



Report for:	Strategic Planning and Environment Overview & Scrutiny Committee
Date of meeting:	10th October 2017
Part:	1
If Part II, reason:	

Title of report:	Draft Two Waters Masterplan Guidance
Contact:	<p>Cllr Graham Sutton, Portfolio Holder for Planning and Regeneration</p> <p>Responsible Officer: James Doe, Assistant Director, Planning, Development & Regeneration</p> <p>Authors: Nathalie Bateman, Team Leader Strategic Planning and Regeneration</p> <p>Shalini Jayasinghe, Strategic Planning and Regeneration Officer</p>
Purpose of report:	To update members about the work carried to develop the draft Two Waters Masterplan Guidance report and key matters arising from the recent public consultation.
Recommendations	That the report is noted.
Corporate Objectives:	<p><u>Affordable Housing</u></p> <p>Affordable Housing is not considered to be infrastructure under the CIL Regulations 2010 (as amended) and continues to be secured through use of planning obligations under Section 106 of the Town and Country Planning Act 1990 (as amended)</p> <p><u>Building Community Capacity</u></p>

	<p>CIL revenues are not restricted by geography they can be targeted in areas where there are existing deficiencies and/or where needs are most acute. CIL revenues may be used on social enterprise and local community infrastructure which supports those in the most deprived areas. Local communities should feel empowered to carry out improvements within their neighbourhood by the distribution of a proportion of CIL funding to them under Regulation 59 of the CIL Regulations 2010 (as amended).</p> <p><u>Delivering an Efficient and Modern Council</u></p> <p>A clear and precise Infrastructure Business Plan will enable the long term planning of infrastructure improvements and facilitate the efficient delivery of infrastructure projects by the Council. The funds secured from CIL and S106 will enable the provision of modern facilities for the enjoyment of those living and working in the Borough.</p> <p><u>Ensuring Economic Growth and Prosperity</u></p> <p>Despite the majority of commercial developments not being liable to CIL payments, the development of the key employment area at Maylands and the Enterprise Zone is a corporate priority to which CIL funding may be allocated. It is anticipated that significant CIL funds will be committed to the development of supporting transport and ICT infrastructure to enable this area to thrive thereby increasing the prosperity of the area.</p> <p>Public realm improvement works are secured separately under S106 from those developments within the commercial areas to the east of Hemel Hempstead</p> <p><u>A Safe, Clean and Enjoyable Environment</u></p> <p>CIL and S106 receipts may be allocated to the improvement of infrastructure which supports a safe, clean and enjoyable environment. Significant funds have been allocated from the S106 contributions towards the improvement of public open spaces and in support of the Council's programme of playground improvements.</p>
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</p>

<p>Value For Money Implications'</p>	<p>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> <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>
<p>Risk Implications</p>	<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 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>
<p>Community Impact Assessment</p>	<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	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.
Monitoring Officer/S.151 Officer Comments	<p>Monitoring Officer:</p> <p>S.151 Officer</p>
Consultees:	<p>Mark Gaynor, Corporate Director (Housing & Regeneration), DBC</p> <p>Mark Brookes, Solicitor to the Council, Legal Governance Management, DBC</p> <p>James Deane, Corporate Director (Finance & Operations), DBC</p> <p>David Skinner, Assistant Director (Finance & Resources), DBC</p> <p>Ben Hosier, Group Manager (Commissioning, Procurement & Compliance), DBC</p> <p>Steve Barnes, Parking Services Team Leader, DBC</p> <p>Corporate Management Team (CMT), DBC</p> <p>Public & Stakeholders - Please refer Consultation Statement https://democracy.dacorum.gov.uk/documents/s10030/Cabinet-27-06-17-Two%20Waters%20consultation%20App%203.pdf</p> <p>for full details of public and stakeholder consultation previous public consultations and Appendix 1 for details of the most recent public and stakeholder consultation (6th July – 16th August 2017).</p>
Background papers:	<p>Two Waters Strategic Framework (2015)</p> <p>Draft Two Waters Masterplan Cabinet Report 27 June 17</p> <p>Consultation Statement including results of previous rounds of consultation.</p> <p>https://democracy.dacorum.gov.uk/documents/s10030/Cabinet-27-06-17-Two%20Waters%20consultation%20App%203.pdf</p> <p>Appendix 1: Consultation Report of most recent consultation (6th July – 16th August 2017)</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>
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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 There is a significant amount of underused land within the Two Waters area and Dacorum's housing targets are already ambitious and require the use of Green Belt land. This masterplan guidance report creates opportunities to provide much needed new homes, employment, 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, as well as guide infrastructure improvements to support the new housing.

