

SOCIAL AND COMMUNITY INFRASTRUCTURE REQUIREMENTS FOR DEVELOPMENT OPTIONS A AND B

1. INTRODUCTION

- 1.1 Atkins have been commissioned to assess the suitability of a number of sites surrounding Burgess Hill to support an urban extension of some 5,000 dwellings post 2016.
- 1.2 Previous work undertaken identified the preferred option was to bring forward Option C, which comprises 7 sites, and to integrate these with the existing urban area as an urban extension to Burgess Hill. The purpose of this note is to assess the technical feasibility of developing one of two land parcels, situated to the west and north of Burgess Hill (options A and B respectively) as a self contained urban extension to accommodate the same level of growth.
- 1.3 The masterplan land budget has been informed by an assessment of the social and community infrastructure needs associated with approximately 5,000 dwellings and a target population of 10,650 people¹.
- 1.4 An assessment has been made of the additional land and floorspace requirements covering employment needs, local retailing, education facilities, primary healthcare infrastructure, open space and indoor recreation facilities to support such a community post 2016.
- 1.5 The assessment considers the requirements relating to each land use in total followed by a schedule identifying the sizing of sites and the balance of uses required to support each site. The schedule represents a target land use mix which has informed the masterplanning process, however some of the requirements vary slightly from the land use mix to reflect other on site environmental constraints.
- 1.6 The note is structured so as to assess the potential development capacity of development options A and B individually.

¹ Average Household size estimated to be 2.13 persons per dwelling in 2016 Source: ONS Housing size estimates West Sussex 1996 based projections.

2. DEVELOPMENT OPTION A

- 2.1 An assessment was undertaken to identify the potential capacity of the site in terms of its potential residential capacity, taking into consideration appropriate levels of community and social infrastructure levels to meet the needs. Area A covers an area of some 68.7ha, excluding significant woodland and flood plain areas which are not suitable for development.
- 2.2 The landscape and environmental assessment work undertaken identified that it is not possible to accommodate 5,000 dwellings and associated community and social infrastructure within this area, even if the total area of land available for residential development is maximised by accommodating open space and employment needs off site.
- 2.3 The assessment was therefore adjusted to ascertain the maximum number of dwellings that could potentially be accommodated within the refined site area, including provision for community and social infrastructure provision.
- 2.4 This assessment finds that a total of 2,079 dwellings can potentially be accommodated on the site, including allowances for social and community provision that are outlined in the detailed assessment below.

EMPLOYMENT NEEDS

- 2.5 The Employment Land calculator identifies the derivation of employment land requirements associated with the new community. The employment needs have been derived by considering the percentage of the population of Burgess Hill who are economically active (51.2% of the population according to the 2001 Census). Based on 2,079 dwellings, this generates an employment requirement of some 1,065 full time equivalent (FTE) jobs.
- 2.6 It is estimated that some 292 jobs could be provided through homeworking or linked to on site retail, education and health facilities. The remaining 773 jobs would require dedicated B class employment land or floorspace provision.
- 2.7 The total employment land requirement has been derived by making assumptions relating to the balance of employment land provision, it is assumed that 45% of jobs would be accommodated in small business units, a further 45% in office type accommodation and 10% in warehousing premises. The estimates made are based on existing travel to work patterns, assuming that 23% of the population will continue to work within Burgess Hill itself.
- 2.8 After applying employment densities to convert jobs into gross employment floorspace there is a requirement to provide for an additional 25,910 gross sq.m of

employment floorspace assuming no surplus employment land or premises at 2016². This would equate to an employment land requirement of up to 1.01 ha after applying plot coverage and building height assumptions. This assumes a continuation of existing travel to work patterns, where 23% of the workforce work within Burgess Hill (2001 census). For Option A, the employment component of the scheme is provided to the north of the A2300, which represents a suitable employment location and enables the number of residential units within the scheme to be maximised.

