10

SOCIAL INFRASTRUCTURE

Social infrastructure

10.1 This chapter contains policies addressing the following policy themes:

- SI1: Strategic Policy for Social Infrastructure
- SI2: Educational
- SI3: Health
- SI4: Community facilities
- SI5: Pubs

Questions:

QSIa: Are there any other social infrastructure policy themes that you think OPDC's Local Plan should be addressing?

QSIb: Do you agree with the chapter's preferred policy options? If not, what might you change?

QISc: Are there any other policy alternatives that could replace the chapter's preferred policies?

You can provide comments directly through:

opdc.commonplace.is

EVIDENCE BASE

Table 10: Social infrastructure Evidence base		
Supporting study	**Description**	**Status**
OPDC Old Oak and Park Royal Development Infrastructure Funding Study (DIFS)	Assessment of the infrastructure needed to support the scale of development planned in the OPDC area.	Completed
OPDC Development Capacity Study (DCS)	A study assessing the development capacity of development plots within the OPDC area.	Draft completed

SI1: Strategic policy for social infrastructure

1. The future population in the OPDC area will need to be supported by adequate provision of social infrastructure to meet the population's needs.
2. The scale of development in Old Oak and Park Royal provides substantial opportunities to upgrade existing facilities and to provide smart technology demonstrating best-practice in terms of the provision of social infrastructure.

POLICY CONTEXT

National
10.2 The NPPF requires local planning authorities to ensure an integrated approach to considering the location of community facilities and services. Local planning authorities are required to work with other authorities and providers to assess the quality and capacity of infrastructure for health, social care and education and its ability to meet forecast demands.

Regional
10.3 The London Plan notes that adequate provision for social infrastructure is particularly important in areas of major new development. The policy requires local planning authorities to provide a framework for collaborative engagement with social infrastructure providers and community organisations and ensure that adequate social infrastructure provision is made to support new developments.

PREFERRED POLICY OPTION

OPDC will:

a) Safeguard existing social infrastructure subject to a continued need;
b) Secure enhancements to existing and provide new social infrastructure to support the needs of the new population living and working in the OPDC area;
c) Require high quality and inclusive design of social infrastructure;
d) Promote the innovative delivery of social infrastructure;
e) Promote the co-location and multi-functionality of social infrastructure; and
f) Work with stakeholders to consider funding arrangements for the ongoing maintenance costs of social infrastructure.

JUSTIFICATION
10.4 There are a number of existing social infrastructure facilities in the OPDC area. OPDC will seek to protect this social infrastructure space as part of any development proposals. This could include the re-provision of the space within a new scheme, but any new space should be of an equal or better standard in terms of its access and quality of service.

10.5 The Old Oak and Park Royal Development Infrastructure Funding Study (DIFS) identifies that the OPDC area will require a broad range of new social infrastructure facilities (including education, health, emergency services and community facilities) to support the areas' future residents and employees. Table 16 in the Delivery and Implementation Chapter outlines the type, quantum and phasing of social infrastructure. The exact need arising from each individual development will be generated by calculating the anticipated population and child yield, based on home sizes and tenures.

10.6 Social infrastructure facilities are

locations where neighbouring residents get the opportunity to meet one another and can play a vital role in creating a sense of community. OPDC will work with relevant stakeholders/partners to expand existing social infrastructure both within and outside the OPDC area and where appropriate within earlier development phases. This will help to knit together the new community with existing communities surrounding the OPDC area. This approach could also be a more cost effective way of providing infrastructure. The potential for the expansion of existing infrastructure will be contingent on further discussions with service providers and it is recognised that many of the surrounding facilities will not be capable of expansion. Within later phases, it is anticipated that social infrastructure will need to be provided on-site. OPDC will work with developers and service providers to coordinate the delivery of this on-site infrastructure, which may be funded and delivered in a number of different ways, including through planning agreements and Community Infrastructure Levy (CIL).

10.7 Enhancements to existing and provision of new community use infrastructure should be designed to the highest quality. New community uses should aim to achieve best practice design standards which help to establish these new facilities as focal points within the development. When designing community uses, developers should consider the needs of all members of the community and particularly the protected characteristics in the Equality Act 2010. In delivering services, OPDC will work with stakeholders to promote and explore the use of contemporary and innovative technology to benefit service users and providers.

10.8 Space is at a premium in London and getting the most efficient use of public buildings, must be a primary consideration. In the design of social infrastructure, particular consideration should be given to the promotion of the multi-functionality and use of buildings.

