



WORTHING LOCAL PLAN 2020- 2036

INFRASTRUCTURE DELIVERY PLAN

PART A: MAIN REPORT

SUBMISSION DRAFT

January 2021



**WORTHING BOROUGH
COUNCIL**

Contents

1. Introduction & Context	p.2
<i>Background</i>	p.2
<i>Purpose of the IDP</i>	p.3
<i>Local Plan & IDP preparation</i>	p.4
<i>Structure of this document</i>	p.5
2. Worthing Borough's Infrastructure Challenge	p.7
<i>Key trends affecting infrastructure</i>	p.8
3. Policy Context	p.10
<i>United Nations Sustainable Development Goals</i>	p.10
<i>National Planning Policy</i>	p.13
<i>Sub-Regional Planning Context</i>	p.14
<i>Local Strategic Statement</i>	p.14
<i>WSCC Statement of Common Ground</i>	p.15
<i>Local Planning Policy Context</i>	p.16
4. Development of the Infrastructure Delivery Plan	p.20
<i>What is infrastructure?</i>	p.20
<i>Methodology</i>	p.21
<i>Complexities of Infrastructure Planning</i>	p.22
<i>Stakeholder Consultation</i>	p.23
<i>Position Statements</i>	p.24
<i>Delivery Schedules</i>	p.24
5. Infrastructure Funding Mechanisms & Delivery	p.25
<i>Community Infrastructure Levy</i>	p.25
<i>Infrastructure Investment Plan</i>	p.26
6. Viability	p.27
<i>Strategic Viability Assessment</i>	p.28
<i>Site Allocations</i>	p.29

I. Introduction & Context

Background

- I.1 Future residential and employment growth in the borough together with the projected demographic changes will place increased demand upon the capacity infrastructure. Investment to improve existing infrastructure and the provision of new infrastructure and services will be necessary in order to support sustainable development.
- I.2 Worthing Borough Council is currently preparing a new Local Plan that will set out a long term spatial strategy to manage future development within the borough, promote regeneration, protect the environment, deliver infrastructure and support vibrant healthy communities up to 2036. The Local Plan will also provide the broad policy framework to guide development decisions made on planning applications.
- I.3 The Council has prepared this Infrastructure Delivery Plan (IDP) to ensure that the Worthing Local Plan can be supported by necessary infrastructure provision. The delivery of the right levels and type of infrastructure is essential to support new homes, economic growth and to protect the environment. It is important to note that the IDP is a mechanism for identifying the future infrastructure requirements of development proposed as a result of the Worthing Local Plan. It does not address existing deficiencies in infrastructure provision which lies with the responsibility of the infrastructure provider. In addition, the IDP helps to inform other documents / strategies relating to infrastructure. In particular, the IDP informs the Infrastructure Investment Plan which identifies infrastructure projects that should be prioritised to receive funding from the Community Infrastructure Levy (CIL).
- I.4 The IDP has been prepared with the involvement of key infrastructure partners and service providers and draws together the latest evidence and information available to the Council.
- I.5 It is inevitable that timescales for delivering development and infrastructure will be subject to change due to both local and national factors. It is therefore necessary that the IDP is updated as and when appropriate to take into account of any up-to-date information regarding infrastructure delivery and the identification of any new infrastructure requirements.

This document is the 'third' IDP for Worthing and supersedes the IDP published in 2018 which was prepared to support the Regulation 18: Preferred Approach Worthing Local Plan (2018). The IDP is a 'live' evidence base document that will be regularly reviewed and updated as the Local Plan progresses.

Purpose of this IDP

- I.6 The primary purpose of the IDP is to provide an evidence base document to support the emerging Worthing Local Plan in meeting its vision and the strategic objectives (comprising of social, economic and environmental – the three pillars of sustainable development) that are relevant to infrastructure provision:

Social Strategic Objectives	
SO1	Deliver high quality accessible and sustainable new homes that best reflect the identified needs within the borough (in terms of size, type and tenure).
SO3	Improve accessibility to services, local centres and the town by sustainable modes of transport, reducing the need to travel by car.
SO4	Ensure that there is sufficient infrastructure capacity to meet existing needs and the needs arising from new development.

Economic Strategic Objectives	
SO13	Deliver high quality public realm and enhanced infrastructure (particularly digital infrastructure) to attract inward investment.
SO14	Seek to improve the skills of the workforce and quality of the environment to encourage the creation of high value jobs by existing and new businesses.

Environmental Strategic Objectives	
SO15	Protect and enhance, valued green spaces, stretches of undeveloped coastline, gaps between settlements and the quality of the natural environment creating net gain to biodiversity.
SO16	Improve the quality and quantity of the natural environment and public realm within the town centre and along the seafront.
SO19	Ensure development helps the borough to adapt and increase its resilience to the effects of climate change, now and in the future within the context of the Government's commitment of Net Zero by 2050 and the Council's Climate Emergency Declaration.
SO20	Provide an integrated, safe and sustainable transport system to improve air quality, reduce congestion and promote active travel.

SO21	Facilitate affordable, clean, secure energy through the delivery of sustainable, energy efficient, low carbon development and an increase in renewable, decentralised, low carbon energy and heat networks to achieve radical reductions in greenhouse gas emissions.
-------------	---

1.7 The IDP provides a strategic overview of how and when key infrastructure will be required, highlighting schemes which may be required to unlock development, and providing the basis for supporting the delivery and implementation of the Worthing Local Plan. The IDP is also an infrastructure planning tool which can be used as a framework to guide decision-making on infrastructure delivery, including the future allocation of funds from the Community Infrastructure Levy.

1.8 The Infrastructure Delivery Plan will:

- Assess the baseline infrastructure capacity and needs in Worthing and identify the lead organisations responsible for delivery, management and funding of infrastructure;
- Identify the needs and costs of infrastructure arising as a result of development as detailed in the Worthing Local Plan;
- Identify the funding sources, phasing, and responsibility for delivering of infrastructure and identify how the planning process can facilitate this;
- Improve communication between infrastructure providers, other local organisations and Worthing Borough Council to align and co-ordinate deliver of infrastructure; and
- Provide evidence of infrastructure projects to be considered for prioritisation within the Council's Infrastructure Investment Plan (IIP).

Local Plan & IDP Preparation

Worthing Local Plan Preparation

1.9 The existing Development Plan for Worthing is the Worthing Core Strategy which was adopted in 2011. The intention was that this document would help to guide development in the Borough until 2026.



