



Planning for social infrastructure in development projects

A guide to tackling the key challenges

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The British Property Federation (BPF) sustains and promotes the interests of all those who own and invest in property in the UK. We aim to create the conditions in which the industry can grow and thrive, for the benefit of our members and of the economy as a whole. We represent a wide range of companies, including property owners and developers, institutions, fund managers, investment banks and organisations that support the industry. We work very closely with Government and other regulators, providing the knowledge and expertise they need to produce workable legislation and regulations.

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1. Introduction

Purpose of this guide

If developments are to be viable in the long term they need to create places where people want to live and work. Larger scale schemes are likely to require the provision of a wide range of social infrastructure (including health, educational, recreational and other facilities) which is needed to serve the new community, thereby enhancing the quality, image and desirability of a new place as well as its commercial value.

However, defining and putting in place the range of social infrastructure needed to support communities presents many difficulties. The role of developers in this process is a crucial but often overlooked element. Accordingly, this guide to tackling the key challenges involved in social infrastructure provision has a special focus on their role.

Although this guide has been produced at a time when both commercial property activity and the ability of developers to contribute towards the cost of social infrastructure provision is severely restricted by the economic downturn, the issues and principles discussed remain just as valid.

This guide has been issued by the BPF, drawing upon the experiences and knowledge of its many members and is designed, primarily, to inform private sector interests. It has drawn heavily on the approach as advocated and published by the Advisory Team for Large Applications (ATLAS), part of the Homes and Communities Agency (HCA) in the ATLAS Guide (www.atlasplanning.com).

ATLAS provides a free and independent service advising local planning authorities and other stakeholders dealing with large housing and schemes, and seeks to promote high quality sustainable communities. It works directly with local authorities, the private sector and key agencies in helping to deliver high-quality sustainable development through effective planning processes, collaborative working and the promotion of good practice. The team has considerable knowledge and experience of social infrastructure planning issues, having advised on more than 70 separate projects involving almost 200,000 homes, more than 40,000 of which have achieved some form of planning approval with ATLAS support.

The scale of development

The degree to which new or expanded social infrastructure is required will vary greatly according to the size and nature of the development envisaged. Large scale mixed use developments with a substantial residential component – such as Ashford, Ebbsfleet, Stratford or King’s Cross – inevitably require the creation of extensive new social infrastructure to meet the educational, health and recreational needs of a new community. This necessitates:

- an understanding of how services are provided and who is responsible for funding and delivery
- a knowledge of the likely needs of the new community and the impact on the existing community
- a great deal of collaborative working to ensure that the right blend of services are available to both new and existing communities in the right locations and at the right time.

While smaller scale developments may not require the same depth of analysis and provision there will, nonetheless, often be a need to consider the impact of such developments on communities. Accordingly, many of the issues discussed in this guide have a relevance that goes beyond the comparatively small number of very large scale developments that may be underway at any particular time.

Community infrastructure levy (CIL) / tariffs

This guide focuses on the way in which social infrastructure needs are at present generally assessed and provided. There has been a growing use of tariff-based schemes by local authorities under which developers pay a fixed tariff per house, or amount of commercial space provided, as a contribution to the provision of infrastructure. The Government has recently passed legislation and published regulations to introduce a community infrastructure levy (CIL), with the aim of increasing the use of tariffs and standardising their operation.

The greater use of tariffs, something favoured by all political parties, will clearly have a major effect on the way in which developers contribute towards social infrastructure provision in the future. However, many developers, particularly in large scale projects, will wish to retain a close involvement in the provision of social infrastructure in view of its importance in creating a viable community and so underpinning their investment.

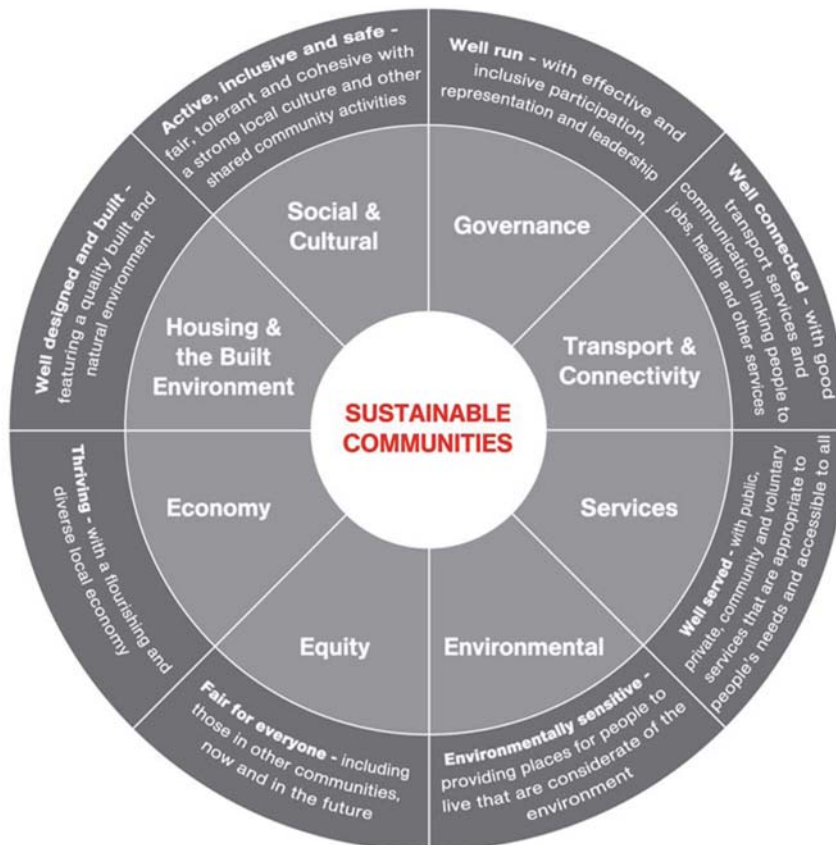
2. Social infrastructure checklist for developers

Some of the key messages in this guide are that, in carrying through development projects, particularly those of a substantial scale, developers should:

