

Dacorum Borough Council Strategic Infrastructure Study

> Social Infrastructure

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Study**

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Assessment**

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ABBREVIATIONS

CSA	Childcare Sufficiency Assessment
DBC	Dacorum Borough Council
DSIS	Dacorum Strategic Infrastructure Study
ECS	Emerging Core Strategy
EEAS	East of England Ambulance Service
DIM	Dacorum Infrastructure Model
FE	Further Education
f.e.	Form of Entry
FIS	Facilities Improvement Strategy
Ha	Hectares
HIIS	Hertfordshire Infrastructure and Investment Strategy
IDP	Infrastructure Delivery Plan
IMD	Index of Multiple Deprivation
JCP	Job Centre Plus
LDF	Local Development Framework
LNR	Local Nature Reserve
LSC	Learning and Skills Council
MLA	Museums, Libraries and Archives
NGS	Natural Green Space
NPFA	National Playing Fields Association
NSALG	National Society of Allotment and Leisure Gardeners
PBC	Practice-Based Commissioning
PCSOs	Police Community Support Officers
PCT	Primary Care Trust
PPG	Planning Policy Guidance

RSS	Regional Spatial Strategy
SPD	Supplementary Planning Document
Sq m	Square Metre
STPs	Synthetic Turf Pitches
WTE	Whole Time Equivalent
YPLA	Young Person's Learning Agency

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EXECUTIVE SUMMARY

This technical report is part of the *Dacorum Strategic Infrastructure Study (DSIS)*. It identifies the social infrastructure needs of the Borough of Dacorum over the period 2011 to 2031. It feeds into an Infrastructure Delivery Plan (IDP) for the borough, and an Interim Supplementary Planning Document (SPD) on Planning Obligations. It examines education, healthcare, sports facilities, open space, emergency services and other social infrastructure.

The *DSIS* meets the requirement of *Planning Policy Statement 12 – Local Spatial Planning* for planning authorities to place infrastructure planning at the heart of the planning process, and for evidenced infrastructure planning to support Local Development Frameworks (LDFs), housing growth targets and the creation of sustainable development and communities. The *DSIS* also supports the goals of the *Dacorum Sustainable Community Strategy (2008)*, the *Emerging Core Strategy (2009)* and the aspirations of the Hemel 2020 Partnership.

The primary source of information on planned and required infrastructure provision to 2031 has been infrastructure providers and their partners. This report draws on published written sources of information as well as stakeholder consultation including phone interviews and meetings with various infrastructure providers and a workshop in March 2010. URS has also constructed a *Dacorum Infrastructure Model (DIM)* to forecast requirements and costs for relevant infrastructure types, based on the Dacorum Development Trajectory developed in collaboration with Dacorum Borough Council (DBC) and utilising broad-brush benchmark standards.

This report finds that education provision is the most significant social infrastructure requirement in Dacorum in terms of space requirements and costs. This conclusion is based on HCC's planning exercise, and it should be noted that HCC emphasises that forecasting future child numbers and enrolments is complex and that demand forecasts will be kept under review. Headline findings are as follows for the low / high scenarios:

- A Dacorum-wide requirement for an additional 27 / 37 primary f.e. respectively under the low / high growth scenarios up to 2031, of which 5 f.e. could be accommodated on existing sites and 20-22 / 32 f.e. would require new sites. This could imply a space requirement of 27.5 ha / 40 ha and costs of £88.0m / £120.6m under the low / high growth scenarios respectively. The majority of new schools will be required in Hemel Hempstead, though there is a marked requirement in Berkhamsted also. In contrast, no new primary schools are required in Bovingdon or Markyate.
- Assuming that each primary school f.e. has one nursery class, this implies a requirement for an additional 27 / 37 nursery classes under the low / high growth scenario, with need concentrated in Hemel Hempstead. Applying benchmark per pupil costs, costs to 2031 are estimated at £12.6M / £17.2M.
- With regard to secondary schools, HCC have forecast a requirements to 2031 of 10 f.e. / 18 f.e. under the low / high scenario respectively - 8 f.e. / 16 f.e. on new sites in Hemel Hempstead and 2 f.e. at Tring through either expansion of the existing school or through relocation and expansion of the existing school. One new site at Hemel Hempstead would require 14 ha; two would total 28 ha. Estimated costs are £42.3M / £76.2M respectively.

Demand for FE places is also likely to increase over the planning period, particularly due to the rise in education/training leaving age, though information is lacking on current and forecast demand and provision.

HCC emphasises the critical need for a flexible approach to enable the expansion of operational schools and / or changes to the way education is delivered from an existing school site, including through planning and land use policies.

Demand was modelled within the *DIM* for GPs, sports halls, swimming pools, health and fitness stations, synthetic turf pitches, allotments, natural green space (local nature reserves), leisure space including child play space, police, libraries and community facilities. Quantitative information on the baseline was factored in where possible; this was available for all infrastructures apart from primary healthcare, local nature reserves (natural green space) and police. It was found that:

- Before the baseline is taken into account, under the low scenario, there is estimated to be additional demand to 2031 for all infrastructures considered apart from synthetic turf pitches (STPs). Under the high scenario there is additional demand for STPs also.
- Taking into account baseline information for those infrastructures where it was available indicates that under the low scenario, there is likely to be unmet demand for health and fitness stations, synthetic turf pitches, leisure space, children's play space, allotments, and libraries. Under the high scenario, the scale of the demand is greater, and there is also unmet demand for natural green space / local nature reserves.
- In terms of land take, the requirements for leisure space and child play space are considerable. For leisure space the requirement to meet demand from new residents is 68.4 ha / 120.4 ha, rising to 104.9 ha / 256.9 ha if the baseline deficit is taken into account. For child play space the requirement is 19.5 ha / 34.4 ha without the baseline, and 115.3 ha / 130.1 ha if including the baseline.
- Aside of schools, the greatest capital cost identified to meet future demand is for child play space (£39.0M / £68.6M under the low / high scenario; £229.7M / £259.4M if the baseline deficit is taken into account). The other significant capital cost is for GPs (£4.0M / £7.2M under the low / high scenario).

There are a many planned projects and initiatives to expand and improve social infrastructure provision in Dacorum; however a significant proportion do not as yet have funding secured. Details of infrastructure requirements and planned infrastructure schemes are set out in the Infrastructure Delivery Plan in Section 29.

Recommended next steps for DBC to take this work forward include:

- Regular up-dating of the *DSIS*, for progress against goals for provision to be monitored and for estimates of requirements to be revisited, and also to reflect changing models of service delivery and the changing regulatory and fiscal context; elements of a monitoring framework are suggested in the *DSIS Executive Summary*

- DBC should build upon the channels of communication set up through this study and maintain collaborative links with these agencies, highlighting the requirement for long term strategic planning
- This study should be used as a lobbying tool to ensure that sufficient resources are allocated to the process so that strategic planning can successfully continue; and so champions can potentially be assigned within each service area to work with the Council and other partners in the strategic planning process.

PART A: INTRODUCTION AND APPROACH

1 INTRODUCTION

Scope

- 1.1 This technical report is part of the *Dacorum Strategic Infrastructure Study (DSIS)*. The purpose of this report is to identify the social infrastructure needs of the Borough of Dacorum (hereafter referred to as Dacorum) over the period 2011 to 2031. It feeds into an Infrastructure Delivery Plan (IDP) for the borough, and an Interim Supplementary Planning Document (SPD) on Planning Obligations.¹
- 1.2 This report examines the following types of infrastructure:
- Education (early years, primary, secondary and further education)
 - Healthcare (primary and secondary)
 - Sports facilities (sports halls, swimming pools, health workstations and synthetic turf pitches)
 - Open space (leisure space including child play space, natural green space and allotments)
 - Emergency services (ambulance, police and fire and rescue)
 - Other social infrastructure (community space, libraries, job brokerage, cemeteries).
- 1.3 The report is part of a suite of documents and outputs making up the *DSIS*. The accompanying outputs are:
- Executive Summary and Infrastructure Delivery Plan
 - Transport Infrastructure Assessment
 - Utilities and Physical Infrastructure Assessment
 - Dacorum Infrastructure Model (DIM).

Key Drivers for the Study

- 1.4 *Planning Policy Statement 12 – Local Spatial Planning* requires planning authorities to place infrastructure planning at the heart of the planning process. Accordingly, it supports evidenced

¹ The Interim Planning Obligations SPD is being formulated by Cushman and Wakefield LLP.

infrastructure planning to corroborate LDFs and their core strategies, as well as housing growth targets and the creation of sustainable development and communities.

- 1.5 Dacorum Borough Council's (DBC) *Emerging Core Strategy* (2009) states that there must be a variety of community and social facilities to support the needs of residents, and promotes good provision and easy access to social infrastructure.
- 1.6 *Towards 2021, the Dacorum Sustainable Community Strategy* (2008) sets out a vision in which community and cultural development are key social themes.
- 1.7 DBC has a coherent conceptual vision for Dacorum, in which the diverse parts of the borough develop in a unified and complimentary way. The vision includes a clear set of aspirations for Hemel Hempstead, as articulated in the work of the Hemel 2020 Vision , which is owned by the Dacorum Partnership, The Local Strategic Partnership. Hemel 2020 currently has key five projects:
 - Town centre regeneration
 - Maylands
 - Neighbourhood improvements and regeneration
 - Green spaces
 - Housing in growth areas.
- 1.8 Considerable planning work has been undertaken on these workstreams through Hemel 2020 projects and by other stakeholders. There are likely to be implications for infrastructure in key sites such as the 'gateways' at Maylands and Hemel Hempstead station, ranging from utilities and transport infrastructure to public realm works and social facilities. The particular implications relating to social infrastructure are covered within this report. The regeneration plans have been revised in recent months due to economic pressures, however DBC remains committed to their implementation in collaboration with its partners.

Approach and Structure

Research Methods

- 1.9 This report has been prepared as a technical study and is a desktop review that has drawn on published written sources of information, phone interviews and meetings with various utilities and services or infrastructure providers and agencies; and additional written information provided by those agencies. Sources are provided in footnotes in the relevant chapters.
- 1.10 More detail on the approach, especially on stakeholder consultation, is given in the *DSIS Executive Summary*.

Growth Trajectory

- 1.11 An important early step in understanding the demand for infrastructure over a future forecast period is to have a clear understanding of the nature, type, and timing of growth that is

expected. Accordingly, URS and DBC have worked together to identify Dacorum's Development Trajectory.

- 1.12 The Development Trajectory shows the residential and commercial development growth that is expected to take place in Dacorum. The Trajectory extends to 2031 and is divided into four phases of five years duration per phase starting from 2011. To account for development that has recently occurred, or is about to occur, a separate period from 2009 to 2011 has also been identified in the case of residential and retail development.
- 1.13 The Trajectory includes two scenarios for residential growth in the borough, as well as leisure and retail development. These scenarios relate to Hemel Hempstead, where the majority of growth in the borough is likely to be located. Growth in the rest of the borough is assumed to be of the same quantum under both scenarios.
- 1.14 The Development Trajectory is set out below in Figure 2-1 and Figure 2-2. Further details of how the Trajectory was derived and how it should be interpreted are set out in Section 2 of this report as well as in the accompanying *DSIS Executive Summary* and the *DIM*.

Dacorum Infrastructure Model

- 1.15 URS has produced a bespoke *Dacorum Infrastructure Model (DIM)* that can be used to help assess and model the demand for infrastructure arising from development.
- 1.16 The *DIM* is driven by the Development Trajectory and is used within the *DSIS* for assessing demand where there is a direct relationship between residential and / or commercial development and infrastructure requirements.
- 1.17 The *DIM* assists in the independent assessment of infrastructure requirements and costs which is a key element of planning infrastructure as described in *PPS12*. It enables the providers' forecasts of future requirements to be tested, and in the absence of any provider forecasts provides a basis for infrastructure planning. It also enables the identification of potential demand-supply gaps and costs over the entire LDF planning period, and the breakdown of information by geographical sub-area and phase. The Model has been constructed in a simple and malleable way so that future users can easily adjust the inputs and assumptions within it as they evolve.
- 1.18 At the same, it is recognised that there is not always a straight-forward relationship between growth and infrastructure requirements, and there is a danger in over-simplifying what is a dynamic and complex picture. The Model has been used only as and when appropriate, to test information supplied by service providers and to provide an indicative, high-level assessment where no such information is forth-coming.
- 1.19 Please see Section 2 for further discussion of the model and the approach taken to estimating demand.

Report Structure and Approach

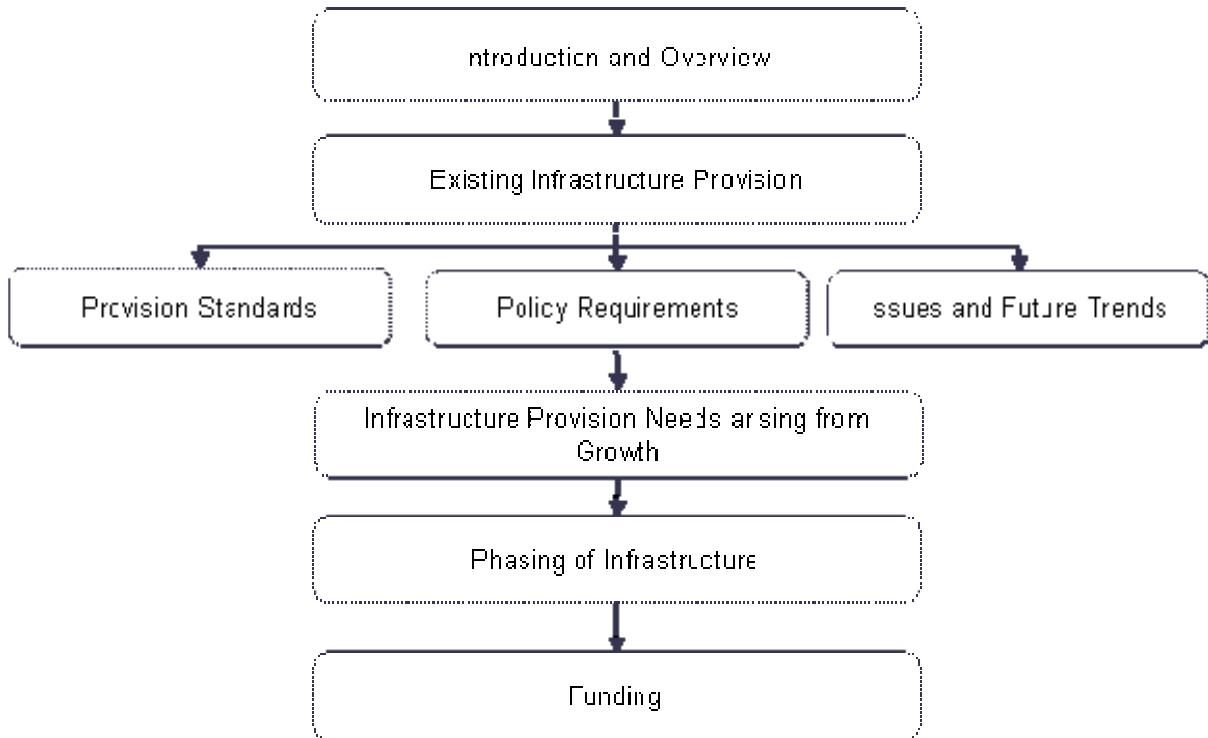
- 1.20 The report is structured around the key types of social infrastructure under consideration, broken into sub-sections where appropriate, as follows:

- Part B: Education
- Part C: Healthcare
- Part D: Sports facilities
- Part E: Open space
- Part F: Emergency Services
- Part G: Other social infrastructure

1.21 The final section draws together the findings and presents them with the Infrastructure Delivery Plan (IDP).

1.22 Each section is then laid out in accordance with the approach that has been taken to investigate the implications of growth for that type of infrastructure. Figure 1-1 below illustrates this process and is followed by an explanation of the approach.

Figure 1-1: Chapter Structure Reflecting Research Approach



1.23 The assessment is structured in accordance with a step-by-step process as described below:

- Introduction and overview: This section sets out the relevant policy drivers for each type of infrastructure and the context in which providers operate. It also defines the scope of the analysis.

- Existing and committed infrastructure provision: This section provides an account of the baseline position with respect to the existing level of provision of the infrastructure in question, and any imminent (and therefore certain) planned investments that will add to existing provision. Where possible, detail is given as to how the forthcoming infrastructure provision has been funded and its cost. It concludes on the adequacy of existing and committed infrastructure.
- Estimating future demand: this includes use of industry provision standards and reference to policy requirements at the national, regional and local levels. Trends or issues that could impact upon future provision are also explored as part of this section.
- Demand arising from growth: This section sets out, as far as is possible and with reference to the DIM where relevant, the extent and location of future additional demand for services.
- Resulting infrastructure requirement: This section discusses the likely implications for the provision of new facilities to provide a broad understanding of the scale of the requirements associated with the projected levels of growth. It also identifies, with reference to the *DIM*, when the additional demand is likely to come forward and whether the projected phasing of residential and commercial growth is expected to trigger the need for additional provision.
- Costs and funding of infrastructure: The section sets out costs to meet the future requirement for infrastructure investment, and the funding options to support the delivery of any infrastructure facilities or studies / investigations.
- Summary and Recommendations: This section sets out a summary of the infrastructure needs assessment findings, together with any recommended actions or a list of infrastructure requirements wherever appropriate.

2 ESTIMATING DACORUM'S INFRASTRUCTURE REQUIREMENTS

Dacorum's Development Trajectory

- 2.1 To understand the nature, type, and timing of growth that is expected and for which additional infrastructure provision is required, URS and DBC worked together to identify Dacorum's expected future development growth under the following categories:
- Residential (dwellings; population)
 - Commercial (both floorspace and jobs for retail; office, industry, warehousing and leisure).
- 2.2 The resulting Development Trajectory is set out below in Figure 2-1. Further details of how the Dacorum Development Trajectory was derived, how it should be interpreted and how it inter-relates with the DIM are set out in the accompanying *Dacorum Infrastructure Study Executive Summary Report* and within the DIM.

Geographical Areas and Phasing

- 2.3 The Development Trajectory takes account of the anticipated future development layout in Dacorum. Most of Dacorum's growth will occur within or as an extension to existing urban areas of the borough. Accordingly, for the purposes of this study the borough is broken down into eight areas, comprised of the three towns, three large villages, and two rural areas encompassing the remainder of the borough.
- 2.4 Development growth has where possible and meaningful been forecast for each area in isolation so as to breakdown the different types and locations of growth. Details regarding the spatial impact of growth have been included where local-level information is relevant, available and sufficiently robust.
- 2.5 To enable the assessment of required phasing of infrastructure requirements, forecasts for development have been divided into four five-year development periods extending to the Core Strategy planning horizon of 2031 beginning with 2011-2016 and ending with 2026-2031.

Low and High Scenarios and the Distribution of Growth

- 2.6 The Development Trajectory includes a low growth and a high growth scenario to account for two possible outcomes with respect to growth at Hemel Hempstead, the settlement where most of the growth in the borough will occur.
- 2.7 Under the low growth scenario, most of the growth in Hemel Hempstead is expected to be achieved within the town's existing urban settlement boundaries, mostly through redeveloping brownfield sites. Under the high growth scenario, the additional growth would be accommodated outside of the town's existing boundaries – by developing sites at West Hemel Hempstead, Marchmont Farm, Wood End Farm and Leverstock Green. These sites are identified in Figure 2-2.

2.8 The expected number of new dwellings for each of the sub-areas in Dacorum is given in Table 2-1, including both high and low options for Hemel Hempstead. Smaller amounts of growth are expected in Berkhamsted and Tring, the other two towns. Growth in the remainder of the borough, including the three large villages of Bovingdon, Markyate and Kings Langley, is anticipated to be modest.

Table 2-1: Overall Projected Residential Growth

PPA		Residential Growth (No. of Dwellings)					Total (2009-2031)
		2009-11	2011-16	2016-21	2021-26	2026-31	
Hemel Hempstead	Low Scenario	714	2,256	2,198	950	1,103	7,221
	High Scenario	714	3,156	3,798	3,450	2,903	14,021
Berkhamsted		115	157	359	70	96	797
Tring		35	90	43	40	97	305
Rural East		3	10	15	30	30	88
Bovingdon		19	32	5	10	17	83
Markyate		4	49	51	10	10	124
Kings Langley		10	10	5	16	42	83
Rural West		18	68	45	45	65	241
Total	Low Scenario	918	2,672	2,721	1,171	1,460	8,942
	High Scenario	918	3,572	4,321	3,671	3,260	15,742

Source: Dacorum Development Trajectory, developed by URS and Dacorum Borough Council.

2.9 Table 2-2 shows the overall quantum of commercial growth envisaged for Dacorum over the planning period to 2031, mostly dated from 2011 with the exception of retail (where figures are presented from 2009²). The majority of commercial development in each class (ca. 90% on average) is forecast to take place in Hemel Hempstead, with only a small residual amount forecast to occur in Berkhamsted and Tring (5% each on average).

2.10 Low and high scenarios are differentiated for leisure and retail, reflecting potential variations in the level of development at Hemel Hempstead.

2.11 The Development Trajectory does not identify any commercial growth in the Rural West or Rural East (including Bovingdon, Markyate and Kings Langley) areas, as it is expected that commercial development will be restricted to Dacorum's three towns.

2.12 The growth figures for office, industry, warehouse and leisure are based on the Hertfordshire London Arc Jobs and Employment Land Study,³ which forecast growth for Dacorum from 2006

² The retail figures for 2009 to 2011 exclude major schemes which may be developed during that period for which permission has already been granted, as the development control process will have considered the impact on, and demand for, infrastructure prior to granting permission.

³ Hertfordshire London Arc Jobs and Employment Land Study, 2009. Roger Tyms and Partners.

to 2031. The majority of commercial development is expected to be office space, followed by warehousing and retail. Conversely, there is expected to a significant decline in the amount of industry, and it is important that this decline is taken into account when looking at the demand for infrastructure.

Table 2-2: Overall Projected Commercial Growth

Phase:	Commercial Growth by Phase (Floorspace - sq m)					Total (2011-31)
	2009 – 11	2011 – 16	2016 – 21	2021 – 26	2026 – 31	
Business / Office	na	39,841	39,841	47,845	55,333	182,860
Industry	na	-17,141	-17,141	-17,141	-3,666	-55,088
Warehouse	na	23,495	23,495	23,495	6,802	77,286
Retail						
Low	4,090	13,150	9,800	12,350	16,111	55,501
High	4,540	14,350	11,100	16,621	22,150	68,761
Leisure						
Low	na	3,862	3,862	3,862	3,862	15,447
High	na	6,394	6,394	6,394	6,394	25,574

Source: Dacorum Development Trajectory, developed by URS and Dacorum Borough Council.

Strong Housing Growth; modest Population Growth

- 2.13 While the number of new dwellings in the borough will be quite significant, the anticipated increase in population will be much less so. This is due to changes in the existing population, as the number of people residing in the borough’s existing dwelling stock is expected to fall over the forecast period. This is due to a projected decline in average household size due to changing household and family structures and an ageing population. Accordingly, the proportionate increase in population in the borough is not anticipated to be nearly as marked as the proportionate increase in the number of dwellings.
- 2.14 Table 2-3 shows the extent of the disparity between the dwelling and population forecasts. Despite an increase, under the low growth scenario, of 8,942 dwellings over the plan period, which equates to an extra 15%, the population will only increase by just over 2% (2,942 residents). Similarly under the high growth scenario, while the number of dwellings could expand by over 26% compared with existing levels, the population would be expected to rise by only 17.5%.
- 2.15 While overall population growth will be more muted than the increase in the number of dwellings suggests; the pattern of population increase will be very uneven. Existing areas of housing will actually witness a decline in population levels, while major development sites and zones will see relatively sharp increases in population. This will be all the more pronounced under the high growth scenario under which development will take place beyond Hemel Hempstead’s existing urban settlement boundary.

Table 2-3: Relative Increase in Dwellings and Population

Category	Existing (~2009)	Predicted Growth 2009 to 2031	Growth as % of Existing
Low Growth Scenario			
Number of Dwellings	59,957	8,942	14.9%
Population (residents)	139,499	2,954	2.1%
High Growth Scenario			
Number of Dwellings	59,957	15,942	26.6%
Population (residents)	139,499	24,352	17.5%

Source: (Dwellings): Dacorum Development Trajectory, developed by URS and Dacorum Borough Council and (Population) Hertfordshire Property (HCC) Population Projections

2.16 This is a significant consideration for infrastructure planning as population is a significant determinant of demand for infrastructure. The existing infrastructure may be able to absorb some of the impact of new housing given the projected decline of population in the existing dwelling stock.

2.17 It will, however, critically depend on the type of infrastructure in question, its catchment area and the way in which people need to access the infrastructure services provided.

- Infrastructure that serves an entire area, town or even region from fixed or central locations will, all other factors being equal, only need to expand in accordance with the additional demands placed upon it by the borough-wide increase in population. The demand for these infrastructure types is less sensitive to the geographical location of growth within the borough. Most utilities and physical infrastructure comes into this category.
- By contrast, there are certain types of infrastructure that are sensitive to the location of demand. Ideally, these types of infrastructure should be located close to the population that they are intended to serve as the extent of the area that they serve (or in other words their 'catchment') is very local. In this case new investment in infrastructure may be needed in localities where the development is concentrated, despite relatively low overall levels of population increase at a wider geographical level. Moreover, existing facilities may come to have spare capacity as their location does not match that of demand. Many social infrastructures come into this category – for example, child play space, primary schools and health centres should all ideally be within walking distance of home.

2.18 These considerations inform the approach to our independent assessments of demand for social infrastructure, as set out within the *DIM* and discussed further below.

Modelling Demand for Infrastructure

Infrastructures Modelled

2.19 Where relevant and meaningful, demand for the infrastructures covered in the report has been modelled to 2031 in the *DIM*. The outcomes of this independent assessment are compared with service providers' own forecasts where available. Full details of the assumptions and workings in terms of inputs, standard benchmark assumptions regarding the quantum and cost of

provision and outputs are provided in the accompanying *DSIS Executive Summary* and the *DIM*.

2.20 Demand was not modelled for job brokerage, cemeteries, fire and rescue or ambulance services, because consultation with service providers indicated that there was no clear causal link between population / employees and demand to make such a modelling exercise robust. For sports facilities and police alternative models were used (the Sports England calculator and the Hertfordshire Constabulary’s local demand model, respectively) as these models are used by local service providers and contain locally-specific data and assumptions.

Population Change and Catchment Areas

2.21 The key input to the model for many of the infrastructures is population change, and the resulting estimate is the change in demand associated with this population change. However, as discussed above, in Dacorum there is a complicated picture in terms of population change; while there is housing growth in all sub-areas, HCC forecast a decline in population for the borough as a whole in the later stages of the planning period.

2.22 The population of new housing can be estimated by multiplying the number of new dwellings in a sub-area by the Hertfordshire average household size for new housing residents.⁴ Table 2-4 compares the result of this calculation for all the new housing forecast in Dacorum with the HCC population forecasts for the borough over the period. The projected underlying demographic changes give rise to significant differences between the two.

Table 2-4: Estimated Population Change in Dacorum: All Housing versus New Housing

	2009-11	2011-16	2016-21	2021-26	2026-31	Total (2009-31)
Population change (all housing)	1,354	2,456	2,479	- 1,679	-1,656	2,954
Population change (new housing only)	2,508	7,301	7,435	3,200	3,989	24,433

Source: HCC; URS Calculations

2.23 In the *DIM*, the input population figures used to model demand associated with growth to 2031 is determined by how close, geographically, provision is required to new housing, as follows:

- For infrastructures with a wide catchment which people will travel some distance to use, the population projections relating to all housing across the whole borough have been used as a basis for forecasting demand.
- For infrastructures with a smaller catchment, which should be provided close to people's homes for development to be sustainable, the basis of the forecast is the number of residents occupying new housing

⁴ According to the Hertfordshire Survey of New Housing ('Campion Housing Survey') 2003 – 4, the average household size for new dwellings is 2.73. Source: HCC

2.24 Table 2-5 below sets out the approach in terms of which population figures are used to forecast demand for different infrastructures.

Table 2-5: Population Figures Used to Model Demand, by Infrastructure Type

Infrastructure	Catchment	Modelled, based on:		Not modelled
		Population in new housing (dwellings x av. household size)	Population change, all housing (HCC Population Projections)	
Education (early years, primary, secondary)		N/a (HCC estimates of demand used)		
Further Education	Borough-wide		✓	
Primary healthcare	Local	✓		
Secondary healthcare				✓
Leisure space	Local	✓		
Child play space	Local	✓		
Natural green space	Local	✓		
Allotments	Local	✓		
Sports halls	Borough-wide		✓ (Sports England calculator)	
Swimming Pools	Borough-wide		✓ (Sports England calculator)	
Health and fitness Workstations	Borough-wide		✓ (Sports England calculator)	
Synthetic Turf Pitches	Borough-wide		✓ (Sports England calculator)	
Police			✓ (Hertfordshire Constabulary demand model)	
Ambulances				✓
Fire and Rescue				✓
Community Space	Local	✓		
Libraries	borough-wide		✓	

Infrastructure	Catchment	Modelled, based on:		Not modelled
		Population in new housing (dwellings x av. household size)	Population change, all housing (HCC Population Projections)	
Job brokerage				✓
Cemeteries				✓

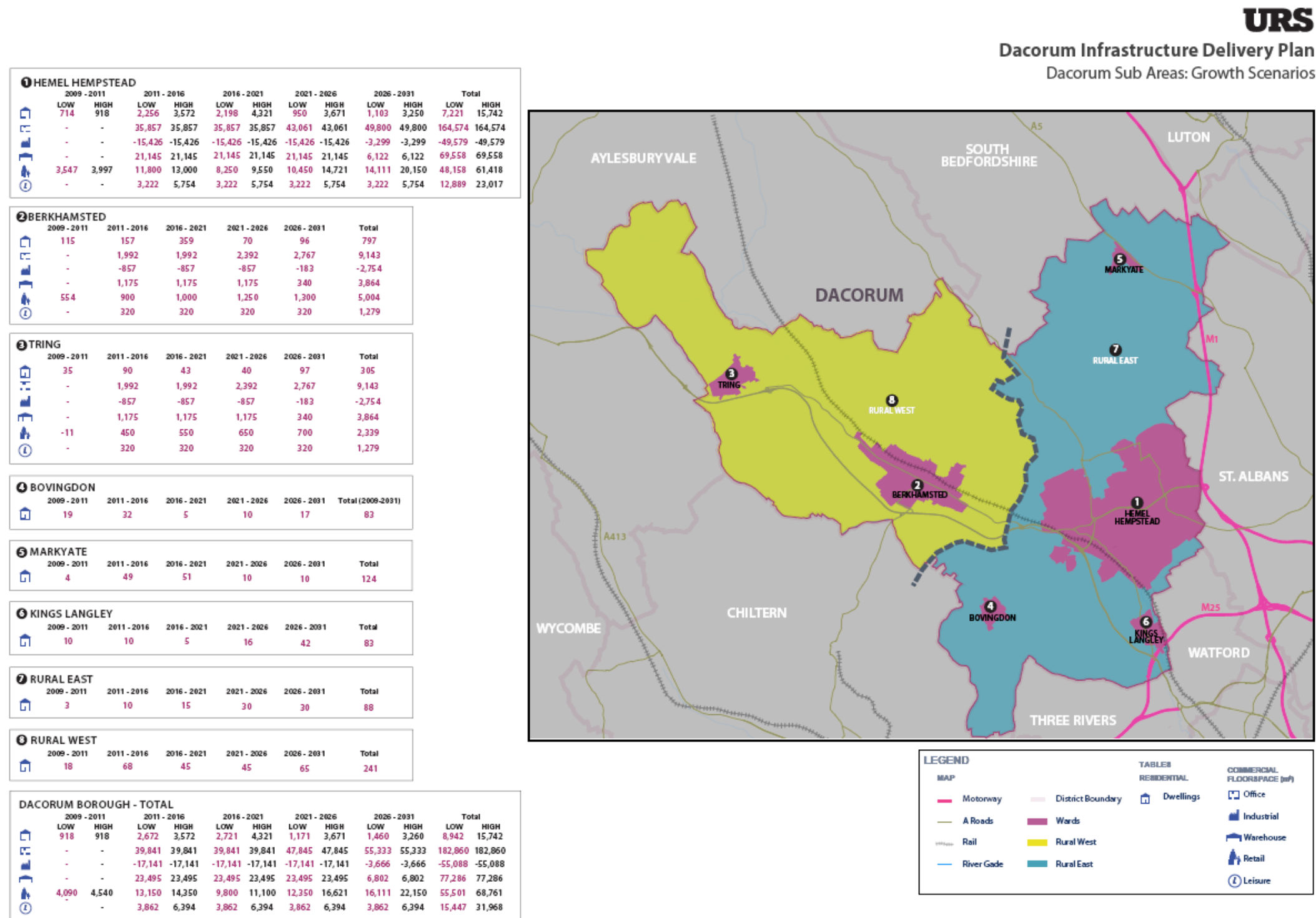
- 2.25 This approach to modelling demand has limitations. It requires infrastructures to be categorised as having either a ‘local’ or ‘borough-wide’ catchment. Realistically there are many types of infrastructure which fall somewhere in between and there are also variations in how far different people will travel to access services. Some of the categories of infrastructure, such as open space, break-down into sub-categories with different recommended catchment areas. These caveats should be borne in mind when considering the outcomes of the modelling exercise for each infrastructure.
- 2.26 Nonetheless, the approach described above is considered appropriate for a strategic piece of work such as this and provides a useful indication of potential demand for infrastructures up to 2031.