LOCAL RETAIL NEEDS

- 2.9 The Retail Floorspace calculator has identified the scale of local retail facilities required to support the new community based on a 'bottom up' assessment of demand linked to the number of dwellings and likely household expenditure patterns.
- 2.10 Facility requirements have been considered by identifying the categories of household expenditure which would normally be catered for at the neighbourhood level. This includes a mix of convenience and comparison retail, takeaway food and other local services such as post offices, hairdressing and dry cleaning. Expenditure categories and levels have been derived from the ONS Expenditure and Food Survey 2003 and forecasts prepared for 2016 based upon growth assumptions identified in recent retail studies conducted at the regional level³.
- 2.11 The proportion of expenditure available for spending within neighbourhood centres has been derived by examining the residual expenditure which is not satisfied by national supermarket chains for each expenditure category. This split is based upon national trends identified within the ONS Expenditure and Food Survey.
- 2.12 After special forms of retailing such as online shopping, markets and car boot sales have been discounted potential local expenditure spending amounts to £38.33 per household.
- 2.13 The next stage of the assessment is to derive total levels of expenditure for 2,079 dwellings and to translate expenditure into net retail floorspace by applying sales densities. Nationally, average sales densities between 1999 and 2004 amounted to £5,027/sq.m⁴. After converting to gross retail floorspace there is potential demand within the development to support some 1,065 sq.m (net) of retail floorspace at the neighbourhood level through one or more centres.
- 2.14 Furthermore, there is also sufficient demand arising from the new community to support a superstore of some 1,541 sq.m (net). However, the extent to which land would need to be made available to support such a store would depend on the

² Source: Employment Densities: A full Guide, English Partnerships (2001).

³ Town Centre Futures: The Need for Retail Development in the South East, SEERA (2004)

⁴ Source: Verdict on the High Street, Verdict Research (2004)

capacity of existing stores and additional stores built up to 2016 to meet this level of demand. A more detailed retail capacity assessment would be required to establish the need for an additional store.

EDUCATION PROVISION

- 2.15 Education facilities requirements arising from the development have been considered in relation to existing SPG relating to Planning Obligations⁵. However, the number of additional school places required needs to be considered in the context of other issues such as the baseline pupil population at 2016, and the distribution and capacity of existing and planned education provision. The assessment has identified that at least part of each of the proposed sites are within the statutory 2 or 3 mile catchment distance as defined by Section 444 of the Education Act 1996. For the purposes of this assessment it is assumed that schools located within Burgess Hill serve the Burgess Hill Parish area only.
- 2.16 Assuming an average household size of 2.13 persons per household, the additional number of pupil places generated by the expansion proposals equates to some 434 primary school places, 310 secondary school places and 124 Sixth form places by applying the pupil product ratios identified in the Council's SPG.
- 2.17 The baseline level of school places required in Burgess Hill has been identified by reviewing 1996 based parish level population forecasts. At 2016 it is estimated that within Burgess the population of primary school age will be some 2,070 children, with 1,550 pupils of secondary age and 715 pupils at sixth form level.
- 2.18 Assuming that school place capacity at existing schools in the town reflects levels identified in the 2003 Schools Organisation Plan then considering the baseline pupil population and the additional pupils generated by the proposed urban extensions there will be sufficient capacity of Primary school places, but a shortfall of some 700 secondary school places. To address a shortfall of this scale 1 additional secondary school would be required. Sixth form provision within the town could either be centralised at an expanded Oakmeeds Community College or provided as part of the new secondary school. To satisfy the access requirements of the 1996 Education Act, a small primary school is also required to serve the needs of the urban extension.
- 2.19 The sizing of the sites required to accommodate the additional education provision has been considered in relation to national DfES standards and the scale of the forecast shortfall. Based on these standards a secondary school site of 5.05 ha and a primary school of 1.0 ha would be required.

⁵ The Provision of Service Infrastructure Related to New Development Part 2 Mid Sussex, Mid Sussex District Council (2004).

LOCAL PRIMARY HEALTHCARE FACILITIES

- 2.20 The level of health care provision which would be required to support the population of the new community has been identified with reference to national NHS targets in relation to GP provision, NHS Estates Building Standards and informal consultation with Mid Sussex Primary Care Trust to benchmark the levels of provision relating to other large scale residential developments in the District.
- 2.21 Based on the standard of 1 GP per 1,500 population a facility to accommodate minimum of 3 GPs would be required. The type of facility required equates to a small sized healthcentre of some 1,500 sq.m in area. It assumes a standard level of primary care without a paediatrics clinic or minor surgery unit.