- recognise the role of social infrastructure provision in place making and its potential as a driver of value in development projects
- get involved where feasible in the process of setting social infrastructure needs not just at the project level but at the wider strategic level, for instance by inputting into Sustainable Community Strategies and Local Development Frameworks
- address social infrastructure issues right from the outset of a development project, ensuring that social infrastructure stakeholders become involved from the very early design stages
- gain a good understanding of the local political and social landscape in which the development will sit. Consider the need for a project-specific working group bringing together all the principal stakeholders
- work with the broader community to draw out latent community concerns so that they do not surface at a later, more difficult stage of the development
- facilitate the creation of a robust evidence base to inform social infrastructure planning. Consider the need to utilise specialist expertise in drawing up and interpreting the evidence base
- seek to develop a close working relationship with the local authority and other service providers. Press the local authority to establish a designated lead person as a primary point of contact
- consider timing issues in delivering social infrastructure to ensure that facilities and services remain viable
- be aware of and take account of the latest thinking in service provision
- identify opportunities for synergy between different components of social infrastructure
- make sure that every piece of social infrastructure has a clear independently scrutinised business plan setting out how the facility will be maintained over the long term
- consider how the project can create training and employment opportunities, particularly for local people.

3. What is social infrastructure?

The creation of sustainable communities, which involves bringing together a lot of diverse components, has been a cornerstone of government policy for many years. The 2004 Egan review of skills for sustainable communities developed what has become a widely used tool for judging sustainable communities, often referred to as the 'Egan Wheel'.



The Egan Wheel – a tool for judging sustainable communities

Social infrastructure provision is integral to the creation of sustainable communities as it contributes much of the glue that holds communities together, providing services and facilities that meet the needs of residents, promote social interaction and enhance the overall quality of life within a community.

Social infrastructure involves much more than the provision of core public services such as schools and hospitals. The provision of shops, pubs and cafes, for instance, can be just as important to the long term sustainability of an area as more orthodox social infrastructure facilities. Semi-public facilities such as private leisure centres can also be seen as part of the social infrastructure mix, particularly where more inclusive access to them can be achieved (e.g. by reduced membership rates for local people). The provision of good quality public space is also an often overlooked but crucial component of successful communities.

Social infrastructure, therefore, can be said to include:

- **health and social care:** primary care, health centres, doctors/GP surgeries, hospitals and tertiary care
- **education:** nursery/pre-school, primary, secondary, further and higher education, adult training
- **leisure and pleasure:** parks, allotments, open space, play areas, sports centres
- **commercial infrastructure** such as shops, cinemas, pubs and cafes
- **emergency services:** police, fire, ambulance
- **other community and cultural infrastructure:** libraries, community halls, youth clubs, arts projects, community development.

However, social infrastructure is not just about physical infrastructure. It can also embrace the provision of training and employment opportunities both in the construction phase and in the businesses and services created by the development.

4. Social infrastructure: the policy framework

All those involved in planning for and providing social infrastructure in developments need to have some understanding of the public policy structure within which such provision sits. The following sets out some of the more important elements of that structure:

Sustainable community strategies

All local authorities have a duty under Part I of the Local Government Act 2000 to work with partner organisations to produce a Sustainable Community Strategy (SCS). The SCS should set out how local organisations intend to work together to improve the economic, social and environmental well-being of the people in their area. It should outline a long-term vision for the area including desired outcomes, and an action plan identifying shorter-term priorities and activities that will contribute to the achievement of these outcomes. The SCS should also act as the overall guide for resource allocation, and should underpin relevant service plans for all key social infrastructure themes including education, health and well being.

Implementing sustainable community strategies

Local Development Frameworks

The Local Development Framework (LDF) provides the 'spatial dimension' for the SCS and should define appropriate locations for certain types of facilities. Local Authorities must now undertake sound infrastructure planning as part of the formation and review of their LDFs.

Local Area Agreements

Local Area Agreements (LAAs, or multi area agreements if cross-boundary) are the other key mechanism for delivering the SCS alongside the LDF. They set out the priorities for a local area agreed between central government and a local area (the local authority and local strategic partnership) and other key partners at the local level. The purpose of LAAs is to:

- give more flexibility to local authorities and other public sector organisations in the ways they deliver services for local people
- reduce red-tape
- improve value for money (particularly by joining up local services more effectively)
- enable local people to get more involved in decisions about local services.

Local Strategic Partnerships

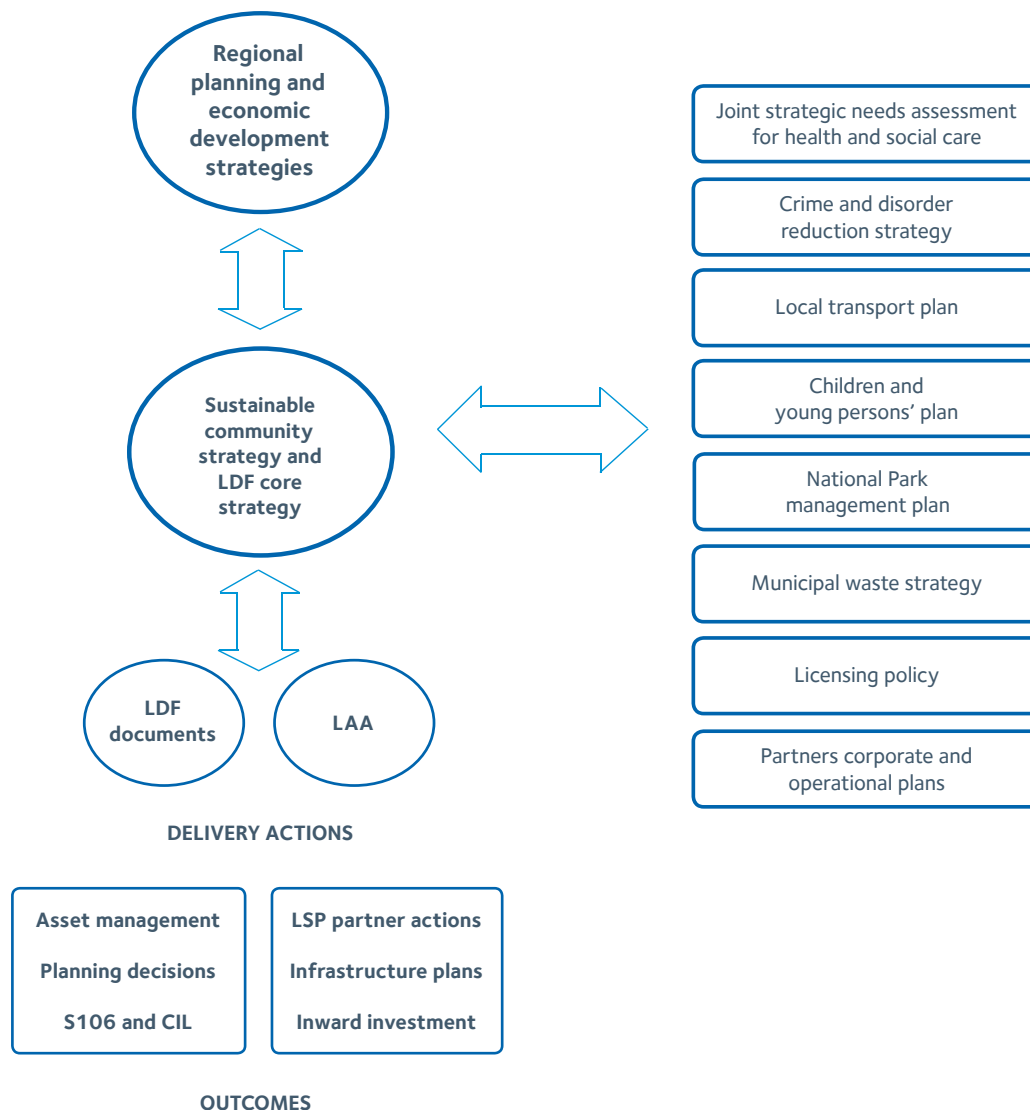
Local Strategic Partnerships (LSPs) are non-statutory bodies which bring together representatives from the local statutory, voluntary, community and private sectors. They often have a central role in guiding infrastructure planning in local areas and play a major role in helping to formulate Sustainable Community Strategies and Local Area Agreements. Key objectives of LSPs are to encourage joint working and community involvement, and prevent 'silo working' (i.e. different agencies that share aims working in isolation) with the general aim of ensuring resources are better allocated at a local level.