Your Town - Your Future

Consultation Document
May 2016



- 1.10 However, since its adoption central government has changed the planning system which has had many implications for local authorities, particularly in how housing needs are addressed and cross boundary matters are considered. As a result, the Council has prepared a new development plan, called the Worthing Local Plan, which will have a big influence on the Borough in the period up to 2036.
- 1.11 The first stage of consultation, the 'Issues and Options' stage was undertaken in May 2016 when the Council sought views on how Worthing should grow and develop. The second stage of consultation, Regulation 18: Preferred Approach was undertaken between October and December 2018. The responses received helped to inform the drafting of this version of the Plan (Regulation 19: Pre-Submission) and the evidence that has been put in place to support it.



Infrastructure Delivery Plan Preparation

- 1.12 Prior to the Issues and Options consultation, the Council commenced consultation with infrastructure providers in 2015 to identify the baseline position in relation to existing infrastructure capacity within the Borough. Following the Issues and Options consultation in 2016, the Regulation 18 consultation in 2018 and additional work being carried out on the evidence base, the Council is now in a clearer position as which sites are to be allocated for development and their realistic residential units / employment floorspace capacity. Therefore, the Council has undertaken an up-to-date assessment with infrastructure providers to establish the latest up-to-date baseline position and to consider the highest likely levels of development to enable any critical infrastructure constraints to be identified. This work has resulted in the preparation of this document and has informed the Regulation 19 Pre-Submission Worthing Local Plan.

Structure of this Document

- 1.13 This section (Part A) provides a brief introduction / overview of the IDP, identifies the current and future key challenges being faced by Worthing and the policy context.
- 1.14 The main body of this document (Part B) comprise of 'Position Statements' (which have been prepared in conjunction with infrastructure providers) which sets out the baseline infrastructure provision, capacity and needs within the borough and therefore have been informed by a review of existing strategies and investment plans prepared by infrastructure providers. The statements set out information on the following aspects:
- Lead organisation
 - Main sources of information
 - Existing provision

- Planned provision
- Sources of funding and costs
- Key issues and dependencies
- Summary and role of Local Plan and IDP
- Further information

I.15 Part C sets out the 'Infrastructure Delivery Schedules' which identifies the needs and costs of infrastructure schemes (new infrastructure or upgrade existing infrastructure) arising as a result of development as detailed in the emerging Worthing Local Plan and how those schemes will be implemented. Part C also identifies how 'critical', 'essential' or 'desirable' each element of infrastructure has been classified according to its level of 'priority' which is defined as follows:

Critical	Physical constraint, the provision of infrastructure is required to enable new development to come forward within the Plan period.
Essential	Infrastructure that is needed to support new development, but the precise timing and phasing of it is less critical and development can commence ahead of its provision.
Desirable	Infrastructure is needed to build sustainable communities, but the timing and phasing of which is not critical over the Plan period.

I.16 The section also includes information on phasing, indicating when infrastructure will be required to be delivered as follows:

- Prior to development
- As part of development
- Alongside growth
- Lower priority

I.17 A single development may require several elements of essential infrastructure and delivery of these elements will be important for the quality and sustainability of any new development. The scale, scope, phasing and overall balance of essential infrastructure elements may determine whether development is considered acceptable.

I.18 Part C also sets out the total cost estimate for items of infrastructure expected to be required to accommodate growth proposals in the Local Plan.

2. Worthing Borough's Infrastructure Challenge

- 2.1 Worthing Borough has experienced major change over the past decades, and this is anticipated to continue in the future. Key drivers behind infrastructure spending in the global economy include rapid population growth, the fourth industrial revolution and new emerging forms of technologies, climate change resilience, increasing pandemics, growth in the creative, digital and cultural industries and changing and more flexible lifestyles. The way in which infrastructure services are being delivered are changing due to resource efficiency and financial measures as well as some services becoming increasingly digitised. This has an impact on the ability to plan for future infrastructure needs as well as affecting 'building space' requirements. All of these changes have the potential to impact on Worthing's infrastructure, which supports the local residents, communities, environment and local economy. These changes must be carefully managed to achieve the best outcomes for Worthing.
- 2.2 Of particular importance and priority is the need for infrastructure to be resilient to the effects of climate change but also the need for infrastructure to enable the UK to transition to a net zero carbon economy and thus decarbonise the national grid.
- 2.3 The Climate Change Act 2008 is the basis for the UK's approach to tackling and responding to climate change. It requires that emissions of carbon dioxide and other greenhouse gases are reduced and that climate change risks are prepared for. The Act also establishes the framework to deliver on these requirements. On 12 June 2019 the Government laid the draft Climate Change Act 2008 (2050 Target Amendment) Order 2019 to amend the Climate Change Act 2008 by introducing a target for at least a 100% reduction of greenhouse gas emissions (compared to 1990 levels) in the UK by 2050. This is otherwise known as a net zero target. The Order came into force on 27 June 2019. If met, this target would effectively mean that the UK will end its contribution to global emissions by 2050.
- 2.4 Adur & Worthing Councils' declared Climate Emergency in July 2019 and has committed to work towards becoming carbon neutral by 2030. The Councils have also signed the UK100 Cities Pledge to achieve 100% clean energy by 2050. In November 2018, the Councils' adopted an ambitious programme of action on sustainability under Sustainable AW. The Councils have published its Carbon Reduction Plan (2019) which sets out a pathway for the Councils to achieve carbon neutrality by 2030 for the Council's own direct emissions. In addition, the Councils have commissioned Anthesis to undertake SCATTER modelling to provide an evidence base of future emissions pathways which benchmark the necessary action required for Adur and Worthing to drastically reduce their in-boundary emissions and be able to use this information to determine the proportion of emissions that can be influenced locally without the action of regional or national actors.
- 2.5 The Covid-19 pandemic had an unprecedented impact on the delivery and operation of infrastructure services which immediately resulted in a rapid transformation towards digital / virtual based services. Businesses and organisations are showing strong signs of pursuing a more permanent remote working model which will shape transport patterns as well as office accommodation space being reconfigured. It is likely that where possible, many infrastructure providers will prioritise digital based services with face to face contact kept to a minimum to aid

social distancing but also for financial savings and carbon reduction purposes. It is inevitable that there will be medium and long term trends borne out of Covid-19 so there is a need for infrastructure provision to be resilient and adaptable within a seemingly uncertain world.