INDOOR SPORT AND RECREATION FACILITIES

- 2.22 Indoor Sport and Recreation needs have been established using the Sport England Facilities Calculator. The range of facilities considered includes Sports Halls, Swimming Pools and Indoor Bowls Centres.
- 2.23 The calculator was applied to 2016 population forecasts for Burgess Hill Parish prepared by WSCC to provide baseline requirements and the additional population associated with the proposed urban extensions. This was then compared to existing levels of facilities provision identified using the national Active Places database managed by Sport England.
- 2.24 The findings of the assessment show that there is insufficient demand generated by additional population growth up to 2016 plus proposed urban extension to support additional swimming pool, sports hall or indoor bowls provision. However, it is expected that a 3 Court Sports Hall would be provided as part of the proposed secondary school, this could be planned to accommodate community use through a community access agreement.
- 2.25 The level of community hall provision has also been identified based upon a standard of 1 hall per 4,000 population. Application of the standard indicates that 2 halls would be required to serve the new community. A site of some 0.14 ha would be required to accommodate each hall (a total of 0.28 ha).

OPEN SPACE REQUIREMENTS

- 2.26 The open space requirements generated by the new development that need to be provided to support 2,079 dwellings have been derived by considering MSDC open space standards and associated SPG. However, as the Council has not yet prepared an open space assessment to meet with the enhanced requirements of the revised PPG17 we have also considered separately levels of natural and semi-

natural greenspace provision and allotment provision by applying national standards. The quantity standards which have been applied are as follows:

- Open space and outdoor sports provision 1.8 ha per 1,000 population;
- Children's play Provision (NEAP) 0.8 ha per 1,000 population;
- Children's play provision (LEAP) 0.8 ha per 1,000 population;
- Natural and semi-natural greenspace provision 1 ha per 1,000 (English Nature ANGSt standard);
- Allotments 0.2 ha per 1,000.

2.27 The combined level of greenspace requirements associated with the new development is a minimum of 16.84 ha. In addition it has been assumed that informal amenity greenspace (including Local Areas of Play (LAPs) and landscaping will be incorporated within the housing land parcels, this is reflected within the dwelling capacity estimates for each land housing parcel.

2.28 The masterplan has been designed to maximise access to open space for all households and to utilise opportunities to retain and enhance existing natural and landscape features as open spaces where possible. However, when a more detailed site master plan is prepared more detailed access standards to the full range of open space provision should be applied. These should reflect the findings of forthcoming open space assessment work undertaken at district level, however example standards have been identified within the open space calculator.

SOCIAL AND COMMUNITY INFRASTRUCTURE

2.29 Based upon overall community and infrastructure requirements for the total target population. The location of facilities within the site has been based upon the following principles:

- To maximise the opportunities afforded by additional facilities provision;
- To promote sustainable patterns of service delivery; and
- To promote sustainable movement patterns in the urban extension and the town as a whole.

2.30 Table 2.1 identifies the target land use budget for social and community infrastructure.

Table 2.1 – Option A Target Land Use Budget (ha)

Total Parcel Area (ha)	Neighbourhood Centre	Education	Open Space	Indoor Sports and Other Built Facilities	Employment*	Residual Developable Area
68.7	0.35	6.05	16.84	0.28	1.01	45.2

*To be provided off site (assumes continuation of existing travel to work patterns)

HOUSING DENSITY BALANCE & CAPACITY ESTIMATE

- 2.31 After accounting for community infrastructure needs and distributor roads the residual land has been planned for housing development. The housing density mix for each parcel has been based upon a mix of 30% low density (30 dwellings/ha), 40% medium density (40 dwellings/ha) and 40% medium-high density (60 dwellings per ha). The rationale is to provide a range of dwelling types and sizes within each site. The distribution of medium and high density has been concentrated around the neighbourhood centre and along bus routes in order to maximise access and the viability of these services. Low density development has been located around more environmentally sensitive areas within parcels and adjoining the countryside edge to soften the visual impact of development.
- 2.32 Table 2.2 below summarises the housing development capacity of Option A. There is overall capacity for 2,079 dwellings.

Table 2.2 – Option A Housing Development Capacity

Residual Developable Area (ha)	No. Dwellings @ 30 dph	No. Dwellings @ 40 dph	No. Dwellings @ 60 dph	Total Dwellings
45.2	271	723	1,084	2,079

3. DEVELOPMENT OPTION B

- 3.1 An assessment was undertaken to identify the potential capacity of the site in terms of its potential residential capacity, taking into consideration appropriate levels of community and social infrastructure levels to meet the needs. Site Option B covers an area of some 130.9ha, excluding significant woodland which are not suitable for development. The site area also excludes the sewage works site, of some 13.4ha, which it is understood is allocated for development before 2016.
- 3.2 The landscape and environmental assessment work undertaken identified that it is not possible to accommodate 5,000 dwellings and associated community and social infrastructure within this area, even if the total area of land available for residential development is maximised by accommodating open space outside of the developable area and employment needs off site.
- 3.3 The assessment was therefore adjusted to ascertain the maximum number of dwellings that could potentially be accommodated, including provision for community and social infrastructure provision.
- 3.4 This assessment finds that a total of 3,987 dwellings can potentially be accommodated on the site, including allowances for social and community provision that are outlined in the detailed assessment below.