The structure of an LSP can vary a good deal and is decided at the local level. This has resulted in a diverse collection of partnerships across the country with a lot of variation in terms of who is represented and how they work. Despite their potential impact on local governance LSPs have suffered from a low profile. Differences in structure and process, local political history and the relationships between the different organisations and sectors involved can all influence the effectiveness of LSPs.

Joining up the SCS, LAA and LDF

The diagram below reflects the relationships between the various integrated strategies and delivery mechanisms. It has been extracted from the document 'Planning Together' (CLG, 2009) which provides further information on how these elements can be drawn together into the spatial planning system.

Summary of the relationship between strategies / plans actions and outcomes



Source: Planning Together (CLG) 2009

Planning Policy Statements

The importance of social infrastructure is also recognised in a number of planning policy statements (PPSs) including:

- **PPS 1** sets out the overall Government objectives for the planning system and makes specific reference to the need for a range of health, housing, education, shops, leisure and community facilities to meet the needs of diverse new communities.
- **PPS 3** specifically promotes housing developments in suitable locations, that can offer a good range of community facilities and with good access to jobs, key services and infrastructure.
- **PPS 12** sets out the importance of social infrastructure in enabling community development. Also relevant is the need for LDFs to address the better delivery of public services through the use of public assets.

Other Government initiatives

Developers and others may also find it useful to be aware of these recent initiatives:

Comprehensive Area Assessment (CAA)

Comprehensive Area Assessment, or CAA, is a new way of assessing local public services in England. It examines how well councils are working together with other public bodies to meet the needs of the people they serve. It's a joint assessment made by a group of six independent watchdogs including the Audit Commission. Assessments will be made publicly available every year and will provide an annual snapshot of quality of life in the area. The first results are now available on the new **Oneplace** website www.direct.gov.uk/oneplace.

Total Place

Total Place is a new 'health check' of public spending currently being piloted in authorities around the country. The aim is to change the way services are delivered across England by examining all the spending going into an area and achieving better value for money by cutting bureaucracy, reducing duplication and filling gaps. Areas of spending within its remit include housing, regeneration, tackling alcohol and drug abuse, children's health and well being, mental health services, and tackling crime.

Total Capital

The Homes and Communities Agency is undertaking 'Total Capital' case studies within a number of local authorities aimed at maximising the outputs achieved through stronger co-ordination of public and private capital investment to deliver infrastructure such as schools, health care and transport facilities to underpin housing growth and renewal of place.

Case study : King's Cross Central

King's Cross Central is a 67 acre site in central London being developed by a partnership, which brings together Argent King's Cross Limited Partnership, London and Continental Railways and DHL Supply Chain.

Building on its excellent transport links King's Cross Central aims to provide 4.9 million sq ft of offices, 2000 homes and up to 500,000 sq ft of retail space. It plans to underpin all of this with an extensive range of social infrastructure. A wide range of bars, cafés, restaurants, galleries, shops and leisure space is planned to complement the offices and enhance the business offer.

A key part of the strategy is to turn King's Cross into one of the capital's premier cultural quarters. Hence , it will offer new theatres, independent cinemas, exhibition spaces, new community facilities and annual festivals to complement the already established and thriving creative scene (the adjacent Kings Place is home to two orchestras and music auditoria).

In 2011, University of the Arts, London – which includes Central Saint Martins College of Art and Design – will occupy The Granary and other buildings within the Eastern Goods Yard. Up to 6,500 students and staff will populate the space. The area will provide up to 50 arts and music venues, with permanent visitor attractions planned within existing refurbished heritage buildings like the Eureka! Children's Museum and The House of Illustration.

With a commitment to supporting high quality art, permanent and temporary projects will be commissioned across the site. There will be strong collaboration with local cultural and arts organisations. The new spaces and squares will host outdoor concerts, performance theatre, dance, sculpture and interactive art.

The sense of place will be further re-enforced by refurbishing and giving new uses to some 20 historic buildings and structures including the Grade II Listed Great Northern Hotel, the Granary Complex, the (four) Gas Holder guide frames, the Fish and Coal Buildings, the German Gymnasium), Midland Goods Shed and the Coal Drops.

