



Sussex
NHS Commissioners



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Head of Estates
West Sussex
NHS Sussex Commissioner
Wednesday 14th December, 2022.

Arun District Council
West Sussex

Specific application note

Development Contributions to Health Infrastructure through Section 106 / Community Infrastructure levy (CIL).

Application Number	FP/274/21/OUT
Date Registered	20/12/2021
Address of Proposed Site	Bognor Regis Golf Club
Grid Reference (if known)	
Description of works:	480 homes

Overview

Current Estate is at capacity in Arun. Growth is expected at circa 25% for new housing only.

NHS Sussex is the lead organisation responsible for the health and wellbeing of more than 900,000 people

There are circa 165,000 residents in Arun, and a housing development plan (Arun's IDP) of increasing this by approximately 15,000 homes in the next 15 years - or 38,000 residents (**25% increase**).

Current GP primary care provision is delivered through an estate that has some purpose built structures and some that are developed from older housing style buildings.

Overall, infrastructure levels are below recommendations and there are pressures on all services. To this effect, there have been limited list 'capping' (restricting new registrations) as the problems affect all areas. This is due to s106 support (housing fund contributions) that enable GP site improvements to enable new registered patients.

Development proposal

NHS Sussex predicts that new residents will register at Flansham or other GP site in the patient catchment area, to support this proposed development. Any fund contribution will only be used and asked for once – and will support the new residents need. We are planning to extend Flansham GP premises, but some services are likely to be at other sites (travel distance is broadly similar) within existing practice boundaries. The funding will only be requested once and will only be used for primary care service premises. As the homes are in the future, the exact premises growth remains part of options for site.

Additional population generated by this development will place an increased demand on existing primary healthcare services to the area. The application did not include any provision for health infrastructure on site due to premises build at scale being in progress and so a contribution towards health infrastructure off-site via financial obligation is being sought.

The planning permission should not be granted Without an appropriate contribution to local health infrastructure to manage the additional load on services directly incurred as a consequence of this proposed development. **Without associated infrastructure, NHS Sussex would be unable to sustain sufficient and safe services provided in the area and would therefore have to OBJECT to the development proposal.**

NHS Sussex requests a contribution from the applicant of **£728,420**, as quantifiably in the tariff section, which will be used towards the cost of extending Flansham GP practice and/or other Bognor GP sites. The commissioner will consider the proportional use of these funds coupled with the other Arun developments so as to give best benefit to patient care, GP access and post Covid19 needs.

The Tariff formula has been independently approved by the District Valuer

Assessment & request

NHS Sussex has undertaken an assessment of the implications of growth and the delivery of housing upon the health need of the District serving this proposed development, and in particular the major settlements in the district where new development is being directed towards. We have established that in order to maintain the current level of healthcare services, developer contributions towards the provision of capital infrastructure will be required. This information is disclosed to secure essential developer contributions and acknowledge as a fundamental requirement to the sound planning of the District.

The additional population generated by the development will inevitably place additional demand upon the existing level of health provision in the area. In the absence of developer contributions towards the provision of additional health infrastructure the additional strain placed on health resources would have a significant detrimental impact on District wide health provision.

Health utilises the legal advice outcomes and industry professional inputs from other public funded area, such as the Police service. With the direct impact of new housing and house growth plans on registered patients, the submission that follows captures the necessary, directly related and fair/reasonable contributions required that relate to the associated house build volumes. The tried and tested formula used has been in use for many years and is annually reviewed.

Current Primary Healthcare Provision in Arun

Primary Care services in Arun are provided by 14 GP practices, funded from NHS funds for providing Primary health care.

Some sites are purpose built in prior decades, or are run from converted houses (as per the original NHS start point for General Practice).

Patient demand is high in the Arun area and the proportion of patients over the age of 65 was high, at 27% (England 17.7%). Arun has a higher demand elderly population, which means that the estate need will be on the upper end of 'requirement/recommended' values.

The current estate for Arun is of an older nature and is more than 25% below expected size requirements for the population size. The impact of an aging population (Arun at 27% and England average of 17.7% ONS data), cramped premises, short supply of any medical/nursing staff and increase in demand for GP services puts a very high strain on GP resources.

The effect of this has already been found in Arun with a GP service having closed in 2016 and the patients' having to re-register and be cared for by other GP practices – in their current buildings. Strategically, this site has been a s106 and CIL strategic site notified to Arun DC; and will facilitate patient registration.

