

# South Worcestershire Development Plan

## Proposed Submission Document

11<sup>th</sup> January 2013

## **SWDP 7: INFRASTRUCTURE**

- A. The Local Authority will work closely with its partners, especially the County Council, to bring forward the necessary and proportionate crucial infrastructure that is required in order to deliver the Spatial Strategy as set out in the Plan.**
- B. The current assessment of crucial infrastructure requirements is set out in Annex I to this Plan and is explained in more detail in the South Worcestershire Infrastructure Delivery Plan.**
- C. Development will be required to provide or contribute towards the provision of infrastructure needed to support it. Developers will also need to contribute towards community benefits related to the development.**
- D. Where new infrastructure is needed to support new development, the crucial infrastructure must be operational no later than the appropriate phase of development for which it is needed.**
- E. The council intends to introduce a co-ordinated Community Infrastructure Levy by March 2014.**
- F. The partner authorities intend to explore a range of funding mechanisms in order to finance necessary and proportionate crucial infrastructure and these are set out in more detail in the Infrastructure Delivery Plan.**

### **Reasoned justification**

1. An assessment of crucial infrastructure requirements has been carried out by the partner authorities in close consultation with Worcestershire County Council. The County Council is also preparing a strategic and complementary assessment of infrastructure requirements across the whole of Worcestershire. Following consultation in late 2012 the intention is for the County Council to finalise an "Infrastructure Strategy for Worcestershire" by spring 2013. This is in parallel with the intended timetable for the publication of the submitted formal version of the SWDP and its supporting Infrastructure Delivery Plan (SWIDP) in spring 2013. There is also on-going consultation with the Worcestershire LEP by the County Council and partner authorities in order to secure maximum alignment on the priorities for crucial infrastructure in south Worcestershire.
2. As explained in the Introduction to the SWDP, the south Worcestershire councils are committed to securing a close understanding of all the issues relating to infrastructure. With this in mind the SWIDP sets out the requirements for physical infrastructure (including transport), social infrastructure (including education) and Green Infrastructure. This is then explained in a section on Spatial Infrastructure, listed by settlement and area. The SWIDP is a "living document" and it will be updated again by spring 2013 to support the version that is to be submitted to the Secretary of State.
3. Early work has commenced on the Community Infrastructure Levy in that a viability study has been prepared for the whole of Worcestershire by Worcestershire County Council working in partnership with all six district councils. Further work will be required by the partner authorities in 2013 to progress towards the programmed introduction of a co-ordinated Community Infrastructure Levy by March 2014. For the purposes of clarity, the partner authorities still envisage s.106 contributions (and associated agreements) being required in the post - April 2014 period. Further information on this will be set out in the spring 2013 Infrastructure Delivery Plan, which will also consider the full range of funding mechanisms needed to deliver the crucial infrastructure required in south Worcestershire.



## SWDP 37: Indoor Leisure and Community Facilities

- A. The provision of new community and leisure facilities<sup>51</sup> or the enhancement of existing facilities will be supported, particularly where the proposals have resulted from neighbourhood planning. The importance of particular facilities will vary between communities. It is essential that the community is involved in considering the merits of any new facility and the suitability of proposals for alternative forms of community use. Not all facilities satisfactorily meet the needs of local communities and it may be that combining or rationalising facilities may be more appropriate.
- B. The involvement of the local community will be sought in assessing the importance of existing or proposed local facilities. Any proposal that would result in the loss of a site or building currently or last used for the provision of facilities, services, leisure or cultural activities for the community, or which is identified for future provision of such uses on the proposals map, will only be supported if the local planning authority is satisfied that the following criteria have been met:
- C. Change of use / loss of community facilities:
- i. An alternative community facility of equivalent size to meet local needs is, or will be, provided in an equally / more accessible location and in any case within a safe walking distance of no more than 800m; or
  - ii. It has been proven that it would not be economically viable to retain the site / buildings for community use; and
  - iii. The community facility could not be provided or operated by either the current occupier or by an alternative occupier e.g. by the local community body, public-private partnership, etc. and it has been marketed to the satisfaction of the Local Planning Authority for a minimum period of 2 years in order to confirm that there is no interest and the site and / or buildings is / are genuinely redundant; in the case of a business, evidence should be provided that it has been offered on the open market as a whole and at a realistic market value. This should be for a period of not less than twelve months by a competent agent; and
  - iv. A satisfactory assessment has taken place (using recognised national methodology where appropriate) that proves there is an excess of similar provision in the appropriate catchment area for that particular facility and the site or building is not needed for any other community service / use.
  - v. Applicants proposing to redevelop or convert a facility valued by the community will be expected to consult those communities regarding their proposals prior to the submission of a planning application.
- D. Provision of new community facilities:
- i. The use is compatible with adjacent land uses and would not be detrimental to residential amenity or highway safety.