EMPLOYMENT NEEDS

- 3.5 The Employment Land calculator identifies the derivation of employment land requirements associated with the new community. The employment needs have been derived by considering the percentage of the population of Burgess Hill who are economically active (51.2% of the population according to the 2001 Census). This generates an employment requirement of some 2,045 full time equivalent (FTE) jobs.
- 3.6 It is estimated that some 351 jobs could be provided through homeworking or linked to on site retail, education and health facilities. The remaining 1,694 jobs would require dedicated B class employment land or floorspace provision.
- 3.7 The total employment land requirements has been derived using the same assumptions as Option A.
- 3.8 After applying employment densities to convert jobs into gross employment floorspace there is a requirement to provide for an additional 56,822 gross sq.m of employment floorspace assuming there is no surplus employment land or premises at 2016⁶. This would equate to an employment land requirement of up to 2.50 ha

⁶ Source: Employment Densities: A full Guide, English Partnerships (2001).

after applying plot coverage and building height assumptions. This assumes a continuation of existing travel to work patterns, assuming that 23% work in Burgess Hill. For Option B it has been assumed that employment land will be provided on-site. This reflects the larger area of developable land compared to Option A.

LOCAL RETAIL NEEDS

- 3.9 The Retail Floorspace calculator has identified the scale of local retail facilities required to support the new community based on a 'bottom up' assessment of demand linked to the number of dwellings based upon household expenditure patterns. The same assumptions informing Option A were used for Option B.
- 3.10 The next stage of the assessment is to derive total levels of expenditure for 3,987 households and to translate expenditure into net retail floorspace by applying sales densities. After converting to gross retail floorspace there is potential demand within the development to support some 1,909 sq.m of retail floorspace at the neighbourhood level through one or more centres.
- 3.11 Furthermore, there is also sufficient demand arising from the new community to support a superstore of some 2,960 sq.m (net). However, the extent to which land would need to be made available to support such a store would depend on the capacity of existing stores and additional stores built up to 2016 to meet this level of demand. A more detailed retail capacity assessment would be required to establish the need for an additional store.

EDUCATION PROVISION

- 3.12 Education facilities requirements arising from the development have been considered in relation to existing SPG relating to Planning Obligations⁷. However, the number of additional school places required needs to be considered in the context of other issues such as the baseline pupil population at 2016, and the distribution and capacity of existing and planned education provision. The assessment has identified that at least part of the proposed site is within the statutory 2 or 3 mile catchment distance as defined by Section 444 of the Education Act 1996. For the purposes of this assessment it is assumed that schools located within Burgess Hill serve the Burgess Hill Parish area only.
- 3.13 Assuming an average household size of 2.13 persons per household, the additional number of pupil places generated by the expansion proposals equates to some 834 primary school places, 596 secondary school places and 238 Sixth form places by applying the pupil product ratios identified in the Council's SPG.

⁷ The Provision of Service Infrastructure Related to New Development Part 2 Mid Sussex, Mid Sussex District Council (2004).

- 3.14 The baseline level of school places required in Burgess Hill has been identified by reviewing 1996 based parish level population forecasts. At 2016 it is estimated that within Burgess the population of primary school age will be some 2,070 children, with 1,550 pupils of secondary age and 715 pupils at sixth form level.
- 3.15 Assuming that school place capacity at existing schools in the town reflects levels identified in the 2003 Schools Organisation Plan then considering the baseline pupil population and the additional pupils generated by the proposed urban extensions there will be shortfall of 365 primary places and 1,100 secondary places. To address a shortfall of this scale 1 additional primary school and an additional secondary school would be required. Sixth form provision within the town could either be centralised at an expanded Oakmeeds Community College or provided with the new secondary school.
- 3.16 The sizing of the sites required to accommodate the additional education provision has been considered in relation to national DfES standards and the scale of the forecast shortfall. Based on these standards one primary school site of a minimum of 1.5 ha in size and a secondary school site of 7.12 ha would be required (a combined minimum land take of some 8.62 ha).

