

Councils Response to Stage 1 Matters, Issues, Questions - Thursday 12 December 2019.

Matter 7 – The Broad Locations for Development – Specific Matters (Policy S6 (i) to (xi))

Main Issue

Whether the detailed policy for each broad location for development is justified, effective and consistent with national policy.

East Hemel Hempstead (North) S6 (i)

1. Question 1

Is the site suitable for housing and are there any specific constraints or requirements associated with it, or the need for mitigation measures?

- 1.1 Yes, as demonstrated in the Councils strategic site evaluations work, the site is considered suitable for housing. Potential significant constraints, requirements and mitigations were directly considered in the Draft Strategic Site Selection Evaluation Outcomes methodology as set out Planning Policy Committee (PPC) [March 2018](#).

The evaluation uses the criteria below, based on the approach in PPC reports mentioned above (and as similarly set out in the Call for sites and Local Plan regulation 18 consultation background materials).

Stage 1

- 1. Green Belt Review evaluation will be undertaken on the basis of a judgement of impact on (i.e. 'damage' to) Green Belt purposes (taking account of the purposes defined in and considered in the relevant parcel assessment in the GBR). Sites are rated as 'higher impact', 'medium impact' or 'lower impact' (set out as Red Amber Green (RAG)). It is important to remember that the independent Green Belt Review set out that "All strategic parcels in the Green Belt, at least in part, clearly perform a key role". The assessment is a comparative one in the context of understanding relative impacts on the Green Belt. To achieve 'further consideration for development' the site must be evaluated as lower or medium impact (Green or Amber). Any Red rating (higher impact) will rule a site out for further consideration.*

Stage 2

- 2. Suitability will set out as (Red Amber Green) if there are any issues which are overriding constraints to development – eg Access, Transport, Heritage, Biodiversity, Flood Risk. Any Red rating will rule a site out for further consideration.*
- 3. Availability will set out as (Red Amber Green) if there are any issues which are overriding constraints to development in terms of land ownership, restrictive covenants etc. Any Red rating will rule a site out for further consideration.*

Stage 3

4. *Unique contribution to improve public services and facilities, e.g. public transport - (set out as Red Amber Green). Any Green rating is considered to be potentially significantly positive at a District wide (or even wider) scale.*
5. *Unique contribution to enhancing local high quality job opportunities and the aspirations of the Hertfordshire Local Economic Partnership / Hertfordshire EnviroTech Enterprise Zone - (set out as Green Amber Red). Any Green rating is considered to be potentially significantly positive at a District wide (or even wider) scale.*
6. *Unique contribution to other infrastructure provision or community benefits - (set out as Red Amber Green). Any Green rating is considered to be potentially significantly positive at a District wide (or even wider) scale*
7. *Deliverable / Achievable is there is a reasonable prospect that the development, including all key aspects (including viability) being assessed as part of the overall 'package' proposed, is viable and deliverable (set out as Red Amber Green). Any Red rating will rule a site out for further consideration. 8. An overall evaluation judgement will be recorded (set out as Red Amber Green) as how the site is evaluated for further consideration for development in the Plan."*

1.2 This methodology identified two potential levels of constraints in the site assessment;

- Level 1: Overriding Constraints that would rule out sites as potentially 'suitable'.
- Level 2: Constraints that would need specific requirements and mitigations.

1.3 No Level 1 'Overriding Constraints' were identified for East Hemel Hempstead (North). The following Level 2 specific constraints were identified as part of the strategic site evaluations;

- Buncefield Development Exclusion Zone / Oil Pipelines
- M1 Motorway
- The Nickey Line (Green Corridor) footpath and cycleway
- The Aubreys Scheduled Monument
- Grade 2 Listed Buildings within the Site.

1.4 Some of the specific constraints, requirements and mitigations were directly taken into account in Policy S6 (i) requirements 20 and 21, which set out;

- *Appropriate buffer zones and mitigations to address the Buncefield oil depot and pipelines*
- *Design to mitigate adverse impacts from motorway noise and air pollution*

1.5 All of these specific constraints, requirements and mitigations (including those for the Nickey Line, the impact on the Aubreys Scheduled Monument and the Grade 2 listed buildings) are

also being taken account of and where appropriate mitigated through the Masterplanning process.

- 1.6 The specific buffer zones and mitigations to address the Buncefield Oil Depot and pipelines and the role of the Health and Safety Executive is set out in more detail at M7iQ6.

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2. Question 2

What evidence is there to demonstrate that this broad location is capable of delivering 1,650 homes?

- 2.1 The primary evidence is set out in Annex 1 of the draft Local Plan at page 98. This sets out all of the Broad Location area and Base Capacity Calculations in Hectares. For East Hemel Hempstead (North) this sets out;

Broad Location (BL)	BL Wider Area (Ha) (Purple on Policies Map)	Broad Location Non-Green Belt Area (Ha) i.e. Area to be removed from GB	60/40 resi / non-resi split on BL Wider Area	60/40 resi / non-resi split on non-GB Area	New Education Site in GB up to (Ha)	Net developable area when education sites are in Green Belt - 80% of Non-Green Belt area	SADC net developable area for capacity calculations x 40 dwellings per hectare =
East Hemel North	159.6	67.7	95.8/63.8	40.6/27* see note below	27.7		40.6x40 = 1624

*** For East Hemel North, due to the very large country park and secondary school beyond the pylon line in the GB, the standard 60/40 split for the Non-GB area has been used**

- 2.2 In this instance, 60% of the area to be removed from the GB is used as a basis for the capacity. There is the accompanying assumption that 40% of the area to be removed from the Green Belt is infrastructure and open space. The reasoning for this has been set out as Strategic Local Plan Background Note: Residential Density October 2014 ([HOU 015](#));

Gross density calculations can be used to estimate and illustrate the potential development capacity of a site. The Green Belt Review Part 2 (SKM Enviro Consultancy Study) used the approach that up to 60% of the Gross Development Area (GDA) would be developed (termed Net Development Area) and the remaining 40% would be required to provide infrastructure, main roads, open space and public facilities.

Therefore 40.6 (developable area) x 40 (dwelling per hectare) = 1,624 dwellings. A small rounding up has then been applied to 1,650.

- 2.3 The appropriate densities to use and areas to which they would be applied was addressed on several occasions at PPC, including in particular PPC report [January 2014](#), which sets out;

It is considered that 40dph is a relatively 'safe', robust assumption which can be readily achieved in suburban location housing developments in the District, particularly with a dwelling mix similar to that indicated in the recent Strategic Housing Market Assessment

(SHMA). This simple calculation makes no specific allowance for infrastructure and major open space in larger development areas...

Appendix 1 provides a summary of the “Strategic” Green Belt land releases as recommended by SKM. For these areas SKM identified potential development parcels and calculated a dwelling capacity range based on net densities of 30 – 50dph. It is recommended that Plan policies are developed on the basis of achieving a mid-range overall target minimum density of 40dph. This will necessitate some higher suburban density forms of development in some locations.

- 2.4 Furthermore, as set out in Strategic Local Plan Background Note: Residential Density October 2014 ([HOU 015](#)), a draft of which was presented to [PPC July 2014](#). This is included at M7iQ2 Appendix 1.

Work on density assumptions in the draft Strategic Local Plan (SLP) is based on HCA research, in the form of a density matrix (Table 3.3 from the Homes and Communities Agency Urban Design Compendium – reference below). The matrix links typical residential densities to urban form (‘creating urban structure’). It draws on examples of development across the UK and Europe. Average densities are based on case studies analysed as part of the Sustainable Residential Quality: Exploring the housing potential of large sites research. The matrix recommends that residential densities of 30 to 50 DPH (alongside related services) should be applied in suburban locations. This is considered to be relevant to the SKM identified sub areas assessed for the draft SLP, as they are located on the edges of existing settlements and exhibit suburban characteristics.

- 2.5 The Landowner confirmed the capacity was appropriate, deliverable and supported as part of landowner / developer submissions summer 2018.
- 2.6 The landowner / developer team have also confirmed that the capacity was appropriate, deliverable and supported as part of their landowner / developer Local Plan Regulation 19 Publication formal representations in October 2018.
- 2.7 The significant amounts of Masterplanning work with relevant stakeholders demonstrates that this broad location is capable of delivering 1,650 homes. As set out in the Councils response to question M6 Q5, a PPA has been signed and much work undertaken, as quoted below;

“5.3 In more detail, significant progress has been made in particular with regard to the East Hemel Hempstead (North, Central and South), North St Albans and North West Harpenden Masterplans. PPAs have been signed covering all 5 of these Broad Locations, comprising the ‘first tranche’ of Masterplans. Parties to the PPA for East Hemel are SADC, DBC, HCC and the landowner/ developer team (Crown Estate).”

- 2.8 As addressed in response to other MIQs, it can also be noted that the Broad Location landowner/developer team (the Crown Estate) have agreed a Statement of Common Ground. This includes their confirmation that they agree that the 1,650 figure is deliverable.

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3. Question 3

What is the justification for the care home/flexi care/special needs accommodation required?

- 3.1 The justification for the care home/flexi care/special needs accommodation starts with requirements in the NPPF and PPG which seeks to address the housing needs of groups with particular needs such as older and disabled people. Some key references are set out below.
- 3.2 The NPPF seeks to deliver a sufficient supply of homes at section 5. At para 61 it states: *Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, ..., older people, ... people with disabilities,...*
- 3.3 The PPG addresses Housing Needs for Older and Disabled People at:

How can the housing requirements of particular groups of people be addressed in plans?

Plan-making authorities should set clear policies to address the housing needs of groups with particular needs such as older and disabled people. These policies can set out how the plan-making authority will consider proposals for the different types of housing that these groups are likely to require. They could also provide indicative figures or a range for the number of units of specialist housing for older people needed across the plan area throughout the plan period.

Paragraph: 006 Reference ID: 63-006-20190626

Revision date: 26 June 2019

- 3.4 The PPG states that plan-making authorities ‘*could also provide indicative figures or a range for the number of units of specialist housing for older people needed across the plan area throughout the plan period*’. The Council has sought to provide indicative numbers at Broad Locations. In terms of evidence and justification for the need for care home/flexi care/special needs accommodation, there are two main sources. Primarily, figures have been provided by HCC. Secondly, the SADC SHMA 2015 Update and Independent Assessment of Housing Needs ([HOU 005](#)) also sought to identify requirements for older people.
- 3.5 An assessment of need has been carried out by Hertfordshire County Council in a [Market Position Statement 2016](#). The HCC MPS 2016 sets out the following requirements for St Albans District.
- Residential Bed Spaces Care Home: 183.7 to 2025;
 - Nursing Care Home bed spaces: 0 to 2025;
 - Flexicare bed spaces: 250 to 2030.
- 3.6 In the HCC October 2018 response to the Publication Plan, the HCC requirements can be summarised as follows:

- Ambition for 420 extra care housing units to 2025. Extra care (HCC Funded) to increase by 28 from 74 (2018) to 102 (2025)
- Nursing Home Care (HCC Funded) to increase by 34 from 90 (2018) to 124 (2029/30)
- Residential Care Home (HCC Funded) to increase by 82 from 217 (2018) to 299 (2029/30)
- Supported Accommodation for Disabled Adults as follows:

Need	Implication for Plan
<i>Severe Moderate Learning Disability/ (Requirement A)</i>	30 one bed flats required for younger people.
<i>Asperger's and Autism (Requirement D)</i>	6 one bed flats to cater for those who are unable to leave home because of support need and who don't have priority housing need
<i>Learning Disability with Physical Disability (Requirement B)</i>	12 ground floor core and cluster one bedded bungalows for young people
<i>Learning Disability Challenging behaviour (Requirement C)</i>	1 eight block and 1 four block flat block with communal facilities to enable move on from specialist college.
<i>Severe Physical Disability(Requirement B)</i>	6 ground floor core/cluster one bedded units for people living at home with low housing priority, leaving specialist colleges and Lavender Fields.

3.7 With regard to older persons housing, the [SHMA 2015](#) set out requirement for:

- Residential Care / Nursing Care additional requirement– 488 (2031)
- Extra Care additional requirement – 76 (2031)

3.8 There is no standard way to calculate need and it is noted that there is some variation in the predicted requirements from different sources & dates. The HCC requirements changed from 2016 to 2018. This can be linked to the [HCC Ten Year Supported Living Accommodation Strategy 2017](#) which explains a future intention for HCC: for a reduction in overall HCC commissioning for residential care homes and; for growth in flexi care / extra care sectors which provide 'greater flexibility of care to support a wide range of care needs'.

3.9 Emerging LP Policy S6i-xi - Broad Locations for Development sets out minimum requirements for each Broad Location. Altogether it adds up to a minimum of 300 Residential Care/Nursing Care units; a minimum of 450 Flexi-care /extra-care units; and 100 units of Supported Accommodation for Disabled Adults. Distribution across the broad locations is as set out below. In general terms, the overall distribution of specialist housing sees larger Broad Locations, including those owned by HCC, with higher provision; while smaller Broad Locations have lower. Broad Locations delivering 1,000 homes or more have the highest requirements.

Broad Locations	Flexi care / Extra Care	Residential Care / Nursing Care	Supported Accommodation for Disabled Adults
<i>S6 i</i>	50+	50+	12
<i>S6 ii</i>	-	-	-
<i>S6 iii</i>	50+	50+	12
<i>S6 iv</i>	50+	50+	12
<i>S6 v</i>	50+	50+	12
<i>S6 vi</i>	50+	50+	12

S6 vii	50+	-	10
S6 viii	50+	-	-
S6 ix	50+	-	10
S6 x	-	-	-
S6 xi	50+	50+	20
Total	450 (minimum)	300 (minimum)	100

- 3.10 The policy requirements at broad locations, as shown in the above table, will go a long way to meeting predicted requirement maximums of 420 extra care and 488 Residential Care / Nursing Care. It will also meet requirements for disabled adults Supported Accommodation.
- 3.11 Additional units for older persons accommodation are also expected to come forward in urban areas in line with historic trends. This has seen a strong and consistent pattern of additional provision within the urban areas in SADC and this pattern is expected to continue. To support provision within urban areas, emerging Policy L8 Primarily Residential Areas specifies that '*Older persons housing, including Residential / Nursing Care homes and similar and Flexi-care schemes and similar, are appropriate in Primarily Residential Areas.*' Also relevant, is Policy L2 – Provision of Older Persons Housing and Special Needs Housing.
- 3.12 It should be noted that policy S6 and policy L2 contain requirements which are expressed in terms of 'at least' or 'minimum' number of units and do not contain a maximum cap. This provides policy flexibility.
- 3.13 The viability testing of the Broad Locations has taken account of specialist housing provision, where relevant, see SADC CIL LP Viability Strategic Site Testing ([INFR Sep 2019](#)). It shows that the development of all the Broad Locations is viable, including the delivery of specialist housing, see SADC response to M6 Q20. Also see extracts below for East Hemel Hempstead North as an illustration. A similar approach has been followed for the other Broad Locations where specialist housing is proposed.

Element considered	Site specifications
...	...
Specialist housing	
Care Home (beds)	50
Extra care / flexicare (units)	50
Other – special needs supported living	12

Care Homes		Phase 3				
National Care Standards requirements						
135	sq ft of useable floorspace, excluding ensuite					
38	sq ft of space for en-suite					
42	sq ft of communal space, excluding circulation					
50 rooms	6,750	floor area of rooms				
	1,900	en-suite bathrooms				
	2,100	communal space				
	10,750	sq ft NIA				
0.15 Circulation	1,612.50	sqft				
Extra-Care / Flexi Care	12,362.50	sqft GIA				
	1,149	sqm GIA				
	Phase 3				Affordable Housing	
	1 Bed 2p flat	2 bed 4p flat			Rented (50% Social rent and 50% Affordable Rent)	Intermediate (Shared Ownership)
Size (sq m)	50	70				
Percentage split	50%	50%		60%		
Total Floor area (sq m) NIA	1,250	1,750	3,000	1,800	720	480
Total Floor area (sq m) GIA @60% Gross to Net assumption	2,083	2,917	5,000	3,000		
Special Needs Supported Living Units	Phase 3					
	1 Bed 2p flat					
Size (sq m)	50					
Percentage split	100%					
Total Floor area (sq m) (Net)	600					
Total Floor area (sq m) GIA @ 75% Gross to Net assumption	800					

4. Question 4

What is the justification for the 3% self-build figure?

- 4.1 The justification is primarily based on the evidence from the Council's self-build register and also more generally from support from the public and Councillors when considering iteratively the emerging draft Plan. There are currently 444 individuals on the Council's self-build register. Some of these individuals will be able to access self-build opportunities through the normal functioning of the housing market and a number of such opportunities arise each year. However, in an area entirely washed over by the Metropolitan Green Belt and with high demand for housing and high house prices, it is evident that some will not. The Plan therefore seeks provision of 3% self-build opportunities in each of the Broad Locations. As the Broad Locations come forward, this will in due course provide for 307 self-build opportunities in the Broad Locations in the Plan period and 320 opportunities by the completion of the Broad Locations identified.

- 4.2 The PPG sets out at paragraph 011:

"Local planning authorities should use the demand data from the registers in their area, supported as necessary by additional data from secondary sources (as outlined in the housing and economic development needs guidance), when preparing their Strategic Housing Market Assessment to understand and consider future need for this type of housing in their area. Plan-makers will need to make reasonable assumptions using the data on their register to avoid double-counting households."

Paragraph: 011 Reference ID: 57-011-20160401

Revision date: 01 04 2016

- 4.3 The Council are also required to have regard for this demand for self-build as part of the Self Build and Custom Housebuilding Act 2015. The Council is aware that not all those on the register would come forward if a plot was made available in the Broad Locations. The Council acknowledges that it is currently uncertain exactly how much truly effective demand for self-build there is in the District. However, given the historic limitations of opportunities and the new chance provided by the first Plan since 1994, the Council does not wish to under-estimate the self-build demand and therefore makes a substantial provision of opportunities. The Council is very open to considering the matter again once this Plan is adopted and the level of take up and genuine and viable interest in self-build is better known, in a review of the Plan.

5. Question 5

What consideration has been given to the effect of the proposed allocation on the Nickey Line footpath/cycleway? What mitigation measures are anticipated? Should they be specified in the Plan?

- 5.1. The Council and key partners have given substantial and ongoing consideration to the effect of the proposed allocation on the Nickey Line footpath/cycleway, including potential mitigation measures. It is not considered that any specific mitigations are required to be set out in the Plan, beyond what is already there. As set out in the Hemel Garden Communities Charter page 10 (attached as M7iQ5 Appendix 1), which SADC, DBC, HCC, Herts LEP and the Crown Estate all co-created and signed up to and formed part of the successful HGC bid:

Green Infrastructure Network

The Garden Communities will deliver distinctive green infrastructure whilst enhancing the quality and recreational value of the towns existing green fingers.. A Country Park will draw visitors from across the area as well as creating a distinctive character in the urban areas that surround it. The Nickey Line along the route of Sustrans national cycle route 57 will become a distinctive green corridor with the potential to create links to the Heartwood Forest along the route to Redbourn and Harpenden, allowing continuous cycling and walking routes through to key destinations in the wider town, such as the town centre, Hemel Hempstead railway station and the Grand Union Canal.

Together with the Nickey Line a new Quietway and cycling routes continuous with the existing green fabric of Hemel Hempstead will provide sustainable and attractive alternative commuting routes connecting to the town centre and the Maylands Business Park.

- 5.2. The importance of the Nickey Line and its capacity to support active travel and healthy lifestyles was briefly addressed in the SA in its Appendices at pages E12-25; F-26 and F-42 ([CD 010](#)).
- 5.3. The protection and enhancement of the Nickey Line is and will clearly continue to be an important part of the Masterplanning and then DM application process for East Hemel (North).
- 5.4. It can also be noted that the Plan itself sets out at Policy L18 - Transport Strategy:

Walking, Cycling and Horse Riding

...

Significant improvements to a number of inter-urban cycling routes. This includes: (1) along the A1081 from the north to Harpenden, Harpenden to St Albans and beyond to the south; (2) a circular route from East Hemel (South) along the A4147 to St Albans – to the Redbourn Road – to Redbourn – along the Nickey Line to East Hemel (North).

And at Policy L29 – Green and Blue Infrastructure, Countryside, Landscape and Trees:

Countryside access

Opportunities for new definitive links between existing rights of way and greater access to the countryside for all users will be encouraged, particularly where identified in Rights of Way Improvement Plans. The incorporation of new and existing definitive rights of way within planned multifunctional green infrastructure is encouraged. Improved bridleways and opportunities for non-motorised vehicles are also encouraged. Development that results in loss of or significant detriment to definitive rights of way, the permissive paths along the Lea Valley Walk, or the Nickey Line/Alban Way footpaths/cycleways, will be refused. Permanent diversions will only be acceptable if they compare favourably with the original route in terms of distance, gradients, ground conditions and amenity. Development which could endanger users of the footpaths, bridleways or cycleways will be refused.

- 5.5. The issue of the Nickey Line was explicitly set out in the [March 2019](#) PPC report entitled “Draft Local Plan Publication (Regulation 19 Stage) - Detailed Consultation Representations and Recommended Responses – Appendix 1”, now set out as the Regulation 22C Statement ([CD 005](#)). The issue of ‘additional vehicular crossings of the Nickey Line’ was raised and summarised and the Council’s response set out as:

The Nickey Line footpath / cycleway is an important landscape, commuting and recreational route feature. As it will need to be crossed there will inevitably be some localised adverse impacts. There will also be considerable opportunities for enhancement. Masterplanning will consider damage mitigation, integration and maximising opportunities within and beyond the development.

6. Question 6

[i] Is the proposed site capacity appropriate taking account of constraints including the provision of infrastructure including the buffer zones and mitigations to address the Buncefield Oil Depot and pipelines? [ii] Has the Health and Safety Executive been consulted?

6.1 [i] Yes, the capacity is considered appropriate and it has directly considered constraints including the buffer zones and mitigations to address the Buncefield Oil depot and pipelines. The specific HSE Buncefield protection zones (indicatively from the Green Belt Review) are set out in M7iQ6 appendix 1. The HSE technical guidance with regard to this type of facility and how it must be taken into account in Planning work is set out in M7iQ6 appendix 2. These documents has been available and have been duly considered by SADC, DBC, HCC, Herts LEP and the Crown Estate since the very genesis of the East Hemel considerations. Direct discussions between the landowner and the HSE have taken place to inform the approach in the Plan. As can be seen at appendix 1, the outer protection zone incorporates only a very small part of East Hemel North, as it crosses Punch Bowl Lane. The HSE restrictions on residential development ensures that part of this Broad Location located within this outer protection zone will be required to be green space. This has been acknowledged and agreed in the calculations and policies in the Plan and throughout the ongoing Masterplanning process as a part of the approach to open space provision.

6.2 As can be seen at policy S6(i), the Plan has directly taken into account the constraints of the Buncefield Oil Depot and pipelines which sets out:

20. Appropriate buffer zones and mitigations to address the Buncefield oil depot and pipelines.

6.3 [ii] The Council consulted the Health and Safety Executive at Plan regulation 18 and 19 stages. A response was received as part of the regulation 18 consultation from the HSE, including

Future Consultation with HSE on Local Plans

HSE acknowledges that early consultation can be an effective way of alleviating problems due to incompatible development at the later stages of the planning process, and that we may be able to provide advice on development compatibility as your plan progresses. Therefore, we would like to be consulted further on local plan documents where detailed land allocations and use close proposals are made; e.g. site specific allocations of land in development planning documents.

6.4 The Health and Safety were again consulted at Regulation 19 stage. No response was received at that time. It should be re-iterated that the HSE have through separate discussions provided the information at Appendix 1 and Appendix 2, which have been fully accorded with in the Plan and the evolving Masterplan. The HSE will continue to be engaged with on an ongoing basis.

7. Question 7

What arrangements have been made for joint working between the Council and Dacorum Borough Council to deliver the proposed broad location?

- 7.1 As also set out in part in response to Questions under Matter 2, there have been ongoing and continuous discussions between SADC and DBC (and also other key partners) seeking to maximise the benefits from the East and North Hemel (now HGC) Broad Locations for a considerable period of time. The specific arrangements have understandably evolved over that time and will continue to evolve. As set out in response to Matter 2 Question 6, an update on the arrangements with partners including Dacorum regarding HGC was set out in Planning Policy Committee papers in [July 2019](#). In a report entitled "Neighbouring / Nearby Authority Planning Update" the update was given:

Hemel Garden Communities (HGC) - The joint SADC bid with Dacorum Council and HCC for growth adjoining Hemel Hempstead has been successful, receiving Garden Town status and £750k of funding. The scheme was one of only 5 successful bids out of over 100 bids in this round and joins the 23 existing garden communities the government is currently supporting. A draft High Level Memorandum of Understanding between SADC, DBC and HCC can be found at Appendix 2. An indicative Governance structure for HGC can be found at Appendix 3. As further background, a draft HGC Charter was submitted with the bid and can be found at Appendix 4.

- 7.2 The HGC Charter has already been set out as M7iQ5 Appendix 1. The ongoing HGC arrangements and governance are due to be considered further at the next HGC Delivery Board meeting on 18 December 2019. The draft Agenda and main draft papers for the 18 December meeting can be found at M7iQ7 Appendix 1.
- 7.3 As set out in these papers, there is serious commitment to HGC in terms of senior politician and officer time and resources from all of SADC, DBC and HCC. The HGC Delivery Board includes the SADC/DBC Leaders and/or Portfolio Holders, as well as the SADC/DBC Chief Executives and Heads of Planning / Directors. There are also the Portfolio Holder and Director / Head of Planning from HCC and senior representatives from the Hertfordshire LEP and Homes England on the Board. As well as these senior representatives, there is also a considerable commitment of resources to the more detailed technical work necessary to make ongoing progress. As set out in the 18 December HGC Delivery Board papers, this includes:

*HGC Programme Lead
HGC DBC Lead Planner
Hertfordshire County Council Strategic Transport Planner (0.5 time post)
Full Time HCC Senior Project Officer (in kind)
Full Time DBC Senior Project Officer (in kind)
Full Time DBC Technical Assistant (in kind)
Proportion of Time SADC Technical Assistant (in kind)
Proportion of Time SADC Urban Designer Officer (in kind)
Proportion of Time SADC Landscape Architect (in kind)
Proportion of Time SADC Lead Planner (in kind)
Full Time DBC Urban Design Officer (MHCLG funding)*

Part Time SADC Senior Project Officer (MHCLG funding)

- 7.4 As also set out in the 18 December papers, appropriate consultancy support has already been procured and work is well underway on a number of studies to support the delivery of HGC, including in particular for the Sustainable Transport Strategy Study.
- 7.5 As set out in more detail in response to other MIQs (and in the Statements of Common Ground), there are also the substantial joint SADC/DBC/HCC working taking forward the PPAs that are in place for East Hemel North, Central and South. These are predominantly being undertaken by expanded Major Projects / Strategic Site Delivery teams within SADC/DBC/HCC.
- 7.6 As set out in these M7i Q7 appendices, there are an appropriate collection of technical and political arrangements that ensure that the four Plan Broad Locations falling within HGC – East Hemel North, Central and South and North Hemel - are being appropriately jointly considered and taken forward. This involves not only close working between the two LPAs, but also key partners such as Homes England, Herts LEP, Herts EZ, HCC, Highways England and key landowners.

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8. Question 8

What are the timescales and funding sources for the necessary improvements to junction 8 of the M1?

- 8.1 Hertfordshire County Council is the Transport Authority for this area. The M1 J8 scheme is identified in the Hertfordshire's Local Transport Plan 2018 – 2031 (LTP4) as a Transport Improvement to support new development. A copy of LTP4 can be found in [INFR 001](#) 2018-2019 Infrastructure Delivery Plan reference 74 link on page 168. Please see extract below.

<i>Scheme Table</i>					
<i>Categories</i>		<i>Lead Authority/ Promoter</i>	<i>Status</i>	<i>Time Frame</i>	<i>Information</i>
<i>Transport Improvements to support new development (Specific junctions known to be affected)</i>	...	...	...	...	...
	<i>6) East Hemel Hempstead</i>	<i>Developer</i>	<i>Subject to Planning Consent</i>	<i>Medium</i>	<i>Includes upgraded A414/Green Lanes junction, M1 Junction 8 enhancements and new spine road linking the A414 and B487.</i>

- 8.2 The scheme is also identified in the HCC South West Herts GTP which is a daughter document to LTP4. A copy of the GTP can be found in [INFR 001](#) 2018-2019 Infrastructure Delivery Plan reference 77 link on page 169. Please see extract below.