5. Key issues for developers

The role of the developer in social infrastructure provision

Strategic level

Developers tend to get involved in social infrastructure provision primarily on a scheme specific basis. However, they do have opportunities to influence decisions about social infrastructure provision at a more strategic level through, for instance, involvement in Local Strategic Partnerships and, more generally, inputting into the formulation of Sustainable Community Strategies, Local Development Frameworks and Local Area Agreements. In practice, however, developers often fail to get involved at this level and so miss out on influencing policies and priorities which might impact crucially on the success or even viability of their schemes.

Project level

Ideally, local planning authorities should bring together all of the disparate elements involved in the provision of social infrastructure in major development projects, supplying the vision and coordination required and acting as the main interface with service providers and others. In practice, however, local authorities often lack the resources and skills to undertake this role. This is particularly the case with smaller authorities who may have to deal with a major development only very occasionally. In such circumstances the onus often falls on the developer to compile much of the evidence base for the range of social infrastructure required and provide a lot of the necessary coordination between interested parties. A collaborative approach, involving both parties and other key stakeholders, and the statutory delivery agencies themselves, is usually the most effective approach. The production of necessary material for planning assessment, such as Environmental Impact Assessment (EIA), is also likely to require information related to social infrastructure.

Assessing the social infrastructure requirement involves gaining an understanding of the current provision and deficiencies in an area as well as the additional requirements created by the proposed development. As this is a major undertaking and requires specialist skills, developers frequently turn to consultants who have expertise in engaging with the local community and other relevant players, gathering the evidence base (looking, for instance, at population forecasts, household formation rates and age profiles) and defining the social infrastructure component of the development.

Place making: social infrastructure as a driver of value

Particularly in larger projects development is very much about place making. Developers need to have a vision for the place they are seeking to create and use that vision as the basis of their commercial strategy. Social infrastructure should form an integral part of any place making exercise and be viewed not just as a cost but rather as a significant potential driver of value. Many developers already understand this, recognising that investing in social infrastructure can increase both the value of the units being developed and their rate of sale. However, it is important to recognise, too, that not all social infrastructure has the same capacity to generate additional value and that developers will be keenest to focus on those elements – such as good quality schools in major new residential developments – that have the maximum impact as value drivers.

Addressing social infrastructure at the outset

It makes good commercial sense to address social infrastructure issues right from the outset of a development project. A great deal of research and consultation may be needed to get 'under the skin' of an area in order to define in detail what is required. It is critical that social infrastructure stakeholders become actively involved in the process from the very early design stages to ensure their needs are reflected in the outcomes. Tackling social infrastructure issues as early as possible can be particularly crucial from a developer's perspective. Problems which are ignored may resurface at a later, more critical stage of the project causing maximum disruption whilst failure to understand the extent of the community's social infrastructure needs can affect longer term the viability of the scheme.

Gathering the evidence to inform social infrastructure planning

Addressing the impacts of specific schemes

The social infrastructure required by a new development should be driven by an informed appraisal of its impact. Formulaic approaches – for instance, simply adding up the number of residential units to be provided and calculating the number of health centres, schools, etc needed to support them – should be seen as no more than a starting point. It is imperative that the results are interpreted in relation to the wider context and opportunity. Particular care should be taken to ensure that unsubstantiated or unrelated ‘wish-lists’ of potential services and facilities are not inappropriately drawn in to the process.

Need for a robust evidence base

Understanding the scope and scale of social infrastructure that is likely to be required, particularly for a large scale development proposal, involves collecting and analysing a robust evidence base. The evidence base will primarily depend upon the interaction of the demand generated by an increased population versus the capacity and supply of existing social and community infrastructure. While it will not be acceptable to allow the additional impact of the new population to fall on the existing services and facilities where spare capacity does not exist, likewise it is not appropriate for proposals for new development to be expected to address already existing service deficiencies in the area.

Any new infrastructure created will not exist in isolation. It is important to think not simply about the needs of those within the development area, but how any new social infrastructure will relate to the needs of surrounding communities. For instance, a new community facility could draw in people from neighbouring areas and so put at risk the viability of similar facilities outside the development area. Conversely, failure to adequately assess existing excess provision outside the development area might mean that the provision of a new facility creates an over supply that makes that new facility unviable.

Although it is important that the process of determining social infrastructure includes input from the local community, it should be recognised that the new population of the development may have a different demographic (and related lifestyle profile) to that of the existing community. Assessing need must therefore take account of these differences and consider how best to integrate the needs of the new and existing communities.

Establishing a common agreed baseline for assessment

Ideally the evidence base should be acceptable to all parties. This process is complicated by the fact that social infrastructure providers often have different methodologies for forecasting needs and investment planning. It is important therefore to try and establish a common agreed baseline for assessment early on in the process – perhaps through a collaborative working group that may be set up as part of the project.

Understanding supply and demand

It is useful to consider the evidence base in terms of supply and demand.

Supply: The supply aspect should include a review of existing services and facilities (capacity, quality, location, accessibility). Additionally, an understanding of the future plans of the service providers involved is important in terms of how services are planning to address change – both in delivering modern services and adjusting to changing needs against increased or changing demand.

This process should also consider the cost of and potential sources of funding for the delivery of future plans and how these might dovetail with any developer funding arising from the new development. Consideration should be given to how a new development could be used as a catalyst for wider improvements to improve the way existing services are delivered, albeit delivering broader benefits may not be the specific responsibility of the developer and as such a partnership approach may be required.

Demand: With regard to the demand aspect, a clear understanding of the nature of the population likely to inhabit the new development is required. The potential scale, demographic profile and specific needs of an increased population will be influenced by a number of factors including:

House size and tenure: The size and tenure type of a residential unit will influence its potential occupancy. Existing research and statistics confirm that rented (in particular social rented) housing will generally have a higher number of occupiers and children than market housing units of the same size, and that flats have fewer occupiers

than equivalent sized houses. Average household sizes at a borough or district level can be used, but more refined forecasts can be obtained by applying averages related to the actual unit tenure and size mixes.

Who the end users of the services are likely to be: It is important to consider whether user groups that have particular needs (e.g. active elderly, children and families, people with disabilities) are likely to live in the development.

Lifestyle and projected demographic change: Account should be taken of trends at the macro level, including an ageing population, the level of single occupiers or co-habiting couples, marriage and birth rates, impact of migration. The Cohort model of population projection is one methodology that can be used to do this. The approach consists of segmenting the population into different sub-groups differentially exposed to the 'risks' of fertility, mortality and migration and separately computing the changes over time. At a minimum the method segregates the population by age and sex but can also take account of race, nationality, location, educational achievement and religion.