Baseline

- 2.27 Where it is available, baseline information is incorporated into the model to show what the net impact of the change in demand is likely to be.
- 2.28 The baseline information includes the capacity of the existing infrastructure (deficit or surplus). This information has only been included where it is available, quantifiable and at the appropriate geographical scale. For example, information was available on the capacity of GPs to take on additional patients, but at the Hemel Hempstead level, which is too broad a geographical area given that people should ideally live within walking distance of their GP.
- 2.29 Second, the baseline includes any planned investments for which funding has been committed. In theory the quantum and cost of any planned and committed projects can be off-set against the forecast requirement and cost. In practice there were no planned investments which were included within this assessment, apart from one child play space project. Where funds are committed there was a lack of information about the quantum of provision planned, so the project could not be off-set against the requirement.
- 2.30 There are many projects which are in the pipeline at an earlier stage of planning (classified in the assessment as ‘planned and uncommitted’), and it is acknowledged that these projects may come forward and make significant contributions towards meeting forecast demand arising from growth. However, it is judged that it cannot be assumed that the facility in question will come forward until the point at which funding is committed, especially in the current climate of uncertainty around funding streams. The approach therefore represents a ‘worst-case’ scenario but is considered the most robust methodology for assessing future requirements.

- 2.31 All information regarding the baseline, both quantitative and qualitative, is included within the text of each section.

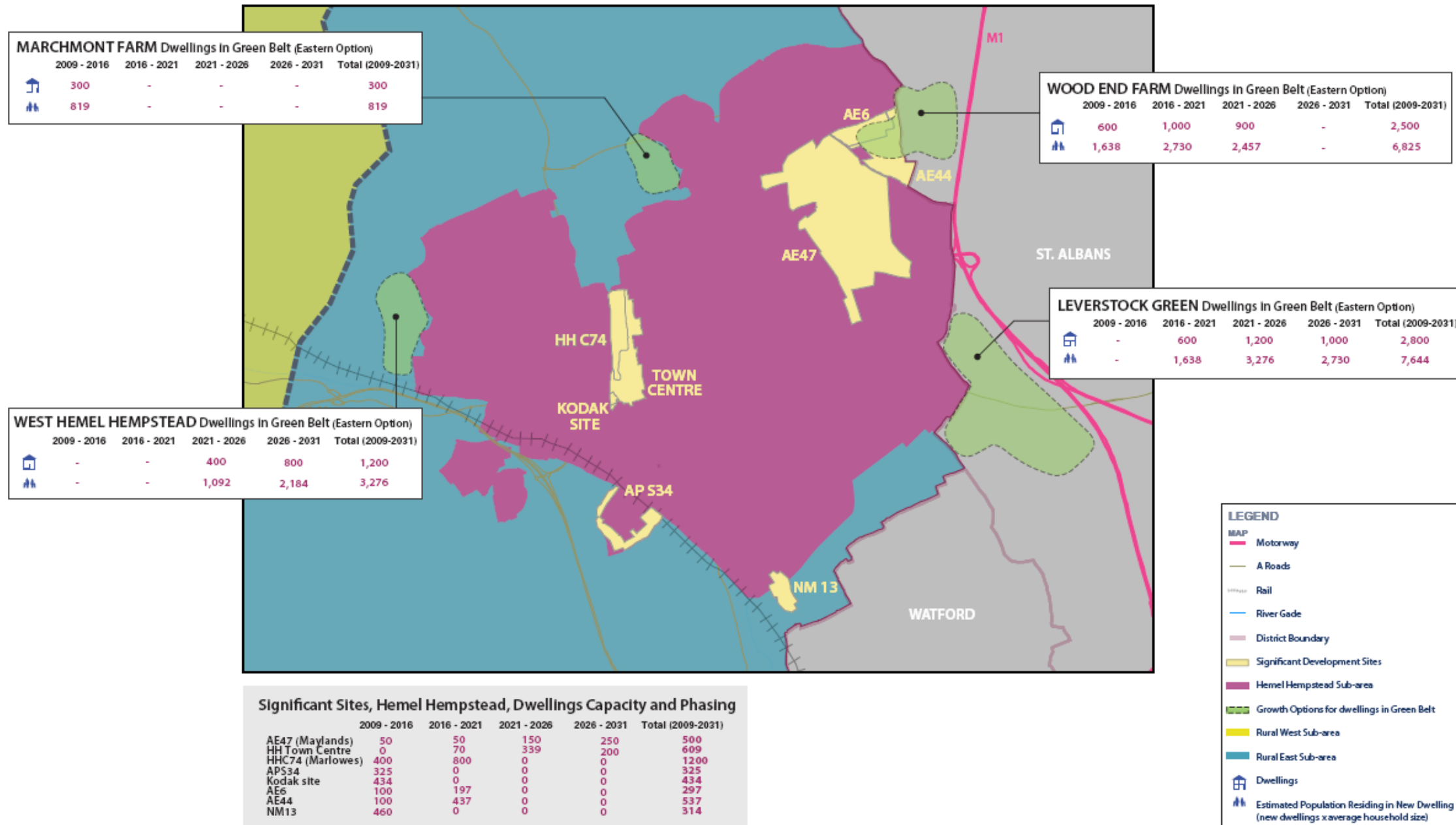
Figure 2-1: Dacorum's Development Trajectory, 2011 to 2031



Source: Based on Joint analysis by URS and Dacorum Borough Council

Figure 2-2: Hemel Hempstead Key Development Sites, 2009 to 2031

Dacorum Infrastructure Delivery Plan
Significant Development Sites: Hemel Hempstead



Source: Based on Joint analysis by URS and Dacorum Borough Council

PART B: EDUCATION

3 OVERVIEW

Scope

3.1 This section covers:

- Primary schools
- Early years education
- Secondary schools including sixth forms.

Policy Context

- 3.2 Local Authorities (LAs) have a statutory requirement to ensure an adequate supply of school places. School provision is monitored and planned by HCC Children Schools and Families (CSF) department, in partnership with HCC Hertfordshire Property. Early years education is managed and planned by HCC's Early Years and Child Care Department.
- 3.3 The 'Every Child Matters' agenda sets the vision for the establishment of integrated children's services, as exemplified in initiatives such as Children's Centres, extended schools and the use of the common assessment framework and lead professionals.
- 3.4 Agencies leading in the development and implementation of the 'Every Child Matters' agenda include the Hertfordshire Children's Trust Partnership, a countywide partnership bringing together organisations that provide services for children and young people. Led by the Director of Children's Services it includes the primary care trusts (PCTs), police and voluntary organisations providing children's services to plan, resource and deliver services to children and their families countywide.
- 3.5 Dacorum Children's Trust Partnership ensures that agencies work together to improve the outcomes and well being of all children and young people in Dacorum. The *Dacorum Children and Young People's Plan* (2008/09) is a single, inter-agency document that sets out the key priorities and actions for all children and young people living in Dacorum.
- 3.6 The *Hertfordshire Children and Young People's Plan* (2009) has two over-riding priorities: safeguarding children and young people and narrowing the gap between vulnerable children and all children. For Hertfordshire, narrowing the gap includes improving learning and accelerating progress for the largest underachieving groups (boys from disadvantaged backgrounds) (HCC PSfC, June 2008). Schools in Hertfordshire are highly regarded nationally for good quality provision and for achieving high and improving standards.

4 PRIMARY EDUCATION

Introduction

- 4.1 Primary schools across Dacorum provide primary level education for children ranging from five years old to eleven years old. There are a number of schools in Dacorum that provide nursery classes meaning children can join the establishment from the age of three. In terms of primary school classes a child would be expected to start the term before they turn five years old.

Policy Context

- 4.2 Primary school provision is monitored and planned by HCC Children Schools and Families (CSF) department, in partnership with HCC Hertfordshire Property. Dacorum is split into 10 Primary Planning Areas (PPAs), five of which are in Hemel Hempstead.
- 4.3 Information on primary school provision is available in Hertfordshire's 2008 *Primary Strategy for Change* (PSfC) and *Meeting the Rising Demand for School Places* (2009). The PSfC reflects the key objectives of the Department for Children, Schools and Families (DCSF) as set out in *The Children's Plan for 2020* (2007).

Existing and Committed Provision

Existing Provision

- 4.4 At present there are 55 primary schools across Dacorum. The majority are located in the towns of Hemel Hempstead, Berkhamsted and Tring. 39 of these schools provide nursery classes for three to four year olds.

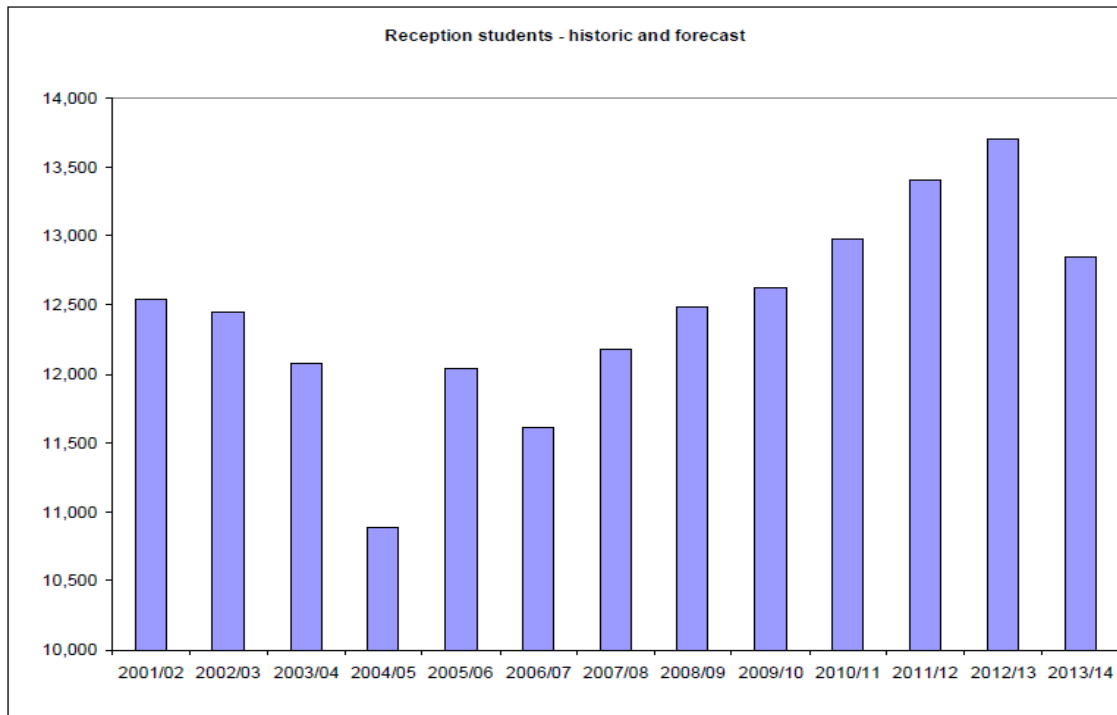
Adequacy of Existing Infrastructure

- 4.5 Hertfordshire Property's letter responding to the *Dacorum Emerging Core Strategy* (ECS) and *East Hemel Hempstead Area Action Plan Consultation* (22nd September 2009)⁵ indicates that school rolls in Dacorum are currently rising, which is a reversal of recent historical trends.

⁵ Hereafter referred to as the HCC response to the *Dacorum ECS*.

4.6 This trend is confirmed by Figure 4-1 below which shows forecast trends in reception student intake in Hertfordshire. As this graph, and other information produced by HCC, illustrates reception rolls are very volatile.

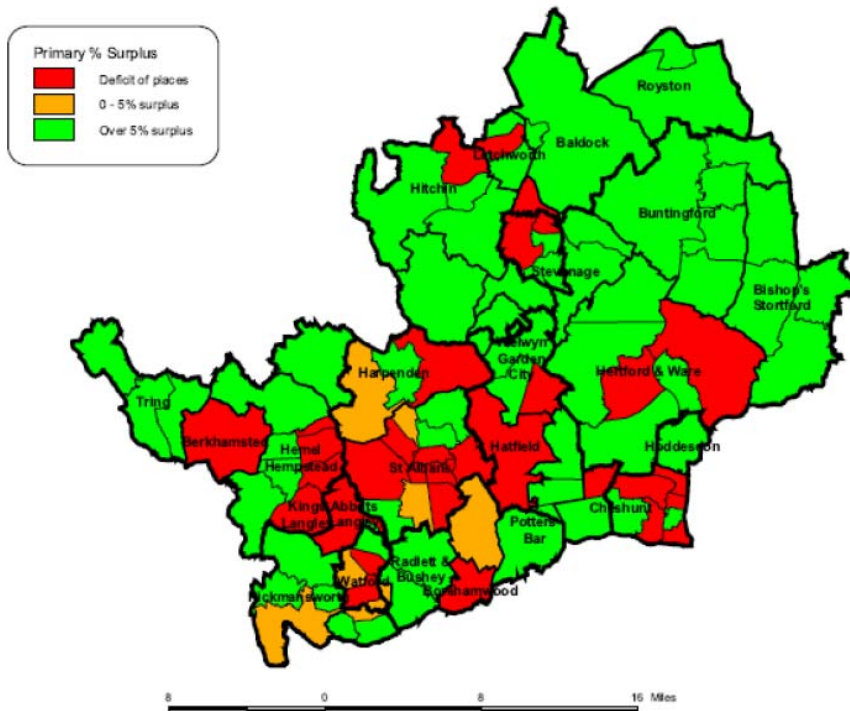
Figure 4-1: Historic and Forecast Reception Rolls in Hertfordshire



Source: *Meeting the Rising Demand for School Places (2009)*

4.7 The forecast demand / supply gap (2012/13) for primary schools in Hertfordshire is shown in Table 4-2 below. Hemel Hempstead, Berkhamsted and Kings Langley are shown as areas with a potential deficit in capacity.

Figure 4-2: Forecast Capacity of Primary Schools in Hertfordshire by Planning Area, 2013/13



Source: Meeting the Rising Demand for School Places (2009)

4.8 HCC’s response to the *Dacorum ECS* indicates that the existing baseline in terms of school capacity has been assessed and shows a lack of capacity in Tring, Markyate and Kings Langley and the surrounding area.

Committed Provision

4.9 *Meeting the Rising Demand for School Places* (2009) provided by HCC refers to the planned investment of 0.5 form of entry (f.e.) at Greenway Primary School in Berkhamsted. For reference, 0.5 f.e. is the equivalent to 105 pupils.

Assessment of Future Demand

4.10 HCC CSF is responsible for forecasting required primary school provision. The current projections go to 2015/16. The projections were extended to 2031 in order to feed into the LDF planning process, as set out in HCC’s response to the *Dacorum ECS*.

4.11 It should be emphasised that school requirements are not usually forecast over such a long period because there are so many complex variables to be taken into account, and Hertfordshire Property note in their response to the *Dacorum ECS* that projections should be updated at least every five years. The methodology, assumptions and standards of provision used by HCC to forecast existing and future demand for primary school provision are summarised below (further detail is provided in *Meeting the Rising Demand for School Places 2009*).

4.12 Future pupil numbers, the capacity of the existing PPAs and future development rates were estimated drawing on a variety of data sources including:

- GP data on births
- Pupil yield data for typical new development across Hertfordshire – forecast demand is based on a pupil yield equating to 1 f.e. per 850 dwellings (this 850 figure is used for new development only and is an average across Hertfordshire, yields may be higher depending upon the specific mix and tenure of development)
- DBC’s development trajectory (taking the mid point in estimates of potential dwelling yields for those sites identified in the Housing Land Availability paper).

4.13 The existing capacity and ability of schools to accommodate additional pupils was assessed, factoring in:

- A surplus to cater for parental choice and short term variations in pupil number has been considered with up to 10% additional capacity community-wide as recommended by the Audit Commission for existing schools to 2015/16
- A surplus of 7.5 % for the calculations of need arising from additional developments proposed in the ECS as part of the overall pupil yield calculation
- A 10 % allowance to consider demand beyond 2016 to 2031 and match the current rising trend to continue beyond 2016.

4.14 The resulting estimates of demand are expressed in terms of number of forms of entry (f.e.) with a preferred model of 2 f.e. schools. Each f.e. comprises seven year groups from reception to Year 6 with classes of 30 pupils in each, totalling 210 children. The standard model incorporates a nursery class of approximately 30 pupils to be attached to the school, however, nursery pupils are not included within the figures below but are covered separately in Section 5.

4.15 The results of the assessment are summarised by PPA in Table 4-1 below. It should be noted that the approach to meeting forecast demand has not yet been confirmed and the following assessment and its outcomes are indicative of the potential requirements only. Consultants are currently carrying out work to confirm the capacity of existing school sites and to search potential sites for potential additional sources of supply.

Table 4-1: Future Demand Requirement for Primary School Provision

<i>Primary Area</i>	<i>Planning</i>	<i>Future Demand for Primary School Provision to 2031</i>
<i>Hemel Hempstead</i>		
Hemel North East	Hempstead	A new 2 f.e. school required. Under the high growth scenario additional land would be required to enable expansion of an existing school to 2f.e..
Hemel East	Hempstead	Expansion of existing 1 f.e. school to 2 f.e. required, along with a new 2 f.e. school to meet demand under the low growth scenario. Under the high growth

Primary Area	Planning	Future Demand for Primary School Provision to 2031
		scenario an additional 8 f.e. of primary capacity would be needed.
Hemel Hempstead South East		Existing assets could provide an additional 2 f.e.. A new 2 f.e. site would also be required to serve new housing growth. In addition, in the event that site APS 54 were to come forward an additional 2 f.e. site would be required to either create a new school or provide for relocation of an existing 1 f.e. school depending upon demography at the time.
Hemel Hempstead West		If proposed developments occurred in either Hemel Hempstead West or North West which secured a minimum of 750 new dwellings a new 2 f.e. site would be required.
Hemel Hempstead North West		Sufficient capacity to meet demand to 2015/16; see comment under Hemel Hempstead West.
Town Centre		There is little or no opportunity to expand existing schools to meet demand arising. A site with the capacity to reach 2 f.e. would be needed.
Reserve Sites		Further 4 f.e. required in Hemel Hempstead assuming contingency of 10% for growth from 2015 to 2031.
<i>Rest of Dacorum</i>		
Berkhamsted		Requirement for two 2 f.e. sites to be identified to support growth, preferably to the NE and SW of the town. There is also the need to relocate and expand Swing Gate School (currently 1 f.e.) to provide a 2 f.e. school. The relocation and expansion of Swing Gate School will be delivered after 2015/16 and will meet the reserve need up to 2031.
Bovingdon		There should be existing capacity to cope with the anticipated level of growth.
Kings Langley		1 f.e. additional capacity is required assuming 70 homes in the DBC part of Kings Langley and 220 houses in the Three Rivers District Council part of Kings Langley (which prudence would dictate should be on a 2 f.e. site to allow for expansion to 2031). This could come forward in either district, therefore a feasibility study needs to bottom out where would be most appropriate.
Markyate		The school has potential to expand according to rising demand.
Tring		There is potential to expand existing primary provision within Tring by 2 f.e., which would accommodate growth and contingency.

Source: HCC Response to Dacorum Emerging Core Strategy, HCC, 2009

Resulting Infrastructure Requirements

4.16 HCC’s assessment allows identification of the potential number of forms of entry and schools required by PPA. Using standard assumptions set out below, the associated requirement can also be expressed in terms of the total number of pupils⁶ and space:

⁶ It should be noted that these pupil numbers would correspond to 100% take up of available places; in reality spare capacity of 10% is built into planning of capacity. Also, while the HCC assessment is concerned with ‘trigger points’ for new schools and thus expresses its findings in terms of f.e. / schools / sites, there will be in fact be variations in take-up in school places depending on the timing of new provision versus changing demand.

- 1 f.e. = 210 pupils 1,650 - 1,750 sq m Gross Internal Area (GIA)
- 2 f.e. = 420 pupils 2,650 - 2750 sq m GIA
- 3 f.e. = 630 pupils 2,950 – 3,125 sq m GIA
- One 2 f.e. school requires a 2.5 ha site GIA.⁷

4.17 As shown in Table 4-2, over the whole of Dacorum, a requirement for an additional 27 f.e. has been identified under the low growth scenario, of which 5.0 to 6.5 f.e. could be accommodated on existing sites and 20 to 22 f.e. would require new sites depending upon on location of growth. Also, 2 of the 20 to 22 f.e. would require the relocation of an existing 1 f.e. school. 14 f.e. of the total requirement are in Hemel Hempstead (though this includes 4 f.e. reserve sites) with particular need in the North and North East PPAs. There is a marked requirement (5 to 6 new f.e.) in Berkhamsted. A further 2 to 3f.e. may also be required to the east of Dacorum’s district boundary if St. Albans deliver any growth here (this amount has not been included in any total). In Bovingdon and Markyate there is no requirement for new schools to accommodate growth. Applying standard assumptions regarding the GIA of schools and pupil numbers, the requirements could amount to 36,850 sq m and 5,670 pupils across Dacorum. Assuming new 2 f.e. schools require a new 2.5 ha site (and discounting f.e. provided through the expansion of existing schools), the requirement could be 27.5 ha.

4.18 Over the whole of Dacorum, a requirement for an additional 37.0 f.e. has been identified under the high growth scenario, of which 5 f.e. to 6.5 f.e. could be accommodated on existing sites and 32 f.e. would require new sites. Of this total requirement, 27 f.e. are in Hemel Hempstead (including 4 f.e. reserve sites). Using standard assumptions regarding the GIA of schools and pupil numbers, this could amount to 50,350 sq m and 7,770 pupils across Dacorum (1f.e. is part of a relocation of an existing school). Assuming new 2 f.e. schools require a new 2.5 ha site (and discounting f.e. provided through the expansion of existing schools), the requirement could be 40 ha.

Table 4-2: Net Additional Demand for Primary Schools to 2031, f.e., Low and High Scenario

Sub-Area / Primary Planning Area		Low Growth Scenario			High growth scenario		
		Expansion on existing site	New site	Total	Expansion on existing site	New site	Total
Hemel Hempstead	North East		2.00*	2.00		4.00	4.00
	East	1.00	2.00	3.00	1.00	10.00	11.00

⁷ This is the minimum site requirement (source: HCC response to the Dacorum ECS).

Sub-Area / Primary Planning Area	Low Growth Scenario			High growth scenario		
	Expansion on existing site	New site	Total	Expansion on existing site	New site	Total
South East	2.00	(3.00**) 2.00 (2.00***)	4.00 (6.00)	2.00	2.00	4.00
West/ North West		2.00	2.00	-	2.00	2.00
Town Centre		2.00	2.00	-	2.00	2.00
Reserve		4.00	4.00	-	4.00	4.00
Tring	2.00		2.00	2.00	-	2.00
Berkhamsted		6.00****	6.00	-	6.00	6.00
Bovingdon			-	-	-	-
Markyate			-	-	-	-
Kings Langley		2.00	2.00	-	2.00	2.00
Total	5.00	22.00	27.00	5.00	32.00	37.00

Sources: Response to LDF Emerging Core Strategy, HCC, 2009 and discussions with HCC and DBC officers.

*The requirement is for 1.5f.e. which may be accommodated on existing sites; however it is likely that the best strategy for provision will be a 2 f.e. school on a new site.

**3 f.e. or 2 f.e. required if housing built to the east of Spencer Park, as part of St. Albans growth (not included in total).

***2 f.e. if APS54 delivered (not included in total)

****2x2 f.e. are new sites and 1x2 f.e. is a relocation of an existing 1 f.e. which will expand to 2 f.e..

Cost of provision

4.19 The HIIS estimates standard costs per primary school based on an example in West Stevenage. The construction cost per pupil was approximately £14,519.⁸ An important consideration is that the cost of land may be significant if a site needs to be purchased. Even if a school is provided on one of HCC's own sites, existing land value would still be a consideration. It should be noted that land acquisition costs / existing use values are not factored into these workings but may considerably increase total costs to HCC.

4.20 Applying the benchmark costs from West Stevenage, and including expansion of existing schools as well as new schools, the total cost of new provision of primary places to 2031 is estimated at £88.0M under the low scenario and £120.6M under the high scenario.

⁸ 2Q 2008 cost. While the HIIS does not indicate what this cost covers; experience in other studies indicates that this is an appropriate cost for construction cost only.

Summary and Recommendations

- 4.21 HCC CSF and Hertfordshire Property have undertaken a planning exercise to feed into Dacorum's LDF. It builds on the existing forecasts of requirement to 2015/16 and extends them to 2031.
- 4.22 Over the whole of Dacorum, a requirement for an additional 27 f.e. is identified under the low growth scenario, of which 5 to 6.5 f.e. could be accommodated on existing sites and 20-22 f.e. would require new sites. Assuming new 2 f.e. schools require a new 2.5 ha site, the requirement could be 27.5 ha.
- 4.23 Under the high growth scenario, a requirement for an additional 37 f.e. has been identified, of which 5 f.e. could be accommodated on existing sites and 32 f.e. would require new sites. Of this requirement, 27 are in Hemel Hempstead. Assuming a new 2 f.e. schools requires a new 2.5 ha site, the requirement could be 40 ha.
- 4.24 Applying benchmark per pupil costs, the total cost of new provision of primary places to 2031 is estimated at £88.0M under the low scenario and £120.6M under the high scenario. However, this per pupil cost does not account for the cost of land acquisition (or existing use value for new schools built on HCC owned land, or for the expansion of existing schools); moreover, expansion of existing schools is likely to be cheaper than building new ones. These costs should therefore be treated as a high level, broad-brush estimate only.
- 4.25 The assessment of demand reflects variations in the current baseline of provision and in projected population change across Dacorum. The majority of new schools will be required in Hemel Hempstead, with particular need in the East and South East PPAs. There is a marked requirement (5 new f.e.) in Berkhamsted also. In contrast, no new schools are required in Bovingdon or Markyate.
- 4.26 HCC emphasise the critical need for a flexible approach to enable the expansion of operational schools and / or changes to the way education is delivered from an existing school site, including through planning and land use policies.
- 4.27 The HCC exercise is a useful starting point for identifying future infrastructure requirements and points at which the need for a new facility will be triggered. However it should be emphasised that forecasting school places is complex. These forecasts will be limited in accuracy in the medium to long term and will need to be revisited as the baseline and development trajectory evolve.

5 EARLY YEARS

Introduction

- 5.1 This sub-section examines the requirement for early years education facilities that will arise over the Core Strategy planning period to 2031.
- 5.2 Early years education is currently defined as full-time or part-time education from the start of the term following a child's third birthday and up to compulsory school age, although coverage is broadening in certain circumstances to include two year olds in 2010. Early education places are provided in the maintained, private, voluntary and independent sectors. The maintained sector includes the provision of nursery classes, which is provided at most primary schools in the borough. Early years education is managed and planned by HCC's Early Years and Child Care Department.
- 5.3 There are a variety of other services for children aged five and under, delivered through various facilities including Children Centres, extended school services and other pre school classes as well as in private and voluntary sector settings. Information on these facilities has been included in this section where possible. However due to the diversity and complexity of provision in this area (and also due to a lack of comprehensive information) this chapter focuses primary on early years education as defined above, which LAs have a statutory obligations to provide.

Policy Context

- 5.4 The Childcare Act 2006 requires every LA to provide universal provision of nursery places for three to four year olds, with universal provision defined as 12.5 hours per week. Under current plans provision will be extended to 15 hours per week by September 2010. There is not however an obligation on parents to enrol their children in early years education.
- 5.5 There is also a duty on LAs to provide sufficient childcare to support parents' to return to work and to attend training to enable them to return to work.
- 5.6 Under section 11 of the Childcare Act 2006 every local authority has the statutory duty to complete a Childcare Sufficiency Assessment (CSA) which is used to assess current provision and plan future demand taking into account both birth data and parental demand. HCC's first assessment was completed in March 2008 and the next full CSA is currently underway and will be published in March 2011. As attendance in early years provision is not compulsory and parental choice is key regarding choice between maintained, voluntary, private or independent provision planning future delivery is complex. In accordance to central government CSA statutory guidance, an action plan will also be published outlining how identified gaps will be filled in accordance with the LA's duty to ensure there are sufficient early years and childcare places available for parents who wish to access them.

Existing and Committed Provision

Existing Provision

- 5.7 Census 2001 data indicates that there were 8,695 0 to 4 year olds in Dacorum in 2001, and that Dacorum had the highest percentage of children and young people of all Hertfordshire LAs.
- 5.8 In Dacorum there are 39 primary schools that provide nursery classes for 3 to 4 years old children out of a total of 55. Children usually move into primary school classes the term before they turn five years old.
- 5.9 There are nine venues which run Children's Centres in Dacorum. Children's Centres provide a variety of services as listed below for children under five and their families, which may or may not include nursery classes:
- Support and outreach services to parents / carers and children who have been identified as in need of them
 - Information and advice to parents / carers on a range of subjects, including: local childcare, looking after babies and young children, local childcare and early learning provision, education services for 3 and 4 year olds
 - Support for childminders
 - Drop-in sessions and other activities for children and carers at the centre
 - Links to Jobcentre Plus services, and training opportunities.
- 5.10 There are five Children's Centre venues serving Hemel Hempstead and the surrounding area, and four others serving Tring, Berkhamsted, Bovington, Kings Langley and surrounding rural villages and towns as follows:
- Galley Hill Children's Centre (Warners End Chaulden and Gadebridge)
 - Green Lane Children's Centre (Leverstock Green and Bennetts End)
 - Heath Lane Children's Centre (Hemel Hempstead Central)
 - Windmill Children's Centre (Hemel Hempstead)
 - WorldShapers Children's Centre (Grovehill and Woodhall Farm)
 - The Lanes Children's Centre (Bovington, Chipperfield, Flauden and Sarratt)
 - Three Villages Children's Centre (Kings Langley, Nash Mills and Bedmond)
 - Kings Road Church (Will be two resources in Berkhamsted when they find venues)
 - Orchards Children's Centre (Tring and District)

5.11 In Dacorum there are 257 registered child minders available.⁹

Adequacy of Existing Infrastructure

5.12 No information was available from HCC regarding the adequacy of existing early year education and childcare facilities in terms of quantity or quality. The forecast exercise undertaken by HCC relating to primary schools (see Section 3 above) is assumed to include nursery provision within schools; this exercise takes the baseline situation into account.

5.13 HCC note in their document *Meeting the Rising Demand for School Places* that models of education and care for the under fives age group are evolving, with models of integrated service provision such as wrap-around care and extended schools being promoted. The planning process will need to respond to evolving models of best practice.

Committed Provision

5.14 There is no information available on planned investment in early years education, though the planned expansion by 0.5 f.e. at Greenway Primary School in Berkhamsted may include nursery places.

Assessment of Future Demand

5.15 There is no specific information available on the forecast demand and supply of early years education provision in Dacorum. However HCC's response to the Dacorum ECS indicates that the preferred model for school provision is a 2 f.e. primary school including a nursery. Therefore the forecast requirement for primary schools can be used as a starting point to derive the implied number of nursery places.

5.16 The *HIIS* (2009) provides some information on planning for children's centre provision: however as no up-to-date information was obtained as part of the *DSIS* and costs were unconfirmed within the *HIIS*, potential requirements for children centres have not been estimated here.¹⁰

5.17 Full details of HCC's approach to the forecasting exercise as well as the results are set out in Section 4 and Table 4-1.

Resulting Infrastructure Requirements

5.18 For a typical primary school there will be one nursery class of 30 pupils for each f.e., and therefore 60 nursery places in a 2 f.e. school.

⁹ Source: HCC Early Years and Childcare Strategy Manager

¹⁰ The *HIIS* states that HCC is in the process of providing child care spaces on the basis of a new building for every 800 children. The 82 centres that will be operational in Hertfordshire by March 2010 will be sufficient for the existing population of young children. HCC envisages that, for any new growth location (i.e. East Luton, Harlow North or the KCDCs), they would create a Children's Centre alongside or as part of any new primary school with foundation stage provision that they were creating. HCC would consider the need for any pre-school / daycare places for under fives as it would make sense to build these alongside the Children's Centre and school. However, specific needs and costs have not been identified.

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- 5.19 As shown in Table 4-2, this implies that over the whole of Dacorum there will be a requirement for an additional 27 nursery classes under the low growth scenario to 2031. Of this requirement, 17 are in Hemel Hempstead (though this includes 4 on reserve sites) with particular need in the East and South East PPAs. There is a marked requirement (5 to 6 new nursery classes) in Berkhamsted also. In Bovingdon and Markyate there is no requirement for new classes to accommodate growth. Applying standard assumptions regarding pupil numbers, this could amount to 810 new nursery places.
- 5.20 Over the whole of Dacorum, a requirement for an additional 37 nursery classes has been identified under the high growth scenario. Of this requirement, 27 are in Hemel Hempstead (including 4 on reserve sites). Using standard assumptions regarding pupil numbers, this could amount to an additional 1,110 nursery pupils.
- 5.21 According to the response to the ECS, the minimum space requirement of 2.5 ha for a 2 f.e. school set out in Section 4 includes space for provision of early years services in line with emerging models of delivery. Therefore the requirement for new sites associated with early years education provision is included within that set out in the primary schools section (27.5 ha under the low growth scenario, and 40 ha under the high scenario).

Costs of Provision

- 5.22 The per pupil cost of providing nurseries within primary schools is assumed to be the same as that for primary schools, given that nurseries are provided within primary schools. Applying the benchmark cost of £14,519 per nursery place, costs to 2031 are estimated at £12.6M under the low scenario and £17.2M under the high scenario.
- 5.23 According to information from Hertfordshire Property, the cost of providing children centres, pre-school provision and extended schools ranges from £2,000 to £3,000 per sq m excluding site specific / abnormal costs, external works and fees.