Key trends affecting infrastructure

2.6 When adopted, the Worthing Local Plan will cover the period up to 2036. Therefore this IDP identifies the key trends that will affect the provision of infrastructure to 2036. The trends have been grouped within three following areas:

Population and economic growth, including demographics and social change

- Changing demographics – ageing population but also a significant rise in young people and families in recent years. This creates new needs, desires and capacities on our communities and public services
- Demand for residential and commercial property
- Urban densification and regeneration
- Growing cultural, creative, digital and engineering sectors (commercial space and innovation hubs)
- Changing shopping / retail patterns
- Further education sector is growing in strength, with the Greater Brighton Metropolitan College to offer a number of University level degrees in Worthing
- Greater focus on place based health – Going Local / Social Prescribing

The environment and climate change

- Climate Emergency Declaration – the Councils have pledged to become carbon neutral by 2030
- Climate Change Act (Amendment, 2019) - Net Zero emissions by 2050 against a 1990 baseline
- Ban of the sale of new petrol and diesel vehicles by 2030
- Climate change adaptation / mitigation infrastructure i.e. renewable energy technologies, flood defences, electric vehicle charging infrastructure
- Project SMARTHUBS – £13 million investment to deliver Smart Local Energy Systems in Adur and Worthing (solar panels, battery storage, electric vehicle charging infrastructure & heat pumps)
- Decarbonisation of the National Grid
- Water shortage- improve water efficiency
- Improve resilience to a changing climate – drought, heatwaves, flooding
- Net gains in Biodiversity / Green Infrastructure / Rewilding / Tree Planting
- Community food growing
- Air Quality
- Increase in pandemics – resilience preparedness and response measures
- Behaviour change – active travel infrastructure (Local Cycling & Walking Infrastructure Plan) & energy demand reduction
- Reducing waste, increasing reuse, recycling and composting

Technological and digitisation

- Fourth Industrial Revolution – big data, artificial intelligence, machine learning, virtual & augmented reality etc.
- Worthing Ultrafast Broadband investment (with full fibre gigabit speeds direct to homes and business premises)
- Services becoming increasingly digitised
- Project SMARTHUBS – £13 million investment to deliver Smart Local Energy Systems in Adur and Worthing (solar panels, battery storage, electric vehicle charging infrastructure & heat pumps)
- Increase in pandemics – social distancing measures resulting in remote working / services being made available online
- The need to upgrade key road and rail infrastructure

3. Policy Context

United Nations Sustainable Development Goals

- 3.1 Local Plans must incorporate the principles of sustainable development¹ which were first adopted by the United Nations in 1992. ‘Sustainability’ is the foundation of a global framework for international cooperation. Sustainable development comprise of three objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure gains across each of the different objectives):
- 1) Economic;
 - 2) Environmental; and
 - 3) Social
- 3.2 These objectives have been enshrined into European and National Law and it is the golden thread that runs through the National Planning Policy Framework (2019) with regards to both plan-making and decision-taking.
- 3.3 In 2015, United Nations Member States adopted the 2030 Agenda for Sustainable Development which saw the refinement of its sustainability objectives to include new areas such as climate change, economic inequality and innovation. These have been adopted as 17 interconnected Sustainable Development Goals (SDGs) underpinned by 169 targets designed to achieve a better and more sustainable future for all. They seek to address the global challenges we face and are a call for action by all countries’ own sustainable development policies, plans and programmes, and will be led by countries.



¹ Brundtland 1987 Definition: “Sustainable development is development that meet the needs of the present without compromising the ability of future generations to meet their own needs.”

- 3.4 The Council has taken the approach to incorporate the Sustainable Development Goals within the Worthing Local Plan in order to enhance the sustainability credentials and to provide a more robust monitoring framework. The Council is committed to demonstrate local leadership on sustainable development.
- 3.5 The goals and their targets that are considered most relevant for the purposes of this IDP are listed below.

Sustainable Development Goal	Target
<p>3. Good Health and Wellbeing</p> 	<p>3.8 Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all.</p>
<p>4. Quality Education</p> 	<p>4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education</p> <p>4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university</p>
<p>6. Clean Water and Sanitation</p> 	<p>6.5 By 2030, implement integrated water resources management at all levels, including through transboundary cooperation as appropriate</p>

7. Affordable and Clean Energy



7.1 By 2030, ensure universal access to affordable, reliable and modern energy services

7.2 By 2030, increase substantially the share of renewable energy in the global energy mix

9. Industry, Innovation and Infrastructure



9.1 Develop quality, reliable, sustainable and resilient infrastructure, including regional and transborder infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all

9.4 By 2030, upgrade infrastructure and retrofit industries to make them sustainable, with increased resource-use efficiency and greater adoption of clean and environmentally sound technologies and industrial processes, with all countries taking action in accordance with their respective capabilities

11. Sustainable Cities and Communities



11.B By 2030, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels

National Planning Policy

3.6 The National Planning Policy Framework, 2019 (NPPF) sets out at paragraph 17, for plan-making, that the development plan must include strategic policies to address each local planning authority's priorities for the development and use of land in its area.

3.7 Further to this, paragraph 20 of the NPPF sets out the following:

Strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for:

- a) housing (including affordable housing), employment, retail, leisure and other commercial development;*
- b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*
- c) community facilities (such as health, education and cultural infrastructure); and*
- d) conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.*

3.8 The NPPF is also clear that Plans should be shaped by early, proportionate and effective engagement between plan-makers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees.

3.9 The National Planning Practice Guidance (NPPG) provides guidance on plan-making and sets out that at an early stage of the plan-making process strategic policy-making authorities will need to work alongside infrastructure providers, service delivery organisations, other strategic bodies such as Local Enterprise Partnerships, developers, landowners and site promoters. A collaborative approach is expected to be taken to identifying infrastructure deficits and requirements, and opportunities for addressing them. In doing so they will need to:

- *assess the quality and capacity of infrastructure, and its ability to meet forecast demands. Where deficiencies are identified, policies should set out how those deficiencies will be addressed; and*
- *take account of the need for strategic infrastructure, including nationally significant infrastructure, within their areas.*

3.10 It is recommended by the government, that when preparing a plan, Local Planning Authorities should use available evidence of infrastructure requirements to prepare an Infrastructure Funding Statement. This should set out the anticipated funding from developer contributions, and the choices local authorities have made about how these contributions will be used. At examination this can be used to demonstrate the delivery of infrastructure throughout the plan-period.