<i>Reference</i>	<i>Scheme or Project Name</i>	<i>Concept description</i>
...
SM7c	<i>M1 Junction 8 enhancement</i>	<i>Enhancement to M1 Junction 8 and the adjacent junction at Breakspear Way/Green Lane to provide additional vehicle capacity and connectivity to Maylands, and relieve congestion on the A414.</i>

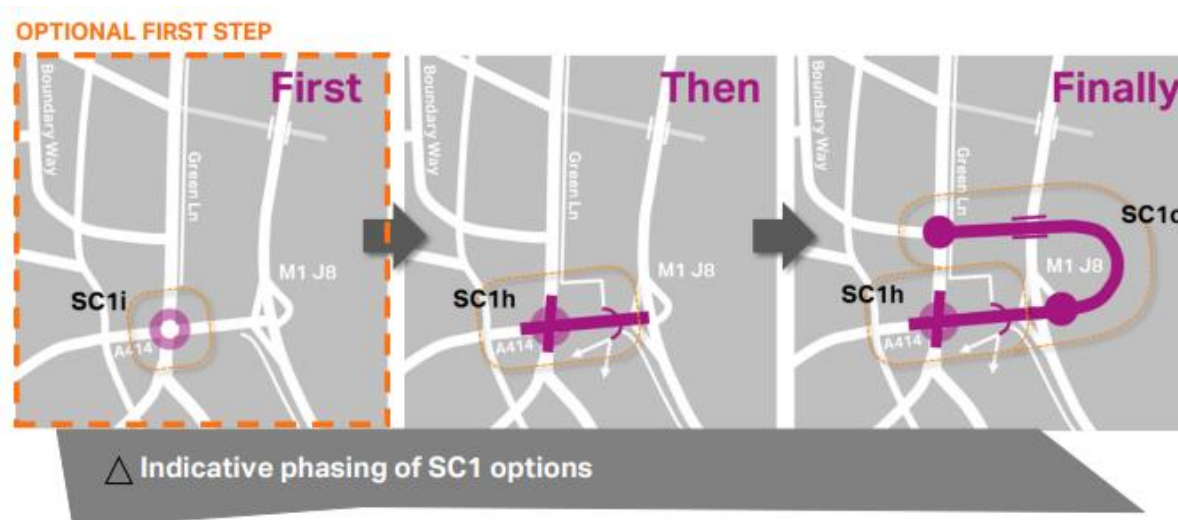
Intervention Qualitative Assessment

Intervention ID	Scheme Approach ID / Project	Intervention Name	District(s)	Cost Range	Timescale if delivered in	Level of Risk	Likelihood of Funding (internal)
...
SM7	...	...	...	...	...	...	...
	c	M1 Junction 8 enhancement	St Albans, Dacorum	£10m-£50m	5-10 years	Medium Risk	High Likelihood

8.3 The Maylands Growth Corridor Study Hemel Hempstead: Investment Prospectus (January 2018) (please see IDP Appendix 3 at [INFR 002b](#)) is the key document which was prepared in a collaborative process which included key stakeholders such as HCC, HE, LEP, SADC, DBC and TCE. It outlines a schedule of interventions, including M1 J8. It explains that M1 J8 forms part of the 'Scheme Concept 1 (SC1) Eastern Gateway Improvements to M1 Junction 8 and A414 Breakspear Way-Green Lane Junction'

8.4 In terms of what is proposed, the document sets out:

What is proposed? A range of highway-focused options have been considered, each varying in terms of scale and impact. It is important not to view each Scheme Concept in isolation, and that as a package the interventions will complement each other. Whilst Scheme Concept 1 will deliver increased highway capacity which will reduce queues and delays to motorists, it will also take pressure off other parts of the transport network so that they can facilitate movements by bike or on foot and free up capacity for buses. A phased approach has been devised. As shown below.



8.5 In terms of timescales and funding sources the Maylands Growth Corridor Study Hemel Hempstead: Investment Prospectus sets out the following on page 16:

When will it happen?

SC1i could come forward within 2 years. Its delivery will be strongly tied to the Maylands Gateway development.

SC1h could come forward within 2-5 years during the early phases of East Hemel Hempstead urban extension development, depending on when or if SC1i is implemented.

SC1c is a more complex intervention which could be delivered within 5-10 years, before the completion of East Hemel Hempstead urban extension development.

Who will be responsible for delivering it?

SC1i can be delivered within the existing highway boundary and will be funded by local developers and delivered by Hertfordshire County Council.

SC1h will require land outside of the existing highway boundary but within the control of The Crown Estate and will be funded entirely by local developers including The Crown Estate. It will be delivered by Hertfordshire County Council or by the developer themselves.

SC1c will require land outside of the existing highway boundary but within the control of The Crown Estate and will require funding from a mixture of sources including local developers and central Government. It will be delivered by Hertfordshire County Council. Or the developer themselves. As it will interact with the strategic road network, Highways England will need to be heavily involved in the development and delivery of SC1c.

How much will it cost?

SC1i - < £250k

SC1h - £2m - £5m (depending on whether dualling of Green Lane is included or not)

SC1c - £15m - £25m (depending on composition of scheme)

- 8.6 As stated above, M1 J8 is part of a package of interventions for the eastern gateway area which complement each other and with phasing planned over a 2-10 year period. Together they are known as SC1 and an outline of the proposals is included at paragraph 8.4 above. The M1 J8 element of SC1 could be delivered within 5-10 years and will require funding from a mixture of sources including local developers and central government. The other SC1 interventions are funded by local developers and are scheduled to be delivered sooner and therefore will provide transport benefits to the eastern gateway at an earlier stage.
- 8.7 In terms of funding sources, the work to secure funding for M1 J8 is ongoing. A key example of progress can be seen in the Herts Enterprise Zone Board Meeting in October 2018 which considered a report regarding EZ Accelerator Funding for Breakspear and J8 Improvement Works. It was proposed that the EZ project and TCE co-fund a package of work to undertake the design and preparatory works for the Breakspear Way and M1 Junction 8 improvements ahead of securing planning permission, in order to accelerate delivery of this critical infrastructure. The estimated costs for preparatory highways and utilities works is £6m, which could be funded £3m by the EZ, forward funded by a LEP repayable grant, and £3m by TCE. It is understood that the funding has been secured and the project for the design and preparatory works has commenced. This is considered to be an important piece of work, and once completed, it will form the foundation which will allow funding to be secured. This investment represents a significant commitment by the LEP and landowner to progress the M1 J8 scheme.
- 8.8 Furthermore, Herts LEP advise:

In terms of funding for the implementation of the main J8 upgrade scheme, this will be secured through a package of funders, and a plan is currently being concluded to target and secure a range of funding sources, including Road Investment Strategy 2, S106, CIL, Housing Infrastructure Fund, LEP Growth Deal funding and landowner contribution of land. However, the Herts IQ Enterprise Zone is able to provide a level of confidence in relation to funding for this scheme, through future business rates income being an already 'secured' source of funding to help deliver a range of Herts IQ priorities, of which the upgrade of the M1 J8 is its major project. Herts IQ EZ should be considered the funder of last resort to underpin delivery as there are a number of competing uses of the business rates funding to support delivery of the wider Herts IQ EZ project. In terms of the timeframe in which funding will be available, Hertfordshire County Council is the accountable body for Hertfordshire LEP and the Herts IQ Enterprise Zone, and has already considered early access to funds via public borrowing, to be repaid as funding sources become available.

- 8.9 The Hemel Hempstead Broad Locations have been afforded Garden Community status (within a wider proposal) which means MHCLG funding has been allocated to fast-track specialist survey work and planning works necessary for development. The Garden Community status provides extra confidence regarding commitment, resourcing and intent.
- 8.10 In terms of developer contributions, the SADC CIL LP Viability Strategic Site Testing ([INFR Sep 2019](#)) for East Hemel Hempstead North, East Hemel Hempstead South and North Hemel Hempstead, all identify contributions for transport infrastructure. Together the transport contributions indicated in the viability assessments add up to circa £61m as shown in extracts below. All Broad Locations are assessed as viable, which includes the transport contribution (See SADC response to M6 Q20); therefore viability (or lack thereof) should not be a barrier to securing appropriate transport contributions at this level.

Aside from these sites in SADC, additional developer funding for transport infrastructure is expected to come from the wider Hemel Garden Community's development of up to 11,000 homes (including c 5,000 homes in SADC). If transport contributions were set at a similar level in HGC DBC sites, the indicative transport pot could possibly double to circa £122m.

East Hemel Hempstead (North)

Table 3.2.14: Section 106 contributions

Contribution description	Contribution	Comments on contribution
...
Transport Infrastructure	£18,150,000	Allows for: - Strategic - LTP4 major scheme; - Local highway - on & off site - Sustainable travel - public transport; - Sustainable travel - walking + cycling on & off site

East Hemel Hempstead (South)

Table 3.2.15: Section 106 contributions

Contribution description	Contribution	Comments on contribution
...
Transport Infrastructure	£26,400,000	Allows for: - Strategic - LTP4 major scheme; - Local highway - on & off site

		<ul style="list-style-type: none"> - Sustainable travel - public transport; - Sustainable travel - walking + cycling on & off site
--	--	--

North Hemel Hempstead

Table 3.2.14: Section 106 contributions

Contribution description	Contribution	Comments on contribution
...
Transport Infrastructure	£16,500,000	Allows for: <ul style="list-style-type: none"> - Local highway - on & off site - Sustainable travel - public transport; - Sustainable travel - walking + cycling on & off site

Councils Response to Stage 1 Matters, Issues, Questions - Thursday 12 December 2019.

9. Question 9

What further infrastructure work needs to be undertaken, and is this appropriate to be left to the masterplanning stage?

- 9.1 Yes, further infrastructure work is required to be undertaken, and this has been identified in the Infrastructure Delivery Plan 2018/19 ([INFR 001](#)). A list of infrastructure assessed for capacity is included in M7i Q9 Appendix 1. For East Hemel Hempstead (North), this is summarised below;

LOCATION	East Hemel (North) Hempstead Broad Location
Infrastructure	
Transport Infrastructure:	
Strategic - LTP4 major scheme	y*
Local highway - on & off site	Y
Sustainable travel - public transport	Y
Sustainable travel - walking + cycling on & off site	Y
Education:	
Primary (assumes £8.7m per new 2FE primary school or £12.4m per new 3FE primary school)	1 x 3fe
Secondary (assumes £37.3m per new 8FE secondary school)	1 x 8-10 fe
Early years	Y
Green Infrastructure:	CMO
Strategic open space	Y*
Local open space / play space	Y
Community Facilities:	
Health sq. m est floorspace provided onsite	394
Other community provision	
Neighbourhood Centre / Local Centre sq. m est net floorspace at groundfloor	990
SUDS	Y
Energy Strategy / Renewable energy	Y
Digital Infrastructure	Y

- 9.2 As set out in Policy S6 i), much of this infrastructure is set out as a policy requirement. As set out in the Council's response to M6 Q5, significant progress has been made in respect of Masterplanning for the Broad Locations of East Hemel Hempstead, North St Albans and North West Harpenden. This has included co-operations with parties expected to deliver this infrastructure such as Hertfordshire County Council, NHS and Developers, and the detail is considered to be appropriate and realistic for this stage of the process.

Councils Response to Stage 1 Matters, Issues, Questions - Thursday 12 December 2019.

10. Question 10

Have the implications of the site's location in relation to the Luton Airport flight path been considered?

- 10.1 Yes, the implications of the site's location in relation to the Luton Airport flight path has been considered by the Council and its key partners in relation to HGC – primarily DBC, HCC, Herts LEP, Homes England and the Crown Estate. The Broad Location is located a considerable distance away from Luton Airport (approx. 9.5km nearest edge to nearest edge). It is acknowledged that in particular a proportion of westerly departures will fly over East Hemel (North), as is the case already for many existing homes in this District and in those adjoining and nearby districts and Boroughs. This is not considered to be an over-riding constraint.
- 10.2 The implications have also been considered as set out in the SA work, including in the SA in its Appendices at pages A-25; B-20; B-41; B-44; B-46; B-57; B-59; ([CD 010](#)).
- 10.3 The issue of Luton Airport and the relationship with S6(i) being under a proportion of one of the Luton Airport flightpaths was explicitly set out in the [March 2019](#) PPC report entitled "Draft Local Plan Publication (Regulation 19 Stage) - Detailed Consultation Representations and Recommended Responses – Appendix 1", now set out as the Regulation 22C Statement ([CD 005](#)). The issue of the Luton Airport flightpath was raised and summarised and the Council's response set out as:

These points are generally recognised. This matter can be properly detailed through the Masterplanning process / planning application / EIA processes, with statutory consultation.

Councils Response to Stage 1 Matters, Issues, Questions - Thursday 12 December 2019.

11. Question 11

Should the policy refer specifically to the provision of sports facilities?

- 11.1 No, the Council considers that there is no requirement to set out specifically the provision of sports facilities in the policy here. Appropriate sports facilities will be required, but will most appropriately be identified in detail and secured through the mechanisms that the draft Plan already contains. This includes at S6 (i):

S6(i) – Requirement 1 - Masterplanned development led by the Council in collaboration with Dacorum Borough Council, local communities, landowners and other stakeholders

S6 (i) Requirement 8 - A substantial new Country Park providing facilities for new and existing communities and a permanent green buffer to Redbourn

S6 (i) Requirement 16 - Recreation space and other community facilities, including health provision

- 11.2 This also includes at L22 'Community, Leisure and Sports Facilities'

"the provision of new community, leisure and sports facilities will be concentrated in the following locations;

...

- As part of new Local Centres within Broad Locations for development and in other major developments*
- As part of new educational development, where joint use facilities should be provided*

...

The council will encourage new and enhanced sport and recreational facilities in appropriate and sustainable locations, including in particular:

- "New local provision as part of major residential development at Broad Locations, including possible joint use of education and multi-purpose community buildings / halls or improvements to existing parish halls / centres near to the new housing areas"*

- 11.3 This also includes at policy L28 'Green Space Standards and New Green Space Provision': *Creation of new green space through development or other opportunities will be directed at meeting needs for the new development and also addressing identified needs and deficiencies in the host settlement.*

Priority provision at the Broad Locations (excluding provision of country parks / wildlife habitat creation areas – Policy S6) is set out in the Table below:

Broad location	Priority provision
<i>East / North Hemel Hempstead</i>	<i>Playing pitches for adult and junior football, junior rugby and cricket</i>

	<i>Hemel Hempstead related needs to be confirmed through Masterplanning process</i> <i>Strategic play</i> <i>Teenage areas</i> <i>Parks and gardens</i> <i>Playing pitches: adult and junior football</i> <i>Allotments</i>
--	--

- 11.4 It is noted that there has been an objection received by Sports England in relation to a lack of specific sports provisions identified in the draft Local Plan, as well as concerns with the robustness of the Playing Pitch Strategy Update 2019 ([LCRT 002](#)). The Council has been working closely with Sports England in recent months and is in the process of developing a new Playing Pitch Strategy for the District that will meet Sport England's concerns about the current version. This new document will include identifying more directly in line with current guidance and best practice the current shortfall in existing sports facilities, as well as additional requirements from projected population growth from the Broad Locations.
- 11.5 The new Playing Pitch Strategy will, through the Masterplanning and subsequent Planning Application processes be used to secure on site provision and appropriate contributions from S106 agreements. This new work has included working with other bodies, such as Herts FA and services within the Council to identify areas for potential improvement.
- 11.6 All of the above is being incorporated into the iterative collaborative work on Masterplanning for East Hemel North. This includes the work under the arrangements of the East Hemel PPA in conjunction with key partners - DBC, HCC and the landowners.

Councils Response to Stage 1 Matters, Issues, Questions - Thursday 12 December 2019.

12. Question 12

How have heritage assets been considered and is a Heritage Impact Assessment required?

12.1 The Council has directly considered heritage assets as part of the Strategic Site Selection process, the Sustainability Appraisal and in considering the draft Plan wording. The Grade 2 listed buildings and an appropriate buffer that respects their setting are proposed to be retained within the Broad Location.

12.2 The Strategic Site Selection process set out a three stage process of selecting the Broad Locations, with stage 2 setting out;

Stage 2

2. *Suitability will set out as (Red Amber Green) if there are any issues which are overriding constraints to development – eg Access, Transport, Heritage, Biodiversity, Flood Risk. Any Red rating will rule a site out for further consideration.*

12.3 The Sustainability Appraisal, sets out as part of the SA/SEA Objectives;

10. *To identify, maintain and enhance the historic environment, heritage assets and their setting and cultural assets*

12.4 In consideration of the Broad Location S6 i) it was set out in the Sustainability Appraisal that;

There is uncertainty in relation to the effects on 'historic environment' as whilst the site is not subject to any significant heritage or archaeological constraint it contains three Grade II listed buildings associated with Wood End Farm and development would impact on the setting of these buildings.

12.5 Historic England has raised objections to the Plan, highlighting the lack of evidence to demonstrate that appropriate considerations have been given to the conservation and enhancement of the historic environment, together with a lack of policy criteria for the protection and enhancement of the historic environment in relation to these large sites. In the Councils response as set out in Regulation 22C ([CD 005](#));

“Cross reference Policy L30 This supports conservation of heritage assets appropriate to their significance and seeks that development which may affect such assets is accompanied by a Heritage Statement. Such heritage assets form only a small proportion of the overall Broad Location, are acknowledged and will be treated appropriately as part of the Masterplanning / planning application processes.”

12.6 A specific Heritage Impact Assessment is not considered to be required at this Plan-making stage. A Heritage Statement and a Heritage Impact Assessment will be required as part of the Masterplanning and planning application processes. These Heritage considerations have already and will continue to inform the ongoing Masterplanning being taken forward through the PPA process (see also other MIQ responses).

Councils Response to Stage 1 Matters, Issues, Questions - Thursday 12 December 2019.

13. Question 13

Is the approach to the new primary and secondary school on the site (in relation to the Green Belt) justified?

13.1 Yes, the Council considers that the approach to the new primary and secondary school on the site and their position in relation to the Green Belt is justified. For the avoidance of doubt, it is intended that the primary school will be located within the area removed from the Green Belt and that the secondary school will be located within the area identified as a Site for Education in the Green Belt.

13.2 As set out in response to the closely linked response to Matter 4 Question 9:

9.1 *Yes, in the context of this District at this time, the Council considers that the approach to secondary school sites in the Green Belt is justified. The District has 19 schools that currently lie within the Metropolitan Green Belt. This includes 8 secondary schools and 11 primary schools. There is no evidence that the location of existing schools in the Green Belt has unreasonably restrained their ability to evolve over time. Indeed, to the contrary, there have been numerous extensions, expansions and changes approved in recent years. Examples of these are set out below;*

School	Application Reference	Description of Development
Sandringham, The Ridgeway, St Albans	5/2018/1384	Two storey detached teaching block, extension to tennis courts, first floor extension to art block, two storey front extension to The Sandpit Theatre and synthetic flooring to outside warm-up area.
	5/2017/1482	All weather external 3G sports pitch and additional car parking
	5/2016/1015	Demolition of existing modular classroom and construction of replacement single storey drama studio
	5/2014/0729	Construction of a new two storey science/maths classroom block, extension to existing art/music block to provide one classroom, extension to existing library/teaching block to provide extended dining and office areas.
Roundwood Park School, Roundwood Park, Harpenden	5/2016/3228	Creation of artificial turf pitch with fencing, floodlighting, storage container and associated works
	5/2010/0599	New sports hall, including changing rooms and associated works
Nicholas Breakspear RC School, Colney Heath Lane, St Albans	5/2011/0592	Changing/teaching building and new multi-use games area with floodlighting to existing school playing field.
	5/2003/2269	Erection of single storey information centre with ancillary rooms and extensions to existing main entrance wing.

- 9.2 *HCC have consistently raised the example of a school in the Green Belt in the Three Rivers Core Strategy Examination, which the Council acknowledges. However, the situation with this Plan is fundamentally different and so a different approach is justified. It is understood, in the Three Rivers case, that the location of the school build zone was known. A specific understanding of the impacts of amending the Green Belt boundary to accommodate the school building zones was therefore possible. An informed judgment regarding the 'exceptional circumstances', as explicitly required in the NPPF and case law to justify an amendment to the Green Belt boundary, could therefore be made. That is not the case with any of the schools proposed in the Green Belt in this Plan. Whilst overall areas accommodating the schools are known and set out, the position within them of the school build zones and the open space is not yet known. That work is being taken forward as part of Masterplanning and will be crystallised in forthcoming planning applications. The Council is very open to considering the matter again once this Plan is adopted and the school build zones are known, in a review of the Plan.*
- 9.3 *It is acknowledged that HCC have raised an objection on this issue and that they consider that the policy S3 should be amended in order to remove the school building zones from the Green Belt. It is also acknowledged that this has been HCC's position consistently when raised in DtC discussions and other meetings. SADC's position has also been clear and consistent over time and the authorities have effectively reached a position where they 'agree to disagree' on the issue.*
- 9.4 *As set out in S3:*
- Schools are a key element of infrastructure. They have been successfully provided and retained in the Green Belt in this District in numerous locations over many years. The largely open nature of such sites often makes an important contribution to the Green Belt.*
- 9.5 *As set out in the NPPF at paragraph 35 b):*
- b) **Justified** – *an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;*
- 9.6 *Overall, the Council considers that its approach is appropriate, taking into account the reasonable alternatives, in the specific context of the District and the evidence at this time.*

Councils Response to Stage 1 Matters, Issues, Questions Thursday 12th December 2019.

Matter 7 – The Broad Locations for Development – Specific Matters (Policy S6 (i) to (xi))

East Hemel Hempstead (North) S6 (i)

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Strategic Local Plan Background Note

Residential Density

October 2014

Background Note

Residential Density

An earlier version of this note was considered by the Council's Planning Policy Committee on 3 July 2014. This version provides additional examples. The purpose of this Note is to illustrate housing density on some well known sites across St Albans City and District and thus to give a range of comparators for typical residential layouts / designs.

Measuring housing density is a simple way of quantifying the intensity of residential development and efficiency in use of land for housing. The measurement also gives some insight into the environmental character of housing areas.

The Note gives local examples of:

Relationship between gross and net density in recent major residential development

1. Jersey Farm; 1980's
2. Hill End / Cell Barnes; 1990s
3. Napsbury; 1990 / 2000s

Net density calculations

1. New England Street area, St Albans
2. King Harry Lane (new development in progress), St Albans
3. Jersey Farm Estate, St Albans
4. Oaklands Smallford Campus (current housing application as proposed), St Albans
5. Former Oaklands College City Campus housing redevelopment, St Albans
6. Part of Marshalswick Estate, St Albans
7. Part of Chiswell Green
8. Luton Road area, Harpenden
9. Belmont Hill, St Albans
10. Elm Lawns Close, St Albans
11. Land Rear of Sandridge Road, St Albans
12. Waverley Road, St Albans
13. St Albans Hospital site
14. Station Road, Harpenden (a)
15. Station Road, Harpenden (b)
16. Redbourn Lane, Harpenden
17. Luton Road, Harpenden

Calculation and interpretation of residential density

Decisions on what housing density is appropriate for a location are influenced by many different factors.

Building height, block size and housing typology are the main factors that influence the character of an area and perceptions of density.

However, higher density does not have to mean tall buildings with small apartments that fail to relate to local character. In fact, high buildings can be less effective in maximising the use of land, especially in terms of the relationship of developed and open areas.

Good design is crucial to achieve environmental quality. Each design scheme should establish the density appropriate for a particular location taking into consideration factors such as:

- Context - density appropriate to context and allowing respect for surrounding residential character
- Quality of public realm - a legible and stimulating public realm
- Outdoor space - high quality communal space
- Private and public space mix - ability to manage spaces
- Parking - adequate and appropriate car parking levels which do not dominate or detract from the external environment

Additional factors which might determine an appropriate density level include:

- Surrounding built form
- Housing types
- Need for different types of housing
- Need to create variety of densities – density mix
- Capacity of facilities for residents

It is important to remember that density is a product of design, not a determinant of it. Residential density should aim to support local infrastructure such as shops, schools, and local transport. Homes and Community Agency (HCA) “research has shown that there is no correlation between urban quality and density. Developments driven by average densities and shaped by blanket standards (relating to privacy, open space, parking and highway geometry, for example) stultify design and tend to produce lowest-common-denominator blandness.”

In the St Albans City and District Strategic Local Plan (SLP) the factors of what ‘housing types’ and the ‘need for different types of housing’ are particularly important. The draft SLP says: “All new housing development will contribute to a mix of different housing types in residential areas, taking into account the existing pattern of housing in the area, evidence of local need and site specific factors. It will in particular require the inclusion of more small and small to medium-sized housing, including one and two bedroom flats and 2

bedroom houses, in new development schemes in suitable locations, to increase the proportion of such sized units in the district housing stock, to widen choice and to provide more relatively low cost market housing available to buy. Floorspace, as well as room numbers and bedroom numbers, will be considered in judgments of relatively low cost market housing.

The Council requires the affordable housing size, type, and mix to broadly reflect that being provided for the market element of all development.

The Council seeks the provision of a reasonable proportion of housing designed to the lifetime homes standard that can be readily adapted to meet the needs of older people and people with disabilities.

Sheltered housing and extra care housing for older people and those with special needs will be encouraged on suitable sites in areas close to a range of services.

Further detail on requirements for appropriate housing size, type, mix and proportion of lifetime homes will be given in the DLP. “

Measuring density

There are different ways of measuring density, each of which provides different information.

They include:

- Dwellings per hectare (DPH) – this a common measure to indicate residential density. However, apartments at 60dph may actually have smaller built volume than larger houses at 30dph with related garaging.
- Square meters per hectare – measuring amount of floorspace per hectare is another method to illustrate development intensity. It indicates more clearly how efficiently land is being used.
- Floor area ratio (FAR) or plot ratio – this measurement express the ratio between gross floor area and site area. It again indicates the intensity of land use and gives some indication of massing volumes.
- Bedspace per hectare – measuring bedspace per hectare indicates population capacity rather than actual use (as some dwellings may be under-occupied.)
- Habitable rooms per hectare – habitable room and bedspace densities give an indication of resident population and a calculation of population capacity. Calculating habitable rooms per hectare can be helpful in

determination of likely demand for amenities and services such as public transport.

For the purpose of this Note the simple dwellings per hectare has been adopted.

The first part of the Note illustrates how density is viewed at a gross level. It gives examples of the relationship between gross and net density calculations. Gross density calculations can be used to estimate and illustrate the potential development capacity of a site. The Green Belt Review Part 2 (SKM Enviro Consultancy Study) used the approach that up to 60% of the Gross Development Area (GDA) would be developed (termed Net Development Area) and the remaining 40% would be required to provide infrastructure, main roads, open space and public facilities.

The second part of the Note illustrates calculations of net density. A net density measurement includes access roads within the site, private garden spaces, car parking areas, incidental open space and landscape and children's play areas but normally excludes major distributor road, primary schools, open spaces serving a wider area and significant landscape buffer strips.

Net density is the measure of density used for the SKM recommended net development areas and thus is a comparable measure to that used in the illustrations in this Note.

Work on density assumptions in the draft Strategic Local Plan (SLP) is based on HCA research, in the form of a density matrix (Table 3.3 from the Homes and Communities Agency Urban Design Compendium – reference below). The matrix links typical residential densities to urban form ('creating urban structure'). It draws on examples of development across the UK and Europe. Average densities are based on case studies analysed as part of the *Sustainable Residential Quality: Exploring the housing potential of large sites* research. The matrix recommends that residential densities of 30 to 50 DPH (alongside related services) should be applied in suburban locations. This is considered to be relevant to the SKM identified sub areas assessed for the draft SLP, as they are located on the edges of existing settlements and exhibit suburban characteristics.

Illustrative areas analysed for the purpose of this study can be considered in the context of the Density Matrix.

The matrix is reproduced below:

		Option 1	Option 2	Option 3
Car Parking Provision		High 2-1.5 spaces per unit	Moderate 1.5-1 space per unit	Low less than 1 space per unit
Redominant Housing Type		Detached & linked houses	Terraced houses & flats	Mostly flats
Location	Setting			
Site within Town Centre 'Ped-Shed'	Central			240-1100 hr / ha 240-435 u / ha Ave. 2.7 hr / u
	Urban		200-450 hr / ha 55-175 u / ha Ave. 3.1 hr / u	450-700 hr / ha 165-275 u / ha Ave. 2.7 hr / u
	Suburban		240-250 hr / ha 35-60 u / ha Ave. 4.2 hr / u	250-350 hr / ha 80-120 u / ha Ave. 3.0 hr / u
Sites along Transport Corridors & Sites close to a Town Centre 'Ped-Shed'	Urban		200-300 hr / ha 50-110 u / ha Ave. 3.7 hr / u	300-450 hr / ha 100-150 u / ha Ave. 3.0 hr / u
	Suburban	150-200 hr / ha 30-50 u / ha Ave. 4.6 hr / u	200-250 hr / ha 50-80 u / ha Ave. 3.8 hr / u	
Currently Remote Sites	Suburban	150-200 hr / ha 30-65 u / ha Ave. 4.4 hr / u		

Table 3.3 Density matrix

Average densities are based on case studies analysed as part of the *Sustainable Residential Quality: Exploring the housing potential of large sites* research (LPAC, DETR, GOL, LT and HC, 2000)

(Note: This table is a direct extract from Homes and Community Agency Urban Design Compendium 1. Second row in column one should read 'predominant'.)