Summary and Recommendations

- 5.24 There is a lack of detailed information around provision of early years education and other services for the under fives. However, the forecasting exercise undertaken by HCC relating to primary schools provides a useful starting point for calculating demand given that the standard model in Hertfordshire is for nursery classes to be provided with primary schools.
- 5.25 A requirement for an additional 27 nursery classes has been identified under the low growth scenario. Of this requirement, 17 are in Hemel Hempstead (though this includes 4 on reserve sites) with particular need in the East and South East PPAs. There is a marked requirement (5 to 6 new nursery classes) in Berkhamsted also. In Bovingdon and Markyate there is no requirement for new classes to accommodate growth. Applying standard assumptions regarding pupil numbers, this could amount to 810 new nursery places. Under the high scenario, a requirement for an additional 37 nursery classes has been identified under the high growth scenario. Of this requirement, 27 are in Hemel Hempstead (including 4 on reserve sites). Using standard assumptions regarding pupil numbers, this could amount to an additional 1,110 nursery pupils.

- 5.26 Applying the benchmark cost of £14,519 per nursery place, costs to 2031 are estimated at £12.6M under the low scenario and £17.2M under the high scenario.
- 5.27 These estimates do not take into account forms of provision falling outside of nursery classes attached to primary schools. In addition it should be noted that there are difficulties in projecting future child numbers, enrolments and policy changes. HCC will be reassessing demand forecasts in five years times 2015/16. The need to keep the requirement under review is especially important for early years services as provision should ideally be made close to pupils' homes, and models of delivery are evolving rapidly.

6 SECONDARY EDUCATION

Introduction

- 6.1 This sub section examines the requirement for secondary schools.
- 6.2 Secondary schools provide education for students aged 11 to 16, and to 18 if there is a sixth form. While there is some overlap with Section on Further Education, the assessment in this section includes sixth forms because currently the standard model of secondary school provision in Hertfordshire includes a two-year sixth form.
- 6.3 Secondary aged school children are able to travel relatively far from home to attend a school.

Policy Context

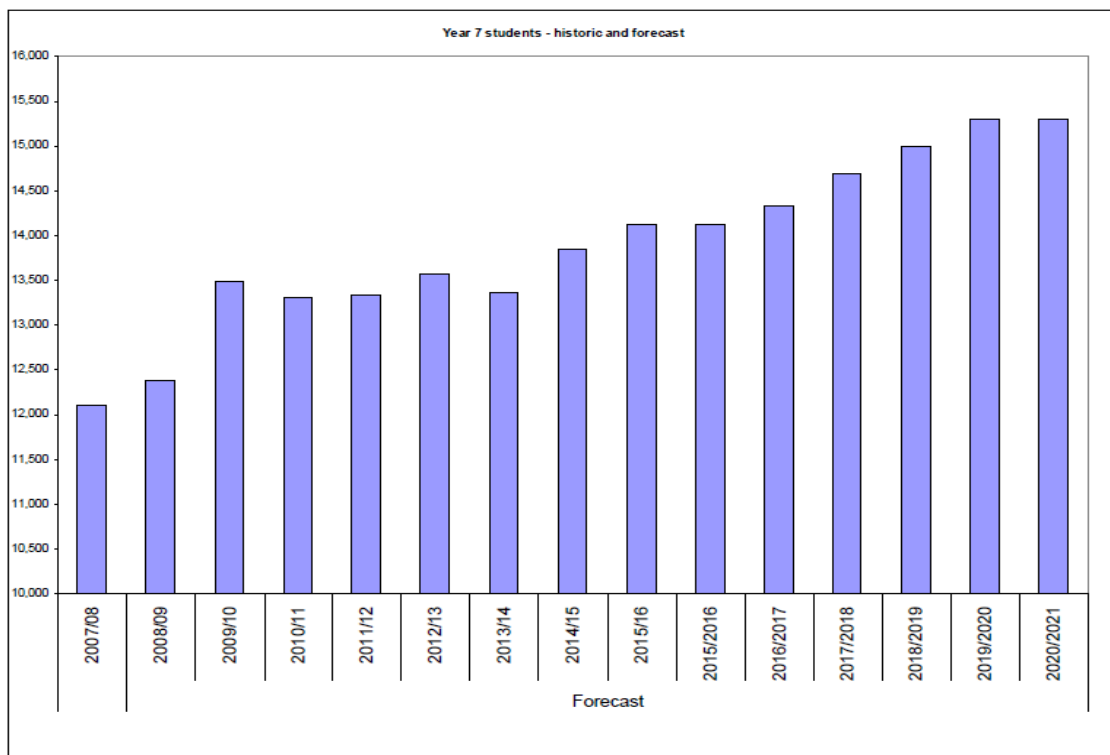
- 6.4 Secondary education is governed by the same legislation as primary; therefore LAs have a statutory requirement to ensure an adequate supply of secondary school places. In Hertfordshire secondary school provision is planned by HCC (the Local Education Authority). Children Schools and Families (CSF) work with Hertfordshire Property and other partners to forecast and identify required sites to meet future demand.
- 6.5 Building Schools for the Future (BSF) is a government investment programme aimed at rebuilding or renewing every secondary school in England over a 10-15 year period. Until recently, BSF was a key tenet of investment planning for secondary schools. However due to recent changes in government policy, BSF will no longer play a role in the future to fund new or improved secondary schools in Dacorum.
- 6.6 Recent government announcements have signalled a shift in focus towards building academies. A number of schools in Hertfordshire have applied to be academies.
- 6.7 Academies are all-ability, state-funded schools established and managed by sponsors from a wide range of backgrounds, including high performing schools and colleges, universities, individual philanthropists, businesses, the voluntary sector, and the faith communities. Some are established educational providers, and the intention is that all of them bring a record of success in other enterprises which they are able to apply to their academies in partnership with experienced school managers. Academies are set up with the backing of their LA, which also has a seat on the academy's governing body. They are not maintained by the LA, but they collaborate closely with it, and with other schools in the area. Academies are funded at a level comparable to other local schools in their area.
- 6.8 Other key current issues for children in this age group include the requirement that pupils starting in the first year of secondary school (Year 7) will be required to stay in education to the age of 18. At the same time new forms of provision are being developed, for example around vocational education for 14 to 19 years olds. The policy and funding context is dynamic, especially given the recent change of government and public sector funding cuts, and this will affect any planning exercise undertaken in relation to HCC schools.

Existing and Committed Provision

Existing Provision

- 6.9 At present there are 10 state secondary schools in the borough. There are six in the Hemel Hempstead area, one in Kings Langley and one in Tring. There are two middle schools (9 to 13 years) including Thomas Coram and one state secondary school in Berkhamsted (14 to 18 years). All these schools, with the exception of the two middle schools, offer sixth form education.
- 6.10 As of 2010 there was capacity of 11,285 pupil places and 9,687 pupils are registered at these schools.¹¹ This implies spare capacity of 1,598 places (14%) across the schools.
- 6.11 The HCC document *Meeting the Rising Demand for School Places* (2009) shows 2014/15 as the start of a likely long period of sustained growth for Hertfordshire’s secondary schools. Projections run up to 2020/21 – the last year where Year 7 pupil numbers comprise children already born. Because of the greater degree of predictability of secondary age pupil numbers five or more years in advance, the planning of expansions to meet demand is a more certain process than that for primary schools.

Figure 6-1: Historic and Forecast Secondary School Rolls in Hertfordshire

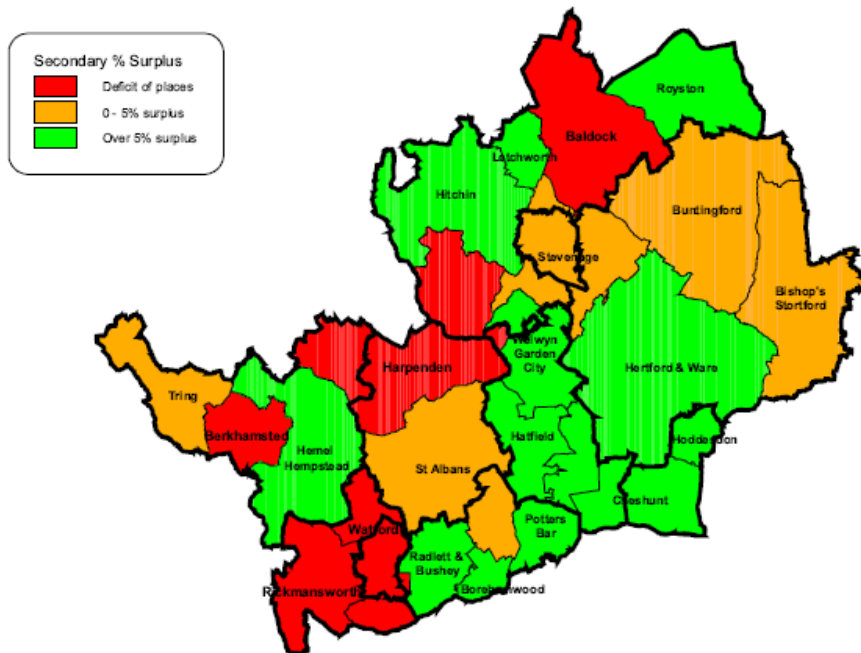


¹¹ Source: Edubase 2010.

Source: Meeting the Rising Demand for School Places (2009), HCC

- 6.12 Figure 6-2 below shows secondary school planning areas in Hertfordshire and the forecast capacity of each in 2012/13. Berkhamsted is highlighted as a potential area of deficit. Tring is estimated to have a small surplus and Hemel Hempstead a surplus of over 5%.

Figure 6-2 Forecast capacity in Hertfordshire’s Secondary Schools, 2012/13



Source: Meeting the Rising Demand for School Places (2009), HCC

Committed Provision

- 6.13 At present there are no existing capital plans to provide new secondary schools in Dacorum.

Assessment of Future Demand

- 6.14 HCC has extended the forecasts of secondary school requirements to 2031 in order to feed into the LDF planning process. The approach is summarised in Section 4 and the same approach and assumptions are relevant because after a time-lag rising rolls in primary schools translate into rising rolls in secondary). The resulting estimated requirements for secondary schools in Dacorum over the Core Strategy planning period to 2031 are described in the HCC response to the ECS, and are summarised in Table 6-1 below.

Table 6-1: Secondary School Requirements in Dacorum to 2031, High and Low Scenarios

<i>Location</i>	<i>Future Demand for Secondary School Provision</i>
Hemel Hempstead	Under the low growth scenario a 8 f.e. secondary school will be required as a reserve site. Under the high growth scenario an additional 8 f.e. secondary school will be required.
Tring	One single secondary serves the whole town; growth would necessitate the expansion of the existing 8 f.e. school to a 10 f.e. school. This could either be achieved on the existing site, as long as new detached playing fields are delivered, or by relocating the school to a site capable of accommodating a 10 f.e. school (there are costs associated with the delivery of the detached playing fields)

Sources: Response to LDF Emerging Core Strategy, HCC, 2009, discussions with HCC and DBC officers, 2010.

Resulting Infrastructure Requirements

- 6.15 It is assumed that the required secondary schools as identified in the HCC’s response to the ECS would include sixth forms. In this case, each f.e. within a secondary school would comprise seven year groups (years 7 to 11 plus two sixth forms years); assuming each class is 30 pupils the total number of pupils in each f.e. is 210.¹²
- 6.16 According to HCC’s response to the ECS, an 8 f.e. secondary school would require a site area of 13 ha, but up to 15 ha would be required if there were ancillary activities on site. An average of 14 ha has been assumed.
- 6.17 Under the low scenario, it is estimated that 10 f.e. are required to 2031 - 8 f.e. on a new reserve site in Hemel Hempstead and 2 f.e. at Tring through either expansion of the existing school and provision of detached playing fields or through relocation and expansion of the existing school This implies a total of 2,100 new pupils. One new site at Hemel Hempstead would require 14 ha.
- 6.18 Under the high scenario, it is estimated that 18 f.e. are required – 16 f.e. on two new sites in Hemel Hempstead and 2 f.e. at Tring through either expansion of the existing school or through relocation and expansion of the existing school. This implies a total of 3,780 new pupils. Two new sites at Hemel Hempstead would require 14 ha each, totalling 28 ha.
- 6.19 As set out in the next section, the sixth form places within these new schools would contribute towards meeting demand for more academic Further Education pathways. The number of

¹² In fact sixth form classes are likely to be smaller than younger year groups as not all pupils will stay on: the HHS (2009) estimates that 80% 16-18 year olds in Hertfordshire attend sixth form. However for the purposes of estimating requirements in terms of new facilities and their cost it is considered that the best approach is to assume the same class size as for younger years.

additional sixth form places is estimated at 600 under the low scenario and 1,080 under the high scenario.

Cost of provision

6.20 The HHS estimates standard costs based on an example in West Stevenage. The cost per pupil was approximately £20,149. This implies that provision of 10 f.e. is required under the low growth scenario, which would cost approximately £42.3M. Under the high growth scenario, it implies a requirement for provision of 18 f.e. which would cost approximately £76.2M. However these costs are extremely broad-brush and likely to be under-estimates of the total cost because:

- The per pupil cost does not take into account the cost of land, which may be significant especially if a new site needs to be purchased
- The per pupil cost does not capture the fact that costs of expanding an existing site would typically be much less than compared to building a new school on a new site.

6.21 It is therefore likely that the two options for provision of 2 new f.e. in Tring (expansion of the existing school by 2 f.e. or reprovision and expansion of the school on a new site) would in reality have very different costs. Under the former option there would also be a cost of provision of detached playing fields.

Summary and Recommendations

6.22 There are 10 secondary schools in Dacorum, all of which have sixth forms. Currently there is spare capacity of approximately 14% borough-wide. HCC forecasts to 2012/13 identify Berkhamsted as an area of secondary school deficiency.

6.23 HCC have forecast requirements to 2031 as set out in their response to the ECS. Under the low scenario, it is estimated that 10 f.e. are required to 2031 - 8 f.e. on a new site in Hemel Hempstead and 2 f.e. at Tring through either expansion of the existing school, or through relocation and expansion of the existing school. This implies a total of 2,100 new pupils. One new site at Hemel Hempstead would require 14 ha. Under the high scenario, it is estimated that 18 f.e. are required to 2031 - 16 f.e. on two new sites in Hemel Hempstead and 2 f.e. at Tring through either expansion of the existing school or through relocation and expansion of the existing school. This implies a total of 3,780 new pupils. Two new sites at Hemel Hempstead would require 14 ha each totalling 28 ha.

6.24 Estimated construction costs are under the low growth scenario are £42.3M; under the high growth scenario estimated costs are £76.2M. However the per pupil cost employed in these calculations does not account for the cost of land acquisition (or existing use value for new schools built on HCC owned land, or for the expansion of existing schools); moreover, expansion of existing schools is likely to be cheaper than building new ones (as would be relevant for the provision scenarios in Tring). These costs should therefore be treated as a high level, broad-brush estimate only.

6.25 The HCC exercise is useful in with identifying when trigger points for new schools are exceeded and new / expanded buildings are required. However the detailed demand and capacity data

and workings behind the high level findings are complex and it has not been within the scope of the *DSIS* to present and test these figures. Moreover, forecasting school places is complex; any projections will be limited in accuracy in the medium to long term and will need to be revisited as the baseline and development trajectory evolve.

7 FURTHER EDUCATION

Introduction

- 7.1 This sub-section examines further education (FE). FE caters for students generally aged 16 – 18. GCSEs, A-levels and Diplomas, as well as other vocational courses are all offered in the FE system. This section does not cover education for the 19+ age group which is often provided within FE institutions, for example as vocational and employer-related training.
- 7.2 The Learning and Skills Council (LSC) was established in 2001 to fund and plan post-16 education outside of universities. From the 1st April 2010 responsibility for commissioning education provision for 16 to 19 year olds was transferred from the LSC to Local Authorities. Support is provided by a new non-departmental public body, the Young Person's Learning Agency (YPLA), which reports to the Department for Education.
- 7.3 Provision of FE can be considered as falling into two streams broadly corresponding with either an academic path or a vocational path:
- Academic pathways are predominantly catered for by secondary schools that provide for students in sixth form education pursuing A-levels (or GCSE's)
 - Vocational pathways are predominantly catered for by FE colleges that provide for students in non academic pathways.
- 7.4 The catchment area for FE colleges can be even wider than that of secondary schools. Many FE colleges function as specialist colleges attracting learners from wider areas. As such, a significant proportion of students who attend or apply to a college will come from a different district/borough. This is an important consideration when evaluating the adequacy of existing and future provision of college based FE, as it implies that population growth in a certain district/borough is not necessarily directly proportionate to demand for FE within its boundaries.

Policy context

- 7.5 The Government recently passed legislation that will require young people to stay in education or training until they are 18. The Education and Skills Act 2008 raises the education/training leaving age to 17 by 2013 and to 18 by 2015. It will contribute to the Government's ambition of achieving world-class skills in the UK by 2020. One of its impacts will be to raise participation rates in FE as it will require all young people to stay in formal education or training until they reach the newly specified leaving age.

Existing and Committed Provision

- 7.6 West Herts College is a large general further education (GFE) college and is one of four colleges in the county of Hertfordshire. The college offers courses in all subject areas with the exception of agriculture, horticulture and animal care. The majority of learners are enrolled on courses in preparation for life and work, health public services and care, arts media and publishing, and retail and commercial enterprise. West Herts College has four main campuses:

two in Watford, one in Hemel Hempstead and one in Kings Langley. It also provides courses in a number of community venues.

- 7.7 The college offers full and part-time learning opportunities from pre-entry to advanced level. As of March 2010, learner numbers (at all locations) were as follows:¹³
- 3,359 learners aged 16-18 attended full-time and 225 attended part-time
 - 643 adult learners (aged 19+) attended full-time and 2,284 attended part-time courses
 - 41 learners were on Entry to Employment programmes, 51 learners were on Train-to-Gain courses and 170 learners were on work-based learning programmes
 - 666 pupils aged 14-16 attend college courses from local schools.
- 7.8 There are nine secondary schools in the borough of Dacorum that provide sixth form facilities. URS contacted these schools to establish the number of sixth form (years 12 and 13) students in each. Data was obtained for six schools which together had a total 1,191 sixth form pupils. These schools and their current rolls are shown in Table 7-1 below.
- 7.9 The majority of the schools reported that there is not a strict cap on the intake of students into their sixth form, which provides a degree of flexibility that will be useful when adapting to the requirements of the new Education and Skills Act. Because there are no explicit limits on the sixth forms' capacities, their spare capacity cannot be calculated with any degree of accuracy. However, information from Department for Education's Edubase Data Portal 2010 indicates that there is currently an average spare capacity of 14% across all secondary schools and all year groups in Hertfordshire¹⁴

Table 7-1 Current Roll of Sixth Forms in Dacorum Schools

<i>Location</i>	<i>School</i>	<i>Sixth Form Current Roll</i>
Hemel Hempstead	Adeyfield	n/a
Hemel Hempstead	Astley Cooper	126
Hemel Hempstead	Cavendish	210
Hemel Hempstead	Hemel Hempstead School	n/a
Hemel Hempstead	JFK Catholic School	n/a
Hemel Hempstead	Longdean	200
Berkhamsted	Ashlyns	185

¹³ [http://ofsted.gov.uk/oxedu_reports/download/\(id\)/119553/\(as\)/130720_343695.pdf](http://ofsted.gov.uk/oxedu_reports/download/(id)/119553/(as)/130720_343695.pdf)

¹⁴ <http://www.edubase.gov.uk/home.xhtml> (provides link to database portal).

Kings Langley	Kings Langley	170
Tring	Tring	300
Total		1,191

Source: URS Consultation with Dacorum Schools, 2010

Committed and Planned Investment

- 7.10 In 2005, the LSC approved an application in principle for a new campus on the College's existing site in the Marlowes in Hemel Hempstead, with the remainder of the site to be sold for housing. Money from the sale of the land is being used to help fund the best facilities in the new campus for the people of Hemel Hempstead and the surrounding area. The planning application for the redevelopment has not yet been submitted and is expected in early 2011.
- 7.11 At present, the proposed redevelopment is at Stage C in the RIBA (Royal Institute of British Architects) process whereby outline proposals and detailed proposals for inclusion in the planning submission are being worked up. Public consultation is currently taking place.

Assessment of Infrastructure Demand

- 7.12 No comprehensive assessment of current and future FE requirements by Dacorum's FE providers has been made available. It can probably be assumed that West Herts College have undertaken planning work for their new facility. In the absence of any information from FE providers, a broad-brush assessment of potential future demand is set out below.
- 7.13 HCC provided population forecasts for Dacorum to 2031, broken down by five-year age groups, and these have been used to estimate future demand for FE places.¹⁵ These forecasts relate to the low growth scenario only; high scenario estimates have not been provided and so the high scenario is not modelled here.
- 7.14 Table 7-2 demonstrates the approximate number of 16-18¹⁶ years olds in the borough over the planning period to 2031 that would require FE places. Take-up rates are complex and vary according to age group, geography and time. The HHS estimates that the percentage of 16-18 year olds requiring FE provision (including in sixth forms) is approximately 80%, and this assumption has been used here in the absence of more detailed information. However from 2013 the introduction of the new Education and Skills Act will impact upon demand, and in the estimate below it is assumed that by 2015 take up rates will have risen to 100%.

¹⁵ It is acknowledged that the type of education and courses provided by sixth forms and FE colleges are very different, but in the absence of more detailed information it has not been possible to distinguish between demand for the two.

¹⁶ 60% of the 15-19 age group is taken as representing the number of people requiring FE places, i.e. 16, 17 and 18 years olds. This will include some 16 year olds who may be in the final year (year 11) of secondary education and some 18 years olds who fall into the next academic year group and have finished FE, and therefore it may be a slight over estimate. However this approach is consistent with the approach taken by other local education authorities and, to the best of our knowledge, by HCC (as evidenced in the population projections provided to URS).

Table 7-2: Estimated Demand for FE Places Arising from Dacorum’s Population (Existing and New), Gross, 2009 to 2031 (Low Scenario)

Total Demand, Existing and New Population						
	2009	2011	2016	2021	2026	2031
Population aged 15 to 19	8,382	8,367	8,290	8,224	8,049	7,854
Population aged 16 to 18	5,029	5,020	4,974	4,934	4,829	4,712
FE places required	4,023	4,016	4,974	4,934	4,829	4,712

Source: HCC Population Projections; URS Calculations

7.15 Table 7-3 below isolates the change in demand for FE places relating to population change in the borough. Demand rises by 958 places from 2011 to 2016, reflecting the increased take-up rate, however beyond 2016 demand declines. From 2009 to 2031 there is forecast increase in demand of 689 places. It should be noted that these figures relate to the low scenario only.

Table 7-3 : New Demand for FE Places in Dacorum to 2031, Gross, Low Scenario

Gross New Demand						
	2009-2011	2011-2016	2016-2021	2021-2026	2026-2031	Total
FE Places Required	(7)	958	(40)	(105)	(117)	689

Source: HCC Population Projections to 2031, URS Calculations

7.16 As set out in Section 6, forecast demand for secondary schools as estimated by HCC includes the provision of sixth forms. Under the low growth scenario demand for a new 8 f.e. secondary school in Hemel Hempstead and the expansion of an 8f.e. to a 10 f.e. school in Tring is forecast which implies approximately 600 additional places for sixth form pupils. Under the high growth scenario an additional 8 f.e. secondary school in Hemel Hempstead would be required which implies approximately 1,080 additional places for sixth form pupils.

Resulting Infrastructure Requirements

7.17 Broad-brush estimates indicate that demand for FE places in Dacorum could rise by 958 places between 2011 and 2016, whilst demand is forecast to decline beyond 2016. Over the period 2009 to 2031 demand is expected to rise by approximately 689 places. These estimates relate to the low growth scenario only and demand is likely be higher under the high growth scenario.

7.18 There is a lack of clarity on current capacity of sixth forms in Dacorum, and also of current and future capacity at West Herts College. If the new secondary schools identified as required by

HCC come forward with sixth forms, this would imply between 600 and 1,080 additional places by 2031. As any new secondary schools would most likely come forward after 2011, this new provision would help meet new demand forecast for this period. However, places within sixth forms are unlikely to meet demand for more vocational courses.

- 7.19 It would appear from the broad-brush estimates that there may be a requirement for additional capacity in the short – medium term, though there may be potential to absorb some demand for academic courses within the existing schools with sixth forms. In the medium to long term, demand for FE places could decline somewhat.

Costs of Provision

- 7.20 The HHS estimates that the cost per pupil to provide FE space is £20,149 (the same cost per pupil for secondary school pupils, due to the similar nature of facilities required). In the absence of a clear picture regarding the future requirement for additional places it is not considered appropriate to estimate a cost for Dacorum to 2031.

Summary and Recommendations

- 7.21 The FE needs of 16 to 18 year olds in Dacorum are met at schools through sixth forms and the by Dacorum campus of West Herts College. In addition it is likely that some students living in Dacorum travel to FE establishments outside the borough.
- 7.22 Available rolls data indicates that there was a total of 1,191 sixth form pupils at six of Dacorum's nine secondary schools in 2010. A reasonable estimate of total pupils at all nine schools is 1,800. In March 2010 there were 3,359 learners aged 16-18 studying full-time at West Herts College (all locations, not just Dacorum campuses), as well as 225 attending part-time and other learners pursuing adult learning and vocational courses.
- 7.23 Future requirements for further education and training space will be significantly influenced by the legislation which increases the leaving age to 17 in 2013 and to 18 in 2015.
- 7.24 It can be assumed that the planning process undertaken for the new West Herts College Dacorum campus takes into consideration Dacorum's existing and future requirements. However this work has not been made available for use within this study. In the absence of provider information around current and forecast capacity at FE institutions within Dacorum, a broad-brush estimate of demand has been made. This estimate must however be taken as indicative only; more detailed work is required on take up rates, the location, timing and type of demand (for example for academic versus vocational courses) and capacity. Moreover the estimates relate to the low growth scenario only.
- 7.25 Broad-brush estimates indicate that under the low growth scenario demand for FE places in Dacorum could rise by 958 places between 2011 and 2016, however beyond 2016 demand could decline. Over the period 2009 to 2031 demand may rise by approximately 689 places.
- 7.26 If it obtains funding and takes place, the redevelopment of West Herts College's Dacorum campus will improve local FE services and may expand capacity. If the new secondary schools identified as required by HCC come forward with sixth forms, this would imply between 600 and 1,080 additional places on academic courses by 2031. Broad-brush estimates indicate that

demand for FE places in Dacorum could rise by 958 places between 2011 and 2016, and as new capacity from secondary schools and West Herts College would most likely come forward after 2011, this new provision would help meet the new demand forecast for this period.

PART C: HEALTHCARE

8 HEALTHCARE OVERVIEW

8.1 This section covers:

- Primary healthcare infrastructure in the form of GP provision.
- Secondary healthcare infrastructure in the form of acute, mental and intermediate services.

8.2 It should be noted that the distinction between primary and secondary healthcare is becoming increasingly blurred as new models of provision emphasise the delivery of acute and intermediate services in primary care settings.

8.3 Other types of infrastructure, for example children's centres, community centres, schools and sports facilities also provide elements of healthcare. Therefore there maybe a degree of overlap between this section and other sections of this report when assessing the current baseline and future demand for healthcare across Dacorum.

9 PRIMARY HEALTHCARE

Introduction

- 9.1 As of 1st April 2010, East & North Hertfordshire Primary Care Trust (PCT) and West Hertfordshire PCT merged to create one PCT for Hertfordshire: Hertfordshire NHS. It is responsible for arranging healthcare for everyone who lives in Hertfordshire. Its healthcare providers include GPs, hospital trusts, dentists, community pharmacists, community health services, and mental health trusts.
- 9.2 Four months prior to merging the two Hertfordshire PCTs laid out their joint vision of what services will be commissioned over the next few years in their *Five Year Strategic Plan*.¹⁷ The *Five Year Strategic Plan* seeks to improve health, improve people's experiences of healthcare and ensure services of the highest quality. The plan was published in 2009 and refreshed early in 2010.

Policy Context

- 9.3 Dacorum's *Emerging Core Strategy* highlights that the provision of healthcare is a key priority. The Strategy includes the aim of reducing healthcare inequalities across the borough by making sure that the facilities are in the most accessible places.
- 9.4 Health need and deprivation is not uniform across the Dacorum area. The Index of Multiple Deprivation (IMD) 2007 demonstrates that the highest rates of deprivation are in Hemel Hempstead including Highfield & St. Paul's, Grovehill and Woodhall wards.¹⁸ Areas with high deprivation indicators will have a greater need for healthcare provision.

Organisational Structure

- 9.5 GPs in Hertfordshire have organised themselves into 12 local commissioning groups. These provide a local focus for setting commissioning priorities and advise the PCT on more strategic commissioning matters. DacCom are the practice-based commissioning (PBC) body for Dacorum. The PBC gives GP practices the opportunity to use funds to purchase or redesign services (including hospital care) for the benefit of their patients. This is usually undertaken by practices coming together to form local consortiums. The PBC is intended to make care more responsive to patient needs and to encourage investment in community-based alternatives to hospital care.
- 9.6 *Delivering Quality Healthcare for Hertfordshire (DQHH)*¹⁹ is a 'whole systems' approach to future service delivery and is at the heart of the *Strategic Plan*. Its key objective is to move

¹⁷ East & North Hertfordshire and West Hertfordshire PCTs Five Year Strategic Plan, January 2010.

¹⁸ DacCom commissioning plan 2009/10

¹⁹ Delivering Quality Healthcare, NHS Hertfordshire. 2007

appropriate aspects of healthcare provision closer to home, away from acute hospitals to delivery in people's homes or in more local facilities. The last two years have seen successful delivery of many of the changes outlined in *DQHH*, including investment in urgent care networks, local general hospitals and chronic disease pathways. However, this has not yet resulted in the planned reduction of acute activity.

Provision Requirement Standards

- 9.7 A commonly cited provision standard for measuring adequacy of provision and demand for new GP services is 1 Whole Time Equivalent (WTE) GP per 1,800 residents²⁰.
- 9.8 The *DacCom Estates Plan* (Guildhouse UK Ltd, September 2009)²¹ assesses current capacity by using a proxy measure to consider both workforce capacity (i.e. enough staff to see patients efficiently) and premises capacity (i.e. enough space to work in). GPs are reimbursed for the parts of their building they use to deliver NHS care and for each practice the Plan gives a reimbursed floor space figure. The number of patients per square metre is calculated by dividing the patient list by the reimbursed floorspace figure. This provides a proxy for how crowded a practice is.
- 9.9 Nationally, the average number of patients per WTE GP has been falling, in part due to investment in new GP premises and staff. It has fallen from 1,815 per WTE GP in 1997 to 1,606 in 2007. However, list sizes of 2,000 are not uncommon across the country and above this level it is considered that rapid access to GPs may suffer and proactive management of patients is more difficult.

Existing and Committed Provision

Existing Provision

- 9.10 There are 168 GP sites across the whole of Hertfordshire.²² They are strategically located to serve the most deprived communities.
- 9.11 There are 29 GP surgeries²³ with 100 GP staff which serve Dacorum and surrounding area. They are mapped in Figure 9-1 below. It is evident that the practices are clustered around the densely populated areas in Dacorum, e.g. Hemel Hempstead, Berkhamsted and Tring, with a few located in smaller settlements nearer the rural areas in the borough.

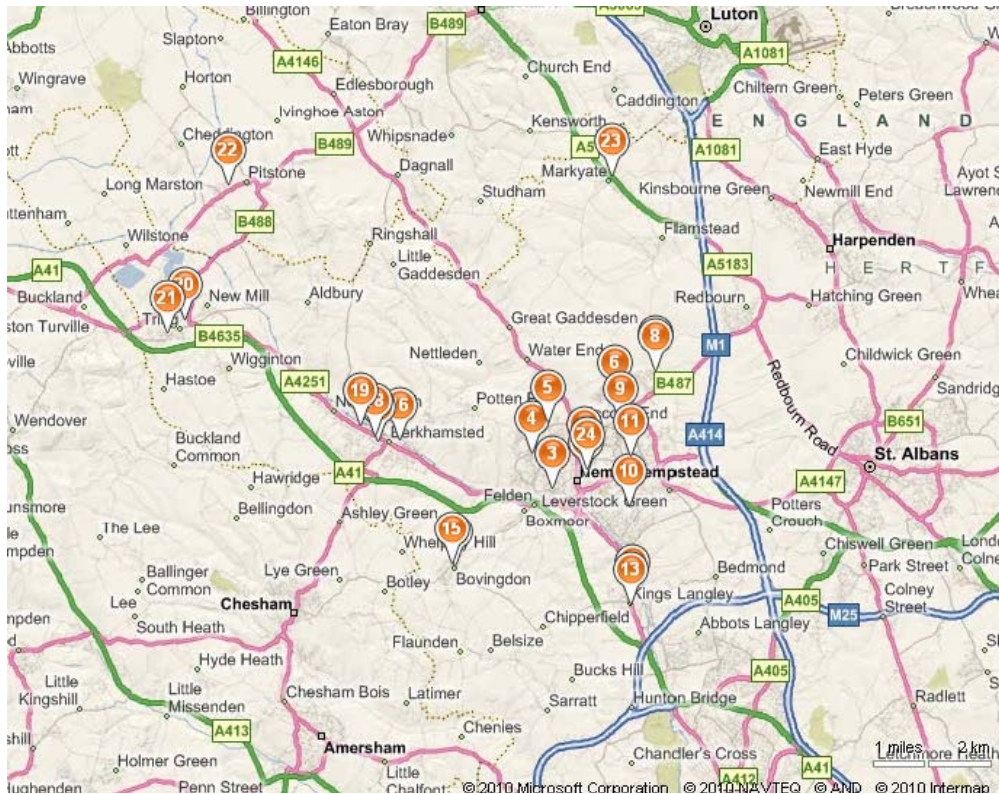
²⁰ 1 GP per 1,800 patients is deemed an accepted target for PCTs across the country highlighted in both the *Estates Plan*, Guildhouse Ltd UK, September 2009 and *The Hertfordshire Infrastructure and Investment Strategy*, Atkins, 2009.

