



<b>Report for:</b>	<b>Cabinet</b>
<b>Date of meeting:</b>	<b>27 June 2017</b>
<b>Part:</b>	<b>1</b>
If Part II, reason:	

<b>Title of report:</b>	Draft Two Waters Masterplan for Public Consultation
Contact:	<p>Cllr Graham Sutton, Portfolio Holder for Planning and Regeneration</p> <p><b>Responsible Officer:</b> James Doe, Assistant Director, Planning, Development &amp; Regeneration</p> <p><b>Authors:</b> Nathalie Bateman, Team Leader Strategic Planning and Regeneration</p> <p>Shalini Jayasinghe, Strategic Planning and Regeneration Officer</p>
Purpose of report:	To seek Cabinet agreement to publish the Draft Two Waters Masterplan Guidance report for public and stakeholder consultation.
Recommendations	<ol style="list-style-type: none"> <li>1. That Cabinet reviews and notes the content of the Draft Two Waters Masterplan Guidance report (Appendix 1 – Draft Two Waters Masterplan Guidance Report &amp; Appendix 2 – Clarifications to the Draft Two Waters Masterplan Guidance report).</li> <li>2. That Cabinet agrees to publish the Draft Two Waters Masterplan Guidance report for public and stakeholder consultation.</li> <li>3. That Cabinet notes Dacorum Borough Council's assets within the area covered by the Masterplan.</li> </ol>
Corporate Objectives:	<ul style="list-style-type: none"> <li>• A clean, safe and enjoyable environment</li> <li>• Building strong and vibrant communities</li> <li>• Ensuring economic growth and prosperity</li> <li>• Providing good quality affordable homes, in particular for</li> </ul>

	<p>those most in need</p> <ul style="list-style-type: none"> <li>• Delivering an efficient and modern council</li> </ul>
Implications:	<p><u>Financial</u></p> <p>The Two Waters Masterplan Guidance is a planning policy document and will be used to steer development that reflects local aspirations and secures benefits for the wider community. It will also be used to help generate investment through developer contributions such as CIL/S106 or other mechanism in place and leverage investment from stakeholders to improve infrastructure and contribute towards DBC's regeneration objectives for the area to benefit the wider community.</p> <p>A majority of the development in the Two Waters area will be delivered by private developers.</p> <p>There are a number of DBC owned land assets both within the wider Two Waters area and specifically within the key Development Sites. These include but are not limited to the Car Wash site at the Plough Roundabout, land on Site 4 (currently used by Sunnyside nurseries), Lawn Lane playing field (all within Development Site 4) and Frogmore Paper Mill.</p> <p>In addition, suitable infrastructure, particularly around improvements to public and sustainable transport infrastructure and parking will need to be delivered. It is expected that this will be funded or at least part funded through CIL/S106 or other developer contributions. Appropriate funding sources will need to be sought for any shortfall in funding.</p>
Value For Money Implications'	<p><u>Value for Money</u></p> <p>The Two Waters Masterplan Guidance will help to steer development that reflects local aspirations and secures benefits for the wider community. It will also help to generate investment through developer contributions such as CIL/S106 or other mechanism in place and leverage investment from stakeholders to improve infrastructure and contribute towards benefitting the wider community delivering value for money.</p>
Risk Implications	<p>A full risk assessment has been carried out as part of the PID for the Local Planning Framework. These risks are reviewed monthly through CORVU and reported each year through the Annual Monitoring Report (AMR). Identified risks include failure of external agencies or consultants to deliver on time, change in Government policy and team capacity.</p> <p>If the Council were to decide not to adopt the Two Waters Masterplan Guidance, significant additional risks would arise. These would relate to a lack of up-to-date site specific guidance upon which to base planning decisions within the</p>