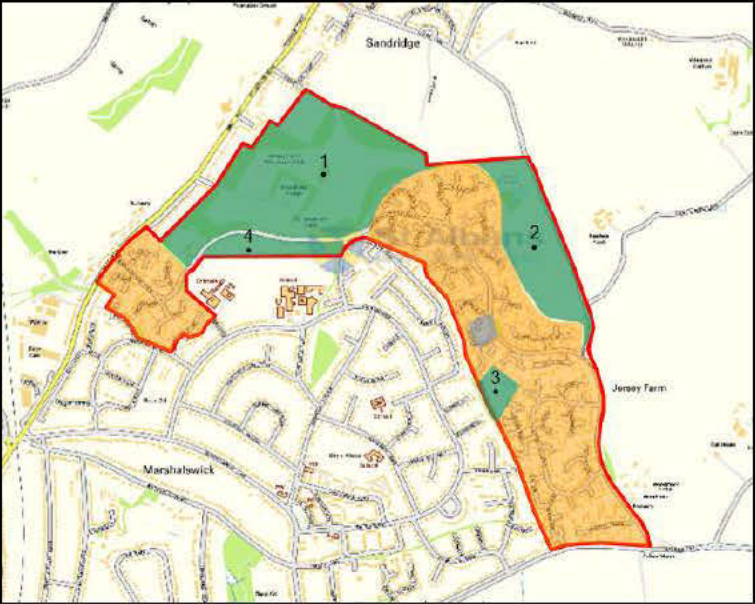
Reference:


Urban Design Compendium 2 (2007), *Delivering Quality Places* (2nd Ed), Homes and Community Agency

Relationship between gross and net density in recent major residential development – local examples

All figures are estimated / rounded (details noted below)

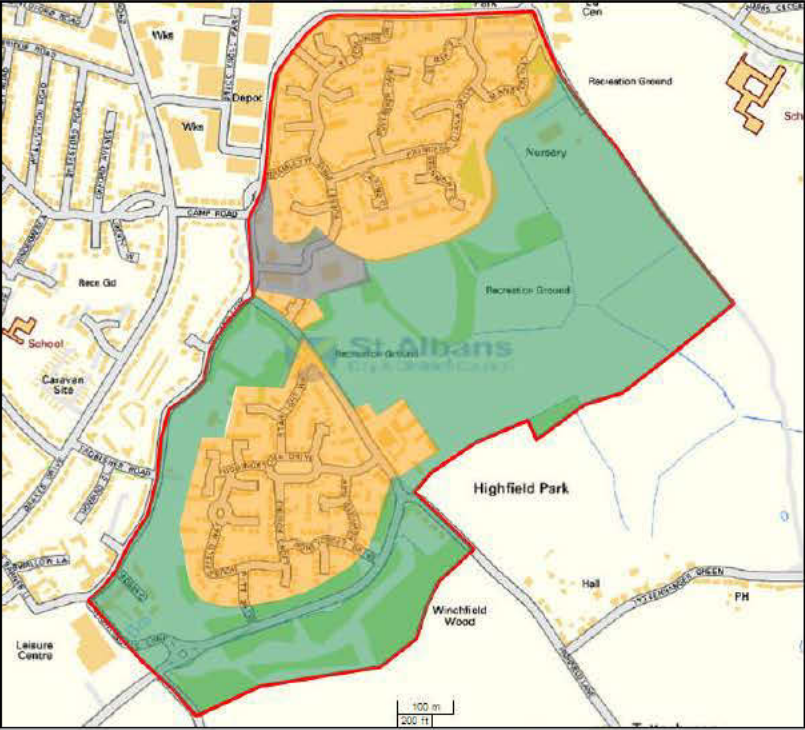
1. Jersey Farm 1980s


JERSEY FARM	Total area of development (Ha)	Area used for infrastructure (Ha) (mainly large open spaces, distributor roads and school sites)	Remaining area for residential development (Ha)	Dwelling numbers	Notes on assumptions / estimates
	102 ha	44 (43%)	58 (57%)	1800	<ul style="list-style-type: none"> Infrastructure taken as including schools (see below), local centre (1 Ha) woodland park / schools (32 ha) eastern OS (9.5 Ha) local centre OS (1.5 ha) Above area used for infrastructure includes approximately 25% of Wheatfields and Sandringham school sites to reflect use and expansion for the Jersey Farm estate (albeit this site

 <p data-bbox="44 662 884 925"> Site boundary Developed area Undeveloped area Local Centre 1. Woodland Park OS 2. Eastern OS 3. Central OS 4. Part of school site OS </p>				<p>is pre existing and also serves Marshalswick)</p> <ul style="list-style-type: none"> Area used for infrastructure is probably an underestimate as, for ease of calculation, parts of the distributor road corridor and Jersey Lane are not included because they would require micro level area measurement Dwelling numbers are estimated as Census super output lower level areas (SOAs 007C, 007B, 008A) and address point area adjustment. SOAs do not co-incide exactly with the estate to the NW corner. A cautious adjustment has been used
Density calculations - dwellings per Ha (dph)	Gross 1800 dwellings on		Net 1800 dwellings on	

	102 Ha = 18 DPH		58 ha = 31 DPH		
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2. Hill End / Cell Barnes 1990s



HILL END / CELL BARNES (HIGHFIELD)	Total area of development (Ha)	Area used for infrastructure (Ha) (mainly large open spaces, distributor roads and school sites)	Remaining area for residential development (Ha)	Dwelling numbers	Notes on assumptions / estimates
 <p>The map shows the Hill End / Cell Barnes area, primarily Highfield Park. The park is outlined in red and contains several green spaces: a large central area, a 'Nursery' area, and a 'Recreation Ground'. Surrounding the park are residential areas with orange shading, roads, and other facilities like a 'Leisure Centre', 'School', 'Caravan Site', and 'Hall'. A scale bar indicates 100m and 200ft.</p>	78 ha	46 ha 59 (%)	32 ha 41 (%)	800	<ul style="list-style-type: none"> • Infrastructure taken as including local centre (1.8 Ha), Highfield Park recreation areas (26 Ha) and Winchfield Wood OS (13.4 Ha). Full map of the Highfield Park facilities can be found here. The remainder is general open space and community facilities. • Dwelling numbers are estimated from Census super output lower level areas (SAOs) 015A and 015B and address point data






 <div data-bbox="56 877 873 1061"> <div> <div></div> <div>Site boundary</div> </div> <div> <div></div> <div>Developed Area</div> </div> <div> <div></div> <div>Undeveloped Area</div> </div> <div> <div></div> <div>Local Centre</div> </div> </div>					<p>adjustment. SAO 15B covers Tyttenhanger Village and parts of Colney Heath Lane schools.</p>
<p>Density calculations - dwellings per Ha (dph)</p>	<p>Gross</p> <p>800 dwellings on 78 Ha = 10 DPH</p>		<p>Net</p> <p>800 dwellings on 32 ha = 25 DPH</p>		

[illegible]

<div></div> <div><div><div></div>Site boundary</div><div><div></div>Developed area</div><div><div></div>Undeveloped Area</div></div>					design context set was in the importance of maintaining the extensive parkland setting
Density calculations - dwellings per Ha (dph)	Gross 620 dwellings on 60 Ha = 10 DPH		Net 620 dwellings on 23 ha = 27 DPH		

Net density calculations – local examples

1. New England Street area, St Albans	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>Land enclosed by New England Street to the West, Verulam Road to the North and College Street to the South, St Albans</p> <p>This is a residential area with primarily 2 storey cottage terraced houses built in the 19th Century. Additional residential development took place at the beginning of 20th Century along Verulam Road.</p> <p>The site includes two commercial units and a social use with small pockets of open space.</p>	 <p>The top image is a color-coded map showing the site boundary in red. The bottom image is an aerial photograph of the same area, also with the site boundary outlined in red. A red pin marks a specific location within the site on both images.</p>	 <p>Three photographs showing the streets: New England Street (top), Temperance Street (middle), and College Street (bottom). Each photo shows a row of terraced houses and parked cars along the street.</p>	<p>The site is 2.5 ha in area and there are 144 dwellings within the site.</p> <p>Net density of this site is 57 DPH.</p>	<p>Some of the space adjoining New England Street has been included in the calculations to illustrate the density with a reflection of the character of the area including some public space.</p> <p>A major factor in high density is total reliance on-street parking.</p>

2. King Harry Lane (new development in progress), St Albans	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>The development of this site is divided into two phases. Phase one (northern side) is a proposal for 126 dwellings (16 key worker units, 45 extra care/assisted living units and 65 units of accommodation for the over 55s).</p> <p>Outline planning permission for phase one development was granted on appeal in February 2008.</p> <p>Phase two (immediately to the south of phase one development) is a development of 150 dwellings (ranging from 2 – 2.5 storey houses) Permission for this development was granted on appeal in April 2010.</p>	 	 <p>Illustrative Masterplan for phase one development.</p>   <p>Mortimer Crescent (phase two)</p>	<p>The site is 7.8 ha in area the total number of proposed dwellings is 276.</p> <p>Based on these figures, net density for the whole site is 35 DPH.</p>	<p>This is illustrative of a recently permitted development in a suburban location but including some open spaces.</p> <p>Each site has different ownership but both sites share access arrangements and a coordinated design led approach.</p>

3. Jersey Farm Estate, St Albans

Various parts of Jersey Farm Estate.

The development of the whole estate took place across 1970s and 80s.

Area 1 – North – eastern part of Jersey Farm.

Permission for development of this site was granted in early the early 1980s.

Map and Aerial Photographs



Photographs



Lincoln Close



Pirton Close



Sandringham Crescent

Density Calculations

Area 1
The site is 6.8 ha in area and there are 156 houses within the site.

Net density of this area is **23 DPH**.

Notes

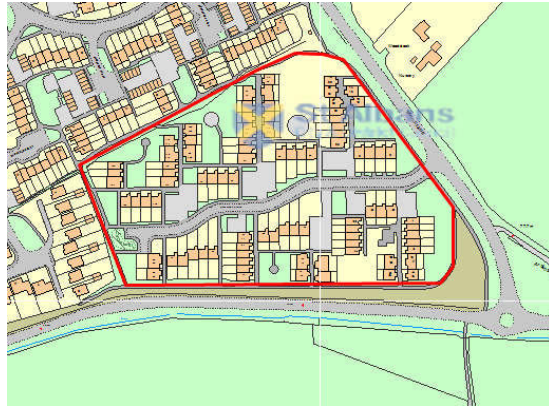
The site consists of 2 storey detached houses. Average plot size is 300 to 350 m².

All the houses have garages and off street parking.

Area 2 – Southern part of Jersey Farm

This part of Jersey Farm Estate development consists mainly of 2 storey terraced houses.

Permission was granted for the development of 118 Dwellings (60 flats and 58 homes) in the 1970s.



Newgate Close



Newgate Close



Newgate Close

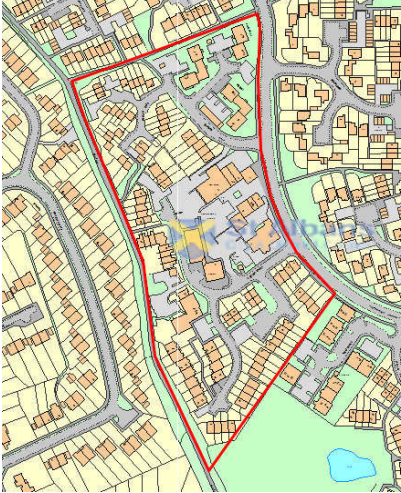




Area 2




The site is 2.8ha wide and there are 88 terraced houses within the site.






Net density for this site is **31 DPH**.





Houses are set back from the street and have relatively large front and back gardens.





There is a significant amount of designated resident parking space and pockets of green open space which explains the relatively low density for a development of terraced housing.





<p><u>Area 3 – Middle part of Jersey Farm</u></p> <p>This is a mixed use area which includes residential dwellings, commercial and community uses</p> <p>Permission for the commercial Village Centre Development was granted in the late 1970s followed by approval for adjoining residential development in the early 80s.</p>	 	 <p>Harvesters</p>  <p>Twyford Road</p>  <p>Commercial Centre</p>	<p>Area 3</p> <p>The site in total is 3.5 ha in area. Within the site there are 92 terraced houses, three blocks of flats (equivalent of 42 flats in total) and commercial centre (0.6 ha) which includes neighbourhood supermarket, five small retail units, public toilets, medical and community centre.</p> <p>After taking away the volume of commercial centre area and its parking, the net density for the site is 46 DPH.</p>	<p>This relatively high density can be explained by the high proportion of terraced housing and flats. Dwellings of this kind are often included in the design of a central area or local centre within a settlement and this will allow higher overall densities to be achieved. It also introduces variation in the character of the built environment.</p>
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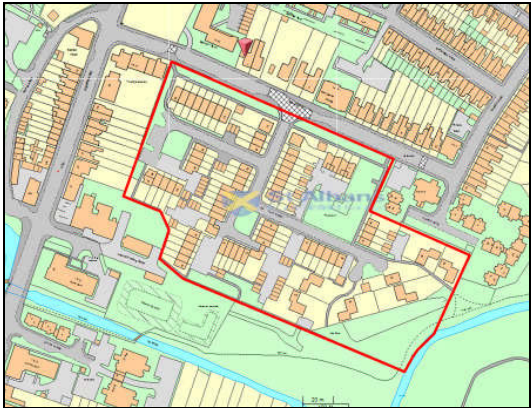




4 Oaklands Smallford Campus (current housing application as proposed), St Albans	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>A full application for comprehensive redevelopment to provide new and refurbished College Buildings and residential development of 348 dwellings, car parking, associated access and landscaping was submitted in May 2013. The application is still under consultation.</p> <p>The area marked on the map is the area proposed by the applicant for residential development.</p>		<p>Landscape proposal</p>  <p>Proposed Residential Layout</p> 	<p>The site is 13.68 ha in area. The application proposes development of 348 residential dwellings.</p> <p>Within the design proposal there is a quite significant amount of structural open space in the northern part of the site and middle of the site.</p> <p>The overall density of the site is 26dph but after taking away the area of structural open space the net density for this development is 31 DPH.</p>	<p>The scheme proposes mainly 2 – 3 storey houses.</p> <p>Density of the site varies depending on character zones. Proposed 'Main Streets' will be lower in density in the range of 30dph. 'The lanes' will be medium density (35dph) and 'Mews Links' will be higher density ranging from 40 - 45dph.</p>





5. Former Oaklands College City Campus housing redevelopment, St Albans	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>This is a former Oaklands College City Campus site.</p> <p>Permission for demolition of educational buildings, change of use from educational use to residential use of eight buildings, retention of two building as hall and gym and erection of 15 apartment blocks providing a total of 329 units was granted on an appeal in August 2006.</p> <p>The density calculation is for part of the development - the section now redeveloped.</p>	 	<p>Newsom Place</p>   <p>Lemsford Road</p> 	<p>The site in total is 3.3 ha in area. Within the site boundary there are 20 apartment blocks (equivalent of 281 dwellings), gym and hall.</p> <p>After taking away the area of the hall/gym buildings the net density for this development is 93 DPH.</p>	<p>The scheme proposes mainly 3 – 4 storey apartment blocks.</p> <p>Parking is at reduced level due to proximity to City services and public transport. Some of the parking is underground. This high density development is appropriate to an urban site, but there is space for extensive landscaping.</p>






6. Part of Marshalswick Estate, St Albans	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>Land along Sandpit Lane immediately to the north of current Oaklands application. Marshalswick, St Albans.</p>		 <p>Barnfield Road</p>  <p>Southfield Way</p>  <p>Ardens Way</p>	<p>The site is 8.4 ha in area and there are 170 dwellings within the site boundary.</p> <p>Net density for this area is 20 DPH.</p>	<p>The area consists of 2 – 2.5 storey detached houses with garages/ off street parking and relatively large back gardens.</p>





7. Part of Chiswell Green	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>Land enclosed by North Orbital Road to the East and Watford Road to the West, Chiswell Green</p>		 <p>Manor Drive</p>  <p>Watford Drive</p>  <p>Forefield</p>	<p>The site is 9.7 ha in area and there are 145 dwellings within the site boundary.</p> <p>Net density for this area is 15 DPH.</p>	<p>The site consists of a mixture of house types from 1 storey bungalows to 2.5 storey detached houses.</p>

8. Luton Road, Harpenden	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>Land enclosed by Luton Road to the North and Tuffnells Way to the South, Harpenden</p>		 <p>Ridge Avenue</p>  <p>Wells Close</p>  <p>Tuffnells Way</p>	<p>The site is 10.8 ha in area and there are 190 dwellings within the site boundary.</p> <p>Net density for this for this site is 17 DPH.</p>	<p>There is a mixture of house types. From 1 storey bungalows to 2 – 2.5 storey terraced and detached houses.</p> <p>Plot sizes vary from 1100 m2 to 215 m2.</p> <p>Most gardens are substantial and there is generally ample off street parking.</p>

9. Belmont Hill, St Albans	Map and Aerial Photographs	Photographs	Density Calculations	Notes
De Tany Court at Belmont Hill, St Albans (former playing fields)	 	 <p>De Tany Ct and related open space (part of former playing field)</p>  <p>De Tany Ct</p>  <p>De Tany Ct</p>	<p>The site is 2.24 ha in total and there are 80 dwellings within the site.</p> <p>Main open spaces are 0.3 ha in total. These are retained parts of the former playing fields and can be regarded as more than amenity open space included in a net area.</p> <p>Density of this site is 35 DPH.</p> <p>If calculated without play area and open space (south east of the site) the density of this site is 41 DPH.</p>	<p>This is a residential area with a mix of 2-3 storey houses and maisonettes built in late 80s.</p> <p>The site includes a substantial play area and riverside open space serving the wider area and small pockets of integral open space.</p>

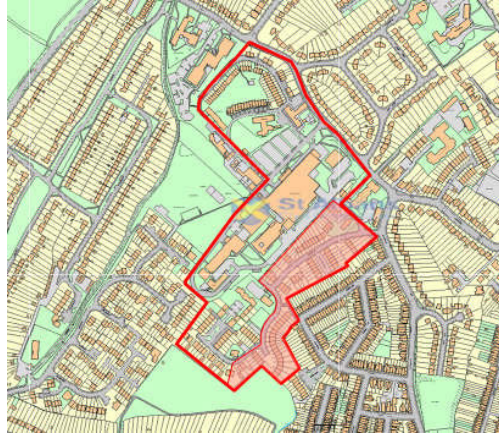
10. Elm Lawns Close, St Albans	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>Elm Lawns Close, off Avenue Road, St Albans</p>	 	 <p>Elm Lawns Close</p>  <p>Avenue Road</p>	<p>The site is 0.4 ha in total and there are 24 dwellings within the site.</p> <p>Net density of this site is 60 DPH.</p>	<p>This residential development is a mix of 2- 3 Storey houses</p> <p>This is a small site, but it illustrates higher density development with car parking in a cul de sac layout. It comprises housing in terraced form.</p>

11. Land Real of Sandridge Road, St Albans	Map and Aerial Photographs	Photographs	Density Calculations	Notes
Archers Fields; R/O 168 Sandridge Road, St Albans	 	 <p>Sandridge Road</p>  <p>Archers Fields</p>  <p>Archers Fields</p>	<p>The site is an urban infill of 0.75 ha in total. There are 27 dwellings within the site.</p> <p>Net density of this site is 36 DPH.</p>	<p>The site consists solely of 2 storey houses, with gardens. They are mainly terraced, but including some linked detached and detached. There is no integral / amenity open space. There is a substantial unused road frontage (south side of access road) which results in a lower density figure than the layout would achieve if the site were not urban infill, fitting into an existing urban layout.</p>

12. Waverley Road, St Albans	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>Pegasus Place off Waverley Road, St Albans</p>	 	 <p>Pegasus Place</p>  <p>Waverley Road</p>	<p>The site is an urban infill development of 0.74 ha in total. There are 36 dwellings within the site.</p> <p>Net density of this site is 49 DPH.</p>	<p>The site consists entirely of 2-3 storey terraced houses with associated parking and landscaping. The houses have small gardens. There is no integral amenity open space.</p>

13. St Albans Hospital Sites	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>Land adjacent St Albans Hospital, Waverley Road, St Albans.</p>		 <p>Goldsmith Way</p>  <p>Newmarket Ct</p>  <p>Waverley Road with entrance to St Albans City Hospital</p>	<p>The overall site is 9.2 ha in total. The main hospital site (shaded in red) is 3.2 ha. There are approximately 290 dwellings within the remaining site (6 Ha).</p> <p>Net density for the overall site is 48 DPH.</p>	<p>The area includes a wide range of dwelling types including some substantial blocks of small flats.</p> <p>The overall site calculation includes some significant areas of open space, the site of a hospice and other hospital related uses.</p> <p>Densities within the overall site vary greatly.</p> <p>Some sub areas where dwellings are predominantly 2 -3 storey houses are considered separately below.</p>

1. Goldsmith Way



Goldsmith Way









The site shaded in red is 2 ha in total and there are 71 dwellings within selected site.






Net density for this site is **35 DPH**




Dwellings are 2-3 storey houses. Within the site there are pockets of open space and significant amount of on-street and off-street parking.

<p>2. Newmarket Court</p>	 	<p>Newmarket Court</p>   	<p>The site shaded in red is 1.1 ha in total and there are 43 dwellings within selected site.</p> <p>Net density for this site is 39 DPH</p>	<p>The site is a mixture of houses and flats with significant amount of on and off street parking space.</p>
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14. Station Road, Harpenden (a)	Map and Aerial Photographs	Photographs	Density Calculations	Notes
Mallard Mews / Station Road / Waveney Road, Harpenden	 	 <p data-bbox="1010 499 1189 528">Mallard Mews</p>  <p data-bbox="1010 893 1211 922">Waveney Road</p>  <p data-bbox="1010 1249 1178 1278">Station Road</p>	<p data-bbox="1442 180 1738 316">The site is 0.25 ha in total and there are 15 dwellings within the site.</p> <p data-bbox="1442 352 1715 416">Density of this site is 60 DPH.</p>	<p data-bbox="1765 180 2074 451">This is an infill development with a mix of 2.5 – 3 storey flats and houses and apartments. This is a part cul de sac part street frontage development.</p>

15. Station Road, Harpenden (b)	Map and Aerial Photographs	Photographs	Density Calculations	Notes
<p>Station Road, Harpenden (flats)</p>	 	 <p>Station Road</p>  <p>Station Road</p>  <p>Station Road</p>	<p>The application site is 0.41 ha in total and there are 48 dwellings within the site.</p> <p>Net density of this site is 117 DPH.</p>	<p>This development consists of 2-3 three storey blocks of flats with associated parking spaces to rear of blocks.</p>

16. Redbourn Lane, Harpenden	Map and Aerial Photographs	Photographs	Density Calculations	Notes
Former Central Science Laboratories, Redbourn Lane, Hatching Green, Harpenden	 	 <p data-bbox="999 475 1167 502">Manor Close</p>  <p data-bbox="999 850 1167 877">Manor Close</p>  <p data-bbox="999 1217 1417 1281">Hatching Green (road leading to the site)</p>	<p data-bbox="1444 180 1736 311">The overall site is 1.9 ha and there are 39 dwellings within the site.</p> <p data-bbox="1444 351 1736 414">Density of this site is 20 DPH.</p> <p data-bbox="1444 454 1736 686">If calculated without the surrounding open space (approx. 0.63 Ha) then the net density of this development is 32 DPH</p>	<p data-bbox="1767 180 2074 486">This residential development includes consists 2 storey housing with a mix of terraced, linked detached and detached forms. There is a mix of on-street and off-street parking.</p> <p data-bbox="1767 518 2074 726">There is a substantial setting of open space related to the overall character of the area. This more than integral amenity open space.</p>

17. Luton Road, Harpenden	Map and Aerial Photographs	Photographs	Density Calculations	Notes
40 Luton Road, Harpenden		 <p>View from Townsend Road</p>  <p>View from Luton Road</p>  <p>Luton Road</p>	<p>The site is 0.14 ha in total and there are 9 dwellings within the site.</p> <p>Density of this site is 64 DPH.</p>	<p>This residential development consists of 9 apartments in a 3 storey building with accommodation in the roof space and undercroft parking.</p> <p>This is a small infill / redevelopment scheme, but it illustrates how higher density components within an overall area / scheme can contribute to character.</p>



Hemel

Garden

Communities

Charter

November 2018





Collaborating as a partnership Dacorum Borough Council, St. Albans City and District Council and The Crown Estate together with Hertfordshire County Council, the Hertfordshire Local Enterprise Partnership and the Hertfordshire Enviro-Tech Enterprise Zone are working to deliver a large scale housing-led mixed use development providing around 10,000 homes and 10,000 jobs. The partners are developing a strategic approach that ensures these homes, employment opportunities and new infrastructure is transformative to the town as a whole and the wider area.

The Hemel Garden Communities proposals fall roughly equally between land in both the Borough of Dacorum and the St Albans District. The proposals in their entirety represent a major strategic urban extension to Hemel Hempstead and need to be thoroughly considered and tested by both DBC and SACDC as the respective Local Planning Authorities in their emerging Local Plans.

The 9 placemaking principles that define this shared vision are set out in this Charter. They have been developed to articulate the Councils' ambition for the Garden Communities, based on the Town and County Planning Association (TCPA) Garden City Principles and NPPF Garden Town principles but adapted for the specific context of Hemel Hempstead and the wider area.

The Charter is divided into the following three key themes under which the placemaking principles sit. Together they set out new ways of living in, planning and financing suburbs that meet the pressing issues of development at the periphery of towns in the 21st Century.

1. Place and Design

The Hemel Garden Communities will take advantage of new and emerging technologies, and respond to the pressing issues of social inclusion, climate change and economic growth.

2. Engagement

Garden Communities – their planning, promotion and development – will be led by the Councils in partnership with existing and new communities, public agencies and the private sector

3. Delivery

The timely delivery of homes and appropriate infrastructure will build communities, support high quality placemaking and secure a long term legacy of a sustainable, inclusive and unique environment in Hemel Hempstead.



The location of the new Garden Communities presents an exceptional opportunity. A combination of excellent access to infrastructure, jobs and the countryside provide the raw materials for creating a remarkable place. Along with its strategic position within the UK, Enterprize Zone status and employment opportunities, the design of Hemel Hempstead as a Mark One New Town presents an opportunity to further develop the legacy of creating innovative new settlements.

In summary, the guiding principles for development are set out on the following page.

The principles set out in the charter will inform the development of a detailed masterplan for Hemel Garden Communities which will be formally approved by the local authorities, and an Urban Extension Design Guidance SPD.

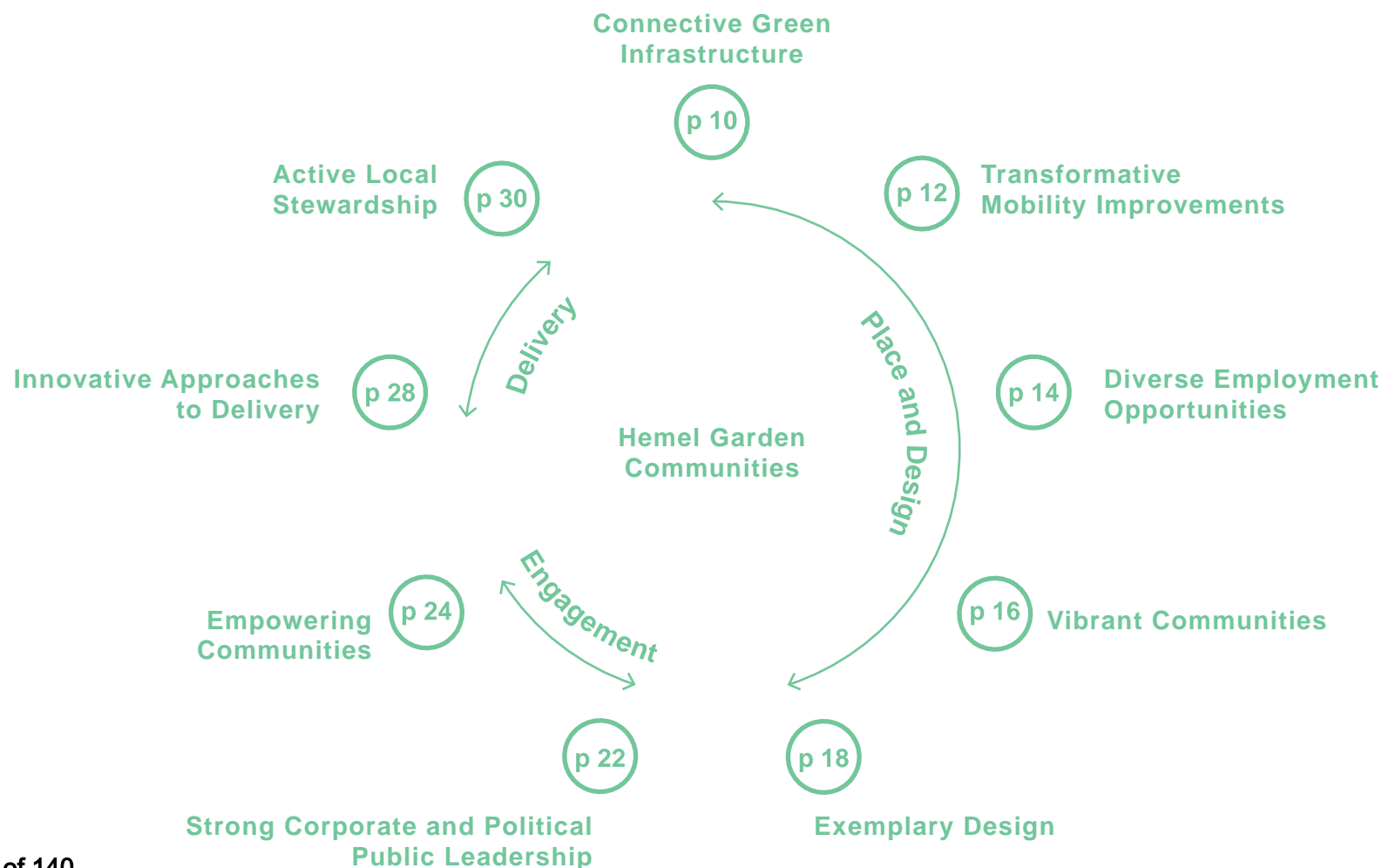
A Transformational Plan for the town as a whole will be prepared that integrates existing and emerging plans into a coherent strategy. The principles for this Transformational Plan are set out in the final section of this document.

Reflecting the collaborative work required to deliver this strategic growth, these projects are being jointly produced between Dacorum Borough Council and St Albans City and District Council, and are informed by the South West Herts Joint Strategic Plan which will deliver sub-regional coordination of infrastructure.



