastructure demands, through solutions such as co-location, multi-use of buildings like schools for alternative uses at weekends and evenings, or hub models, while recognising that schools are first and foremost schools. While the HGC IDP to 2050 outlines current expectations for supporting growth across the Programme Area, it is subject to change over time and may not capture every site-specific need from planning applications. Recognising again the important point that any IDP is a process rather than an output, Section 4 details the steps for keeping the HGC IDP to 2050 under review and issuing updated reports as and when necessary.

4.4 Stakeholder Engagement

The PPG on plan-making⁴⁶, which is relevant for infrastructure planning, states that plan makers should work alongside infrastructure providers, service delivery organisations, and developers, landowners, and site promoters to understand infrastructure deficits and requirements, and the impact on viability. Production of the district IDPs had appropriate regard to the PPG by involving collaborative working between a range of stakeholders. This engagement will continue to inform the Hemel Garden Communities IDP process into the future.

Throughout the preparation of the HGC IDP, comprehensive engagement took place with stakeholders, infrastructure and service providers, technical officers from the district and county councils, as well as other technical disciplines, including:

- The Hemel Garden Communities IDP Working Group which includes officers from HGC, DBC, SADC, and HCC;
- Planning officers from both DBC and SADC, covering infrastructure types that the districts are responsible for, such as sport and leisure;
- County Council Officers, including transport, education, community facility technical specialists;
- Infrastructure providers and specialist consultees, including the NHS Hertfordshire and West Essex (HWE) Integrated Care Board (ICB), Sport England, Hertfordshire Constabulary, and relevant water and power companies;
- Growth Area developers through an existing Developer Forum;
- Consultants working on transport evidence studies (here, AECOM); and
- Consultants specialising in funding collection mechanisms.

Continued collaboration across sectors and engagement with stakeholders including landowners will help to align infrastructure planning with delivery, enabling more coordinated, efficient, and sustainable outcomes.

4.5 Phasing

The HGC IDP to 2050 Schedule presents the timescales within which the Programme Area infrastructure will need to be delivered over the Local Plan period (to 2041), and beyond to 2050. The phasing of infrastructure has drawn on the information set out within the two district IDPs (which cover the Local Plan period), as well as existing work commissioned by HGC, including that completed by Savills and by HDH.⁴⁷ During stakeholder engagement, stakeholders were given the opportunity to provide their input on infrastructure phasing, specifically in relation to when each of the Programme Area sites are planned for delivery as per the housing trajectory (provided in Appendix E).

⁴⁶ Available at: <https://www.gov.uk/guidance/plan-making>

⁴⁷ Local Plan Viability Update, available at https://www.dacorum.gov.uk/docs/default-source/strategic-planning/viability-update-main-report-october-2023.pdf?sfvrsn=c840199e_1

4.6 Infrastructure Prioritisation

The infrastructure included in the HGC IDP to 2050 Schedule is categorised as either critical-delivery, critical-local plan, essential or required/desirable/important. The definition for each of these priority categories is set out in Table 5 below. These categories establish an indicative system of priority which help to determine the trigger points by which the infrastructure should be delivered. Lower priority infrastructure should not be assumed to be of lesser importance in terms of making the development acceptable in planning terms, and developments will still be expected to deliver all identified infrastructure needs. Stakeholders were given the opportunity to provide feedback on the priority level given to each item. Prioritisation level for each item can be updated in future as any new information becomes available.

Table 5 Infrastructure requirement prioritisation criteria

Priority	Criteria
Critical – Delivery	Infrastructure which must be delivered for development to be unlocked. It most commonly involves connections to transport and utility networks and is usually triggered by the commencement of development activity.
Critical – HGC Objectives	Infrastructure which must be delivered in order to successfully deliver the objectives of the Hemel Garden Communities Programme, aligning with the HGC Spatial Vision Pillars and supporting delivery on the active and sustainable mode share targets (60% of journeys for the HGC Growth Areas, and 40% of journeys in the existing Town).
Essential	Infrastructure which supports the local community and future growth, e.g. through sustainability measures, or the enhancement of health facilities.
Important/Required/Desirable	Infrastructure which is needed to achieve good placemaking objectives, but the absence of which is unlikely to preclude development in the short to medium term or to significantly affect the delivery of key Local Plan objectives.

4.7 Costing Infrastructure

Infrastructure can be costed based on a range of sources. No new or bespoke costing exercise was undertaken as part of the HGC IDP to 2050. Rather, as a general principle, costs were obtained from the most accurate, recent, and/or locally specific information available.

The main sources of costs by infrastructure type are summarized in Table 6 below. For as many of the sources listed as possible (i.e. where the information existed), a reference is provided to the assumptions and/or exclusions within that source in the right-hand column, although some assumptions and exclusions in this column apply more universally, so they are provided without a reference number.

Table 6 Main sources of estimated costs by infrastructure type

Infrastructure type	Main sources of estimated costs	Assumptions/exclusions
Transport	AECOM Hemel Hempstead Transport Study (2024) and update (2025)¹ HCC / SADC Local Cycling and Walking Infrastructure Plan (SADC LCWIP) (2023) Draft HCC / DBC Local Cycling and Walking Infrastructure Plan (DBC LCWIP) (2025)	¹ Costs can include an uplift for the allowance of traffic management (10%), main contractor preliminaries and overheads and profit (45%), professional fees (15%), contingency (50%), statutory undertakers (15%).

	South West Hertfordshire Growth and Transport Plan (2019)² St Albans City and District Council Regulation 18 Local Plan Appendix 4b HCC representations on DBC Regulation 19 Local Plan Stakeholder engagement with HCC in May 2023 and again in February 2025 Stakeholder engagement with SADC in February 2025	² In part dependent on 2022 Integrated Transport Plan (ITP) work and may need to be updated. Mobility hub costings used mobility hub design guidance published by CoMoUK. The Transport Appendix to the HCC Guide to Developer Contributions (2024) provides an analysis that concludes that each non-car driver trip should contribute £3,081 to s106 strand 2 contributions, which translates to £9,861 per each average residential dwelling and £610 per job, where strand 2 is meant to address the cumulative impacts of all development, large and small, facilitating delivery and enhancement of the necessary active and sustainable transport networks.
Education	HCC response to DBC Regulation 19 Local Plan consultation Engagement with DBC and SADC while preparing their respective IDPs (2024, 2023) HCC stakeholder engagement in March 2025	Most costs are based on 2023 DFE Scorecard Costs (and have been index linked to BCIS [Building Cost Information Service] Q1 2024) and include a 10% sustainability uplift. These costs do not include any contingencies All childcare project costs for 0-2 year olds are indexed to BCIS Q1 2024. These costs do not include any contingencies.
Health and Social Care	HWE ICB and NHS System Partner Regulation 19 Response to the Dacorum Local Plan, including some post consultation engagement with EEAST HCC response to DBC Regulation 18 Local Plan HCC response to SADC Regulation 19 Local Plan consultation Engagement with HWE ICB March 2025 to verify schemes	NHS costs include cost of land, VAT, surveys, planning and professional fees. Costs for contingencies are not included and will need to be applied, together with indexation. The NHS specifies that indexation is to be applied on health infrastructure costs at the point of planning permission being granted. The source of this cost data is not based on a standard model but derives from professional commercial advice procured by the HWE ICB.
Emergency Services	HCC Guide to Developer Contributions (GDC) (2024)¹	¹ Costs are indexed to Q1 2024.

	Representation received by Hertfordshire Constabulary on the DBC Regulation 18 Local Plan Response from HCC on the DBC IDP (2024)	
Community Facilities	Dacorum Borough Council Open Space, Sport and Leisure Background Topic Paper (2020)¹ Engagement with SADC when preparing the SADC IDP to 2041 (2023/2024) HCC reps to DBC Reg 19 Local Plan Consultation, confirmed through Stakeholder Engagement February 2025 HCC reps to SADC Reg 19 Local Plan Consultation, confirmed through Stakeholder Engagement February 2025	¹ Base Cost is from Q1 2020, to which a 31.8% uplift is applied to achieve a new cost for Q3 2024. It is assumed the cost will be uplifted again at the time of planning application determination in line with the BCIS index. Libraries and Youth Services are indexed to BCIS Q1 2024. These costs do not include any contingencies
Waste and Recycling	Engagement with HCC when preparing the DBC IDP to 2041 in August 2024	Costs provided by HCC, indexed to Q1 2023. Costs exclude land.- These costs do not include any contingencies
Green Infrastructure	Dacorum Borough Council Open Space, Sport and Leisure Background Topic Paper (2020)¹ Dacorum Local Plan to 2041 (Pre-Submission Version, November 2024) SACDC Green Infrastructure Plan & St Albans City and District Council Infrastructure Delivery Plan (2018) St Albans City and District Council Regulation 18 Local Plan Appendix 4b² Stakeholder engagement with HCC and SADC in May 2023	¹ Base Cost is from Q1 2020, to which a 31.8% uplift is applied to achieve a new cost for Q3 2024. It is assumed the cost will be uplifted again at the time of planning application determination in line with the BCIS index. ² Assumed cost is circa £40k/hectare of country park. The scope includes boundary fencing, semi natural habitats (e.g. woodland, open water and meadows), entrance signs and information boards, footpath network, benches and bins, way markers, gates/access control, a 50 space car park, and some essential maintenance activities. SAMMs in Hemel Hempstead associated with new development must also adhere to the Chilterns Beechwoods Special area of Conservation Mitigation Strategy (2022).
Sports and Leisure	Sport England Playing Pitch Calculator (Accessed April 2025)	Costs cover only items covered by the two Calculators and therefore are not fully exhaustive. Costs indexed to Q3 2024.