²¹ *Estates Plan*, Guildhouse Ltd UK, September 2009. This document evaluates the current and future commissioning challenges facing the DacCom commissioning group, the resources and infrastructure they have to meet them.

²² East and North and West Hertfordshire PCT Five Year Strategic Plan, refreshed 2010

²³ Commissioners Investment and Asset Management Strategy, 2010. NHS Hertfordshire.

Figure 9-1: Location of GPs Sites across Dacorum



Source: (Draft) Commissioners Investment and Asset Management Strategy, 2010. NHS Hertfordshire

- 9.12 DacCom works with the PCT to commission health services for a registered population of around 153,000 people in Dacorum.²⁴ It should be noted that the number of people registered with GPs in the borough is higher than the borough’s population, indicating that people from outside the borough are registered in Dacorum.
- 9.13 DacCom indicated that the borough’s 100 GP staff comprising of 80 principal GPs, 16 salaried GPs and 4 retainer GPs. They were not able to provide a whole time equivalent (WTE) figure. Estimating patient list size based on the staff headcount of 100 indicates that there are 1,530 patients per GP, which is below the recommended standard. This is however probably an over-optimistic estimate given that there will be fewer WTE GPs than total GPs.

Adequacy of Existing Provision

- 9.14 The *Estates Plan, 2009* highlights that it is likely that some of the practices in the DacCom group have list sizes in excess of 2,000 patients per GP and when combined with constrained premises this may reduce their ability to absorb new patients in the growth areas.

²⁴ Estates Plan, Guildhouse Ltd UK, September 2009.

9.15 There are 29 GP Practices in Dacorum and the *Estates Plan* assesses their capacity based on average patients per sq m. The analysis shows that:

- On the whole Dacorum performs well; on average the borough has 19 patients per sq m, which is below the Hertfordshire average of 21 patients per sq m.
- Six surgeries in Hemel Hempstead are more crowded than the Hertfordshire average. These include Lincoln House Surgery (26 patients per sq m) and Highfield Surgery (26 patients per sq m), both of which have planned capital developments to increase capacity. Parkwood Drive Surgery, Boxmoor, has 27 patients per sq m, which is significantly higher than the average indicating constrained capacity. Bennetts End Surgery also supports more patients per sq m than the Dacorum average and appears to have no capacity for growth.
- There is one surgery in each of Kings Langley, Bovingdon, Berkhamsted and Markyate where the average patients per sq m exceeds the Dacorum average; however patients per sq m in these surgeries does not exceed 23 per sq m.

9.16 Hertfordshire NHS' estate is older than the regional averages for the East of England and national figures. However, the majority of the PCT estate properties in Dacorum are of average condition and appear to be well utilised.

9.17 The *Estates Plan* finds that across Dacorum as a whole there is considerable capacity within existing practices. If all surgeries in Dacorum currently under the Hertfordshire average utilisation (21 patients per sq m) moved to this average utilisation rate, an additional 28,000 patients might be registered. By area the *Estates Plan* finds that:

- Hemel Hempstead practices are able to register up to 14,000 patients
- Berkhamsted could register just under 8,000 patients
- Tring could register just under 5,500 additional patients in existing facilities.

Committed / Planned Investment

9.18 There are active plans for development of GP facilities highlighted in the *Estates Plan, 2009*. These include:

- Lincoln House Surgery in Hemel Hempstead, which is proposing to relocate to a new, purpose-built, leasehold surgery, approximately 1 mile away from existing practise on London Road. Although this scheme has been delayed, it is now progressing and expected to be completed in 2011.
- The practice at Highfield surgery in Hemel Hempstead has recently received outline approval from DacCom and the PCT to relocate to new leasehold premises to be constructed near the existing site. Plans and a business case are in preparation.

9.19 The *Emerging Core Strategy* refers to the proposed new Local General Hospital with an Urgent Care Centre and GP-led services, which is currently being developed at Hillfield Road in Hemel

Hempstead. It also states that a new health centre is planned for Apsley (i.e. the relocation of Lincoln House Surgery) and additional surgeries, as well as extension (or replacement) of some surgeries, which will be needed to accommodate the new residential development in Hemel Hempstead.

9.20 Further details on these planned developments, the extra capacity they will bring and costs was not available.

Assessment of Future Demand

9.21 The *Estates Plan, 2009* assesses capacity based on RSS housing development projections to 2021. In this section we have drawn upon the baseline assessment and standard assumptions within the *Estates Plan*, but undertaken an alternative analysis of future supply / demand gap based on the DBC growth trajectory up to 2031.

9.22 Below, the demand arising for GPs in the future has been estimated using the population growth projections and the 1,800 patients per GP standard. The population change figures for new housing only, as opposed to all housing in Dacorum, is used as the input to the calculation, because ideally residents should live within walking distance of their GP. The estimate of the demand for GPs is shown in each sub-area during each phase over the period to 2031, and for both low and high growth scenarios.

9.23 Under the low growth scenario the new housing development will have an estimated resident population of 24,433, implying a requirement for 14 new WTE GPs. The majority of these GPs will be required in the Hemel Hempstead area (11 GPs) given the large proportion of growth planned occurring there.

9.24 Based on the Hertfordshire utilisation average of 21 patients per sq m, the new population will require an estimated 1,164 sq m of GP premises space under the low growth scenario to meet future demand.

Table 9-1: New Demand for GPs in Dacorum to 2031, Gross, Low Scenario

Growth Area	2009-11	2011-16	2016-21	2021-26	2026-31	Total
Hemel Hempstead	1.1	3.4	3.3	1.4	17	11.0
Berkhamsted	0.2	0.2	0.5	0.1	0.1	1.2
Tring	0.1	0.1	0.1	0.1	0.1	0.5
Rural East	0.0	0.0	0.0	0.0	0.0	0.1
Bovingdon	0.0	0.0	0.0	0.0	0.0	0.1
Markyate	0.0	0.1	0.1	0.0	0.0	0.2
Kings Langley	0.0	0.0	0.0	0.0	0.1	0.1
Rural West	0.0	0.1	0.1	0.1	0.1	0.4
Total	1.4	4.1	4.1	1.8	2.2	13.6

Source: URS Calculations

- 9.25 Under the high growth scenario, new housing developments will have an estimated resident population of 43,014. Overall the borough will require 24 new GPs to meet additional future demand according to the high growth scenario. 21 GPs will be required for Hemel Hempstead.
- 9.26 Based on the Hertfordshire utilisation average of 21 patients per sq m, the new population will require an estimated 2,048 sq m under the high growth scenario of GP premises to meet future demand.

Table 9-2: New Demand for GPs in Dacorum to 2031, Gross, High Scenario

Growth Area	2009-11	2011-16	2016-21	2021-26	2026-31	Total
Hemel Hempstead	1.1	4.8	5.8	5.2	4.4	21.3
Berkhamsted	0.2	0.2	0.5	0.1	0.1	1.2
Tring	0.1	0.1	0.1	0.1	0.1	0.5
Rural East	0.0	0.0	0.0	0.0	0.0	0.1
Bovingdon	0.0	0.0	0.0	0.0	0.0	0.1
Markyate	0.0	0.1	0.1	0.0	0.0	0.2
Kings Langley	0.0	0.0	0.0	0.0	0.1	0.1
Rural West	0.0	0.1	0.1	0.1	0.1	0.4
Total	1.4	5.4	6.6	5.6	4.9	23.9

Source: URS Calculations

- 9.27 Baseline information indicates that there is capacity in existing Hemel Hempstead practices to register up to 14,000 patients; this would considerably reduce the net requirement (the estimated population associated with housing growth in Hemel Hempstead is 19,731 under the low scenario and 38,311 under the high scenario). However there is a significant caveat that available capacity may not be local to the new demand, and for this reason the baseline capacity has not been built into the assessment of demand set out above. Current capacity will be increased by planned investment at the Local General Hospital, Lincoln House Surgery and Highfield Surgery. However the planned investments are not taken into account given that information on the GPs and space that they will provide is not available.
- 9.28 The baseline information indicates that there is capacity to register 8,000 more patients in Berkhamsted and 5,500 patients in Tring. Existing capacity therefore exceeds potential demand on a sub-area-wide basis (estimated new patients residing in new housing for these sub-areas is 2,178 and 833 respectively). Again, given that patients should ideally be within walking distance of a GP, and the available capacity may not be available local to new development, this has not been reflected in the calculations above. However given that these towns are smaller than Hemel Hempstead there is a good possibility that existing capacity will ease demand arising from growth.

Resulting Infrastructure Requirements

- 9.29 The demand in Hemel Hempstead to 2031 is estimated to be 11 GPs and 1,164 sq m under the low growth scenario and 21.3 GPs or 2,048 sq m under the high growth scenario. This is sufficient to imply a requirement for new healthcare facilities.

- 9.30 Due to the complexity of providing primary healthcare services and the various forms that primary healthcare provision can take, it is not straight-forward to translate the requirement for GPs / new GP floorspace into infrastructure requirements. The requirement 1,164 sq m could translate into one large health-centre or a number of smaller health centres; existing / planned health centres (including the Local General Hospital) could also be expanded.
- 9.31 Current trends in primary healthcare provision are towards larger facilities with many GPs accommodated under one roof, potentially co-located related primary care services (and even some acute and intermediate services). Single-handed and very small practices do not exploit the advantages of co-location with other GPs and services, though if practices are smaller this tends to imply a greater number of potential service-points for patients within closer reach of their homes.
- 9.32 Under both growth scenarios, it is unlikely that any of the other sub-areas will generate sufficient demand by themselves to justify provision of a new GP surgery even at the end of the growth period (2031). New demand could potentially be accommodated within, or through expansion of existing facilities.

Costs of Provision

- 9.33 Unit costs for primary healthcare service planning were not available from the PCT.
- 9.34 Identifying precise costs for the future provision of primary health services is complicated by the fact that the range of services, associated number of consulting rooms and size of each healthcare centre that might be developed over the planning period is highly dependent on a range of factors and considerations that are beyond the scope of this study. Instead, it is possible to suggest a core cost for the provision of a GP practice, to which additional costs would need to be added should a centre include additional health services.
- 9.35 Based on previous URS studies,²⁵ it is estimated that the cost of providing GP services are £300,000 per GP or £0.9 million for a three GP practice. This assumes that GPs are congregated in a clinic of three GPs in a single clinic. These costs include fixed furniture, fittings and equipment, fees (at a rate of 13%) and are based on a new build. However, they exclude the cost of land purchase, any loose furniture fixtures and equipment and any temporary accommodation requirements during the (re)build.
- 9.36 Using this estimate the gross demand across the whole of Dacorum translates into a cost of £4.07M under the low growth scenario and £7.17M under the high growth scenario. It is stressed however that this cost is indicative only. Costs may vary substantially depending on the size and specific requirements of each GP surgery.

Summary and Recommendations

- 9.37 The population of Dacorum is at present generally well-served in terms of capacity of primary care services, though there are some local areas of deficiency where surgeries are over-

²⁵ Camden Infrastructure Study: Social Infrastructure Needs Assessment, URS Corporation / LBC. Oct 2009

crowded and patient lists exceed the 1,800 patient per WTE GP standard, most markedly in Hemel Hempstead. Three planned investments at Hemel Hempstead, including the Local General Hospital, will increase provision.

- 9.38 An assessment of future new demand associated with growth in Dacorum indicates that up to 13.6 new WTE GPs and 1,164 sq m will be required to 2031 under the low growth scenario, and up to 23.9 new GPs and 2,048 sq m will be required to 2031 under the high growth scenario. A large proportion of this demand will be at Hemel Hempstead. Under neither growth scenarios is there likely to be sufficient demand for new services outside of Hemel Hempstead to justify new build facilities. This assessment does not take into account existing capacity within GP services, because, although the scale of this capacity is potentially significant in meeting new demand, there is no detail available on the precise location of this capacity and GP services have a local catchment.
- 9.39 The demand in Hemel Hempstead to 2031 is estimated to be 11 GPs and 1,164 sq m under the low growth scenario and 21.3 GPs or 2,048 sq m under the high growth scenario. This is likely to be offset to some extent by existing capacity at Hemel Hempstead, Berkhamsted and Tring and by planned investments. This demand is sufficient to imply a requirement for new healthcare facilities at Hemel Hempstead. GPs could be grouped together in relatively large health centres, co-located with other health and care services, or demand could be met through smaller surgeries located within the neighbourhoods of greatest need. The application of a standard per-GP cost indicates that new provision could cost £4.07M under the low growth scenario and £7.17M under the high growth scenario. It is stressed however that this cost is indicative only. Costs may vary substantially depending on the size and specific requirements of each GP surgery.

10 SECONDARY HEALTHCARE

Introduction

- 10.1 Secondary healthcare is treatment by specialists to whom a patient has been referred by primary care providers. It covers general acute care (typically provided in a hospital), intermediate care (short-term support to prevent an admission to hospital) and mental healthcare (provided in a range of settings).
- 10.2 Secondary healthcare is provided by NHS trusts, including foundation trusts (which have more financial and operational freedom than other NHS trusts), children's trusts and mental health trusts.
- 10.3 Hospitals and other secondary care facilities are not restricted to local authority boundaries or catchment areas, so patients outside of the area can visit. They have much wider catchment and planning area than primary healthcare, which is provided at a local level.

Policy Context

- 10.4 Dacorum's *Emerging Core Strategy* (ECS) highlights that the provision of healthcare is a key priority in the borough. The ECS includes the aim of reducing healthcare inequalities across the borough by making sure that the facilities are in the most accessible places.

Existing and Committed Provision

Existing Provision

- 10.5 Residents can access acute services at hospitals both within and outside Hertfordshire. Nearly 98% of Hertfordshire residents live within 30 minutes of an acute hospital by car, based on modelled travel times.²⁶
- 10.6 The key facilities and agencies relevant to the strategic planning and provision of secondary healthcare in Dacorum are discussed below.

NHS Hertfordshire

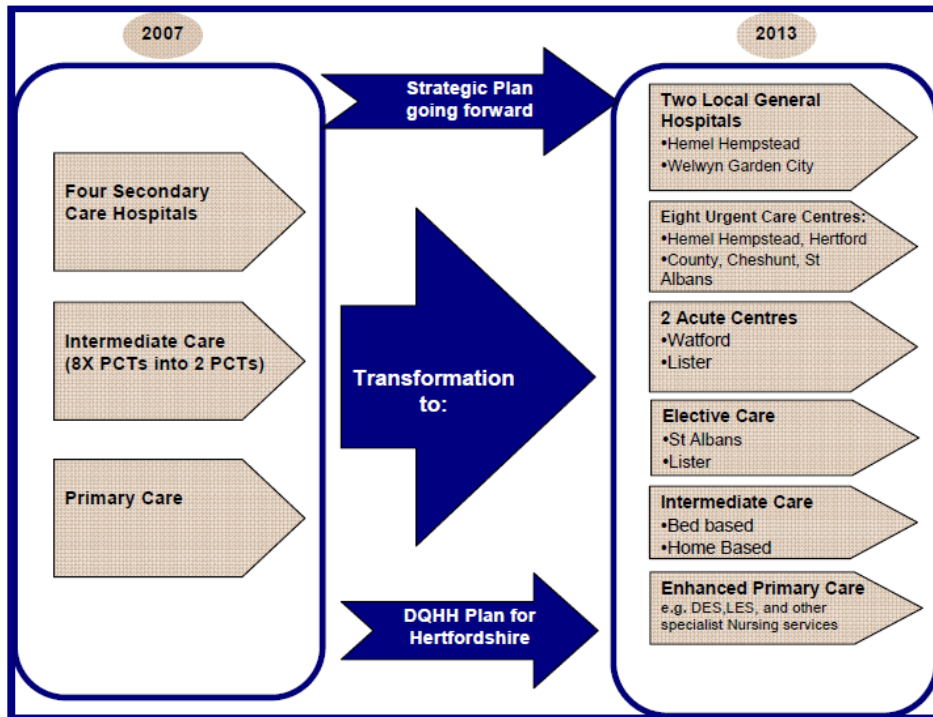
- 10.7 As of 1st April 2010, East & North Hertfordshire Primary Care Trust (PCT) and West Hertfordshire PCT merged to create one PCT for Hertfordshire: NHS Hertfordshire. It is responsible for arranging healthcare for everyone who lives in Hertfordshire. Its healthcare providers include GPs, hospital trusts, dentists, community pharmacists, community health services, and mental health trusts
- 10.8 The Five Year Strategic Plan for East & North and West Hertfordshire PCTs (now NHS Hertfordshire) sets out plans for the transformation of acute services in Hertfordshire²⁷ through

²⁶ Source: Three Rivers District Council Infrastructure Delivery Plan, May 2010

²⁷

the Delivering Quality Healthcare for Hertfordshire (DQHH) programme. DQHH includes goals for each of the PCT's key strategic areas including acute centres, urgent care centres, elective care, local general hospitals, intermediate care and shifts to primary care. DQHH aims to deliver the transformational change illustrated in the diagram below, including improved patient safety through the centralisation of specialist care; improved patient experience through better access to urgent care services; more care closer to home; and improved access to planned care.

Figure 10-1: Strategy for Transformation of Acute Care in Hertfordshire



Source: East & North and West Hertfordshire PCTs' Five-Year Strategic Plan, 2010

West Hertfordshire Hospitals NHS Trust

10.9 West Hertfordshire Hospitals NHS Trust was formed on 1 April 2000 following the merger of St Albans and Hemel Hempstead NHS Trust and Mount Vernon and Watford NHS Trust. The Trust manages Hemel Hempstead Hospital, as well as St Albans City Hospital and Watford General Hospital, providing general healthcare and some specialist services, and has close links with specialist hospitals. The Trust works with PCTs, local GPs, practice-based commissioning groups, community-based healthcare staff, and the local social services.

10.10 Hemel Hempstead Hospital is the only hospital in Dacorum and occupies a significant area of land within the town centre. The services provided at Hemel Hempstead Hospital at present are listed below.

Children and Adolescents services	Geriatric medicine services
Cardiology services	Haematology services
Cancer services	Neurology services
Diabetic medicine services	Pain management services
Dermatology services	Rheumatology services
Ear, Nose and Throat Services	Respiratory medicine services
Endocrinology and metabolic medicine services	Urology services
General Surgery	Urgent Care Centre
Gynaecology Surgery	Vascular surgery
Gastroenterology and hepatology services	

10.11 There are 232 beds at the Hemel Hempstead Hospital. The hospital is currently undergoing a major redevelopment programme to considerably improve the general environment for patients. Full Accident and Emergency (A&E) services transferred from Hemel Hempstead to Watford General Hospital in March 2009, which coincided with the opening of a major expansion programme at Watford General.²⁸ A new 24/7 Urgent Care Centre opened in October 2008 which treats patients with minor illness and injuries. The new Local General Hospital, which is on the current Hemel Hempstead Hospital site in Hillfield Road, will also provide some or all of the following:

- A full range of outpatient services with Consultants, Specialist Nurses and Therapists
- Facilities for minor operations
- Diagnostic facilities (X-ray, ultrasound, mobile MRI unit hook up facility, point of care testing, blood tests)
- Therapies (physio, speech & language, dietetics, podiatry and occupational therapies).

²⁸ In March 2009 emergency services centralised at Watford General Hospital, making Watford the main acute hospital in west Hertfordshire. The specialist emergency service at Watford now includes a newly expanded A&E Department, a new 120-bed Acute Admissions Unit, a state-of-the-art 19-bed Intensive Care Unit, and a dedicated Children's Emergency Department. Watford also offers a comprehensive range of specialist and general services, including one of the safest maternity services in the country.

The Hertfordshire Partnership NHS Foundation Trust

10.12 The Hertfordshire Partnership NHS Foundation Trust provides health and social care for people with mental ill health and learning disabilities. The Trust works in close partnership with HCC and other NHS organisations to promote and support mental health in the community. The Trust provides²⁹:

- Acute and Rehabilitation Services including inpatient services and crisis teams. There are no inpatient care sites in Dacorum. There are mental healthcare beds in Albany Lodge, St Albans, where 12 beds are allocated to Dacorum. Acute Services provide adult inpatient services for a Crisis and Assessment Service Treatment Team (CATT) and A&E Liaison. A&E Liaison teams operate at A&E in the District General Hospitals, specifically Lister, Watford and QE2 at Welwyn Garden City.
- Community Services including local teams for mental health and learning disabilities and prison 'in reach' services. In Dacorum there is a Prison In-Reach team based in Bovingdon. The Trust has recently set up new Enhanced Primary Mental Health Teams which will work closely alongside GP's and primary care staff to provide improved access and earlier mental health interventions. They are also responding to the local demand for improved access to psychological therapies and are developing these services and recruiting more staff trained to provide these types of treatments which can then be accessed more easily.
- Secure and Rehabilitation Services such as medium secure learning disability services, which includes in-patient and specialist residential services.
- Specialist Services such as substance and alcohol abuse, mother and baby care, dementia, eating disorders, specialist learning disability services. One of the Community Drugs and Alcohol teams (CDAT) are located in Hemel Hempstead.

Committed Provision

10.13 The main investment project relating to secondary healthcare in Dacorum is the redevelopment of Hemel Hempstead Local General Hospital. The budget of the scheme has not been confirmed. Completion is planned for the end of 2013.

10.14 The Marlowes Health Centre may be re-provided on the Hemel Hempstead Local General Hospital site, though there are no active plans at present. Also, in the future there may be adult mental acute beds located in the borough, however this provision is not committed and the location of the proposed beds are is undecided.³⁰

²⁹ Source: <http://www.hertspartsft.nhs.uk/>

³⁰ Source: Pers. Comm. Hertfordshire Partnership NHS Foundation Trust

Assessing Future Demand

- 10.15 Planning of secondary healthcare services is complex and in the absence of a detailed plan or relevant data from the relevant agencies it has not been possible to quantify potential future requirements to serve Dacorum's population to 2031.
- 10.16 Hertfordshire Partnership NHS Foundation Trust indicated that in situations of excess demand for mental healthcare beds, it may be possible to purchase private beds, however, they reported that this is rarely necessary. Their flexible approach to healthcare for those who have mental health problems and learning disabilities means that they are able to currently deal with levels of demand.
- 10.17 It is likely that increases in Dacorum population to 2031 will place additional pressure on the secondary healthcare services in the borough and surrounding areas. It should be noted that under the low growth scenario, total population in Dacorum is forecast to decline between 2021 to 2031, so it is possible that demand for secondary healthcare will also decline over the period.
- 10.18 The changing age profile of the borough's population is likely to be key to changing secondary healthcare needs, as certain age groups are likely to utilise healthcare services more than others. For example, HCC population projections suggest that under the low growth scenario Dacorum will have an increasingly aging population up to 2031, with 17% of the population falling into the 65+ age group by 2011, gradually rising to 20% of the population by 2031. It is worth noting that, although in absolute terms the greatest increase in the size of the population over 65 is forecast to be in Hemel Hempstead, the greatest proportionate increase in the size of the population over 65 is forecast to occur in Tring (of the three towns).
- 10.19 Given the pattern of Dacorum's housing and population growth under both the low and high growth scenarios, it is likely that the greatest future need will be in Hemel Hempstead. In this respect, the location of new Local General Hospital will fit the location of new demand.
- 10.20 The HHS identifies the Healthy Urban Delivery Unit (HUDU) model as a useful tool which could be used to forecast the future needs of Hertfordshire's healthcare providers and to determine the viability of accommodating such needs; it recommends that this should be explored further. While the HUDU model has a number of limitations, and is specific to London, it does provide a useful starting point for quantifying the number of acute, mental health and intermediate hospital beds required and associated space requirements and costs.
- 10.21 Models of healthcare are changing. There is potential to improve services and also to generate efficiencies and reduce costs by integrating primary and secondary healthcare provision. Relevant measures include the shifting of acute services to local community hospitals (as exemplified in Hertfordshire by the redevelopment of Hemel Hempstead hospital and the concentration of acute services at Watford) and reducing demand for services in institutional settings by improving prevention and care in the community. The DacCom Estates Plan³¹ refers to the Polyclinic Model explored as part of Lord Darzi's review of the NHS which recognises that grouping services around patient and users needs lead to improved services.

³¹ Estates Plan, Guildhouse Ltd UK, September 2009

Costs of Provision

10.22 The application of unit costs to secondary healthcare has not been possible due to a lack of data. As discussed above and within the HIIS, the HUDU model provides a useful starting point for quantifying the number of acute, mental health and intermediate hospital beds required and associated space requirements and costs.

Summary and Recommendations

10.23 A number of agencies are involved in the provision of secondary healthcare facilities to Dacorum residents, including NHS Hertfordshire, the Hertfordshire Partnership NHS Foundation Trust and West Hertfordshire Hospitals NHS Trust.

10.24 A major redevelopment of Hemel Hempstead local general hospital is underway. Acute services previously provided there are moving to Watford. The redevelopment includes a new urgent care centre and outpatient, therapy and diagnostics services/departments. Completion is planned for the end of 2013.

10.25 There is a lack of information from providers relating to secondary healthcare planning. The East & North and West Hertfordshire PCTs have set out a Five-Year Strategic Plan (2010) covering secondary healthcare, and it can be assumed that the Hemel Hempstead hospital redevelopment has been planned with due consideration to the future healthcare requirements of residents in the borough. However, there is no evidence that a strategic planning process which considers the demand for and supply of healthcare services over the medium to long term takes place. The absence of this process could be related to the fact that NHS funding operates on a relatively short (usually three year) cycle.

10.26 The lack of information makes a comprehensive assessment of future secondary healthcare requirements difficult. However, population increase can be assumed to increase pressure on services. This is especially so given the forecast increase in the proportion of the population over 65, and will be most acutely felt at Hemel Hempstead where growth is concentrated. The increase in the proportion of the population over 65 is forecast to be greatest in Tring, although the greatest absolute increase is forecast in Hemel Hempstead. It should be noted that total population in Dacorum is forecast to decline between 2021 to 2031 under the low growth scenario, although over the period of 2009 to 2031 as a whole it is forecast to increase.

10.27 It is recommended that DBC persist in engaging with secondary healthcare providers in order to emphasise the importance of medium to long term strategic planning, and to ensure that secondary healthcare requirements are built into the wider strategic planning and planning obligations process.

PART D: SPORTS FACILITIES

11 OVERVIEW

Scope

11.1 This section addresses the provision requirements of sport and leisure facilities. It covers:

- Swimming pools
- Sports halls
- Health and fitness venues³²
- Synthetic turf pitches.

11.2 Generic community spaces used by various groups are covered separately in Section 11.

11.3 At present a *Facilities Improvement Strategy (FIS)*³³ is being drafted by DBC and Dacorum Sports Trust (SportSpace) which provides a strategic approach to the development and improvement of sport and active recreation facilities across the borough of Dacorum. This chapter is largely based on the findings of the draft FIS.

Policy Context

11.4 *Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation (PPG17)* was adopted in July 2002 and sets out the national planning policy for this area. PPG17 expects local authorities to develop clear strategies for open space, sport and recreation based on audits of existing facilities and needs assessments. Local authorities are also expected to set quantitative, qualitative and accessibility standards for such facilities.

11.5 The *Choosing Health* White Paper published in 2004 sets out the key principles for supporting the public to make healthier and more informed choices in regards to their health, emphasising the importance of lifestyle and physical activity to health and well-being.

11.6 The *Dacorum Community Strategy* produced by the Dacorum Partnership (January 2008) sets out their vision for the borough, "Working together to make Dacorum a happy, healthy, prosperous and safe place to live, work and visit". This strategy identifies ten ambitions (and related actions) for improving quality of life within the borough. Sport and increased activity have important roles to play in meeting some of these ambitions.

³² Sport England defines health and fitness suites as those facilities, which provide fitness stations for both cardiovascular and strength training. These are more commonly known as gyms and exclude spaces for aerobics and dance activities.

³³ SportSpace are preparing the FIS with DBC. Draft Facilities Improvement Strategy, 2010. Dacorum borough Council

Provision Requirement Standards

Sport England - Sport Facility Calculator

11.7 The Sports Facility Calculator is a planning tool provided by Sport England, which can help to estimate the amount of demand for key community sports facilities that is created by a given population. This tool has been created to help local planning authorities quantify how much additional demand for key sports facilities is generated by additional population growth in development and regeneration areas. For example the calculator indicates that in Dacorum:

- For every 14,500 additional people, one sports hall with four courts would be required
- For every 21,500 additional people, one additional pool with four lanes is required.

11.8 The Sports Calculator is used within the *Draft FIS* and within this section to consider demand for sports halls / courts, swimming pools and Synthetic Turf Pitches (STPs). Where the inputs and assumptions in the draft *FIS* were inconsistent with those being used in this study, the calculations in the draft *FIS* have been rerun and for that reason the results presented here may be slightly different to those in the *FIS*.³⁴

11.9 Although the calculator does not take into consideration the baseline of existing indoor sport facilities provision in the borough, the supply/demand gap analysis in this section has taken baseline information into account where relevant.

Existing and Committed Provision

11.10 Planned investments for sports halls, swimming pools, health and fitness stations and pitches are considered with the relevant sub-sections of this chapter.

11.11 An indoor extreme sports facility is due to be built in Jarmans Park, Hemel Hempstead. While not fitting directly into any of the above categories, the facilities will meet demand for recreational and sporting activities at a borough level by providing a 'one stop shop' youth facility. It includes:

- Indoor skate park
- Climbing centre
- Music and performance areas
- Youth services.

11.12 This venue has been costed at £5.25M. My Place funding will cover approximately £5M of this; the outstanding planned spend of £250,000 will be provided by Dacorum Sports Trust³⁵.

³⁴ Workings in this section were shared with Sportspace, which is preparing the FIS with DBC, and the approach was developed in collaboration with them.

³⁵ Sportspace.

12 SPORTS HALLS AND COURTS

Existing and Committed Infrastructure

Existing Provision

- 12.1 Dacorum has 79.78 sq m of sports hall available per 1,000 population. This is more than the England average of 77.46 sq m and similar to the East of England region average of 79.03 sq m, but less than the Hertfordshire average of 85.72 sq m. In Dacorum there are 28 sports halls with 78 badminton courts.

Adequacy of Existing Infrastructure

- 12.2 The *Draft FIS* reports that demand for sports halls in Dacorum is very high compared with the average. The majority of this high demand is adequately met; therefore overall unmet demand is low.
- 12.3 Most of the unmet demand in Dacorum is caused by the distance / time that residents have to travel to halls. Local knowledge suggests that there is no particular demand for additional space at Sportspace 'pay and play' facilities.

Committed / Planned Investment

- 12.4 There are currently no reported plans to build additional sports halls in the Dacorum area.

Assessment of Future Demand

- 12.5 Inputting the DBC projections of population change into the Sport Facilities Calculator gives estimates of the additional demand created by the increased population through to 2031.
- 12.6 The borough-wide population forecasts for all housing are used, rather than the figures for residents of new housing only, as sports halls have a relatively wide catchment. This is in line with Sportsspace's approach within the *FIS*.
- 12.7 Table 12-1 shows that there is very little demand for new halls arising from the additional population under the low growth scenario (0.3 halls) to 2031. Demand for new facilities in the phases to 2021 totals 0.5 sports halls. However this is followed by declining demand from falling population to 2031. Under the high growth scenario 1.7 halls would be required to meet demand to 2031.
- 12.8 It is worth noting that the Sports Calculator indicates that the requirement for the 2031 total population of Dacorum (high growth scenario) would be 45 courts and 11 halls; Dacorum already has 78 badminton courts in 28 sports halls of varying sizes. This implies that the starting point is a surplus of provision.
- 12.9 It should be noted however that this borough-wide assessment of demand does not reflect local variations in the quantity and quality of provision, and access to facilities.

Table 12-1: New Demand for Sports Halls and Courts in Dacorum to 2031, Gross and Net, Low Scenario

	Gross New Demand					Total	Baseline (Existing Surplus Provision)	Net New Demand*
	2011	2016	2021	2026	2031			
Courts	0.4	1.0	0.7	- 0.5	- 0.5	1.1	39.3	- 38.2
Halls	0.1	0.2	0.2	- 0.1	- 0.1	0.3	18.3	- 18.1

Source: Sports Facilities Calculator; Sportspace 2010; URS Calculations. *Note: Negative net new demand indicates even with growth there is likely to be a surplus of supply.

Table 12-2: New Demand for Sports Halls and Courts in Dacorum to 2031, Gross and Net, High Scenario

	Gross New Demand					Total	Baseline (Existing Surplus Provision)	Net New Demand*
	2011	2016	2021	2026	2031			
Courts	1.3	1.0	1.6	1.5	1.4	6.7	39.3	- 32.6
Halls	0.3	0.2	0.4	0.4	0.3	1.7	18.3	- 16.6

Source: Sports Facilities Calculator; Sportspace 2010; URS Calculations. *Note: Negative net new demand indicates even with growth there is likely to be a surplus of supply

Resulting Infrastructure Requirements

12.10 Given indications that the borough as a whole is currently relatively well-served in terms of sports halls and courts, it is possible that the additional demand created by the new population could be absorbed within existing facilities. .