10.9 OPDC will work closely with service providers and the local authorities to ensure that when new or expanded facilities are being secured; there is adequate certainty and security around the ongoing maintenance costs in order that the facilities remain viable in the longer term; and do not place an undue burden on service providers' funding streams.

ALTERNATIVE POLICY OPTION

1.   Require new social infrastructure to be provided solely on-site rather than looking to expand surrounding existing facilities.

10.10 This approach would help with placemaking, by delivering a range of community facilities on-site in earlier development phases. This approach may also have benefits on the transport network as new residents would not have to travel as far to access community uses. However, this option would not help to knit the residents and employees on early sites with the existing community and may leave these sites feeling isolated in early years.

SI2: Education

1. Funding for schools is based on a per-pupil rate and covers a school's maintenance costs and some limited capital expenditure.
2. There are other funding pots available for capital expenditure, such as the Targeted Basic Need Programme, but this does not account for increases in child yield resulting from development.
3. There is therefore a need for OPDC to secure funding to cover the capital costs of providing new education provision to meet the needs of the new population.
4. Given the scale of development in the area, there is also an opportunity to promote the OPDC area as an appropriate location for higher education institutions and recognise the potential benefits this might have as a catalyst for the regeneration of the area and the wider economy.

POLICY CONTEXT

National
10.11 The NPPF states that planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for education. The NPPF requires local planning authorities to take a proactive, positive and collaborative approach to meeting school place requirements, and to development that will widen choice in education. In particular, the NPPF states that local planning authorities should give great weight to the need to create, expand or alter schools and work with schools promoters to identify and resolve key planning issues before applications are submitted.

Regional
10.12 The London Plan states that borough strategies should provide the framework:
- for the regular assessment of the need for childcare, school, higher and further education institutions and community learning facilities at the local and sub-regional levels; and
- to secure sites for future provision recognising local needs and the particular requirements of the education sector.

10.13 The policy also states that boroughs should support and maintain London's international reputation as a centre of excellence in higher education.
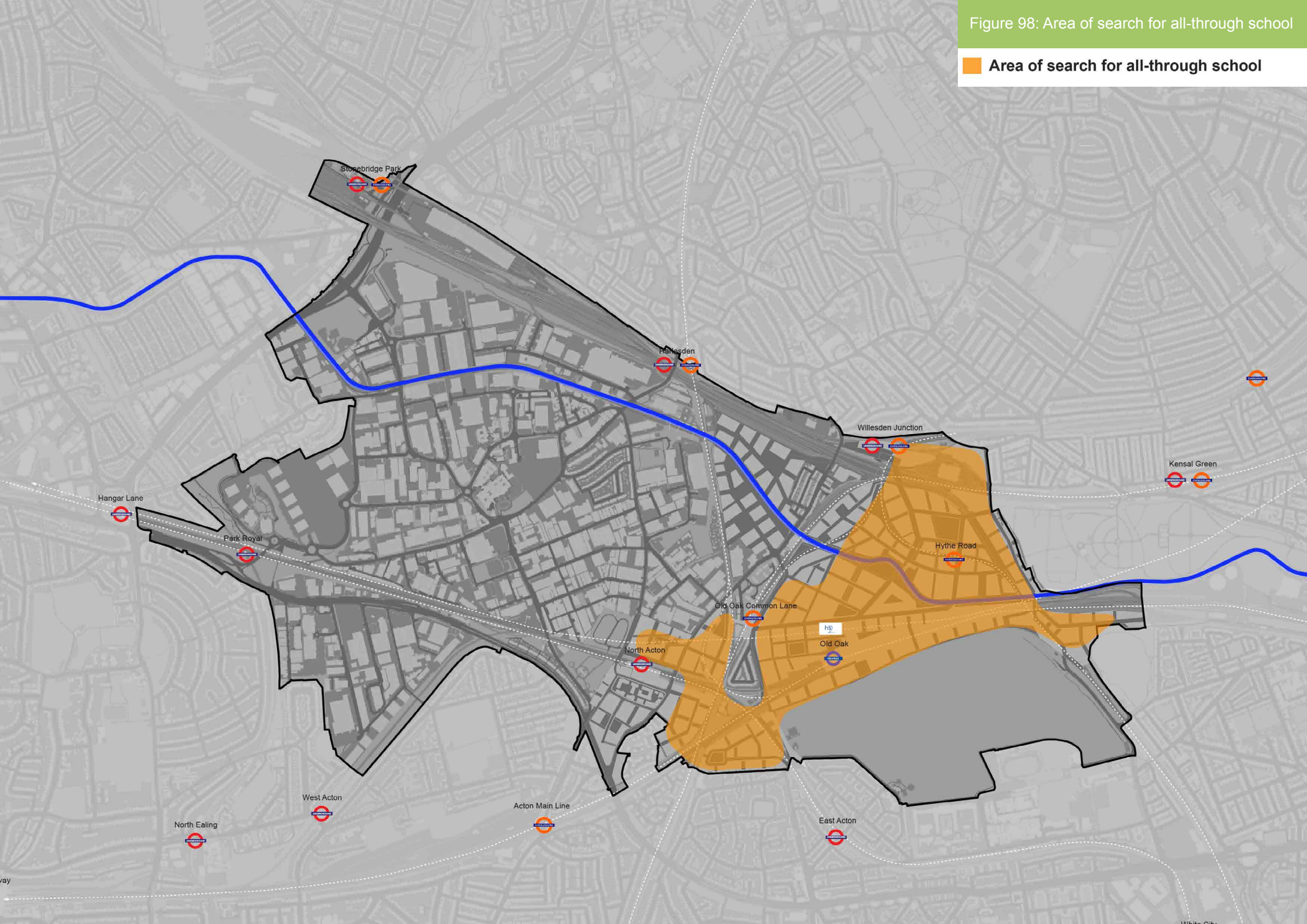
PREFERRED POLICY OPTION