Sub-Regional Planning Context

Spatial Geography

- 3.11 West Sussex is situated in the South East region. It covers 1,990 square kilometres (199,000 hectares) with more than half of the county protected by national landscape designations including South Downs National Park (SDNP) the High Weald Area of Outstanding Natural Beauty (AONB) and Chichester Harbour AONB. The county is divided into seven district and borough councils and the SDNPA. The main coastal development stretches from Bogor Regis in the west through Littlehampton and Worthing to Shoreham-by-Sea, Southwick and Fishergate to the east. Inland, development in the east is concentrated around Burgess Hill on the county boundary with East Sussex and in the north-east of the county around Horsham, Crawley and East Grinstead. The county has transport links with London, Brighton and Hove and adjoining authorities (Brighton and Hove City Council, and county and district/borough councils in East Sussex, Hampshire and Surrey).
- 3.12 The strategic road network includes the coastal A27, the A23/M23 route from Brighton to London via Crawley, and the A24 from Worthing to Horsham. The rail network crosses east/west along the developed coastal area and north/south along two lines, the Brighton-London Mainline and the Arun Valley: from Brighton to Three Bridges; and from Arundel to Horsham and Crawley, continuing to London. Shoreham Harbour port is important for imports and exports and its location close to Brighton and Hove and East Sussex results in cross-boundary movement of goods and materials outside of the county. Gatwick Airport in the north of the county, in Crawley Borough, is a major international airport that makes a substantial contribution to the economic performance of West Sussex, the south east and London.

Local Strategic Statement

- 3.13 The Local Strategic Statement (LSS2) which has been produced by the Coastal West Sussex authorities together with Brighton & Hove provide the sub-regional context for delivering sustainable growth for the period 2015-2031. The LSS, which was signed off by the Strategic Planning Board in 2016, sets out the long term strategic objectives and spatial priorities for the coastal authorities to be addressed through a coordinated approach across the area in terms of planning and investment. It sets the following strategic objectives for the area:
- Delivering Sustainable Economic Growth - to promote regeneration in the coastal towns and support the employment needs of the area;
 - Meeting Strategic Housing Needs - by the constituent authorities working proactively together and with their partners to meet housing needs;
 - Investing in Infrastructure - to address deficits in capacity and to facilitate growth;
 - Managing Environmental Assets and Natural Resources - by managing growth, whilst at the same time protecting the designated ecological, and landscape assets.

- 3.14 LSS2 sets out a number of spatial priorities for the different parts of the sub-region. Spatial Priority 4 addresses Worthing and seeks to deliver infrastructure and transport improvements required to help stimulate and maximise investment opportunities in the town centre. Priorities include: regeneration of the seafront; improved levels of accessibility and connectivity; regeneration of key gateway sites; increased vitality of the town centre; and the delivery of new employment floorspace at Decoy Farm.
- 3.15 Since the publication of LLS2 the 'geography' of the Strategic Board has been extended and it now represents the local planning authorities of Adur, Arun, Brighton & Hove, Chichester, Crawley, Horsham, Lewes, Mid Sussex, Worthing, together with West Sussex County Council and the South Downs National Park Authority. The Board is currently in the early stages of preparing the third revision to the Local Strategic Statement (LSS3) and there is a clear commitment from all authorities to develop a statement that will develop a long-term and 'deliverable' strategy for the sub-region over the period to 2050. The work being undertaken will explore options for meeting the area's unmet needs for housing, employment and infrastructure. Whilst LSS3 will be a non-statutory strategic planning framework, it will influence all of the constituent Local Plans and will help to guide the future location and delivery of development across the sub-region.
- 3.16 The Strategic Planning Board maintains a close working relationship with the Coast to Capital Local Enterprise Partnership (LEP), particularly in relation to the LEP's priorities included in the Strategic Economic Plan. This is not only achieved through cross-representation on both the Board and Partnership but also in the joint working between officers from the local planning authorities and the Partnership's technical support groups. Similarly, there are close links with the Greater Brighton Economic Board, a partnership across the public and private sectors, which grew from the 2014 City Deal. The Greater Brighton City Region is a functional economic area, stretching from Crawley and Gatwick Airport in the north to Lewes in the east and Worthing in the west. The board's ultimate aim is to attract investment to bring jobs and prosperity to the area.

WSCC Statement of Common Ground

- 3.17 The Council is a signatory of the Statement of Common Ground (SCG) prepared by West Sussex County Council (March 2020). The Statement sets out the process and arrangements for cooperation between West Sussex County Council and the local planning authorities in West Sussex in relation to the following statutory and non-statutory functions and services:
- Minerals Planning;
 - Waste Planning;
 - Waste Disposal;
 - Education;
 - Transport;
 - Flood Risk Management;

- Library Service;
- Public Health Service;
- Adult Services;
- Fire and Rescue Service.

3.18 This SCG provides evidence of on-going cooperation between WSCC and the LPAs under the 'Duty to Cooperate'. It will be reviewed and updated, where necessary, on an annual basis by the West Sussex Planning Policy Officer's Group (PPOG), which meets quarterly to discuss cross-boundary and other strategic matters. Each LPA will prepare a SCG that addresses strategic matters relevant to the preparation of local plans, neighbourhood plans, and infrastructure delivery plans (IDPs) in their plan areas. As necessary, they will address joint working and cooperation with WSCC in relation to the strategic matters identified in the SCG.

Local Planning Policy Context

Local Plan Context

- 3.19 Worthing originally developed as a popular Victorian and Edwardian seaside resort. It is now one of the largest towns in West Sussex, with around 105,000 (Census 2011) residents and a workplace population of approximately 55,000 people. Its location on the south coast between the English Channel to the south and the South Downs National Park to the north provides a distinctive and much valued setting. It is this high quality environment that helps to underpin and support the local economy and which is valued by those who choose to live, study, work and visit here. In turn, this helps to generate an increasing requirement for homes, jobs and leisure uses.
- 3.20 Worthing plays an important role within a wider sub-region with key links to other authority areas such as Brighton & Hove, Adur, Arun, Horsham and Crawley for housing, leisure and employment.
- 3.21 Population has risen over recent decades and is expected to continue to do so during the plan period. There was a 7.1% population increase between 2001 (97,600) and 2011 (104,600). In recent years the town has seen a resurgence in popularity as young people and families move into the borough, which is partly influenced by the affordability challenges faced within the residential market in Brighton and Hove.
- 3.22 The National Planning Policy Framework now requires all local planning authorities to meet their full need for both market and affordable housing as far as that is consistent with other policies in the framework. The most up-to-date assessment of housing need (using the government's standard methodology at the time of writing and the latest published housing projections) is 14,160 dwellings over the Plan period (2020- 2036) which currently equates 885 dwellings per annum. Further information as to how this figure has been calculated (and capped) is set out in the Housing Implementation Strategy. This level of need is significantly more dwellings than was previously delivered or planned for.