Costs of Provision

12.11 It is unlikely that significant expenditure will be required to 2031 on new sports halls and courts in Dacorum.

12.12 The total cost of meeting the requirement of 0.3 halls (low growth scenario) is calculated at £753,294. The cost of 1.7 halls (high growth scenario) is £4.6M.

Summary and Recommendations

12.13 Dacorum currently has more sq m per 1,000 population of sports hall floor space than the England average, and the *Draft FIS* reports that unmet demand is low.

12.14 A borough-wide quantitative assessment indicates that demand generated by new Dacorum residents to 2031 amounts to 0.3 sports halls under the low growth scenario (0.5 at the peak of demand) and 1.7 halls under the high growth scenario. The baseline information indicates that this demand could potentially be accommodated without the need for significant new investment or new build facilities. However this borough-wide assessment hides local-level variations in the quantity, quality and accessibility of facilities. The requirement should therefore be kept under

review, especially in Hemel Hempstead where the scale of growth is the greatest, and at Kings Langley where access issues already exist.

13 SWIMMING POOLS

Existing and Committed Infrastructure

Existing Provision

- 13.1 Dacorum has the largest amount of water space across Hertfordshire with 28.72 sq m per 1,000 population compared to the average in England as a whole of 18.36 sq m. In Dacorum there are 23 swimming pools or 3,000 sq m of water space (excluding pools less than 20m in length / 160 sq m. in area).
- 13.2 It is worth noting that inputting Dacorum's total population to 2031 under the high growth scenario into the Sports Facility Calculator generates a requirement of 1,380 sq m, much lower than the 3,000 sq m currently available. This implies that there is currently a surplus in provision of 1,620 sq m.

Committed / Planned Investment

- 13.3 There are currently no reported plans to provide additional swimming pools in the Dacorum area.

Assessment of Future Demand

- 13.4 The additional requirements of the new population in terms of swimming pools to 2031 are shown in Table 13-1 and Table 13-2 below. The borough-wide population forecasts for all housing are used, rather than the figures for residents of new housing only, as swimming pools have a relatively wide catchment. This is in line with Sportsspace's approach within the FIS.
- 13.5 The Sports Facilities Calculator projects one four lane pool is the equivalent to 212 sq m of required water space.
- 13.6 Under the low growth scenario 0.2 additional 4-lane pools are required to cater for the new population to 2031, though demand peaks at 0.4 pools to 2021 before declining again due to the forecast decline in population. Under the high growth scenario 1.1 pools are required to 2031.
- 13.7 Given the baseline of surplus provision (expressed below as negative baseline demand), it appears likely that additional pool space will not be required to meet the forecast increase in population.
- 13.8 These results are echoed in the *Draft FIS* which reports that overall unmet demand is extremely low and insufficient to justify any additional water space. However the Draft FIS also indicated that poor quality is likely to be an issue as the facilities age and some pools such as Berkhamsted Collegiate School, Champneys and Esporta may begin to operate above comfortable levels of use as they become more attractive than older pools elsewhere. It will therefore be important to maintain the quality of existing pools.

Table 13-1: New Demand for Swimming Pools in Dacorum to 2031, Gross and Net, Low Scenario

	2011	2016	Gross New Demand			Total	Baseline (Existing Surplus Provision)	Net New Demand*
			2021	2026	2031			
Sqm	13	34	25	- 17	- 16	39	1,620	- 1,581
Pools	0.1	0.2	0.1	- 0.1	- 0.1	0.2	7.6	- 7.4

Source: Sports Facilities Calculator; Sportspace 2010; URS Calculations. *Note: Negative net new demand indicates even with growth there is likely to be a surplus of supply.

Table 13-2: New Demand for Swimming Pools in Dacorum to 2031, Gross and Net, High Scenario

	2011	2016	Gross New Demand			Total	Baseline (Existing Surplus Provision)	Net New Demand*
			2021	2026	2031			
Sqm	45	35	58	52	50	241	1,620	- 1,379
Pools	0.2	0.2	0.3	0.2	0.2	1.1	7.6	- 6.5

Source: Sports Facilities Calculator; Sportspace 2010; URS Calculations. *Note: Negative net new demand indicates even with growth there is likely to be a surplus of supply.

Resulting Infrastructure Requirements

13.9 The existing baseline for swimming pools highlights that there is very little unmet demand and there is existing capacity to support the new population through to 2031 even under the high growth scenario.

13.10 Future demand may be determined by the quality of the existing facilities and how this is maintained. If quality falls due to increased usage there may be additional demand not reflected in this assessment.

Costs of Provision

13.11 Forecast demand does not see any additional swimming pools being required to 2031 due to the surplus of existing capacity.

13.12 For reference, the Sports Calculator indicates that an additional swimming pool with four lanes would cost approximately £2.3M in Dacorum.³⁶ Costs associated with meeting gross new demand under the low growth scenario (0.2 pools) is estimated at £0.4M; under the high scenario (1.1 pool) it is £2.6M.

³⁶ Sports Facilities Calculator, Sport England. 2010

Summary and Recommendations

- 13.13 Dacorum has a relatively high provision of swimming pools, which is significantly above the England average.
- 13.14 The demand associated with population change in the borough could amount to 0.2 pools under the low growth scenario (though demand peaks at 0.4 pools to 2021) and 1.1 pools under the high growth scenario. It is unlikely that new investment will be required to meet this demand,
- 13.15 However the *Draft FIS* highlights that poor quality is likely to be an issue as the facilities age and some of the better quality / newer pools may begin to operate above comfortable levels of use as they become more attractive than older pools elsewhere. It will therefore be important to maintain existing pools.

14 HEALTH AND FITNESS CENTRES

Existing and Committed Infrastructure

Existing Provision

- 14.1 There are 20 health and fitness venues in Dacorum which in total provide 669 workstations across the borough. Almost half of the available workstations (296) are provided by six pay and play venues, 275 are provided at nine sites available to registered members, 24 stations are available for sports club/community association use. The remaining 74 workstations are provided for private use only at school sites or HMP The Mount.
- 14.2 The *Draft FIS* reports that Dacorum has fewer workstations than the regional average and considerably fewer than the average in Hertfordshire. Dacorum has 4.85 workstations per 1,000 people, compared to a Hertfordshire standard of 6.13 and an England standard of 5.45.
- 14.3 Applying the Hertfordshire standard to the current DBC population gives a requirement of 855 workstations, which implies that there is an existing deficit of 186 workstations at present.

Committed / Planned Investment

- 14.4 There are plans to increase the number of workstations in Dacorum. It is planned to add approximately 56 workstations in Hemel Hempstead Sports Centre and 7 in the Berkhamsted Sports Centre. It is assumed at this stage that no funding is committed for these investments.
- 14.5 If a new football stadium for Hemel Hempstead comes forward then there may be additional provision there; however plans for the stadium are relatively early (at feasibility stages) and funding for these facilities is not committed.

Assessment of Future Demand

- 14.6 Demand is forecast to 2031 using the high and low growth population projections and the Hertfordshire average as an accepted standard of provision. This is consistent with the approach used in the *Draft FIS*. The borough-wide population forecasts for all housing are used, rather than the figures for residents of new housing only, as gyms have a relatively wide catchment.
- 14.7 Under the low growth scenario an additional 18.1 workstations will be required by 2031, with new demand totalling at 38.6 stations by 2021 before declining in line with the falling population. Under the high growth scenario an additional 149.3 workstations will be needed to cater for the new population.
- 14.8 This growth in demand is in the context of a current deficit in provision, estimated at 186 workstations. The tables below also show the requirement if the existing baseline is taken into account. It shows that under the low growth scenario there is forecast demand of additional 204 workstations by 2031 and under the high growth scenario there are 335 workstations required to meet demand to the end of the planning period.

Table 14-1: New Demand for Health and Fitness Workstations in Dacorum to 2031, Gross and Net, Low Scenario

	Gross New Demand					Total	Baseline (Existing Provision)*	Net New Demand
	2011	2016	2021	2026	2031			
No.	8	15	15	- 10	- 10	18	- 186	204
Sq m	42	75	76	- 51	- 51	91	- 931	1,021

Source: Sports Facilities Calculator; SportSpace 2010; URS Calculations. *Note: Negative baseline provision indicates current deficit in supply.

Table 14-2: New Demand for Health and Fitness Workstations in Dacorum to 2031, Gross and Net, High Scenario

	Gross New Demand					Total	Baseline (Existing Provision)*	Net New Demand
	2011	2016	2021	2026	2031			
No.	28	22	36	32	31	149	- 186	335
Sq m	140	109	181	162	155	746	- 931	1,677

Source: Sports Facilities Calculator; SportSpace 2010; URS Calculations. *Note: Negative baseline provision indicates current deficit in supply.

Resulting Infrastructure Requirements

- 14.9 Given the current deficit of workstations and the new requirements generated by growth, it is likely that additional facilities will be required.
- 14.10 Design guidance provided by Sport England³⁷ suggests that the total area and capacity of a fitness gym should be based upon a floor area of 5 sq m per workstation. This includes an allowance for circulation space around the equipment.
- 14.11 This implies that the total health and fitness space required to cater for the new population equates to 90.5 sq m of floor space (18 additional workstations) under the low growth scenario and 746.4 sq m (149 workstations) under the high growth scenario. The total health and fitness area required to cater for the total DBC population equates to 1,021 sq m of floor space (204 additional workstations) under the low growth scenario and 1,677 sq m (335 workstations) under the high growth scenario.

Costs of Provision

- 14.12 No costs relating to the provision of workstations are available.

³⁷ Design Guidance Note: Creating an Active Nation through Sport. Sport England, 2008.

Summary and Recommendations

- 14.13 Baseline information indicates that there is a deficit of health and fitness workstations in Dacorum. This existing outstanding need should be met along with the additional facilities required by the needs of the new population.
- 14.14 Even though the borough-wide assessment indicates that under the low growth scenario an additional 18 workstations will be required by 2031, with new demand totalling at 38.6 stations by 2021 before declining in line with the falling population and under the high growth scenario an additional 149 workstations will be needed to cater for the new population.
- 14.15 Spatial requirements to meet new demand are estimated at 90.5 sq m of floor space (18 additional workstations) under the low growth scenario and 746.4 sq m (149 workstations) under the high growth scenario. Spatial requirements to meet demand from the whole population, taking the baseline into account, are estimated at 1,021 sq m of floor space (204 additional workstations) under the low growth scenario and 1,677 sq m (335 workstations) under the high growth scenario.

15 SYNTHETIC TURF PITCHES

Existing and Committed Infrastructure

Existing Provision

- 15.1 There are three full size Synthetic Turf Pitches (STPs) in Dacorum, two of which are pay and play and one of which belongs to Cavendish School in Hemel Hempstead and is available to sports clubs and community associations. Two of the pitches are rubber crumb pile and one is sand based. In addition to the three full size pitches there another three smaller pitches which also contribute to the facilities available for use in the borough; there is one in Hemel Hempstead and two in Berkhamsted.
- 15.2 When compared to the regional average, Dacorum has fewer full size pitches. The *Draft FIS* reports that
- Demand exceeds supply and capacity by about 50% (Note: this is only based on full size pitches and does not include the demand met by five-a-side pitches)
 - Satisfied demand is only 60%, a figure which is lower than the national and regional averages
 - Unmet demand is about 40% of total demand for STPs, this is the equivalent of two pitches. Most of this is caused by lack of capacity at existing pitches that are operating at full capacity rather than being due to the inaccessibility of pitches (i.e. locality, travel or price).
 - Lack of capacity at Dacorum's pitches is exacerbated by some demand imported from neighbouring local authority areas.
- 15.3 As a check, the existing population for DBC as a whole was input into the Sports Facility Calculator. This showed that a total of 4.2 full size STPs would be required to serve Dacorum's existing population. Dacorum has three full sized pitches which indicates that Dacorum is under-served by 1.2 pitches. This assessment informs the baseline in the demand estimates below.

Committed / Planned Investment

- 15.4 Ashlyns School in Berkhamsted has obtained planning permission to build a full size STP. The school has obtained half the funding for this from the Football Foundation and is fundraising to obtain the other half.
- 15.5 There are also plans to include a full size 3G STP at the proposed Hemel Hempstead Football stadium. However plans for the stadium are at feasibility stages; funding for these facilities is not committed.
- 15.6 Hemel Hempstead Football Club has also recently obtained funding for a five-a-side pitch. The building of these sites would contribute to meeting the borough's needs now and in the future.

Assessment of Future Demand

- 15.7 The estimates of new demand for STPs associated with the population growth in Dacorum are shown in Table 15-1 and **Table 15-2** below, and are derived from the Sports Facilities Calculator. The borough-wide population forecasts for all housing are used, rather than the figures for residents of new housing only, as STPs have a relatively wide catchment; this is in line with the approach used in the FIS. A baseline deficit of 1.2 pitches is assumed (shown in the table as baseline demand of 1.2 pitches), as explained in paragraph 15.3 above. Given that funds are not fully committed for the planned pitches at Ashlyns School or Hemel Hempstead football stadium, and that the pitch at Hemel Hempstead Football Club is not full sized, these pitches are not discounted from the requirement.
- 15.8 Under the low growth scenario an additional 0.2 pitches are required at borough level to 2021, after which demand will decline. Under the high growth scenario an additional 1.9 pitches are required by 2031. Taking the baseline deficit into account, the net new demand is for 1.2 pitches or 1.9 pitches, respectively.

Table 15-1: Demand for Full Sized Synthetic Turf Pitches in Dacorum to 2031, Gross and Net, Low Scenario

	Gross New Demand					Total	Baseline (Existing Supply)*	Net New Demand
	2009	2011-	2016	2021	2026-			
	-11	16	-21	-26	31			
Pitches required		0.1	0.1	-0.1	-0.1	0	- 1.2	1.2

Source: Sports Facilities Calculator; Sportspace 2010; URS Calculations. *Note: Negative baseline provision indicates current deficit in supply.

Table 15-2: Demand for Full Sized Synthetic Turf Pitches in Dacorum to 2031, Gross and Net, High Scenario

	Gross New Demand					Total	Baseline (Existing Supply)*	Net New Demand
	2009-	2011-	2016	2021	2026-			
	11	16	-21	-26	31			
Total Pitches required	0.1	0.3		0.2	0.1	0.7	-1.2	1.9

Source: Sports Facilities Calculator; Sportspace 2010; URS Calculations. *Note: Negative baseline provision indicates current deficit in supply.

Resulting Infrastructure Requirements

- 15.9 The *Draft FIS* indicates that two additional STPs, ideally in Berkhamsted and Hemel Hempstead, can be justified at the present time. It suggests that after the two planned developments at Ashlyns and Hemel Hempstead FC are complete, unmet demand is re-assessed. The Sport Facilities Calculator appears to confirm that this approach is appropriate.

Costs of Provision

15.10 The costs associated with the planned new pitches at Berkhamsted and Hemel Hempstead are not available. The Sports Facilities Calculator indicates that the cost to provide a 3G STP is approximately £750,000 and the cost to provide a sand STP is approx £600,000.³⁸ The cost for two additional STP pitches could therefore total between £1.2M and £1.5M depending on which type of pitch is built.

Summary and Recommendations

15.11 Existing provision of STPs in Dacorum is relatively poor and there is sufficient unmet demand in the borough for about two additional pitches under the high growth scenario. This is caused almost entirely by lack of capacity at existing pitches and exacerbated by some demand imported from neighbouring local authority areas.

15.12 The two new pitches planned in Dacorum, and the information within the *Draft FIS*, indicates that these will help address the current deficit in provision, at least in the short to medium term.

³⁸ Sport Facilities Calculator, Sport England. 2010

PART E: OPEN SPACE

16 OVERVIEW

Scope

- 16.1 Green infrastructure is vital to the creation of sustainable communities and covers a wide range of spaces and facilities.
- 16.2 This section draws upon the DBC *Open Space Study* (2008), the *Draft Green Space Strategy* (2010) and the *Children's Play Strategy* (2008) and in line with these studies utilises the typologies set out in *Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation* (hereafter referred to as PPG 17).
- 16.3 This assessment first provides an overview of open space provision in Dacorum taking into account all *PPG 17* typologies. It goes on to consider provision of the following categories of open space:
- Leisure Space, including child play space
 - Natural Green Space
 - Allotments.
- 16.4 In taking this approach this section reflects the *Open Space Study* which recommends quantitative standards for the provision of these three types of space.³⁹ The quantitative assessment needs to be complemented by a consideration of the different types, accessibility level and quality of spaces.

Policy Context

- 16.5 The vision of the *Sustainable Community Strategy 2008* is '*Working together to make Dacorum a happy, healthy, prosperous and safe place to live, work and visit*'. In the context of parks, open space and outdoor sport and leisure, Dacorum's *Emerging Core Strategy* (Section 2) states that the LDF will help achieve this vision by:
- Conserving and enhancing the countryside, Green Belt and Chilterns Area of Outstanding Natural Beauty, and the rivers and Grand Union Canal
 - Conserving and enhancing the borough's landscape character, open space, biological and geological diversity, heritage and cultural facilities

³⁹ See *Open Space Study*, Table:9.2: Recommended Open Space Standards. The quantitative standard for Natural Green Space relates only to Local Nature Reserves, which is one element of Natural Green Space.

- Making full provision for a range of social, leisure and community facilities.

16.6 The *Emerging Core Strategy* states that existing open spaces will be protected and opportunities to enhance them will be sought. It highlights that opportunities for increasing participation in leisure and recreation will be maximised by making sure there is good provision and easy access to open space, stating that a broad range of leisure uses will be supported.

Overview of Existing and Planned Provision

Existing Provision

16.7 The *Open Space Study* identifies a total of 649 open spaces in Dacorum, comprising 1,123 ha. This amounts to 5.3% of the total area of Dacorum. The Study presents an audit of Dacorum’s open spaces, categorised in line with *PPG17*, and shows that overall there is 8.1 ha of open space per 1,000 adults in Dacorum.

Table 16-1: Dacorum’s Open Spaces

PPG17 Typology	Total Area (ha)	Total Number	% of Dacorum’s Open Space	Ha. per 1,000 Population
Allotments	37.599	36	3.35	0.272
Amenity Green Space	109.905	270	9.76	0.794
Children and Young People	15.889	57	1.41	0.115
Churchyard and Cemeteries	33.226	36	2.96	0.241
Green Corridors	21.519	12	1.92	0.156
Natural Green Space	205.114	64	18.26	1.485
Public Outdoor Sports Facilities	104.465	27	9.30	0.756
Private Outdoor Facilities	148.986	47	13.26	1.079
School Outdoor Facilities	245.935	75	21.00	1.708
Parks and Gardens	210.735	26	18.76	1.526
Dacorum Total	1123.285	649	100.00	8.133

Source: *Open Space Study 2008*. Note: Population Mid Year 138,100 (Mid Year Estimate 2004)

16.8 The rest of this section goes on to examine in more detail those types of open space for which there are recommended standards of provision set out in the *Open Space Study*. This approach does not, however, imply that types of space without a quantitative standard of provision are not crucial parts of the green network.

Green Links and British Waterways

16.9 The *Open Space Study* and the draft *Green Space Strategy* emphasise the importance of green links as a means of encouraging healthy lifestyles and providing an attractive environment for residents and visitors. An important stakeholder in this context is British Waterways, which has a multi-functional asset base including canals, towpaths, reservoirs and marinas.

16.10 British Waterways works with DBC, feeding into the LDF and Green Space Strategy. During consultation, it was noted that:

- The canal environment in Dacorum varies; some parts are in good condition but others are run down
- Dacorum's towpaths are in general in relatively good condition
- There are opportunities in Hemel Hempstead to open up the canal and link it to the town centre as part of the urban park project, which will improve access to the Canal
- The current capital programme focuses on the maintenance of existing assets
- Funding streams are likely to be static or declining in future; reasons for this include the downturn in the housing market as historically S106 payments have been an important funding source.

Planned and Committed Investment

16.11 Dacorum's *Green Space Strategy* (draft 2010), *Open Space Study* (2008) and *Play Strategy* (2008) set out a number of schemes which are at various stages of planning and implementation. Table 16-2 below shows those projects which are sufficiently well-developed for at least some scheme details to be available. Projects which are still relatively aspirational but which are likely to form key elements of future open space strategy for the borough are also included. Most schemes are the refurbishment of existing spaces though some involve new or expanded open spaces, as indicated.

Table 16-2: Planned Investment in Open Space Projects

Infrastructure Scheme	Location	Target delivery date	Additional space being provided(sq m / ha)
Improvements to playgrounds at East Langley meadows and Butts Meadow	Berkhamsted	Aug 2013 (East Meadow)	n/a
Refurbish Northchurch Recreation Ground	Berkhamsted	Apr 2010	n/a
Tree Planting along High Street	Berkhamsted		
New allotment site Grovehill	Hemel Hempstead		6,540 sq m
Bennetts End – reinstating allotment	Hemel Hempstead	End 2010	3,844 sq m

Infrastructure Scheme	Location	Target delivery date	Additional space being provided(sq m / ha)
Heath Park Gardens (also see Urban Pk)	Hemel Hempstead		n/a
Apsley Fitness Trail	Hemel Hempstead	Mar 2011	n/a
Bunkers Park Extension	Hemel Hempstead		30,000 sq m
Urban Park	Hemel Hempstead		tbc through outline proposals
Margaret Lloyd Park Pond refurbishment	Hemel Hempstead	Mar 2011	n/a
Improve access to four adventure playgrounds	Hemel Hempstead		
Mortimer Hill Play area	Tring	Dec 2010	n/a
Designate Dundale as Local Nature Reserve	Tring	Dec 2015	n/a

Source: Dacorum Borough Council

16.12 The *Emerging Core Strategy* 2009 also identifies open space initiatives which may come forward in the borough over the plan period, and which the guidance within the LDF will support. These include:

- Improved and new open space networks
- New green open space in the Hemel Hospital Zone
- Improvements to Kings Langley canal tow path
- the Heath Park to Gadebridge Park riverside walk in Hemel Hempstead

16.13 Projects identified within the *Draft Green Space Strategy* (Draft 2010) include:

- Improvement of access to Tring Park⁴⁰
- Identify location for new destination playground Tring, once the precise level and location of growth at Tring is known - in the meantime, improvements are being made to existing neighbourhood facilities
- Consideration of designation of new Local Nature Reserves (Birchill Green, Long Green and Sandpit Green), Berkhamsted
- In the NW of Hemel Hempstead, Gadebridge Park masterplan, refurbishment of Water Gardens, and new / improved play provision at Durrants Hill.

16.14 The details of specific schemes are discussed further within the following sections as appropriate.

⁴⁰ The Woodland Trust are currently formulating a funding bid for this scheme.

17 LEISURE SPACE INCLUDING CHILD PLAY SPACE

Existing and Committed Infrastructure

Existing provision

- 17.1 The *Open Space Study* considers that outdoor leisure space is made up of four types of open space as defined within *PPG 17*. These are Children and Young People’s Facilities, Public Outdoor Facilities, Private Outdoor Sport Facilities and Parks and Gardens.⁴¹
- 17.2 The National Playing Fields Association (NPFA) has set a standard for leisure space provision of 2.8 ha per 1,000 population of which 0.8 ha is for Children’s Playing Space and 1.6 ha is for adult and outdoor youth playing space. This is shown below in Table 17-1. This standard appears within Dacorum’s adopted *Local Plan* (Policy 73) and accords with the definition of leisure space set out in the *Open Space Study* (p71).

Table 17-1: The Breakdown of Leisure Space Standards per 1,000 People

Type of Leisure Space	Hectares per 1,000 people
Adult / Youth Play (Public and private playing field pitches, courts, greens and miscellaneous facilities such as ski slopes, athletic tracks, pitch and putt courses)	1.6
Children’s Play over 5’s / under 5’s	0.6 / 0.2
Other	0.4
Total	2.8

Source: National Playing Fields Association (NPFA)

- 17.3 At present there are 480.1 ha of outdoor leisure space in Dacorum. This equates to 3.48 ha per 1,000 population which is above the current standard of 2.8 ha. There are however many areas in Dacorum that have a local leisure space deficiency and the total of these local deficiencies across the borough totals 45.47ha. Berkhamsted has the largest leisure space deficiency (17.3 ha) followed by Kings Langley, Bovingdon and Hemel Hempstead, as shown in Table 17-2 below. When expressed in terms of leisure space per 1,000 population, many of Dacorum’s

⁴¹ It should be noted that within this section demand is assessed for leisure space as a whole with children’s play space separated out within this. This reflects that quantitative standards of provision which are available (2.8 ha of leisure space per 1,000 people; 0.8 ha of children’s play space per 1,000 people). For the other three types of open space within the leisure space category (public outdoor facilities, private outdoor sports facilities and parks) the available information does not provide a clear-cut definition, a quantitative standard or comprehensive contextual evidence, and it has not been within the scope of the study to cover them in such detail. However information is on the various types of facility included within the definition of leisure space is presented wherever possible from the available documents – for example, information on pitches is drawn from the Outdoor Sports Facilities Assessment Report.

settlements fall well beneath the 2.8 ha standard including Markyate (0.88 ha / 1,000), Kings Langley (0.96 ha / 1,000), Bovingdon (1.37ha per /1000) and Berkhamsted (1.73 ha / 1,000).

- 17.4 The high provision of leisure space in Little Gaddesden and Ashridge is largely due to the National Trust's Ashridge Estate, which attracts people from across the borough and beyond. Tring's high level of provision relates largely to Tring Park.

Table 17-2: Leisure Space Provision in Dacorum by Sub-area

Settlement	Amount of Leisure Space	Amount of leisure space per 1000 people	Compared to 2.8 ha	Amount of leisure space deficiency
Hemel Hempstead	223.785	2.73	-0.07	6.02
Berkhamsted	28.584	1.73	-1.07	17.336
Tring	116.036	9.98	7.18	-
Bovingdon	6.355	1.37	-1.43	6.53
Kings Langley	4.744	0.96	-1.84	8.48
Markyate	2.431	0.88	-1.92	5.26
Aldbury	1.778	2.70	-0.10	0.05
Chipperfield	4.981	3.25	0.45	-
Flamstead	2.266	1.94	-0.86	1.00
Flaunden	1.686	17.56	14.76	-
Wigginton	2.696	3.08	0.28	-
Great Gaddesden, Gaddesden Row, Bridens Camp Jockey End and Water End	5.409	11.13	8.33	-
Little Gaddesden and Ashridge	63.023	84.94	82.14	-
Potten End	2.475	1.85	-0.95	1.2714
Astrove, Long Marston, Puttenham. Wilstone	5.585	5.23	2.43	-
Rucklers Lane	0.108	0.14	-2.66	1.978
Bourne End	1.027	3.85	1.05	0.2794
Dacorum	480.075	3.476	0.676	45.469
Tring excluding Tring Park	23.672	2.04	-0.76	8.8948

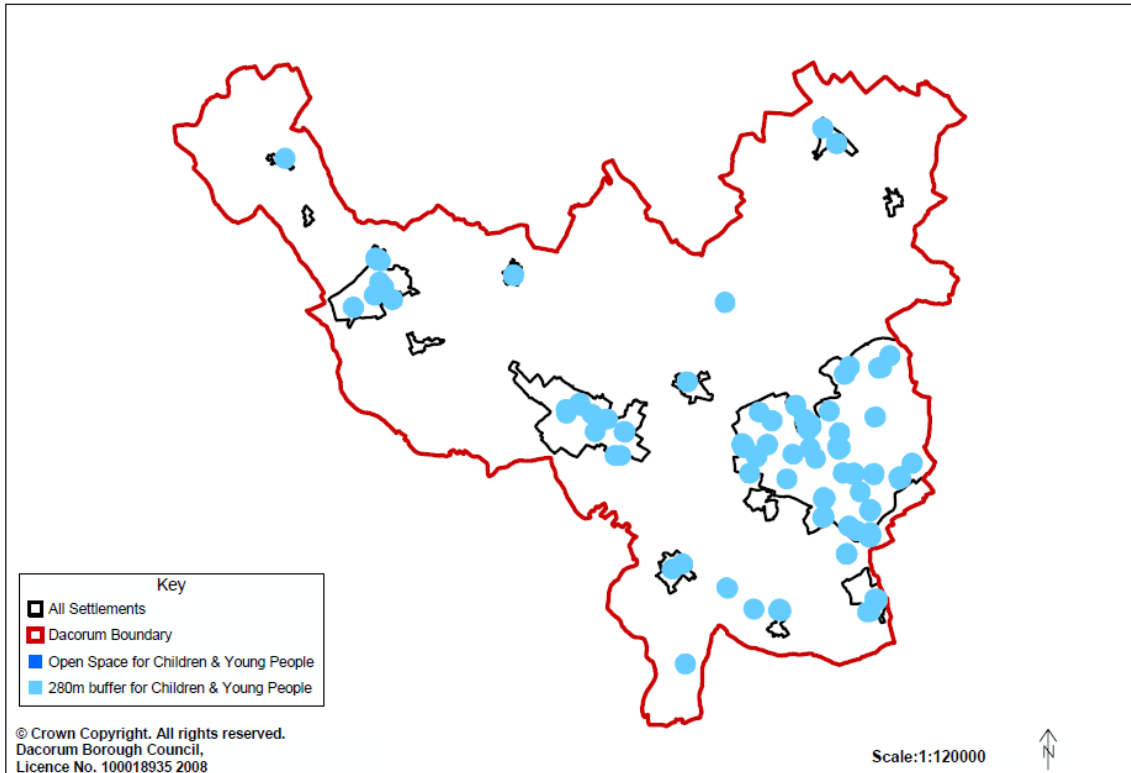
Source: Dacorum Open Space Study, 2008, DBC

- 17.5 The *Open Space Study* identified a total area of 17.7ha (0.128 ha per 1,000 population) of facilities for children and young people. The current standard for children's play space as set out in the *Local Plan* (Policy 73) and the *Open Space Study* (p72) is a minimum of 0.8 ha per 1,000 population (0.6 ha for the over 5's and 0.2 for the under 5's). Current provision for all settlements appears to fall well below this level. The *Open Space Study* recommends that the

standard continues to be used as a starting point but is applied flexibly given the variations in need in different areas of the borough.

17.6 The locations of play spaces for children and young people in Dacorum are shown in Figure 17-1 below, together with the 280m-radius catchment areas for each space and the borough's settlement boundaries. Some play spaces are not shown on the map.⁴²

Figure 17-1: Play Spaces for Children and Young People in Dacorum



Source: Dacorum Open Space Study, 2008, DBC

17.7 Whilst the facilities are generally distributed fairly evenly across the borough, the areas that are particularly deficient in children and young people facilities are:

- Green End, Hemel Hempstead

⁴² The following play areas are not shown in Figure 17-1. Hemel Hempstead: Reith Fields Play Area (Adeyfield), Barnaces Play Area (Bennetts End), Coronation Fields Play Area (Bennetts End), York Way Play Area (Corner Hall), Randalls Park Play Area (Highfield), Barley Croft Play Area (Leverstock Green), Northridge Park Play Area (Warners End), Woodhall Farm Play Area (Woodhall Farm), Northchurch Rec Ground (Berkhamsted). Tring: Tring Skate Park. Rural Area West: Gaddesden Row Play Area (Gaddesden Row), Little Gaddesden Play Area (Little Gaddesden), Long Marston Play Area (Long Marston), Wigginton Play Area (Wigginton), Wilstone Play Area (Wilstone). Rural Area East: Flamstead Play Area (Flamstead).

- Central Markyate
- Northchurch
- South East Berkhamsted
- East Tring
- North Kings Langley.

17.8 In terms of parks and gardens, the *Open Space Study* highlighted 24 parks and gardens with total area of 196.990 ha, equating to 1.426 ha per 1,000 population. The current minimum standard for parks is part of the 2.8 ha leisure space standard and as shown in Table 17-2 above many of Dacorum's settlements are deficient in leisure space. Berkhamsted is deficient in parks and gardens and there are no parks and gardens in Bovingdon or Markyate.

17.9 In the Citizens' Panel Questionnaire (March 2007) 63.2% of respondents thought the quality of parks and gardens was fairly good. Parks and gardens were considered 'very important' by 57% of respondents with 28% using them on a weekly basis. The *Open Space Study* indicates that opportunities to improve the amount of facilities should be considered, and that management plans are required to help the council reach the standards set by the Green Flag Awards.

17.10 Information on outdoor leisure facilities is provided in the *Outdoors Facilities Assessment Report* (2006) which indicates that:

- There are 170 pitches for various types of sport across Dacorum (this includes school facilities that are available for community use)
- Provision of tennis facilities across the borough is of an adequate standard in both quality and quantity.

17.11 More up-to-date information on sports pitches was provided by DBC in 2010 as follows:

- In Hemel Hempstead, all pitches are at capacity on Sunday with only one senior pitch available for additional fixtures. There is the need for more junior intermediate pitches to accommodate under 12's and under 13's. A senior pitch is being converted to junior this spring, with a replacement senior pitch being established elsewhere. The pitches are overplayed in Hemel Hempstead, and would benefit from less play.
- In Berkhamsted the junior teams do not play on council pitches, and there is no demand on a Saturday; more matches could be accommodated on the Berkhamsted pitches if there was the demand.
- Tring: there are few enquires for pitches in Tring. Miswell Lane is in high demand; Mortimer Hill is too narrow. There were two pitches at Pound Meadow, but due to limited demand only 1 has been operated for many years.