OPDC will:

a) Require proposals to provide adequate educational provision to meet the needs of development;
b) Work with surrounding local authorities to identify sites for school expansion in the short/medium term;
c) Allocate sites for the provision of a new all-through school (ages 3-18) and work with landowners and developers to secure sites for primary schools and nurseries; and
d) Support the establishment and growth of higher education institutions in the OPDC area.

Area of search for all-through school

Stonebridge Park

Harlesden

Willesden Junction

Kensal Green

Hangar Lane

Park Royal

Hythe Road

Old Oak Common Lane

Old Oak

North Acton

West Acton

Acton Main Line

East Acton

North Ealing

10.14 The Development Infrastructure Funding Study (DIFS) identifies that there will be a significant need for additional educational facilities resulting from development. Proposals will be assessed against the local authorities' child yield calculators to determine what educational requirements will be necessary to adequately mitigate against the impacts of development on the local authorities' educational services.

10.15 The DIFS identifies that in the earlier phases of development there may be the potential to expand existing educational facilities in the surrounding hinterland to meet this need. This could be a more cost effective way of providing facilities and could also help to knit the new community into existing communities. OPDC will undertake further discussions with education providers to understand the potential for the expansion of existing facilities. If this is not feasible, education facilities will need to be provided on-site and this will certainly be the case in the medium/long-term given the scale of development anticipated in the area. The DIFS identifies the need for on-site primary and nursery provision and an all-through school. Primary and nursery schools generally have smaller footprints and in larger schemes, can be incorporated into the scheme's design. However, if proposals come forward in a piecemeal fashion OPDC will allocate sites for the delivery of new facilities. The all-through school will require a substantial land-take. Work in the DIFS shows that based on current phasing and child yields, the all-through school is likely to be required towards the end of the plan period. Figure 98 identifies an 'area of search' for the provision of this all-through school, showing all the sites that are not identified as coming forward in the first five years in OPDC's Development Capacity Study (DCS). We are inviting stakeholders to suggest a preferred location for this facility through their consultation responses on this Local Plan.

10.16 London is one of the world's global centres for education. It is home to a wide number of universities and colleges including the world renowned Imperial College London and University College London universities, both of which are ranked in the top 10 of the QS World University Rankings 2015. In recent years, there has also been a growth in London of universities establishing 'satellite' hubs in London to capitalise on London's world city status, such as the Newcastle University and the University of Sunderland, who have both recently opened London campuses. The development potential in the OPDC area provides significant opportunities to meet this growing need for higher education space. These higher education institutions could act as a catalyst for the regeneration of the OPDC area (see OSP 5, Chapter 3), by helping to create a sense of place in early phases, in a similar way to the recently completed Central St Martins - University of Arts at Kings Cross.

