

## Topic Paper 12

### Community Facilities, Services and Infrastructure

Crawley Borough Council adopted its Core Strategy back in November 2007, providing the spatial vision, objectives and development strategy for Crawley up to 2016. The Council has now begun preparing the successor to the Core Strategy – the Core Strategy Review – which will cover a much longer period up to 2026. Although there are aspects of the original Core Strategy that can be retained there are other areas where significant change has occurred in the intervening years and this will need to be reflected in the new document.

This consultation period is the first of the Review and further consultation stages are planned before the document is adopted in early 2012. This is your opportunity to shape the way the town develops over the next 20 years and the Council would appreciate and value any comments you have on this Topic Paper or any of the others that form part of this consultation.

#### Summary of Current Context

The retention of existing essential infrastructure and the provision of additional facilities and services to support new development is a key objective of the planning system.

Government guidance recognises that where existing infrastructure is inadequate to address the impact of new development, it is reasonable to expect developers to contribute to the financing or provision of new or improved infrastructure directly related to those needs. However, the mechanisms for securing this funding are expected to have changed by the time that the Core Strategy Review is adopted.

#### Indication of the Key Issues Relating to Community Facilities, Services and Infrastructure

- The South East Plan Proposed Modifications defines infrastructure as: Transport (airports, road, rail); Housing (affordable housing); Education (further and higher education, secondary and primary education, nursery schools); Health (acute care and general hospitals, mental hospitals, health centres/primary care trusts, ambulance services); Social Infrastructure (supported accommodation, social and community facilities, sports centres, open spaces, parks and play space); Green Infrastructure; Public Services (waste disposal, libraries, cemeteries, emergency services, water supply, waste water treatment, places of worship, prisons and drug treatment centres), Utility Services (gas supply, electricity supply, heat supply); and Flood Defences.



### Is the definition used in the South East Plan applicable to Crawley or should a locally specific definition be used?

- It is important to retain, and where possible enhance, existing essential infrastructure in the Borough taking into account new innovations and the need to respond to climate change.
- The Crawley Borough Core Strategy includes policies on the provision and location of infrastructure and how S106 contributions will be sought but does not include a detailed plan setting out infrastructure requirements together with phasing, costs, delivery agencies etc.
- It is now a requirement of Planning Policy Statement 12: Local Spatial Planning (PPS12) to produce a comprehensive Implementation Plan to support the Core Strategy Review to demonstrate that new facilities and services are in place to support the continued growth of the town up to 2026. Therefore, there is a need to identify through the Core Strategy Review:
  - what infrastructure is required to support the proposed development as a whole;
  - the costs of this infrastructure;
  - how the development should be phased;
  - proposed funding sources; and
  - the bodies and agencies responsible for its delivery.
- Significant parts of the town's infrastructure are not actually provided by the Borough Council. It is therefore important that the Council continues to work closely with West Sussex County Council and utility and service providers (such as water providers, communication companies etc.) to

ensure that the necessary infrastructure is in place for the lifetime of the plan.

- The Council adopted a Planning Obligations and S106 Agreements Supplementary Planning Document (SPD) in 2008, which sets out the nature and extent of planning obligations which may be sought in respect of proposals for new development in Crawley. This is based on the now well-established process of signing legal agreements with landowners on the granting of planning permission (under Section 106 of the Town and Country Planning Act 1990), usually to secure direct provision of new infrastructure or financial contributions towards its provision.
- The government is currently seeking to introduce an alternative to planning obligations and S106 Agreements, known as the Community Infrastructure Levy (CIL). This will be a new charge which local authorities in England and Wales will be empowered, but not required, to charge on most types of new development in their area. CIL charges will be based on formulae which relate the size of the charge to the size and character of the development paying it. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area.
- At this stage, the Core Strategy Review will need to continue to cover both eventualities until CIL is formally introduced and the Council determines whether to commit to following that approach.
- This Topic Paper should be read in conjunction with Topic Papers 2, 8 and 11 which cover the interrelated issues of Climate Change and Sustainability, Transport and Open Space, Recreation, Leisure and Greenways.

### Indication of the Options for Addressing the Key Issues Outlined Above

#### Defining infrastructure in the Crawley context

- Use the definition set out in the South East Plan Proposed Modifications; or
- Consider whether there is a need to develop a new locally specific definition.

#### Protecting existing infrastructure

- Continue to protect, and where possible enhance, existing facilities and services unless an equivalent replacement or improvement to services can be provided in an accessible location.

#### Providing new facilities and services

- Continue to work with West Sussex County Council and Utility and Service providers to update position statements and develop an Infrastructure Plan;
- If the need for significant facilities or services is identified, secure this through new Core Strategy Review policies.
- Consider what more can be done (if anything) to influence the delivery of infrastructure outside of the Council's control (e.g. water, sewerage, gas).

#### Planning Obligations, S106 Agreements and the Community Infrastructure Levy

- Continue to include a policy that refers to the Planning Obligations and S106 Agreements SPD, so that contributions can continue to be sought to meet the justifiable needs created by new development, until a replacement process is introduced; and
- Include a commitment to develop and introduce a CIL; or
- Include a commitment to research the merits of introducing a CIL.

### Indication of the Potential Direction at this Stage

- The Core Strategy Review will need to



## Main Issues for Consultation

- Is the definition of infrastructure used in the South East Plan Proposed Modifications applicable to Crawley or should a locally specific definition be developed?
- What constraints are there with the Borough's existing infrastructure provision and what are perceived to be the issues with future development?
- What major infrastructure improvements are required to support the Borough's continued growth up to 2026?
- What approach should the Council take to the Community Infrastructure Levy?

include a clear definition of infrastructure and it would make sense to base it on the definition used in the South East Plan Proposed Modifications, taking into account any locally specific facilities and services that are identified.