- 3.23 With regards to transport, there are areas of heavy road congestion, especially at peak times. This is most prevalent along the A259 coast road and along the A27 which provides Worthing's only long distance through route. The A24 provides the main road link into the town from the north. Public transport services in the town are relatively good, particularly the rail and bus links along an east-west corridor. There are five railway stations in the borough.
- 3.24 Whilst there is an aspiration to accommodate and deliver growth this must be achieved within a very constrained area. Limited land availability, infrastructure constraints, areas of flood risk, heritage assets and high quality landscapes around the borough means that there is little room for expansion. Put simply, it is the same features we want to protect which, in part, constrain the borough's ability to grow and develop. The overarching challenge is therefore to balance development and regeneration against the limited physical capacity of Worthing to accommodate it and the need to maintain a good quality of life for new and existing residents.
- 3.25 So the question is, taking a proactive approach, how much housing need be delivered within such a constrained area? The Council has considered the availability of land, its type and location, and issues such as flood risk, biodiversity, accessibility, landscape and infrastructure capacity. Ultimately, this process has established the new housing target for Worthing of 3,672 dwellings over the plan period (which is 230 dwellings per annum).
- 3.26 Policy SS2: Site Allocations within Part 3- Spatial Strategy of the Worthing Local Plan identifies sites that are considered to be key to the delivery of future housing in Worthing. In the draft (Reg 18) version of the Plan the sites were split into two categories - 'Allocations' and 'Areas of Change'. There is now a slight change in approach in that all sites included in the Submission version of the Plan will be allocations. The development sites are as follows:

WLP Ref	Site	Indicative Capacity	Main Other Uses (Approx Floorspace)
A1	Beeches Avenue	90	N/A
A2	Caravan Club, Titnore Way	100	N/A
A3	Centenary House	250	10,000 sqm - Office space (part reprovided)
A4	Civic Centre, Stoke Abbott Rd	0	7,000 sqm - Integrated health hub
A5	Decoy Farm	0	18,000 sqm - Industrial / Warehousing
A6	Fulbeck Avenue	120	N/A

A7	Grafton	150	2,500 sqm – Commercial / Leisure / Retail
A8	HMRC Offices, Barrington Rd	250	Care home / Sheltered accommodation
A9	Lyndhurst Rd	150	N/A
A10	Martlets Way	0	10,000 sqm Industrial / Warehousing
A11	Stagecoach, Marine Parade	60	2,000 sqm Commercial / Leisure
A12	Teville Gate	250	4,000 sqm – Commercial / Leisure / Retail and 80 bed hotel
A13	Titnore Lane	60	N/A
A14	Union Place	150	700 sqm - commercial / 90 room hotel / cinema extension
A15	Upper Brighton Rd	123	N/A
	Total	1,753	

3.27 The Pre-Submission Local Plan includes Policy DM9: Infrastructure which is informed by the evidence contained within this Infrastructure Delivery Plan. Policy DM9 can be viewed below.

DM9 - DELIVERING INFRASTRUCTURE

- a. Development will be required to take into account existing infrastructure and to provide or contribute to the provision (and where appropriate, maintenance) of facilities, infrastructure and services made necessary by development, or where it gives rise to a need for additional or improved infrastructure.**
- b. The Council will work with partners including infrastructure and service providers and stakeholders to ensure that the necessary physical, economic, social and environmental infrastructure is provided to support communities.**
- c. Infrastructure should be provided at the appropriate time, prior to the development becoming operational or being occupied. Larger developments may need to be phased to ensure that this requirement can be met.**
- d. Ensure that layout is planned to allow future access to existing water and / or wastewater infrastructure for maintenance and upsizing purposes.**
- e. Proposals by service providers for the delivery of utility infrastructure to meet the needs generated by new development and by existing communities will normally be permitted.**

4. Development of the IDP

What is Infrastructure?

- 4.1 The term infrastructure is broadly used for planning purposes to define all of the requirements that are needed to make places function efficiently and effectively and in a way that creates sustainable communities. Infrastructure is commonly split into three main categories, defined as:

Social Infrastructure

Physical Infrastructure

Green Infrastructure

Category	Type	Provision
Social Infrastructure	Health and Social Care	<ul style="list-style-type: none"> Primary Care, including GP Surgeries and Dentists Acute Care and Hospitals Sheltered, Supported and Extra Care Housing
	Emergency Services	<ul style="list-style-type: none"> Ambulance Police Fire and Rescue
	Education	<ul style="list-style-type: none"> Pre-school (Childcare and Early Years) Schools (Primary and Secondary) Further Education & Adult and Community Learning
	Libraries	<ul style="list-style-type: none"> Libraries
	Youth Facilities	<ul style="list-style-type: none"> Youth Facilities
	Community Spaces and Centres	<ul style="list-style-type: none"> Community Spaces and Centres
	Sport and Leisure	<ul style="list-style-type: none"> Outdoor Sport and Recreation Indoor Sports Facilities Allotments
	Faith	<ul style="list-style-type: none"> Places of Worship Burials and Cremations

	Cultural	<ul style="list-style-type: none"> • Museums, Theatres, Cinemas, Galleries and Public Art
Physical Infrastructure	Transport	<ul style="list-style-type: none"> • A27 Strategic Road Network • Local Road Network • Rail Services and Facilities • Car Parking • Bus Services and Facilities • Walking and Cycling • Community Transport • Electric Vehicle Charging
	Public Rights of Way	<ul style="list-style-type: none"> • Walking, Cycling & Horse Riders
	Energy	<ul style="list-style-type: none"> • Electricity Distribution and Transmission • Scotia Gas Networks • Renewable Energy
	Telecommunications	<ul style="list-style-type: none"> • Broadband
	Water	<ul style="list-style-type: none"> • Water Resources and Distribution • Wastewater Treatment and Sewerage Network
	Flood Risk Management	<ul style="list-style-type: none"> • Tidal, Fluvial, Surface and Groundwater
	Waste	<ul style="list-style-type: none"> • Waste Management
Green Infrastructure	Environmental	<ul style="list-style-type: none"> • Green Corridors and Waterways • Open Space