Fig 1: Extent of Hemel Garden Communities

Hemel Garden Communities will take the best of the New Town heritage into the 21st century with over 10,000 homes and 10,000 jobs and Hertfordshire Enviro-Tech Enterprise Zone at its heart.



Principle 1 – Connective Green Infrastructure

The unique character of the Garden Communities will be drawn from their rural surroundings. They will provide distinctive new open green landscapes that are integrated with the existing green fabric of the new town, giving public access to a diverse natural environment.

Principle 2 – Transformative Mobility Improvements

The Garden Communities will be planned around a step change in integrated and sustainable transport system in the town, which will use new technologies to put walking, cycling and public transit systems at the heart of Hemel Garden Communities.

Principle 3 – Diverse Employment Opportunities

Fostering the growth of businesses, both existing and new, and nurturing new sectors through the enterprise zone will create a variety of quality jobs close to new places to live. In turn, the employment areas will support improved transport connectivity and a mix of uses that brings life and vitality to the residential areas.

Principle 4 – Vibrant Communities

Garden Communities will provide the range of facilities and mix of uses that support people in their everyday needs and throughout their lifetime. Accommodating for a diversity of lifestyles will ensure that communities form strong ties that will create a supportive and inclusive place, and enhance existing town centres.

Principle 5 – Exemplary Design

High quality design of architecture, landscape and the public realm will be promoted, protecting and enhancing existing local assets to create distinctive, sustainable places.

Principle 6 - Strong Corporate and Political Public Leadership

SADC and DBC will collaborate to provide clear vision and leadership for the Garden Communities and their resolve to deliver their long term success. Central to this will be a commitment to high quality placemaking, timely infrastructure delivery, and achieving a steady pace of housing and employment delivery.

Principle 7 - Empowering Communities

The Garden Communities are a locally-led initiative, and their development will be shaped through engaging existing communities and emerging new communities; residents will be empowered to help shape the future of Hemel Garden Communities.

Principle 8 Innovative Approaches to Delivery

Hemel Garden Communities will be planned to remove barriers to development and deliver homes, jobs and critical community and social infrastructure at the earliest opportunity. A genuine pro-active partnership approach will be taken between the public and private sectors, ensuring decisions are taken democratically with the long term interests and financial sustainability of the Garden Communities in mind.

Principle 9 - Active Local Stewardship

The Garden Communities will be developed and managed in perpetuity with the direct involvement of their residents and businesses; residents will be directly engaged in the long-term management and stewardship, fostering a shared sense of ownership and identity.



Place

and

Design

Principle 1 – Connective Green Infrastructure

Landscape Led Design

Garden communities present a unique opportunity to provide the services and community of urban life within proximity to large scale green landscapes. Hemel Hempstead New Town was planned with this in mind, creating large parks and woodlands within close proximity to residential areas. The new Garden Communities will develop this further, planned around new green landscapes of varying scales and different functions that will be the distinctive characteristic of the town as a whole. These spaces will bring multiple benefits for residents' physical and mental health.

The natural variation in topography and landscape will form the character areas of the new Garden Communities, and the existing landscape of valleys and fields will shape the pattern of new development. Buildings will sensitively respond to context creating new key land marks and vistas whilst protecting sensitive views. Consolidated land ownership allows for early planting to ensure these design approaches are successful.

Green Infrastructure Network

The Garden Communities will deliver distinctive green infrastructure whilst enhancing the quality and recreational value of the towns existing green fingers. A Country Park will draw visitors from across the area as well as creating a distinctive character in the urban areas that surround it. The Nickey Line along the route of Sustrans national cycle route 57 will become a distinctive green corridor with the potential to create links to the Heartwood Forest along the route to Redbourn and Harpenden, allowing continuous cycling and walking routes through to key destinations in the wider town, such as the town centre, Hemel Hempstead railway station and the Grand Union Canal.

Together with the Nickey Line a new Quietway and cycling routes continuous with the existing green fabric of Hemel Hempstead will provide sustainable and attractive alternative commuting routes connecting to the town centre and the Maylands Business Park.

Continuity of green space will enhance biodiversity through supporting existing habitats such as the woodland copses and hedgerows that make up the

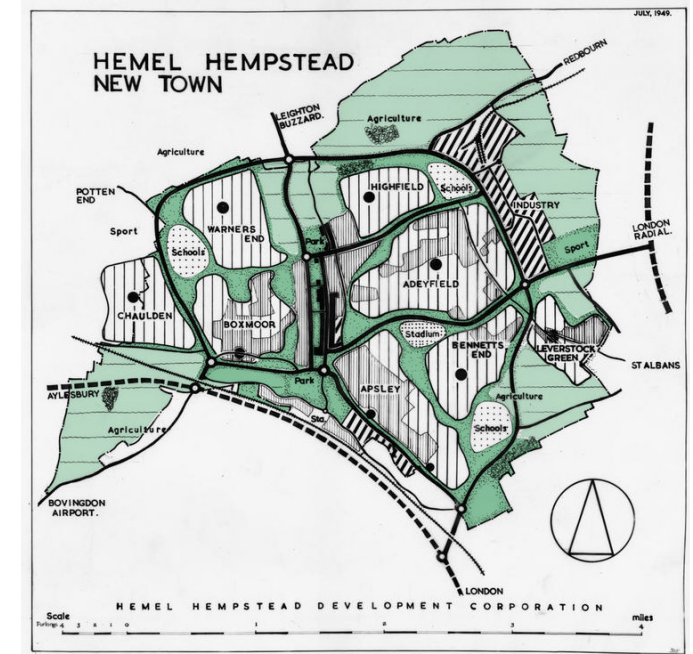


Fig 2 : Green infrastructure s the basis for Jellicoe's original plan for Hemel Hempstead New Town



Commuting Routes



Leisure



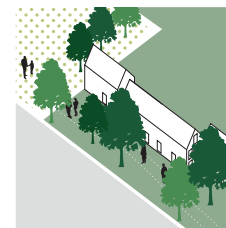
Conservation



Green Buffers



Water management



Green streets and spaces

Fig 3: Provision of green infrastructure in Garden Communities

natural landscape of Hemel Garden Communities. The development will provide gardens and allotments that will promote local food production.

The Chilterns Area of Outstanding Natural Beauty (AONB) is a significant natural asset to the local area, and the development will protect this through ensuring development and the activity this will bring does not encroach on its southern edge which forms the northern extent of the site. Taking landform, views and landscape into account, the new development will ensure the setting of the AONB is maintained. Reflecting the context of this development within wider cumulative impacts on the Chilterns AONB, additional landscaping will be required to screen sensitive views from the AONB. A permanent green buffer is also required to Redbourn village.

Air Quality

The network of Green Infrastructure will span the entire area of the Hemel Garden Communities. Overall it will support healthy living and clean air, and opportunities will be taken to use green infrastructure to address air quality issues at key locations. This approach will be reinforced through promoting opportunities for non-car based travel using an integrated and sustainable transport strategy.

Further guidance to be developed:

- Air quality guidance
- Joint DBC/ SADC Green Infrastructure Strategy



Fig 4: Continuity of green infrastructure in Hemel Hempstead

Principle 2 – Transformative Mobility Improvements

A forward thinking transport strategy that plans from the outset for the scale of development proposed – 10,000 homes and 10,000 jobs – is fundamental to achieving the vision for the Hemel Garden Communities as a transformative extension of Hemel Hempstead. The overarching objective is to rebalance the transport network in Hemel Hempstead towards sustainable modes and to improve connectivity.

For the Hemel Garden Communities, this means:

- Planning and building the new communities in a way that reduces the need to travel as often or as far
- Providing a greater choice of alternatives to private cars and making walking, cycling and public transport convenient and attractive
- Installation of facilities to support the uptake of cleaner and more efficient vehicles and technologies

Hemel Garden Communities is an opportunity to transform existing transport networks and services and in doing so integrate the new communities with the town as a whole. Shorter trips and trips between nearby urban centres will be the focus for investment.

A Sustainable Transport Plan will be developed for Hemel Hempstead including the Hemel Garden Communities. This will establish an ambitious and achievable target for a proportion of trips by walking, cycling and public transport.

Compact Development

Compact, mixed development is key to reducing the frequency and length of trips, increasing the attractiveness of walking and cycling, and enabling better public transport services.

This will be translated into masterplanning principles through:

- Ensuring the density, mix and size of neighborhoods support a suitable range of services within walking distance
- Take account of existing residential areas in determining the appropriate location and catchment of new services, and identify key walking and cycling routes
- Clustering of commercial, recreational and leisure facilities around public transport routes
- Dedicated cycle lanes along routes across the town and improved junctions and crossings
- Role of Green Fingers as movement corridors will be enhanced
- Hubs for interchange between public transport and cycle facilities

Neighbourhoods and employment space will be planned to ensure that all residents and employees are within a 5min (400m) walk of public transport. Local hubs and more densely populated areas will be planned to enable a higher frequency of public transport, supported

with suitable infrastructure, such as bus stops and interchanges, real-time information and bus priority. The local authorities will work with bus operators to secure the desired bus service levels from the outset.

Active Streets

Comprehensive planning of large scale development can improve public health and quality of life. Active travel will be encouraged through the scale and mix of neighbourhoods, and through the design of places that are attractive and safe for walking and cycling. The masterplan will establish a hierarchy of streets that balance the need to accommodate vehicles with the need to create healthy, sociable places.

Clean Transport

The local authorities will ensure the new development can have a catalytic impact on clean and sustainable transport across the town and its surroundings. The scale of development planned can accelerate the delivery of infrastructure enabling lower emission buses and cars, thus having a transformative impact on pollution levels across the town.

Electric vehicle charging points will be positioned at publicly accessible locations and at off street residential parking areas to promote electric car use.

Strategic Transport Infrastructure

The approach set out above will require the strategic delivery of infrastructure that can alter existing habits and embed new behaviours from the outset. The Councils and Hertfordshire County Council will

therefore work with key agencies such as transport providers, Highways England, the Department for Transport (DfT) and the Minister for Housing, Communities and Local Government (MHCLG) to help meet this ambition.

An Opportunity for New Approaches

With mobility as a national and regional priority, Hemel Garden Communities and the Enviro-Tech Enterprise Zone will be a leading area for new mobility solutions to be developed, tested, built and commercialised.

Moving away from a suburban model reliant on private cars towards shared transport can be assisted through new technologies. Demand responsive transit is particularly suited to the Garden Communities context and will be explored as an opportunity to radically change the pattern and viability of public transport.

Masterplans will promote Car Clubs and car sharing through temporary parking zones and pick up/drop off points.

The masterplan will be future proofed through ensuring key corridors build in flexibility and demonstrating how parking spaces could be adapted over time.

Key Infrastructure Projects

Convenient access to the railway stations serving the West Coast Main Line will be delivered through creation of a sustainable transport corridor between Maylands, the town centre and Hemel Hempstead station along the A414, including bus priority, cycleways and better crossings. This corridor will also transform sustainable

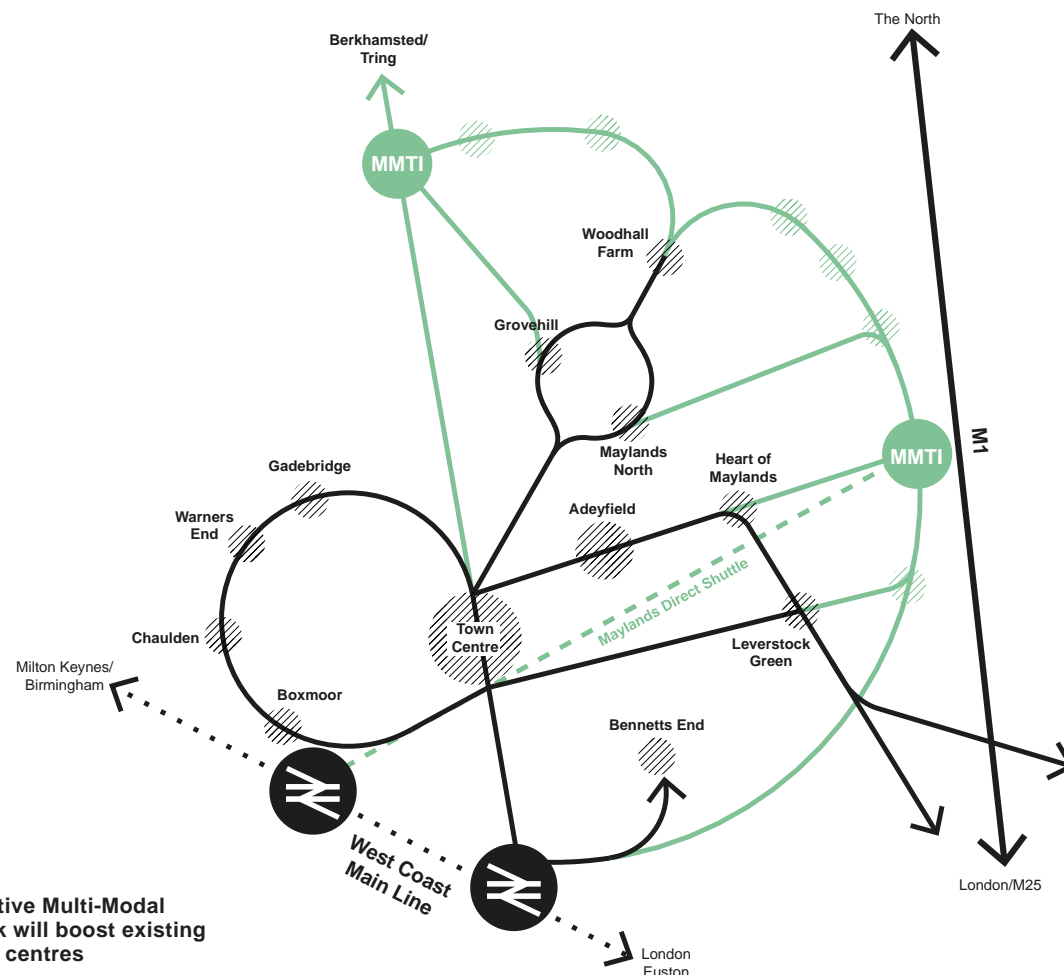


Fig 5: Transformative Multi-Modal Transport Network will boost existing network and town centres

transport options for existing communities in Hemel Hempstead.

As well as new and improved access to the M1, a new connection running from the Redbourn Road to the Leighton Buzzard Road will support and complement changes to the A414 such as a priority bus route. These projects are crucial to the success of community integration and connectivity.

The requirement for a new Multi Modal Transport Interchange in East Hemel Hempstead set out in

SADC's Local Plan will be a critical early step in rebalancing transport in the area away from private car use. It will be a key node in a wider network that provides efficient interchange between coaches, buses, bikes, car club, and other vehicular transport to serve the residents of the Garden Communities and town.

Further guidance to be developed:

- Multi-Modal Transport Interchange and Public Transport links Feasibility Study
- Sustainable Transport Plan

Principle 3 – Diverse Employment Opportunities

Locational Opportunity

The Garden Communities will exploit its strategic position within the UK (fig 6) to help establish the Hertfordshire Enviro-Tech Enterprise Zone, with its clustering of businesses that specialise in technology for the built and green environments in conjunction with existing and nearby world-class institutions, Rothamsted Research and the Building Research Establishment (BRE) (fig 7). The Enterprise Zone already benefits from its location close to the key employment area of the Maylands Business Park.

With its focus on the built and green environment and the digital technologies fuelling the evolution of these sectors, the Enterprise Zone will contribute to national and regional industrial strategy priorities of clean growth and artificial intelligence.

Fostering Specialisms

The development of sustainable, technologically advanced Garden Communities will be a test-bed for the companies and institutions that make up the Enviro-Tech Enterprise Zone. Sustainability is a core value of Hemel Garden Communities and the Enviro-Tech Enterprise Zone, and the large scale development will create a market for new approaches to construction. Alongside the construction of the Multi-Modal Transport Interchange, travel across Hemel Hempstead and the Maylands Business Park will be transformed through sustainable mobility solutions, which will be enabled by the outstanding digital connectivity adopted across the area.

Smart technology and the Garden Communities' environmental credentials will act as a key branding strategy, encouraging Enviro-Tech business to cluster in the area. A new Logistics Park will provide innovative and intelligent services to support the transportation of goods and future-proof the growth of internet shopping and deliveries. It will make smarter and more sustainable deliveries to the customer.

New Ways Of Working

The employment area will meet the contemporary expectations of employees and businesses, for example creating the mix of local retail, cafes and restaurants, gyms, co-working spaces and quality public realm that fosters links between businesses and innovation.

Beyond the employment area that forms the core of the Enterprise Zone, the Garden Communities will contain a mix of uses that together provide the conditions for diversity, vibrancy and social cohesion. Jobs will also



Fig 6: Hemel Garden Communities in regional context



be created in schools, retail, health and leisure alongside more opportunities to work from home. Incorporating smart technologies and digital connectivity will promote working from home.

Employment floor space will seek to be affordable, flexible and attractive. Outside of the EZ, employment space will also be located alongside and interwoven with residential and other land uses, providing space for small businesses in the local centres. Local centres can also provide flexible workspaces and meeting rooms that facilitate small businesses based within resident's homes.

Fig 7: Enterprise Zone sites

Further guidance to be developed:

- Enterprise and Investment Strategy
- Maylands Masterplan update



Principle 4 – Vibrant Communities

Complementary Centres

Walkable neighbourhoods will be the building blocks of the Garden Communities (Fig 8). Existing and new centres will form a sustainable, connected hierarchy of complementary centres providing a mix of homes, jobs and services, set within attractive and green environments, and activated streets; creating the conditions for residents to socialise, enjoy cultural facilities and lead healthy lifestyles. The catchments for these centres would be at least 5,000 people within walking distance for a typical, sustainable neighbourhood.

District centres will form the main centre of the Garden Communities, containing the greatest levels of development density, employment opportunities, retail provision and community facilities. Local centres will contain a smaller range of local services whilst street corners may provide the smallest scale of local retail or cafés.

Community Facilities

Education, leisure, sports, health, religious and cultural facilities need to cater for the needs of residents, especially young people and the elderly. Where possible these facilities will be delivered in combination or in clusters, ensuring they become the focus of the communities around them and a place where a diverse group of people can meet throughout the day. They will play a key role in the urban design of the Garden Communities, taking prominent positions within a generous public realm.

Providing A Diversity Of Homes

Varied character areas will ensure a mix of dwelling sizes, tenures and types, including provision for self and custom-built homes, lifetime homes and genuinely affordable and starter homes, will provide great homes for people at all stages of life. Smaller sites for development will be made available to encourage diversity in design. This will respond to local needs which will change over time and also include opportunities for gypsy and traveller sites.

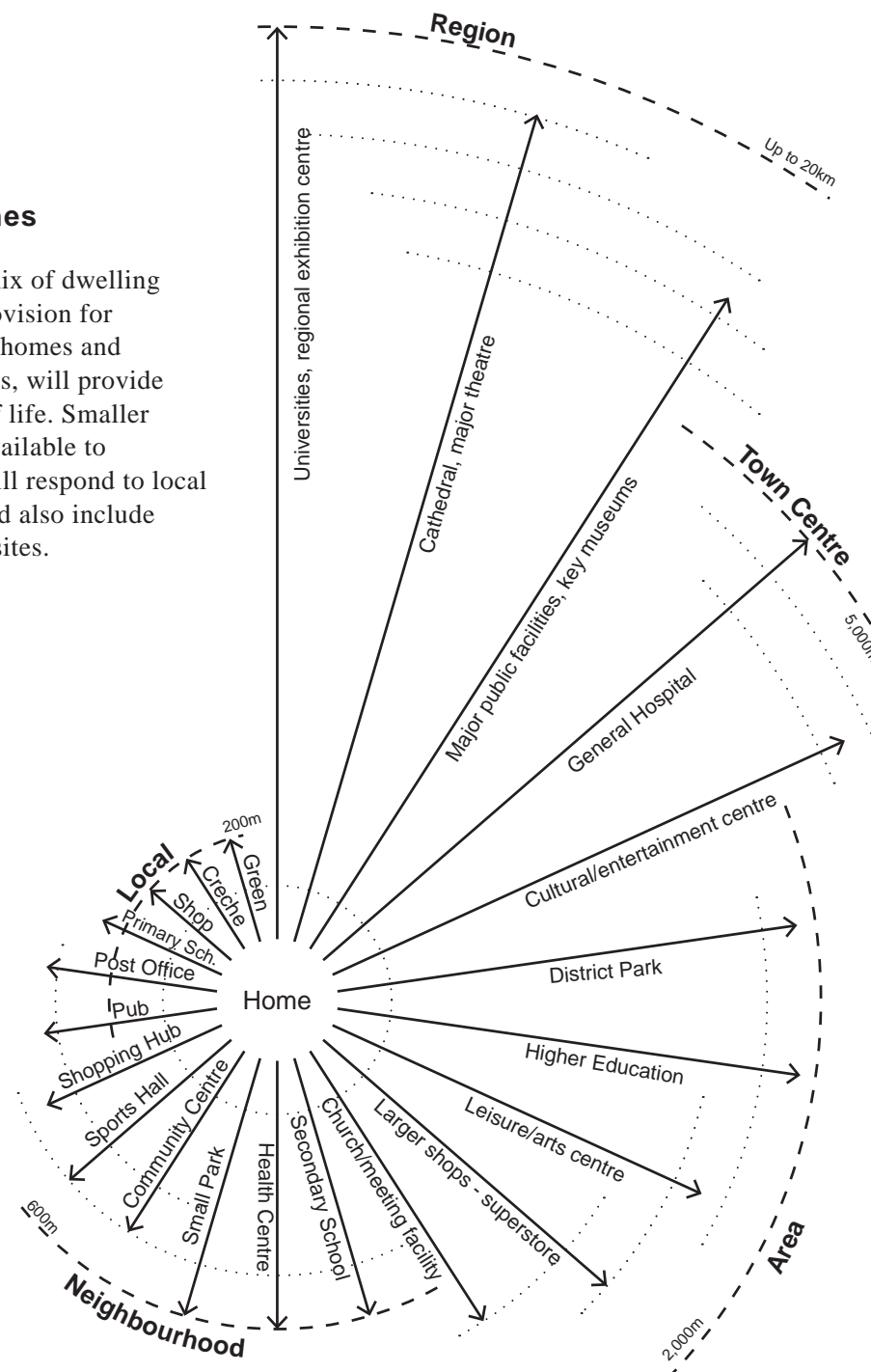


Fig 8: Scales of services in Hemel Garden Communities



The masterplan for Hemel Garden Communities will identify a location and target for self and/or custom build dwelling plots for each phase, subject to ongoing review, with serviced land provided. The promoter shall demonstrate the measures being taken and the support given to:

- Individual self-build/custom build housing
- Group and community led housing projects
- Developer led custom build

Affordable housing will comprise a 40% of the overall total of new homes to be provided, and will be subject to ongoing review by the Local Planning Authorities

through the Local Plan process. The masterplan will set out the expectations and requirement for the provision of this affordable housing in a range of tenures, products and types.

Of critical importance will be the creation of a Community Management Organisation which will:

- ensure long term stewardship and management of community assets
- help establish community cohesion in the new development areas
- seek to integrate new and existing residents of Hemel Hempstead
- establish community led housing and public realm projects
- ensure a long term available funding mechanism to maintain the quality of the Garden Communities
- help foster community participation and ownership in shaping and maintaining great places

Further guidance to be developed:

- South-West Herts SHMA

Principle 5 – Exemplary Design

The Quality Of Places

Covering such a large area, the Garden Communities will vary significantly in their character. This variation will come from a particular response to topography, historic field patterns and to the urban or rural conditions that form the boundary of the new development. Densities will vary significantly reflecting the district and neighbourhood centres and along strategic public transport corridors. These differences will be reflected in coherent groupings of buildings and form the urban structure of the Garden Communities. Street types and building types will vary to create neighbourhoods of distinct character.

Where new development meets existing communities, particularly the neighbourhoods of Grovehill, Woodhall Farm and Leverstock Green, it should enmesh with the adjacent urban fabric through a continuous open street network, creating permeability for walking and cycling, providing mutually beneficial services and boosting the capacity of the existing public transport network. Unique spatial qualities will be created around the large landscape elements: new Country Parks; around permanent green buffers between the development and Redbourn village; where school playing fields form the boundary of developments; and land identified for Suitable Alternative Natural Greenspaces (SANGS) adjacent to the AONB.

Whilst the character will vary, the principles of creating good places will be consistently applied. Streets will be designed so that buildings are outward facing to provide good surveillance and enclose substantial areas of green space that can provide for communal courtyards, good

sized gardens, recreation, wildlife and food growing. Streets will be continuous and avoid dead-ends, encouraging walking and cycling and contributing to the civic quality of the spaces between buildings.

The Quality Of Buildings

Building orientation and form will create high quality internal and external space, providing good levels of daylighting into living spaces, and will be dual aspect in most instances. Buildings will be designed with adaptability in mind meeting Building for Life standards. Every new home will be designed to guarantee increased air-tightness, super-efficient insulation and the best possible use of natural ventilation. Together, these measures will ensure the health and wellbeing of residents, particularly as the climate changes in the future

Flexibility of buildings is essential to creating a lasting, vibrant community. Intelligent design will allow people to stay in their homes as their circumstances change and support the flexible working patterns and studying that will reduce commuting and ensure the Garden Communities are occupied during the day. At the planning application stage designers will be expected to indicate on submitted plans how dwelling types facilitate flexible use, such as alternative furniture arrangements and adequate space to accommodate working from home.

With sustainability as a core value to the Enviro-tech Enterprise Zone, design and delivery of all commercial areas will be to the highest possible level of sustainability, across all buildings, infrastructure

and public realm. Working with EZ partners such as the BRE, exemplar buildings showcasing new approaches to building construction and maintenance will be encouraged to set the benchmark for the Garden Communities as a whole.

Maintaining Design Quality

Given the scale of new development, a consistent approach to achieving design quality will be maintained through policy and design review. An Urban Extension Design Guidance SPD is being produced to set the standard for new development. It will form the basis for multiple design codes developed for successive phases of development to ensure variation in the architecture and landscaping across the site, to reflect changing economic, social and environmental conditions, and to take advantage of technological advances.

Alongside the council's in-house design expertise Expert Design Review and Community Design Review will ensure proposals are scrutinised throughout the design process, and the novation of architects through architect retention clauses will be encouraged.

Resource Efficiency

A development on this scale presents opportunities to shorten the circular economies of the use, recovery and reuse of building materials, heat, energy and food at a large scale. The masterplan for the Garden Communities and each successive phase will achieve BREEAM Communities Excellent and Outstanding where possible, creating a place that is good for the environment, its residents and to become a desirable place to live and work.

The authorities will champion the use of design that incorporates energy generation and design. Applicants will be required to demonstrate adaptability for future innovations in energy generation and conservation. Smart apps relating to energy use and waste management and making use of fiber optic broadband will be encouraged.

The occupancy patterns associated with the mix of uses within the Garden Communities presents opportunities for combined heat and power at the neighbourhood scale, and is identified as a District Heating Opportunity Area. The feasibility of a comprehensive heat network will be fully explored at the earliest opportunity through heat mapping, energy masterplanning and techno-economic feasibility work. The outcomes of this work will provide the critical parameters for delivering viable heat networks across the site, such as density and urban form. It is also necessary to ensure all new infrastructure is designed and of a specification that considers future capacity to conserve and re-use heat within the development.

There is also a unique opportunity for larger decentralised energy schemes to come forward in the Enterprise Zone which will be key to delivering zero carbon emissions from energy used in buildings across the site. Applicants will be required to demonstrate measures that are consistent with national targets related to climate change mitigation and adaptation in a Sustainability Statement. A target for on-site renewable energy production will be set through an Energy Strategy.

Multi utility service accessible corridors will be used



where possible increase efficiency and reduce costs. Consideration will be given to the use of multi-utility service companies (MUSCOs) to manage and co-ordinate energy and other infrastructure services for the benefit of the community.

New facilities for commercial and domestic waste will utilise that the most advanced technologies encourage recycling to become culturally engrained as the Garden Communities develop, and allowing organic waste to be treated and re-used within the Garden Communities.

An integrated approach to water management will be adopted, underpinned by the principles of reducing demand through water efficiency in homes, community buildings, work places and landscape. Rainwater harvesting will be incorporated into the design of all residential properties and the masterplan as a whole to reduce waste of this precious resource. Surface water storage and attenuation, bio-filtration cleaning and reuse

will be delivered as well as exploring the potential for grey water (non-potable) networks. This on-site water strategy will be integrated with the green infrastructure network.

Further guidance to be developed:

- Urban Extension Design Guide
- Design Codes
- Landscape and Visual Impact Assessment
- Habitats Regulations Assessment
- Energy Strategy
- Flood Risk Assessment
- Heat Network Feasibility Study



Principle 6 - Strong Corporate and Political Public Leadership

Strong Corporate and Political Leadership and Vision

The project will be led by the two local councils, in close partnership with Hertfordshire Local Enterprise Partnership Hertfordshire County Council, the Hertfordshire Enviro-Tech Enterprise Zone board plus Landowners. Dacorum Borough Council and St Albans City and District Council are also jointly producing the South West Herts Joint Strategic Plan with neighbouring LPAs, ensuring the development is consistent with the wider strategic objectives of the region. Strong, transparent political support will drive the project forward over several local plan periods and political cycles.

