

## TOPIC PAPER 11: Community Facilities, Services & Infrastructure

*The way that the whole town develops in the future will be affected by planning decisions. Crawley Borough Council has started work on a new local plan that will help to guide development in Crawley over 15 years from 2014-2029.*

*This consultation period forms part of the early engagement, and further consultation stages are planned before the document is adopted in 2014. Comments received to earlier consultation periods, including to the Topic Papers in 2009, the Town Centre North Supplementary Planning Document and the Manor Royal Masterplan, will continue to be taken into consideration, alongside the technical evidence base, when formulating the Local Plan Preferred Strategy. The Preferred Strategy will be made available for a further period of consultation later in 2012.*

*This is your opportunity to shape the way the town develops 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.*

### Consultation Questions:

- IN1. Are there any elements of existing infrastructure in Crawley which you think are under pressure or close to capacity?
- IN2. Are there any significant improvements to infrastructure which you think are necessary to support new development?
- IN3. Under the Community Infrastructure Levy, there is a requirement to spend a proportion of the levy on infrastructure in local areas – thinking of the area of the town in which you live, what do you think this could be spent on?

### 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 changes by the time that the new Local Plan is adopted.

### Key Issues:

- The South East Plan defines infrastructure as: Transport (airports, ports, road, rail, cycling and walking infrastructure); 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 space, parks and play space); Green Infrastructure; Public Services (waste management and disposal, libraries, cemeteries, emergency services, places of worship, prisons and drug treatment centres); Utility Services (gas supply, electricity supply, heat supply, water supply, waste water treatment, telecommunications)

infrastructure); and Flood Defences.

- 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 adopted 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 currently a requirement of Planning Policy Statement 12: Local Spatial Planning (PPS12) to produce a comprehensive Implementation Plan to support the review of the Core Strategy to demonstrate that new facilities and services are in place to support the continued growth of the town up to 2029. The proposed National Planning Policy Framework states that Local Plans should plan positively for the infrastructure required to meet the objectives of the Framework, and to ensure that there is reasonable prospect that planned infrastructure is deliverable in a timely fashion. Therefore, there is a need to develop infrastructure and development policies at the same time during the preparation of the Local Plan to identify:
  - 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. The Borough Council has been liaising with all the organisations that provide infrastructure in Crawley to assess their current proposals and to ensure that they take into account potential future levels of development. This will help ensure that the necessary infrastructure is in place for the lifetime of the plan. All this information is collated in an Infrastructure Plan which is being prepared. A summary of the main infrastructure issues is provided at the end of this paper.
- The council adopted the 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 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.
- In 2010 the government introduced the Community Infrastructure Levy (CIL) as a new means of funding infrastructure associated with new development. The introduction of CIL is the subject of its own specific regulations and is based on a charging schedule which will set out the charges per m<sup>2</sup> which will be applied to different types of development. The charging schedule is required to be examined by an independent inspector. The proceeds of the Levy will be spent on local and potentially sub regional infrastructure.
- After April 2014, although s106 agreements will remain for some site specific issues, it will no longer be possible to seek financial contributions towards infrastructure in the way that is set out in the current SPD.
- To reflect the introduction of CIL and the revision to the scope of s106 agreements, the council will need to update its SPD on Planning Obligations and

s106 agreements.

- This Topic Paper should be read in conjunction with Topic Papers 2, 8 and 10 which cover the interrelated issues of Climate Change and Sustainability, Transport and Green Infrastructure.

#### **Options:**

- Defining infrastructure in the Crawley context:
  - Consider whether the definition of infrastructure is relevant to Crawley
  - Ensure that the Infrastructure covers all relevant forms of infrastructure.
- 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 Local Plan policies.
  - Consider what more can be done (if anything) to influence the delivery or standard of infrastructure outside of the council's control (e.g. water, sewerage, gas).
- Planning Obligations, s106 Agreements and the Community Infrastructure Levy:
  - Introduce CIL by April 2014 and revise the SPD on planning obligations
  - Introduce CIL at the same time as adopting the new Local Plan.

#### **Indication of Potential Direction:**

- The Local Plan will need to include a clear definition of infrastructure which is locally specific.
- Policies should seek to retain and where possible enhance existing facilities and services unless an equivalent replacement or improvement to services can be provided. They should include encouragement of new innovations and the need to include features to respond to climate change.
- References should be made to the Transport policies and the need to locate new services and facilities in accessible locations.
- The Local Plan will need to establish what new infrastructure is required to serve the proposed development. The ongoing consultation with West Sussex County Council and the other utility and service providers will assist with this. The Infrastructure Plan will establish what infrastructure is required to support the development proposed in the Local Plan. 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.
- Policies should reflect the introduction of CIL as a means of funding any infrastructure required by new development and the revision of the SPD on Planning Obligations and s106 Agreements.

## Evidence Base:

- 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 authorities 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.
  - Regulations setting out the detail of the CIL regime were published in April 2010. Proposed revisions to the regulations were published for consultation in October 2011.
- The South East Plan
  - The South East Plan 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 – Cross Cutting Policies. Furthermore, Chapter 24, which relates to the Gatwick Sub Region, include 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 policies and methodology is contained in more detail in the County Council Supplementary Planning Guidance (SPG) 'Revised County Parking Standards and Transport Contributions Methodology Supplementary Planning Guidance', which was adopted in November 2004.
- Crawley Borough Core Strategy
  - one of the aims of the adopted 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 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 Crawley Borough Local Plan 2000 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.

- Draft Position Statements

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

**Southern Water:** Southern Water acknowledge that there is a serious supply/demand deficit in Sussex North Water Resource Zone and opened the River Arun water abstraction project in March 2011 to meet needs. The installation of water meters in Crawley, as part of the universal metering programme to reduce demand was started in summer 2011 and work is due to continue in the town until spring 2012. They are confident that they are flexible enough to accommodate the increase in housing requirements set out in the South East Plan.

**Thames Water:** Thames Water are currently upgrading Crawley Sewerage Treatment Works to accommodate future growth demands until 2021. The works anticipated to be completed during 2012/13, enabling an uninterrupted service.

**EDF Energy:** 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.

**NHS Sussex:** awaiting a response from the new organisation on existing infrastructure capacity.

**West Sussex County Council:** Waste Management Services have indicated that existing facilities are operating efficiently. Improvements to existing facilities will be considered when a threshold of an additional 5000 dwellings in the Borough is met (from 2011).

Education Services state that schools in the Borough are currently at 93% capacity. Discussions are continuing with WSCC as to how the needs of future development are to be met.

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. It is expected that these facilities would be provided in multi-purpose community buildings rather than in stand-alone facilities.

Fire & Rescue Services indicate that once the new fire station is built, no capacity issues are currently anticipated. A site at Cheals Roundabout has planning permission but there is currently no confirmed construction date.