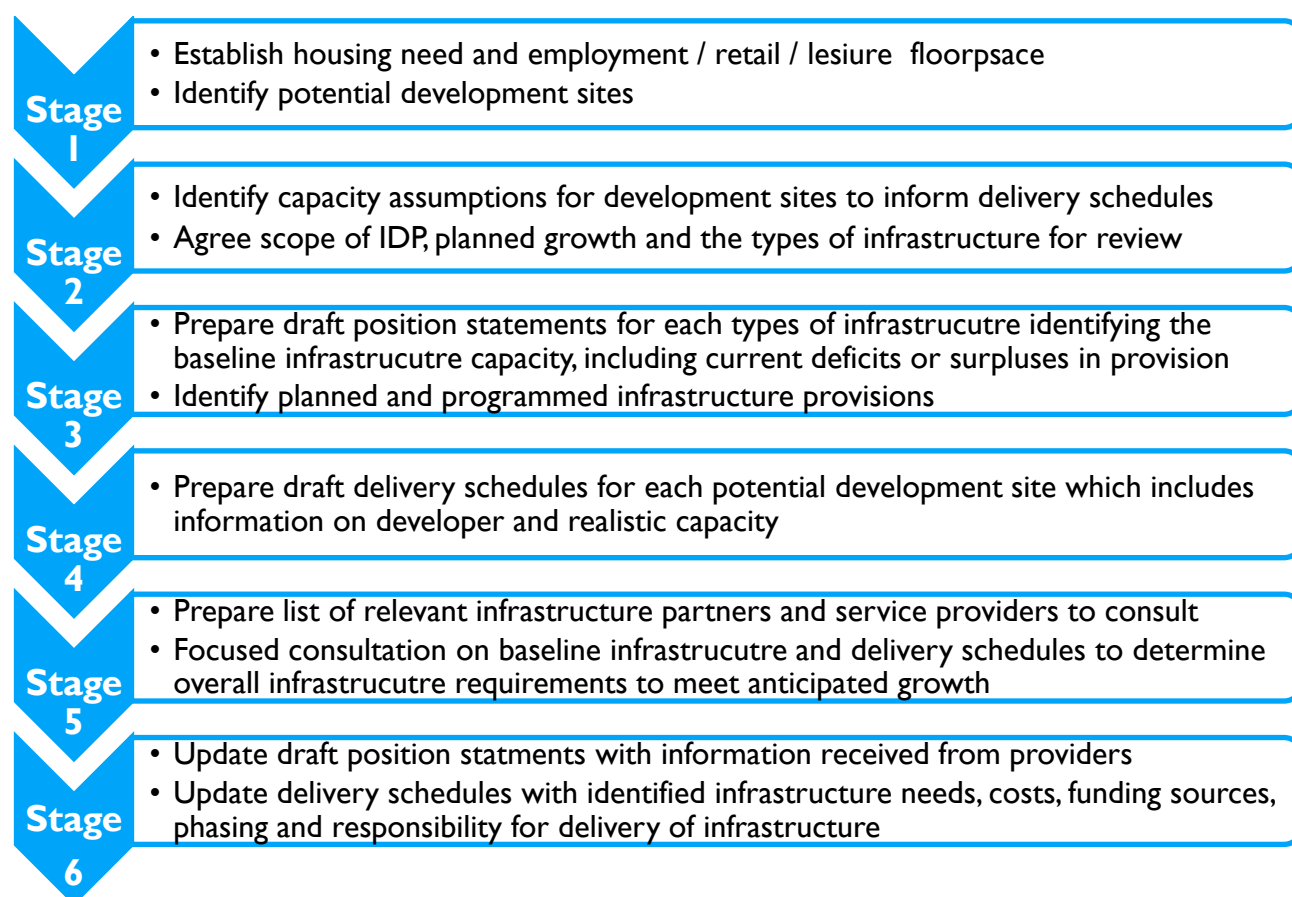
Methodology

- 4.2 Throughout the plan-making process, the Council has been working closely with infrastructure and service providers to build up a picture of the infrastructure needed to support development proposed in the draft Local Plan. The assessment of infrastructure requirements relies on input from infrastructure and service partners.
- 4.3 Planning Policy has also commissioned evidence base studies such as the Worthing Landscape and Ecology Study, Sport, Leisure & Open Space Study, Strategic Flood Risk Assessment, Local Green Space Assessment and Worthing Local Plan – Transport Assessment to help identify mitigation and infrastructure requirements and where appropriate, these have been incorporated within the delivery schedules (Part C). Further information about these studies and other evidence / background studies can be found on the Council's website. It must be noted that Adur & Worthing

Councils, corporately, has commissioned studies to guide the Councils on achieving carbon neutrality by 2030. These studies include the Local Cycling & Walking Infrastructure Plan (2020), AECOM Carbon Reduction Plan (December 2019) and the Anthesis SCATTER Report (2020) all of which are available on the Council's website under Sustainable AW. Furthermore, the Councils are preparing a joint Green Infrastructure Strategy which will identify strategic green infrastructure corridors (i.e. the coast, River Adur), major green infrastructure projects (Brooklands Park, intertidal habitat creation, kelp habitat creation), local green infrastructure projects (pocket parks, estate greening) and a Green Space Factor.

4.4 Figure 1 set out the key stages of the preparation of the IDP.

Figure 1



Complexities of Infrastructure Planning

4.5 There are wider complexities in calculating future plan based infrastructure need to be factored into such work, and which make precise calculations difficult. Factors to be taken into account include the following considerations, set out in the table below:

Area of Complexity	Considerations
Infrastructure forecasting / planning timescales	It is acknowledged that infrastructure providers forecast and plan infrastructure on different timescales i.e. every 3-5 years or react when proposals are at the planning application stage. This has obvious limitations in terms of planning ahead within the Worthing Local Plan timeframe of up to 2036. Emphasis has been made that infrastructure considerations at this stage could be at a high level however, where possible, a detailed understanding of infrastructure requirements for early phases of plan delivery would be helpful in the knowledge that further work will be needed to inform requirements for later phases.
Infrastructure providers forecast and plan infrastructure on different capacity scales	It is acknowledged that infrastructure providers forecast and plan infrastructure on different capacity scales therefore the infrastructure delivery schedules enable flexibility by providing maximum residential and or employment / commercial capacity figures for each individual site in each group with a total capacity figure provided for each group. These sites have been put into clustering groups in terms of their location.
Lack of responsiveness by some infrastructure providers	Some infrastructure providers don't react until the planning application stage as they don't want to commit to specifying infrastructure requirements prematurely.
New ways of delivering infrastructure in the future	Some infrastructure providers / services are delegating their functions to other services / combining their functions as a result of resources / efficiency / capacity measures.
The impact of changing demographics	Demographic changes have a major impact on infrastructure planning and will continue to do so. Many of these are well known, such as the needs of an increasingly aging population. These and other factors show that infrastructure planning is not about considering the needs of growth alone, but that there are also other critical factors relating to the district as a whole.
Digital Technology	Digital technology is changing the way in which some services are delivered. More and more services are becoming increasingly accessible online therefore potentially affecting 'space' requirements.
Resilience to pandemics / social distancing	Services transitioned to a greater digital presence during lockdown. Post lockdown, many infrastructure providers are reviewing their business models and pursuing a more streamlined digital service along with remote working. The delivery and operation of infrastructure has to be resilient to future environmental and economic shocks.