The proposed development will need to have Primary Care infrastructure in place in order to care for the population increase. This contribution requested will be for the necessary infrastructure to cater for the site development at the most local GP service site(s) and encompass all the necessary components of patient need, whether at the GP practice or neighbouring service area.

Contribution Sought and Methodology

The funding will be a contribution of £728,420 for the infrastructure needs of the Flansham GP premises / other GP premises in catchment area. Funds will only be asked for on a proportionate level for the directly related services.

NHS Sussex, in line with NHS services and commissioners across England, uses a service-demand and build-cost model to estimate the likely demand of increasing populations on healthcare provision and the cost of increasing physical capacity to meet this demand.

This service-demand and build-cost model is ideal for estimating the likely impact of future residents arising from a new development on health infrastructure capacity and the cost implications this will have on the CCG, through the need to build additional physical capacity (in the form of new/expanded GP surgeries). The model has been used by CCGs in the southeast for over 10 years and is accepted by local planning authorities across West Sussex.

Service-load data is calculated on a square-metre-per-patient basis at a factor of 0.1142sqm/person. This factor is based on the average size of typical GP practices ranging from 1 to 7 doctors, assuming 1600 patients per doctor.

Build-cost data has been **verified by the District Valuer Service** (last update Sep 2022) and assumes £5,950/sqm, 'sense-checked' against build cost indices. The cost inputs refers only to capital construction costs; **NHS Sussex intends to fund the revenue cost of running the GP practices in perpetuity** including staffing costs, operational costs and medical records etc.

Occupancy data, used to calculate the number of future patients-per-dwelling, is derived from 2011 Census Data and confirmed by West Sussex County Council (last update July 2015).

Finally, the specific dwelling size and mix profile for the proposed development is input into the model to provide a bespoke and proportionate assessment of the likely impact on health infrastructure arising from the development.

The output of this model for the proposed development is an estimated population increase of 1,072 new residents (weighted) with a consequential additional GP surgery area requirement of 122m². This equates to a direct cost of **£728,420** for additional health infrastructure capacity arising from the development. The council is requested to ensure this contribution is index-linked within the S106 agreement at a basis that meets house build cost growth.

[The Health Tariff is on the next page](#)

Health Tariff

S106 Contribution to NHS/GP Community/ Provision	(Formula agreed by The District Valuer)		14/12/2022
Arun Ref FP/274/21/OUT			
480 homes at Bognor Golf course			
Bognor Regis			
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Housing Development								
House Numbers (Inc Social Housing)	House Type		New Occupanc (Persons)	Surgery Area Requirement (sqm)		Infrastructure Development cost(psm)	Capital Contribution (£)	Approx Contribution per dwelling(£)
41	1 Bed		62	7	@	£5,950	£41,789	£1,019.24
185	2 Beds		352	40	@	"	£238,843	£1,291.04
206	3 Beds		515	59	@	"	£349,941	£1,698.74
48	4 Beds		144	16	@	"	£97,848	£2,038.49
0	5 Beds		0	0	@	"		
0	Care Home							
			equivalent					
480	House Total		1,072	122.42	@	"	£728,420	
Ave Occupancy			2.23	Contribution Per Dwelling			£1,518	per dwelling
							£679	per person
Occupancy Assumptions (confirmed by WSCC JUL 2015)					Care home contributions are at up to 100% of 1 bed dwelling			
PER CENSUS 2011 - WSCC								
Infrastructure costs	£5,950.0	psm						
Average Sqm Per Patient	0.1142	sqm						
Average Occupancy Assumptions								
	1 Bed	1.5	Persons					
	2 Bed	1.9	Persons					
	3 Bed	2.5	Persons					
	4 Bed	3	Persons					
	5 Bed	3	Persons					
Explanation								
1.Build costs include basic build cost,finance,professional fees.To be amended annually.								
2.The occupancy assumptions can be amended as per the requirements of the Local Authority.								
3.The average sq metre per patient has been derived from SFA 2003/04 as below, including additional space.This can be amended to reflect the flexibility of the NHS Directions and the requirement of the CCG to provide addition clinical or service development space within a new development								
1600 patients per GP								
1500	sqm GIA	7	GP Practice	AVG Patient List	11200	0.1339	sq m per patient	
836	sqm GIA	6	GP Practice	AVG Patient List	9600	0.0871	sq m per patient	
718	sqm GIA	5	GP Practice	AVG Patient List	8000	0.0898	sq m per patient	
646	sqm GIA	4	GP Practice	AVG Patient List	6400	0.1009	sq m per patient	
487	sqm GIA	3	GP Practice	AVG Patient List	4800	0.1015	sq m per patient	
374	sqm GIA	2	GP Practice	AVG Patient List	3200	0.1169	sq m per patient	
271	sqm GIA	1	GP Practice	AVG Patient List	1600	0.1694	sq m per patient	
				Average		0.1142	sq m per patient	