	Sport England Sports Facilities Calculator (Accessed April 2025) Verification with Sports England Officer during stakeholder engagement March 2025	
Energy and Utilities	Draft Final Water Resource Management Plan 2020-2080 (2019) Engagement with SADC when preparing the SADC IDP to 2041 (2023/2024) Stakeholder engagement with Cadent Gas and UKPN (2024) Affinity Water and Thames Water reps to DBC Reg 19 Local Plan	Costs were not provided, but all four companies (Cadent Gas, UKPN, Affinity Water, Thames Water) will cover the full cost of provision for their respective items.

Source: Hemel Garden Communities IDP Schedule

For items already listed in the existing district IDPs, costs were also transferred, for consistency. During the themed workshops held on infrastructure types, providers were given the opportunity to provide feedback on these emerging costs or to provide cost estimates where they were not already available. However, there are several projects which are at an early stage of design, and/or where sufficient information is not available. Recognising that any single IDP document can only ever be a snapshot in time, these project costs remain ‘TBC’ for the moment- but to be updated as soon as the information becomes available, with the expectation that costs should be indexed from the relevant base date to the date of payment.

The same caveat applies to costs that already exist, i.e. it is possible, indeed likely, that they will change in future as more information becomes available. Again, this illustrates the necessity of considering the HGC IDP to 2050 as a ‘living’ document, given the number of unknowns associated with strategic-scale development and the various types of infrastructure supporting it.

The HGC IDP to 2050 approach to costing, and the inevitable limitations of cost information available at this stage, are reflected in the Government’s PPG on viability, which notes that ‘*As far as possible, costs should be identified at the plan making stage. Plan makers should identify where costs are unknown and identify where further viability assessment may support a planning application.*’⁴⁸

To maximise clarity on the costs included within the HGC IDP to 2050 schedule, for each item of infrastructure, ‘Estimated Cost’, ‘Cost Notes’ and ‘Source’ columns have been included.

4.7.1 Unknown Costs

The costs calculated for the purposes of the HGC IDP to 2050 schedule do not include off-site land purchase costs, or any costs in relation to compulsory purchase of land (CPO) to deliver infrastructure. This is because such costs are currently unknown. HGC has commissioned consultancy support to identify any need for land assembly to deliver infrastructure and, where necessary, support on CPO.

The Strategic Viability Assessment will test the impact of a range of infrastructure costs to understand the impact on site viability. This provides an understanding of the likely scale of the impact even in the absence of exact costs. More information on the Strategic Viability Assessment is provided in Section 4.10.

4.7.2 Funding gaps

A funding gap may take one of two forms: firstly, it may constitute the difference between an identified infrastructure item cost and the assessed ability of development to meet it, based on the most recent viability information. The second kind of funding gap arises where an infrastructure item serves an area significantly

⁴⁸ Available at: <https://www.gov.uk/guidance/viability> , Paragraph 014, Reference ID: 10-012-20240214

larger than the programme area, but is located within either the programme area, Dacorum or St Albans Districts. Here, contributions will be sought on a proportionate basis from elsewhere in the infrastructure catchment area to make up any identified gap. These definitions of funding gaps have been applied consistently across the HGC IDP Schedules. Where a funding gap was identified by any stakeholder, this was noted as appropriate in the schedule.

The emerging draft of the HGC IDP to 2050, currently reads as a total "shopping list" of infrastructure to 2050, which attributes all infrastructure costs to S106/planning obligations, even where CIL or external funding may be more appropriate.

4.8 Collection Mechanisms

There are various options available to fund and deliver the infrastructure items identified within the Hemel Garden Communities IDP, including:

- Section 106 agreements or Unilateral Undertakings (UU);
- Section 278 or Section 38 agreements;
- Community Infrastructure Levy (CIL);
- Funds from the public sector;
- Funds from infrastructure providers;
- Funds from other third-party sources, for example grant funding;
- Funding opportunities relating to Garden Town status; and
- Funding opportunities through the Herts IQ and Hertfordshire Futures (formerly Herts LEP).

As a general principle, where appropriate and reasonable to do so, developers will be expected to contribute in part or in full to on- and off-site infrastructure, including strategic infrastructure funded and/or delivered by multiple development schemes, if that infrastructure is needed to make their development acceptable in planning terms. How that contribution is made will, of course, differ by individual scheme.

4.8.1 Section 106 Agreements

These are legally binding agreements, also known as 'planning obligations' between a local planning authority and a property owner/developer. They are integral to the planning system. Their purpose is to mitigate the impact of a development which would otherwise be considered unacceptable in planning terms. Planning obligations assist in mitigating the impact of development to benefit local communities and support the provision of local infrastructure.

Section 106 obligations must meet certain legal tests and relevant case law requirements. Specifically, they must serve a planning purpose and be an integral part of the planning permission. Additionally, they can require specified operations or activities to be carried out in, on, under, or over the land, dictate how the land is to be used, or mandate the payment of sums to the authority on specified dates or periodically.

As a general rule, Section 106 agreements are particularly suitable for infrastructure that is either on site or directly attributable to a site. They can be established through either a planning agreement or a unilateral undertaking. However, it is important to note that unilateral undertakings cannot bind the local planning authority since they are not a party to the agreement.

Such obligations may only constitute a reason for granting planning permission if they meet the statutory tests which are set out in Regulation 122 of the Community Infrastructure Levy Regulations (2010)⁴⁹ and as policy tests in the National Planning Policy Framework (NPPF)⁵⁰. Planning obligations must be:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

These tests apply irrespective of whether a CIL charging schedule is in place within the area. As SADC does not have a CIL charging schedule in place, for sites in its area, the majority of infrastructure funding collected through developer contributions will be through Section 106 agreements.

For development in the SADC area, to compensate for the absence of a CIL charging schedule, it may be possible to relate aspects of strategic infrastructure directly to particular sites to enable the use of s106 to meet the Regulation 122 CIL tests⁵¹ for s106 obligations. There are also means of drafting s106 obligations to ensure appropriate indexation (including clearly specified based dates from the date the infrastructure sums were costed, delivery times and so on), timing of payments and the period of time the LPA or relevant authority has to make use of financial contributions.

Although Dacorum is a CIL levying authority, where a requirement meets the s106 test, the developer will be expected to deliver/contribute through that mechanism rather than CIL.

4.8.2 Section 278 and 38 Agreements

A Section 278 agreement is based on the clause of the Highways Act 1980⁵² that allows developers to enter into a legal agreement with the Local Highway Authority to allow the developer to undertake works to the existing public highway. Section 278 agreements are necessary when planning permission is granted for a development that requires improvements to existing roads and footways; they tend to be particularly suitable for securing on-site or directly attributable off-site transport infrastructure.

Section 38 agreements, whose name also refers to the Highways Act 1980⁵³, are similar to Section 278 agreements but apply to any new roads constructed as part of the development, rather than to existing roads. Under section 38 agreements, a developer agrees to build new roads to adoptable standards set by the highway authority. The highway authority agrees that, subject to satisfactory completion and maintenance for a set period (typically one year), it will adopt the new roads as public highway maintainable at public expense. The roads are initially private during construction, and ownership only transfers to the public domain through formal adoption.

Hertfordshire County Council is the relevant highway authority for the HGC Programme Area. HCC is also a statutory consultee for all planning applications with transport impact, as well as the authorising authority on any resulting highway works required as part of a development.