Population profiles and cycles: The profile of the population, particularly in relation to new build properties, may change over time as new occupiers move in and settle. Therefore social infrastructure may need to be flexible enough to address peaks and troughs in demographic profiles.

The turnover of residents: This can have a significant effect on the social cohesiveness of a development, with a transitory population less likely to engage with or value community life. This can have a knock-on effect upon housing management and the demand for social infrastructure. The Joseph Rowntree Foundation and Chartered Institute of Housing Report *More than Tenure Mix* 2006 provides more detail.

No form of population forecasting will be definitive but it will be important to use the most appropriate available comparable data through sources such as those identified above and undertake sensitivity analysis. It will also be important to regularly monitor a community's profile as it becomes established over time, for example through a series of household surveys as a development becomes occupied.

Innovative techniques can be employed to compare demand and supply, for example, the use of GIS to map the locations of existing and any proposed facilities, and overlay accessibility and capacity. This can assist decision makers to identify where best to site potential new facilities. The Thames Gateway Social Infrastructure Framework Toolkit is a useful resource which explores issues of demand, supply and analysis in some detail.

Case Study: London Thames Gateway Social Infrastructure Framework (LTG – SIF)

In order to consider how best to coordinate and deliver social infrastructures to support the delivery of housing in the Thames Gateway London, the Thames Gateway Social Infrastructure Planning Project carried out work in three areas.

Part 1: The Case for Social Infrastructure Planning

This provides clear messages in relation to the importance of properly planning for and delivering social infrastructure across the London Thames Gateway. It also illustrates what can be achieved and how key barriers can be overcome.

Part 2: A Toolkit to Guide Decision Making at the Local Level

This document provides more detail relating to relevant background information together with an analysis of alternative approaches to mapping and forecasting future need to aid planning for new social infrastructure across the London Thames Gateway. As part of this toolkit, an electronic Social Infrastructure Planning Model has also been created that can assist in assessing the population impacts of new housing proposals across individual parts of the London Thames Gateway.

Part 3: Barriers and Hurdles

This presents a review of the key issues, barriers and hurdles that are currently influencing the delivery of social infrastructure across the London Thames Gateway.

The framework is intended to guide and inform the planning and delivery of social infrastructure at a 'strategic', local 'stakeholder' and project specific level.

Using the information gathered

Once a robust evidence base of what is likely to be required has been assembled, this should be recorded in a comprehensive manner. Use of a matrix provides one means of doing this. It may be necessary to identify and discuss a range of potential outcomes in order to arrive at a recommendation as to how social infrastructure needs likely to be generated by a new development should be addressed. An example of such an approach by ATLAS, used in several of its projects, is included as Appendix 1.

Information gathered should attempt to set out:

- What specific components of infrastructure are needed – clarifying what should be on-site and/or off-site.
- Where any proposed on-site facilities would be best located.
- When they should be provided in relation to housing growth.
- How they should be actually provided and funded, such as through the provision of land, built facilities and/or commuted sums, via section 106 or through an agreed blend of public and developer funding as appropriate.

The information gathered should be made available to and used within the overall project management process in an iterative manner, as it is likely that this will help shape and inform the overall project outcome. For example, the range and scale of facilities and services required and any related design considerations will need to be incorporated within the masterplanning process in respect of their spatial implications. The funding (whether capital or revenue), delivery mechanisms (e.g. who will provide any capital infrastructure) and timing or phasing of delivery will need to be considered in terms of the overall viability of the project against other infrastructure and costs that the project may need to address via any section 106 agreement.

Choices and priorities will need to be identified with regard to the infrastructure requirements of a project, and a balance struck that reflects the complex issues involved. In order to reach a conclusion and make decisions, the project manager will need to consult the project Steering Group and, if necessary, higher level decision makers. A professional judgement call would need to be made based upon the following key considerations:

- How important are issues with respect to delivering the overall project vision and objectives?
- How do they relate to broader corporate Council objectives and the strength of the underlying policy framework?
- What is the relationship between impacts generated by the proposal and the need for their mitigation? For example, impacts and mitigation proposals may underpin elements of a supporting Environmental Impact Assessment and thus be necessary to make the assessment valid.
- What is the overall viability of the scheme, ability to pay for works via developer contributions and the opportunity for funding to be secured from elsewhere?

Based upon the above and potentially competing priorities, issues related to spatial planning or project viability may arise that affect the ability to deliver the identified needs. Under such circumstances, further discussion with a dedicated working group or other relevant group would probably be required before a final decision can be made.

Case study: Olympic Legacy Masterplan Framework

The long-term planning, development, management and maintenance of the Olympic Park and its facilities after the London 2012 Games, a key part of the Olympic legacy, involves transforming and integrating one of the most challenged areas in the UK into sustainable and thriving neighbourhoods. The Legacy Masterplan Framework (LMF) defines the overarching vision that will guide the long-term development of the Park after the Games. This framework has evolved through collaboration between legacy partners and stakeholders, and public consultation.

A socio-economic strategy has been prepared to support the Legacy Masterplan Framework. An important element of the strategy is a Social Infrastructure Typology Review which gives an idea of the type of facilities that could be provided within the LMF. This has involved a detailed look at the provision of specific types of infrastructure – for example, libraries, leisure centres and schools – in other locations. These examples detail the building and its uses and the aspects of each facility that have been of particular interest to the LMF team.

Several of these typologies have been used as part of the design process, building up an understanding of how and where co-location of schools, leisure and community facilities can be provided within the LMF Core Area. A co-location concept diagram has been included to illustrate the current thinking.

Collaborating with local authorities and other service providers

Developing a close working relationship

Large development projects take many years to complete, and changing economic and political conditions may impact on the scale and nature of the development required. Creating close working relationships and a mutual understanding of the risks involved between the developer, local authority and other service providers in the project are, therefore, critical to successful social infrastructure provision. Establishing such relationships should help ensure that all parties are willing to work pragmatically when problems arise that may affect the delivery of planned infrastructure on the scale or within the timescale originally envisaged. The existence of a shared vision and clear Local Area Agreement outcome targets can also help the parties to agree on priorities at such times.