Compliance with National Policy and CIL regulations

The Community Infrastructure Levy Regulations in 2010 imposed new legal tests on local planning authorities to control the use of planning obligations (including financial contributions) namely through Section 106 agreements as part of the granting of planning permission for development.

The three legal tests were laid down in Community Infrastructure Levy Regulation 122: “A *planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:*

i. Necessary to make the proposed development acceptable in planning terms

Health infrastructure is an important material planning consideration in the determination of planning applications and the Council must take into account the positive or negative impact of development proposals on health infrastructure when granting planning permission and associated section 106 agreements. There is no dedicated Government funding to cover new housing developments. Unless contributions from developments are secured, at worst there will be practices that would be forced to close as there would not be safe healthcare provision. In the least, there will be wait times (mainly driven by no estate / rooms to see patients in) would not be suitable for adequate healthcare.

Arun DCs local plan has increasing incremental annual growth assumptions for housing development with certain strategic sites are potentially going to deliver in excess of 1,000 homes per year coupled with non-strategic housing developments.

The pace of delivery and volume of new build housing and its subsequent occupancy will have a negative impact on the availability and capacity of health infrastructure causing a strain on existing services; the required additional infrastructure will comprise: clinical rooms for consultation/examination and treatment and medical professionals (and associated support service costs and staff).

The plan is therefore to utilise any GP estate that can be ‘extended’ or built on in the shorter term. In the medium term, where existing site constraints and/or building condition restrict further development NHS Sussex seeks to include these necessary and additional works as part of a new integrated community hub facilities at a new site which will serve the catchment population of this proposed development, which may include the provision of new GP estate to be built on strategic sites as per the Arun DC local plan (2011-2031).

ii. Directly related

It is indisputable that the increase in population of approximately 1,072 people living in the new development (with associated health needs) at the golf course near Flansham and Bognor GP premises in catchment area serving the population will place direct pressure on all organisations providing healthcare in the locality, in particular primary care provided by the commissioner. **Put simply, without the development taking place and the subsequent population growth there would be no requirement for the additional infrastructure.**

The proposed developer contribution is therefore required to enable a proportionate increase to existing health infrastructure, to maintain its current level of service in the area.

The infrastructure highlighted and costed is specifically related to the scale of development proposed. This has been tried and tested and has District Valuer support, in terms of the value of contribution.

iii. Fair and reasonably related in scale and kind to the proposed development

The developer contribution is to help achieve a proportionate increase in health infrastructure, thus enabling health to maintain its current level of service. Utilising a housing size as a reasonable proportion of infrastructure scale allows for fairness to all new housing developments, including the sites that are also strategic in nature.

The model uses robust evidence including local census data, build cost estimates verified by the District Valuer Service and population projections verified by West Sussex County Council. A review of the police CIL compliance and their review of education and library compliance underlie

the fair and reasonable approach of the health tariff – which is in turn in line with the other public sector areas.

Conclusion

In summary, the contributions sought by NHS Sussex are well evidenced, founded in adopted development plan policy and comply with the legal tests of the CIL Regulations and NPPF. The contribution will be used to provide additional capacity in primary care facilities in the vicinity of the development, directly linked to this development, to support its future residents. To reiterate, without this essential contribution, planning permission should not be granted.

Thank you for the continued support in securing health infrastructure contributions to enable the population of Arun to have access to the health care that it needs now and for future generations

This particular site has been an agreed site since strategic planning and IDP work commenced

Yours sincerely,

S. Bate

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West Sussex
NHS Sussex



Current Croft new practice design (Eastergate), part of the GP / Primary Care additional premises required due to housing growth in BEW, Yapton and rural area.