4.8.3 Community Infrastructure Levy (CIL)

CIL is a planning charge, introduced by the Planning Act (2008)⁵⁴ as a tool for local authorities in England and Wales to help deliver infrastructure to support the development of their area. The CIL Regulations

⁴⁹ Available at: <https://www.legislation.gov.uk/ukdsi/2010/9780111492390/regulation/122>

⁵⁰ Available at: <https://assets.publishing.service.gov.uk/media/675abd214cbda57cacd3476e/NPPF-December-2024.pdf>

⁵¹ Available at: <https://www.legislation.gov.uk/ukdsi/2010/948/regulation/122>

⁵² Available at: <https://www.legislation.gov.uk/ukpga/1980/66/section/278>

⁵³ Available at: <https://www.legislation.gov.uk/ukpga/1980/66/section/38>

⁵⁴ Available at: <https://www.legislation.gov.uk/ukpga/2008/29/part/11>

(2010)⁵⁵ state that CIL is a charge based on the floorspace of development that helps to fund infrastructure needs arising from growth. CIL can be collected alongside Section 106 contributions.

Funding secured through CIL can be pooled and spent anywhere where infrastructure is required to support development.⁵⁶ Funding does not need to be directly linked to a specific development site to mitigate the impacts of its growth, and hence CIL can be used to fund strategic infrastructure items which contribute towards wider Local Plan policies. Additionally, there are no time constraints requiring the repayment of monies, although the party responsible for delivery of the infrastructure still needs to be identified. Local authorities that charge CIL can implement a review of the mechanism at any point they wish.

For the purposes of the Programme Area, DBC is a CIL-charging authority, but SADC is not. Where applicable, CIL will be charged to support the delivery of strategic infrastructure arising from cumulative development and/or where no other option exists, but where that infrastructure is crucial for the local community. DBC have stated that they have no current plans to review their CIL charging schedule.

For CIL purposes, Dacorum borough has been split into four zones, which each have a different CIL rate. Different types of development also have different rates, with categories comprising 'residential' development, 'retirement housing' development, 'convenience-based supermarkets and superstores and net retail warehousing,' and 'other.' The Hemel Garden Communities Programme Area falls within charging Zones 2, 3 and 4⁵⁷, within which differential charges apply per square metre for residential development, 'convenience-based supermarkets and superstores and net retail warehousing', 'retirement housing' and 'other' development. Charges are index-linked, so vary from year to year.

4.8.4 HCC Guide to Developer Infrastructure Contributions

As set out within Section 2.2.1.3, the approach followed for funding and/or delivery mechanisms for the Programme Area infrastructure needed will be in line with the HCC Guide to Developer Contributions (2024)⁵⁸.

Importantly, where infrastructure serves more than one development, there will need to be an approach to apportioning costs fairly and equitably. Despite the different mechanisms used for funding collections on each side of the local authority boundary, the HGC IDP to 2050 must ensure that sites within both districts contribute to infrastructure provision equitably and proportionately. This is explored below.

⁵⁵ Available at: <https://www.legislation.gov.uk/uksi/2010/948/contents/made>

⁵⁶ Including outside the boundary of the charging authority, where necessary.

⁵⁷ See Community Infrastructure Levy Charging Schedule, February 2015, Dacorum Borough Council, available at [https://www.dacorum.gov.uk/docs/default-source/strategic-planning/charging-schedule-document---adopted-feb-2015-\(pdf-2-01-mb\).pdf](https://www.dacorum.gov.uk/docs/default-source/strategic-planning/charging-schedule-document---adopted-feb-2015-(pdf-2-01-mb).pdf)

⁵⁸ Available at: <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/planning/developer-infrastructure-contributions-guide/guide-to-developer-infrastructure-contributions.pdf>

4.9 Approach to apportionment

This section describes the approach to apportionment, which is necessarily complex to help ensure the fairness of the process. An at-a-glance summary of the key stages of the approach is as follows:

- Collate a comprehensive infrastructure schedule
- Attribute infrastructure items to housing and/or employment sites
- Distinguish between site-specific and strategic infrastructure items
- Apply apportionment methodology by infrastructure item type (see Table 7 for details)
- Apply appropriate collection mechanism(s)
- For smaller sites, consider if infrastructure contributions are appropriate.

Once the comprehensive list of infrastructure items required to support planned growth within the Programme Area to 2050 were identified, and verified with stakeholders, using estimated item costs (where available), they were attributed to housing and (where relevant) employment growth sites. This was achieved using modelling work (where available), as well as through attributing the items to schemes and/or sites based upon generated demand, location, or impact on the existing service.

A critical first step for the apportionment exercise was to distinguish clearly between infrastructure items serving only one site (often, though not always, located on-site) and those serving two or more sites (which may either be located on one site while serving other sites, or be located off-site). For the purposes of the HGC IDP to 2050, the items serving two or more sites were referred to as ‘strategic.’

Once infrastructure items were defined as strategic, then it was necessary to consider how the cost of those strategic items should be apportioned in as equitable a way as possible between each of the sites that they serve. The approach to apportionment differed significantly by infrastructure topic area (for many reasons, including varying levels of information available, physical characteristics of infrastructure, whether or not modelling was possible, and so on). The differing approaches are set out in detail in Table 7 below. For simplicity, wherever the most straightforward ‘per dwelling’ approach could achieve fair and equitable apportionment, it was used.

As well as identifying the apportionment of infrastructure items, the HGC IDP to 2050 schedule also identifies the collection mechanisms that are most appropriate to be deployed to assist in their funding, e.g. through s106 agreements, Section 278 agreements and/or through CIL in the case of DBC sites. This approach had appropriate regard to the HCC Guide to Developer Contributions as detailed in section 2.2.1.3 above.

In some cases, there may be known committed funding, for example, through grants or loans, and, where this exists, this was applied in advance of apportioning item costs. Then, the total committed funding was subtracted from the estimated item cost, and where necessary, the remaining cost, or ‘funding gap’ was apportioned between sites as appropriate, following the agreed apportionment methodology.

Where a site is insufficiently large to make on-site provision for infrastructure types such as community facilities, green infrastructure etc. it might be deemed appropriate to include an additional line item into the HGC IDP to 2050 schedule (also sometimes referred to as a ‘hook’) to ensure that appropriate contributions towards infrastructure are nevertheless sought from developers, in line with relevant applicable evidence, standards or guidance, including but not limited to the HCC Guide to Developer Contributions.

Table 7 below provides further detail on the approach to apportionment undertaken for each strategic infrastructure item, by infrastructure type. Note that this approach is subject to ongoing verification and update from stakeholders, including officers at HCC, DBC and SADC, because requirements are subject to review and change based on the latest evidence and position at the time of development applications.

Table 7 Proposed cost apportionment methodology for items by infrastructure type

Infrastructure Type	Method of apportionment
Transport	- Once infrastructure items had been determined to be strategic, a sequential five-step method was used with the aim of making the approach to apportionment as equitable and transparent as possible.⁵⁹ - Step 1 involved identifying items expected to deliver town-wide benefits (for example, the Hemel Hempstead railway station upgrade) – these items were attributed to all sites proportional to the scale of each site (considering both housing and employment). - Step 2 involved categorising all remaining items based on whether they were located on the ‘Key Network’⁶⁰ or elsewhere (defined as ‘Other’). - Step 3 attributed the ‘Key Network’ items based on COMET modelling outputs, with attribution proportional to the forecast impact of each site on the transport network. - Step 4 involved a further sub-categorisation of ‘Other’ items to identify those predominantly within 100 metres of the boundaries of multiple development sites – these items were attributed to those sites proportional to the scale of each site (considering both housing and employment). - Finally, Step 5 attributed the remaining ‘Other’ items to all sites proportional to the scale of each site (considering both housing and employment).
Education	- Development sites across the HGC Programme Area have been modelled using HCC’s Strategic Planning Ratios set out in HCC’s Local & Strategic Plan engagement document to assess the appropriate level of education provision it needs to plan to be able to provide. - HCC provided the total cost of each primary and secondary school as of Q1 2024, as well as a list of sites required to contribute to each school. In most cases, the site delivering the school is responsible for the cost. There are, however, instances where HCC has identified that multiple sites should contribute towards a school⁶¹. - Within the HGC IDP to 2050, two additional line items have been included to cover possible need for expansions of existing schools (one for primary schools, and the other for secondary schools). The cost of each, which equate to the cost of a five form of entry expansion for both primary and secondary schools, have been apportioned to all sites in the Programme

⁵⁹ The sequential five-step method applied at various steps, as appropriate, the outputs of both the COMET and the Vectos transport modelling referenced previously in 2.3.1.7.

⁶⁰ The Key Network is defined in the HGC Transport Vision & Strategy as “the main desire lines for travel” across Hemel Hempstead, including “routes with the anticipated highest future volume movements”.

⁶¹ For example, the Hemel Town Centre sites fall into this category.

Area that are not providing on-site primary or secondary schools.