Planned Provision

- 17.12 Bunkers Park is an important area for visitors and nature conservation, providing space for informal recreation activities and woodland and meadow habitats. Currently the vast majority of the park is managed for nature conservation, with under 20% available for informal recreation. One of the projects within the Hemel 2020 Vision is to extend the park (by an estimated 3 ha), to enhance it as a destination for residents and visitors and to provide additional sports pitches. The project is still at relatively early stages of planning. Costs are not yet identified. Potential sources of funding include S106 payments.
- 17.13 The Hemel 2020 Vision document also includes a proposal for a new urban park at Two Waters in Hemel Hempstead, linked to existing open space and potentially extending to the southern side of the town centre. The park project would provide a green, open space circulation route into and through the town from the train station, and identify links beyond. A linked project is the redevelopment of the Heath Park garden, which is being funded through S106 payments associated with the Kodak redevelopment (£185,000 is available from S106, total cost is not yet known).
- 17.14 Play builder funding sourced from DCLG via HCC was also secured for two years to improve existing play facilities, and increase the quantum of provision slightly. In the first year £52,000 was spent on improvements to Randalls Park; in the second year funds may be used to refurbish Mortimer Park although the Department for Education has recently indicated that this funding may not come forward.
- 17.15 A play improvement programme which has funding of £50,000 per year is identified in the Council's Capital Funding Programme for the next 5 years. This is funding for making improvements to existing play facilities. Play facilities for improvement will be identified through this scheme on a yearly basis. At the moment work is underway on play facilities at Woodhall Farm in Hemel Hempstead.
- 17.16 Other planned investments relevant to child play space include a new play area at the Cherry Trees Lane development in Hemel Hempstead and one replacement and one new play area at The Manor Estate in Apsley. In line with the *Dacorum Local Plan* (Policy 76) all developments of a certain size are required to provide play place for their residential population and accordingly there may be other housing schemes in the pipeline which will provide new play space. Although these play spaces may help meet demand from existing local residents, however in general it is generally assumed that provision is sufficient to meet demand from the development in question only.
- 17.17 Planning is underway to improve Hemel Hempstead's four adventure playgrounds. Precise measures are not yet determined but the initiative will be progressed through the DBC Children's Play Strategy (2008).
- 17.18 There are a number of other planned investments which relate to reprovision or improvement of existing leisure spaces rather than provision of new space. These are set out in full in the Infrastructure Delivery Plan in Section 29.

Assessment of Future Demand and Resulting Infrastructure Requirements

- 17.19 The National Playing Fields Association (NPFA) has set a standard for leisure space provision of 2.8 ha per 1,000 population of which 0.8 ha is for Children's Playing Space and 1.6 ha is for adult and outdoor youth playing space. This is shown below in Table 17-3. This standard appears within Dacorum's adopted *Local Plan* (Policy 73) and accords with the definition of leisure space set out in the *Open Space Study* (p71).
- 17.20 Demand for leisure space has been estimated by applying the 2.8 ha per 1,000 population requirement to the forecasts for residents of new housing. Forecasts for the residents of new housing area used rather than the borough-wide forecasts for all housing because the category 'leisure space' encapsulates a range of types of space, some of which have a local catchment (for example, child play space). At the same time, the assessment can be considered a 'worst case scenario' given that other types of space within the category have a much wider catchment.
- 17.21 It should be noted that the *Open Space Study* includes forecasts of leisure space requirements using two different population study scenarios: Office of National Statistics 2004 based population projections published by HCC in 2007; and the EERA Chelmer model population projections published by HCC in 2007 and commissioned by EERA to inform its response to the Regional Spatial Strategy. This *DSIS* report uses the same baseline and provision standard as that used within the *Open Space Study* forecasts; however this *DSIS* uses the DBC growth trajectory rather than the ONS / Chelmer population scenarios.
- 17.22 Table 17-3 below shows that demand for new leisure space arising from housing growth under the low scenario could be 68.4 ha. The existing baseline for each sub-area can be taken into account where possible, although it should be noted that the category of leisure space takes four types of space into account, some of which have a very local catchment; for these types of open space the sub-area wide requirement / baseline will not accurately capture local variations in need and provision. The *Open Space Study* indicates a deficit for all sub-areas apart from Tring (if Tring Park is included); it should be noted that the baseline for Rural East and Rural West are not included as the *Open Space Study* uses different sub-area breakdowns. Including the baseline increases the Dacorum-wide requirement to 113.9 ha.
- 17.23 The greatest requirement for leisure space is in Hemel Hempstead (55.2 ha without the baseline, 61.2 ha including the baseline) followed by Berkhamsted (6.1 ha without the baseline, 23.4 ha including the baseline).

Table 17-3: New Demand for Leisure Space in Dacorum to 2031, ha, Gross and Net, Low Scenario

	Gross New Demand					Total	Base-line (Existing Provision)*	Net New Demand
	2009-11	2011-16	2016-21	2021-26	2026-31			
H'Hempstead	5.46	17.26	16.82	7.27	8.44	55.25	-5.94	61.19
Berkhamsted	0.88	1.20	2.75	0.54	0.73	6.10	-17.34	23.43
Tring	0.27	0.69	0.33	0.31	0.74	2.33	7.18	-4.85
Rural East	0.02	0.08	0.11	0.23	0.23	0.67	n/a	0.67
Bovingdon	0.15	0.24	0.04	0.08	0.13	0.64	-6.53	7.17
Markyate	0.03	0.37	0.39	0.08	0.08	0.95	-5.26	6.21
Kings Langley	0.08	0.08	0.04	0.12	0.32	0.64	-8.48	9.12
Rural West	0.14	0.52	0.34	0.34	0.50	1.84	n/a	1.84
Total	7.02	20.44	20.82	8.96	11.17	68.41	-45.5*	113.9*

Source: URS Calculations. *Note: Negative baseline provision indicates current deficit in supply. Sub-area totals do not sum to Dacorum-wide total because they exclude the baseline for 'Rural East' and 'Rural West' as this information is not available within the Open Space Study.

17.24 Table 17-4 below shows that demand for new leisure space arising from housing growth under the high scenario could be 120.4 ha. Taking the existing baseline into account increases the borough-wide requirement to 165.9 ha. The greatest requirement is in Hemel Hempstead (107.3 ha without baseline, 113.2 ha with baseline); the requirement for the other sub-areas is the same as under the low scenario.

Table 17-4: New Demand for Leisure Space in Dacorum to 2031, ha, Gross and Net, High Scenario

	Gross New Demand					Total	Base-line (Existing Provision)*	Net New Demand
	2009-11	2011-16	2016-21	2021-26	2026-31			
H'Hempstead	5.46	24.15	29.06	26.40	22.21	107.27	-5.94	113.21
Berkhamsted	0.88	1.20	2.75	0.54	0.73	6.10	-17.34	23.43
Tring	0.27	0.69	0.33	0.31	0.74	2.33	7.18	-4.85
Rural East	0.02	0.08	0.11	0.23	0.23	0.67	n/a	0.67
Bovingdon	0.15	0.24	0.04	0.08	0.13	0.64	-6.53	7.17
Markyate	0.03	0.37	0.39	0.08	0.08	0.95	-5.26	6.21
Kings Langley	0.08	0.08	0.04	0.12	0.32	0.64	-8.48	9.12
Rural West	0.14	0.52	0.34	0.34	0.50	1.84	n/a	1.84
Total	7.02	27.33	33.06	28.09	24.94	120.44	-45.5*	165.9*

Source: URS Calculations. *Note: Negative baseline provision indicates current deficit in supply. Sub-area totals do not sum to Dacorum-wide total because they exclude the baseline for 'Rural East' and 'Rural West' as this information is not available within the Open Space Study.

17.25 Below, potential child play space requirements are set out. Child play space is a sub-set of leisure space (0.8 ha of the 2.8 ha standard); it is not additional to the requirement set out above.

17.26 Table 17-5 below shows that demand for new child play space arising from housing growth under the low scenario could be 19.55 ha. The greatest requirement is in Hemel Hempstead (15.78 ha) followed by Berkhamsted (1.74 ha).

17.27 Baseline information indicates that there is a substantial existing deficit in child play space in all sub-areas for which information is available (the baseline for Rural East and Rural West are not included as the *Open Space Study* uses different sub-area breakdowns). It should be noted that child play space has a very local catchment and therefore the sub-area wide requirement / baseline will not accurately capture local variations in need and provision. Taking the substantial borough-wide 95.71 ha existing deficit into account, the requirement rises to 115.18 ha.

17.28 The planned projects described in paragraphs 17.12 to 17.18 have not been discounted from the forecast space demand for a number of reasons.⁴³ It should be noted in any case that the size of planned schemes is relatively insignificant in the context of the overall requirement.

Table 17-5: New Demand for Child Play Space in Dacorum to 2031, ha, Gross and Net, Low Scenario

	Gross New Demand					Total	Base-line (Existing Provision)*	Net New Demand
	2009-11	2011-16	2016-21	2021-26	2026-31			
Hemel Hempstead	1.56	4.93	4.80	2.08	2.41	15.78	-54.80	70.58
Berkhamsted	0.25	0.34	0.78	0.15	0.21	1.74	-6.14	7.89
Tring	0.08	0.20	0.09	0.09	0.21	0.67	-8.33	9.01
Rural East	0.01	0.02	0.03	0.07	0.07	0.19	n/a	0.19
Bovingdon	0.04	0.07	0.01	0.02	0.04	0.18	-3.55	3.73
Markyate	0.01	0.11	0.11	0.02	0.02	0.27	-2.07	2.34
Kings Langley	0.02	0.02	0.01	0.03	0.09	0.18	-3.31	3.49
Rural West	0.04	0.15	0.10	0.10	0.14	0.53	n/a	0.53
Total	2.01	5.84	5.95	2.56	3.19	19.55	-95.71*	115.3*

Source: URS Calculations. *Note: Negative baseline provision indicates current deficit in supply. Sub-area totals do not sum to Dacorum-wide total because they exclude the baseline for 'Rural East' and 'Rural West' as this information is not available within the *Open Space Study*.

⁴³ Planned projects have not been discounted because: first, information on the size of the planned schemes is not uniformly available; secondly, it is likely that the improved and new play spaces such as those at Cherry Tree Lane and The Manor Estate will primarily cater for pipeline growth outside of the 20-year trajectory considered here, rather than for new demand over the planning period or existing need; many of the schemes relate to improved rather than new space, and in this assessment demand is estimated in terms of the quantum rather than the quality of space.

17.29 Table 17-6 below shows that demand for new child play space arising from housing growth under the high scenario could be 34.4 ha. The greatest requirement is in Hemel Hempstead (30.65 ha); the demand for the other sub-areas is the same as under the low scenario. Taking the baseline into account increases the requirement to 130.1 ha.

Table 17-6: New Demand for Child Play Space in Dacorum to 2031, ha, Gross and Net, High Scenario

	Gross New Demand					Total	Base-line (Existing Provision)*	Net New Demand
	2009-11	2011-16	2016-21	2021-26	2026-31			
Hemel Hempstead	1.56	6.90	8.30	7.54	6.35	30.65	-54.80	85.45
Berkhamsted	0.25	0.34	0.78	0.15	0.21	1.74	-6.15	7.89
Tring	0.08	0.20	0.09	0.09	0.21	0.67	-8.34	9.01
Rural East	0.01	0.02	0.03	0.07	0.07	0.19	n/a	0.19
Bovingdon	0.04	0.07	0.01	0.02	0.04	0.18	-3.55	3.73
Markyate	0.01	0.11	0.11	0.02	0.02	0.27	-2.07	2.34
Kings Langley	0.02	0.02	0.01	0.03	0.09	0.18	-3.31	3.49
Rural West	0.04	0.15	0.10	0.10	0.14	0.53	n/a	0.53
Total	2.01	7.81	9.45	8.02	7.13	34.41	-95.71*	130.1*

Source: URS Calculations. *Note: Negative baseline provision indicates current deficit in supply. Sub-area totals do not sum to Dacorum-wide total because they exclude the baseline for 'Rural East' and 'Rural West' as this information is not available within the Open Space Study.

Costs of Provision

17.30 Costs of provision are not estimated for leisure space. As the category includes such a range of different space typologies it is not considered robust to apply a per ha cost to the demand assessment above.

17.31 Costs are estimated for child play space based on a per sq m cost of £199, using a benchmark cost derived from the *Open Space Study* for the London Borough of Camden (2008). Under the low scenario this implies a cost of Dacorum-wide costs of £39.0M for gross new demand, and £229.9M if the baseline is taken into account. Under the high scenario the cost is estimated at £68.6M for gross new demand, and £259.6M if the baseline is taken into account.

Summary and Recommendations

17.32 At present there is 3.48 ha per 1,000 population of leisure space in Dacorum which is above the current recommended standard of 2.8 ha. However this drops to 2.04 ha if Tring Park is excluded from the calculations. Moreover there are many areas in Dacorum that have a local leisure space deficiency, the most significant is at Berkhamsted (16.8 ha) followed by Kings Langley, Bovingdon and Hemel Hempstead.

- 17.33 Child play space forms a sub-set of leisure space. At present there is 0.128 ha per 1,000 population across Dacorum, far below the current standard of 0.8 ha per 1,000. Current provision for all settlements appears to fall well below this level.
- 17.34 Demand for new leisure space arising from housing growth under the low scenario could be 68.4 ha. Taking the existing baseline into account increases the requirement to 113.9 ha. Demand for new leisure space arising from housing growth under the high scenario could be 120.4 ha. Taking the existing baseline for each sub-area into account increases the requirement to 135.9 ha. It should be noted that some types of leisure space, including child play space, have a very local catchment and therefore the sub-area wide requirement / baseline will not accurately capture local variations in need and provision.
- 17.35 Within the leisure space requirement, demand for new child play space arising from housing growth under the low scenario could be 19.55 ha. Taking the substantial borough-wide 95.71 ha existing deficit into account, as well as the planned and committed investments in new play space, the requirement rises to 115.18 ha. Demand for new child play space arising from housing growth under the high scenario could be 34.4 ha. The greatest requirement in each case is in Hemel Hempstead, followed by Berkhamsted.
- 17.36 Costs of provision are not estimated for leisure space as a whole as the category includes such a range of different space typologies. Costs are estimated for child play space based on a per sq m cost of £199. Under the low scenario this implies a cost of £39.0M for gross new demand, and £229.9M if the baseline is taken into account. Under the high scenario the cost is estimated at £68.6M for gross new demand, and £259.6M if the baseline is taken into account.

18 NATURAL GREEN SPACE

- 18.1 According to Dacorum's draft *Green Space Strategy* (draft 2010), Natural Green Space (NGS) consists of a variety of areas which provide opportunities for wildlife conservation and informal recreation. This includes designated nature reserves, which have an important educational and community value, areas of informal naturalist planting or areas that have developed with little management intervention into semi natural habitats.
- 18.2 The wide range of open spaces within this category is emphasised in PPG 17 which defines natural and semi-natural green spaces as including woodlands, urban forestry, scrub, green spaces, grasslands (e.g. downlands, commons and meadows) wetlands, open and running water, wastelands and derelict open land and rock areas (e.g. cliffs, quarries and pits).
- 18.3 This section presents information on NGS and within this category also refers specifically to Local Nature Reserves (LNRs) as the quantitative standards for provision of LNRs provide a useful benchmark in assessing future potential demand.

Provision Requirement Standards

- 18.4 Natural England's accessible natural green space standards (ANGSt) set out the required availability of natural green space at differing scales and distances for recreational benefit as follows:
- There should be at least 1ha of Local Nature Reserve per 1,000 head of population
 - That no person should live more than 300 m from their nearest area of natural green space of at least 2 ha in size
 - That there should be at least one accessible 20 ha site within 2 km from home
 - That there should be one accessible 100 ha site within 5 km
 - That there should be one accessible 500 ha site within 10 km
- 18.5 The *Open Space Study* 2008 recommends that these standards are applied in Dacorum. Policy 102 of Dacorum's *Local Plan 1991-2011* states that in the long term the Council will develop a programme of designations to reach a standard of 1 ha of local nature reserve per 1,000 population.

Existing and Committed Infrastructure

Existing provision

- 18.6 There are 64 NGSs in Dacorum providing 205.1 ha in total or 1.5 ha per 1,000 population. The distribution of site over the borough is shown below in Table 18-1.

Table 18-1: Quantity of Existing Natural Green Space per Settlement

	Total Natural Green Space (ha)	Ha per 1,000 population
Hemel Hempstead	133.2	1.6
Berkhamsted	14.2	0.8
Tring	5.7	0.5
Bovingdon	1.1	0.2
Markyate	0.3	0.1
Kings Langley	18.6	3.8
Total	66.00	22.99

Source: *Open Space Study, DBC, 2008*

18.7 There are a number of different types of natural green space, however, and variations in access, availability and quality. The *Open Space Study* identifies that:

- There are no 500 ha Wildlife Sites within Dacorum
- There is a lack of access to wildlife and biodiversity zones across the borough and especially at Hemel Hempstead, Kings Langley, Bovingdon and Markyate
- The Urban Nature Conservation Study shows that Tring, Berkhamsted and the western half of Hemel Hempstead are served by Tring Park and the Ashridge / Berkhamsted Common complex, representing at least one accessible 100 ha site within 5km. Whilst these may not address local needs for many parts of the borough, they are a significant asset for the borough.

18.8 The *Green Space Strategy* indicates that there two are LNRs (Howe Grove Wood, 8 ha, Shrubhill Common, 11 ha) in Dacorum, both in Hemel Hempstead. Every other settlement is entirely deficient of LNRs. At the broader level the availability of SSSIs and Wildlife Sites helps to mitigate this deficiency. Tring Park, Tring Woods and Tring Reservoirs SSSIs cover a total of 160 ha, but at a local level within the town a deficiency still exists.

18.9 Information from the draft *Green Space Strategy* and *Open Space Study* on natural green space provision in different parts of Dacorum is summarised in Table 18-2 below:

Table 18-2: Variations in Access to Natural Green Space across Dacorum

Natural Green Space Provision	
Hemel Hempstead	<p>Ashridge Estate provides all of Hemel Hempstead with a 500 ha site within 10km. Ashridge also provides a 100 ha site of accessible natural green space within 5 km for the western half of the settlement.</p> <p>The combined presence of the complexes at Boxmoor and Bunkers Park provides 20 ha sites within 2 km for approximately two-thirds of the town covering much of the south, east and west of the settlement.</p> <p>Prae Wood to the east of Hemel Hempstead provides a biodiversity zone of 100 ha within 5 km but has no rights of way at all; this reduces the availability to large areas of Hemel Hempstead and Kings Langley.</p> <p>Areas without an accessible 20 ha site within 2 km from home include a in a large zone</p>

Natural Green Space Provision

	north of Hemel Hempstead, towards and beyond Markyate. Areas deficient in access to 10 a Wildlife Sites and a 1 km biodiversity / access zone include most of the northern half of Hemel Hempstead and Markyate. Hemel Hempstead lacks an appropriately large wildlife area for the size of the town.
Berkhamsted	Ashridge Estate provides a 500 ha site within 10 km of all residents and a 100 ha site to be within 5 km of all residents. A combination of Hockeridge Woods, Pancake Woods and Ashridge Estate satisfy need for a 20 ha site with in 2 km of every home. Most locally, the majority of the town falls outside the 300 m minimum distance from a site of natural green space at least 2 ha in size. With respect to the standard of one accessible 20 ha site within 2 km from home, areas of deficiency are found south and west of Berkhamsted and Bovington.
Tring	Tring Park forms a significant proportion of open space provision. Despite its proximity, Tring Park could be better integrated into the fabric of the town. Approximately half the town is situated more than 300 m from a semi natural green space of at least 2 ha in size.
Bovington and Kings Langley	As for the entire borough, Ashridge provides a 500 ha accessible site within 10 km. About half of Kings Langley but none of Bovington is 300m from a 2 ha site. With respect to the standard of one accessible 20 ha site within 2 km from home, areas of deficiency are found south and west of Berkhamsted and Bovington. Bovington is deficient in 10 ha Wildlife Sites and a 1 km biodiversity / access zone.

Source: Draft Green Space Strategy, DBC 2010; Open Space Study, DBC 2008

Committed and Planned Investment

18.10 The draft *Green Space Strategy* (2010) proposes various actions which would contribute to the provision of NGS across Dacorum. An important element of the strategy to increase access to NGS is to improve green linkages and connections. It sets out a target to designate Local Nature Reserves (LNRs) covering 138 ha during the life of the *Green Space Strategy*.

18.11 Proposals relating to specific localities are:

- Tring: designate Dundale as a LNR for Tring, raising public awareness of the site (Action 10)
- Berkhamsted and Northchurch: in liaison with Natural England consider the designation of Brickhill Green, Long Green and Sandpit Green woodlands as a LNR; this would provide about half the ANGSt standard target of 1 ha of LNR per 1000 head population (Action 11)
- Hemel Hempstead North East:

- Seek opportunities to enhance the community and wildlife benefit of the Nickey Line through external funding, with the aim of achieving LNR status (Action 9)
- Target three existing NGSs for access and interpretation improvements; suggested locations are Woodhall Wood, High Wood and Howe Grove (Action 5)
- Consider designating further urban woodlands as an LNR; the urban woodlands of High Wood, Maylands Wood, Widmore Wood and Woodhall Wood could be designated individually or collectively to provide an additional 11.9 ha of land managed as LNRs, equivalent of two-thirds of the target level (Action 7)

18.12 It should be noted that as the above spaces are already NGSs, no quantitative increase in provision is implied. Rather management plans to improve quality is required. These schemes do not currently have funds in place.

Assessment of Future Demand and Resulting Infrastructure Requirements

18.13 The ANGSt standards relating to the need for NGSs of various sizes at various distances from home are difficult to employ within a strategic assessment of demand. However the standard of 1 ha of LNRs per 1,000 population, as set out in the ANGSt standards and the *Dacorum Local Plan*, is useful at a broad-brush level and has been applied here to the projected populations associated with the low and high growth housing developments.

18.14 While a useful starting point for an assessment of NGS within this strategic-level study, this approach has a number of caveats, as follows:

- LNRs are only one element of NGS and so the results of the assessment should not be taken as indicative of the requirement for all types of NGS (which, it can be assumed, would be greater)
- The application of this quantitative standard does not capture the ANGSt requirements with regard to different sized open spaces at various distances from home
- The ANGSt standards do not indicate the minimum distance from homes at which LNRs should be provided. For this assessment, the population change figures for new housing residents are used rather than the borough-wide figures for all housing, implying an assumption that LNRs have a local catchment and should be provided near to homes. This approach gives a 'worst case scenario', but, given that at least some types of NGS are required close to home, and in the absence of a quantitative standard for NGS, it is considered appropriate.

18.15 Applying the 1 ha standard to forecast population growth implies that under the low growth scenario the new population would require 24.4 ha of LNRs and under the high growth scenario the new population would require 43.0 ha of LNRs by 2031.

18.16 The baseline is calculated for the borough as a whole by applying the 1 ha per 1,000 people to the borough-wide population, and discounting the 19.3 ha of existing provision. The *Open Space Study* does not give a sub-area breakdown of the requirement; however there are no

LNRs in the borough apart from those in Hemel, and thus in the other sub-areas the scale of the baseline requirement will be proportionate to the size of the resident population. Taking the baseline into account, borough-wide demand in 144.6 ha under the low scenario, and 163.2 ha under the high scenario.

Table 18-3: New Demand for Local Nature Reserves in Dacorum to 2031, ha, Low Scenario

	Gross New Demand					Total	Baseline (Existing Provision)	Net New Demand
	2009-11	2011-16	2016-21	2021-26	2026-31			
Hemel Hempstead	1.95	6.16	6.01	2.60	3.01	19.73		
Berkhamstead	0.31	0.43	0.98	0.19	0.26	2.18		
Tring	0.10	0.25	0.12	0.11	0.27	0.83		
Rural East	0.01	0.03	0.04	0.08	0.08	0.24		
Bovingdon	0.05	0.09	0.01	0.03	0.05	0.23		
Markyate	0.01	0.13	0.14	0.03	0.03	0.34		
Kings Langley	0.03	0.03	0.01	0.04	0.11	0.23		
Rural West	0.05	0.19	0.12	0.12	0.18	0.66		
Total	2.51	7.30	7.43	3.20	3.99	24.43	-120.2*	144.6

Source: URS Calculations. *Note: Negative baseline provision indicates current deficit in supply: Sub-area baseline provision is not available within the Open Space Study; the borough-wide baseline is calculated by applying the 1 ha / 1,000 pop standard to the Dacorum-wide population and subtracting the 19.3 ha of existing provision in Hemel Hempstead.

Table 18-4: New Demand for Local Nature Reserves in Dacorum to 2031, ha, High Scenario

	Gross New Demand					Total	Baseline (Existing Provision)	Net New Total
	2009-11	2011-16	2016-21	2021-26	2026-31			
Hemel Hempstead	1.95	8.62	10.38	9.43	7.93	38.31		
Berkhamsted	0.31	0.43	0.98	0.19	0.26	2.18		
Tring	0.10	0.25	0.12	0.11	0.27	0.83		
Rural East	0.01	0.03	0.04	0.08	0.08	0.24		
Bovingdon	0.05	0.09	0.01	0.03	0.05	0.23		
Markyate	0.01	0.13	0.14	0.03	0.03	0.34		
Kings Langley	0.03	0.03	0.01	0.04	0.11	0.23		
Rural West	0.05	0.19	0.12	0.12	0.18	0.66		
Total	2.51	9.76	11.81	10.03	8.91	43.01	-120.2*	163.2

Source: URS Calculations. *Note: Negative baseline provision indicates current deficit in supply: Sub-area baseline provision is not available within the Open Space Study; the borough-wide baseline is calculated by applying the 1 ha / 1,000 pop standard to the Dacorum-wide population and subtracting the 19.3 ha of existing provision in Hemel Hempstead.

Costs of Provision

- 18.17 The Hertfordshire Infrastructure and Investment Strategy (2009) includes proposed costs for NGS development. It states that although there is no single model for the provision of natural and semi-natural green spaces, a reasonable figure for a typical space is £10,000 per ha.
- 18.18 The assessment of space requirements above relates to LNRs rather than to all types of NGS. It is likely that costs will vary according to the type of NGS being considered. However in the absence of more detailed information, the per-unit costs for NGS can be applied to the requirement associated with new demand for LNRs. The indicative costs to meet the gross requirement for LNRs would be £0.2M under the low scenario and £0.4M under the high scenario. If the baseline is included, the costs would be £1.4M under the low scenario and £1.6M under the high scenario.

Summary and Recommendations

- 18.19 There is currently 1.5 ha of natural green space in Dacorum per 1,000 population. There are a series of local-level issues around Dacorum’s settlements relating to access, availability and the quality of larger natural green spaces and biodiversity zones.
- 18.20 The ANGSt standards relating to the need for NGSs of various sizes at various distances from home are difficult to employ within a strategic assessment of demand. However the standard of 1 ha of LNRs per 1,000 population, as set out in the ANGSt standards and the Dacorum Local Plan, has been applied here and indicates that the new population associated with growth could

generate a requirement for 24.4 ha to 43.0 ha of LNRs, 144.6 ha to 163.2 ha if the baseline deficit is included.

18.21 On-going monitoring of levels of provision as well as quality is required to ensure that provision continues to meet the needs of new and existing communities in the future.

19 ALLOTMENTS

Existing and Committed Infrastructure

Provision Requirement Standards

- 19.1 Allotments are defined as areas provided for community gardening with the benefit of local food production and social interaction.⁴⁴ DBC manage allotments in Hemel Hempstead; allotments in other settlements are managed by town or parish councils.
- 19.2 The National Society of Allotment and Leisure Gardeners (NSALG) recommend a standard of 0.25 ha per 1,000 population for allotments.
- 19.3 However, the *Open Space Study* 2008 suggests it is sensible to provide allotments at a standard of 0.35 ha per 1,000 population, and this standard is used in this study. The Study also indicates that residents should ideally be within 1 km of an allotment.

Existing provision

- 19.4 There are currently 36 allotments in settlements within the borough with a total area of 37.6 ha, providing 0.27 ha per 1,000 residents. Allotment sites are distributed quite evenly across the settlements of the borough, although there are a few exceptions. There is under-provision in Hemel Hempstead with no allotments sites north of the town, there is also under provision in Tring. There are no allotments in Bovington.
- 19.5 Long waiting lists demonstrate the large amount of existing demand for allotment sites. For allotments which DBC manages, existing plots are fully occupied with 337 names on three waiting lists.

Committed and Planned Investment

- 19.6 DBC indicate that their priority is to improve the quality of the current sites, including repairing unusable plots, prior to any new sites being provided. However, with regard to DBC-managed sites in the Hemel Hempstead, DBC indicate that over the past couple of years around 20 plots have been reinstated and there is limited scope for further recovery. DBC acknowledges the high level of existing demand and is now considering plans to develop / acquire sites to use as allotments.
- 19.7 There are plans to provide 0.65 ha of allotment space on a new site in Grovehill, Hemel Hempstead. Performance Reward Grant (£28,000) has also been allocated via the LSP to reinstate an allotment site at Bennetts End, Hemel Hempstead providing 0.38 ha of allotment space.

⁴⁴ Draft Green Space Strategy, DBC, 2010

Assessment of Future Demand and Resulting Infrastructure Requirements

- 19.8 The *Open Space Study 2008* recommends that all residents with the towns should be within 1km of an allotment. Therefore the population growth estimates for new housing, as opposed to those for all housing in the borough, are used.
- 19.9 Table 19-1 illustrates that under the low scenario 8.6 ha of new allotments would be required to meet demand from the new population associated with growth. It is possible to take the existing baseline into account; however it should be noted that information is not available for the Rural East and Rural West sub-areas, and more importantly that as allotments have a local catchment the sub-area / borough-wide baseline information does not capture potentially important detail about local demand–supply gaps.
- 19.10 The reinstatement of the allotment at Bennett’s End has been taken into account in the baseline: 0.38 ha has been discounted from the baseline deficiency in Hemel Hempstead.
- 19.11 For Dacorum as a whole the requirement is 19.8 ha if the borough-wide existing deficit is taken into account. Planned new provision at Bennetts End is discounted from the baseline deficit in Hemel Hempstead; planned provision at Grovehill is not considered within the workings however as funds are not yet committed.

Table 19-1: New Demand for Allotments in Dacorum to 2031, ha, Gross and Net, Low Scenario

	Gross New Demand					Total	Base-line (Existing Provision)*	Net New Demand
	2009-11	2011-16	2016-21	2021-26	2026-31			
Hemel Hempstead	0.68	2.16	2.10	0.91	1.05	6.91	-20.13	27.03
Berkhamsted	0.11	0.15	0.34	0.07	0.09	0.76	10.34	-9.58
Tring	0.03	0.09	0.04	0.04	0.09	0.29	-0.32	0.61
Rural East	0.00	0.01	0.01	0.03	0.03	0.08	n/a	0.08
Bovingdon	0.02	0.03	0.00	0.01	0.02	0.08	-1.61	1.69
Markyate	0.00	0.05	0.05	0.01	0.01	0.12	0.4	-0.28
Kings Langley	0.01	0.01	0.00	0.02	0.04	0.08	1.00	-0.92
Rural West	0.02	0.07	0.04	0.04	0.06	0.23	n/a	0.23
Total	0.88	2.56	2.60	1.12	1.40	8.55	-10.84*	19.39*

Source: URS Calculations. *Note: Negative baseline provision indicates current deficit in supply: Sub-area totals do not sum to Dacorum-wide total because they exclude the baseline for 'Rural East' and 'Rural West' as this information is not available within the *Open Space Study*.

- 19.12 Under the high growth scenario the requirement is for 15.0 ha before taking the Dacorum-wide baseline into account, and 26.3 ha once the deficit is included. This is shown in Table 19-2.

Table 19-2: New Demand for Allotments in Dacorum to 2031, ha, Gross and Net, High Scenario

	Gross New Demand					Total	Baseline (Existing Provis- ion)*	Net New Demand
	2009-11	2011-16	2016-21	2021-26	2026-31			
Hemel Hempstead	0.68	3.02	3.63	3.30	2.78	13.41	20.13	33.53
Berkhamsted	0.11	0.15	0.34	0.07	0.09	0.76	-10.34	-9.58
Tring	0.03	0.09	0.04	0.04	0.09	0.29	0.32	0.61
Rural East	0.00	0.01	0.01	0.03	0.03	0.08	n/a	0.08
Bovingdon	0.02	0.03	0.00	0.01	0.02	0.08	1.61	1.69
Markyate	0.00	0.05	0.05	0.01	0.01	0.12	-0.40	-0.28
Kings Langley	0.01	0.01	0.00	0.02	0.04	0.08	-1.00	-0.92
Rural West	0.02	0.07	0.04	0.04	0.06	0.23	n/a	0.23
Total	0.88	3.42	4.13	3.51	3.12	15.05	-10.84*	-25.90*

*Source: URS Calculations. *Note: Negative baseline provision indicates current deficit in supply. Sub-area totals do not sum to Dacorum-wide total because they exclude the baseline for 'Rural East' and 'Rural West' as this information is not available within the Open Space Study.*

Costs of Provision

- 19.13 The *Hertfordshire Infrastructure and Investment Strategy* (2009) includes proposed costs for new allotment development. It proposes that one hectare of allotment space would cost £100,000. However, the estimated cost does not indicate whether this would include land acquisition costs, which would also need to be considered.
- 19.14 The analysis above would imply £0.9M costs under the low scenario, rising to £1.9M once the baseline is taken into account. For the high scenario costs are £1.5M to meet new demand associated with growth, rising £2.6M once the baseline is included.