<sup>51</sup> Community facilities comprise specific buildings (and associated land) for a range of uses, including: -

- health facilities.
- emergency services i.e. ambulance, police, fire.
- educational establishments such as schools and colleges.
- community centres, village halls.
- leisure and cultural facilities.
- public houses.
- places of worship.
- libraries.
- indoor sports facilities.

- ii. The use meets the design criteria set out in SWDP 21.
- iii. The proposal(s) are of a scale appropriate to meet the needs of the local community and are in keeping with the character of the area.
- iv. For urban areas, the proposed facilities should be located within the development boundary. Within rural areas, proposals located within or adjoining the settlement will be permitted.
- v. If the proposal is for large-scale facilities, it must meet the requirements of SWDP 8 in reflecting the sequential approach to the location of land uses that attract large numbers of people; such sites should in the first instance be sought within the development boundary of the urban area.

#### **Reasoned Justification**

1. This policy is supportive of the NPPF (paragraph 28). It provides more detail and is applicable to rural and urban areas. The Sports Facilities Framework (2010) clearly sets out the need for new community facilities to service the anticipated level of housing growth.
2. The policy is similar to previous local plan policies on the protection and enhancement of existing community facilities, but allows for changes likely to take place under the Decentralisation and Localism Act, which permits the listing of community assets, the community right to challenge (in delivering public services) and the encouragement of communities to run their own facilities. Further, the local plan policies were more specific whereas now a more general policy that allows for the consideration of a wider range of community services is appropriate.
3. The partner authorities wish to protect valuable community facilities and services that play an important role in the social infrastructure of south Worcestershire and help to support sustainable communities. These local facilities are particularly important in helping to maintain a high quality of life for the communities who have limited access to alternative facilities further afield.



## SWDP 50: Evesham Allocations

- A. Housing growth will deliver a range of housing sizes and tenures to ensure needs are met and a wider choice of homes is available to both the new and existing population of the Evesham Housing Market Area.
- B. Proposals will be supported that facilitate the on-going regeneration of Port Street and the High Street, with a focus on enhancing the historic character of these areas and retaining retail uses at ground floor level.
- C. Proposals that support the regeneration and redevelopment of sites for employment uses at Four Pools Industrial Estate will also be considered favourably.
- D. Infill development will respect the historic form and character of the centre of Evesham, promoting high standards of design and provision of public and private open space.
- E. Existing open space and green infrastructure will be protected, enhanced and where appropriate new accessible urban green spaces identified. No development is allocated, nor will be supported in areas of high flood risk. In addition, the historic site of the Battle of Evesham – the Battle Well Field, to the north of Greenhill and its wider setting will be protected.
- F. All developments will need to fund or deliver site-specific infrastructure requirements in line with policy SWDP 7 and the Infrastructure Delivery Plan (IDP). Developments will also contribute to wider strategic infrastructure needs, again as set out in the IDP. Until a Community Infrastructure Levy is adopted, Section 106 agreements will form the principal funding mechanism. This will include the following:
  - i. Improved parking provision at Evesham Railway Station;
  - ii. New public open space / recreational facilities / Green Infrastructure;
  - iii. New pedestrian / cycle bridge connecting Hampton with Evesham Town Centre;
  - iv. New pedestrian / cycle bridge connecting Offenham Road with the High Street;
  - v. Enhancement of Hampton Ferry;
  - vi. Enhanced hospital provision;
  - vii. New pedestrian and cycle crossing / bridge over the A46 at Vale Park;
  - viii. Extension to West Mercia Police's Section Station in Evesham;
  - ix. Measures to improve accessibility through public transport, pedestrian and cycle links from the allocated sites to the town centre, local employment areas, schools, sports, health and community facilities and Evesham Country Park;
  - x. Extension to Evesham High Street Regeneration Project;
  - xi. An extension of the riverside meadows to the west and north linking Corporation Meadows round to Boat Lane within a Green Infrastructure approach;
  - xii. A broad network of local connections to the town centre designed to afford priority for walking and cycling;
  - xiii. the integration of the leisure centre within the town centre.
- G. Within Evesham, as shown on the proposals map the following sites are allocated for residential use.