- HCC provided the locations (by site), size and costs per sqm required for multiple childcare provision facilities required to support growth. Costs are to be met by the sites making the provision.
- Requirements for SEND provision in mainstream schools have been provided by HCC, along with total cost, based on the HCC Guide to Developer Contributions. The total cost has been apportioned to all sites within the Programme Area on a per dwelling basis.
- The HCC Guide to Developer Contributions states that it is expected that new secondary schools will also offer post-16 education, and contributions towards such provision will be sought in the same way as for the secondary schools themselves.
- Education infrastructure requirements will be kept under regular review by HCC. Education requirements will be further refined, subject to housing mix, tenure and demographic information, at the time of the Planning Application. Whilst the phasing and/or combination of projects may evolve over time, development sites will only be responsible for mitigating their individual yields.
- An education-themed workshop was held with HCC and district officers to verify items, locations, costs, and the proposed approach to apportionment.

Health and Social Care

- The Hertfordshire and West Essex ICB provided primary healthcare requirements, and which sites that should be providing these. The ICB advised that sites providing the primary healthcare are responsible for its cost, calculated on a per dwelling basis. For the new medical facility supporting the SADC Growth Area sites, the cost has been calculated in the same way, but due to its larger scale, is seeking contributions from three sites; North Hemel Hempstead (H1), East Hemel Hempstead (North) (H2), and East Hemel Hempstead (South) (H4).
- The HWE ICB has provided costs per dwelling for secondary healthcare (i.e. mental and community healthcare), which has been applied to all sites within the Programme Area.
- No costs have been provided for the adult social care items provided by HCC. It is therefore expected that developers will be required to make contributions on a site-by-site basis, as identified by HCC.⁶²

⁶² It is essential that a mix of both private and social care housing is delivered. This provision should be delivered as part of the site mix working with a housing with care provider, HCC, nursing care home provider or registered provider. Refer to Appendix 4 of the HCC Local and Strategic Plans Engagement Document.

	- An ambulance hub is required to support growth, and the total cost has been apportioned on a per dwelling approach across all sites within the Programme Area.⁶³ - A healthcare-themed workshop was held with district and county officers, as well as the ICB, to verify items and their locations, size and cost. Comments received from EEAST were also taken into account.
Emergency Services	- Police items have been apportioned on a per dwelling basis.⁶⁴ - A cost per site approach has been taken for fire and rescue items, as provided by HCC.
Community Facilities	- SADCs follow a cost per dwelling approach for all forms of community facilities. - DBC advised which of the strategic sites would make provision for community centres and libraries on-site within the Programme Area. Sites that will not generate demand for their own community facilities will contribute on a per dwelling basis to nearby facilities. - Library costs have been apportioned on a per dwelling basis. - Youth service costs have been apportioned on a per dwelling basis. - HCC have identified the requirement for children's homes throughout the HGC Programme Area, but no costs have been identified. It is therefore assumed that contributions will be sought for these items at planning application stage.⁶⁵
Waste and Recycling	Waste and recycling facilities have been apportioned on a per dwelling basis across all sites within the Programme Area (and in some instances, beyond the Programme Area as appropriate).
Green Infrastructure	- Green infrastructure items have largely been identified through the use of planning standards, covering allotments, amenity greenspace, natural and semi-natural greenspace and parks and gardens. - For DBC items, these are derived from the Open Space, Sport and Leisure Background Topic Paper (2020). For SADC items, these are based on Fields in Trust standards.

⁶³ Further review will be required to determine which additional necessary ambulance services or infrastructure, if any, meet the s106 tests alongside the hub itself, and how these might be funded.

⁶⁴ Further review will be required to determine which additional necessary police services or infrastructure, if any, meet the s106 tests, and how these might be funded. It has also been established that police contributions for non-residential development uses, as at site H3, are normally negotiated on an individual basis, meaning cost apportionment for police services or infrastructure can apply only to residential sites.

⁶⁵ HCC's preferred method of delivery for children's homes is for them to be directly provided by developers in line with the HCC Service Provision and Placemaking Guide, available at <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/planning/service-provision-and-place-making-guide.pdf>

	- For all items, a cost per hectare, or cost per provision has been calculated, and apportioned across all sites within the Programme Area. - For selected larger green infrastructure items, where provided on-site, the cost will be met by the developer, and where off-site, the cost was apportioned on a per dwelling basis, based on proximity. - A cost per dwelling was provided by the National Trust to cover SAMMs measures associated with the Chilterns Beechwoods Special Area of Conservation Mitigation Strategy⁶⁶. Similarly, a cost per dwelling was provided by DBC for SANG provision.
Sports and Leisure	- The Sport England playing pitch and sports facilities calculator was applied to determine demand for various sports and leisure facilities by development site based on indicative dwelling mix and resulting population yield.⁶⁷ The calculators also generate a cost, which has been applied to each site. - Contributions towards new facilities and/or improvements to existing facilities will be expected for additional types of sports provision not covered by the Sport England calculator but identified through Dacorum's Leisure Facilities Strategy (2023) and Playing Pitch Strategy (2019, updated 2023).⁶⁸
Utilities	- Utilities providers have indicated that they will fund any required off-site works arising from the residential and employment development. - Developers are expected to make appropriate on-site provision for more site-specific utilities infrastructure.

4.10 Strategic Viability

In the words of the Government's PPG, '*viability assessment is a process of assessing whether a site is financially viable by looking at whether the value generated by a development is more than the cost of developing it. This includes looking at the key elements of gross development value, costs, land value, landowner premium, and developer return.*'

The cost of developing a site is therefore a critical input to any robust viability assessment. However, the costs set out in IDPs, including this one, form only one element of cost inputs for the purposes of viability assessment. The caveats noted above that IDPs are best thought of as a process rather than an output applies, because costs inevitably change over time.

Other cost considerations that inform a comprehensive viability assessment other than any costs set out in the HGC IDP to 2050 include:

⁶⁶ The cost per dwelling differed between dwellings in DBC and those in SADC, as noted in the HGC IDP to 2050 schedule.

⁶⁷ Sport England advise that such provision can be either new or contributions towards existing provision. The population multiplier applied was 2.4 persons per dwelling.

⁶⁸ This includes provision for outdoor bowls, golf, netball, athletics, baseball, indoor tennis, gymnastics and squash courts. This list is not considered exhaustive as demand and facility conditions change quickly. Refer to the latest version of the documents mentioned to understand specific need.

- the cost of compliance with Local Plan policies, such as a minimum percentage of affordable housing to provide- this is outside the scope of the HGC IDP to 2050 as it does not comprise physical infrastructure;
- The costs of purchasing the land for development in the first place;
- House price inflation over time, particularly for larger sites that can take many years to develop; and
- Site-specific constraints other than infrastructure provision, for example land contamination, listed buildings and so on.

On this basis, the costs above have been excluded from the HGC IDP to 2050 and its accompanying schedule, to avoid double-counting.

4.11 IDP Review

As noted previously, IDP reports can only ever be a ‘snapshot in time’. As different infrastructure providers respond to their own unique challenges, the information that they provide will naturally date and change over time. This means that IDP review is a crucial element of any infrastructure development planning process.

Across the HGC Programme Area, a number of ongoing and future workstreams will further inform infrastructure requirements. The HGC Delivery Statement⁶⁹ sets out the HGC programme workstreams and work undertaken to date. The version prior to the preparation of this report was published in March 2025, alongside the submission of the DBC Local Plan. The Statement will be available on the HGC website and periodically updated. Outputs from HGC programme workstreams will be reflected in the HGC IDP Schedule as part of periodic reviews, which are critical to maintain development viability.

⁶⁹ Available at <https://www.hemelgardencommunities.co.uk/media/fipiumxk/hemel-garden-communities-hgc-delivery-statement-march-2025.pdf>

5. Summary of Infrastructure Requirements

5.1 Overview

A Schedule of infrastructure has been produced to clearly show infrastructure items required to support the delivery of the Hemel Garden Communities Programme Area. The Schedule is provided in full in Appendix D and summarised in the rest of this chapter.

5.1.1 Summary tables

Section 5.2 provides summary tables of the infrastructure required to support delivery across the whole of the Programme Area, broken down into topics. The summary tables include the following information:

- Description of infrastructure item;
- Priority – see Section 4.6 for prioritisation criteria;
- Delivery partners (comprising infrastructure provider and responsible authority);
- Potential funding sources;
- Total estimated cost of the item;
- Funding already identified to deliver the item;
- Costs apportioned to sites – what is expected to be funded/delivered through development⁷⁰; and
- Contributing sites.