ALTERNATIVE POLICY OPTION

1. Do not promote the OPDC area as a location for higher education uses

10.17 Instead of promoting higher educational uses to the area, this approach would instead take a more flexible approach and proposals would be assessed on a case by case basis. This approach would not preclude the provision of higher educational uses in the OPDC area. However, as London's largest development site, OPDC thinks it is right to identify the potential for the OPDC area to accommodate higher educational uses and the positive role it could play in supporting regeneration.

Questions:

QSI2a: What site or sites within the OPDC area to do you think should be identified for an all-through school?

You can provide comments directly through:

opdc.commonplace.is

Figure 99: Westminster City School

SI3: Health

1. As a Healthy New Town, OPDC should be designed to encourage healthy living and well-being from the out-set.
2. There is a need to ensure that development in Old Oak and Park Royal is supported by adequate health infrastructure.
3. OPDC will need to secure facilities to meet the needs arising from development.
4. Any facilities will need to be easily accessible for all residents.
5. There may be opportunities for health uses to be co-located with other community spaces.
6. Planning for the provision of healthcare is challenging given the upcoming changes to process and funding of healthcare across the country and there is therefore a need for flexibility.

POLICY CONTEXT

National
10.18 The NPPF requires local planning authorities to secure accessible local services that reflect the community's needs and support its health, social and cultural well-being. The NPPF requires local planning authority Local Plans to include strategic policies to deliver the provision of health.

Regional
10.19 The London Plan states that borough strategies should identify and address specific social care issues facing the area and work with service providers to, assess the need for facilities and secure sites and building for the provision of health facilities to meet future needs. The policy also requires boroughs to promote the continued role and enhancement of London as a national and international centre of medical excellence and specialised facilities.

PREFERRED POLICY OPTION

OPDC will:

a) Support the delivery of a 'Healthy New Town' to encourage healthy living and innovation in health;
b) Require proposals to provide adequate health provision to meet the needs of development;
c) Ensure that new health facilities are easily accessible to all users, flexibly designed and potentially co-located within other community uses; and
d) Support the establishment and growth of national and international health institutions in the OPDC area.

JUSTIFICATION
10.20 OPDC has been designated as a 'Healthy New Town' by the NHS. It is critical that this new part of London is designed to encourage healthy living. To support this, OPDC will require that new development in the OPDC area delivers best practice in promoting health and well-being including through the design of the built environment.

10.21 OPDC will ensure that the new population in Old Oak has access to a range of health uses to meet their needs. OPDC will work with developers and service providers to ensure development proposals deliver adequate health provision, including health centres with space for GPs, social care facilities, dentists, pharmacies and opticians.

10.22 OPDC will look to secure the provision of health services on-site as early as possible in order that facilities are easily accessible for members of the new community. Facilities should be located in designated town centres and close to areas of high public transport access, which would

be easily accessible and visible for members of the public. There will also be opportunities to co-locate health provision with other uses, such as with community facilities or sports and leisure centres, to deliver efficiencies in space and maintenance costs.

10.23 The OPDC area is home to Central Middlesex Hospital and Hammersmith Hospital is also to the immediate south of the OPDC area. The scale of development planned in the OPDC area provides opportunities for these facilities and others across London to expand to further medical science and help strengthen London's position as one of the world's centres for medical excellence. Health institutions could act as a catalyst for the regeneration of the OPDC area, by helping to create an early sense of place (see Policy OSP 5, Chapter 3).

ALTERNATIVE POLICY OPTION

10.24 No reasonable alternative policy options have been identified, as it is considered that an alternative approach to that outlined in the preferred policy option would not be in conformity with the NPPF, London Plan or draft supporting evidence base.

SI4: Community facilities

1. There is a need to ensure that development in Old Oak and Park Royal is supported by adequate community facilities, such as libraries, places of worship, halls for hire, youth space and training and meeting space.
2. Community facilities could be key hubs of activity within town centres and in areas of high public transport access and could help with placemaking.

POLICY CONTEXT

National
10.25 The NPPF requires local planning authorities to plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments.

Regional
10.26 The London Plan promotes the protection and enhancement of social infrastructure and the need for local planning authorities to secure sites for future provision or reorganisation of provision.

PREFERRED POLICY OPTION

OPDC will secure a range of new high quality community facilities that:

a) support the needs of the new population;
b) Provide for a diverse range of community uses, such as library space, places of worship, post offices, police shops, halls for hire, youth space, adult learning and training space, community cafés, flexible office and meeting space for use by residents and voluntary sectors;
c) are located at key destination points within the OPDC area, close to destinations of high footfall and high public transport access;
d) are of a high design quality, promoting inclusivity; and
e) are co-located where feasible with other community or town centre uses.