- Development Management Policies should seek to retain and where possible enhance existing facilities and services unless an equivalent replacement or improvement to services can be provided. New innovations and features that respond to climate change should also be encouraged.
- The Core Strategy Review will need to establish what new infrastructure is required to serve the development proposed in the South East Plan Proposed Modifications. The ongoing consultation with West Sussex County Council and the other utility and service providers will assist with this. As the Core Strategy is progressed it should be possible to establish what infrastructure is required to support the development proposed in the Core Strategy Review itself. This should include the costs of this infrastructure and an indication of how

the development should be phased, the proposed funding sources; and the bodies and agencies responsible for its delivery. This will form part of an overarching Implementation Plan.

- References should be made to the Transport policies and the need to locate new services and facilities in accessible locations.
- As with the original Crawley Borough Core Strategy, the Core Strategy Review will need to include a reference to the S106 and Planning Agreements SPD, so that contributions can continue to be sought under the present system. However, it will also be necessary to include a commitment to consider replacement mechanisms (such as CIL). It is likely that this policy direction will be clarified by the time the Core Strategy Review reaches the Preferred Submission Stage.

### Current Context

#### Planning Policy Statement 12 – Local Spatial Planning

- PPS12 states that core strategies should

be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution. This evidence should cover who will provide the infrastructure and when it will be provided.

- Core strategies should draw on and, in parallel, influence any strategies and investment plans of the relevant local authority and other organisations. This allows for the identified infrastructure to be prioritised in discussions with key local partners.

#### The Planning Act (2008)

- The Act contains enabling powers to empower local councils to apply a CIL on new developments in their areas to support infrastructure delivery. It is hoped that the CIL will establish a better way to increase investment in the vital infrastructure that growing communities need.
- Draft regulations setting out the detail of the CIL regime are expected late 2009.

### **The South East Plan Proposed Modifications**

- The South East Plan Proposed Modifications includes a Chapter on Social and Community Infrastructure (Chapter 15) and has an Infrastructure Plan (included within Chapter 26), which is intended to support the realisation of the Plan by setting out the infrastructure and 'other interventions' which should be delivered in connection with new spatial development.
- Inevitably infrastructure features in many of the other chapters as well. For instance, the definition of Infrastructure quoted in this Topic Paper is taken from Chapter 5 – Crossing Cutting Policies. Furthermore, Chapter 24, which relates to the Gatwick Sub Region, includes policy GAT3, which states that new homes and employment should be developed in tandem with the infrastructure and services needed to support them

### **The Provision of Service Infrastructure Related to New Development in West Sussex – Part 1**

- This document sets out West Sussex County Council's requirements for those elements of the Borough's infrastructure that they provide (e.g. libraries, education etc.). N.B. The transport contributions policy and methodology is contained in more detail in the County Council Supplementary Planning Guidance (SPG) 'Revised County Parking and Standards and Transport Contributions Methodology Supplementary Planning Guidance', which was adopted in November 2004.

### **Crawley Borough Core Strategy**

- One of the aims of the Crawley Borough Core Strategy is to improve accessibility for everyone to a wide range of community services, including the priority areas of health, social care, education and lifelong learning. Chapter 3 – Infrastructure and Community Services – includes policies on the

location and provision of new community and leisure facilities and specifically providing for educational needs.

### **Planning Obligations and Section 106 Agreements Supplementary Planning Document**

- This SPD sets out the nature and extent of planning obligations which may be sought in respect of proposals for new development in Crawley.

### **Crawley Borough Local Plan**

- Chapter 9 in the Local Plan relates to Community Services, although only 9 of the original 22 policies have been saved. These relate to Education, Mixed Use of Community Services, The Courts, Libraries, Waste Disposal and Public Conveniences.

### **Evidence Base**

#### **Draft Position Statements**

- Draft Position Statements have been agreed with Southern Water, Thames Water, EDF Energy, West Sussex Primary Care Trust and West Sussex County Council. A summary of the key findings from each position statement is provided below:

#### **Southern Water (2008)**

- Southern Water acknowledge that there is a serious supply / demand deficit in Sussex North Water Resource Zone and therefore have proposed a number of resource developments up to 2020. They are confident that they are flexible enough to accommodate the increase in housing requirements set out in the South East Plan Proposed Modifications.

#### **Thames Water (2008)**

- Crawley Sewerage Treatment Works (STW) is approaching the limits of its capacity, therefore Thames Water have bid for funds to ensure that additional capacity is made available up to 2015. This will provide capacity up to 2021.

### **EDF Energy (2009)**

- EDF have stated that network capacity for the region is adequate for meeting current demand. EDF will examine each development proposal to consider its impact on their existing network and provide an economic guide for connection, which the relevant developer will be required to meet.

### **Scotia Gas Networks (2009)**

- Scotia Gas Networks will have to assess specific sites individually to determine the nature of the reinforcements required and who bears the costs but, in general, they are confident that they can provide gas to any location that is required.

### **West Sussex Primary Care Trust (PCT) (2008)**

- West Sussex PCT is currently developing a Primary Care Strategy, which will feed into the Core Strategy Review. There is currently capacity within existing practices, with further facilities already planned.

### **West Sussex County Council (all 2009)**

- Waste Management Services have indicated that existing facilities are operating efficiently. It is expected that improvements will be required around 2019 either to existing facilities or towards a brand new facility.
- Education Services state that the schools in the Borough are currently at 92% capacity. It is expected that by 2026, the town is likely to need approximately 4 new primary schools, 1 new secondary school and extensions to existing provisions.
- Library Services consider that the new library meets current and immediate needs but there may be a need in the future for smaller libraries in large scale developments.
- Fire & Rescue Services indicate that once the new fire station is completed, no capacity issues are currently anticipated.