In relation to the ‘Apportioned Costs’ column, it should be noted that even where a cost has not been included it does not necessarily mean no cost exists, particularly:

- where costs are part of ‘normal development costs’ which need to be dealt with separately within the Strategic Viability Assessment (in particular for utilities);
- where the exact requirements and/or delivery mechanism is still to be determined; or
- where costs are still unknown (see Section 4.7.1).

5.1.2 Programme Area-wide requirements

For some infrastructure topics, it is important to distinguish between site-specific and programme area-wide requirements. The site-specific requirements are listed in the individual schedules, which enables identification of site-specific contributions. Table 6 below sets out the aggregate Programme Area-wide requirements arising from the site-specific analysis.

⁷⁰ As stated in Section 4.7, costs have been included even where the infrastructure required may or will be directly delivered as part of development, funded through a Section 278 Agreement (for highways) etc. A cost being included in the Schedule does not indicate it will necessarily form part of a Section 106 Agreement; rather, it provides an indication of the total liability of the development, which will in turn inform the Strategic Viability Assessment.

Table 6 Total Quantities for each type of Sports Facility⁷¹

Category	Facility Name	Total Quantity to 2050
Sports Facilities	Indoor Bowling Centres	0.07
Sports Facilities	Swimming Pools	2.2
Sports Facilities	Sports Halls	2.8
Sports Facilities	Tennis Courts	5.73
Playing Pitches	Artificial Grass Pitches (AGP)	4.03
Playing Pitches	Natural Grass Pitches (NGP)	75.38
Playing Pitches	Changing rooms for AGP	8.1
Playing Pitches	Changing rooms for NGP	81.06

5.2 Infrastructure Requirements by Topic

5.2.1 Transport and placemaking

Table 7 Summary of transport and placemaking infrastructure items

- To be added in Subsequent Draft

5.2.2 Education

Table 8 Summary of education infrastructure items

- To be added in Subsequent Draft

5.2.3 Health and Social Care

Table 9 Summary of health and social care infrastructure items

- To be added in Subsequent Draft

5.2.4 Emergency Services

Table 10 Summary of emergency services infrastructure items

- To be added in Subsequent Draft

5.2.5 Community Facilities

Table 11 Summary of community facilities infrastructure items

- To be added in Subsequent Draft

5.2.6 Open Space

Table 12 Summary of open space infrastructure items

- To be added in Subsequent Draft

⁷¹ The figures in this table were calculated by summing the quantities required of each type of facility across all programme area sites. Due to rounding, some summary figures have a slight variation (between 0.01 and 0.04) from the site-specific requirements set out within the IDP schedule, but have minimal to no impact on costs and do not affect viability.

5.2.7 Sports and Leisure

Table 13 Summary of sports and leisure infrastructure items

- To be added in Subsequent Draft

5.2.8 Energy and Utilities

Table 14 Summary of energy and utilities infrastructure items

- To be added in Subsequent Draft

5.2.9 Waste Management

Table 15 Summary of waste management infrastructure items

- To be added in Subsequent Draft

5.3 Infrastructure Requirements by Programme Area Location

5.3.1 Growth Area- North Hemel Hm01

Table 16 Infrastructure requirements for North Hemel Hm01

- To be added in Subsequent Draft

5.3.2 Growth Area- North Hemel H1

Table 17 Infrastructure requirements for North Hemel H1

- To be added in Subsequent Draft

5.3.3 Growth Area- East Hemel North H2

Table 18 Infrastructure requirements for East Hemel North H2

- To be added in Subsequent Draft

5.3.4 Growth Area- East Hemel Central H3

Table 19 Infrastructure requirements for East Hemel Central H3

- To be added in Subsequent Draft

5.3.5 Growth Area: East Hemel South H4

Table 20 Infrastructure requirements for East Hemel South H4

- To be added in Subsequent Draft

5.3.6 Other Allocations in the Programme Area

Table 21 Infrastructure requirements for Other Allocations in the Programme Area

- To be added in Subsequent Draft

6. Alternative Collection and Funding Methods

Section 4.8 of the HGC IDP to 2050 sets out the collection methods currently available to support infrastructure delivery. However, a number of alternative arrangements might be workable, and these are listed in this chapter. An important benefit of such alternative arrangements, given the importance of achieving developer buy-in to the approach used for collection, is that they offer potential for additional benefits and flexibility for landowners and/or developers, depending on circumstances.

6.1 Framework Agreements

There is an aspiration for Framework Agreements to be in place to deliver the infrastructure required for Hemel Garden Communities. Framework Agreements are an alternative way of entering into a single overarching Section 106 Agreement to ensure funding for infrastructure needed to support development. Rather than individual and independent Section 106 agreements negotiated over time, a Framework Agreement allows for a comprehensive funding and delivery strategy across multiple sites.

An Agreement maximises funding for infrastructure and reduces risk and uncertainty around the items included within the package. It relates to the use of land within the developable area, and is agreed between land owners and developers. Its purpose is to manage the payment of Section 106 contributions towards infrastructure delivery in a comprehensive and coordinated way.

Each Agreement is supported by an independently verified viability assessment. The Agreement does not itself require the payment of contributions or the delivery of infrastructure. Partners instead enter into 'site-specific agreements' if the Council resolve to grant planning permission for the proposed schemes. These site-specific agreements set out the obligations to contribute towards and/or deliver infrastructure of an agreed amount and at agreed times.

The infrastructure needs will have been previously determined through evidence base documents (such as an IDP or a Framework Plan) indicating what supporting infrastructure is required and where it is needed. When planning permissions are granted on specific sites, the signed site-specific Section 106 agreements reiterate the terms of the Framework Agreement and activate payment provision. Framework Agreements therefore establishes a mechanism for the collection and management of contributions towards an agreed infrastructure package over a wider strategic development area.

Framework Agreements can be structured into two parts, with Part 1 covering contributions towards large-scale or shared infrastructure needed across the whole site (strategic infrastructure), and Part 2 covering site-specific items, such as affordable housing. The aim is for Part 1 requirements to be applied consistently across all developments, with only limited variations; developers can be required to contribute towards strategic infrastructure, in line with requirements listed in the HGC IDP to 2050. Some costs may apply only to housing (e.g. education or healthcare), while others (such as highways) will apply to all types of development.

In line with the overall approach of the HGC IDP to 2050, contribution amounts can be set fairly and transparently, taking into account overall site costs and viability, and calculated per home or per square metre of commercial floorspace. Payments may be made in stages and could comprise contributions to funds for single or multiple infrastructure items. Developers will still need to pay contributions even if infrastructure has already been provided by others. If a third party (including an early developer) has funded infrastructure early to support site development, they may be reimbursed from later contributions.

In some cases, developers may provide infrastructure directly (known as 'works in kind') instead of paying full financial contributions. This would require early discussions with the Council, and agreements between landowners about how costs and benefits will be shared fairly. If such agreements are not reached, progress on development may be restricted until they are. Land may also need to be provided free of charge for infrastructure, again with suitable agreements between landowners.

If the Council determines that developers should enter into cost-sharing agreements (equalisation) with others, developers will be required to make reasonable efforts to do so, or submit to an independent process

to resolve any disputes and finalise arrangements. The Council will review the District IDPs to 2041 and the HGC IDP to 2050 and its costs on a regular basis, and contributions can be adjusted for inflation between review and payment dates. Conditions may also be imposed to ensure that necessary infrastructure is in place before development starts or buildings are occupied. Developers will be expected to allow access to land so that infrastructure works can be carried out by the Council or others, and may be required to enter into additional legal agreements, such as highway agreements, where needed. Any contributions that remain unspent and are no longer needed must be repaid, but the Council may first use these funds to meet any outstanding infrastructure requirements for that development.

To enable the Framework Agreement to be implemented, developments must be designed to enable access between different parcels of land within the site to ensure the whole site is connected and can be delivered in a joined-up way. These access provisions will also be protected through the framework Section 106 agreement.

An example of a Framework Agreement that has been successfully implemented is in South Gloucestershire. Developers have entered into a single overarching agreement for Cribbs/Patchway New Neighbourhood⁷² for the infrastructure required for the development to proceed across three individual planning applications. As Framework Agreements require multiple landowners/developers to agree to the approach and provisions in a co-ordinated manner, this could be achievable for the Programme Area given that the respective Local Plans are aligned in their timetable for examination and adoption, and hence a single programme delivery trajectory could be developed.

6.2 Forward Funding (Developer-led or Authority-led)

In order to deliver infrastructure early, innovative approaches to delivery can be considered, including for an authority or a single developer or consortium to take a lead in forward funding the delivery of an item of strategic infrastructure.