Table 21 Urban Capacity sites in Evesham

## SWDP 56: Development at north east Malvern

- A. Within the area of north east Malvern, as identified on the Proposals Map, approximately 51ha (gross) of land are allocated for a sustainable, mixed-use urban extension.
- B. Development within this area will incorporate the following elements:
- i. 10ha of employment-generating uses;
  - ii. 700 dwellings to be phased in accordance with the Implementation Plan;
  - iii. Community infrastructure including a primary school, a community hall, a cemetery and police post;
  - iv. Green Infrastructure to provide public open space, including play space, informal recreation areas and allotments and to facilitate the physical and visual separation from the settlement of Newland;
  - v. Facilities to promote sustainable transport use for public transport and facilities for safe pedestrian and cycle routes linking to local shops, including the Malvern retail park, employment areas, health care, education and Malvern Link Station;
  - vi. Neighbourhood shopping facilities.
- C. A comprehensive masterplan will be required for the site and will need to address the following:
- i. The potential to enhance the area as a gateway entrance into Malvern, by allowing access from Townsend Way roundabout along the site's boundary with the A449;
  - ii. The layout and access arrangements associated with the proposed development should not prejudice future potential routes to the north of the railway line and connection to the B4503 (Leigh Sinton Road);
  - iii. A Green Infrastructure concept plan will be drawn up to show how the overall setting of the site will be respected, avoiding coalescence, with the clear separation of new development from the nearby settlement of Newland and giving options for the provision of a wide range of open space uses;
  - iv. The need to mitigate impacts and enhance landscape and conservation issues including the impact on the adjacent Newland Conservation Area and nearby listed buildings;
  - v. The retention of long-distance views to and from the Malvern Hills across parts of the site;
  - vi. A requirement to show how the site can be connected to and integrated with existing development, for example at the Royal Estates, through appropriate footpath and cycle links and through opportunities for regeneration.
- D. The development shall be brought forward in phases, as follows:
- i. Phase 2 of SWDP 2013-2019:
    - 220 dwellings, of which 100 affordable.
    - 10ha of employment land.
  - ii. Phase 3 of SWDP 2019-2030:
    - 480 dwellings, of which 180 affordable.

## Reasoned Justification



## SWDP 56: Development at north east Malvern

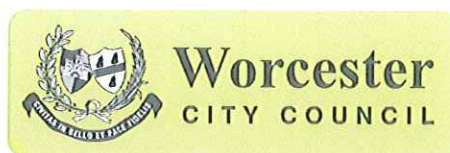
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# SOUTH WORCESTERSHIRE Development Plan

## INFRASTRUCTURE DELIVERY PLAN

November 2012





## E) EMERGENCY FACILITIES

5.110 The current position is set out in Chapter 11 of the Needs & Issues Paper (June 2012), which is the evidence base of the emerging Worcestershire Infrastructure Strategy. The County Council has worked directly with the Emergency Services and is content that this is the most up to date information available at present.

5.111 The Emergency Services were consulted on the SWIDPIPS and the response on behalf of West Mercia Police has been discussed with their consultant and the SWIDP amended accordingly.

5.112 Emergency services infrastructure includes the requirements of West Mercia Police (WMP), Hereford & Worcester Fire and Rescue Service (HWFRS) and the West Midlands Ambulance Service.

5.113 With all three emergency services, the impact of development growth relates to two main issues. Firstly, increased development and associated population growth leads to an increased number of incidents which require an emergency response. Secondly, there will be a significant impact on response times and delivery of day-to-day services. New developments provide new destinations to be serviced and therefore will require additional emergency services infrastructure to be provided, if response times and services cannot be acceptably delivered using existing infrastructure. Additional funding and/or in-kind contributions will consequently need to be secured to provide an acceptable level of emergency services cover commensurate with development and associated population growth.

5.114 WMP and HWFRS are working together on infrastructure planning as part of wider work under the Worcestershire capital & Asset Pathfinder initiative. WMP and HWFRS in turn regularly consult with WMAS to ensure that all three emergency services coordinate their infrastructure planning for future development and population growth.

5.115 The evidence base that examines and calculates the infrastructure required by the emergency services to accommodate the additional demands that will arise from the delivery of planned development and population growth is, as of autumn 2012, provided by the following sources:-

- Planning for Infrastructure in Worcestershire- Consultation on Strategic Options to inform Preparation of Strategy - June 2012.
- Planning for infrastructure Needs & Issues Research Paper – Update - June 2012.
- West Mercia Police and WYG-South Worcestershire Strategic Infrastructure Assessment- Addendum Note-September 2012.
- West Mercia Police and WYG- South Worcestershire Strategic Infrastructure Assessment- November 2011.

5.116 The evidence base explains the impact of the impact of the Autumn 2010 Comprehensive Spending Review and the tough funding formulae for grant for emergency services mean that only revenue costs are funded. Revenue funding is being squeezed as for other infrastructure providers. The emergency services will struggle to find capital for infrastructure and are therefore seeking developer contributions to maintain an acceptable level of service delivery.

5.117 Key points from the evidence base regarding WMP requirements are as follows:-

- WMP commissioned WYG to undertake a Strategic Infrastructure Assessment (SIA).