Stakeholder Consultation

- 4.6 There is no statutory requirement to consult on the preparation of an IDP. However, to ensure the IDP correctly reflects the existing needs and future requirements, including costs and funding where appropriate, focused consultation has taken place throughout the preparation of the Plan with identified and relevant infrastructure / service providers and also services within Worthing Borough Council.
- 4.7 The Council undertook the latest round of consultation with infrastructure providers between April and June 2020. The consultation was focused on two parts of the IDP - Position Statements and Delivery Schedules.

Position Statements

- 4.8 The Council prepared draft Position Statements on each type of infrastructure and identified the baseline infrastructure provision, capacity and needs within the borough. The baseline context was informed by a review of publically available existing strategies and business investment plans prepared by infrastructure providers. The statement sets out information on the following aspects:
- Lead organisation
 - Main sources of information
 - Existing provision
 - Planned provision
 - Sources of funding and costs
 - Key issues and dependencies
 - Summary and role of Local Plan and IDP
 - Further information
- 4.9 The Council then consulted infrastructure providers and shared the relevant Position Statement/s with that provider. The Council requested for the Position Statement to be reviewed and for it to be confirmed that the information is accurate and that it reflected the current snapshot position at that time. The consultation allowed for any changes / amendments to be submitted.

Delivery Schedules

- 4.10 It was also requested that infrastructure providers reviewed the draft delivery schedules, and where appropriate identify infrastructure needs according to their level of 'priority' (please refer to paragraph 1.15). The delivery schedules sets out the potential sites to be allocated for residential and employment / commercial use. Sites have been put into groups in terms of their location as follows:
- North East Worthing – Edge of Town sites
 - West Worthing – Edge of Town sites
 - Town Centre sites – Previously Developed Land
 - Outside of Town Centre sites – Previously Developed Land
 - Durrington Station area – Previously Developed Land
- 4.11 Maximum promoted residential and/or employment / commercial 'developer capacity' figures for each individual site in each group was provided along with the Council's own 'realistic capacity' assessment of how many dwellings each site could accommodate. It must be noted that the capacity figures represented a point in time and since consultation with infrastructure providers there has been some changes to some capacity assumptions for some of the sites. For most sites, there has been an uplift in capacity figures between the Regulation 18 and Regulation 19 stage. For the purposes of consistency with the Submission Local Plan, the finalised IDP focuses on the indicative capacity.
- 4.12 The Worthing Local Plan seeks to designate Chatsmore Farm as a Local Green Gap (Policy SS5) and a Local Green Space (Policy SS6). Therefore residential development would be considered contrary to the Worthing Local Plan. However, given that a planning application has been

submitted (AWDM/1264/20) for residential development (475 homes) at Chatsmore Farm, it would be feasible to future-proof the IDP if at some point development is considered acceptable. On this basis, Chatsmore Farm has been included for assessment within the IDP.

- 4.13 The schedules contain field headings to identify the needs and costs of infrastructure arising as a result of development proposed in the emerging Local Plan, the funding sources, phasing and responsibility for delivery of infrastructure. The intention at this stage is to consider the highest possible levels of development to enable any critical infrastructure constraints to be identified.

5. Infrastructure Funding Mechanisms and Delivery

- 5.1 Infrastructure can be funded through a variety of different mechanisms. Funding sources for new infrastructure comprise public funds, private funds and developer contributions. As far as possible, the IDP identifies the committed and potential funding sources for each of the infrastructure schemes. There are several key sources of funding that the planning system can influence.

Community Infrastructure Levy

- 5.2 The Council has an adopted Community Infrastructure Levy which is a mechanism that allows the Council to raise funds from some forms of development. As outlined below, the Community Infrastructure Levy and Planning Obligations are currently the two main mechanisms used by the Council to collect developer contributions towards infrastructure provision. Information on both the Community Infrastructure Levy and planning obligations and an explanation of the relationship between them is set out within the Developer Contributions SPD (2015).
- 5.3 The Council will continue to use planning obligations to secure the provision of affordable housing and where site specific infrastructure is essential for development to take place on individual sites, or when it is needed to mitigate the impact of development at the site or neighbourhood level.
- 5.4 The Community Infrastructure Levy (CIL) is a fixed rate charge on the net additional increase in floorspace for liable developments that is collected as a financial contribution, although in some cases it may be more appropriate to transfer land or infrastructure ('in-kind'). The Community Infrastructure Levy was implemented in the borough on the 1st October 2015 and it is now the main source for collecting contributions from eligible developments in Worthing. Unlike planning obligations, the Community Infrastructure Levy does not have to directly relate to offsetting the implications of an individual development, but instead relates to the overall cumulative effect of development on infrastructure needs in Worthing.
- 5.5 The Community Infrastructure Levy charge is non-negotiable. However, mandatory exemptions and relief from the Community Infrastructure Levy include social (affordable) housing relief, self-

build dwellings and some developments by charitable institutions. Further information relating to exemptions and other discretionary matters is set out in the CIL Charging Schedule.

- 5.6 The Council has the responsibility for prioritising the spending of Community Infrastructure Levy funds and governance structures are currently being established to manage this process. Prioritisation of projects were previously informed by the Council's Regulation 123 list. From December 2020, this was replaced by the Infrastructure Funding Statement (IFS), which includes an 'Infrastructure List' section, which sets out the infrastructure projects that the Council intends will be, or may be, wholly or partly funded through the Community Infrastructure Levy (and therefore not through planning obligations). In addition, the Council has adopted its Infrastructure Investment Plan (IIP) 2020 -2023 which is a key document for prioritising infrastructure projects over the next three year period (2020-2023).
- 5.7 There will be competing demands on funding from CIL from a variety of service providers and it is not expected that CIL will generate enough funds to completely cover the cost of new infrastructure needed to fully support planned development. As a consequence, the Council will continue to request and apply for funding from other sources to help ensure that infrastructure in the borough can support growth.
- 5.8 Although the Community Infrastructure Levy will be the principle mechanism for collecting developer contributions, the reality is that some developments will be liable to pay both Community Infrastructure Levy ('general infrastructure') and planning obligations (site specific measures / affordable housing). However, in these instances the contributions will cover different infrastructure projects and developments will not be charged for the same infrastructure through each mechanism.

Infrastructure Investment Plan

- 5.9 The Infrastructure Investment Plan (IIP) focuses on which projects should be prioritised to receive funding from the Community Infrastructure Levy (CIL). It prioritises infrastructure via a three year rolling programme, which is updated each year to reflect the most up-to-date housing trajectory and infrastructure requirements across the plan area. One purpose of the IIP is to ensure that infrastructure to support growth is provided across the Borough when and where it is most needed. The IDP, which also forms one part of the evidence that informs the IIP, identifies the extent of the infrastructure funding gap. CIL will help to bridge the gap, but won't completely fill it. There is therefore a need for prioritisation along with exploration of external funding opportunities and innovative approaches to financing which will require strong partnership working arrangements with a variety of infrastructure providers. The IIP outlines how the infrastructure projects to be allocated CIL funds have been prioritised according to Council priorities.