Where such items of infrastructure are considered to be of a strategic nature and would require apportionment of costs, it will be necessary to agree a mechanism to ensure that contributions are still recovered from all relevant and appropriate sources of contribution to ensure both that the infrastructure is delivered in its final intended form and that the delivery has been achieved through an equitable approach that does not unnecessarily undermine another development's viability, constrain the ability to deliver other infrastructure, unreasonably inflate landowner or developer profit or inadvertently represent state aid.

When negotiating planning obligations for specific development sites, if any developer-led forward-funding is deemed necessary and appropriate the approach will be to ensure that contributions from other developers to the relevant item of infrastructure are still received. The recovery of forward-funding by the developer, where feasible, will principally be expected to be through the offsetting of future contributions that would otherwise have been due at relevant stages of the development and at a point in time by which the funding recovered from other development sources could be reasonably anticipated.

Developers may also, or instead, wish to agree landowner collaboration agreements with other contributing parties. Where necessary, the collecting authorities may wish to consider the use of other contribution mechanisms such as CIL as a means to help ensure certainty of future delivery from all contributing developments. Similarly, the above mechanisms might be considered by the collecting authorities where an authority or statutory body considers it to be necessary or advantageous to forward-fund infrastructure themselves

6.3 Tax Increment Financing

Tax Increment Financing (TIF) allows local authorities to borrow money for infrastructure projects against the anticipated increase in tax receipts resulting from the infrastructure. TIFs take the form of increasing the proportion of business rates that are retained by local authorities, which in turn expands the authorities'

⁷² For further details, please refer to 'Planning Agreements Signed for Cribbs Patchway New Neighbourhood', at <https://sites.southglos.gov.uk/newsroom/environment/planning-agreements-signed-for-cribbs-patchway-new-neighbourhood/>

borrowing capacity. TIFs can be ‘open’ (which lets councils invest and take on the risks alone), or can have stronger Government controls that guarantees revenue. There are, however, only limited precedents for use of TIF in England.

DRAFT

7. Appendices

7.1 Appendix A: National Policy Context

7.1.1 National Planning Policy Framework

Under the National Planning Policy Framework (NPPF) (2024)⁷³, local planning authorities must prepare a robust and evidence-based Local Plan which seeks to deliver sustainable development. As part of the statutory requirement to produce a local plan, national policy places responsibility on local planning authorities to plan for the delivery of various forms of infrastructure required to support future growth.

IDPs therefore form a critical part of the evidence base required for local plans, with the purpose of demonstrating that the infrastructure requirements necessary to support the level of housing and employment growth proposed can be delivered. IDPs also detail the level of funding required, highlight funding gaps, and identify both potential funding gaps and potential funding sources, such as Section 106 (s106) agreements, and Community Infrastructure Levy (CIL) funding, or central government funding. As such, IDPs provide a basis for local authorities negotiating developer contributions through s106 agreements and form part of the evidence base for the introduction of CIL.

Paragraph 16 of the NPPF states that plans should be prepared positively, in a way which is aspirational but deliverable, while contributing to the achievement of sustainable development. Specifically, the NPPF states that both strategic (paragraph 20) and non-strategic (paragraph 29) policies should set out the overall strategy for the pattern, scale and quality of development, and make sufficient provision for infrastructure.

Paragraph 35 of the NPPF states the following:

Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure). Such policies should not undermine the deliverability of the plan.

Planning obligations also assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. Planning obligations may only constitute a reason for granting planning permission if they meet all the tests set out in Paragraph 58 of the NPPF and Regulation 122 of the CIL Regulations, namely that they are:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

Many (though not all) of the items identified within the HGC IDP to 2050 will be funded in part, or in whole, through s106 agreements with developers, as well as through CIL, in the case of the DBC sites.

Paragraph 59 of the NPPF places the emphasis on demonstrating development viability at the plan-making stage; the reason for this is to minimise developer challenge to viability on individual planning applications. This means that an early understanding of infrastructure requirements (and their impact on viability) has become an increasingly important part of the plan-making process:

‘Where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable. It is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment at the application stage.’

Specific references to infrastructure also appear within individual NPPF topic chapters. These include:

⁷³ Available at: <https://assets.publishing.service.gov.uk/media/675abd214cbda57cacd3476e/NPPF-December-2024.pdf>

- Chapter 6, Building a strong competitive economy – Paragraph 86: *“Planning policies should seek to address potential barriers to investment, such as inadequate infrastructure...”*
- Chapter 8, Promoting healthy and safe communities – Paragraph 96: *“Planning policies and decision should aim to achieve healthy, inclusive and safe places which enable and support healthy lifestyles, especially, where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure”*
- Chapter 9, Promoting sustainable transport – Paragraph 109: *“Transport issues should be considered from the earliest stages of plan-making and development proposals... to identify transport solutions that deliver well-designed, sustainable and popular places”*; Paragraph 111: *“Planning policies should provide for attractive and well-designed walking and cycling networks with supporting facilities such as secure cycle parking”*; and *“Provide for any large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation”*
- Chapter 10, Supporting high quality communications – Paragraph 119: *“Advanced, high quality and reliable communications infrastructure is essential for economic growth and social well-being. Planning policies and decisions should support the expansion of electronic communication networks”*

7.1.2 National Planning Practice Guidance

The Planning Practice Guidance (PPG) on Plan-making⁷⁴ (Paragraph: 059) explains the role and function of a Local Plan in delivering infrastructure, stating that the Local Plan should identify the infrastructure required and how it can be funded and delivered.

The PPG advises that discussion with infrastructure and service providers should be undertaken at an early stage in the plan-making process to identify infrastructure deficits and requirements and opportunities for addressing them. It is expected that local planning authorities should undertake assessments of the quality and capacity of infrastructure, and its ability to meet forecast demands. Local Plan policies should then set out how identified deficiencies will be addressed and take account of strategic infrastructure, including (where relevant) nationally significant infrastructure, within these areas.

Developers can contribute to the funding of infrastructure through planning obligations or charges made under CIL. With regards to planning obligations, the PPG⁷⁵ (Paragraph: 001) explains that:

Planning obligations are legal obligations entered into to mitigate the impacts of a development proposal. Planning obligations may only constitute a reason for granting planning permission if they meet the tests that they are necessary to make the development acceptable in planning terms.

With regards to CIL, the PPG⁷⁶ (Paragraph: 001) states that:

The Community Infrastructure Levy (the ‘levy’) is a charge which can be levied by local authorities on new development in their area. It is an important tool for local authorities to use to help them deliver the infrastructure needed to support development in their area.

Developers may contribute to infrastructure in several ways, first through prioritising any conditions attached to their planning permission, or through planning obligations (s106 or s278) and/or CIL (Paragraph: 003).

The PPG reflects an emphasis on the understanding of viability of development at the plan-making stage, stating that *“policy requirements should be informed by evidence of infrastructure and affordable housing need, and a proportionate assessment of viability that takes into account relevant policies, and local and national standards, including the cost implications of the Community Infrastructure Levy and Section 106”* (Paragraph 001). The PPG on Planning Obligations (Paragraph: 003) also highlights that “plan makers

⁷⁴ Available at: <https://www.gov.uk/guidance/plan-making>

⁷⁵ Available at: <https://www.gov.uk/guidance/planning-obligations>

⁷⁶ Available at: <https://www.gov.uk/guidance/community-infrastructure-levy>

should consider the combined total impact of such [funding] requests, so they do not undermine the deliverability of the plan.”

Finally, the collaborative nature of the plan-making process is also emphasised. The PPG on viability⁷⁷ (Paragraph: 002) states that *“it is the responsibility of plan makers in collaboration with the local community, developers and other stakeholders, to create realistic, deliverable policies. Drafting of plan policies should be iterative and informed by engagement with developers, landowners, and infrastructure and affordable housing providers.”* Accordingly, local planning authorities and developers should both emerge from the plan making process with certainty about each party’s requirements and commitments in terms of the funding of new infrastructure.

7.1.3 National Infrastructure Strategy and forthcoming updates

A National Infrastructure Strategy⁷⁸ was published in 2020, outlining the government’s plan to improve the quality of infrastructure UK-wide in line with the ‘Levelling Up’ Agenda and the UK’s ambition to achieve net-zero carbon by 2050. The Strategy addresses the following five aspects:

- Driving post-pandemic recovery and rebuilding the economy;
- Levelling up and strengthening the UK;
- Decarbonising the economy and adapting to climate change;
- Supporting private investment in infrastructure; and
- Accelerating and improving delivery – building ‘faster, better and greener’.

In January 2025, the new government published a 10 Year Infrastructure Strategy Working Paper as the first step towards updating the existing National Infrastructure Strategy. It notes that the Strategy will have three objectives:

- Enabling resilient growth, comprising boosting growth, removing barriers to growth and ensuring growth is resilient to future threats;
- Delivering the clean energy superpower mission, comprising clean power by 2030 and accelerating to net zero by 2050; and
- Ensuring social infrastructure can support public services, comprising hospitals and healthcare facilities, schools and colleges, and prisons.