The SIA examined and calculated the infrastructure the police will require to accommodate the demands arising from the delivery of planned development and associated population growth.

- The SIA which was submitted to SWC in November 2011 concluded that the following additional capital infrastructure would be required by WMP:-
  - a) Worcester South- Police Station- £1,625,000
  - b) Worcester West- Police Station- £1,625,000
  - c) Worcester North and East Urban Extensions- Two Police posts- £159,000 each.
  - d) Extension to Evesham Police Station- £1,420,000
  - e) Extension to Pershore Police Station- £800,000
  - f) Three new police posts: Droitwich Spa, Hartlebury and Newlands, (NE Malvern.) Each of which will cost £159,000.
  - g) Custody facilities expansion (2 cells)-Worcester-£106,000.
  - h) Total capital infrastructure cost; £6,371,000 (including land cost).

- As the above requirements directly result from the delivery of planned development and associated population growth, the majority of these costs will need to be funded through the planning system.

- The SIA explains in detail why the majority of the costs associated with meeting the infrastructure demands of development and population growth cannot be met through the police's own funding mechanisms.

- The evidence base more generally contains information on those significant development proposals that have come forward, as of autumn 2012, and WMP's responses to them.

- WMP also makes a site specific submission in relation to their Hindlip Park HQ. The SWDP proposes that Hindlip Park be designated as a major development site in the Green Belt which, if confirmed, would allow appropriate infill employment development within a prescribed boundary.

5.118 Members of the SWC Councils are supportive of WMP and understanding of their budget situation. However, in view of the scale of police requirements questions have been asked of the prioritisation of police requirements. This has been raised with the WMP consultant and the answer is that their top priorities would relate to service provision in connection with the Worcester urban extensions

5.119 Turning to the HWFRS, a review of the evidence base reveals that their capital infrastructure in South Worcestershire consists of the following:-

- a) 1 whole time fire station in Worcester
- b) 3 day-crewed stations in Malvern, Droitwich and Evesham and
- c) 5 retained duty stations in Pershore, Broadway, Pebworth, Tenbury Wells and Upton-upon-Severn.

5.120 Having analysed the capacity of these stations relative to the development proposals within the SWDP, HWFRS has concluded that they do not require additional capital infrastructure. Instead HWFRS (with the support of WMP and WMAS) are advising developers to incorporate the following within their proposed schemes:-

- a) Adequate water supplies for effective fire fighting, as existing HWFRS funding is insufficient to meet the costs of providing fire hydrants in all new developments across south Worcestershire.

- b) The installation of automatic water suppression systems in all new housing and other developments. This is because these systems are proven to reduce significantly fire deaths, injuries and property damage as a consequence of fire. This is because they control fires with minimal water and reduce the toxic smoke plume fall out, as well as reducing the contaminated water run off from fire.

- c) The design of new housing and other developments must ensure that the emergency services can access all areas and buildings. Ideally, there should be a dedicated access road that



connects with the surrounding highway network. In addition, proposals involving on-street car parking within developments must not hinder emergency service access.

5.121 Turning to WMAS, it is their intention to consolidate their estate into centralised hubs supported by a network of Community Ambulance Stations. This will drive down costs by reducing occupied floor area. Surplus estate will be disposed of to enable maximum efficiency savings which will be redeployed to provide enhanced patient care.

5.122 The above process will thereby ensure that fit for purpose accommodation is located in the best locations to support its new operating model, termed "Make Ready", in order to address the following issues ;-

- Poor location factors.
- An aged estate in poor condition with escalating maintenance costs.
- Reduce occupied floor area and
- Reduce annual running costs.

5.123 It is anticipated that the cost of creating a central hub in Worcester will be £0.4m., with the total being met through capital receipts raised from the disposal of former ambulance stations.

5.124 Alongside all of the above, the three emergency services continue to work actively with partners to determine where further efficiencies and savings can be achieved. A key example of this is the "Strategic Alliance" between WMP and Warwickshire Police. The aim of this is to deliver services across both forces to achieve greater operational and organisational resilience.

5.125 In view of the above and the specified infrastructure requirements to respond to the demands arising from development and associated population growth. It is reasonable to expect new developments to contribute towards the cost of new emergency services infrastructure.

5.126 In this respect, WMP has negotiated successfully contributions from a number of developers on sites in South Worcestershire. However, it is becoming increasingly apparent that schemes are progressing ahead of the adoption date of the SWDP. This in turn means that limited contributions are being received, as negotiation of contributions towards police and emergency services infrastructure needs is taking place with reference to currently adopted local planning policies, which for the most part did not include reference to contributions to this type of infrastructure.

5.127 All of the emergency services recognise that further detailed infrastructure planning work will be required as the SWDP and its associated SWIDP progress. This is already underway through proactive partnership working.