Summary and Recommendations

- 19.15 There is currently 0.27 ha of allotments per 1,000 Dacorum residents, against a recommended standard of 0.35 ha. Allotment provision is especially deficient in Hemel Hempstead, as well as in Bovingdon where there are currently no allotments. There are two new allotments planned for Hemel Hempstead though neither of these yet has committed funds. Sub-area analysis indicates a surplus of allotment space against the recommended standard in Berkhamsted, Markyate and Kings Langley; however it should be noted that allotments ideally have a very local catchment and these sub-area-wide figures potentially hide local variations in demand and supply.
- 19.16 Under the low scenario 8.6 ha of new allotments would be required to meet demand from the new population associated with growth. Once the existing Dacorum-wide deficit is taken into account, the requirement is 19.4 ha. Under the high growth scenario the requirement is for 15.0 ha before taking the baseline into account, and 25.9 ha once the deficit is included.

19.17 Applying a unit cost of £100,000 per ha would imply £0.8M costs under the low scenario, rising to £1.9M once the baseline is taken into account. For the high scenario costs are £1.5M to meet new demand associated with growth, rising to £2.6M once the baseline is included.

PART F: EMERGENCY SERVICES

20 OVERVIEW

Scope

20.1 This section covers:

- Fire and rescue services
- Police
- Ambulance services.

20.2 Hertfordshire Constabulary have their own demand assessment model which has been utilised. Consultation with fire and rescue and ambulance service providers indicated that quantitative forecasting of potential future provision through the DIM was not appropriate. Therefore providers' strategies and qualitative information provide the key data sources for this section.

21 FIRE AND RESCUE SERVICES

Introduction

21.1 This section examines the requirement for fire and rescue services in the borough. Fire and Rescue services in Dacorum are managed by the Hertfordshire Fire and Rescue Service.

Policy and Contextual Drivers

21.2 Hertfordshire Fire and Rescue Service has produced a *2010 District Plan* for Dacorum and St. Albans. It sets out priorities and visions for 2010/11. The plan prioritises minimising the risk to those living, working and travelling in Hertfordshire, improving community safety through engagement and strong relationships and ensuring that they provide a value for money service through effective management and delivery.

21.3 The Plan highlights excellent partnership relationships between Hertfordshire Fire and Rescue Service and Dacorum and St Alban District Councils and indicates that the service will continue to help deliver the Local Area Agreement, Sustainable Communities Strategies and wider community priorities.

21.4 The Fire and Rescue service has a statutory duty to ensure all developments have adequate water supplies for fire fighting. Fire hydrants are a standard provision within section 106 deeds under the Town and Country Planning Act 2004. This provision for adequate water supplies for fire fighting must be considered as part of any development.

Existing and Committed Provision

Existing Provision

21.5 There are five fire and rescue stations in the borough, located in:

- Hemel Hempstead
- Kings Langley
- Berkhamsted
- Tring
- Markyate

21.6 There was a station in Bovingdon, however this was closed in 2006.

Table 21-1: No. of Fire Stations, Staff and Vehicles in Dacorum in 2010

No. of Fire & Rescue Stations	No of Fire-fighters	No. of Fire & Rescue Staff ⁴⁵
5	88	8

Source: Hertfordshire Fire and Rescue Service

Planned / Committed Investment

21.7 At present, there are no capital plans for the fire and rescue services in the area.

Assessment of Future Demand

21.8 Hertfordshire Fire and Rescue Service does not measure demand based upon population. Response times are the key measurable. Therefore should the population of the current settlements increase this should not affect levels of demand per se.

21.9 According to discussions with the Hertfordshire Fire and Rescue Service, the existing stations should be able to cope with the additional demand arising from growth under both growth scenarios. However the location of new sizeable developments need to be known and considered by the Service before it can be confirmed that no new facilities will be required as a result of new housing and commercial growth.

21.10 Over recent years demand for fire and rescue services has dropped due to increased prevention measures in place in the area. This has resulted in spare capacity within services at present, implying that if demand increased there would be capacity to meet it.

21.11 The Fire and Rescue Service has a statutory duty to ensure that all developments have adequate water supplies (hydrants), and if necessary, fire cover. In addition, buildings fitted with fire mains must have a suitable hydrant provided and sited within 18m of the hard-standing facility provided for the fire service pumping appliance.

21.12 Fire and Rescue have commented that the scale of growth is not as important as the location of the growth with regard to fire cover, due to response times. The existing stations in Dacorum are well placed to serve the local communities providing any development is within or close to the existing towns / villages with a station (Hemel Hempstead, Markyate, Tring, Berkhamsted and Kings Langley).

21.13 Some of the building stock used by Fire and Rescue within Dacorum is dated and need of replacement or refurbishment. Whilst there are no proposals to change the locations of current stations, there may be some reorganisation of estate should opportunities to improve building stock arise.

⁴⁵ All staff not including fire fighters, i.e. administrators.

Resulting Infrastructure Requirements

- 21.14 At present Hertfordshire Fire and Rescue Service indicate that no additional services would be required in response to housing and commercial growth. However the Fire and Rescue service has a statutory duty to ensure all developments have adequate water supplies for fire fighting and this provision would need to be considered as part of any development.
- 21.15 The service has the flexibility to change the way the stations are crewed for cost purposes. It is unlikely the stations will move in the foreseeable future due to increasing demand or other factors.

Costs of Provision

- 21.16 In terms of costs, the *Hertfordshire Infrastructure and Investment Strategy* (HIIS) highlights that a new fire and rescue facility is currently being built in Watford for approximately £5M. This gives a indication of how much a station would cost to build in Dacorum should the requirement arrive.

Summary and Recommendations

- 21.17 There are five fire and rescue stations in Dacorum. Consultation with Hertfordshire Fire and Rescue Service indicates that there is capacity within existing services to cater for any growth in demand. However there is not a direct relationship between population and demand; rather, response times are the key variable which affects service planning, so this position cannot be confirmed without further confirmation of the scale and location of growth. The Fire and Rescue service has a statutory duty to ensure all developments have adequate water supplies for fire fighting and this provision would need to be considered as part of any development.

22 POLICE SERVICES

Introduction

- 22.1 Police services in Dacorum area are managed by the Hertfordshire Constabulary. Dacorum Police Service is one of ten District Services across the County. Neighbouring police forces include Three Rivers, Watford, St Albans and, to the north of the Hertfordshire border, Bedfordshire Police.
- 22.2 Dacorum Community Safety Partnership is a wide partnership with the following statutory members: DBC, Hertfordshire Police Authority, Dacorum PCT, HCC, Hertfordshire Fire and Rescue Service and Hertfordshire Constabulary. The partnership aims to make Dacorum ‘even safer and more pleasant and to provide a background where people, communities and businesses can flourish’.

Scope

- 22.3 This section looks at the policing provision across Dacorum, including the baseline and assessment of future demand for Police Officers, Police Staff, Police Community Support Officers (PCSOs) and Police Stations within the borough.

Policy Context and Drivers

- 22.4 The *Sustainable Community Strategy* places emphasis on ‘reducing crime and creating a safer Dacorum’. It aims to build strong and cohesive communities where people feel safe. It states that although crime levels in Dacorum are moderate when compared with the national average, the Dacorum Community Safety Partnership will tackle crime and disorder and improve the quality of life for everyone who lives, works and visits Dacorum.

Existing and Committed Provision

Existing Provision

- 22.5 There are three police stations in Dacorum, which are located in the towns of Tring, Berkhamsted and Hemel Hempstead.

Table 22-1: Existing Provision of Police Services in Dacorum, 2010

No. of Police Stations	No of Police Officers	No. of Police Staff	No. of PCSOs ⁴⁶
3	167	33	19

Source: Hertfordshire Constabulary

⁴⁶ Police Community Support Officer

- 22.6 Additionally, there are nine Safer Neighbourhoods Teams working in the borough of Dacorum that are assigned to the three police stations.
- 22.7 Some of the existing stock of buildings currently used by the police in Dacorum are dated and in need of replacement or refurbishment. Hertfordshire Constabulary are in the process of producing the *Estates and Facilities Plan review*, which may conclude that some of the existing infrastructure is no longer suitable/required for policing purposes. It may also recommend/require that some stations are amalgamated. The review document will be nearer to completion in August 2010.

Planned / Committed Investment

- 22.8 Consultation with Hertfordshire Constabulary indicated that it is likely that there will be new investments, alongside closures of existing police stations in and around Dacorum in future years. However, plans are currently under review and no decisions relating to such changes have been made. The preferred strategy will relate to, and consider the structure of, the service across Dacorum. It will also consider services in the rest of Hertfordshire and the way in which surrounding areas of Bedfordshire operate.

Assessment of Future Demand and Resulting Infrastructure Requirements

- 22.9 Hertfordshire Constabulary uses a Local Demand Assessment model to determine policing provision required in Dacorum over given time periods. The model has been used to estimate the number of police staff, floor space and costs required due to future growth, based on the Dacorum development trajectory (as used in the rest of the DSIS) and the historical incident rate, provided by Hertfordshire Constabulary, gives the baseline.
- 22.10 The projections of population change for all housing across the borough are used, rather than estimates relating to new housing residents, as police services generally have a wide catchment and are planned at the borough-wide level (though smaller neighbourhood teams may operate at a more local level).
- 22.11 As shown in Table 22-2 and Table 22-3 below, under the low growth scenario there will be an additional 5.2 police staff required to meet demand levels in 2031, though this demand peaks at 7.5 in the 2021 period, after which there is a decline in the requirement. This compares to an additional 42.8 police staff required to meet the demand of the new population under the high growth scenario. There will be a requirement of 35 sq m of additional floor space to accommodate the new police staff under the low growth scenario and 270 sq m under the high growth scenario.

Table 22-2: New Demand for Additional Police Services in Dacorum to 2031, Gross, Low Scenario

	2011	2016	2021	2026	2031
Police Officers	1.6	4.6	7.5	5.5	3.5
PCSOs	0.2	0.5	0.7	0.6	0.4
Volunteers	0.2	0.7	1.1	0.8	0.5
Police Staff	0.3	0.9	1.5	1.1	0.7
Total	2.4	6.7	11	8.1	5.2
Floor space sq m					35 sq m

Source: URS Calculations based on Hertfordshire Constabulary Local Demand Model

Table 22-3: New Demand for Additional Police Services in Dacorum to 2031, Gross, High Scenario

	2011	2016	2021	2026	2031
Police Officers	5.5	9.7	16.8	23.1	19.2
PCSOs	0.6	1.1	1.9	2.6	3.3
Volunteers	0.9	1.5	2.6	3.6	4.5
Police Staff	1.1	1.9	3.3	4.6	5.8
Total	8.0	14.3	24.6	33.9	42.8
Floor space sq m					270 sq m

Source: URS Calculations based on Hertfordshire Constabulary Local Demand Model

Costs of Provision

22.12 It would cost £127,757 to build 35 sq m of police floor space or £910,893 to build 270 sq m, depending on which growth scenario is taken forward, based on the costs within the Hertfordshire Constabulary Local Demand Model.

Summary and Recommendations

22.13 Police services in Dacorum area are managed by the Hertfordshire Constabulary. The Dacorum Police Service collaborates with other partners through the Dacorum Community Safety Partnership.

22.14 Some of the existing stock of buildings currently used by the police in Dacorum is dated and in need of replacement or refurbishment. The strategy for developing the estate to meet future needs will be determined by the *Estates and Facilities Plan review* which is currently underway.

22.15 Hertfordshire Constabulary’s Local Demand Assessment model indicates that under the low growth scenario there will be an additional 5.2 police staff required to meet demand levels in 2031, though this demand peaks at 7.5 in the 2021 period. This compares to an additional 42.8

police staff required to meet the demands of the new population under the high growth scenario in 2031. This implies an estimated requirement of 35 sq m of additional floor space under the low growth scenario and 270 sq m under the high growth scenario. Associated costs are £127,757 (35 sq m) or £910,893 (270 sq m).

22.16 Models of delivery of police services are diverse and dynamic, and there may be alternative ways of meeting the requirements of growth rather than expanding the workforce and estate. Additional consultation is recommended to establish the requirements relating to different elements of the service and to explore potential synergies with the provision of other social infrastructure and development.

23 AMBULANCE SERVICES

Introduction

23.1 The ambulance provider in Dacorum is the East of England Ambulance Service (EEAS) NHS Trust, whose services are purchased by the individual PCT (in Dacorum this is now Hertfordshire NHS). The EEAS operates in the following geographical areas: Bedfordshire, Cambridgeshire, Hertfordshire, Essex, Norfolk and Suffolk. The EEAS delivers Accident and Emergency (A&E) care, commissioned by the individual PCTs across the region, and patient transport services (PTS).

Scope

23.2 Dacorum ambulance stations comprise main stations and satellite stations. Main stations consist of offices where managers and administrative staff are based. The satellite stations are smaller and do not have offices; they act as a base for ambulances to park in. Ambulance stations are not always located within hospitals; each ambulance station is a separate premise and they do not fall under hospital estate. In the event of an incident the nearest available ambulance will be sent.

Existing and Committed Infrastructure Provision

Existing Provision

23.3 At present, there are four ambulance stations in Dacorum. They are in Hemel Hempstead, Berkhamsted, Tring and Kings Langley. However, Tring and Kings Langley are smaller satellite stations. No information is available on the adequacy or condition of these facilities. There is approximately 522.9 sq m of ambulance station floor space in the borough at present.

Table 23-1: Existing Provision of Ambulance Services in Dacorum, 2010

No. of Ambulance Stations	No of Staff	No. of Ambulances	No. of Fast Response Vehicles
4	59	4	3

Source: East of England Ambulance Service (EEAS)

Assessment of Future Demand and Resulting Infrastructure Requirements

- 23.4 Demand for ambulance services can be linked to population growth but this is not straightforward relationship. The type and location of growth is important, as is the population profile – for example in terms of deprivation, tenure and access to local health facilities.⁴⁷
- 23.5 The PCT indicated that a dynamic resourcing tool is used that to plan service provision. The tool uses historical data to establish the number and location of resources required to achieve an optimum performance and to enable the service to meet targets. The strategy for provision, as informed by the resource / deployment plan, varies over time.
- 23.6 No information was available on future plans for provision.

Costs of Provision

- 23.7 As no forecasts for provision were available no assessment of potential costs can be made.
- 23.8 For reference, the *HIIS* puts forward a replacement cost of £900 per sq m for 'standard' stations and £1,150 per sq m for 'good' stations (including Control Centres). The cost of a new station is estimated at £2M based on the assumption of 40 station staff and £135,000 per vehicle. A new vehicle (plus equipment) for every 10 staff is assumed.

Summary and Recommendations

- 23.9 A&E and patient transport ambulance services are provided by East of England Ambulance Service (EEAS) NHS Trust whose services are purchased by Hertfordshire NHS. At present, there are four stations in the Dacorum. No information is available on the adequacy or condition of these facilities.
- 23.10 Demand for ambulances can be linked to population growth but the relationship is complex. While the PCT has a forecasting tool it uses to plan ambulance services, details of their methodology were not available.
- 23.11 Given the lack of detailed information, it is recommended that further consultation with EEAS and Hertfordshire NHS is pursued in order to better establish the baseline for provision and whether planning for growth is underway.

⁴⁷ The *HIIS* indicates that a suitable standard for provision in Hertfordshire is 1:1,000 staff to population ratio. However EEAS have stated that this standard is not meaningful for the 999 / emergency element of the ambulance service and therefore it has not been applied here.

PART G: OTHER SOCIAL INFRASTRUCTURE

24 OVERVIEW

Scope

24.1 This section covers:

- Community buildings
- Libraries
- Job brokerage services
- Cemeteries

24.2 The latter two categories of infrastructure do not lend themselves to quantitative modelling as part of the *DIM*. Consultation with service providers is therefore the key source of information for these sections.

25 COMMUNITY BUILDINGS

Introduction

- 25.1 This section covers community halls and other spaces which can be used by a variety of groups from the private, public and voluntary sector, including youth clubs, older people's groups and faith groups.

Policy and Contextual Drivers

- 25.2 DBC's *Emerging Core Strategy* states there should be a variety of facilities supporting people's needs, from healthcare to education to community facilities to leisure. There will be a continued effort to locate facilities so that they are easily accessible and so that opportunities for increasing participation in leisure and recreation will be maximized by making sure that there are good levels of provision. A key aim is to improve the quality of existing leisure space. Planning Obligations could help contribute towards further community facilities for children, young people and the elderly.

Provision standard

- 25.3 In order to generate a qualitative assessment of the baseline and potential future requirements arising from population growth, a standard assumption of 61 sq m of community centre / meeting halls floorspace per 1,000 population has been applied to the DBC development trajectory. This standard is taken from the Milton Keynes Planning Obligations for Leisure, Recreation and Sports Facilities (Milton Keynes Council, 2005).

Existing Provision

- 25.4 Baseline information is drawn from the *Social and Community Facilities Background Study*⁴⁸, the *Indoor Facilities Strategy and Action Plan*,⁴⁹ the *Indoor Facilities Assessment Report*,⁵⁰ and DBC.
- 25.5 According to DBC, Dacorum is currently relatively well-served in terms of community space. Table 25-1 below shows the number and floor space of different types of facility with the borough.

⁴⁸ *Social and Community Facilities Background Study*, 2006. DBC.

⁴⁹ *Indoor Facilities Strategy and Action Plan*, 2006. Kavanagh Knight and Page.

⁵⁰ *Indoor Facilities Assessment Report*, 2006. Knight Kavanagh and Page.

Table 25-1: Community Space in Dacorum, 2010

Type of Facility	No.	Sq m (GIA)
Community Centres	14	7,536
Village Halls	6	1,368
Youth Clubs	7	2,436
Scout & Guide Association	7	1,889
	34	13,228

Source: DBC

- 25.6 The *Social and Community Facilities Background Study* (2006) states that the majority of community centres are not operating to full capacity at peak times. It does however record demand for additional facilities for use by ethnic minority groups.
- 25.7 The *Indoor Facilities Assessment Report* (2006) provides a local-level assessment of community space and indicates that the only area of Dacorum where there are levels of deficiency is Berkhamsted. There are no community centres in Berkhamsted although the area is serviced by two small community halls.

Planned Provision

- 25.8 DBC confirmed that there are no existing capital projects to expand provision of community facilities. While there are good possibilities for securing capital investment in new developments through planning obligations, DBC is responsible for on-going maintenance costs of any such space and in the current financial climate this is considered a potential constraint on expansion of existing provision.
- 25.9 The *Emerging Core Strategy*, together with the *Hemel 2020 Vision*, sets out some medium to long term aspirations for strategic regeneration projects in Hemel Hempstead town centre which could include new and improved community facilities. Opportunities include the redevelopment of the West Herts College campus, an adaptive flexible entertainment space and the potential reprovision of public sector offices. The Council acknowledges the need to identify funding for these opportunities, potentially including S106 and other DBC funding streams. There is also a fund for environmental improvements to the Marlowes area.

Assessment of Future Demand

- 25.10 In order to generate a qualitative assessment of potential future requirements arising from population growth, a standard assumption of 61 sq m per 1,000 population has been applied to the DBC development trajectory. The estimates of population change associated with new housing residents are used, rather than those for all housing across the borough, as community space should ideally be provided within the local neighbourhood. Table 25-2 below shows that under the low growth scenario, demand arising from new growth could total 1,493 sq m, with 1,206 sq m related to demand at Hemel Hempstead. Under the high scenario this potential total requirement is 2,628 m, with 2,340 related to demand at Hemel Hempstead.

25.11 However, baseline information implies a surplus of space across the borough of 4,704 sq m.⁵¹ It is therefore likely that the existing surplus of community space would absorb the requirement, even under the high scenario. This assessment should be treated with caution as community space should ideally be provided close to homes and there will be local-level variations in the quantity and quality of provision.

Table 25-2: Community Space Requirements Associated with New Housing Growth, Including Baseline, sq m, Low

	Gross New Demand					Total	Baseline (Existing Surplus Provision)	Net New Dem- and*
	2009-11	2011-16	2016-21	2021-26	2026-31			
Hemel Hempstead	119.2	376.6	367.0	158.6	184.1	1,205.6		
Berkhamsted	19.2	26.2	59.9	11.7	16.0	133.1		
Tring	5.8	15.0	7.2	6.7	16.2	50.9		
Rural East	0.5	1.7	2.5	5.0	5.0	14.7		
Bovingdon	3.2	5.3	0.8	1.7	2.8	13.9		
Markyate	0.7	8.2	8.5	1.7	1.7	20.7		
Kings Langley	1.7	1.7	0.8	2.7	7.0	13.9		
Rural West	3.0	11.4	7.5	7.5	10.9	40.2		
Total	153.3	446.1	454.3	195.5	243.7	1,492.9	4,705	-3,212

*Source: URS Calculations. Note: figures may not sum due to rounding. * Negative net new demand indicates that even with growth there is likely to be a surplus of supply.*

⁵¹ Comparing the current level of provision with the 2009 population indicates that there was 94.8 sq m of community space per 1,000 population in 2009. This is above the recommended benchmark standard of 61.1 sq m, and implies surplus space of 4,704 sq m.

Table 25-3: Community Space Requirements Associated with New Housing Growth, Including Baseline, sq m, High Scenario

	Gross New Demand					Total	Base-line (Existing Surplus Provision)	Net New Demand*
	2009-11	2011-16	2016-21	2021-26	2026-31			
Hemel Hempstead	119.2	526.9	634.1	576.0	484.7	2,340.8		
Berkhamsted	19.2	26.2	59.9	11.7	16.0	133.1		
Tring	5.8	15.0	7.2	6.7	16.2	50.9		
Rural East	0.5	1.7	2.5	5.0	5.0	14.7		
Bovingdon	3.2	5.3	0.8	1.7	2.8	13.9		
Markyate	0.7	8.2	8.5	1.7	1.7	20.7		
Kings Langley	1.7	1.7	0.8	2.7	7.0	13.9		
Rural West	3.0	11.4	7.5	7.5	10.9	40.2		
Total	153.3	596.4	721.4	612.9	544.3	2,628.1	4,704.7	-2,076.6

*Source: URS Calculations. Note figures may not sum due to rounding. * Negative net new demand indicates that even with growth there is likely to be a surplus of supply.*

Resulting Infrastructure Requirements

25.12 Housing growth in Dacorum could generate a requirement for 1,493 sq m of community space under the low growth scenario and 2,628 m under the high growth scenario. The existing surplus of community space implies however that new demand could be catered for by existing facilities. A caveat here is that local variations in provision could imply some local areas of need, even though there is apparently a surplus of space borough-wide.

25.13 The scale of growth planned in Hemel Hempstead town centre may give rise to the need for a number of local facilities which are not currently provided there. For example, assuming dwellings growth of just under 2,600 in the town centre would imply a gross additional demand for 433 sq m of community space to 2031, if an average household size of 2.73 is assumed. 432 sq m could comprise a small community centre. DBC have also highlighted potential demand for a multi-cultural or multi-faith centre in the town centre, based on the Three Dragons

Report *Facilities for Faith Communities in New Developments in the Cambridge Sub-Region* (2008)⁵²

Costs of Provision

- 25.14 Given the surplus of community space to 2031, even under the high scenario, an assessment of potential costs is not relevant.
- 25.15 For reference purposes, the HHS identifies a cost of £1,700 per sq m for youth and community buildings. Applying this to the requirement for new space associated with the new population (if the baseline is ignored) gives an indicative cost associated with the requirement above £2.6M (low scenario) or £4.5 (high scenario).

Summary and Recommendations

- 25.16 Dacorum appears to currently be well-served in terms of community space. Based on the 2009 population, there is 94.8 sq m of community space per 1,000 population, which is well above the recommended benchmark standard of 61.1 sq m. The *Emerging Core Strategy* does however highlight some issues in Berkhamsted relating to a lack of space, as well as demand among ethnic minority groups. With regard to the latter, it is recommended that the potential to adapt existing facilities to meet the needs of ethnic groups is investigated further.
- 25.17 Using the 61.1 sq m benchmark implies that under the low growth scenario, demand arising from new growth could total 1,493 sq m, with 1,206 sq m related to demand at Hemel Hempstead. Under the high scenario this potential total requirement is 2,628 m. However, the apparent existing surplus of 4,704 sq m would offset the requirement, even under the high scenario. Given that community space has a local catchment, there is a caveat to this assessment as more detailed baseline material would probably reveal areas which are not adequately served at present. Growth in Hemel Town Centre may also give rise to requirements for new community facilities given the scale of growth likely to be concentrated there.

⁵² The report suggests a figure of 0.5 ha of free or heavily discounted land per 3,000 homes. This is a minimum figure that would also apply to developments of 2,000 to 2,999 homes. Above 3,000 homes the 0.5 hectare figure would be applied pro rata.

26 LIBRARIES

Introduction

- 26.1 This section deals with the provision of library services. The library services in Dacorum are run by Hertfordshire County Council (HCC).
- 26.2 Libraries are no longer solely a place to borrow books. They also function as a community hub offering services and facilities to cater for a range of community needs including those of children, students and job seekers.

Policy and Contextual Drivers

- 26.3 Local authorities have a duty under the 1964 Public Libraries and Museums Act to provide a comprehensive and efficient library service to all who live, work or study in the area⁵³. At a more local level Dacorum's *Emerging Core Strategy* states that 'there should be a variety of facilities supporting our needs, from healthcare to education and community facilities to leisure.' The recent *Directors Annual Report for Cultural Services 2006/7*⁵⁴ highlighted that 'library and heritage services have a major role to play in delivering activities to individuals and communities.'

Provision Requirement Standards

- 26.4 The Museums, Libraries and Archives Council uses a standard for library space of 30 sq m per 1,000 residents.
- 26.5 The *Libraries for the 21st Century* report (DCMS, 2007) sets out a series of Public Library Service Standards. Standard 2 is for 'aggregate opening hours per 1,000 population for all libraries'. The standard is 128 hours. The standards also suggest that 85% of people at County level should live with two miles of a public library.⁵⁵

Issues / Trends

- 26.6 There is an emerging national trend for libraries to increasingly become a community focus point offering a wider range of services than has traditionally been the case. This could have one of two effects; it could increase the demand for library space or it could lead to greater efficiencies through the multi-purpose use of space. The latter would reduce overall space requirements for the range of services being offered across libraries and other community facilities.

⁵³ Museums, Libraries and Archives (MLA) Council (2008), *Public Libraries, Archives and New Development: A Standard Approach*.

⁵⁴ *Directors Annual Report for Cultural Services 2006/07*. Children, Schools and Families. HCC 2007.

⁵⁵ Public Library Service Standards, DCMS, 2007

26.7 It is important to note that a standard floor space provision ratio does not readily take account of factors such as opening hours or the use of information technology. Longer opening hours could lead to a reduction in peak periods of visitation and an increase in the provision of services without the need for any significant capital investment. Differing functional requirements might be met through internal reconfiguration and redesign without the need for additional floor space.

Existing and Committed Infrastructure

Existing Provision

26.8 There are seven libraries in Dacorum.

- Adeyfield
- Hemel Hempstead town centre
- Berkhamsted
- Kings Langley
- Bovingdon
- Leverstock Green
- Tring

26.9 Existing total library floor space is 1,696 sq m.⁵⁶ Based on a 2009 borough-wide population of 139,600, this equates to an existing rate of provision of 12.1 sq m of library space per 1,000 residents, less than the 30 sq m per 1,000 residents benchmark cited above.

26.10 The library also provides services for the older age groups. For example, the South West Community Services Mobile Library visits residential homes and sheltered housing for elderly people, and its stock is targeted for this age group with a greater proportion of large print and audio books.

26.11 Latest information shows that the current provision in terms of library aggregate opening hours in Hertfordshire averages at 116 hours per 1,000 population, which is below the 128 hour aggregate standard.

26.12 93% of Hertfordshire households live within 2 miles of a static library, exceeding the recommended standard of 85%.

26.13 The existing library in Hemel Hempstead town centre is inadequately sized and has significant accessibility issues.⁵⁷

⁵⁶ District Librarian, Dacorum-St Albans

⁵⁷ ibid

26.14 Library provision is planned at borough and county level in a hierarchy of service centres, with Hemel Hempstead as the central library for Dacorum and other service points placed in key residential and retail areas across the borough.

Committed / Planned Investment

26.15 The re-provision of Hemel Hempstead public library is planned; however a business plan is not yet developed and a partnership development will be required.

26.16 The Hemel Hempstead library has an existing footprint of 675 sq m. Planned investment involves re-provision at a footprint of 2,460 sq m (80:20 public to staff ratio). Therefore re-provision will add a minimum of 1,293 sq m of public usage to the Dacorum area, resulting in library floor space totalling 3,781 sq m across the borough.

26.17 Once the re-provision of Hemel Hempstead library is complete, the total library floorspace in Dacorum will be 3,781 sq m equating to 27.1 sq m per 1,000 population in 2009. This remains under the standard provision of 30 sq m per 1,000 population.

Assessment of Future Demand and Resulting Infrastructure Requirements

26.18 The standard of 30 sq m per 1,000 population is applied to estimate the future quantitative requirement for libraries in Dacorum. A caveat associated with this approach is that models of service delivery are changing and floor space is not the sole indicator of the adequacy of provision; other factors such as accessibility, quality of facilities and items needed within the library (e.g. stock) are key.

26.19 The estimates of population change relating to all housing across the whole borough are used to model demand, given that libraries generally have a relatively wide catchment.

26.20 As shown in Table 26-1 below, the demand associated with population change could result in total new demand of 89 sq m under the low scenario, though new demand will peak at 148 sq m in the 2016-21 period before declining again. Under the high scenario new demand could total 731 sq m. Once the baseline deficit is taken into account, total required provision is estimated at 2,578 under the low scenario and 3,220 under the high scenario. The additional space planned through the re-provision of Hemel Hempstead library is not included within the calculations because funding is not yet committed. However this would ameliorate the shortfall of considerably as it would imply a net addition of 1,785 sq m of floorspace.

Table 26-1: Demand for Library Space Associated with Growth, Including Baseline, sq m, Low and High Scenarios

	Gross New Demand				Total	Baseline (Existing Provision)*	Net New Demand *
	2011-16	2016-21	2021-26	2026-31			
Low Scenario	74	74	(50)	(50)	89	- 2,489	2,578
High Scenario	107	177	159	151	731	- 2,489	3,220

Source: URS Calculations. * Note: Negative baseline indicates a deficit in current provision.

Costs of Provision

26.21 The cost of the planned redevelopment of Hemel Hempstead library is not yet known.

26.22 The HHS gives a standard cost for construction and fit-out of £3,000 per sq m, based on the Museums, Libraries and Archives (MLA) benchmark. Using the calculations above implies costs of £0.3M (low scenario) or £2.2M (high scenario) to meet new demand associated with growth. When the baseline deficit is taken into account the costs of meeting total demand are £7.7M under the low scenario and £9.7M under the high scenario. A caveat here is that these costs do not include items within libraries (e.g. stock) nor requirements relating to the mobile service (e.g. stops, vehicles and stock).

Summary and Recommendations

26.23 The library in Hemel Hempstead town centre is the main library for Dacorum while other service points are located in key residential and retail areas across the borough. In quantitative terms Dacorum has a significant shortage of library space; currently 12.1 sq m per 1,000 residents is provided, compared to the MLA standard of 30 sq m per 1,000 residents. Planned re-provision of Hemel Hempstead's library would reduce the deficit of space by providing net additional space of 1,785 sq m.

26.24 Demand arising from population change could result in additional demand of 89 sq m under the low growth scenario, though this will peak at 148 sq m in the 2016-21 period. Under the high growth scenario additional demand arising from population change could total 731 sq m. Taking into account the baseline deficit, the total additional library floorspace required is estimated at

2,578 sq m under the low growth scenario and 3,220 sq m under the high growth scenario. The additional space planned through the re-provision of Hemel Hempstead library is not included within the calculations but would ameliorate the shortfall of considerably.

26.25 It is noted that service delivery models are changing and that there are ways to get more out of the existing library infrastructure. This can be done by introducing new technologies, reconfiguring existing sites and offering longer opening hours. The latter can represent a significant increase in provision of library services. Therefore, the results of the quantitative assessment should be considered together with other aspects of service provision in future planning.

27 JOB BROKERAGE

Introduction

- 27.1 Job brokerage refers to a range of schemes and initiatives to help find local jobs for residents and ultimately get people back into work.
- 27.2 Assessing the adequacy of job brokerage services is complex, especially when considering the need for physical infrastructure such as buildings from which services can operate. This section does not attempt to model future demand for services but rather gives an overview of existing provision and factors likely to affect future requirements.⁵⁸

Policy and Contextual Drivers

- 27.3 The *Sustainable Community Strategy* for Dacorum highlights the strengths of borough's economy; it is large and productive with a healthy knowledge-driven sector. This strong economic performance has led to a local labour force with exceptional skill levels. The only area where Dacorum under performs throughout is economic change, where the borough has struggled to adapt resulting in low jobs growth.
- 27.4 Dacorum's economy is based around a range of different sectors – with offices, light industry, storage and distribution, retail and the health and service sectors dominating.⁵⁹
- 27.5 Local people have high skill levels ranking Dacorum in the top 20% nationally. GCSE attainment is good with over 61% achieving five or more GCSEs. The employment rate is still above the national average despite challenging economic times. However both long-term and youth unemployment were around the national average in 2008.⁶⁰

Existing and Committed Infrastructure

Existing Demand

- 27.6 As of June 2009, unemployment in Dacorum was 6.4% of the economically active population⁶¹. This is slightly higher or similar to the surrounding areas such as Watford (5.8%), and St Albans (4.2%), slightly lower than Stevenage (6.7%), yet 1% lower than the national average of 7.4%. It is expected that the recent economic downturn will increase the demand for job brokerage services.