7.1.4 Planning System Reforms

The new NPPF and its Golden Rules covering major housing development on land released from the Green Belt, as is the case for the Programme Area (paragraphs 156-157) are a material change in circumstances from the previous system. This policy change gives greater weight to the delivery of infrastructure and affordable housing on development sites that were formerly Green Belt land.

7.1.5 Planning and Infrastructure Bill 2025

At the time of writing, the Planning and Infrastructure Bill (PIB) 2025⁷⁹ is progressing through Parliament but is not yet law. Although IDPs themselves are not directly mentioned in the Bill text as currently drafted, the provisions of the bill include a number of changes likely to have significant indirect impacts on IDPs.

Most notably, the Bill introduces statutory Environmental Delivery Plans (EDPs), whose overarching purpose is to ensure that as development, including housing and infrastructure, comes forward, it actively

⁷⁷ Available at: <https://www.gov.uk/guidance/viability>

⁷⁸ Available at: https://assets.publishing.service.gov.uk/media/5fbf7591e90e077ee2eadc44/NIS_Report_Web_Accessible.pdf

⁷⁹ Available at <https://bills.parliament.uk/bills/3946>

supports environmental protection, nature restoration, and climate resilience. EDPs are intended to operate alongside Local Plans and their evidence bases. As such, IDPs will need to align closely with EDPs to reflect the constraints and opportunities they set out. Furthermore, the PIB's proposed introduction of a nature restoration levy, designed to fund ecological enhancements linked to development, is likely to influence the cost assumptions and funding considerations within IDPs, particularly for green infrastructure.

The PIB also makes provisions to streamline and accelerate decision-making for nationally significant infrastructure projects, and in some cases for other major infrastructure, introducing mandatory timelines and revised procedures for consultation and examination. This emphasis on faster consenting will have potential impacts on phasing assumptions for major infrastructure items within IDPs.

7.1.6 *Devolution*

The UK Government is currently undertaking a major programme of local government reorganisation and devolution, as set out in the English Devolution White Paper published in December 2024. This includes a move towards unitary local government structures and the establishment of Strategic Authorities led by elected Mayors across England. Hertfordshire, as a two-tier area, has been invited to submit full proposals for reorganisation by 28 November 2025, with new unitary authorities expected to take on responsibilities from April 2028. While the precise future governance arrangements for Hertfordshire are still being developed, the Infrastructure Delivery Plan will remain a key strategic tool and will be carried forward by whichever form of local authority is in place⁸⁰

⁸⁰ <https://www.hertfordshire.gov.uk/about-the-council/how-the-council-works/devolution.aspx>

7.2 Appendix B: Hemel Garden Communities Policy Context

7.2.1 Introduction

Hemel Garden Communities will bring forward transformational growth for Hemel Hempstead by creating attractive and sustainable new neighbourhoods and communities to the north and east of the town. It will bring forward approximately 11,000 new homes and 10,000 new jobs.

The proposals seek to embrace the best qualities of Hemel Hempstead as a Mark One New Town, so are not just about the Programme Area, but about the transformation of the town as a whole. The initiative is supported by the following strategy and vision documents:

7.2.2 Charter

The HGC Charter (2018) sets out the nine placemaking principles that will guide development in HGC.⁸¹ They are derived from the Town and Country Planning Association's (TCPA) Garden City Principles and the NPPF's Garden Town Principles. Of these nine, three emphasise the importance of planning for infrastructure.

Principle 1, "Connective Green Infrastructure", states that "*garden communities present a unique opportunity to provide the services and community of urban life within proximity to large scale green landscapes*". To meet this goal, HGC intends to deliver distinctive green infrastructure such as the County Park, the Nickey Line, a Quietway and continuous cycling routes.

Principle 2, "Transformative Mobility Improvements", states a goal of creating integrated and sustainable transport systems which put walking, cycling and public transit at the centre. Their overarching objective is to "*rebalance the transport network in Hemel Hempstead towards sustainable modes and to improve connectivity*".

Principle 4, "Vibrant Communities", identifies the need for holistic infrastructure for the community, including education, leisure, sports, health, religious and cultural facilities which cater to the needs of all residents, especially young people and the elderly.

7.2.3 Spatial Vision

The Spatial Vision (2021) is a high-level document that transforms the nine placemaking principles of the Charter into a series of aspirations for the future.⁸² It is made up of an overarching vision which is then subdivided into four thematic pillars and two crossover themes.

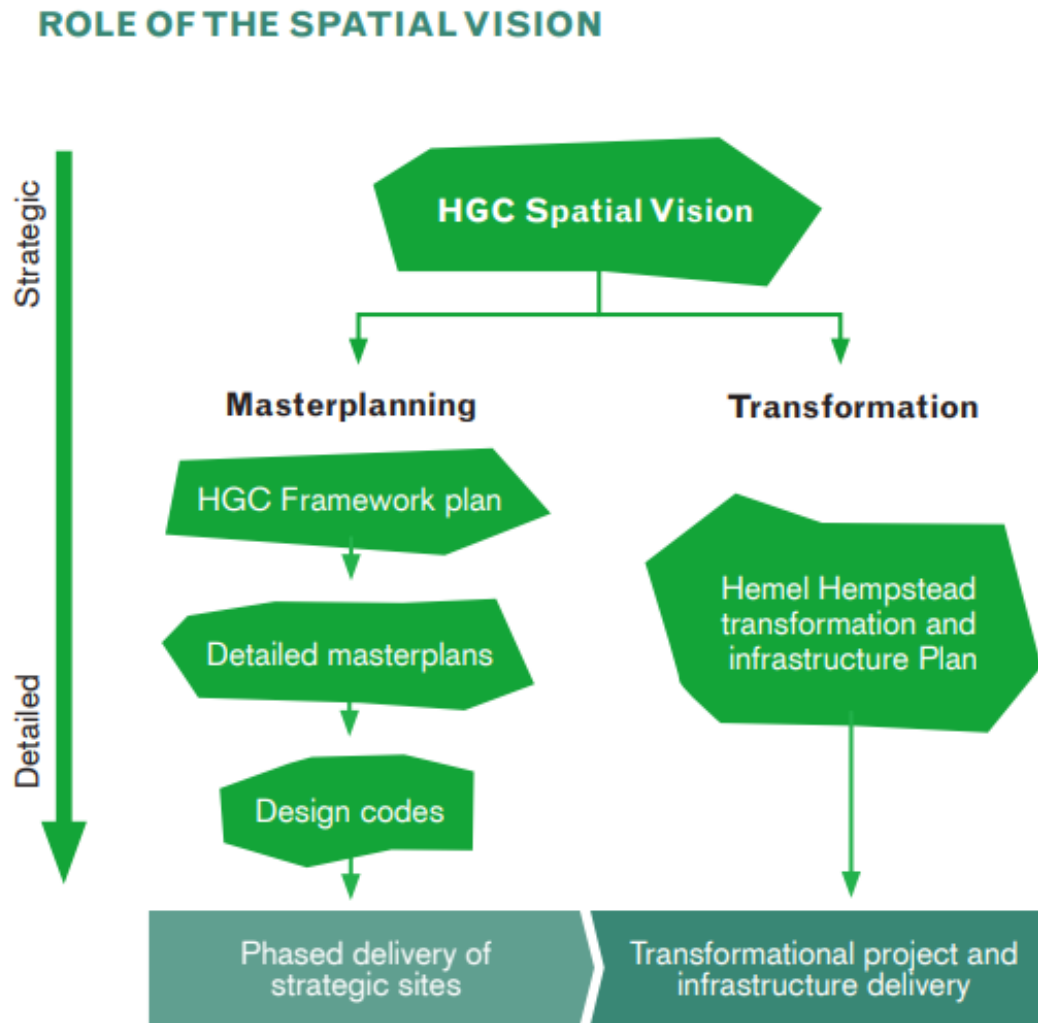
The Vision is as follows: "*Hemel Garden Communities will be home to inclusive, integrated neighbourhoods connected by a green network, and thoughtfully designed places with engaged communities, all underpinned by digital connectivity, a self-sustaining economy and pioneering green technology driven by Herts Innovation Quarter*".

As shown in Figure 3, the Spatial Vision is intended to influence both the master planning and the transformation, infrastructure and delivery stages of HGC.

