

8. INFRASTRUCTURE AND COMMUNITY SERVICES

- 8.1 The development proposals of the Local Plan, and in particular the strategy that delivers the housing target, will increase the pressure on existing infrastructure and services. Where development is proposed, and especially where services are already under pressure, infrastructure to meet social, economic and environmental needs will need to be provided.
- 8.2 Community facilities include services such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship¹. These will need to adapt to serve the changing needs of a growing and ageing population in Waverley.
- 8.3 For the purposes of this document, infrastructure comprises:
- **Transport:** road network, bus, cycling and walking infrastructure, rail, parking
 - **Education:** primary and secondary education, further and higher education, nursery schools and other early years provision
 - **Health:** acute care and general hospitals, mental hospitals, health centres/primary care trusts, ambulance services and social care
 - **Social and community:** supported accommodation, social and community facilities, sports centres, open spaces, parks and play space
 - **Public services:** waste management and disposal, libraries, cemeteries, emergency services (police, fire, ambulance), places of worship, prisons, drug treatment centres
 - **Utility services:** gas supply, electricity supply, heat supply, water supply, waste water treatment, telecommunications infrastructure
 - **Water resources and water quality**
 - **Flood risk management**
 - **Suitable Alternative Natural Greenspace (SANG)** in accordance with the Thames Basin Heaths Special Protection Area Avoidance Strategy
 - **Green infrastructure:** parks and gardens, natural and semi-natural urban greenspaces, green corridors, outdoor sports facilities, amenity greenspace, provision for children and young people, allotments, cemeteries and churchyards, accessible countryside in urban fringe areas, river and canal corridors, green roofs and walls.
- 8.4 It is important for the Council to work in partnership with infrastructure and service providers to deliver new development that is supported by the necessary infrastructure. Whilst this applies particularly to larger scale proposals, small scale developments can have a cumulative effect on infrastructure that is not always matched by improvements in local infrastructure services. In order to address this issue, the Council negotiates

¹ NPPF, para 70

with developers on the specific infrastructure needs of individual sites through 'Section 106' and 'Section 278' planning obligations.

- 8.5 Since April 2015, under the Community Infrastructure Levy (CIL) Regulations, the need for infrastructure improvements arising from proposed developments are currently assessed on a case-by-case basis in consultation with the respective infrastructure providers. In that respect, the planning obligation to deliver that infrastructure must be –
- necessary to make the development acceptable in planning terms;
 - directly related to the development; and
 - fairly and reasonably related in scale and kind to the development.²
- 8.6 Under CIL Regulation 123, the Council cannot pool more than five S106 obligations together (dating back to April 2010) to pay for a single infrastructure project or type of infrastructure.
- 8.7 This method of securing infrastructure improvements will remain in operation until the Council adopts its CIL Charging Schedule which is currently in preparation. The Charging Schedule is expected to be adopted in 2017.
- 8.8 The Charging Schedule will be accompanied by a list of infrastructure projects that the Council intends to fund via the CIL (the "Regulation 123 list"). Given the Council's legal obligations under European Directive (see Chapter 16), a specified proportion of the CIL charge may need to be set aside ('top-sliced') to provide Suitable Alternative Natural Greenspace (SANG) to mitigate the impact of new development on the habitats of the Thames Basin Heaths Special Protection Area (SPA) and (where appropriate) the Wealden Heaths SPA as they relate to Waverley.

Infrastructure Delivery Plan

- 8.9 In order to understand levels of existing infrastructure, the Council has consulted and liaised with infrastructure providers who have assessed the impact of the scale and distribution of new housing on the delivery of their services, in terms of both existing service capacity and the need for upgraded facilities to meet identified future needs.
- 8.10 Sustainable development aims to support strong, vibrant and healthy communities with accessible local services that reflect the community's needs and support its well-being³. To achieve this, the right community facilities and other local services must be planned to enhance the sustainability of communities and meet local needs⁴. The Local Plan is supported by an Infrastructure Delivery Plan (IDP) which identifies the physical, social and green infrastructure needed to enable the amount of development proposed for the area. This also identifies gaps, cross boundary issues, existing

² CIL regulation 122(2)

³ NPPF para 7

⁴ NPPF para 70

commitments and the need for new provision. It identifies who will provide the key infrastructure projects, when and how they will be funded.