⁵⁸ This approach was discussed with Job Centre Plus (JCP) who were consulted as part of the Study.

⁵⁹ Dacorum's Emerging Core Strategy, June 2009, DBC.

⁶⁰ Dacorum's Sustainable Community Strategy, 'Towards 2021', Jan 2008, The Dacorum Partnership

⁶¹ Numbers and % are for those aged 16 and over working age. The percentage is a proportion of economically active. Model Based Unemployment Statistics, ONS (2009).

27.7 The total number of working age residents that are benefit claimants has been identified in Table 27-1. The number of benefit claimants is considered a proxy for Dacorum’s Job Centre Plus (JCP) customers. The total number of claimants includes job seekers, those on incapacity benefits, lone parents, and others on income related benefits.

Table 27-1: No. of Claimants in Dacorum, 2009

Claimant category	Total Claimants	% Working Age Pop		
		Dacorum	East of England	GB
Job Seekers	2,730	3.2	3.2	4.0
Incapacity Benefits	3,770	4.4	5.2	7.1
Lone Parents	1,300	1.5	1.5	1.9
Others on income related benefits	250	0.3	0.4	0.5
Total Claimants	8,050			

Source: Benefit Claimants (DWP) – Working Age Claimants for Dacorum, 2009 (Nomis 2010)

Existing Provision

27.8 There is one main job brokerage service located in Dacorum: Hemel Hempstead Job Centre Plus (JCP), the floor space of which is 1,313 sq m.

27.9 Although the JCP outlet in Hemel Hempstead services the majority of the borough, Markyate is serviced by the JCP in St Albans and the Kings Langley area is part serviced by Watford as well as Hemel Hempstead.

Planned Investment

27.10 There are currently no planned investments for job brokerage services in the borough. The current JCP office is located in Waterhouse Square which is identified in the *Emerging Core Strategy* as the potential location of a new civic heart for Hemel Hempstead.

Assessment of Future Demand and Resulting Infrastructure Requirements

27.11 The growth in residents in the borough would imply an increased requirement for JCP facilities if it is assumed that there would be a proportionate growth in benefit claimant or joblessness. However, JCP confirmed that the relationship between population and commercial growth and service requirements (of which floorspace is one element only) is complex and cannot be simplified into a pro-rata formula.

27.12 An obvious consideration is the current economic downturn. At present, the economic downturn would indicate that additional resources are needed. However, economic conditions are cyclical and hence the demand for services is likely to rise and fall several times over the planning period under examination in sync with increases and decreases in unemployment during that time.

27.13 The effectiveness of job brokerage services is only marginally dependent on the provision of physical buildings to house such services. A range of other factors are likely to play a significant role including :

- The number of training programmes,
- Existence and quality of facilitated employer-employee networks to facilitate access to job opportunities,
- The organisation and arrangement of the services themselves, and
- The prevailing economic conditions.

27.14 Where physical building space is required, consideration can also be given to temporary or short term accommodation such as vacant shop spaces. Indeed, such space is likely to be readily available during an economic downturn when the need for job brokerage services is at its highest.

Costs of Provision

27.15 It was agreed with JCP that a pro rata costing of job brokerage services was not appropriate.

27.16 JCP is funded through mainstream government with funding agreed in line with wider government spending cycles. Partnerships with the private and third sector may bring in additional funding through discreet programmes or initiatives. Funding is likely to be highly constrained going forward due to the difficult economic climate.

Summary and Recommendations

27.17 While it can be assumed that additional space and resources for job brokerage services will be needed to cater for forecast growth in Dacorum, identifying detailed requirements is complex and further analysis is required. DBC should work closely with JCP and other service providers to promote synergies between the provision of job brokerage and other services, and to maximise opportunities for facilities within major new developments as appropriate.

28 CEMETERIES

Introduction

- 28.1 Cemeteries provide for both burials and cremations, and are an important part of social infrastructure. It is important to remember that such facilities are not only for the deceased. They also provide the bereaved with a final resting place for family members and friends, and in doing so serve an important function for the living.
- 28.2 Information in this section is drawn from the *Open Space Study* (2008) and from consultation with DBC.

Policy and Contextual Drivers

- 28.3 Dacorum's cemeteries are planned and largely managed by DBC's Community, Customer and Housing Department, with project management support provided by DBC's Improving Dacorum programme.

Existing and Committed Infrastructure

Existing Provision

- 28.4 The *Open Space Study* (2008) identifies 36 cemeteries and churchyards in Dacorum, with a total land area of 34.2 ha. There are no crematoria in the borough, people travel to Amersham and Garston for such services.
- 28.5 The largest cemeteries in the borough are in Hemel Hempstead (two), Tring (one) and Berkhamsted (one).

Assessment of Future Demand

- 28.6 DBC have estimated future requirements for burial space based on current internment rates and taking into account future household growth. The assumptions behind the estimated requirement are not currently documented, though they will be recorded as part of the planning exercise in the coming months.
- 28.7 By 2013, DBC estimate that existing burial space in Hemel Hempstead will be used up and there will be a requirement for approximately 12 acres of additional burial space and associated infrastructure. A search for a potential site has recently begun and DBC aim to have Cabinet sign off on a preferred location by April 2011.

Resulting Infrastructure Requirements

- 28.8 Assuming the required 12 acre site is identified and the associated facilities are provided, it is likely that no other major new cemeteries will be required over the planning period to 2031. However, small-scale expansion of the sites in Berkhamsted and Tring may also be required.

Costs of Provision

- 28.9 Costs and funding arrangements relating to the 12-acre requirement will be investigated by DCB as part of the cemetery planning exercise underway.
- 28.10 Employing a standard benchmark cost of £378,000 per ha⁶², the cost of provision of a cemetery of this size is estimated at £1.84M. This excludes costs for built facilities.

Summary and Recommendations

- 28.11 There are 36 cemeteries and churchyards in Dacorum, with a total land area of 34.2 ha.
- 28.12 By 2013, DBC estimate that existing burial space in Hemel Hempstead will be used up and there will be a requirement for approximately 12 acres of additional burial space and associated infrastructure. A search for a potential site has recently begun and DBC aim to have Cabinet sign off on a preferred location by April 2011.
- 28.13 Potential costs associated with provision of 12 acres of additional space could amount to £1.84M, excluding costs for built facilities.

⁶² Source: *The Cost and Funding of Growth in the South East England* (Roger Tym & Partners, 2005) (), confirmed by Davis Langdon (2009)

PART G: CONCLUSIONS

29 CONCLUSIONS AND INFRASTRUCTURE DELIVERY PLAN

Key Findings

- 29.1 Table 29-1 and Table 29-2 below summarise the results of the *DIM* for social infrastructure items. It shows the gross additional requirement arising from growth before the baseline is taken into account. It also shows the net requirement associated with the new population once the capacity of the existing service / facility in Dacorum is taken into account, along with any committed investments which will expand provision in the near future (if this information is available) and an estimate of capital cost associated with the gross and net demand.
- 29.2 Education provision is the most significant social infrastructure requirement in Dacorum in terms of space requirements and costs. This conclusion is based on HCC's planning exercise, and it should be noted that HCC emphasise that forecasting future child numbers and enrolments is complex and that demand forecasts will be kept under review. Headline findings are as follows for the low / high scenarios:
- A Dacorum-wide requirement for an additional 27 / 37 primary f.e. under the low / high growth scenario to 2031, of which 5 f.e. could be accommodated on existing sites and 20 to 22 / 32 f.e. respectively would require new sites. This could imply a space requirement of 27.5 ha / 40 ha and costs of £88.0M / £120.6M. The majority of new schools will be required in Hemel Hempstead, though there is a marked requirement in Berkhamsted also. In contrast, no new primary schools are required in Bovingdon or Markyate.
 - Assuming that each primary school f.e. has one nursery class, this implies a requirement for an additional 27 / 37 nursery classes under the low / high growth scenarios respectively, with need concentrated in Hemel Hempstead. Applying the benchmark cost of £14,519, costs to 2031 are estimated at £12.6M / £17.2M.
 - With regard to secondary schools, HCC have forecast a requirements to 2031 of 10 f.e. / 18 f.e. under the low / high scenario respectively - 8 f.e. / 16 f.e. on a new site in Hemel Hempstead and 2 f.e. at Tring through either expansion of the existing school, or through relocation and expansion of the existing school. One new site at Hemel Hempstead would require 14 ha; two would total 28 ha. Estimated costs are £42.3M / £76.2M respectively.
- 29.3 Demand for FE places is also likely to increase over the planning period, particularly due to the rise in education/training leaving age. Information is lacking on current and forecast demand and provision, but broad-brush estimates indicate that under the low growth scenario demand for FE places in Dacorum could rise by around 1,000 places between 2011 and 2016, though beyond 2016 demand could fall off somewhat.
- 29.4 HCC emphasises the critical need for a flexible approach to enable the expansion of operational schools and / or changes to the way education is delivered from an existing school site, including through planning and land use policies.

29.5 Demand was modelled within the *DIM* for GPs, sports halls, swimming pools, health and fitness stations, synthetic turf pitches, allotments, natural green space (local nature reserves), leisure space including child play space, police, libraries and community facilities. Quantitative information on the baseline was factored in where possible; this was available for all infrastructures apart from primary healthcare, local nature reserves (natural green space) and police. It was found that:

- The assessment reveals significant existing capacity in Dacorum for sports halls and swimming pools and some categories of green space. However once the baseline and local context are taken into account the picture changes – for example, there are apparently marked deficiencies of open space in many settlements.
- Before the baseline is taken into account, under the low scenario, there is estimated to be additional demand for all infrastructures considered apart from synthetic turf pitches (STPs). Under the high scenario there is additional demand for STPs also.
- Taking baseline information for those infrastructures where it was available indicates that under the low scenario, there is likely to be unmet demand for health and fitness stations, synthetic turf pitches, leisure space, children’s play space, local nature reserves, allotments, and libraries. Under the high scenario, the scale of the demand is greater.
- In terms of land take, the requirements for leisure space, local nature reserves and child play space are considerable. For leisure space the requirement to meet demand from new residents is 68.4 ha / 120.4 ha, rising to 113.9 ha / 165.9 ha once the baseline is taken into account. For child play space the requirement is 19.5 ha / 34.4 ha without the baseline, and 115.3 ha / 130.1 ha with the baseline. For local nature reserves the requirement is 24.4 ha / 43.0 ha without the baseline, and 144.6 ha / 163.2 ha with the baseline.
- Aside of schools, the greatest capital cost identified to meet future demand is for child play space (£39.0M / £68.6M under the low / high scenario; £229.9M / £259.6M if the baseline is taken into account). The other significant capital cost is for GPs (£4.0M / £7.2M under the low / high scenario).

29.6 As detailed in the previous sections of this report, there are a series of caveats associated with the model. For these reasons, the *DIM* results should be read together with the explanatory narrative in the rest of the report and in the IDP.

29.7 There are a many planned projects and initiatives to expand and improve social infrastructure provision in Dacorum; however a significant proportion does not as yet have funding secured.

Table 29-1: Summary of Model Results: Gross and Net New Demand for Social Infrastructure to 2031, Low Scenario

Infrastructure Theme	Infrastructure Item	Gross Additional Requirement		Baseline*		Net Additional Requirement*		Capital Cost (£) Gross Requirement	Capital Cost (£) Net Requirement
		Quantum	Unit	Quantum	Unit	Quantum	Unit		
Education	Early Years	27	classes					12,570,290	
	Primary Education	27	f.e.					87,992,730	
	Secondary Education	10	f.e					42,312,900	
	Further Education	689	places						
Health	GPs	13.6	WTE GPs					4,072,228	7,170,000
Sports	Sports Halls (4 courts)	0.3	halls	18.3	halls	-18.1	halls	753,294	-
	Swimming Pools (4 lanes)	0.2	pools	7.6	pools	-7.4	pools	425,491	
	Health and Fitness Stations	18.1	stations	- 186.1	stations	204.2	stations		
	Synthetic Turf Pitches	0	pitches	- 1.2	pitches	1.2	pitches		788,151
Open Space	Leisure Space inc Child Play Space	68.4	ha	- 45.5	ha	113.9	ha		
	Child Play Space	19.5	ha	- 95.7	ha	115.3	ha	38,991,742	229,914,449
	Local Nature Reserves	24.4	ha	-120.2	ha	144.6	ha	244,334	1,446,324
	Allotments	8.6	ha	-10.8	ha	19.4	ha	855,168	1,939,292
Emergency Services	Police	5.2	staff					127,757	
Other Social Infrastructure	Libraries	89	sq m	-2,489.0	sq m	2,578	sq m	265,860	7,732,770
	Community Space	1,493	sq m	4,704.7	sq m	-3,212	sq m	2,538,100	

*Note: where baseline is negative this represents a deficit in current provision; where it is positive this represents a surplus. Where net additional requirement is negative this represents a surplus of this infrastructure type, even with growth.

Table 29-2: Summary of Model Results: Gross and Net New Demand for Social Infrastructure to 2031, High Scenario

Infrastructure Theme	Infrastructure Item	Gross Additional Requirement		Baseline*		Net Additional Requirement*		Capital Cost (£) Gross Requirement	Capital Cost (£) Net Requirement
		Quantum	Unit	Quantum	Unit	Quantum	Unit		
Education	Early Years	37	classes					17,226,090	
	Primary Education	37	classes					120,582,630	
	Secondary Education	18	f.e.					76,163,220	
Health	GPs	23.9	WTE GPs					4,072,228	7,170,000
Sports	Sports Halls (4 courts)	1.7	halls	18.34	halls	-16.65	halls	4,639,408	
	Swimming Pools (4 lanes)	1.13	pools	7.62	pools	-6.49	pools	2,620,523	
	Health and Fitness Stations	149	stations	-186	stations	335	stations		
	Synthetic Turf Pitches	0.7	pitches	-1.2	pitches	1.9	pitches	458,779	1,246,929
Open Space	Leisure Space inc Child Play Space	120.4	ha	- 45.5	ha	165.9	ha		
	Child Play Space	34.4	ha	-95.7	ha	130.1	ha	68,643,257	259,565,964
	Lower Nature Reserves	43.0	ha	-120.2	ha	144.6	ha	430,139	1,632,129
	Allotments	15.1	ha	-10.84	ha	25.9	ha	1,505,486	2,589,610
Emergency Services	Police	42.8	Staff					910,893	
Other Social Infrastructure	Libraries	731	sq m	-2,489	sq m	3,220	sq m	2,191,680	9,658,590
	Community Space	2,628	sq m	4,705	sq m	-2,077	sq m	4,467,851	

*Note: where baseline is negative this represents a deficit in current provision; where it is positive this represents a surplus. Where net additional requirement is negative this represents a surplus of this infrastructure type, even with growth.

Summary Map and Infrastructure Delivery Plan

- 29.8 Table 29-3 sets out the results of the assessment in the form of an Infrastructure Delivery Plan (IDP). Results are also summarised graphically in Figure 28.1.
- 29.9 The IDP proposes the level of priority (1-3) for each scheme relating to how critical the consultants consider the infrastructure item is to ensuring delivery of development in the borough in the context of the entire Strategic Infrastructure Study. Clearly, all the infrastructures covered by the DSIS are important to ensuring that growth is sustainable. However the process of prioritisation allows those items which are considered potential 'show-stoppers' to growth to be identified and also reflects factors such as DBC's legislative requirements.
- 29.10 The prioritisation ranking should be interpreted as follows:
- Priority level 1 – these are infrastructure items that enable basic functionality and, if not provided have the potential to threaten the delivery of growth
 - Priority level 2 – these items are considered critical to ensure that development is sustainable
 - Priority level 3 – these items are considered very important for sustainable development.
- 29.11 The process of prioritisation is encouraged by policy and best practice guidance. Clearly, all the infrastructures covered by the DSIS are important to ensuring that growth is sustainable. However, prioritisation allows essential items to be identified and also reflects factors such as DBC's role in bringing forward infrastructure accompanying growth. For example, it can be assumed that development will not be permitted without priority 1 items. However it is likely that DBC will have a fundamental role in securing priority 3 items from developers through planning obligations and conditions within the planning process.
- 29.12 The IDP tables also set out where possible: when and where the infrastructure is required; who is responsible for delivery and funding; where the infrastructure is accounted for in the range of existing plans and investments strategies of the respective responsible agencies; and potential costs as identified by the provider and/or by URS. These dimensions of the analysis inform and add detail to the assessment of infrastructure priority.

Next Steps

- 29.13 This study highlights the considerable social infrastructure requirements associated with growth, and as well as feeding directly into the Interim SPD on Developer Contributions it can act more widely as an evidence base for infrastructure planning and as a tool to lobby government for resources to ensure growth is sustainable.
- 29.14 There is a clear need for the DSIS to be up-to-dated over time, for progress against goals for provision to be monitored and for estimates of requirements to be revisited. Elements of a monitoring framework are suggested in the *DSIS Executive Summary*.

- 29.15 As, in some instances, it was challenging to obtain the required information from service providers external to DBC, the council should build upon the channels of communication set up through this study and maintain collaborative links with these agencies, highlighting the requirement for long term strategic planning. The most challenging providers to get information from were the healthcare providers and the emergency services.
- 29.16 More generally, strategic planning involves information-gathering and joint-working and ultimately is very difficult unless the staff involved have been assigned clear responsibilities to feed into the process and have sufficient time to provide the required information. This commission involved explaining the aims and benefits of joined-up, long term strategic planning to service providers and going forward, there is a need to ensure that sufficient resources are allocated to the process so that strategic planning can successfully continue. Champions could potentially be assigned within each service area to work with the Council and other partners in the strategic planning process.
- 29.17 The study has highlighted changing models of service delivery for a number of social infrastructures. There is potential in the future for synergies in service provision to enable sharing of space, staff and other resources and these should be investigated by DBC with other stakeholders. There are many good practice examples elsewhere in the country of innovative service delivery models enabling efficiency savings to be made. Such savings are key drivers within the current economic climate and fit with the objectives of the government's 'Total Place' programme.

Figure 29-1: Summary of Social Infrastructure Requirements

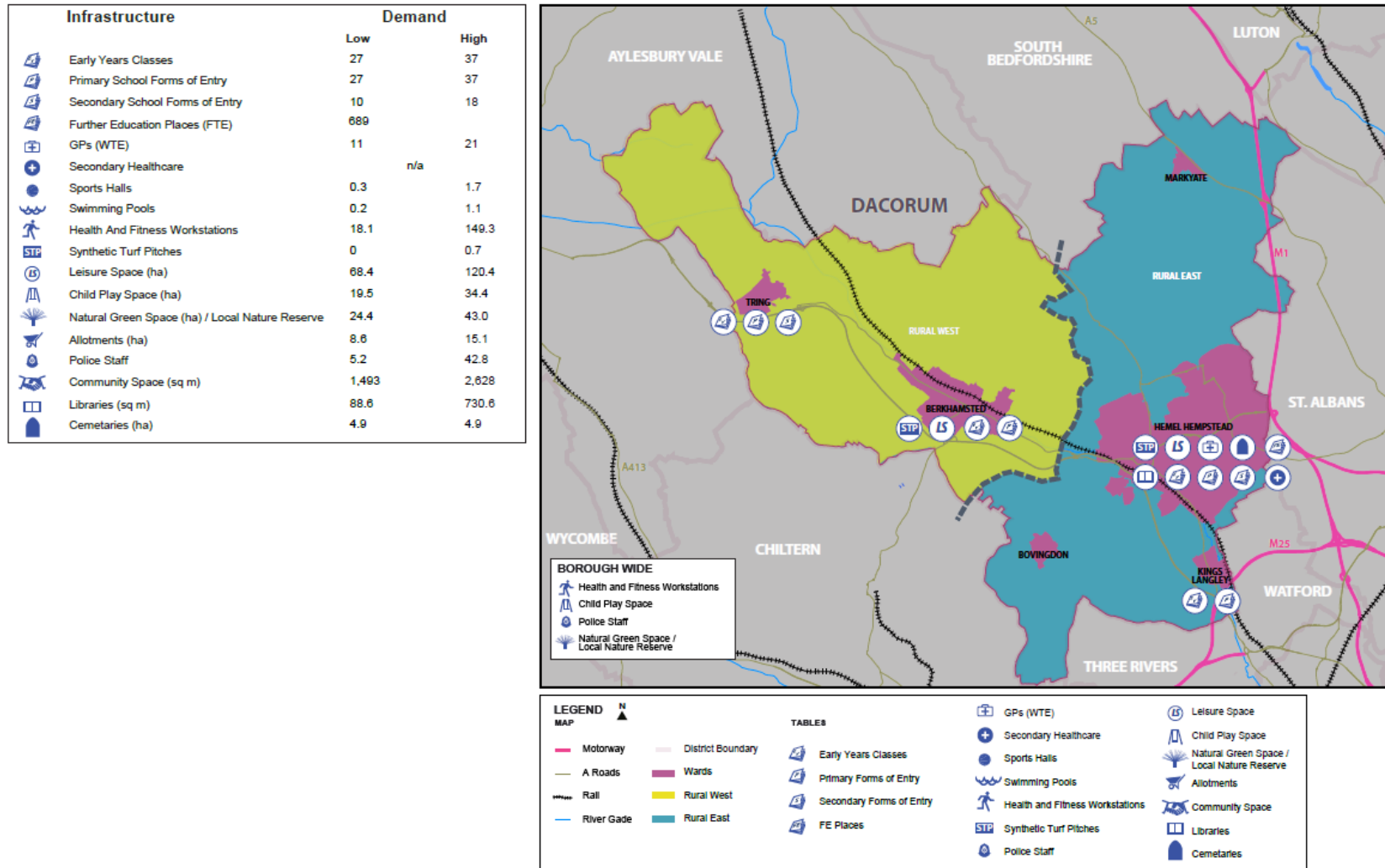


Table 29-3: Social Infrastructure: Infrastructure Delivery Plan

NOTE: The results below reflect net demand associated with growth, incorporating baseline information where available. For many items baseline information was not available.

Type of infrastructure	Description of scheme / requirement	Priority	Timescale	Location	Drivers		Costs (£)	Planning and Funding Status			Funding and Delivery Responsibilities		Notes
					To meet existing deficiency	To meet additional future demand		Is the need noted by the provider?	Planned and Committed Funds	Planned not committed funds	Funding Agency / Agencies	Delivery Agency / Agencies	
Social Infrastructure													
Nursery Schools	Provision of 27 / 37 classes (low / high scenario) for new residents	2	To 2031	Hemel Hempstead, Berkhamsted, Tring, Kings Langley	✓	✓	£12.6M / £17.2M (low / high scenario)	✓			Central government, private and voluntary sector	HCC + private and voluntary sector	Refers to LA statutory provision only – excludes related provision such as children's centres, pre-school classes, child care etc.
TOTAL COSTS / FUNDING							£12.6M / £17.2M (low / high scenario)						
Primary Education	Provision of 27 / 37 forms of entry (f.e.) (low / high scenario) for new residents, of which 5 to 6.5 f.e. may be provided through expansion on existing sites	2	To 2031	Hemel Hempstead, Berkhamsted, Tring, Kings Langley	✓	✓	£88.0M / £120.6M (low / high scenario)	✓			Central government, private and voluntary sector	HCC + private and voluntary sector	Costs estimated on a per pupil basis; do not include land acquisition or differentiate between extension and new build.
TOTAL COSTS / FUNDING							£88.0M / £120.6M (low / high scenario)						
Secondary Education	Provision of 10 / 18 new f.e. (low / high scenario) for new residents, of which 2 f.e. may be provided through expansion on existing site	2	To 2031	Hemel Hempstead, Tring	✓	✓	£42.3M / £76.2M (low / high scenario)	✓			Central government, private and voluntary sector	HCC + private and voluntary sector	Costs estimated on a per pupil basis; do not include land acquisition (including playing fields) or differentiate between extension and new build.
TOTAL COSTS / FUNDING							£42.3M / £76.2M (low / high scenario)						
Further Education	Provision of approximately 958 additional FTE places to 2016, and 689 places to 2031	3	To 2031 (but demand to peak in 2011 to 2016 period)	Borough-wide, especially Hemel Hempstead	✓	✓			✓		Central government, private and voluntary sector	HCC + private and voluntary sector	No detailed baseline information available on current capacity and planned provision.
TOTAL COSTS / FUNDING													
Primary Health-Care	Hillfield Rd facility, on site of existing Local General Hospital; provision of GP, outpatient, therapy, diagnostics, urgent care centre services etc.	2	Planned completion end 2013	Hemel Hempstead	✓	✓		✓			Hertfordshire NHS	Hertfordshire NHS	
	New health centres to cater for demand associated with growth (13.6 / 23.9 WTE GPs, 1,164 / 2,048 sq m required gross borough-wide under low / high scenario)	2	To 2031	Primarily Hemel Hempstead	✓	✓	Estimated at £4.07M - £7.17M (low / high scenario)	✓			Hertfordshire NHS, developer contributions	Hertfordshire NHS, developers / PFI	

Type of infrastructure	Description of scheme / requirement	Priority 1, 2 or 3 (1 Highest, 3 Lowest)	Timescale Required delivery date and phasing	Location Sub-area	Drivers		Costs (£)	Planning and Funding Status			Funding and Delivery Responsibilities		Notes
					To meet existing deficiency	To meet additional future demand		Is the need noted by the provider?	Planned and Committed Funds	Planned not committed funds	Funding Agency / Agencies	Delivery Agency / Agencies	
TOTAL COSTS / FUNDING							£4.07M - £7.17M (low / high scenario)						
Secondary Healthcare	Expansion of facilities to cater for population growth, especially in the older age groups.	3	Short to medium term (Borough-wide population forecast to decline after 2021)	Borough-wide, especially Hemel Hempstead		✓					NHS Hertfordshire and healthcare trusts	NHS Hertfordshire and healthcare trusts, and partners	
TOTAL COSTS / FUNDING							£0.1M or £9.1M						
Emergency Services	Provision of 7.5 / 42.8 police staff (high growth scenario) and 35sq / 270 additional sq m to cater for new demand; refurbishment / rationalisation of existing estate.	3	Medium term	Borough-wide			£0.1M or £0.91M (low / high scenario)						
TOTAL COSTS / FUNDING							£0.1M or £9.1M						
Open Space	Provision of 68.4 / 120.4 ha of leisure space (low / high scenario) or 113.9 ha / 165.9 ha taking the baseline into account for residents of new housing	3	Short to medium term	All settlements in Dacorum except Tring	✓	✓		✓			Developers; DBC and partners	Developer; DBC and partners	There are many planned projects to improve the quality and quantity of leisure space set out in the Draft Green Space Strategy and the Play Strategy. However few of these have committed funding.
	Urban Park at Two Waters including Heath Park Gardens			Hemel Hempstead				£185,000 (Heath Park Gardens)	£102,000		S106 (Kodak; Riverside, SAPPI), GAF capital funds	DCC	Costs and proposals to be determined
	Bunkers Park extension, 3 ha			Hemel Hempstead		✓	Approx. £700,000						
	Apsley Fitness Trail		2011	Hemel Hempstead			£25,000	£25,000			Big Lottery Fund	DBC	Location to be determined through Urban Park feasibility study.
	Tree Planting along High Street		2010	Berkhamsted			£5,000	£5,000			S106 (Waitrose Extension)	DCC	£5,000 of committed funds is from Waitrose S106
	Margaret Lloyd Park Pond refurbishment		2011	Hemel Hempstead			£35,000	£35,000	✓		DBC	DBC	Nearing completion.

Type of infrastructure	Description of scheme / requirement	Priority 1, 2 or 3 (1 Highest, 3 Lowest)	Timescale Required delivery date and phasing	Location Sub-area	Drivers		Costs (£)	Planning and Funding Status			Funding and Delivery Responsibilities		Notes
					To meet existing deficiency	To meet additional future demand		Is the need noted by the provider?	Planned and Committed Funds	Planned not committed funds	Funding Agency / Agencies	Delivery Agency / Agencies	
	Mortimer Hill Play area improvements	2	2010/11	Tring			£52,000		£52,000		Department for Children, Schools and Families (DCSF)	DCC, DCSF	DCSF funding from Play Builder programme. Note: recent government review indicates this funding may not come forward. May be able to negotiate small additional contribution from Maund & Saunders application received 02/10
	New child play space: 19.5 / 34.4 ha (low / high scenario), or 115.2 ha / 130 ha (low / high scenario) taking the baseline into account..	2	Short term	All settlements, especially Hemel Hempstead and Berkhamsted	✓	✓	£39.0 / £68.6M (low / high scenario) without baseline; £229.9M / £259.6M with baseline	✓			Developers; DBC and partners	Developer; DBC and partners	
	East Langley meadows and Butts meadow - improvements to playgrounds	3	2013 (East Meadow)	Berkhamsted	✓				£36,000		S106 (Stag Lane, for East Meadow)		
	Improved access to four adventure playgrounds including skate ramps	3											To be progressed through Play Strategy and Green Space Strategy
	Play improvement programme - improvements to existing play facilities.	3	For the next five years	Borough-wide (work currently underway at Hemel Hempstead - Woodhall Farm)	✓				£50,000		DBC	DBC	Funding identified in DBC's Capital Funding Programme for the next five years
	8.6 ha / 15.1 ha (low / high scenario) of new allotments; 19.4 ha / 25.9 ha once the existing deficit is taken into account.	3	Short term	Borough-wide, especially Hemel Hempstead	✓	✓	£0.9M / 2.0M (low / high scenario, without baseline), £1.9M / £2.6M (with baseline)	✓			DBC	DBC	
	New allotment site Grovehill, 6,540 sq m	3		Hemel Hempstead	✓			✓			External funding bid	Hemel Hempstead Society for Allotments and Leisure Gardens	(HHSALG) repairing project to include lease of area.
	Bennets End – reinstating allotment. 3,844 sq m	3	End 2010	Hemel Hempstead	✓			✓	£28,000				Performance Reward Grant
	New Local Nature Reserves: 24.4/ 43.0 ha (low / high scenario), or 114.6 ha / 163.2 ha (low / high scenario) taking the baseline into account.	3	To 2013	Borough-wide	✓	✓	£0.2M / £0.4M (low / high scenario, without baseline), £1.4M / £1.6M (with baseline)				DBC, S106	DBC, developers and other partners	

Type of infrastructure	Description of scheme / requirement	Priority 1, 2 or 3 (1 Highest, 3 Lowest)	Timescale Required delivery date and phasing	Location Sub-area	Drivers		Costs (£)	Planning and Funding Status			Funding and Delivery Responsibilities		Notes
					To meet existing deficiency	To meet additional future demand		Is the need noted by the provider?	Planned and Committed Funds	Planned not committed funds	Funding Agency / Agencies	Delivery Agency / Agencies	
TOTAL COSTS / FUNDING							£40.9M / £71.8M (low / high scenario, without baseline), £234M / £265M (with baseline)	£416,000	£102,000				
Sports and Leisure	Jarmans Park Sports and Youth facility – extreme sports and one stop shop youth facility, including indoor skate park, climbing centre, music and performance and youth services.	3	Completed by 2011	Hemel Hempstead			£5.25M	£5.25M			Big Lottery Fund (MyPlace) and Dacorum Sports Trust	Dacorum Sports Trust, DBC, HCC	
	Health and fitness workstations: 38.6 / 149.3 workstations (low / high scenario), or 225 / 335 workstations taking baseline into account	3	Short to medium term	Borough-wide	✓	✓			✓		Sportspace and partners	Sportspace and partners	
	Two new pitches Ashlyns School (Berkhamsted) and Hemel Hempstead Football Club	3	Short term	Berkhamsted, Hemel Hempstead	✓	✓	Estimated between £1.2M and £1.5M		✓	(Half cost of Ashlyn pitch)			
TOTAL COSTS / FUNDING							Estimated at £6.45M to £6.75M	£5.25M					
Other Social Infrastructure	New library space of 148 sq m / 731 sq m (low / high scenario), or 2,578 sq m / 3,220 sq m taking the baseline into account.	3	To 2031	Borough-wide	✓	✓	£0.3m / £2.2m (low / high scenario) without baseline, or £7.7M or £9.7M (low / high) with baseline.				HCC	HCC	Estimates of requirement and costs do not include potential re-provision of Hemel Hempstead library (see below) as funding is not committed. Costs take baseline into account.
	Re-provision of Hemel Hempstead public library - current library is inadequately sized and has significant accessibility issues; net additional space of 1,785 sq m.	2		Hemel Hempstead	✓						HCC	HCC	A business plan is not yet developed and a partnership development will be required.
	Job brokerage facilities to cater for growth in claimants	3	Medium to long term	Hemel Hempstead		✓					Job Centre Plus / mainstream funding	Job Centre Plus /	Potential demand cannot be quantified.
TOTAL COSTS / FUNDING							£7.7M - £9.7M						

Type of infrastructure	Description of scheme / requirement	Priority 1, 2 or 3 (1 Highest, 3 Lowest)	Timescale Required delivery date and phasing	Location Sub-area	Drivers		Costs (£)	Planning and Funding Status			Funding and Delivery Responsibilities		Notes
					To meet existing deficiency	To meet additional future demand		Is the need noted by the provider?	Planned and Committed Funds	Planned not committed funds	Funding Agency / Agencies	Delivery Agency / Agencies	
Cemeteries	New 12 acre (4.84 ha) site	3	To be operational by 2013	Hemel Hempstead	✓		Estimated at £1.84M	✓			DBC	DBC	The Council is carrying out a study looking at potential sites and their viability.
TOTAL COSTS / FUNDING							£1.84M						