⁸¹ Available at: <https://www.hemelgardencommunities.co.uk/media/adpohoaw/hemel-garden-communities-charter.pdf>

⁸² Available at: <https://www.hemelgardencommunities.co.uk/media/s0uge2f4/hemel-garden-communities-spatial-vision-131224-1.pdf>

Figure 3 Role of the HGC Spatial Vision



Relationship of Spatial Vision to the next stages of the Hemel Garden Communities programme

Source: Hemel Garden Communities

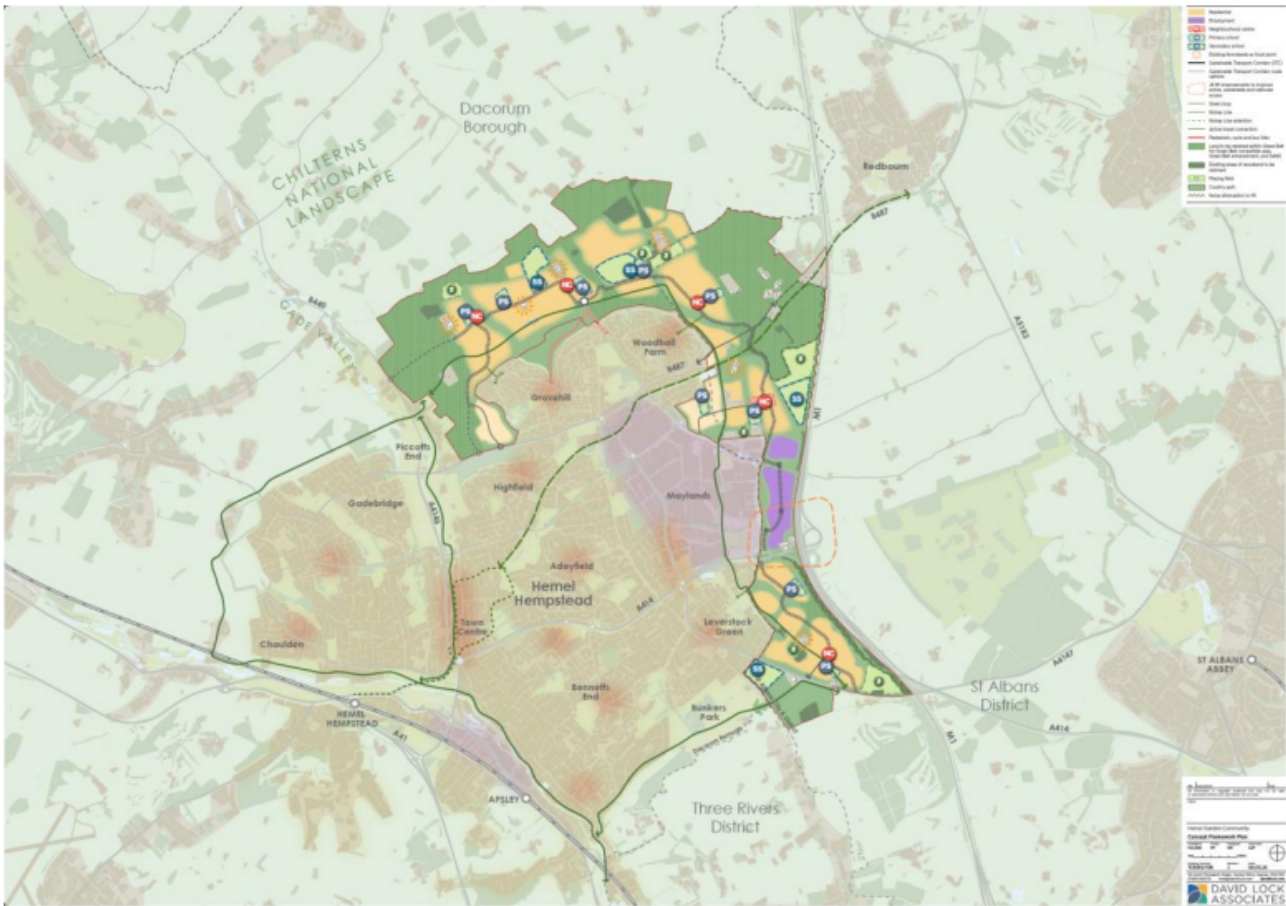
7.2.4 Framework Plan

HGC is intended to deliver the transformation of the existing town of Hemel Hempstead, with brownfield regeneration and greenfield development that will contribute to the ‘One Place’ concept. The Framework Plan (2024) brings together thinking on what the final development across the Programme Area will look like and how well-planned infrastructure will be used to support its communities.⁸³ Its primary purpose was to test the capacity of sites to deliver the 11,000 homes and 10,000 jobs planned, and ultimately inform

⁸³ Available at:
[https://www.stalbans.gov.uk/sites/default/files/attachments/Planning%20Policy/HGC/HGC%2004.02%20-%20Framework%20Plan%20Story%20Document%20\(2024\).pdf](https://www.stalbans.gov.uk/sites/default/files/attachments/Planning%20Policy/HGC/HGC%2004.02%20-%20Framework%20Plan%20Story%20Document%20(2024).pdf)

The accompanying evidence report is available at:
[https://www.stalbans.gov.uk/sites/default/files/attachments/Planning%20Policy/HGC/HGC%2004.03%20-%20Framework%20Plan%20Technical%20Evidence%20Report%20\(2024\).pdf](https://www.stalbans.gov.uk/sites/default/files/attachments/Planning%20Policy/HGC/HGC%2004.03%20-%20Framework%20Plan%20Technical%20Evidence%20Report%20(2024).pdf)

policies and allocations in the relevant draft Local Plans. The finished exercise resulted in the selection of Scenario D, which will provide 10,500 homes. Scenario D is illustrated as a map in Figure 4 below.



Source: Hemel Garden Communities

Figure 4 HGC Concept Plan (Scenario D)

The Framework Plan used the four thematic pillars from the spatial vision to inform the three concept plan themes: green and blue infrastructure, transport and mobility and community wellbeing. The document states that “*achieving this vision will demand a different approach to normal property development. Advance infrastructure will need to be laid out and utilities and services supplied from scratch, green infrastructure and community facilities established from the start. Transport services have to be established, and effort put into growing community, which, by definition, will initially be comprised of strangers*”.

The Framework Plan is expected to feed into a supplementary planning document (SPD) for the HGC Programme Area. Additionally, this report informed an outline infrastructure framework which was used to inform an Additional Viability Note (see below for further details) ahead of the production of the HGC IDP to 2050.

7.2.5 Transport Vision & Strategy

The HGC Transport Vision & Strategy (2024) offers the vision that “*by 2050, Hemel Hempstead will be a place where walking, cycling and public transport are the natural choice for local journeys, for residents and visitors alike. A place where at least 40% of all person trips from/to/within Hemel Hempstead, and 60% of all person trips from/to/within new Hemel Garden Communities neighbourhoods, will be undertaken by sustainable modes of travel*”.⁸⁴ To achieve these outcomes, various strategic transport infrastructure measures must be considered and implemented. The Vision breaks this down into the Key Network, which is

⁸⁴ Available at: <https://www.hemelgardencommunities.co.uk/media/lgyvmfv3/hgc-transport-vision-strategy-executive-summary.pdf>

made up of vehicle roads, and the Local Network, which encompasses networks for active travel and public transport.

DRAFT

7.3 Appendix C: Worked Examples of Transport Infrastructure Apportionment

- To be added in Subsequent Draft

DRAFT

7.4 Appendix D: Infrastructure Delivery Schedule

The full Infrastructure Delivery Schedule is provided in the following pages, broken down by topic:

- Transport and Placemaking;
- Education;
- Health and Social Care;
- Emergency Services;
- Community Facilities;
- Open Space;
- Sports and Leisure;
- Energy and Utilities; and
- Waste Management.

Transport and Placemaking

- To be added in Subsequent Draft

DRAFT

Education

- To be added in Subsequent Draft

DRAFT

Health and Social Care

- To be added in Subsequent Draft

DRAFT

Emergency Services

- To be added in Subsequent Draft

DRAFT

Community Facilities

- To be added in Subsequent Draft

DRAFT

Open Space

- To be added in Subsequent Draft

DRAFT

Sports and Leisure

- To be added in Subsequent Draft

DRAFT

Energy and Utilities

- To be added in Subsequent Draft

DRAFT

Waste Management

- To be added in Subsequent Draft

DRAFT

7.5 **Appendix E: Hemel Garden Communities Housing Delivery Trajectory**

For the purposes of the HGC IDP to 2050, the housing delivery trajectory from each of the District’s Local Plans (at the time of production of this report) has been reflected – as set out in Table B1. It is acknowledged that this delivery trajectory may be amended as development comes forward and opportunities to accelerate delivery are explored.

Table 24: Hemel Garden Communities Housing Delivery Trajectory

- To be added in Subsequent Draft

DRAFT

BackCover

DRAFT