	<p>Two Waters area, and the likelihood of a significant increase in speculative planning applications (and potentially appeals), particularly for housing development in the key development sites of the area, which would prove hard to defend. There would also be financial implications i.e. extra costs associated with planning appeals and inquiries.</p>
Community Impact Assessment	<p>An Equality Impact Assessment has been carried out for the Core Strategy, which sets the context for the detailed proposals and policies within the Site Allocations DPD. An independent Sustainability Appraisal Report which accompanies the Site Allocations DPD considers equalities issues separately. It concludes that the Site Allocations DPD avoids any discrimination on the basis of disability, gender or ethnic minority. A Community Impact Assessment is currently being undertaken to cover all planning guidance and policies.</p>
Health And Safety Implications	<p>This document is a strategic planning document and sets out flexible guidance for development coming forward within the Two Waters area. The Health and Safety impacts of any detailed proposals coming forward will be assessed at project stage.</p>
Monitoring Officer/S.151 Officer Comments	<p><b>Monitoring Officer:</b></p> <p>The Masterplan will help to guide future development of the area and ensure consistent decision making. It should reduce speculative applications and therefore less challenges to Council decisions.</p> <p><b>S.151 Officer</b></p> <p>Council-owned land at Two Waters Nursery has been identified as a potential school site purely to demonstrate that the cost associated with delivering a new school is viable within the proposed Masterplan area.</p> <p>Legal advice is that the use of any particular site to demonstrate viability in this way does not ' earmark ' that site for a specific use in future. In other words, the Council's future decision-making over the site is in no way fettered, and the valuation of the site will not materially diminish through its use as an exemplification within this Plan.</p>
Consultees:	<p>Mark Gaynor, Corporate Director (Housing &amp; Regeneration), DBC</p> <p>Mark Brookes, Solicitor to the Council, Legal Governance Management, DBC</p> <p>James Deane, Corporate Director (Finance &amp; Operations), DBC</p>

	<p>David Skinner, Assistant Director (Finance &amp; Resources), DBC</p> <p>Ben Hosier, Group Manager (Commissioning, Procurement &amp; Compliance), DBC</p> <p>Steve Barnes, Parking Services Team Leader, DBC</p> <p>Corporate Management Team (CMT), DBC</p> <p>Public &amp; Stakeholders - Please refer Full Consultation Statement for full details of public and stakeholder consultation (Appendix 3).</p>
Background papers:	<p>Two Waters Strategic Framework (2015)</p> <p>Full Consultation Statement</p>
Glossary of acronyms and any other abbreviations used in this report:	<p>DBC Dacorum Borough Council</p> <p>HCC Hertfordshire County Council</p> <p>CMT Corporate Management Team</p>

## Background

### 1. Introduction

- 1.1 Dacorum Borough Council (DBC) has commissioned consultants BDP to build on the Two Waters Strategic Framework (November 2015) and prepare a Two Water Masterplan Guidance report for the Two Waters area.
- 1.2 Located to the south of Hemel Hempstead town centre and situated between the train stations of Hemel Hempstead and Apsley and the Plough Roundabout, Two Waters covers an area of approximately 124 hectares.
- 1.3 Dacorum's current housing targets are set out in the Dacorum Core Strategy. Whilst already ambitious, the Council will be under pressure to significantly increase this target when it begins its review of the Core Strategy if it is to meet local housing needs. Along with meeting the housing targets for the borough, the council is also committed to achieving the wider regeneration of Hemel Hempstead.
- 1.4 There is a significant amount of underused land within the Two Waters area. This creates opportunities to provide much needed new homes, create employment, enhance community services and improve the environment. It also creates opportunities to deliver sustainable development focused on public transport, walking and cycling to ease traffic congestion in the area.
- 1.5 The Two Waters Masterplan Guidance will guide future development in Two Waters and play an important role to ensure that development and changes in

the area are planned and designed in the best possible way to ensure we have an attractive, sustainable and balanced town, fit for the future.

1.6 The Two Waters Masterplan Guidance will also inform emerging planning policy including the content of Dacorum's new Local Plan. It is envisaged that the Two Waters Masterplan Guidance will be initially adopted by Cabinet as a Planning Statement and will then be adopted as a Supplementary Planning Document (SPD) supporting the new Dacorum Local Plan.

1.7 In addition, the Two Waters Masterplan Guidance will help to guide improvements to infrastructure in the area that will support an increase in housing in the Two Waters area, and help deliver wider improvements for the town, particularly regarding sustainable modes of transport.

## **2. Scope of the Two Waters Masterplan Guidance**

2.1 The Masterplan Guidance:

- Is a flexible strategy that seeks to guide development that will create a place that reflects local aspirations and secures benefits for the wider community.
- Outlines the strengths, weaknesses, constraints and opportunities and presents a vision and objectives for the area.
- Provides Overarching Guidance that will guide development in the whole area.
- Identifies four key Development Sites in the Two Waters gateways and outlines key proposals, design guidance and development requirements for each of these four sites.
- Outlines development requirements for the remediation of contaminated land, affordable housing provision, use of open space, transport, access and movement and parking improvements.