1.4 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.

1.5 DBC has undertaken significant public consultation including public exhibitions and workshops, recent online consultation (6th July to 16th August) and meetings with key stakeholders and landowners, all of which have informed the development of the Masterplan Guidance. The Consultation Reports for the current consultation is available at Appendix 1 and previous consultations at

<https://democracy.dacorum.gov.uk/documents/s10030/Cabinet-27-06-17-Two%20Waters%20consultation%20App%203.pdf>

2. Aims and scope of the masterplan guidance

2.1 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.

2.2 The Two Waters Masterplan Guidance will 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.

2.3 The Masterplan Guidance scope:

- 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 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

2.4 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.

2.5 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. Key matters arising from recent public consultation

3.1 The most recent public consultation held during July and August asked the public and stakeholders if they supported the content of each chapter in the masterplan and if not to give their reasons.

3.2 There were 293 questionnaire responses from the public, a further three emails/letters from members of the public and 20 from stakeholders.

3.3 Although there was significant support towards the Masterplan Guidance on the whole, there were also a significant number of concerns raised and negative responses compared to previous consultations.

3.4 Two issues in particular appear to have skewed the results:

- A significant number of responses were concerned about the future of Sunnyside Rural Trust in its current location located in Site 4 and as a result respondents appeared to disagree with all areas of the questionnaire. It was

explained in the masterplan guidance that a site needed to be considered for a primary school and as a result it would also consider other potential uses. DBC will be working with HCC Education Officers to identify other opportunities to support primary school needs. We would also like to elaborate that the Council is wholly committed to working with Sunnyside Rural Trust to ensure that its valuable community service is retained and as the land owner DBC has no plans to develop the site. Should the site be no longer required for use by the Trust at some time in the future, or if a suitable alternative site becomes available, the Masterplan simply provides for the current site's regeneration with guidelines as to what might be appropriate. Due to the Council's above commitment to Sunnyside Rural Trust, these responses have been identified separately.

- A significant number of responses were generic and repeated across all questions and a majority of the responses were not specific to the question asked.

3.5 Key results from the analysis of both public and stakeholder responses and a summary of DBC responses are as follows:

- Over half of all respondents to the questionnaire and many of the stakeholders were supportive of the principles for '**Open Space and Sustainability**' with a further 22% of questionnaire respondents objecting only due to their uncertainty regarding the future of Sunnyside Rural Trust.
- Nearly half of the questionnaire respondents and a majority of the stakeholders who provided responses on this topic were supportive of the **Transport and Movement** Overarching Guidance. A further 11% of questionnaire respondents did not support it only due to their uncertainty regarding the future of Sunnyside Rural Trust.
- One third of questionnaire respondents and a majority of the stakeholders who responded were supportive of the **vision** for Two Waters. A further 20% of questionnaire respondents did not support it only due to their uncertainty regarding the future of Sunnyside Rural Trust.
- Over 36% of questionnaire respondents and a majority of stakeholders were supportive of the **objectives** for the Two Waters Masterplan Guidance. A further 21% of questionnaire respondents did not support the objectives only due to their uncertainty regarding the future of Sunnyside Rural Trust.
- Nearly one third of questionnaire respondents were supportive of the guidance principles for the **Built Environment**. A further 17% of questionnaire respondents did not support the objectives only due to their uncertainty regarding the future of Sunnyside Rural Trust.
- In general approximately 20% – 25% of respondents were supportive of the guidance principles for **Sites 1 – 4** with further significant percentages (7% - 20%) objecting only due to their uncertainty regarding the future of Sunnyside Rural Trust. Only Site 1 had over 57% of questionnaire respondents objecting to development, primarily opposing high scale development over 4 storeys. Site 2 had 44%, Site 3 36.7% and Site 4 38.7% direct objection, again primarily due height and density concerns and traffic concerns.