Establishing a single point of contact

Developers often complain that they get conflicting or inconsistent messages from different arms of the local authority in dealing with social infrastructure requirements. To avoid this scenario they should press local authorities to appoint a designated 'lead' person with the understanding and the clout to pull together planning, housing, education and other requirements. That person should then be the primary point of contact with the developer.

It is valuable to have both a political champion and an officer champion in taking forward large schemes. Ensuring ongoing alignment with political objectives at local, regional and, where appropriate, national level can be a crucial element in schemes that may stretch over many years.

Representation at meetings

All involved should seek to provide representation at key meetings at a sufficiently senior level so that decisions can be taken without constant reference back to more senior colleagues.

Timing the delivery of social infrastructure

Timing the delivery of social infrastructure in projects can be very tricky as a critical mass of population is needed to make new services feasible. The early provision of particular elements, such as retail or leisure facilities may not necessarily be justifiable on economic grounds, but can have a considerable impact in providing a community meeting place and influencing patterns of behaviour at an early stage. This in turn can help foster positive perceptions of the community, help to create the right community mix and so lead to longer term social and economic sustainability. In such cases a tapering financial arrangement may be necessary in order to ensure the facility is operational at the critical early stage.

However, the developer must feel comfortable that a particular piece of social infrastructure is adding value. Bringing some elements of infrastructure on stream prematurely can harm the whole project if they cannot be sustained and have to close. One way around this can be the use of interim solutions such as the use of temporary facilities which can be replaced or expanded as demand for the service offered increases.

Consulting stakeholders

Assessing what social infrastructure is needed requires close consultation with a wide range of stakeholders – both with those providing services and those reliant on them.

Such consultation may take place at two levels:

- strategic level
- project specific level

Consultation at the strategic level

The consultation with stakeholders that is needed to assess the social infrastructure requirement across the local authority as a whole is likely to be led by the LSP, possibly via a specially appointed delivery group. Such a group should include decision-making representatives from relevant internal and external services and private sector developers where they would be likely to play a significant role in the provision of services.

The purpose of consulting such stakeholders at this level is to:

- assess and define the scope and scale of the proposed social infrastructure requirements in respect of population growth, socio economic and demographic change at district level
- review existing supply of services including consideration of the use of existing assets and future options for operation, ownership and possible disposal
- prepare an infrastructure deficit list and expected programme timing, funding and agency lead
- ensure that each respective organisation provides the necessary level of input into the process of evidence gathering and assessment – sharing evidence of service supply and demand and assisting the group to evolve appropriate responses
- align strategic providers funding streams or capital and revenue plans
- understand the respective positions of different stakeholders, and seek to establish a common evidence base in relation to population and demographic forecasts
- consider and agree the mechanisms to deliver infrastructure at the right place and the right time and how these might be addressed appropriately on a site by site basis, exploring the opportunity for joint or shared facilities
- consider how funding of specific items can be achieved including capital programmes, revenue budgets, planning obligations, specific government funding programmes and initiatives
- take account of Local Area Agreement priorities in deciding solutions.

Consultation at the project level

At the project level, the developer needs to work closely both with representatives of the major service providers, and with the broader community, to identify and help deliver the social infrastructure needed.

- For developers it is imperative to gain a good understanding of the local political and social landscape in which their development will sit. They may find it helpful to put together a stakeholder chart, listing all of the statutory bodies, community groups and other interested parties with whom they need to engage. It can be useful, too, to carry out a ‘political’ audit – talking to locally elected representatives, studying the local press and generally finding out what are the local issues. This often provides a good basis for subsequent meetings with other key stakeholders such as the police, health authority, chambers of commerce, transport providers, local amenity groups and resident associations. Workshops with representatives of service providers (both within and outside local authorities) can also be a good way to begin to develop the social infrastructure requirement. Similar exercises can then be held with the wider community.
- Even if there is some kind of district-wide delivery group, it is likely that major development projects will need a project specific working group as part of an overall project management structure and to assist in the evolution and determination of proposals. Such a group can be helpful in drawing relevant stakeholders together in a constructive way, and is likely to include representatives from the service providers of education, health and social care, parks and leisure services, community services, emergency and essential services, culture and housing management.
- Social infrastructure needs can be slow to emerge. It can be particularly difficult to get people involved at the pre-application stage when development on the ground may still be years away. If severe disruption to projects is to be avoided, therefore, every effort should be made to secure community engagement as early in the process as possible. This may require the developer to adopt a pro-active approach to securing community consultation such as setting up workshops to tackle head on issues that might otherwise fester. Such issues might appear quite minor in the context of the overall development (e.g. pedestrian links, routing of bus services, integrating existing bus services with the new system), but may be of great concern to the local community.
- Important community groups or interests often lack the resources to participate effectively in consultation exercises. This can lead to problems being ignored or sidelined only to surface at a later more critical stage of the project. One way of avoiding this can be for the developer to provide community groups with the support they need to enable them to participate at an early stage.

Case study: Wembley – community consultation

Before submitting its proposal for the regeneration of 17 hectares of land surrounding the new National Stadium at Wembley to the London Borough of Brent (LB Brent) in 2003, Quintain Estates and Development Plc consulted extensively with the local community. The aim was to engage as widely as possible, with the key community groups, statutory consultees and local people in the borough. Over the course of the pre-submission public consultation, 3,781 people participated in the process.

Since the plans themselves were being worked up in parallel with the consultation, a two stage approach was taken to pre-application consultation:

- Stage 1 focused on Introducing the Applicant, setting out the principles and objectives which would govern how the Site is regenerated and explaining the process and timetable.
- Stage 2 dealt with specific proposals, setting out the proposed land uses, height and design, providing an overview of the proposed planning application and explaining the process and timetable.

The purpose was to:

- introduce the Applicant
- establish a consultative and inclusive approach
- explain the plans being prepared from an early stage of their development
- explain how these plans fitted with LB Brent's wider vision for Wembley
- provide the community with opportunities to meet with and question the Applicant
- provide the community with opportunities to input into the process
- undertake all this in advance of an application actually being submitted.