### **Out of scope**

2.2 The Masterplan Guidance:

- Does not provide detailed designs for any sites including transport, access and movement proposals. The detail of all development will need to be developed at the planning application stage and/or through wider work such as Hertfordshire County Council's (HCC) South West Herts Growth and Transport plan.

## **3. The Two Waters Masterplan Guidance report**

3.1 The Two Waters Masterplan Guidance is a planning policy document and will be used to steer development that reflects local aspirations and secures benefits for the wider community. It will also be used to help generate investment and leverage investment from stakeholders to improve infrastructure that will benefit the community.

3.2 The Masterplan Guidance sets out:

- A robust and ambitious vision to guide regeneration and ensure the needs of existing and future communities are met

- An aspirational set of objectives to address issues and capitalise on opportunities.
- Overarching Guidance to shape strategic development across the whole study area.
- Development Site Guidance setting out key proposals, design guidance and development requirements for each of the specific development sites.

3.3 The Two Waters Strategic Framework (November 2015) identified key Development Sites. The Two Waters Masterplan Guidance further refines and supersedes this work, as well as identifying four key Sites as the focus of new development in the Two Waters area. Development in these sites will be guided by both the Overarching Guidance and specific Development Site Guidance outlined in the Two Waters Masterplan Guidance.

3.4 Whilst the four key development sites have been specifically identified as the focus of new development, it is accepted that further development is likely to come forward in the wider Two Waters area. Any such development will be governed by the Overarching Guidance principles.

3.5 The Two Waters Masterplan Guidance is underpinned by a robust evidence base comprising:

- an urban design, transport and movement, and viability baseline analysis;
- development of a masterplan to test feasible development capacities and design principles; and
- a viability and transport appraisal of the masterplan.

3.6 DBC also undertook significant public consultation including public exhibitions and workshops, online consultation and meetings with key stakeholders and landowners, all of which informed the development of the Masterplan Guidance. Consultation reports are available at Appendix 3 in the Full Consultation Statement.

#### **4. Key matters directly relevance to Dacorum Borough Council**

##### **Planning**

4.1 This document is a planning policy document and will be used by DBC to steer development that reflects local aspirations and secures benefits for the wider community. It will also be used to help generate investment and leverage investment from stakeholders to improve infrastructure and contribute towards DBC's regeneration objectives.

##### **Traffic congestion**

4.2 Traffic congestion has been widely recognised as a key weakness and constraint within the area. The Two Waters Masterplan Guidance steers development towards the use of sustainable modes of transport and reduction in single private vehicle use, with better walking, cycling and car sharing facilities. This long-term vision for the area requires a significant modal shift towards the use of public transport. It affects the wider town and is seen as part of Hemel Hempstead's infrastructure growth strategy. To make these improvements there will need to be significant investment in public transport by delivering an improved multi-modal interchange at Hemel Hempstead

railway station. This will be linked to better more frequent bus services between the station, the town centre and Maylands Business Park, as well as improved coach services for commuters. DBC will need to work closely and proactively with HCC and other relevant organisations to leverage the required investment and deliver the necessary infrastructure to enable this modal shift. It is acknowledged however that at least in the short to medium term, private car use is likely to continue and a number of small scale highways improvements are proposed as development come forward. HCC and DBC will work with developers through the planning process to deliver these localised improvements.

## **Parking**

- 4.3 Parking issues and in particular commuter on-street parking has been raised as a significant issue in the area.

A major part of Two Waters area sits within close proximity to Hemel Hempstead and Apsley railway stations, as well as the town centre. In accordance with national government policies, development is being encouraged around transport hubs to reduce the requirement for private vehicle ownership and encourage the use of sustainable modes of transport. The guidance in the Two Waters Masterplan Guidance follows this vision and encourages the reduction of parking standards in developments around the public transport hubs.

However it is acknowledged that at least in the short to medium term, private car use is likely to continue and the area is likely to require a review and implementation of further controlled parking zones in the area. The setup of controlled parking zones have been included as a Development Requirement in the four key development sites and provides a hook for obtaining developer contributions for the setup cost.