- 8.11 The IDP is a living document which is continually reviewed and updated to take account of changes in project phasing and funding throughout the plan period. Where development depends upon key infrastructure projects, its delivery will need to be phased to coincide with the increase in infrastructure capacity. It includes a number of infrastructure projects that are considered critical to the delivery of a 'sound' Local Plan, and in particular to providing a five year supply of housing in the early part of the plan period.
- 8.12 Chapter 18 of the plan contains policies for strategic housing and employment sites which include specific infrastructure requirements for each site. These include the proposed development of 2,600 homes and other uses at Dunsfold Aerodrome. Policy SS7 requires the development to provide a range of infrastructure services including a district/local centre incorporating education, health and community facilities, open space, leisure facilities, public art, highway improvements, sustainable transport measures and the reinforcement/upgrading of utility infrastructure.
- 8.13 The provision of infrastructure services in Waverley do not line up with the Borough's administrative boundary. Under Duty to Co-operate⁵ in its consultation and liaison work with adjoining authorities and infrastructure providers, the Council has assessed cross-boundary issues. Particularly important in that respect are the impacts of proposed 'eco-town' at Whitehill-Bordon and the Aldershot Urban Extension on Waverley's transport infrastructure in the Farnham area. Contributions towards some junction improvements have been identified. It has also been necessary to assess the impact of planned growth within Waverley on infrastructure and other services outside the Borough.
- 8.14 The IDP also contains a wide range of smaller-scale infrastructure projects around the Borough. These are principally concentrated in Farnham, Godalming, Haslemere and Cranleigh.
- 8.15 Along with physical and social infrastructure, green infrastructure (GI) plays a key part in place-shaping. GI is a network of multi functional open spaces, managed and designed to support biodiversity and wider quality of life issues. It can also play a role in climate change adaptation by helping to reduce the likelihood and severity of flooding, reduce heat levels in urban areas and create corridors for the migration of species. The provision of improved recreational facilities supports the drive for healthier lifestyles and benefits the quality of life for many people. As well as protecting existing assets, the Plan will need to provide for new GI, both within and via new developments, and, where appropriate, across Borough boundaries, e.g. in the South Downs National Park.

⁵ NPPF para. 182

- 8.16 With regard to water resources, water quality and flood risk, the Environment Agency is preparing some on Water Cycle Study (WCS) guidance. Such studies can be used to ensure that proposed growth can be delivered within environmental limits and that the required infrastructure can be delivered in a timely manner. The Council will continue to gather and assess evidence on these issues as part of its Infrastructure Delivery Plan, and will consider whether further information is required, particularly in deciding relevant planning applications.
- 8.17 The provision of adequate infrastructure is essential to investment and sustained economic growth in the Borough. However, the lack of, or identified current deficiencies in, infrastructure is not, in itself, a constraint to development. Providers such as utility companies (water, gas, electricity) have a statutory duty to serve new development. In that respect, they are committed to ensuring the appropriate infrastructure is provided in the right place at the right time in collaboration with developers and the Local Planning authority. The Local Plan informs their investment planning that, in turn, provides the assurances that proposed development can be delivered.
- 8.18 New and improved infrastructure will be provided in parallel with development, facilitated by planning policies and planning conditions that co-ordinate the timing of development with the provision of infrastructure. Where there is a need for specific infrastructure to make a development acceptable, this will be secured through a dedicated S106 planning obligation (see also 8.4 above). Where infrastructure improvements considered essential to the delivery of the plan's strategy cannot be delivered within their planned timescales, the Council will consider what remedial actions may be required (see para 19.3).

Policy ICS1: Infrastructure and Community Facilities

Infrastructure considered necessary to support new development must be provided either on- or off-site or by the payment of financial contributions through planning obligations and/or the Community Infrastructure Levy.

On adoption of the Community Infrastructure Levy, the provision of SANG will be prioritised as items of essential infrastructure to avoid the adverse impacts of development on the Thames Basin Heaths SPA and, where appropriate, the Wealden Heaths SPA. If funding of these measures is not secured, development will be refused.

The Council will resist the loss of key services and facilities unless an appropriate alternative is provided or, evidence presented demonstrating that the facility is no longer required and that suitable alternative uses have been considered. A developer must provide evidence that they have consulted with an appropriate range of service providers and the community, where relevant.

The Council will support the development of new services and facilities where required and may safeguard land for infrastructure if identified through the Infrastructure Delivery Plan. Where appropriate, proposals

for new infrastructure should maximise the dual use of facilities, e.g. the extended use of school sites for wider community benefit.

The Council will work with its partners to ensure the facilities and infrastructure set out in the Infrastructure Delivery Plan are provided in a timely and sustainable manner to support the development identified in the Local Plan. Where the delivery of development depends upon key infrastructure provision such as improvements to the road network, development will be phased to ensure the timely delivery of the infrastructure necessary to serve it.

Delivery

The Policy will be delivered by:

- The Infrastructure Delivery Plan and Schedule, reviewed and updated as necessary.
- Working with partners to identify issues and co-ordinate the delivery of infrastructure, including cross-boundary services, to ensure that there is sufficient infrastructure to support the anticipated level of development.
- Identifying any site-specific infrastructure requirements as part of the allocation of land in Part 2 of the Local Plan: Non-strategic Policies and Sites.
- Securing the necessary provision of infrastructure from contributions considered necessary to mitigate the impact of new development.
- The Council's 'Regulation 123' list of infrastructure projects associated with the adoption of the CIL Charging Schedule.

Evidence

- Surrey Draft Infrastructure Study (2015)
- Waverley Local Transport Assessment (2015/2016)
- Infrastructure Delivery Plan (July 2016)
- Waverley Strategic Transport Assessment (June 2016)