The delivery of this ambitious vision of the Garden Communities and wider transformation of the town will require a positive and active approach by both the public and private sectors. The brief for the Hemel Garden Communities masterplan will be agreed upon by the Stakeholder Steering Group and Hemel Garden Communities Board, and subsequently a masterplan will be produced by consultants appointed by the Crown Estate.

Alongside this, a Transformational Plan for Hemel Hempstead will be commissioned by the Hemel Garden Communities Board to ensure the masterplan has a broad social, economic and environmental impact across the town and surrounding areas.

Robust and clear governance arrangements will be put in place to lead and steer the delivery of the Hemel Garden Communities and its ongoing management to

ensure the quality of the environment is maintained. A board will be formed from Council Members from DBC and SADC to provide a single decision making body that can progress the project in a coherent manner. This board will engage directly with Landowners through a Stakeholder Steering Group to ensure that the scale of development and supporting infrastructure is central to the formulation of proposals for the site.

Taking The Long Term View

The councils and the principal landowner (The Crown Estate) will take a long term strategic view of development to ensure that the vision and ambitions for the Garden Communities are delivered. This will require forward thinking and planning, and not being limited to the current plan-making timescales, but looking to the longer term.

A Commitment To High Quality Place And Infrastructure

The Garden Communities will place the Councils' commitment to high quality place-making, masterplanning and timely infrastructure delivery at the heart of the development, and a central tenet of all governance and delivery mechanisms created to bring forward the new communities. Where standards relating to the provision of infrastructure differ between SADC and DBC, a locally specific standard will be set.

Design Review will be employed across all stages of design to implementation to ensure the highest level of design scrutiny.

Further guidance to be developed:

- Hemel Garden Communities Masterplan
- Transformational Plan

Hemel Garden Communities Board

To oversee the delivery of Hemel Garden Communities

Membership:

- DBC - Chief Officer and Lead Councillor
- SADC - Chief Officer and Lead Councillor
- HCC - Chief Officer and Lead Councillor
- Senior representative from health and wellbeing sector
- Senior representative from business community
- Senior representative from skills and education sector
- Senior representative from sustainability sector

Stakeholder Steering Group

To advise and steer the Hemel Garden Communities project

Membership:

- Council officers from SADC, DBC and HCC
- Crown Estate Homes England and other landowners
- Statutory consultees
- Community representatives
- Consultants and technical advisors
- LEP
- Hertfordshire Enterprize Zone

Medium - Long Term Governance

Hemel Economic Development Board

To support the expansion of Maylands Business Park and development of existing businesses

Membership:

- Maylands Partnership
- Enterprize Zone Board
- Place Ambassadors
- BRE
- LEP

Hemel Garden Communities Housing and Infrastructure Delivery Board

To manage housing and infrastructure delivery

Membership:

- Local Authorities
- Hertfordshire County Council
- Statutory consultees
- Developers
- Landowners
- LEP

Hemel Garden Communities Community Engagement Forum

To facilitate community engagement

Membership:

- Community Engagement Officer
- Community members
- Ward Councillors
- Community Design Review Panel
- Community Stakeholders
- Residents

Principle 7 - Empowering Communities

Engaging The Community Throughout

The Garden Communities will be developed from a locally-led vision, and ongoing and meaningful public and stakeholder participation through the Local Plan process and beyond. Extensive public consultation has already been established, next steps in this process will seek views on an appropriate governance structure for the Garden Communities. This will set in place the channels through which stakeholders and communities can feel directly involved in the shaping of the development.

Community engagement will form a key part of developing a masterplan for each phase of the Garden Communities and individual planning applications, utilising the extensive knowledge and views of the existing and new communities to help shape and refine proposals. Exhibitions and other forms of community engagement events will be held locally as the plans for the Garden Communities are progressed. The full range of infrastructure required to deliver the Garden Communities will be identified at the start of the project.

Reflecting the transformational potential for the town as a whole, existing communities will be given the opportunity to define how they want to engage with the design, development and management of the Garden Communities.



Community Design Review Panel

A design review panel will be formed from members of the wider community to ensure the community has the potential to affect the design and implementation of the project in a substantial way. Once the panel is formed the members will benefit from training to ensure that they can engage fully with the design process, understand the constraints and ambition of the project and be able to have an influence on the type of place the Garden Communities will become.

The role of this panel within the wider scrutiny proposals are given through the planning application process is to:

- bring a strong understanding of Hemel Hempstead and surrounding areas, the way it works, its history and its inhabitants and businesses
- provide positive advice from a community perspective on proposals for development and change
- advise on the needs of existing and new residential and business communities

New Forms of Engagement

A strategy will be developed to ensure the spectrum of consultees is appropriate to the wide ranging and long term nature of the Garden Communities development. This will include the further development of online consultation to ensure that communities are kept up to date at all times. The online consultation will be utilised in two stages, firstly to receive feedback on the current issues and valued qualities of the area, and secondly to receive specific feedback on the emerging masterplan and as the application is prepared.

Further guidance to be developed:

- Public Consultation Strategy and Governance
- Community Design Review Panel Structure
- Communication Strategy



Principle 8 - Innovative Approaches To Delivery

Working With Other Agencies And Partners

Innovative approaches to delivering services will be explored through extensive engagement with other agencies to ensure that social infrastructure is secured in an efficient, timely and cost effective manner. To this end, robust viability appraisals will be produced and agreed upon between landowners, developers and Local Authorities at the outset and at each subsequent phase to ensure clarity and the timely delivery of homes and infrastructure. The Hemel Garden Communities Housing and Infrastructure Delivery Board will coordinate the development.

An Innovative Approach To Delivery

A funding arrangement will be established that reflects a partnership approach between the public and private sectors ensuring that a fair proportion of the uplift in land value that would be created by a grant of planning permission for Hemel Garden Communities will be captured to create:

- Early investment in the full range of key infrastructure.
- A sustainable strategy for the long term stewardship and management of the town.
- Investment in local assets that can provide a sustainable funding stream for the community facilities and those areas of the public realm that will be managed, in the future by a Community Management Organisation.
- An investment in sustainable development.



- Spaces and facilities designed with long term management and maintenance in mind.

Alongside the private sector, the public sector will directly invest in the funding and delivery process, helping to facilitate the timely and coordinated provision of infrastructure and services, and achieve the level of development ambition set out in this Charter.

The active involvement of the public sector in supporting the delivery of the Garden Communities will be rewarded not just by the creation of great places for the residents of Hemel Garden Communities to live and work in, but also by requiring a greater share of the increase in land value created through the allocation of the site to be reinvested in infrastructural improvements, placemaking and ongoing maintenance set out in this charter and the SADC and DBC Local Plans.

Local Delivery Vehicles

Where it is necessary, the Local Authorities will directly invest in the funding and delivery process including through the use of Compulsory Purchase Orders. In these cases, one or more Local Delivery Vehicles (LDV) will be established as the body responsible for delivering development through Joint Venture Companies. This will ensure democratic accountability and funding in perpetuity to manage and maintain the Garden Communities.

Phasing The Delivery Of Homes and Jobs

Over the next 20 to 35 years, the LPAs and their partners will provide new homes and jobs at a pace that fits the requirements of the wider area throughout the

main build out period of Hemel Garden Communities. A phased programme strategy will be developed to maximise the amount of development and opportunities for smaller sites to come forward. The scale and distribution of the new communities combined with innovative delivery mechanisms provide the opportunity to create variation in the types and tenures of new homes and diversity in who provides them.

Early phases of development will include:

- Key infrastructure, such as new primary and secondary schools and not disadvantage early residents or place existing pressure on existing local facilities, this will include the provision of new community facilities.
- A Multi-Mode Transport Interchange in East Hemel Hempstead and bus priority route to the town centre and rail station
- A new link road from M1 Junction 8 to Green Lane/ Boundary Way
- Utilisation of off-site manufacturing including off-site construction/modular housing facility as set out in the SADC Draft Local Plan, supporting the addition of an off-site manufacturing facility within Maylands and accelerating the delivery of homes.
- A new link road to the north of Hemel Hempstead, improved junction on the M1 and improvements of Breakspear Roundabout.

- Advanced landscaping, planting and habitat creation for later phases, particularly for prominent locations visible from Chilterns AONB and to reduce noise from the motorway.

Economies Of Scale

A number of section 106 legal agreements will be negotiated with the developer as an integral part of a planning permission to ensure investment in key infrastructure is made at appropriate stages of the construction of the Garden Communities.

Shared Benefits

Existing nearby communities will have the potential to access and benefit from the new community facilities provided. Where it is appropriate or necessary for existing services to be shared with new local communities these are likely to be enhanced, however this will be decided after detailed local consultation and made clear as part of the planning process.

Further guidance to be developed:

- Infrastructure Delivery Plan

Principle 9 - Active Local Stewardship

Community Assets

The Garden Communities will be developed over many years, but from the outset will be planned to create the conditions needed to place people, community, identity and belonging at the heart of successful and healthy place making. The long term maintenance of appropriate infrastructure is also critical for high quality place making.

The development of community assets such as parks, allotments, community centres, other forms of communal space, schools, local centres and opportunities for formal and passive recreation will form guiding principles of the development.

Provision For Long Term Stewardship and Social Sustainability

A Community Management Organisation, which would include a Community Land Trust will be set up and funded to maintain and develop community assets over the long term with a network of volunteers. It must be a viable business model that ensures Hemel Garden Communities has an empowered, self-reliant community that can manage its own key assets. These assets could include properties, open spaces or renewable energy infrastructure.

The Organisation must be capable of generating a sustainable income from some of its assets so as to balance its budget and support a thriving local community. The CMO model would also expect a small annual service charge to be levied on each household and each commercial occupier. This spreads the funding

base and incentivises residents and employers to be involved in the CMO so they can see how their money is spent. Its remit might include:

- Provision and maintenance of parks and other open space.
- Maintain and develop a property portfolio of community assets.
- Generate revenue streams from community assets.
- Reinvest income for the benefit of the community.
- Advance public education, especially environmental awareness.
- Promote health and well-being.
- Provide facilities for leisure and recreation.
- Organise community based events.





Transformational

Plan

Transforming the Town

The purpose of the Transformational Plan is to articulate a common vision for Hemel Hempstead and its surroundings, and in particular define the ways in which large scale urban development in the town will have a wider transformative impact.

Large scale development and regeneration presents the opportunity to bring significant improvements to social, economic and ecological conditions in and around Hemel Hempstead. Specifically, the Transformational Plan will deliver:

- A step change in use of public transport and relief to traffic congestion in the town and surrounding area
- A more integrated and accessible network of green spaces that deliver ecosystem services
- A connected network of high quality public realm
- A town resilient to a changing climate and the need for energy and resource efficiency
- Thriving commercial activity across the town, attracting investment from businesses, particularly from the Enviro-tech sectors
- Enable healthy lifestyles and develop a workforce with the right skills including and emphasis on quality jobs

The projects that will deliver these transformations build upon the particular opportunities that Hemel Hempstead presents. Whilst the regeneration will inevitably be shaped by changing conditions beyond the extent of DBC and SADC, how the town responds will be shaped by its specific constraints and opportunities.

Local Context

The Transformational Plan builds upon the economic assets within the town and its region.

In particular this focusses on ensuring local specialisms align to the national industrial objectives. It also takes account of the urban context and potential for new development. Opportunities for transformation are presented by the access to infrastructure the town already benefits from, and the scope to upgrade this infrastructure. These development opportunities must not only balance, but also enhance the relationship between development and the natural environment.

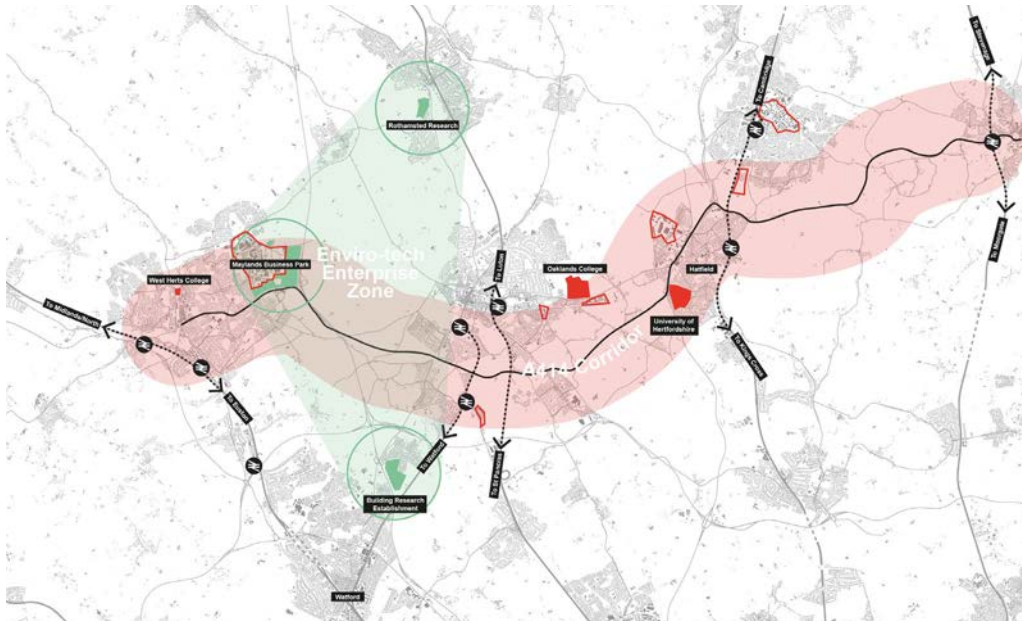
The guiding principles for the transformation of the town are set out on the following pages. Each principle defines a high level objective, which will be achieved through the individual projects set out in the Transformational Plan.

The Transformational Plan will be developed alongside the Hemel Garden Communities Masterplan, ensuring existing and emerging plans and strategies are aligned to the masterplan and the overall objectives for the town as a whole. It will also ensure a consistent approach across local authority boundaries including, but not limited to:

- Strategic Infrastructure Delivery Plan
- Green Infrastructure Plan
- Sustainable Transport Plan
- Employment Study
- Retail Study
- Leisure Study

Links Between Business And Education

Access to strategic infrastructure and connections to major centres of employment and training should be maximised in order to exploit the assets of the wider region.



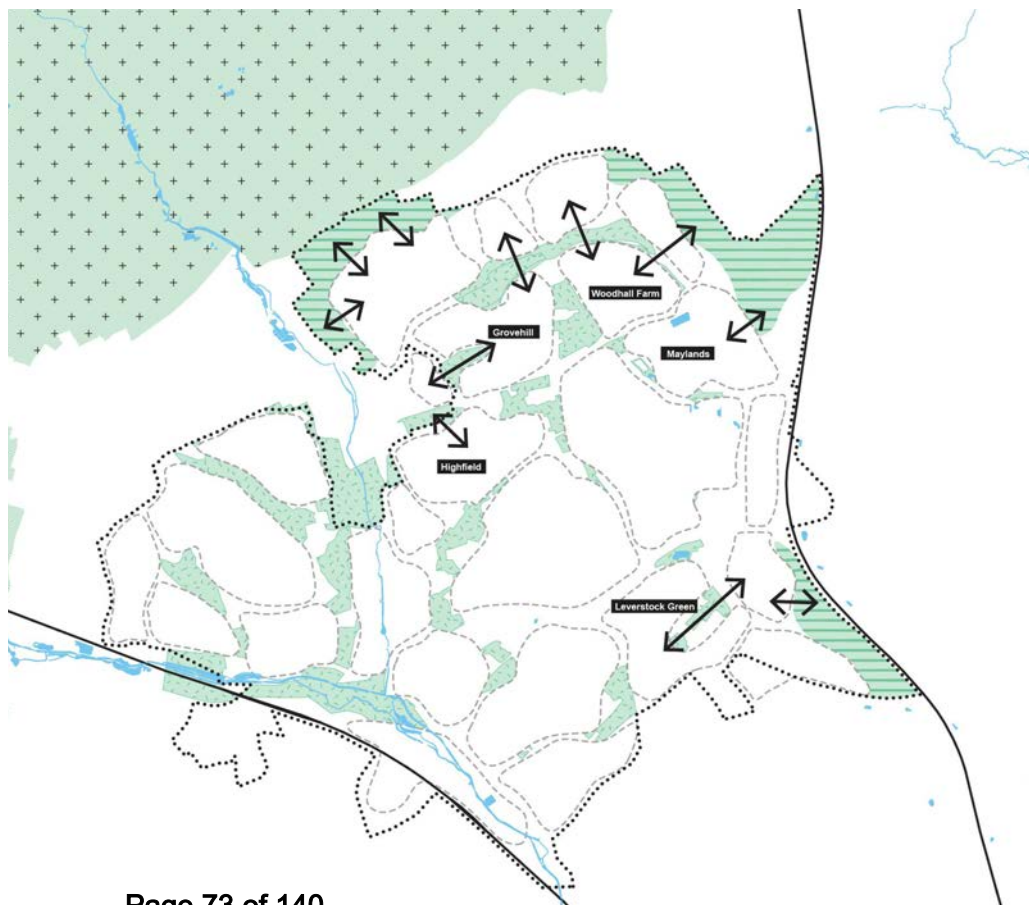
Create Communities

The topography of areas of new development are an opportunity to create places with distinctive character. In addition to spatial variety, new community facilities and social infrastructure should create new, socially mixed communities.



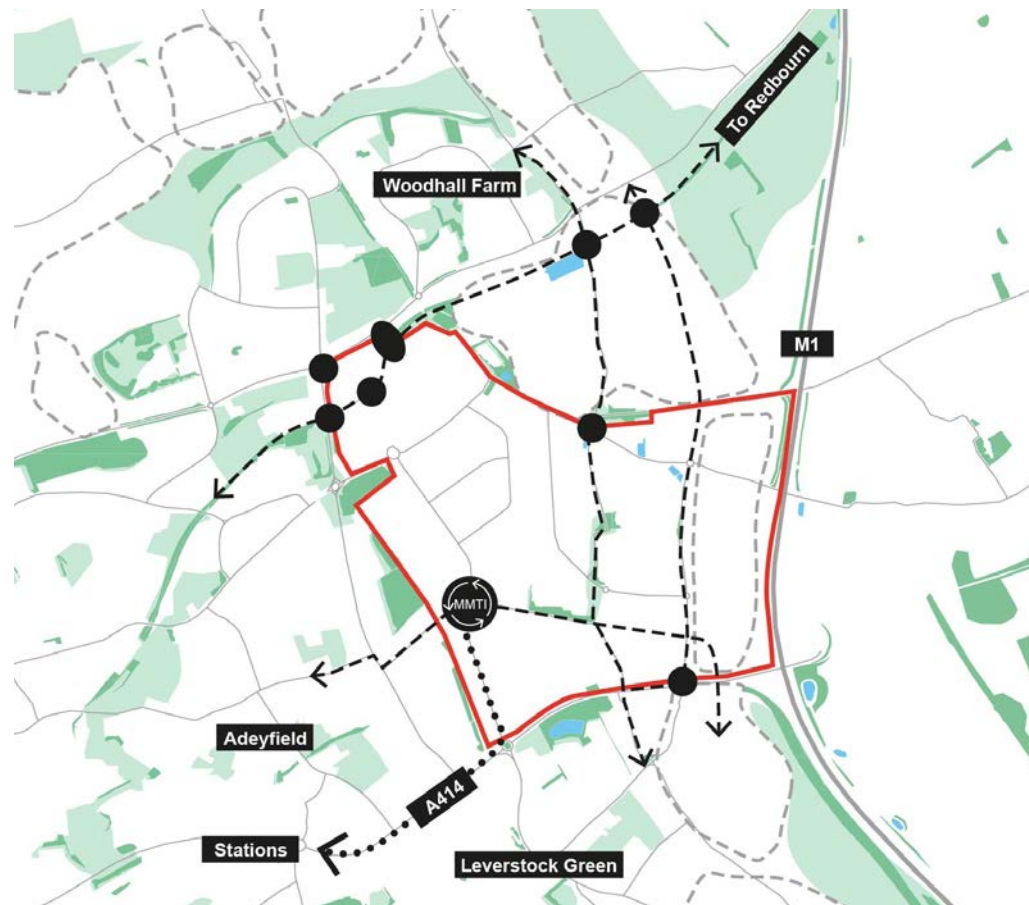
Green Spaces That Encourage Use

Existing and new green spaces should be programmed to ensure that they attract users and become spaces that bring Hemel Hempstead's communities together. They are also a unique opportunity to encourage use of the countryside surrounding Hemel Hempstead.



Modernise Maylands

The large employment area is an opportunity to guarantee growth is balanced. Ensuring that Maylands continues to provide quality jobs requires interventions to attract new Enviro-tech business, improve connectivity and remove the congestion that stifles its current operation.



Conclusion

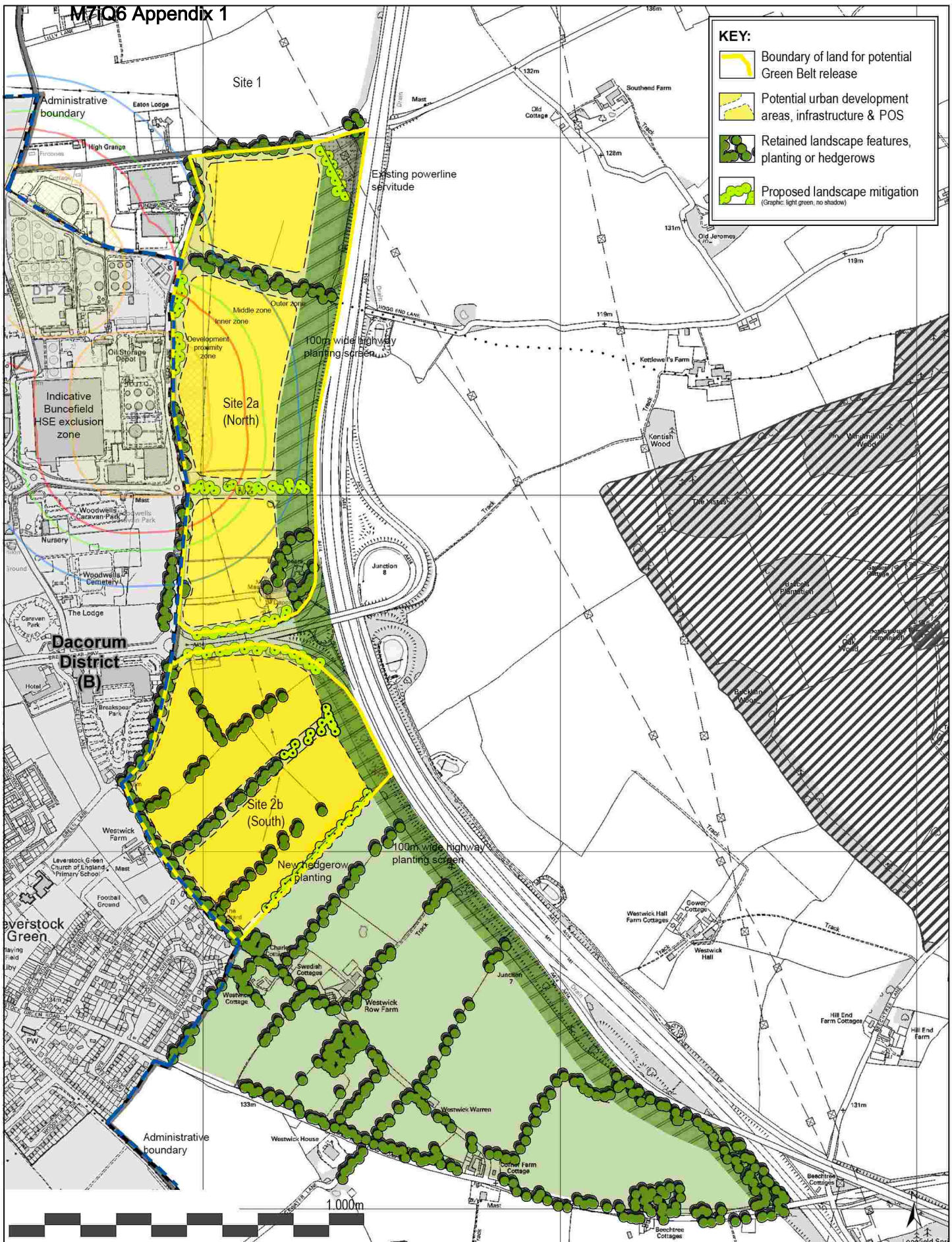
The creation of the Hemel Garden Communities provides the opportunity to provide a significant number of new homes, jobs and community infrastructure whilst also using the development momentum to act as a catalyst to achieve the transformation of Hemel Hempstead as a whole.

The Garden Communities will be led by the nine development principles contained in this Charter. These will guide both development plan policies in Dacorum and St Albans and the determination of planning applications. These Local Plan policies and South West Herts Strategic Plan policies read in conjunction with this Charter, will set out the essential requirements to create high quality Garden Communities with a distinct sense of place.

Critical to the success of the Garden Communities is the long term holistic planning for infrastructure and management of community assets, open spaces and the public realm. This will be ensured by the creation of a financially self supporting Community Management Organisation which will evolve into a community run body.

It is not often that new development is of a scale where it can bring with it a package of benefits which can deliver material gains to a town as a whole. However, the Hemel Garden Communities offers a once in a generation opportunity to also have a transformational impact on Hemel Hempstead and surrounding area.





**Sites and boundary study
for St Albans City and
District Council**

PROJECT: JE30761
DATE: Nov 2013
SCALE: Indicative

STAGE 2
Rev. Jan 14/005

**FIGURE 4.3 Indicative layout
Site 2a and 2b East of Hemel Hempstead (south)**

HSE'S LAND USE PLANNING METHODOLOGY

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Introduction

1. The Health and Safety Executive (HSE) is a statutory consultee on certain developments in the vicinity of major hazard sites and major accident hazard pipelines. HSE's land use planning (LUP) advice is based on the methodology set out in this document, and in the majority of cases HSE's advice is provided through HSE's Planning Advice Web App.

Background to HSE's involvement in land use planning

2. Major accidents at sites storing hazardous substances are rare, but when they do happen the effects on people living nearby can be devastating. This became apparent following the Flixborough incident in the UK in 1974, more recently at Buncefield in 2005 and across Europe for example at Enschede in The Netherlands in 2000. HSE first offered advice to Planning Authorities (PA) in 1972 and this was introduced across the EU by the 1996 Seveso II Directive, which was replaced in 2012 by the Seveso III Directive (See Annex 1). The simple aim is to manage population growth close to such sites to mitigate the consequences of a major accident.

3. HSE sets a consultation distance (CD) around major hazard sites and major accident hazard pipelines after assessing the risks and likely effects of major accidents at the major hazard. Major hazards comprise a wide range of chemical process sites, fuel and chemical storage sites, and pipelines. The CDs are based on available scientific knowledge using hazard /risk assessment models updated as new knowledge comes to light. Major accidents are also closely studied. The PA is notified of this CD and has a statutory duty to consult HSE on certain proposed developments within it (see Annex 2), and this should be done through HSE's Planning Advice Web App. HSE's response will be that HSE either 'advises against' or 'does not advise against' the granting of planning permission on safety grounds that arise from the possible consequences of a major accident at the major hazard. The PA must take this advice into account when they make a decision on the planning application.

4. PAs have consulted HSE for many years on planning applications and proposed developments within the CD of major hazards. In 2006/2007, HSE provided PAs with direct on-line access to a software decision support tool known as PADHI+ (Planning Advice for Developments near Hazardous Installations), based on HSE's methodology, for them to use to consult HSE for advice on the majority of planning applications rather than having to contact HSE directly.

5. In 2015, PADHI+ was replaced by the HSE Planning Advice Web App, which PAs should now use to consult HSE for advice. The Web App is also available to developers to use to identify if a proposed development site lies within the CD of a major hazard; if it does, they can also use the Web App to obtain HSE's pre-application advice on their proposal, although there is a charge for that particular service.

6. For more background information see Annex 1 – HSE's land use planning advice provision.

The principles behind HSE's land use planning methodology

7. HSE's land use planning methodology is based on the following principles:

- The risk considered is the residual risk which remains after all reasonably practicable preventative measures have been taken to ensure compliance with the requirements of the Health and Safety at Work etc. Act 1974 and its relevant statutory provisions.
- Where it is beneficial to do so, advice takes account of risk as well as hazard, that is the likelihood of an accident as well as its consequences.
- Account is taken of the size and nature of the proposed development, the inherent vulnerability of the exposed population and the ease of evacuation or other emergency procedures for the type of development proposed. Some categories of development (e.g. schools and hospitals) are regarded as more sensitive than others (e.g. light industrial) and advice is weighted accordingly.
- Consideration of the risk of serious injury, including that of fatality, attaching weight to the risk where a proposed development might result in a large number of casualties in the event of an accident.

HSE's Planning Advice Web App

8. The HSE Planning Advice Web App is the name given to the software used to provide HSE's LUP advice to PAs on proposed developments near major hazard sites and major accident hazard pipelines. It replaced PADHI+ in 2015, and uses the methodology which HSE has used since 2002, which codified the principles used by HSE in providing LUP advice since the 1970s.

9. HSE's Planning Advice Web App can also be used by PAs and developers to obtain HSE's advice on a pre-planning enquiry (PPE) provided sufficient information is available. Developers will be charged for that service. Any decision on a PPE will be conditional on the assessment of the formal planning application which will be made using the information that is appropriate and relevant when HSE is consulted by the PA.

10. Very exceptionally there may be cases of development where the use of HSE's Planning Advice Web App alone is inappropriate and HSE will take account of wider factors so that the usual criteria can be usefully complemented.