The detailed strategy for each of the two consultations was as follows:

- *Public exhibitions:* Quintain prepared public exhibition material and organised manned exhibition times. Three exhibitions were held at Wembley Conference Centre. At the third public exhibition the public were able to view a model of the proposal and record their comments which were then passed directly to the local authority. The materials produced included a summary leaflet with a feedback form to collect views from attendees.
- *Presentations to community and other groups:* Quintain offered to present the plans to a range of community and other organisations. It also attended all of Brent Council's Area Consultative Forum meetings, speaking and presenting the proposal, as invited by the various Chairs of the meetings.
- *Media work:* Quintain placed articles in the key local papers about the plans, and how local people could make their views known.
- *A website:* throughout the consultation period a website was available containing all of the exhibition material and providing a means to feed comments back to the Applicant.

In order to ensure the community were fully aware of these exhibitions, a detailed promotional strategy was also developed. This involved:

- notices being placed in the local media
- posters placed around the Site and elsewhere around Wembley, including the local authority's poster sites, libraries, one-stop shops, schools, medical centres and places of worship
- letters sent directly to key groups and local figures informing them of the exhibitions
- flyers distributed at key sites around Wembley
- direct door drops of the flyers to up to 50,000 neighbouring homes
- editorial coverage in the local press about the exhibitions and urging people to participate.

Delivering the most effective services

Taking account of latest thinking in service provision

In preparing their plans, both local authorities and developers should seek to take account of the latest thinking about delivering services to the community. Some of the ideas currently in favour, for instance, are:

- extended schools – schools that offer a range of extra services to pupils, their families and the community
- polyclinics – superpractices offering a wide range of medical services
- all-through-schools – schools that cater for pupils from 5-18
- co-location of different services together to save money and deliver better outcomes (see below)
- total place/total capital – the pooling of state funding for all local services in a way that promotes effective and efficient delivery. ('Total place' relates to revenue funding; 'total capital' to capital funding).

Achieving integrated service delivery and co-location of services

Individual components of social infrastructure are often considered in isolation, and as a result opportunities for synergy and more efficient use of resources between service providers are sometimes missed.

There is a growing emphasis on co-locating services to enhance the effectiveness and efficiency of service delivery. Understanding the inter-relationships between and potential advantages of co-locating certain types of facilities can usefully inform the master planning process.

When thinking about how to integrate social infrastructure into proposals effectively, it is important to appreciate that some services will cater for different population catchments, and that some services work better when co-located than others. These factors will influence the location and design of facilities within a new development.

Co-location might involve grouping a number of infrastructure facilities together to provide a local hub (something which can in turn support local businesses situated in the vicinity), or it might involve the use of a social infrastructure facility to meet the needs of several different groups. Typically, a school's facilities might be built to serve not just the needs of its pupils, but the leisure and cultural activities of the wider community.

Co-location and the creation of multi-use facilities can help to ensure that:

- public funds go further
- residents have easy and convenient access to an appropriate range of services in their locality
- new synergies between different types of service provision are created
- broader regeneration objectives are re-enforced.

However, the provision of multi-use facilities happens much less than it should. This is often because there is no particular incentive for the prime user of the facility to share it, or because the implications of sharing facilities have not been fully thought through. Success in providing multi-use facilities depends on various factors, including:

- a realistic assessment of the revenue implications that arise from sharing facilities
- a clear understanding at the outset of the management issues that might arise; for example, the possible need for separate entrances when a school is used for a variety of activities involving both children and adults
- incentives to encourage those owning or controlling facilities to make them available for wider community use
- the need for leadership to drive and co-ordinate the project.

Long term management of social infrastructure facilities

Providing new social infrastructure facilities is one thing, maintaining them over the long term is quite another.

If a facility closes down in five years time because inadequate thought has been given to the issue of ongoing management and maintenance, then no benefit is being delivered to the local community. Getting capital funding often seems attractive and can sometimes be relatively easy to achieve but it is the revenue funding, which is harder to negotiate, that is key to achieving a sustainable asset over the long term. Understandably, developers are not prepared to take on open ended commitments to provide revenue funding for new facilities but want to have a clear exit strategy.

It is also the case that both local authorities and communities can sometimes be seduced by the prospect of shiny new facilities when it would often be much more cost-effective and more sustainable in the longer term to improve what already exists – either through upgrading assets or simply better management and use of existing facilities.

Securing local involvement in the ownership and stewardship of community assets is highly desirable and often key to long term viability. Running community facilities often depends on the active participation of committed local people. The process of community consultation can help local authorities and developers spot people with the inspiration and ability to take on a longer-term role. However, the ability of community groups and others to run a facility or service must be realistically examined.

Placing too much reliance on one committed local individual can sometimes be a problem itself, particularly when that person ceases to be involved and cannot easily be replaced. Developers get frustrated at funding the capital cost of a community asset only to hand over its management and maintenance to a body that lacks the ability, the commitment or the resources to maintain it. This is why investment in the capacity of a new community at an early stage through, for example, the employment of a community development worker, can make significant inroads.

For all these reasons, it is imperative that issues relating to funding, management and ownership of new services and facilities are considered up front as these will have a key impact on project finances and the scope of appropriate planning obligations.

The key message is that no piece of social infrastructure should be provided without a clear business plan that has been independently scrutinised setting out how the facility will be maintained over the long term.

Case study: Liverpool One – long term management

As part of the S106 agreement, Grosvenor retained responsibility for managing the public realm of the development (including a 5.5 acre park) for the duration of the lease (250 years).

The rationale behind this includes the willingness of the developer to take a long-term investment based approach to funding public realm management which, in turn, is expected to support and drive up rental performance, with recovery of the cost through service charges.

It will also allow Grosvenor to exercise increased control over the area surrounding its assets given the longevity of its interest. For the Council, it will allow the budget that was previously invested in such activities to be diverted to other areas of the city.

Training and employment issues

It can often be productive for developers to develop training initiatives working with bodies such as Job Centre Plus. This can involve encouraging local people to register their skills on a database.

Some developers even set up an on-site shop with a remit to use and develop local skills. An on-site presence of this kind can be a visible demonstration of the commitment of the developer to developing local skills. Developers can help, too, by imposing training requirements, including apprenticeships, in procurement packages with contractors.

Case Study: Paddington Central – community engagement / training

In developing Paddington Central, an area of sharply contrasting wealth and poverty, it was particularly important to work with the local community.

The Paddington Waterside Partnership, the body guiding the development, worked through local statutory, community and voluntary organisations to promote and facilitate community involvement. The Partnership wanted to ensure that the development was not an island and that they were creating a sense of ‘place’. This extended to seeking to influence the behaviour of companies and new residents occupying the site. Paddington First was established to bring in local employees to work on Partnership projects. Investment in local education was made through Westminster City Council and the North Westminster Education Action Zone.