LOCAL PRIMARY HEALTHCARE FACILITIES

- 3.17 The level of health care provision which would be required to support the population of the new community has been identified with reference to national NHS targets in relation to GP provision, NHS Estates Building Standards and informal consultation with Mid Sussex Primary Care Trust to benchmark the levels of provision relating to other large scale residential developments in the District.
- 3.18 Based on the standard of 1 GP per 1,500 population a facility to accommodate 6-9 GPs would be required. The type of facility required equates to a mid sized healthcentre of some 2,200 sq.m in area. It assumes a standard level of primary care without a paediatrics clinic or minor surgery unit.

INDOOR SPORT AND RECREATION FACILITIES

- 3.19 Indoor Sport and Recreation needs have been established using the Sport England Facilities Calculator. The range of facilities considered includes Sports Halls, Swimming Pools and Indoor Bowls Centres.
- 3.20 The calculator was applied to 2016 population forecasts for Burgess Hill Parish prepared by WSCC to provide baseline requirements and the additional population associated with the proposed urban extensions. This was then compared to existing levels of facilities provision identified using the national Active Places database managed by Sport England.

- 3.21 The findings of the assessment show that there is insufficient demand generated by additional population growth up to 2016 plus proposed urban extension to support additional swimming pool, sports hall or indoor bowls provision. However, it is expected that a 3 Court Sports Hall would be provided as part of the proposed secondary school, this could be planned to accommodate community use through a community access agreement.
- 3.22 The level of community hall provision has also been identified based upon a standard of 1 hall per 4,000 population. Application of the standard indicates that a minimum of 2 halls would be required to serve the new communities. A site of some 0.14 ha would be required to accommodate each hall (a total of 0.28)

OPEN SPACE REQUIREMENTS

- 3.23 The open space requirements generated by the new development that need to be provided to support 3,987 dwellings have been derived by considering MSDC open space standards and associated SPG. However, as the Council has not yet prepared an open space assessment to meet with the enhanced requirements of the revised PPG17. We have also considered separately levels of natural and semi-natural greenspace provision and allotment provision by applying national standards. The quantity standards which have been applied are the same as Option A.
- 3.24 The combined level of greenspace requirements associated with the new development is a minimum of 32.34 ha. In addition it has been assumed that informal amenity greenspace (including Local Areas of Play (LAPs) and landscaping will be incorporated within the housing land parcels, this is reflected within the dwelling capacity estimates for housing land.
- 3.25 The masterplan has been designed to maximise access to open space for all households and to utilise opportunities to retain and enhance existing natural and landscape features as open spaces where possible. However, when a more detailed site master plan is prepared more detailed access standards to the full range of open space provision should be applied.

SOCIAL AND COMMUNITY INFRASTRUCTURE

- 3.26 Based upon overall community and infrastructure requirements for the total population. The same principles have been used to inform the location of facilities as Option A.
- 3.27 Table 3.1 identifies the target land use budget for social and community infrastructure.

Table 3.1 – Option B Target Land Use Budget (ha)

Total Parcel Area (ha)	Neighbourhood Centre	Education	Open Space	Indoor Sports and Other Built Facilities	Employment*	Residual Developable
130.9	0.49	8.62	32.34	0.28	2.50	86.7

*To be provided on site. Assumes continuation of existing travel to work patens.

HOUSING DENSITY BALANCE & CAPACITY ESTIMATE

3.28 After accounting for community infrastructure needs and distributor roads the residual land has been planned for housing development. The housing density mix for each parcel has been based upon a mix of 30% low density (30 dwellings/ha), 40% medium density (40 dwellings/ha) and 40% medium-high density (60 dwellings per ha). The rationale is to provide a range of dwelling types and sizes within each site. The distribution of medium and high density has been concentrated around the neighbourhood centre and along bus routes in order to maximise access and the viability of these services. Low density development has been located around more environmentally sensitive areas within parcels and adjoining the countryside edge to soften the visual impact of development.

3.29 Table 3.2 below summarises the housing development capacity of each parcel, overall there is capacity for 3,987 dwellings.

Table 3.2 – Option B Housing Development Capacity

Residual Developable Area	No. Dwellings @ 30 dph	No. Dwellings @ 40 dph	No. Dwellings @ 60 dph	Total Dwellings
86.7	520	1,387	2,080	3,987