11. There are some types of development on which HSE's Planning Advice Web App is currently unable to provide advice. When such cases are identified during a consultation, the PA or developer will be advised to contact HSE directly for advice. These include:

- developments which involve more than 5 separate development types
- mixed-use developments where two or more development types share the same footprint at different levels
- developments which involve a small extension to an existing facility
- developments on a major hazard site which are under the control of the operator of the major hazard site.

What HSE's methodology does not deal with

12. There are a number of aspects of HSE's land use planning and major hazards work that HSE's methodology and HSE's Planning Advice Web App does not deal with.

Incremental development around major hazard sites and major accident hazard pipelines

13. Where HSE has previously advised against a development (particularly where there is a history of incremental development), or where there has already been a Planning Inquiry into a development, the HSE Planning Advice Web App cannot take account of such matters and it is expected that PAs will take this additional information into account when deciding whether or not to grant planning permission.

14. Para 069 of Planning Practice Guidance 'Hazardous Substances – handling development proposals around hazardous installations' advises planning authorities to be alert to encroachment of development in consultation zones, including where larger developments are divided between smaller applications to fall below consultation thresholds. Planning authorities are advised to consult HSE in such cases.

Developments within the Development Proximity Zone (DPZ) of large-scale petrol storage sites

15. Following the Buncefield incident in 2005, HSE reviewed the CDs of all sites which met the criteria for large-scale petrol storage sites, and an additional zone – a Development Proximity Zone (DPZ) was introduced 150 metres from the boundary of the relevant storage tank bunds. HSE's approach to providing land use planning advice on developments in the vicinity of such sites can be found in SPC/Tech/Gen/49 – 'Land use planning advice around large-scale petrol storage sites'. HSE's Planning Advice Web App cannot be used to determine HSE's advice on developments within the DPZ, and PAs must refer any planning applications or pre-planning enquiries which involve such a development to HSE.

Applications for Hazardous Substances Consent

16. These require the specialist skills and knowledge of HSE risk assessors to determine the potential risks and consequences from the hazardous substances in the Consent application. HSE will advise the Hazardous Substances Authority if they should grant consent and will also set a CD, usually comprising three consultation zones (inner, middle and outer – see Annex 3 for LUP purposes for these sites).

Notification of Major Accident Hazard Pipelines by pipeline operators

17. These require the specialist skills and knowledge of HSE Pipelines Inspectors to determine if the potential consequences of the pipelines being approved are acceptable. HSE will then determine the sizes of the 3 zones to be used for LUP purposes basing their assessment on the pipeline details notified to HSE by the pipeline operator.

Applications for Licensed Explosive Sites

18. These require the specialist skills and knowledge of HSE's Explosives Inspectors to determine if the potential consequences of the explosives site being approved are acceptable. They will also determine the safeguarding zones and then advise on any planning consultations within those zones.

Consultations on applications for developments in the vicinity of Licensed Explosives sites or Licensed Nuclear Installations

19. PAs should forward such consultations to HSE's Explosives Inspectorate or the Office for Nuclear Regulation (ONR) as appropriate.

Developments near Major Accident Hazard Pipelines where the pipelines have sections with additional protection measures

20. HSE's Planning Advice Web App uses the 3 consultation zones set by HSE which are based on the details given in the pipeline notification. This covers the whole length of the pipeline and the Web App is unable to accommodate any isolated local variations. If HSE advises against the granting of planning permission due to the proximity of a proposed development to a pipeline, then the option is given to check with the pipeline operator to see if the pipeline has additional protection (e.g. thicker walled pipe) near the proposed development. If so, then HSE's risk assessors are willing to reconsider the case using the details of the pipeline specification relevant to the pipeline near the development. HSE will charge for this service if it is provided as part of the pre-application advice process.

Retrospective advice on developments when a decision has been made by the planning authority

21. HSE does not give retrospective advice on planning applications where a decision has already been made by the planning authority. However, this does not remove the responsibility on the planning authority to take account of public safety in their planning decisions, which in some cases is required by European Directive. Where a decision should have been made with the benefit of HSE's advice, but was not, then it is for the planning authority to consider whether to take any remedial action, which could include revocation of any permission granted.

When to consult HSE

22. HSE should be consulted on any developments which lie within the CD of a major hazard site or a major accident hazard pipeline and which meet the criteria (see Annex 2 for details) set out in:

- the Town and Country Planning (Development Management Procedure) (England) Order 2015,
- the Town and Country Planning (Development Management Procedure) (Wales) Order 2012 and
- the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013.

How HSE's advice is determined

23. HSE's advice is usually determined by a combination of:

- the consultation zone in which the development is located, of the 3 zones that make up the CD set by HSE around the major hazard (see paragraph 26 and Figures 1 and 2); and
- the 'Sensitivity Level' of the proposed development which is derived from HSE's categorisation system of "Development Types" (see paragraphs 34-38).

24. Additionally there are situations where 'rules' may be applied when dealing with the more complex cases in which any of the following apply:

- the development is located in more than one zone
- more than one major hazard is involved
- the proposal involves more than one Development Type (using HSE's categorisation method)
- the development involves a small extension to an existing facility.

25. A decision matrix (see paragraph 39), using the combination of the consultation zone and sensitivity level will determine HSE's response, which will be that HSE either 'Advises Against' or 'Does Not Advise Against' the granting of planning permission for the proposed development.

26. In some cases, a development may involve several different Development Types. In these situations, the combination of consultation zone and Sensitivity Level is considered for each individual Development Type. If any individual Development Type receives an 'Advise Against' response, **then HSE's response for the whole proposal will be 'Advise Against'.**

HSE Consultation distances and consultation zones

27 The consultation zones are normally determined by a detailed assessment of the risks and/or hazards of the installation or pipeline which takes into account the following factors; the quantity of hazardous substances for which the site has hazardous substances consent and details of the storage and/or processing; the hazard ranges and consequences of major accidents involving the toxic and/or flammable and/or other hazardous substances that could be present. The risks and hazards from the major hazard are greatest in the Inner Zone and hence the restrictions on development are strictest within that zone. The CD comprises the land enclosed by all the zones and the installation itself (See Annex 3 for further information).

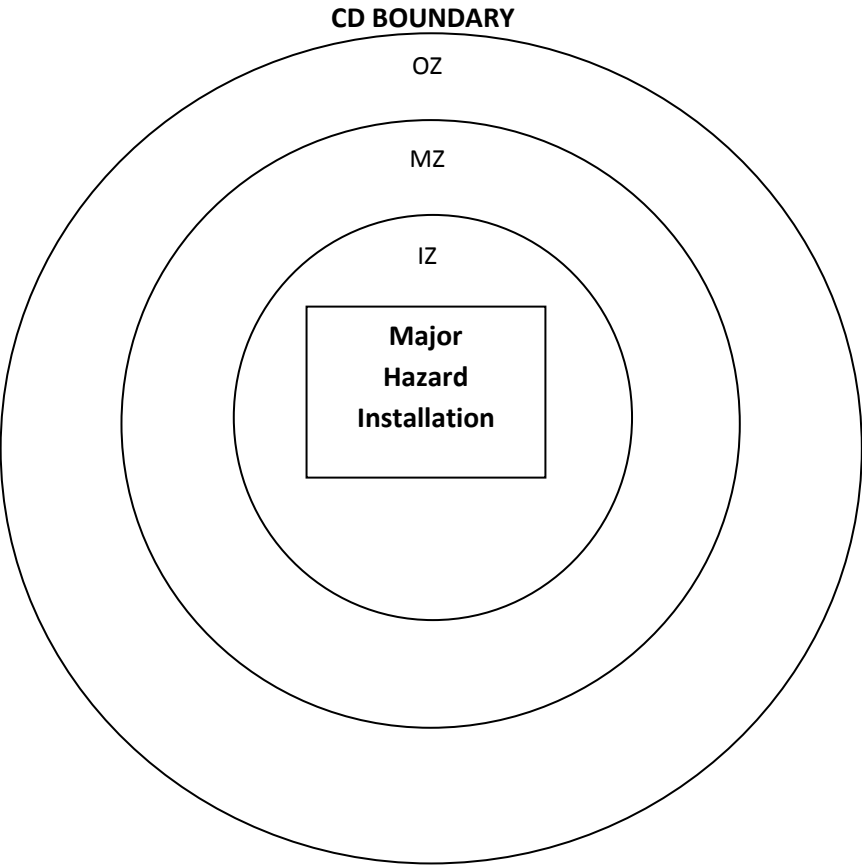


Figure 1 Three zone map

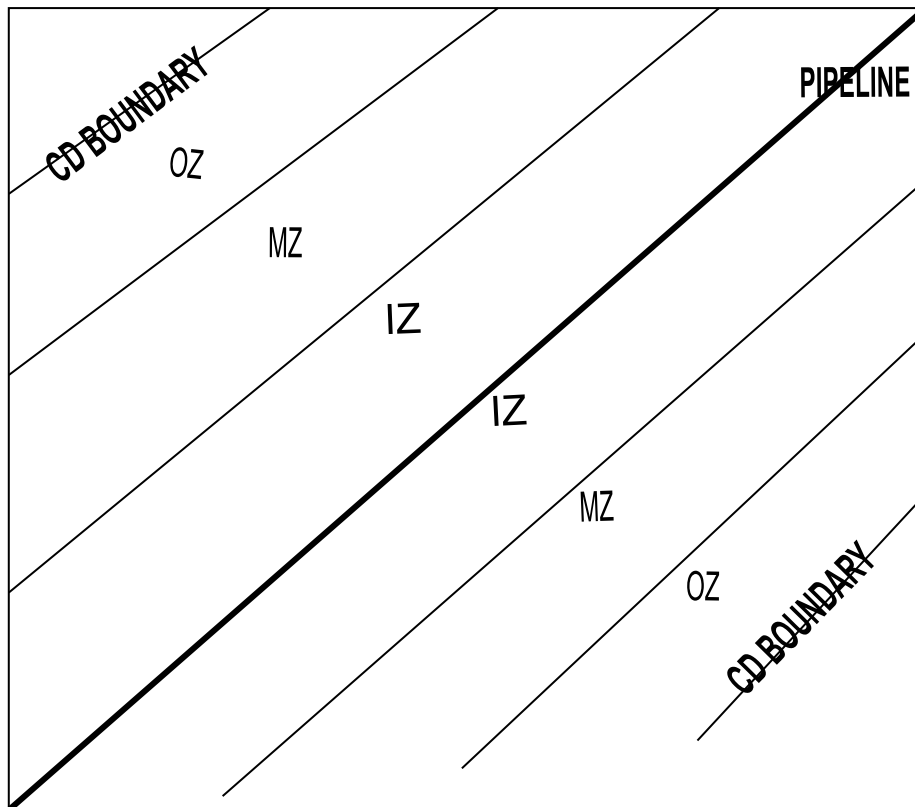


Figure 2 Pipeline zones

Development details

28. The Sensitivity Level of a proposed development will be determined by the Development Type(s) involved and the size and scale of each Development Type (see Tables 1-4).

29. A development proposal may consist of a number of different Development Types and may lie within more than one consultation zone of one or more hazardous installations or pipelines. If a Development Type lies within two or more consultation zones of the CD of a major hazard, including the outer zone and outside the CD, Rule 1 – straddling developments – will be applied to decide the zone in which the whole Development Type is considered to lie when using the decision matrix (see paragraphs 43-45). For a development involving several different Development Types, each combination of consultation zone and Sensitivity Level is considered. If any individual Development Type receives an Advise Against decision **then the overall advice for the whole proposal will be Advise Against.**

30. In certain circumstances where a development is considered to be a small extension to an existing facility, an 'Advise Against' response may be changed to 'Does Not Advise Against'; see Rule 4b (see paragraph 50).

Identifying developments

31. Where a development proposal includes more than one Development Type, all individual Development Types are identified and considered separately. All facilities that involve the same Development Type, but which are physically separated from each other, are aggregated together to determine the Sensitivity Level for that Development Type and subsequently to determine the advice. For example, a development may involve several individual buildings, each of which falls into the category of 'indoor use by the public' such as shops, a cinema and a library; these are all aggregated when determining the sensitivity level of that Development Type. However, any facilities that lie entirely outside the CD are discounted when determining the Sensitivity Level.

32. Developments with a sensitivity level of SL4 (i.e. Institutional accommodation and education and large outdoor use by public developments) are not aggregated with facilities of the same Development Type with a lower sensitivity level.

Assessing developments

33. HSE's advice is assessed for each individual Development Type, taking account of:

- the sensitivity level of the Development Type
- the zone in which the Development Type lies – after applying Rule 1 – 'Straddling developments' and/or Rule 2 - 'Multiple major hazards' if appropriate.

34. This process is repeated for each different Development Type identified. An 'Advise Against' response for any single Development Type will dominate the HSE's advice for the overall consultation and lead to the whole consultation being advised against.

Decision matrix

35. Having determined which consultation zone a Development Type falls into, after applying the straddling rule if necessary, and the Sensitivity Level of the development, the following matrix is used to decide HSE's advice.

Level of Sensitivity	Development in Inner Zone	Development in Middle Zone	Development in Outer Zone
1	DAA	DAA	DAA
2	AA	DAA	DAA
3	AA	AA	DAA
4	AA	AA	AA

DAA = Don't Advise Against development

AA = Advise Against development

36. If all Development Types in a consultation result in a DAA response, then DAA is the final HSE advice.

37. If any individual Development Type gives an AA response, then the result for the consultation is AA. If a development which HSE has advised against involves an extension to an existing facility, HSE will reconsider this advice and may revise the advice if it involves a small extension – see paragraph 50

Introduction to Sensitivity Levels

38. The Sensitivity Levels are based on a clear rationale in order to allow progressively more severe restrictions to be imposed as the sensitivity of the proposed development increases. There are 4 sensitivity levels:

- Level 1 – Based on normal working population
- Level 2 – Based on the general public – at home and involved in normal activities
- Level 3 – Based on vulnerable members of the public (children, those with mobility difficulties or those unable to recognise physical danger) and
- Level 4 – Large examples of Level 3 and very large outdoor developments.

39. Development Types are used as a direct indicator of the Sensitivity Level of the population at the proposed development. Exceptions are made for some very large or very small developments by assigning them a higher or lower Sensitivity Level than normal for that Development Type.

40. The tables below expand on the four basic Development Types:

- 1 – People at work, Parking
- 2 – Developments for use by the general public
- 3 – Developments for use by vulnerable people
- 4 – Very large and sensitive developments

41. The tables show the Development Types (first column) with examples of each type of development given in column 2 (these are only a guide – they are not exhaustive). Fuller details that are needed to determine the Sensitivity Level of any particular development proposal are given in column 3. As a general principle, the Sensitivity Level is decreased by one for small examples of a particular Development Type and increased for large and very large examples, or where particular features of the development increase the risk to the population. These exceptions are identified in the tables under the EXCLUSIONS for each type of development (and identified as x1, x 2 etc.). The Justification column shows the rationale for the allocation of the Sensitivity Level to each Development Type.

42. All facilities of the same Development Type which are completely and/or partly inside the CD are aggregated in determining the Sensitivity Level. Any facilities that are entirely outside the CD are discounted when determining the Sensitivity Level. For example all housing areas within the CD are aggregated to determine the overall Sensitivity Level of a housing development, but any housing area which lies completely outside the CD is not included. The only exception to the aggregation is Sensitivity Level 4 developments involving outdoor use by the public or institutional accommodation and education – see paragraph 47.

Development Type Tables

Table 1 Development type: People at work, Parking

DT1.1 – Workplaces

DT1.2 – Parking Areas

DEVELOPMENT TYPE	EXAMPLES	DEVELOPMENT DETAIL AND SIZE	JUSTIFICATION
DT1.1 – WORKPLACES	Offices, factories, warehouses, haulage depots, farm buildings, non-retail markets, builder's yards	Workplaces (predominantly non-retail), providing for less than 100 occupants in each building and less than 3 occupied storeys – Level 1	Places where the occupants will be fit and healthy, and could be organised easily for emergency action. Members of the public will not be present or will be present in very small numbers and for a short time
	EXCLUSIONS		
		DT1.1 x1 Workplaces (predominantly non-retail) providing for 100 or more occupants in any building or 3 or more occupied storeys in height – Level 2 (except where the development is at the major hazard site itself, where it remains Level 1)	Substantial increase in numbers at risk with no direct benefit from exposure to the risk

	Sheltered workshops, Remploy	DT1.1 x2 Workplaces (predominantly non-retail) specifically for people with disabilities – Level 3	Those at risk may be especially vulnerable to injury from hazardous events and / or they may not be able to be organised easily for emergency action
DT1.2 – PARKING AREAS	Car parks, truck parks, lock-up garages	Parking areas with no other associated facilities (other than toilets) – Level 1	
	EXCLUSIONS		
	Car parks with picnic areas, or at a retail or leisure development, or serving a park and ride interchange	DT1.2 x1 Where parking areas are associated with other facilities and developments the sensitivity level and the decision will be based on the facility or development	

Table 2 Development type: Developments for use by the general public**DT2.1 – Housing****DT2.2 – Hotel / Hostel / Holiday Accommodation****DT2.3 – Transport Links****DT2.4 – Indoor Use by Public****DT2.5 – Outdoor Use by Public**

DEVELOPMENT TYPE	EXAMPLES	DEVELOPMENT DETAIL AND SIZE	JUSTIFICATION
DT2.1 – HOUSING	Houses, flats, retirement flats / bungalows, residential caravans, mobile homes	Developments up to and including 30 dwelling units and at a density of no more than 40 per hectare – Level 2	Development where people live or are temporarily resident. It may be difficult to organise people in the event of an emergency
	Exclusions		
	Very small developments including infill and backland developments	DT2.1 x1 Developments of 1 or 2 dwelling units – Level 1	Minimal increase in numbers at risk
	Larger housing developments	DT2.1 x2 Larger developments for more than 30 dwelling units – Level 3	Substantial increase in numbers at risk
		DT2.1 x3 Any developments (for more than 2 dwelling units) at a density of more than 40 dwelling units per hectare – Level 3	High-density developments
DT2.2 – HOTEL / HOSTEL / HOLIDAY ACCOMMODATION	Hotels, motels, guest houses, hostels, youth hostels, holiday camps, holiday homes, halls of residence, dormitories, accommodation centres, holiday caravan sites, camping sites	Accommodation up to 100 beds or 33 caravan / tent pitches – Level 2	Development where people are temporarily resident. It may be difficult to organise people in the event of an emergency
	Exclusions		
	Smaller – guest houses, hostels, youth	DT2.2 x1 Accommodation of less	Minimal increase in numbers at risk

	hostels, holiday homes, halls of residence, dormitories, holiday caravan sites, camping sites	than 10 beds or 3 caravan / tent pitches – Level 1	
	Larger – hotels, motels, hostels youth hostels, holiday camps, holiday homes, halls of residence, dormitories, holiday caravan sites, camping sites	DT2.2 x2 Accommodation of more than 100 beds or 33 caravan / tent pitches – Level 3	Substantial increase in numbers at risk
DT2.3 – TRANSPORT LINKS	Motorway, dual carriageway	Major transport links in their own right i.e. not as an integral part of other developments – Level 2	Prime purpose is as a transport link. Potentially large numbers exposed to risk, but exposure of an individual is only for a short period
	Exclusions		
	Estate roads, access roads	DT2.3 x1 Single carriageway roads – Level 1	Minimal numbers present and mostly a small period of time exposed to risk. Associated with other development
	Any railway or tram track	DT2.3 x2 Railways – Level 1	Transient population, small period of time exposed to risk. Periods of time with no population present
DT2.4 – INDOOR USE BY PUBLIC	<p>Food & drink:</p> <p>Restaurants, cafes, drive-through fast food, pubs</p> <p>Retail:</p> <p>Shops, petrol filling station (total floor space based on shop area not forecourt), vehicle dealers (total floor space based on showroom/sales building not outside</p>	Developments for use by the general public where total floor space (of all floors) is from 250 m ² up to 5000 m ² – Level 2	Developments where members of the public will be present (but not resident). Emergency action may be difficult to co-ordinate

	display areas), retail warehouses, super-stores, small shopping centres, markets, financial and professional services to the public		
	<p>Community & adult education:</p> <p>Libraries, art galleries, museums, exhibition halls, day surgeries, health centres, religious buildings, community centres. Adult education, 6th-form college, college of FE</p> <p>Assembly & leisure:</p> <p>Coach/bus/railway stations, ferry terminals, airports. Cinemas, concert/bingo/dance halls. Conference centres Sports/leisure centres, sports halls. Facilities associated with golf courses, flying clubs (eg changing rooms, club house), indoor go-kart tracks</p>		
	Exclusions		
		DT2.4 x1 Development with less than 250 m ² total floor space (of all floors) – Level 1	Minimal increase in numbers at risk

		DT2.4 x2 Development with more than 5000 m ² total floor space (of all floors)– Level 3	Substantial increase in numbers at risk
DT2.5 – OUTDOOR USE BY PUBLIC	Food & Drink: Food festivals, picnic areas Retail: Outdoor markets, car boot sales, funfairs Community & adult education: Open-air theatres and exhibitions Assembly & leisure: Coach/bus/railway stations, park & ride interchange, ferry terminals. Sports stadia, sports fields/pitches, funfairs, theme parks, viewing stands. Marinas, playing fields, children's play areas, BMX/go-kart tracks. Country parks, nature reserves, picnic sites, marquees	Principally an outdoor development for use by the general public i.e. developments where people will predominantly be outdoors and not more than 100 people will gather at the facility at any one time – Level 2	Developments where members of the public will be present (but not resident) either indoors or outdoors. Emergency action may be difficult to co-ordinate
	Exclusions		
	Outdoor markets, car boot sales, funfairs. Picnic area, park & ride interchange, viewing stands, marquees	DT2.5 x1 Predominantly open-air developments likely to attract the general public in numbers greater than 100 people but up to 1000 at any one time – Level 3	Substantial increase in numbers at risk and more vulnerable due to being outside
	Theme parks, funfairs, large sports stadia and events, open-air markets, outdoor concerts, pop festivals	DT2.5 x2 Predominantly open-air developments likely to attract the general public in numbers greater than 1000 people at any one time – Level 4	Very substantial increase in numbers at risk, more vulnerable due to being outside and emergency action may be difficult to co-ordinate

Table 3 Development type: Developments for use by vulnerable people**DT3.1 – Institutional Accommodation and Education****DT3.2 - Prisons**

DEVELOPMENT TYPE	EXAMPLES	DEVELOPMENT DETAIL AND SIZE	JUSTIFICATION
DT3.1 – INSTITUTIONAL ACCOMMODATION AND EDUCATION	Hospitals, convalescent homes, nursing homes. Old people's homes with warden on site or 'on call', sheltered housing. Nurseries, crèches. Schools and academies for children up to school leaving age	Institutional, educational and special accommodation for vulnerable people, or that provides a protective environment – Level 3	Places providing an element of care or protection. Because of age, infirmity or state of health the occupants may be especially vulnerable to injury from hazardous events. Emergency action and evacuation may be very difficult
	EXCLUSIONS		
	Hospitals, convalescent homes, nursing homes, old people's homes, sheltered housing	DT3.1 x1 24-hour care where the total site area on the planning application being developed is larger than 0.25 hectare – Level 4	Substantial increase in numbers of vulnerable people at risk
	Schools, nurseries, crèches	DT3.1 x2 Day care where the total site area on the planning application being developed is larger than 1.4 hectare – Level 4	Substantial increase in numbers of vulnerable people at risk
DT3.2 – PRISONS	Prisons, remand centres	Secure accommodation for those sentenced by court, or awaiting trial etc. – Level 3	Places providing detention. Emergency action and evacuation may be very difficult

Table 4 Development type: Very large and sensitive developments**DT4.1** – Institutional Accommodation**DT4.2** – Very large Outdoor Use by Public

DEVELOPMENT TYPE	EXAMPLES	DEVELOPMENT DETAIL AND SIZE	JUSTIFICATION
[Note: All Level 4 developments are by exception from Level 2 or 3. They are reproduced in this table for convenient reference]			
DT4.1 – INSTITUTIONAL ACCOMMODATION	Hospitals, convalescent homes, nursing homes, old people's homes, sheltered housing, boarding schools	Large developments of institutional and special accommodation for vulnerable people (or that provide a protective environment) where 24-hour care is provided and where the total site area on the planning application being developed is larger than 0.25 hectare – Level 4	Places providing an element of care or protection. Because of age or state of health the occupants may be especially vulnerable to injury from hazardous events. Emergency action and evacuation may be very difficult. The risk to an individual may be small but there is a larger societal concern
	Nurseries, crèches. Schools for children up to school leaving age	Large developments of institutional and special accommodation for vulnerable people (or that provide a protective environment) where day care (not 24-hour care) is provided and where the total site area on the planning application being developed is larger than 1.4 hectare – Level 4	Places providing an element of care or protection. Because of age the occupants may be especially vulnerable to injury from hazardous events. Emergency action and evacuation may be very difficult. The risk to an individual may be small but there is a larger

			societal concern
DT4.2 – VERY LARGE OUTDOOR USE BY PUBLIC	Theme parks, large sports stadia and events, open air markets, outdoor concerts, and pop festivals	Predominantly open air developments where there could be more than 1000 people present at any one time– Level 4	People in the open air may be more exposed to toxic fumes and thermal radiation than if they were in buildings. Large numbers make emergency action and evacuation difficult. The risk to an individual may be small but there is a larger societal concern

Additional rules and how they are applied

43. The following rules have been developed to allow consideration of the more complex planning consultations.

Rule 1 – Straddling developments

44. This rule is applied (Rule 1a, then Rule 1b if applicable) when the site area of a proposed Development Type lies across a zone boundary (e.g. when a development site lies within the inner and middle zones), to decide the zone which will be used in the decision matrix. The CD is considered a zone boundary in this context.

45. **Rule 1a:** Development Types that ‘straddle’ zone boundaries will normally be considered as being in the innermost zone to the major hazard unless either of the two following conditions applies. The Development Type will be considered to be in the OUTERMOST of the zones if:

- less than 10% of the area marked on the application for that particular development type is inside that boundary, OR
- it is only car parking, landscaping (including gardens of housing), parks and open spaces, golf greens and fairways or access roads etc. associated with the development; that are in the inner of the zones.

46. **Rule 1b:** For the special case where a Development Type straddles the CD boundary (i.e. part of the site lies within the CD and part lies outside) Rule 1a is followed, then:

- If, after using the Rule 1a, the Development Type is considered to be outside the CD, then there is no need to categorise further; a 'DAA' response is appropriate.
- If, after using Rule 1a, the Development Type is considered to be within the CD then all of the facilities that make up the proposed Development Type are considered. Any that are **entirely outside** the CD are discounted when determining the Sensitivity Level. All the facilities that are **completely and/or partly inside** the CD are then considered together for the purpose of determining the Sensitivity Level. (If appropriate, the 'Multiple-use developments' rule – Rule 3 should be applied).

(Note: Rules 1a and 1b do not apply where the development type is a Sensitivity Level 2 Transport Link. Even though this type of development is likely to 'straddle' zone boundaries, it will always be considered as being in the innermost of the zones).

Rule 2 – Multiple major hazards

47. Where a proposed development lies within the CD of more than one major hazard site and/or major accident hazard pipeline, the zone within which the development lies is determined for each major hazard (after applying the straddling rule (Rule 1) if necessary). The overall advice is decided on the basis of the most onerous of any of the zones the development is in (i.e. the Inner Zone is more onerous than Middle Zone, the Middle Zone is more onerous than Outer Zone).

Rule 3 – Multiple-use developments

48. This rule is applied when a proposed development involves more than one Development Type (e.g. a mix of housing, indoor use by the public and a workplace).

- All individual Development Types are identified, as in column 1 of Tables 1-4. All facilities involving the same Development Type are aggregated to determine the Sensitivity Level of that Development Type (being aware that any facilities which are completely outside the CD boundary are not considered). **The only exception to this is an SL4 development (outdoor use by public and Institutional accommodation and education) which is not aggregated with facilities of the same development type with a lower sensitivity level.**
- The zone within which each Development Type lies is identified, using the straddling rule (Rule 1) if appropriate.
- The appropriate 'Advise Against' or 'Does Not Advise Against' response is determined for each Development Type using the decision matrix. If each individual Development Type receives a 'Does Not Advise Against' response, then that will be HSE's overall advice. If any individual Development Type receives an 'Advise Against' decision **then HSE's overall advice will be 'Advise Against'.**

- If any individual Development Type receives an 'Advise Against' response, then if appropriate, Rule 4b– 'Developments which involve a small extension to an existing facility' is applied, to decide if HSE's 'Advise Against' response should be revised.

Rule 4 – Developments which involve a small extension to an existing facility.

49. This rule is concerned with an 'Advise Against' response where the proposed development involves a small extension to an existing facility. If the proposed development is a **small** extension to the existing development, then in certain circumstances the 'Advise Against' response may be revised to 'Does Not Advise Against'. This Rule applies only to small extensions to existing facilities, and not to new developments, or to change of use on sites which may have an existing use.

50. **Rule 4a:** First **the proposed development is considered on its own merit** according to the normal procedure and rules. There are two outcome options:

- a 'Does Not Advise Against' response, in which case there is no need to apply Rule 4b. (For 'Multiple-use developments', if the application of Rule 3 results in **all** outcomes from the matrix being 'Does Not Advise Against', then that is the final advice, in which case there is no need to apply Rule 4b) or;
- an 'Advise Against' response, in which case Rule 4b is applied if appropriate. (For 'Multiple-use developments', if the application of Rule 3 results in one or more 'Advise Against' responses from the matrix, then Rule 4b is applied individually to each Development Type which received an 'Advise Against' response.)