JUSTIFICATION

10.27 Good quality community facilities can have a significant bearing on the quality of life and health and well-being of a community, by encouraging social interaction, promoting learning and by providing support services for those living, working and visiting an area.

10.28 Given the scale of development envisaged in the OPDC area there will be a need for, and opportunities to provide, a range of community facilities. OPDC will work with service providers and developers to ensure that a range of community facilities are provided to support the needs of the area.

10.29 Community facilities will play an important role in placemaking in the OPDC area, helping to create hubs of activity and focal points for neighbourhoods. Facilities should be located within prominent and highly visible positions in the development, in areas of high footfall and or high public transport access. Community facilities should also be delivered to a high design quality with opportunities for architectural distinctiveness to

distinguish community facilities from their surroundings so that they act as destination points. This approach has been successfully delivered in other regeneration projects in London such as at Peckham Library. Community facilities should be designed to be fully inclusive. Particular consideration should be given to the needs of people with a protected characteristic as defined in the Equality Act 2010. In order to save costs and attract as many people as possible to community facilities and other public services, opportunities for the collocation of community facilities with other social infrastructure or town centre uses should be explored.

ALTERNATIVE POLICY OPTION

10.30 No reasonable alternative policy options have been identified, as it is considered that an alternative approach to that outlined in the preferred policy option would not be in conformity with the NPPF, London Plan or draft supporting evidence base.

Figure 100: Peckham Library

SI5: Pubs

1. Pubs are an important community use, providing a place to meet, socialise and be entertained.
2. In recent years, London has seen an increase in the number of planning applications to convert pubs to alternative land uses.
3. There has been a growing concern about this at the national, regional and local level and more and more Local Plans are now looking to safeguard pubs as community uses.
4. OPDC has three public houses within its boundary and consideration should be given to whether OPDC should look to safeguard these pubs as community uses.

POLICY CONTEXT

National
10.31 The NPPF does not say anything explicit on the protection of pubs. However, in 2015, the government introduced changes to the planning use class order to take away powers for permitted development rights where pubs have been listed as 'assets of community value'.

Regional
10.32 The London Plan states that local planning authorities should develop policies to prevent the loss of valued local community assets, including public houses, justified by robust evidence.

PREFERRED POLICY OPTION

OPDC will protect pubs unless it can be demonstrated that for at least 12 months:

a) the pub is no longer a viable business, demonstrated through accounts data; and
b) the property has been appropriately marketed for a continuous period and no suitable offer has been made.

JUSTIFICATION

10.33 In recent years, there has been growing concern about the loss of public houses in the UK. In April 2015, Government changed the permitted development rights to provide a greater level of protection to pubs listed as Assets of Community Value (ACV). Developers must also now submit a written request to the local authority to determine whether the building has been the subject of an ACV nomination prior to carrying out any development that has the benefit of permitted development rights and no development can be carried out or a period of 56 days following the date of the request to the local authority.

10.34 Within the OPDC are there are currently three public houses. These are:

- The Castle in North Acton;
- The Fisherman's Arms on Old Oak Lane; and
- The Grand Junction Arms on Acton Lane.

10.35 At the time of the production of

this Local Plan, none of the three public houses are listed as ACVs.

10.36 OPDC considers that pubs can act as hubs for community life, which is important for mental health and wellbeing. They provide a social space and promote community cohesion, provide economic benefits by providing jobs, supporting local food suppliers, bringing activity to high streets and can also provide heritage value. As a 'Healthy New Town' OPDC proposes that the Local Plan looks to protect its public houses, subject to their continuing viability. For any proposal to be considered acceptable, OPDC will require applicants to submit detailed accounts data for at least the past year and also that the proprietor has appropriately marketed the property as a public house at a reasonable rate and has not had a suitable offer. This preferred policy approach adheres to the Campaign for Real Ale's (CAMRA's) 'Public House Viability Test' guidance document.

ALTERNATIVE POLICY OPTION

1. OPDC takes a more flexible approach to the loss of public houses and does not set out stringent requirements for information on accounts and marketing of the property.

10.37 This approach would have potential advantages of it allowing for the optimisation of development on sites occupied by public houses. This approach may however result in the loss of pubs that provide a valued community facility and has therefore not been identified as the preferred policy option.

Figure 101: Grand Junction Arms