- Out of those who objected, in general there was most opposition to **higher scale and density**, particularly on Site 1 with respondents wanting development to be limited to four storeys in general. However some responses also responded that the proposed scale of development was not sufficient to be viable.

The Masterplan Guidance has been prepared through the careful consideration of a number of factors as detailed in the Two Waters Masterplan Guidance and sets out a level of development that can be accommodated within the area. The Two Waters area is an important strategic location and has the potential to accommodate new development that promotes a sustainable mix of land uses. Due to its location, development will come forward in this area through the market even if there is no specific masterplan. In addition, to minimise the impact on the wider countryside, DBC needs to consider and take forward housing proposals within town boundaries and higher densities around transport nodes such as Hemel Hempstead railway station.

- A large number of respondents expressed concern about the future of **Sunnyside Rural Trust**.

The Council is wholly committed to working with Sunnyside Rural Trust to ensure that its valuable community service is retained and as the land owner DBC has no plans to develop the site. Should the site be no longer required for use by the Trust at some time in the future, or if a suitable alternative site becomes available, the Masterplan Guidance simply provides for the current site's regeneration with guidelines as to what might be appropriate.

- There was some concern regarding a **tall landmark building** at the Plough Roundabout.

Taller buildings are an important part of an urban streetscape. Tall buildings are considered appropriate in this location given that it is the town centre gateway and adjacent to existing taller buildings. All development coming forward including taller buildings would need to adhere to statutory requirements. Further assessments will be required through the planning application process to ensure that any development coming forward is acceptable.

- There was some concern that development around the **moors** and Boxmoor may detract from the natural assets and character of the area.

Guidelines have been included to protect the moors and minimise the impact of any new development on the character of the area. These principles have been further strengthened as a result of this consultation.

- Of those who objected, there was concern that the scale of development will exacerbate existing **transport and parking** issues and scepticism regarding proposed modal shift towards sustainable transport alternatives to reduce car use.

As part of developing the Masterplan Guidance we have worked closely with HCC highways to ensure they have identified proposals to tackle issues. As

and when sites come forward for development, further assessments and mitigating measures will be required through the planning application process.

National Policy has moved towards securing more sustainable travel outcomes with emphasis on minimising the need to travel, reducing car use and encouraging more sustainable modes of transport. See Section 5 for detailed response.

- There was some concern about the provision of sufficient **infrastructure** to support additional residential development

Infrastructure improvements have been identified where appropriate to the scope of the masterplan and will be expected to be delivered through CIL and other contributions/funding received as and when development comes forward. DBC has a dedicated team who will continue to work with other departments and infrastructure providers to facilitate delivery of required infrastructure.

3.6 The attached supporting Consultation Report (July/August 2017) (Appendix 1) summarises and analyses the responses received and provides DBC responses to the matters raised in detail, as well as proposing where changes will be required to the draft masterplan guidance report.

3.7 Identified changes to the masterplan guidance report as a result of the responses are set out in Appendix A of the Consultation Report (July/August 2017). In summary they are:

- Strengthen the Vision and Objectives of the Masterplan Guidance.
- Strengthen the guidance principles on Built Environment.
- Strengthen the Masterplan Guidance on Biodiversity and Air Quality improvements and pollution mitigation.
- Strengthen the statements on emerging transport policy and implementation documents that will support the Two Waters area and measures to facilitate modal shift towards the use of sustainable transport.
- Strengthen Site Specific Guidance including the requirement for setback from the road and stepping back of floors above three storeys. .
- Clarify within the document that HCC have confirmed that there isn't a need for an additional secondary school in the area.
- Clarify within the Masterplan DBC's work with infrastructure providers.
- Make minor amendments to figures, illustrations and text where required..

4. Ongoing partnership working

4.1 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.

4.2 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.

4.3 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.

5. Next steps

5.1 Subject to Cabinet approval in November 2017 and Council approval thereafter, the final Two Waters Masterplan Guidance will be adopted as a planning statement.

5.2 It is envisioned that the Two Waters Masterplan Guidance will be adopted as a Supplementary Planning Document (SPD) supporting the new Dacorum Local Plan in 2019.

5.3 Work is shortly due to commence on a Station Gateway Masterplan SPD. 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 2018.