NB: only the details supplied with the planning application or pre-planning enquiry are used to determine if, and how, Rule 4b applies.

51. **Rule 4b: Extensions (including minor modifications, alterations, or additions)**

If...	Then...
the proposal is for an extension to an existing development, and the proposed extension is of the same Development Type as the existing development that is going to be extended. And the population at the development will not increase by more than 10% (or, if the population data is not readily available, the total floor area will not increase by more than 10%),	the consultation should be treated as though the proposed extension had a Sensitivity Level one less than the Sensitivity Level of the existing (i.e. not that of the proposed) development. If this results in a reduced Sensitivity Level, which combined with the zone that the extension is in, produces a DAA response, then this will replace the initial AA response.
For 'Multiple-use developments', if the application of Rule 4b changes ALL of the AA	then this will replace the initial AA response.

outcomes to DAA	If at least one outcome remains AA, then an AA response is the final advice. Any remaining AA responses after applying Rule 4b dominates for 'Multiple-use developments' and an AA response is the final advice for the overall development.
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Rule 5 – Temporary / time limited planning permissions

52. HSE treats proposals for these the same way as any other planning permission consultations; no allowance is given for the time restriction. Existing temporary / time limited permissions are not taken into account when applying Rule 4.

Glossary

Beds – the number of residents/visitors for which sleeping accommodation is provided.

Consultation – an enquiry from a PA or a developer, usually made through the HSE Planning Advice Web App, seeking HSE’s comments on a proposed development within a CD, either on a formal planning application or a pre-planning enquiry. A consultation will involve at least one ‘Development type’.

Development – the proposed use of an area of land (e.g. housing, a school, etc.) for which planning permission is sought, or to which a pre-planning enquiry relates. A proportion of planning proposals will consist of more than one Development Type.

Development type – term used to describe proposed uses (and/or facilities) that are considered to involve a similar type of population (see the first column in the Development Type Tables 1-4).

Dwelling units – the smallest individual unit of accommodation e.g. house, apartment, caravan.

Extension – a development which involves an addition to, or the expansion of, an existing facility. This must be

- of the same Development Type as the existing facility.
- an integral part of the existing facility that is being extended. This will commonly be through physical attachment to an existing structure but, in certain cases, it might qualify by being within the control boundaries of the existing facility of which it will be an extension (e.g. a proposed physically isolated classroom within an existing school confines can be considered an ‘extension’).
- usually under the control of the same owner and have the same operator/tenant as the existing facility that is being extended (the owner and the operator/tenant of the existing facility might be different people/companies).
- unable to function independently of the existing facility that is being extended.

Most developments are expected to be developments in their own right – not extensions to existing facilities. For example, a proposed housing development would not be treated as though it is an extension to an existing area of housing. Similarly, an application for additional residential caravan plots would not be considered an application for an extension to an existing area for such use, because the residential caravan plots are able to function independently.

Major redevelopment which involves demolishing a large existing structure(s)/facility and then replacing it by building a slightly bigger version is not considered to be an extension, because the demolition is seen as providing an opportunity to review the situation. For example, if the existing facility is an ‘incompatible’ one then the proposed replacement could be rebuilt further away from

the hazardous installation. A building/facility such as a school for several hundreds of pupils would be considered a 'large' structure/facility.

Facilities – buildings and other provisions (e.g. picnic area, children's play area, park and ride bus stop) where people may congregate.

Hectare – unit of area equal to 10,000 square metres (m²) in any shape (e.g. rectangles 10m x 1,000m or 25m x 400m; square 100m x 100m; or other regular and irregular shapes)

LUP – land use planning

Multiple use development – see 'development'.

PA – planning authority

Pre-Planning Enquiry (PPE) – an informal, non-statutory LUP consultation made by a developer or a PA to determine what HSE's advice is likely to be before submitting a formal planning permission application to the PA.

Protective environment – there is provision of some element of supervision or care e.g. by a warden being available on-site or on call.

School leaving age – the minimum age at which a young person can leave school – currently 16.

Sensitivity Level – the scale used to define the vulnerability of a development population to major accident hazards. It is based on pragmatic criteria; the type of development, likely numbers present and whether any vulnerable people will be present. The scale ascends from Level 1 to Level 4: the more vulnerable the population, the higher the sensitivity level.

Total floor space – the area of buildings enclosed by the exterior walls multiplied by the number of floors (units are m²).

Vulnerable people – people who by virtue of age (children and elderly) and/or ill health may be particularly susceptible to the effects of a major accident.

Annex 1

HSE's land use planning advice provision

1. HSE's land use planning (LUP) advice is based on the recommendations of the Advisory Committee on Major Hazards (ACMH). The principles behind the recommendations are followed in guidance; see for example 'Planning Practice Guidance: Hazardous Substances – handling development proposals around hazardous installations', which is available through the Planning Portal. The principles and objectives HSE uses in giving its advice received strong support in a public consultation in 2007 (CD211 – Proposals for revised policies for HSE advice on development control around large-scale petrol storage sites). Failure to follow the principles will lead to non-compliance with Article 13 of the Seveso III Directive.

2. HSE's advice is currently delivered through HSE's Planning Advice Web App. This is a codification of the methodology used by HSE over the last 30 years or more and replaced PADHI+ which PAs used between 2006 and 2015.

3. Under Article 18 of the Town and Country Planning (Development Management Procedure) (England) Order 2015, Article 14 of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012 and Regulation 25 of the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013, decision-makers are required to consult HSE on certain planning proposals around major hazard establishments and to take into account the Executive's representations when determining associated applications. This is to ensure that the UK complies with Article 13 of the Seveso III Directive which has the specific objective of controlling specified new development to maintain adequate separation; including residential areas, buildings and areas of public use; around major hazard establishments when the development is such as to increase the risk or consequences of a major accident. In essence decision-makers should ensure that new development does not significantly worsen the situation should a major accident occur.

4. In some instances there may already be existing development which is closer to a potentially hazardous installation. In these cases HSE has recognised the views of the Advisory Committee on Major Hazards as expressed in paragraphs 108 and 109 of their Second Report which reads as follows:

'108.....The HSE is also frequently asked to comment on proposals to develop or to redevelop land in the neighbourhood of an existing hazardous undertaking where there may already be other land users which are closer and possibly incompatible. In these cases, HSE tells us that it takes the view, which we fully endorse, that the existence of intervening developments should not in any way affect the advice that it gives about the possible effects of that activity on proposed developments which may appear to be less at risk than the existing ones'.

'109.....The overall objective should always be to reduce the number of people at risk, and in the case of people who unavoidably remain at risk, to reduce the likelihood and the extent of harm if loss of containment occurs.....

5. HSE's approach balances the principle of stabilising and not increasing the numbers at risk with a pragmatic awareness of the limited land available for development in the UK. An HSE discussion document in 1989 ("Risk criteria for land-use planning in the vicinity of major industrial hazards") sets out the basis of HSE's approach at that time.

6. The Government committee of experts, the Advisory Committee on Major Hazards (ACMH), which originally proposed HSE's role in the LUP system did recognise *"the remote possibility that in some instances a local planning authority may not feel inclined, for a variety of reasons, to follow the advice of the Executive on particular applications for potentially hazardous developments or other developments in their vicinity."* As a consequence, arrangements were set up so that in this rare circumstance, a planning authority is required by 'Planning Practice Guidance: Hazardous Substances – handling development proposals around hazardous installations', Circular 20/01 (Wales), or Circular 4/1997 (Scotland) to formally notify HSE of its intention to grant against the Executive's advice. This is so that, in England and Wales, HSE can decide whether or not to request the Secretary of State to call-in the application for their own determination. In Scotland, if the planning authority is minded to grant permission they have to notify the Scottish Ministers who can decide to call-in the application.

7. HSE's consideration of call-in should not be confused with its LUP advice delivered through HSE's Planning Advice Web App; it is the latter which is provided to enable LUP decision-makers to comply with the objectives of Seveso III, Article 13. In line with Government policy, HSE normally requests call-in only in cases of exceptional concern. However if HSE decides not to make such a request this does not mean that it has withdrawn its advice against permission, which remains on file and in the future is likely to be published on our website. A decision not to request call-in does not negate HSE's LUP advice.

8. HSE's role in the LUP process is to provide independent advice on the residual risks from major accidents to people at specified proposed new developments. This is delivered through HSE's Planning Advice Web App and hence that is what planning authorities must 'seriously consider' in accordance with 'Planning Practice Guidance: Hazardous Substances – handling development proposals around hazardous installations', which advises decision-makers that:

*"In view of its acknowledged expertise in assessing the off-site risks presented by the use of hazardous substances, any advice from Health and Safety Executive that planning permission should be refused for development for, at or near a hazardous installation or pipeline **should not be overridden without the most careful consideration.**"*

9. Furthermore the Courts (Regina v Tandridge District Council, Ex parte Al Fayed, Times Law Report 28 January 1999) have decided that on technical issues, local authorities, while not bound to follow the advice of statutory bodies such as the HSE, *"should nevertheless give great weight to their advice"* when determining planning applications.

10 A published external review "Analysis of Planning Appeal Decision Reports" (HSE contract research number 262/2000) concluded *"It is clear the HSE's risk policies are largely upheld on appeal.*

It is viewed as a competent and expert body, and its advice provides considerable support to PA decisions."

Annex 2

Types of development to consult on under the Town and Country Planning (Development Management Procedure) (England) Order 2015, the Town and Country Planning (Development Management Procedure) (Wales) Order 2012 and the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013

The following guidance and circulars provide further guidance on when HSE is a statutory consultee:

- 'Planning Practice Guidance: Hazardous Substances – handling development proposals around hazardous installations',
- SOEnD Circular 5/1993 (This document is not available on the internet)
- National Assembly for Wales Circular 20/01

They identify the following developments:

1. Within the Consultation Distance (CD) of major hazard installations / complexes and pipelines, HSE should only be consulted for developments involving:

- residential accommodation
- more than 250 square metres of retail floor space
- more than 500 square metres of office floor space
- more than 750 square metres of floor space to be used for an industrial process
- transport links (railways, major roads, etc.)
- a material increase in the number of persons working within, or visiting, a CD

and then only if the development is within the CD.

2. HSE should also be consulted on

- proposed development involving the siting of new establishments where hazardous substances may be present; or
- modifications to existing establishments which could have significant repercussions on major accident hazards; or
- proposed development that is in the vicinity of existing hazardous installations and pipelines where the siting is such as to increase the risk or consequences of a major accident

3. For licensed explosive sites the criteria are the same as above, but only if within the explosive site's Safeguarding Zone.

4. HSE will also advise Hazardous Substances Authorities prior to them determining a consent application. The HSE Planning Advice Web App cannot be used to provide HSE's advice on applications for hazardous substances consent – HSE must be consulted directly on such applications...
5. HSE does not give retrospective advice on planning applications where the decision has already been made by the planning authority.

Annex 3

HSE'S approach to land use planning

Policy & Practice

1. The aim of health and safety advice relating to land use planning is to mitigate the effects of a major accident on the population in the vicinity of hazardous installations, by following a consistent and systematic approach to provide advice on applications for planning permission around such sites.
2. Since the early 1970s, arrangements have existed for local planning authorities (PAs) to obtain advice from HSE about risks from major hazard sites and the potential effect on populations nearby. The Advisory Committee on Major Hazards (ACMH), set up in the aftermath of the Flixborough disaster in 1974, laid down a framework of controls which included a strategy of mitigating the consequences of major accidents by controlling land use developments around major hazard installations
3. Historically, HSE has based its land-use planning advice on the presumption that site operators are in full compliance with the Health & Safety at Work etc. Act 1974 (HSW Act). Section 2 of the Act places a duty on an employer to ensure, so far as is reasonably practicable, the health and safety of his employees. There is a corresponding duty in section 3 to ensure, so far as is reasonably practicable, that others (which includes the public) are not exposed to risks to their health & safety. It was presumed that the safety precautions taken by the employer to comply with Section 2 (risks to his workers) would also ensure compliance with Section 3 of the HSW Act.
4. The main legal driver now is the EU Seveso III Directive, the principal land use planning aspects of which are given effect in the UK by the Planning (Hazardous Substances) Regulations (the PHS Regulations) and associated legislation.

HSE's role

5. HSE's specific role in LUP is **twofold**:
 - i. Under the PHS Regulations, the presence of hazardous chemicals above specified threshold quantities requires consent from the Hazardous Substances Authority (HSA), which is usually also the local planning authority (PA). HSE is a statutory consultee on all hazardous substances consent applications. **Its role is to consider the hazards and risks which would be presented by the hazardous substance(s) to people in the vicinity, and on the basis of this to advise the HSA whether or not consent should be granted.** In advising on consent, HSE may specify conditions that should be imposed by the HSA, over and above compliance with statutory health and safety requirements, to limit risks to the public (e.g. limiting which substances can be stored on site, or requiring tanker delivery rather than on-site storage). HSAs should notify HSE of the outcome of all applications for consent and where consent has been granted should supply copies of the site plans and conditions.

ii. HSE uses the information contained in consent applications to establish a consultation distance (CD) around the installation. This usually comprises three zones or risk contour areas – see paragraph 8. The CD is based on the maximum quantity of hazardous substance(s) that the site is entitled to have under its consent. HSE notifies the PAs of all CDs in their areas. The Development Management Procedure Orders require the PA to consult HSE about certain proposed developments (essentially those that would result in an increase in population) within any CD. **HSE advises the PA on the nature and severity of the risks presented by the installation to people in the surrounding area so that those risks are given due weight by the PA when making its decision. Taking account of the risks, HSE will advise against the proposed development or simply note that it does not advise against it.** This advice balances the ACMH principle of stabilising and not increasing the numbers at risk, with a pragmatic awareness of the limited land available for development in the UK.

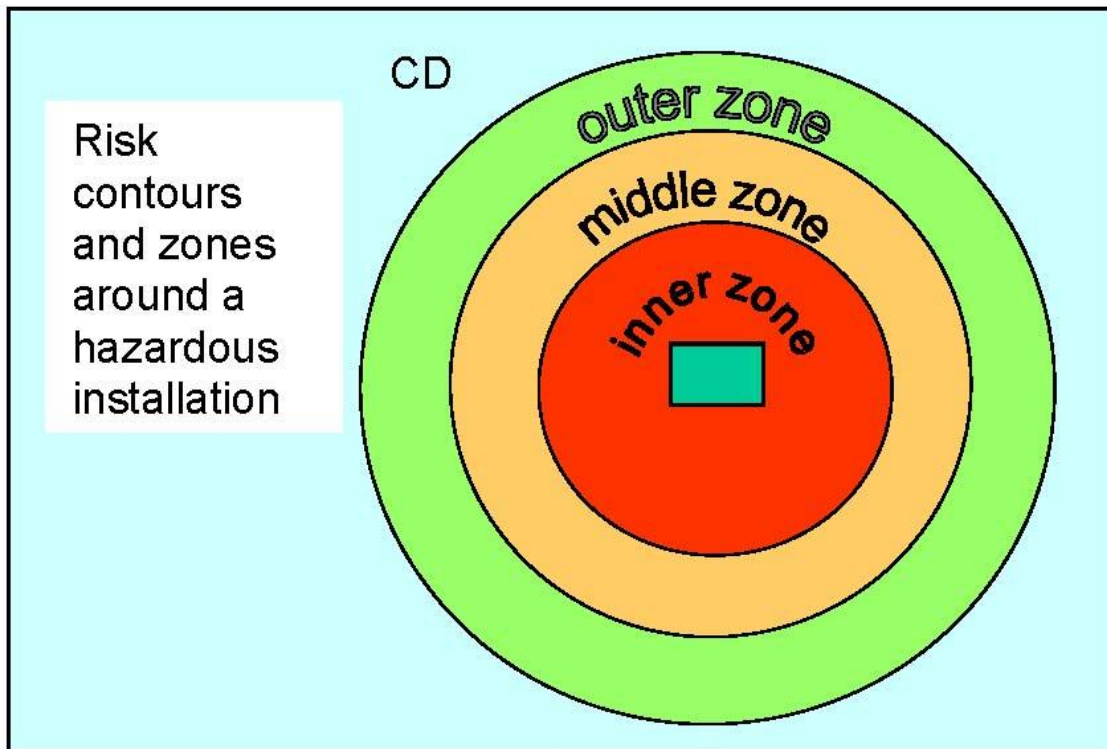
6. Like other statutory consultees, HSE's role in the land use planning system is advisory. It has no power to refuse consent or a planning application. It is the responsibility of the HSA or PA to make the decision, weighing local needs and benefits and other planning considerations alongside HSE advice, in which case they should give HSE advance notice of that intention. PAs may be minded to grant permission against HSE's advice. In such cases HSE will not pursue the matter further as long as the PA understands and has considered the reasons for our advice. However HSE has the option, if it believes for example that the risks are sufficiently high, to request the decision is 'called in' for consideration by the Secretary of State, in England and Wales (a very rare situation). In Scotland, if the planning authority is minded to grant permission they have to notify the Scottish Ministers who can decide to call-in the application.

Consultation distances and risk contours

7. Using hazardous substances consent information, HSE undertakes a detailed assessment of the hazards and risks from the installation and produces a map with three risk contours representing defined levels of risk or harm which any individual at that contour would be subject to. The risk of harm to an individual is greater the closer to the installation. In each case the risk relates to an individual sustaining the so-called 'dangerous dose' or specified level of harm. A 'dangerous dose' is one which would lead to:

- severe distress to all;
- a substantial number requiring medical attention;
- some requiring hospital treatment; and,
- some (about 1%) fatalities.

8. The three contours represent levels of individual risk of 10 chances per million (cpm), 1 cpm and 0.3cpm per year respectively of receiving a dangerous dose or defined level of harm. The contours form three zones (see below), with the outer contour defining the CD around major hazard sites.



The PA consults HSE on relevant proposed developments within this CD though the HSE Planning Advice Web App.

How HSE gives advice

9. When consulted, HSE firstly identifies which of the three defined zones the proposed development is in. Secondly, the proposed development is classified into one of four “Sensitivity Levels”. The main factors that determine these levels are the numbers of persons at the development, their sensitivity (vulnerable populations such as children, old people) and the intensity of the development. With these two factors known, a simple decision matrix is used to give a clear ‘Advise Against’ (AA) or ‘Don’t Advise Against’ (DAA) response to the PA, as shown below:

Level of Sensitivity	Development in Inner Zone	Development in Middle Zone	Development in Outer Zone
1	DAA	DAA	DAA
2	AA	DAA	DAA
3	AA	AA	DAA
4	AA	AA	AA

Sensitivity Level 1 - Example: Factories

Sensitivity Level 2 - Example: Houses

Sensitivity Level 3 - Example: Vulnerable members of society e.g. primary schools, old people's homes

Sensitivity Level 4 - Example: Football ground/Large hospital

DAA means Do not Advise Against the Development

AA means Advise Against the Development

Technical assumptions underpinning HSE methodology for land use planning

10. The installation: The quantities and properties of hazardous substances, and the descriptions of storage and process vessels, are assumed to be in accordance with the 'hazardous substances consent' entitlement for the site since this represents an operator's declaration of their entitlement to store such substances which could be introduced at any time. For each type of development HSE's advice to PAs will take account of the maximum quantity of a hazardous substance permitted by a hazardous substances consent and any conditions attached to it. Best cautious, but not pessimistic, assumptions concerning substances, locations, operating conditions and surroundings are used. For operations not described in the consent (e.g. numbers and sizes of road tanker operations, pipework diameters, pumps and other fittings) site-specific values are obtained as necessary.

11. Hazardous events: All foreseeable major accidents are considered and a representative set of events which describe a set of circumstances which, for that installation, could lead to an accidental release of hazardous substances.

12. Consequences: The previously described 'dangerous dose' concept is generally used to describe the extent of the impact of any hazardous event on the surrounding population. Protection provided to persons by being sheltered within buildings is generally taken into account by the approach, as is the likelihood of persons being outdoors at the time of the incident.

13. Ambient conditions: Local weather data is used to provide wind and stability information around the installation. Further, the surroundings are generally assumed to be flat although ground roughness can be taken into account where circumstances require it.

14. Risk assessment: The calculations produce contours of the frequency that a typical house resident would be exposed to a dangerous dose or worse. This is generally expressed in terms of 'chances per million per annum' or cpm for short, i.e. 10cpm, 3CPM cpm, 0.3cpm.

Annex 4

Contact

Any queries regarding HSE's land use planning methodology, or on how to use or access HSE's Planning Advice Web App to consult HSE in order to obtain advice on planning applications or pre-application enquiries, should be referred to lupenquiries@hsl.gsi.gov.uk or tel: 0203 028 3708.

Any queries relating to hazardous substances consent should be sent to hazsubcon.CEMHD5@hse.gsi.gov.uk



Hemel Garden Communities (HGC) Delivery Board Meeting

18th December 2019, 2:00-4:00pm

Library Meeting Room (ground floor), The Forum, DBC

Partnership Board Attendees	Cllr Andrew Williams	Dacorum Borough Council
	Cllr Graham Sutton	Dacorum Borough Council
	Cllr Jamie Day	St Albans City & District Council
	Cllr Derrick Ashley	Hertfordshire County Council
	Sally Marshall	Dacorum Borough Council
	Mark Gaynor	Dacorum Borough Council
	James Doe	Dacorum Borough Council
	Chris Taylor	Dacorum Borough Council
	Nathalie Bateman	Dacorum Borough Council
	Jane Briginshaw	Dacorum Borough Council
	Adam Wood	Hertfordshire LEP
	Amanda Foley	St Albans City & District Council
	Tracy Harvey	St Albans City & District Council
	Laura Hawker	St Albans City & District Council
	Rachael Donovan	Hertfordshire County Council
	Sarah McLaughlin	Hertfordshire County Council
	Amy Burbidge	Homes England
Apologies	Patsy Dell	Hertfordshire County Council
	Fionnuala Lennon	Homes England
	Chris Briggs	St Albans City & District Council

Reference Documents and Papers

- Agenda
- Previous HGC Board Meeting Minutes 18th September 2019
- Paper A - HGC Memorandum of Understanding, Governance structure and Terms of Reference for the HGC Delivery Board, HGC Stakeholder Steering Group, the HGC Sub Groups (generic) and HGC Programme Team
- Paper B (i) - Priority Workstreams, Plan and Programme discussion paper
- Paper B (ii) – Draft HGC Strategic Project Plan including risk register (excel spreadsheet)
- Paper C – Finance Report

AGENDA

Item	Time		Endorsement Required (Yes)
1.	2.00pm	Welcome, introductions and apologies <ul style="list-style-type: none"> • Declaration of interests • Interim chair 	
2.	2.10pm	Previous minutes, sign off and actions <ul style="list-style-type: none"> • HGC Board Meeting Minutes 18th September 2019 	Yes
3.	2.20pm	Vision <ul style="list-style-type: none"> • Visioning workshop feedback 	
4.	2.30pm	HGC Memorandum of Understanding, Governance Structure and Terms of Reference (covering the HGC Delivery Board, the HGC Stakeholder Steering Group and the HGC Sub Groups) <ul style="list-style-type: none"> • Paper A • Items for discussion <ul style="list-style-type: none"> ○ Agreement of Chair ○ Voting rights 	Yes
5.	3.00pm	Draft Strategic Project Plan Programme (presentation) <ul style="list-style-type: none"> • Paper B (i) • Items for discussion <ul style="list-style-type: none"> ○ Progressing priority workstreams • Paper B (ii) • Items for discussion <ul style="list-style-type: none"> ○ Draft HGC Strategic Project Plan including Programme ○ Staffing and Resourcing ○ Engagement Strategy update 	Yes
7.	3.30pm	Finance Update <ul style="list-style-type: none"> • Paper C • Items for discussion <ul style="list-style-type: none"> ○ Priority items to progress ○ Funding Strategy 	Yes
8.	3.50pm	AOB	
9.	3.55pm	Next meetings Quarterly second Wednesday of each month. 11 th March 2020 10 th June 2020	

		9 th September 2020 9 th December 2020 10 th March 2021 9 th June 2021 8 th September 2021	
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DRAFT

Hemel Garden Communities Board 18th December 2019

Paper A: Memorandum of Understanding, Governance and Terms of Reference

Endorsement Required: Yes

Summary of items for consideration:

1 Memorandum of Understanding:

- 1a) Does the Board recommend any changes to the attached Memorandum of Understanding
- 1b) Endorsement of the attached Memorandum of Understanding

2 Governance:

- 2a) Endorsement of governance structure

3 Terms of Reference:

- 3a) Endorsement of the attached Terms of Reference
- 3b) Endorsement of partners represented on the delivery board, stakeholder steering group and topic sub groups
- 3c) Endorsement of minimum meeting schedule and voting rights

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Draft Strategic Memorandum of Understanding:
High level strategic cross-boundary approach to the Hemel Garden
Communities Programme

DRAFT

December 2019

This is a Memorandum of Understanding between the following authorities:

Dacorum Borough Council
St. Albans City and District Council
Hertfordshire County Council

1. Strategic Memorandum of Understanding purpose

1.1 This Memorandum of Understanding (MoU) is intended to provide a high level statement of intent under the Duty to Co-operate to collaborate on strategic issues between St. Albans City and District Council (SADC), Dacorum Borough Council (DBC) and Hertfordshire County Council (HCC). Hereafter referred to as the Authorities.

1.2 The Authorities agree to work collaboratively, proactively and in good faith at an officer and Member level to further the aims and objectives of the Programme and delivery of the Programme Plan in accordance with this MoU.

2. Programme background

2.1. In November 2018 a Hemel Garden Communities bid was submitted to Ministry of Housing, Communities and Local Government (MHCLG). The bid was submitted by the three authorities, Hertfordshire Local Enterprise Partnership (LEP), Herts Innovation Quarter (the Hertfordshire Enviro-Tech Enterprise Zone) and The Crown Estate. The bid was successful and Hemel Hempstead was awarded 'Garden Town' status.

2.2 Hemel Garden Communities (HGC) is a Programme that describes a proposed development of around 11,000 homes and 10,000 jobs, located on the eastern and northern edge of Hemel Hempstead and the accompanying transformation of Hemel Hempstead as a whole.

2.3 The land of the proposed development is divided roughly equally between the administrative area of SADC and DBC who are the Local Planning Authorities, and the existing town of Hemel Hempstead is located in the Borough of Dacorum. It is also wholly within the administrative area of HCC.

2.4 The HGC area as a whole is shown on a map in Appendix 1.

3. Mission statement:

3.1 *Supported by Garden City Principles¹, Hemel Garden Communities will take the best of the New Town heritage into the 21st century with over 11,000 homes and 10,000 jobs and Hertfordshire Innovation Quarter at its heart, anchoring the transformation of Hemel Hempstead and the wider area.*

4. Objectives

4.1 In this context, the Authorities will work collaboratively to deliver HGC guided by the following objectives:

- a) Secure high quality, sustainable development within the new communities and existing Hemel Hempstead, in line with Town and Country Planning Association (TCPA) Garden City Principles;
- b) Ensure compliance and consistency with relevant and emerging policies and guidance from local to National level as well as the bid intentions;
- c) Identify the key strategic issues and ensuing work streams that will have a bearing across the Programme and wider surrounding area;

¹ Town and Country Planning Association (TCPA), Garden City Principles, <https://www.tcpa.org.uk/garden-city-principles> (last accessed 26/11/2019)

- d) Deliver Programme work streams within agreed deadlines to support the delivery of high quality, sustainable individual planning applications within the HGC area;
- e) Establish the infrastructure needs of the Programme and explore the mechanisms and models for funding and delivery;
- f) Identify the mechanisms within the planning process to ensure alignment with strategic Programme aims and design quality of individual applications, such as Joint Planning Performance Agreements (PPAs), s106 Heads of Terms, design codes and supporting planning application documents;
- g) Align and prioritise strategic investment priorities in support of transformative and sustainable growth, and to champion collectively for the necessary funding.

5. Governance

5.1 The principle partners for the delivery of the Programme are the three Authorities and the LEP. The Programme governance structure is set out in Appendix 2 and the Terms of Reference for the Programme are set out in Appendix 3.

5.2 As illustrated in the governance structure diagrams the HGC Programme operates within the context of the statutory duties and Powers of the principle partners. Nothing in this MoU shall affect the sovereignty of the Authorities nor shall this MoU constitute a partnership or joint venture between any of the Partners.

5.3 The constitutional and governance requirements of the Parties remain unchanged by this MoU. The Authorities will seek respective approvals for the arrangements and responsibilities of the Programme where necessary in accordance with their constitutional arrangements, in line with the Section 101 of the Local Government Act 1972.

5.4 This MoU, Governance structure and Terms of Reference will be reviewed annually or as needed and approved by the Board. They are considered live documents, subject to change and review as the Programme evolves.