Initially, there had been scepticism among community groups but communication barriers had been successfully overcome. The result was that the local community did not see the development as harmful. It was not taking anything away from them, while providing local employment prospects and universal access to open space.

6. Sources of information

ATLAS Social Infrastructure Matrix

To assist in establishing the key policy drivers, evidence base and the need for new/enhanced services at a project specific level, ATLAS has prepared a **Social Infrastructure Matrix** to help guide social infrastructure stakeholders consider and prepare their responses. ATLAS recommends that this is used at an early stage in the process to draw different stakeholders together and establish the baseline position across the various topics. The matrix is attached along with notes on how it could be used to aid the process.

Forecasting population growth arising from new build development

A number of sources of information are available to assist with forecasting population growth arising from new build development. These include Census statistics, the Wandsworth New Housing Survey, Oxfordshire New Housing Survey, Milton Keynes South Midlands, CORE database (a system that was developed jointly by the National Housing Federation and the Housing Corporation), and the Data Management and Advisory Group at the GLA.

Local infrastructure planning

The Planning Advisory Service, provides a useful step by step guide (revised in March 2010) to using the LDF to deliver infrastructure. Whilst it focuses on planning policy rather than site specific process, it does provide the key stages to follow for all local infrastructure Planning and, in particular, highlights the role of the LSP in each stage.

Joining up the SCS, LAA and LDF

Information on the relationships between the various integrated strategies and delivery mechanisms – and how these elements can be drawn together into the spatial planning system – can be found in the document ‘Planning Together’ (CLG, 2009).

7. Useful contacts

British Urban Regeneration Association
www.bura.org.uk

British Property Federation
www.bpf.org.uk

Commission for Architecture and the Built Environment
www.cabe.org.uk

Chartered Institute of Housing
www.cih.org

Department of Communities and Local Government
www.communities.gov.uk

English Heritage
www.english-heritage.org.uk

Environment Agency
www.environment-agency.gov.uk

HCA-ATLAS (Advisory Team for Large Applications)
www.atlasplanning.com

HCA Skills and Knowledge Directorate
www.skills.homesandcommunities.co.uk

Healthy Urban Development Unit
www.healthyurbandevlopment.nhs.uk

Home Builders Federation
www.hbf.co.uk

Homes & Communities Agency
www.homesandcommunities.co.uk

Improvement and Development Agency for local government
www.idea.gov.uk

Joseph Rowntree Foundation
www.jrf.org.uk

Local Government Association
www.lga.gov.uk

National Housing Federation
www.housing.org.uk

Natural England
www.naturalengland.org.uk

Neighbourhood Initiatives Foundation
www.nif.co.uk

Neighbourhood Renewal Unit
www.neighbourhood.gov.uk

Office of the Third Sector
www.cabinetoffice.gov.uk/third_sector

Planning Advisory Service
www.pas.gov.uk

Planning Portal
www.planningportal.gov.uk

Resource for Urban Design Information
www.rudi.net

Royal Institute of British Architects
www.architecture.com

Royal Town Planning Institute
www.rtpi.org.uk

Royal Institution of Chartered Surveyors
www.rics.org

Sustainable Development Commission
www.sd-commission.org.uk

Town and County Planning Association
www.tcpa.org.uk

Urban Design Compendium
www.urbandesigncompendium.co.uk

HCA-ATLAS Social Infrastructure Matrix

Guidance notes

Purpose of the matrix

The social infrastructure matrix is designed to systematically identify the different elements of social infrastructure and their characteristics. It helps to assess a development proposal by focusing on the evidence of planning need and examining whether the proposed response is adequate. Implementation issues, such as management, ownership and ongoing funding are also included to help ensure these issues are considered at an early stage.

This consolidated matrix could be used to form an agenda for a project-level Social Infrastructure Topic Meeting, formed of the key stakeholders, by helping to identify areas of agreement, gaps in evidence and information, and areas of disagreement for resolution. The meeting would then focus on the action of resolving the areas of dispute, rather than a discussion of social infrastructure in general. As such, the matrix can be seen as an aid to inter-agency working and communication.

How to fill the matrix in

The social infrastructure matrix attached is designed to be filled in by the key stakeholders, including local planning authority, developer, statutory agencies, LSP/corporate policy etc. We have highlighted which party should fill in the relevant box, although there is likely to be some overlap. The idea of the matrix is that it is filled in parallel (as much as possible) by all agencies then returned to the LPA for amalgamation. In order to do so the proposed provision of each area of social infrastructure will need to be put into the matrix to get the ball rolling.

The information that may be appropriate to input will not fit into the size of the cells provided in the table. It is therefore likely that a page will be needed for each topic heading (such as 'education') or each sub heading (such as 'police'), depending on the amount of material that needs to be inputted. A proforma for this is also attached.

Thought will need to be given to who from each stakeholder should fill in the relevant sheet.

Participants should reflect on current guidance, their experience and knowledge of good practice, but also be open to the opportunities that the project may offer to deliver new and improved ways of working to maximise benefits for end users. For example, the idea of 'combined services desirable' column looks in part at whether participants feel that combining different particular facilities (such as primary school and health centre for example). Some case studies of successful co-located social facilities can be found in the 'Social Infrastructure' section of the NHS London Healthy Urban Development Unit (HUDU) website www.healthyurbandevelopment.nhs.uk

Service area:	Completed by:
<i>Policy context – planning and relevant stakeholder strategy/policy</i>	
<i>Basis of need and availability of evidence (or not) for service (ie housing, population and user assumptions and forecasts</i>	
<i>Proposed provision – on and/or off site (including type, location, floorspace, financial contribution etc)</i>	
<i>Statutory Agency requirement (what is the agency's starting point?)</i>	
<i>View of relevant statutory agencies or equivalent (is proposed provision acceptable?)</i>	
<i>Proposed management and ownership (of proposed facility)</i>	
<i>Community engagement (What has been carried out? What were the outcomes? Was it acceptable?)</i>	
<i>Combined solution desirable? (between different social infrastructure topics)</i>	
<i>Need and scope for future flexibility (to cope with changing demands, views of incoming community)</i>	
<i>Proposed funding sources and availability</i>	



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