Greater Brighton Economic Board

- 5.10 This was established in May 2014 as a joint committee which brings together the City Region's 5 local authorities, 2 universities, 4 FE colleges, 3 business partnerships, the LEP and the South Downs National Park Authority. The Board works on economic issues that affect the area and has responsibility for overseeing the Greater Brighton City Deal. Together with the Coastal West

Sussex and Greater Brighton Strategic Planning Board, it commissioned the three background papers in 2015 on the economy, housing and transport to develop a greater understanding of the economic geography of the area and to form part of the common evidence base to inform the refresh of the Local Strategic Statement (LSS2).

Greater Brighton City Deal

- 5.11 The Greater Brighton City Deal, awarded in 2014, is formed by the local authorities of Brighton and Hove City Council, Adur District Council, Lewes District Council, Mid- Sussex District Council, Worthing Borough Council and East and West Sussex County Councils, working together. The Deal transfers specific powers, funding and responsibilities to the local authorities in return for a commitment to support growth. The Deal aims to enable the area to fulfil its economic potential and to become a high performing urban economy. The Deal focusses on a number of key areas to build on Greater Brighton's economic assets – its skilled workforce, its innovative businesses and its universities – and help the area move on from decades of economic underperformance. It recognizes that Worthing has a strong engineering, manufacturing and pharmaceutical base, with businesses that export high tech products to an international market. There are opportunities for creating an enterprise hub for a developing technology cluster and there is potential to expand the creative and cultural industries in both Adur and Worthing.

Adur and Worthing Growth Deal

- 5.12 The Adur and Worthing Growth Deal is an ambitious programme of regeneration focusing on key priority projects across the area. West Sussex County Council (WSCC) and Worthing Borough Council are working in partnership to deliver these large scale projects that will provide opportunities for new housing and employment in the area. The overall aim of the growth programme is to maximise economic growth and prosperity in the region.

6. Viability

- 6.1 The revised NPPF requires that viability is considered at the 'plan-making stage' and therefore where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable.
- 6.2 Planning Practice Guidance states that Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure).
- 6.3 These policy requirements should be informed by evidence of infrastructure and affordable housing need, and a proportionate assessment of viability that takes into account all relevant policies, and local and national standards, including the cost implications of the Community Infrastructure Levy (CIL) and Section 106 agreements
- 6.4 The Council commissioned a Whole Plan Viability Assessment to support the Pre-Submission Worthing Local Plan. The assessment involves the review of financial viability using a site typologies

approach (test scenarios representing a range of site types/development schemes likely to come forward through the emerging Local Plan) as well as a more specific review of a number of proposed site allocations, where those are important in delivering the aims and objectives of the Plan overall.

6.5 In summary, the main objectives of this study are to:

- Undertake an assessment of the viability of policies in the new Local Plan as well as to reflect on whether the Council's emerging CIL rates and charging zones remain appropriate;
- Test these using an appropriate sample of sites as represented by development typologies i.e. grouped by shared characteristics such as location, brownfield or greenfield, size of site and current and proposed use of the site;
- Consider the impact of both individual planning policies and the cumulative effect of these and (after any suggested adjustments) demonstrate that the Local Plan is considered viable – and therefore deliverable from a viability perspective, when considered as whole;
- Inform and justify the viability of setting of policies to address a range of planning issues which includes affordable housing (AH) provision - including unit thresholds, on-site percentages and tenure splits;
- Provide viability analysis relating to the emerging site allocation proposals.

The key recommendations and conclusions have been summarised below.

Whole Plan Viability Assessment (WPVA)

6.6 A number of the Council's proposed policies have an impact on development viability, both directly and indirectly. The following key policy areas were tested to ascertain whether and to what degree those policies and potential future s106 planning obligations could be absorbed by development whilst maintaining development viability (and therefore viability of the Plan overall).

- Nationally Described Space Standards (Policy DM2)
- Open Space requirements (Policy DM7)
- Enhanced accessibility 'Access to and use of Buildings' (Policy DM1)
- Water Efficiency Standards (Policy DM16)
- Sustainable Design & Construction (Policy DM16) - Following the initial testing it was decided to test the full range of typology testing on the assumption of meeting the Government's Future Homes Standard Option 2 as well as an allowance (contingency) for Biodiversity Net Gain.
- Custom & Self-Build (Policy DM1)

6.7 The assessment indicated that the provision of Affordable Housing is the most costly policy to support and will tend to have the greatest single policy based influence on the viability of residential led schemes i.e. the most significant influence outside the market itself or any viability issues that are inherent in the characteristics of particular sites. It is important to note that as more becomes known about the allocated development sites and the specific mitigation and infrastructure

requirements needed to support their development, perhaps together with overcoming any significant abnormalities, therefore could be need to be compromises considered within the overall process of finally settling the nature of developments and planning obligation packages etc.

- 6.8 Aside from the typically observed impact of affordable housing requirements (a universal observation, not WBC specific), the emerging policies with potentially the greatest impact were noted to be WLP Policy Options 2 and 3 on sustainability standards. This extent to which these or related policies are incorporated specifically into the WLP may well depend upon developing national policy. Essentially, however, the Council has been advised to consider how much weight should be placed on achieving a more ambitious and significantly more costly zero carbon standard moving ahead. If the Council wishes to pursue zero carbon on all new development over time, then subject to how the picture on the related requirements, routes for compliance, technologies and therefore costs develops over time, trade-offs with other aims and provision (potentially including CIL and/or AH) may need to be considered in order to not unduly impact the viability of development overall.

Site Allocations

- 6.9 Appendix IIb of the WPVA sets out the assessment outcomes. In summary, those indicate 40% Affordable Housing having reasonable prospects of viability along with the wider set of emerging WLP policies on greenfield (GF) or other land in lower value existing use – amenity land and similar. On the other hand, broad consideration of the Lyndhurst Road and similar sites (PDL and with other likely challenges) in the context of the typology tests together with delivery experience in Worthing shows that a significant downward adjustment to the Core Strategy AH 30% approach is warranted, despite that viability response going against the weight of the affordable housing needs side of course. Hence a balance is suggested, as above. The specific review of other proposed Site Allocations on PDL also further demonstrates these themes.

Worthing Borough Council
Planning Policy
Portland House
44, Richmond Road
Worthing
West Sussex
BN11 1HS



WORTHING BOROUGH
COUNCIL