Discussions between DBC officers have highlighted the possibility of requiring further controlled parking zones as part of the redevelopment expected to come forward in the Two Waters area.

## **Primary School**

- 4.4 Given the scale of the development likely to come forward in the area it is likely that at least one new primary school will be required. However, there isn't a single development site that is large enough to be required to deliver a new school on its own. DBC and HCC are looking at options for providing new school places for the proposed new residential development in the area. This includes exploring both the feasibility of expanding current schools in the area and providing a new school.

## **DBC owned land assets**

- 4.5 There are a number of DBC owned land assets both within the wider Two Waters area and specifically within the key development sites. These include but are not limited to the Car Wash site at the Plough Roundabout, Sunnyside

nurseries, Lawn Lane playing field (all within Development Site 4) and Frogmore Paper Mill.

- 4.6 It has not been possible at to identify a firm location for a school at this stage without further detailed feasibility work . However the Masterplan Guidance required an identified site to obtain robust costs for its viability assessment. As such the following has been set out within the guidance for site 4.

*‘Dacorum Borough Council (DBC) in partnership with Hertfordshire County Council (HCC) is looking at options for providing new school places for the proposed new residential development in the area. This includes exploring both the feasibility of expanding current schools in the area and providing a new school. For the purposes of the Masterplan Guidance a new school and its associated transport costs and impacts have been included within the viability assessment. Alternative sites have been considered in the initial school site search, together with expanding existing schools but in terms of cost the Council had to assess the most expensive option, which is a new school. As such, a school in Site 4 has been taken forward as an illustrative potential school site. This does not rule out taking forward residential development on this land in the longer term or it remaining in its current use. Any proposed location would need the agreement of DBC (as landowner and as local planning authority) and Hertfordshire County Council (as the education authority) and also the financial contribution towards a school’.*

#### **Air Quality Management Zone (AQMA)**

- 4.7 The London Road AQMA sites within the area. Another AQMA on Lawn Lane is in close proximity to the area. DBC Environmental Health has commented in support of the strong focus on sustainable travel presented in the Two Waters Masterplan Guidance which accords with the measures contained within the Council’s Air Quality Action Plan. They have highlighted that an air quality assessment will be required where there is a risk of significant air quality effect either from a new development causing an air quality impact or creating exposure to high concentrations of pollutants for new residents.

#### **Contaminated land**

- 4.8 DBC Environmental Health has commented that the redevelopment of brownfield sites within the Two Waters subject area is supported and encouraged. The majority of the sites identified for future development within the Two Waters subject area have potentially contaminative former uses and some have been identified as potential sites of concern as part of the Council’s Contaminated Land Strategy. An assessment of each site’s ground conditions for any contamination and any associated risks to human health will be required prior to development.

### **5. Ongoing partnership working**

- 5.1 In light of the key matters raised above, DBC will continue to work closely with HCC on their emerging Hertfordshire Growth and Transport Plan and Local Transport Plan to address the traffic congestion issues in the area; this may include further work to explore opportunities for additional multi modal transport interchanges in the Borough.



5.2 DBC will also continue to work with HCC to address the educational needs that will arise in the area due to the proposed development in the Two Waters area.

5.3 DBC will further work with organisations and developers to deliver the necessary infrastructure and leverage additional funding where required to deliver improvements for the area.

## **6. Next steps**

6.1 Subject to Cabinet approval, the Draft Two Waters Masterplan Guidance will be published for online public and stakeholder consultation for a period of six weeks commencing July 2017.

6.2 Once the results of the consultation are considered and incorporated, the final Two Waters Masterplan Guidance is expected to be submitted to Cabinet for adoption October/November 2017.

6.3 It is envisioned that the Two Waters Masterplan Guidance will be initially adopted by Cabinet as a Planning Statement and will then be adopted as a Supplementary Planning Document (SPD) supporting the new Dacorum Local Plan.

6.4 Work is shortly due to commence on a Station Gateway Masterplan. This work will bring together previous work on the Station Gateway and work through the Two Waters Masterplan Guidance, as well as other studies that are currently being progressed by Network Rail. This study will also consider viability and development phasing of the site. It is envisaged that this will be consulted on and adopted by the Council as a Supplementary Planning Document to the existing Local Plan in Spring 2018.