6. Term and Termination

6.1 This MoU shall commence following approval at the HGC Board.

6.2 This MoU shall wholly terminate if the HGC Board is dissolved by a majority vote.

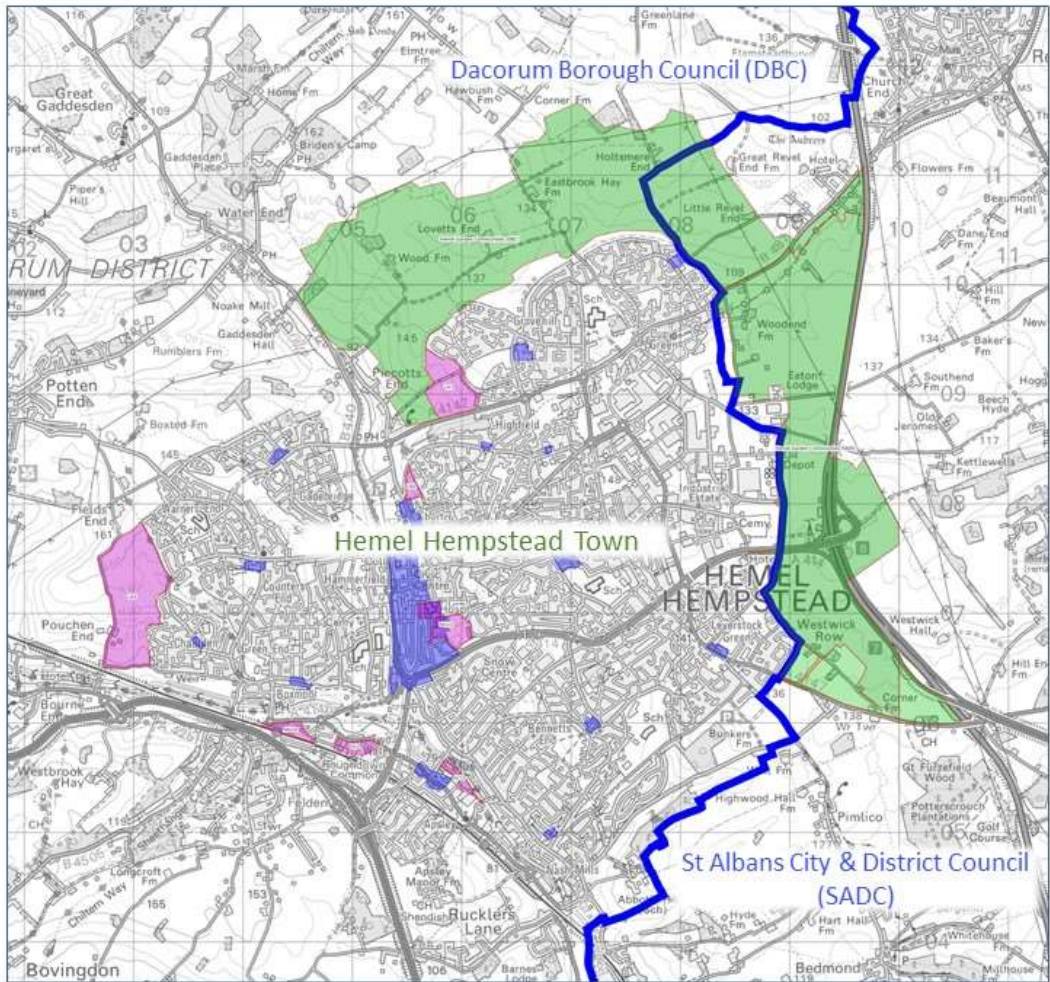
6.3 Any individual Authority may withdraw from this MoU by giving 30 days written notice to the HGC Board. The future of any projects and work streams that the individual Authority is involved in at the date of withdrawal shall be agreed by the HGC Board and any individual Authority agrees that involvement may continue (financial or otherwise) until the end of the project or work stream unless agreed otherwise.

6.4 This MoU is not intended to be legally binding and no legal obligations or legal rights shall arise between the parties from this MoU.

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Appendix 1 – Programme area

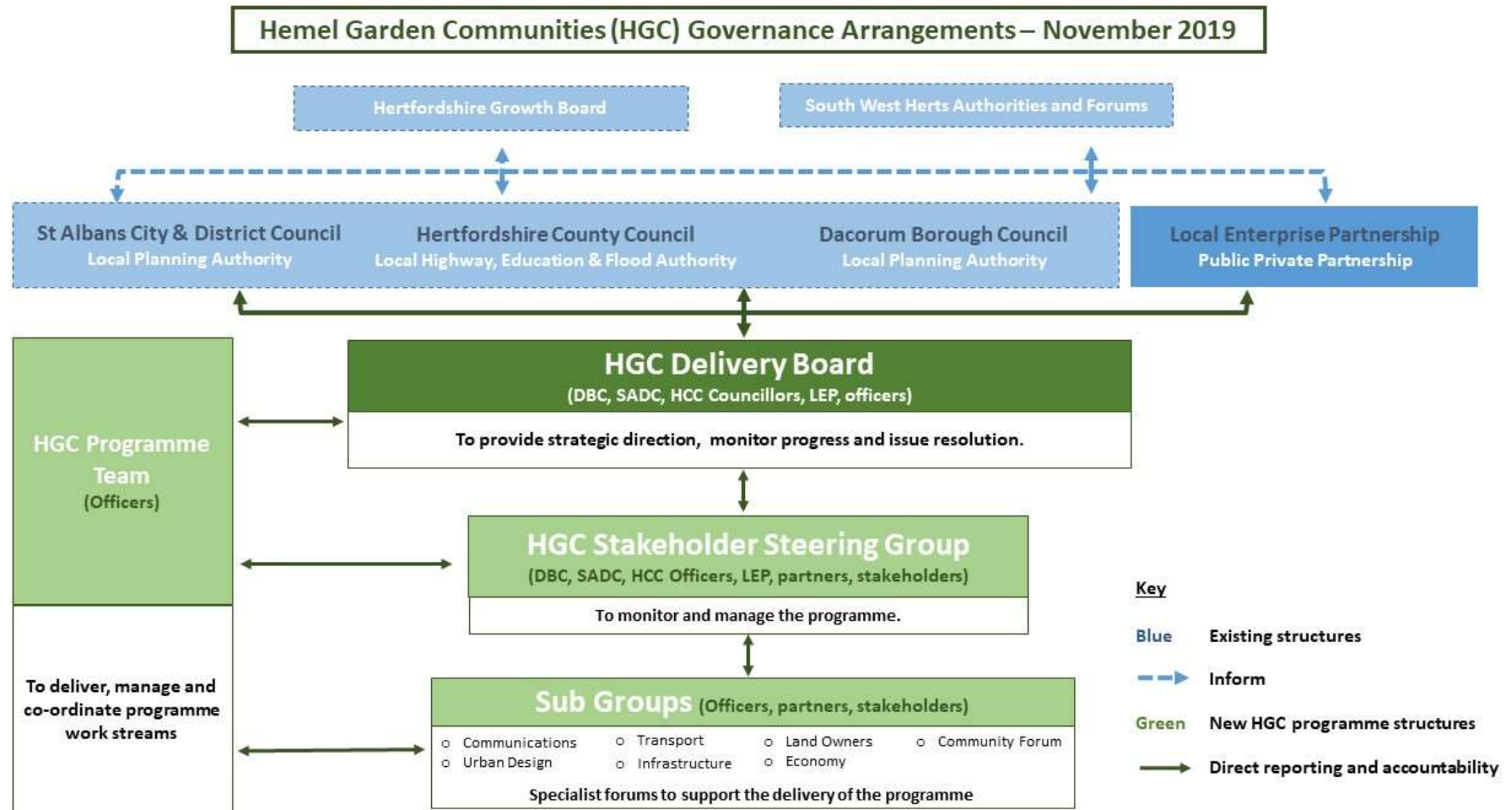


Hemel Garden Communities (HGC)
Programme Area – November 2019

- Key**
- District boundary
 - Hemel Garden Communities proposed new development
 - Existing built up area of Hemel Hempstead Town including:
 - DBC Existing allocations
 - Hemel Hempstead town/local centres

Version no. 1

Appendix 2 – Governance structure



Version no. 1

**High Level Overview of Responsibilities and Internal Governance Structures
of the Hemel Garden Communities Partners – November 2019**

St Albans City & District Council Local Planning Authority	Dacorum Borough Council Local Planning Authority	Hertfordshire County Council Local Highway Authority Local Education Authority Lead Local Flood Authority Statutory consultee Advisory consultee	Local Enterprise Partnership Public Private Partnership
FULL COUNCIL	FULL COUNCIL	FULL COUNCIL	BOARD
CABINET	CABINET	CABINET	CHAIRS' PANEL
PLANNING POLICY COMMITTEE	OVERVIEW AND SCRUTINY COMMITTEE	PANELS	PROGRAMME MANAGEMENT COMMITTEE
SCRUTINY COMMITTEE			

Version no. 1



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Appendix 3 – Terms of Reference

3.1 HGC Delivery Board	Pages 10- 12
3.2HGC Stakeholder Steering Group	Pages 13 – 14
3.3 HGC Stakeholder Steering Group – Sub-groups (Generic)	Page 15
3.4 HGC Programme Team	Page 16

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Hemel Garden Communities (HGC) Delivery Board

Terms of Reference

Councillor Board to provide strategic direction, monitoring progress and issue resolution.

1. Purpose

To govern and steer the delivery of the Hemel Garden Communities Programme and the accompanying plans and workstreams in line with the Programme Mission Statement and Objectives defined in the Memorandum of Understanding.

2. Terms of Reference

Strategic leadership

- a) to be an advocate for the Programme within their respective organisations and externally
- b) to provide strategic leadership and oversight of the Programme
- c) to facilitate high level input and influence across national, county, sub-regional and regional forums and help promote the Programme's full potential
- d) to champion the Programme's proposals and lobby for capacity and infrastructure funding to address strategic issues
- e) to ensure there are appropriate resources in place to deliver against the plan, programme and priorities
- f) to endorse a co-ordinated position/response to consultations and policy announcements that impact on the effective delivery of the vision and principles

Programme leadership

- g) to set and steer the Programme's direction and to monitor progress and risk
- h) to resolve issues and enable progress to be made
- i) to approve the expenditure of agreed resources on the programme
- j) to review the Programme's objectives, progress and governance arrangements on an annual basis or as needed and make required changes as necessary
- k) to respect the confidentiality of sensitive or commercial information provided but with an awareness of the Programme commitment to openness and transparency as well as data subject to FOI requests
- l) to declare any conflicts of interest in relation to the Programme at each Board meeting

3. Leadership and Composition of Board

The Board will be led by a Chairperson or a nominee in his/her absence. The Chairperson's role will rotate between both senior Local Authority representatives on an annual basis (**TO BE AGREED**).

The board will comprise the following members:

Board Composition and Voting Rights:	
DBC Representatives	VOTING ARRANGEMENTS TO BE AGREED
SADC Representatives	
HCC Representatives	
LEP Representative	
Homes England	Non-voting member
Note: In addition officer and technical support will be involved at Board meetings to support the partners	

The board meetings will also be attended by the following in an advisory capacity only:

- One representative from Homes England
- The Hemel Garden Communities Programme Manager and other representatives from the team who will coordinate and administer meetings

Membership of the Programme Board will be reviewed annually.

4. Board member responsibilities

The Board will follow the 'Nolan principles', the 7 principles of public life. The ethical standards that apply to anyone who holds a public-office².

1. Selflessness

Holders of public office should act solely in terms of the public interest.

2. Integrity

Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

3. Objectivity

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

4. Accountability

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

² Committee on Standards in Public Life, (31 May 1995), Guidance: The 7 principles of public life, <https://www.gov.uk/government/publications/the-7-principles-of-public-life> (last accessed 26/11/2019)

5. Openness

Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.

6. Honesty

Holders of public office should be truthful.

7. Leadership

Holders of public office should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

5. Meetings and workshops

- Meetings will be held on a quarterly basis, with a schedule agreed as far as possible in advance, or will otherwise be called as required by the Chairperson or Programme Manager.
- Agreed action points and decisions will be taken from each meeting and distributed to members by e-mail within two weeks.
- The quorum for meetings is set at a minimum of three voting Members.
- Board agendas, minutes and papers will be published five working days in advance of meetings.
- Relevant seminars and workshops will take place throughout the Hemel Garden Community delivery process, with the aim to support Board members with their role on the Programme.

6. Financial Governance

- The Board will set an annual budget for delivery of the programme in accordance with the agreed action plan
- Operational budgets will be delegated up to agreed levels to the Steering Group and the appointed Programme Manager.

Hemel Garden Communities Stakeholder Steering Group

Terms of Reference

Officer, stakeholder and partner group to monitor and manage the Programme.

1. Purpose

To monitor and manage the delivery of the Hemel Garden Communities Programme and the accompanying plans for its transformational effects on Hemel Hempstead.

2. Terms of Reference

Strategic management

- to champion the Programme's proposals and lobby for the required capacity and infrastructure funding to address strategic issues
- to co-ordinate high level input into county, sub-regional and regional forums and help promote the Programme's full potential
- to align Programme objectives with emerging Local Plans, policies and guidance
- to co-ordinate the public sectors contribution to the delivery of key elements of the programme and priorities

Project management

- to monitor and manage Programme progress and risks
- to monitor and manage expenditure of agreed resources for the programme
- to manage the preparation of funding bids
- to make recommendations to the Board and through formal decision-making processes associated with the authorities
- to ensure there is effective community and stakeholder engagement
- to provide a co-ordinated position/response to consultations and policy announcements that impact on the effective delivery of the vision and principles
- to respect the confidentiality of information provided but with an awareness of data subject to FOI requests

3. Leadership and Composition of the Stakeholder Steering Group

The Stakeholder Steering Group will be led by a Chairperson or a nominee in his/her absence. The Chairperson's role will rotate between both senior Local Authority representatives on an annual basis.

The Stakeholder Steering Group will comprise the following members:

- Dacorum Borough Council and HCC Chief Officers and St Albans City and District Council Senior Manager
- Senior Manager from Hertfordshire LEP
- The Crown Estate

The stakeholder steering group meetings will also be attended by the following:

- One representative from Homes England
- The Hemel Garden Communities Programme Manager and other representatives from the team who will coordinate and administer meetings
- Membership of the Programme Board will be reviewed annually in the last quarterly meeting of the year.

4. Meetings

- Meetings will be held on a monthly basis, with a schedule agreed as far as possible in advance, or will otherwise be called as required by the Chairperson or Programme Manager.
- Agreed action points and decisions will be taken from each meeting and distributed to members by e-mail.
- The quorum for meetings is set at a minimum of three partner representatives.
- Agendas, minutes and papers will be published five working days in advance of meetings.
- Informal workshops, site visits and seminars can be arranged to help facilitate progress and develop understanding

5. Financial Governance

- The Board will set an annual budget for delivery of the programme in accordance with the agreed action plan
- Operational budgets will be delegated up to agreed levels to the Steering Group and the appointed Programme

6. Stakeholder training

Relevant seminars and workshops will take place throughout the Hemel Garden Community delivery process, with the aim to help each stakeholder understand the development as a whole as well as what their role is within the development. Stakeholders are allowed to ask for certain subjects within the training.

Hemel Garden Communities Sub Group

Terms of Reference

Officer and stakeholder team to develop and co-ordinate Programme workstream areas.

1. Purpose

To develop and co-ordinate workstream strategies and delivery ambitions on the Hemel Garden Communities Programme and the accompanying plans for its transformational effects on Hemel Hempstead.

2. Terms of Reference

Project management

- to enable delivery against the plan, programme and priorities

Workstream management

- to develop appropriate strategies to enable effective Programme delivery
- to monitor workstream progress and risks
- to co-ordinate and deliver effective community and stakeholder engagement
- to co-ordinate stakeholder and public sector contributions to the delivery of key elements of the programme and priorities
- to prepare a co-ordinated position/response to consultations and policy to agree proposals and make the decisions needed to progress the Programme
- to report to the Project Team, Stakeholder Steering Group and Board as appropriate
- to prepare reports and make recommendations through formal decision-making processes associated with the authorities

3. Composition

TBA

Hemel Garden Communities Programme Team

Terms of Reference

Officer team to deliver, manage and co-ordinate Programme workstreams.

1. Purpose

To work with the Programme Manager to deliver, manage and coordinate the Hemel Garden Communities Programme and the accompanying plans for its transformational effects on Hemel Hempstead.

2. Terms of Reference

Strategic management

- to manage the overall delivery of the Programme through identified workstreams
- to identify strategic issues and deliver ensuing workstreams to support the Programme aims
- to ensure Programme objectives are aligned with emerging Local Plans policies and guidance and HIQ ambitions
- to champion the Programme's proposals

Project management and delivery

- to co-ordinate and manage the resources to enable delivery against the plan, programme and priorities
- to deliver Programme management reports and plans to effectively monitor the Programme, its progress and risks
- to co-ordinate and deliver effective community and stakeholder engagement
- to manage consultants preparing guidance and policies
- to co-ordinate stakeholder and public sector contributions to the delivery of key elements of the programme and priorities
- to prepare a co-ordinated position/response to consultations and policy to agree proposals and make the decisions needed to progress the Programme
- to report to the Stakeholder Steering Group and Board as appropriate
- to prepare reports and make recommendations through formal decision-making processes associated with the authorities

3. Composition

TBA

Hemel Garden Communities (HGC) Board 18th December 2019

Discussion Paper B:

Draft HGC Strategic Programme Plan

Discussion and endorsement required: Yes

Recommendations:

1. For the HGC Delivery Board to provide feedback on the draft HGC Strategic Programme Plan and endorsement to progress with key priority workstreams.
2. To also note the workstream update.

1. Actions following the 18th September HGC Delivery Board

At the inaugural HGC Delivery Board on 18th September, the HGC Strategic Programme Plan (agenda item 3.) was presented for discussion and review. The Delivery Board asked for the Strategic Programme Plan to be redrafted to turn it into a Strategic Programme Plan with a more developed delivery plan and programme.

The HGC Programme Team (comprising all three authorities) has taken forward this action. This discussion paper provides an overview of the Programme plan, programme and priority workstreams, and should be read alongside the appended draft HGC Strategic Programme Plan set out in the accompanying excel attachment.

2. The Draft HGC Strategic Programme Plan

The HGC Strategic Programme Plan has been reviewed and restructured by the HGC Programme Team. The draft HGC Strategic Programme Plan now comprises four live, interrelated, working documents covering:

- the HGC Strategy (sets out guiding documents and policies)
- the HGC Programme (detailed and prioritised work items/workstreams, timelines, plus additional work items)
- the HGC Delivery Tracker (live progress on workstreams)
- the Risk Register and the Risk Register Key

In reviewing the HGC Strategic Programme Plan, the HGC Programme Team has also identified additional critical workstreams, detailed in the following sections.

The HGC Programme Team will present the draft Strategic Programme Plan to the HGC Delivery Board for discussion, steer and sign off.

3. HGC Programme and Priority Workstream

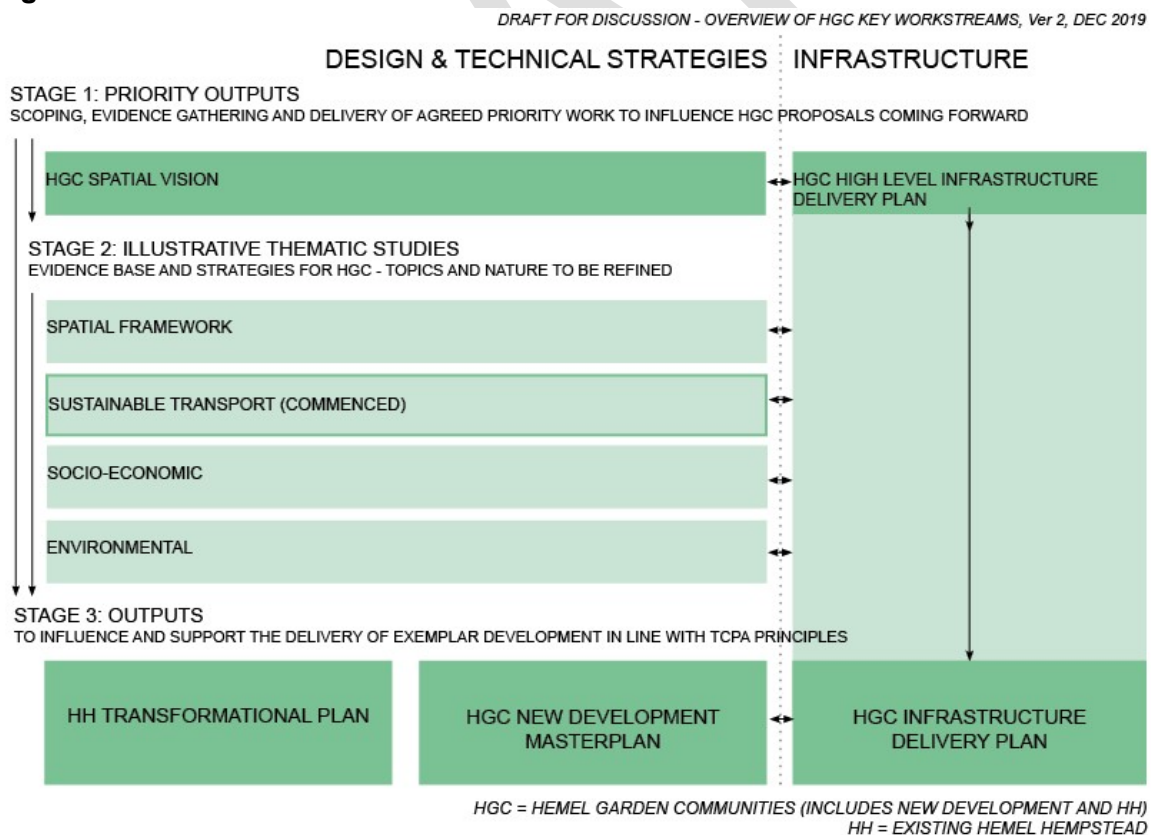
The main work programme is shown in the appended draft HGC Strategic Programme Plan. The original key outputs, which formed the basis of the Garden Communities Bid, remain and are still critical to the success of the work programme (Stage 3 of Figure 1).

However, recent work has developed the scope to include an additional priority workstream stage shown as Stage 1 in Figure 1. This stage will deliver two high level outputs:

- I. HGC High Level Spatial Concept Masterplan
- II. HGC High Level Infrastructure Delivery Plan

The intention of the priority output stage is to help influence the early delivery of schemes within the HGC area without prejudicing its wider ambitions. The HGC Programme Team developed this concept after dialogue with Homes England and Hyas consultancy as part of wider garden community network discussions, and a programme review. The aim is to deliver the studies no later than Spring 2020. These outputs will inform the content and nature of the subsequent workstreams: the programme will be managed to ensure all briefs and outputs feed into relating studies.

Figure 1



4. Workstream Updates

There are currently two live technical workstreams of note covering:

The Sustainable Transport Strategy Study commenced in October 2019, with a high-level Phase 1 Sustainable Transport Strategy close to completion; due in December 2019.

Phase 1 outputs will include recommendations on the key work strands necessary to produce a Sustainable Transport Plan (Phase 2). Phase 2 of the study will commence at the same time as commissions for other thematic studies as shown at Stage 2 in Figure 1; this is likely to be summer 2020.

A Community and Member Engagement Strategy has been drafted and will be progressed through the HGC Communications Sub Board. The HGC Programme Team is working to produce the Final Strategy and first iteration of stakeholders and engagement milestones in January 2020.

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Hemel Garden Communities (HGC) Board 18th December 2019

Discussion Paper C: Draft HGC Finance Report

Discussion and endorsement required: Yes

Recommendations:

1. Endorse proposed immediate spending priorities

1. Paper purpose

This paper provides an overview of the current financial position of the HGC programme and immediate financial priorities. It is a precursor to the development of a Funding Strategy for the HGC programme which will be presented at the next board meeting.

2. HGC programme funding and spend

2.1 Overview

The HGC programme secured the original £750,000 transformative bid funding from the Ministry of Housing Communities and Local Government (MHCLG) Garden Communities Programme at the start of 2019.

Table 1 sets out the actual spend to date, and the immediate spending priorities as an estimated forecast spend for 2019/20 and 2020/21. The following sections elaborate on the information in Table 1. Currently not presented are fees/costs associated with other workstreams, legal and s106 work, and stakeholder and community engagement.

Table 1 Actual and forecast spend for immediate spending priorities

	2019/20 *Actual Spend to Sept 19	2019/20 Forecast Spend	2020/21 Forecast Spend
Staffing	£30,000	£140,000	£300,000
Stakeholder and community engagement	£15,000	£25,000	£30,000
Priority Workstreams	N/A	£30,000	60,000
Other programme workstreams**	N/A	N/A	£70,000
Other supplies and services	£5,000	£5,000	£5,000
Events and contingency	N/A	£5,000	£30,000
TOTAL	£50,000	£205,000	£495,000
TOTAL EXPENDITURE	£50,000	£255,000	£750,000

* Actual spend for St Albans District and City Council requires further review – confirmation will be provided

* * HGC Phase 2 Sustainable Transport Strategy

N.B. Figures rounded to the nearest five thousand pounds

2.2 Spend to September 2019

To date, the funding has been used to:

- secure new staff positions, within St Albans District Council and Dacorum Borough Council (DBC)
- deliver the Visioning Workshop and member briefings, using external facilitators from Design South East, and forthcoming reporting

Table 1 outlines these costs, plus other miscellaneous programme expenses. The Authorities have also contributed in kind to the project through officer time and resources.

2.3 Immediate spending priorities

As set out in Paper B, the immediate priority workstreams for the HGC programme are:

- HGC Sustainable Transport Strategy Study (Phase 1) (*already commissioned*)
- HGC High Level Spatial Concept Masterplan (*subject to Board endorsement*)
- HGC High Level Infrastructure Delivery Plan (*subject to Board endorsement*)

As the Phase 1 HGC Sustainable Transport Strategy has already commenced, the estimated costs associated with Phase 2 are presented in Table 1.

There will be additional staffing spend on the following posts:

- HGC Programme Lead (*subject to recruitment*)
- HGC DBC Lead Planner (*subject to recruitment*)
- Hertfordshire County Council Strategic Transport Planner (*0.5 time post*)

There will also be continued staffing requirements associated with the HGC programme, some of which are funded directed from MHCLG funds, others posts are in kind from the Authorities:

- Full Time HCC Senior Project Officer (*in kind*)
- Full Time DBC Senior Project Officer (*in kind*)
- Full Time DBC Technical Assistant (*in kind*)
- Proportion of Time SADC Technical Assistant (*in kind*)
- Proportion of Time SADC Urban Designer Officer (*in kind*)
- Proportion of Time SADC Landscape Architect (*in kind*)
- Proportion of Time SADC Lead Planner (*in kind*)
- Full Time DBC Urban Design Officer (*MHCLG funding*)
- Part Time SADC Senior Project Officer (*MHCLG funding*)

In lieu of the recruitment of the HGC Programme Lead by DBC, an interim Programme Lead has been appointed for a twelve week period starting on the 11th November (excluding the Christmas period).

Table 1 sets out the indicative costs for these items within the 2019/20 and 2020/21 forecast spend columns, as well as further costs from the Visioning Workshop delivery and reporting. These costs are estimates subject to detailed brief formulation and recruitment.

2.4 Funding Strategy

As set out in Table 1 the priority workstreams, as estimated costs, can be delivered within current funds. Delivering these early outputs will critically help influence the early delivery of schemes within the HGC area, without prejudicing its wider ambitions, and is seen as a sensible way forward for the HGC programme.

The outputs from the priority workstreams will inform workstreams identified in the original Garden Communities bid. Please refer to Figure 1 in Paper B which sets out the priority workstreams and the wider programme of key outputs: these are also presented in the programme and delivery tracker in Paper B. Current cost estimates indicate that this additional work would be in the region of £250 - 300,000. This cost estimate has not been included within Table 1.

In addition, it is anticipated that there will be additional costs associated with joint legal work and stakeholder and community engagement that will be in the region of £100,000.

Given the ambition of the authorities to facilitate the delivery of Hemel Garden Communities which embrace Garden Town Principles, it was always recognised that the HGC programme would require additional funding to meet an anticipated funding gap.

The HGC Programme Team will therefore produce a Finance Strategy to not only interrogate current estimate spending forecasts, but which will also identify potential funding streams to support the HGC programme beyond the immediate priorities. Addressing the funding gap will become critical towards the end of this financial year. Where funding streams are identified, the HGC Programme Team will prioritise preparing funding bids to ensure the delivery of the wider programme of work.

8. Assessment of Infrastructure Capacity

Table 2: Infrastructure to be assessed in the IDP

Infrastructure Category	Sector	Infrastructure Type
Social & Community Infrastructure	Health Infrastructure	<ul style="list-style-type: none"> • GPs • Hospitals & Acute Provision
	Health and Community Services	<ul style="list-style-type: none"> • Adult Care Services • Mental Health Care
	Education Infrastructure	<ul style="list-style-type: none"> • Primary Education • Secondary Education • Further Education • Early Education & Child Care Provision
	Emergency Services	<ul style="list-style-type: none"> • Police Services • Fire & Rescue Services
	Leisure and Cultural Facilities	<ul style="list-style-type: none"> • Sports & Leisure Facilities • Cultural Services & Public Realm • Libraries • Cemeteries
Green Infrastructure	Strategic Green Infrastructure	<ul style="list-style-type: none"> • Forests • Country Parks • Ecological Networks • Rights of Way • River Corridors • Flood risk
	Local Green Infrastructure	<ul style="list-style-type: none"> • Allotments • Amenity Green Space • Natural & Semi-Natural Green Space • Parks & Gardens • Playing Pitches • Children's Play Areas • Teenage Provision
Physical Infrastructure	Strategic & Local Transport	<ul style="list-style-type: none"> • Road Network • Public Transport • Walking & Cycling Infrastructure • Parking
Utilities	Water Infrastructure	<ul style="list-style-type: none"> • Water Supply • Water Drainage & Sewerage
	Energy Distribution	<ul style="list-style-type: none"> • Electricity Distribution • Electric Vehicle Charging • Gas Transmission & Distribution • Onsite Energy Provision
	Digital Infrastructure	<ul style="list-style-type: none"> • Internet Access
	Waste Infrastructure	<ul style="list-style-type: none"> • Waste & Recycling