

SOUTHERN WATER AND THE USE OF 'GRAMPIAN' CONDITIONS

PURPOSE; To explain Southern Water's rationale regarding the content of its responses on planning applications and how this relates to Water and Sewerage Company (WaSC) obligations under other legislation.

Southern Water looks to Local Planning Authorities (LPAs) to require developers to demonstrate in their planning application submission that there is adequate infrastructure capacity both on and off the site to serve the development and that it would not lead to adverse amenity impacts for existing or future users. Developers are strongly advised to liaise with Southern Water ahead of submission of any planning application. This can be done online using our Developer Portal <https://developerservices.southernwater.co.uk/>

Where Southern Water identifies infrastructure capacity issues and the developer indicates an intention to connect to the public sewer, Southern Water will ask the LPA to make any planning permission conditional upon the WaSC first taking any steps necessary to ensure that the public sewer will be able to cope with the increased load, through the use of planning conditions. The LPA can then determine any details submitted pursuant to such conditions in accordance with any views expressed by Southern Water. This condition will normally be *"Occupation of the development is to be phased and implemented to align with the delivery by Southern Water of any sewerage network reinforcement required to ensure that adequate waste water network capacity is available to adequately drain the development."*

The Legislation

All WaSCs, such as Southern Water, have a legal obligation under Section 94 of the Water Industries Act 1991 (WIA 1991) to provide developers with the right to connect to a public sewer regardless of capacity issues. This, when read in conjunction with Section 91(1) of the Act in effect makes it impossible for Southern Water to object or for the Council to refuse to grant planning permission for development on the grounds that no improvement works are planned for a particular area. The Act specifically requires Southern Water to accommodate the development whatever the circumstances.

Due to this legal right to connect, Southern Water will ask for conditions to be imposed on the grant of planning permission. This is intended to enable Southern Water to agree with the developer the drainage strategy, the preferred point of connection, allow for existing capacity to be considered and upgrading work to be programmed. Such an approach allows the legal right to connect to be sensibly managed prior to implementation.

Some developers may argue that due to the legal obligations placed on WaSCs under the Water Industries Act, sewerage or wastewater treatment capacity for development is not a material planning consideration. The case precedent is a Supreme Court decision in *Barratt Homes v Welsh Water*. The court held that the developer has an absolute right to connect to the existing sewer, whether or not this overloads the system. It ruled that the specific wording of the legislation allows for this right to be exercised, at no cost to the developer apart from normal physical connection charges.

Southern Water has a statutory duty under section 94 of the WIA 1991 to plan and implement any works that are necessary to ensure the network of sewers (and sewage treatment facilities) continue to operate satisfactorily once they have received notification that a developer intends to exercise their right to connect under section 106 (1) WIA 1991. It is also accepted that there is a right for a development to connect under section 106 of the WIA 1991. The real problem is

that the right to connect can be exercised on 21 days' notice - too short a period of time for the sewerage undertaker to ensure sufficient capacity exists. While advance notice can be given that a development is likely to be coming forward, until planning permission is actually granted, there is no certainty that this will be the case. Even then, practically speaking, there may be a delay in development commencing while information to discharge pre-commencement conditions is prepared and submitted.

Where local sewerage infrastructure constraints are identified, network reinforcements are delivered through the Infrastructure Charge to developers. Any larger, strategic infrastructure improvements (such as an upgrade of a WTW) are delivered through the 5 yearly business plan, which is funded through customer income and regulated by Ofwat. As a result, it is not always possible at the beginning of a five year period to plan for all works which may be required for the duration of the plan, given the changing nature of development activities and the planning process.

Nevertheless, whilst there is a separate statutory regime governing the provision of sewerage and wastewater treatment under the WIA 1991, it does not necessarily take away the opportunity for a local planning authority to consider the potential impacts, and to ensure that those impacts are adequately mitigated before that development is undertaken, albeit that local planning authorities should not seek to "second guess" or duplicate the roles and responsibility of the utility company. It however, represents an opportunity for the local planning authority to work in partnership with the utility company to ensure that the connection to the sewer is properly managed.

This opportunity is reflected in the National Planning Policy Guidance (NPPG) published on 6 March 2014, where it states in the section dealing with water supply, wastewater and water quality (Para 20) *"If there are concerns arising from a planning application about the capacity of wastewater infrastructure, applicants will be asked to provide information about how the proposed development will be drained and wastewater dealt with... The timescales for works to be carried out by the sewerage company do not always fit with development needs. In such cases, local planning authorities will want to consider how new development can be phased, for example so it is not occupied until any necessary improvements to public sewage treatment works have been carried out."*

Use Of "Grampian" Style Planning Conditions

The use of planning system to impose Grampian conditions as being the appropriate means of dealing with this problem was affirmed in the Welsh Water decision. *"The planning authority can make planning permission conditional upon there being in place adequate sewerage facilities to cater for the requirements of the development without ecological damage. If the developer indicates that he intends to deal with the problem of sewerage by connecting to the public sewer, the planning authority can make planning permission conditional upon the sewerage authority first taking any steps necessary to ensure that the public sewer will be able to cope with the increased load. Thus the planning authority has the power, which the sewerage undertaker lacks, of preventing a developer from overloading a sewerage system before the undertaker has taken steps to upgrade the system to cope with the additional land."*

When consulted on a planning application, Southern Water will therefore often request that where the Council is minded to grant planning permission, so that the potential risk of flooding to properties and/or environmental pollution can be mitigated in a timely manner, a Grampian condition is imposed upon the grant of planning permission. The recommended Southern Water condition should read: *"Occupation of the development is to be phased and implemented to align with*

the delivery by Southern Water of any sewerage network reinforcement required to ensure that adequate waste water network capacity is available to adequately drain the development."

Conclusion

The purpose of Grampian style conditions is solely to enable Southern Water to manage the timing of connections to the public sewer so that it can comply with its statutory duties. It will allow Southern Water to agree a drainage strategy with the developer, the preferred point of connection, allow for existing capacity to be considered and upgrading work to be programmed. This allows therefore, the legal right to connect to be sensibly managed prior to implementation of the development.

In essence therefore, such planning conditions are requested only for Southern Water purposes. The LPA has no further purpose in pursuing such a condition and indeed should not place itself in a position of trying to "second guess" or duplicate the WaSC's decision on strategy or capacity. That is Southern Water's statutory responsibility and scrutiny of such decision making is not by the LPA but through the statutory regulatory body, Ofwat. Ofwat duties are laid down in section 2 of the WIA 1991 and include ensuring the long-term resilience of water supply and wastewater systems and that undertakers (that is, water companies) take steps to enable them, in the long term, to meet the need for water supplies and wastewater services. The Council itself has neither the legal remit, capacity, experience nor access to the relevant network data to perform any informed overview function.

RELEVANT SECTIONS OF THE WATER INDUSTRIES ACT 1991

Section 94 – A Sewerage Undertaker's General Duty to Provide a Sewerage and Sewage Disposal System

Under section 94 (1) of the Act, sewerage undertakers have a duty to provide, improve, extend and make provision for the emptying of their sewerage systems by effectually dealing, by means of sewage disposal works or otherwise, with the contents of those sewers that comprise the public sewerage system. The provisions of this section of the Act relate not only to long term capital works to improve the sewerage system generally, but also place a duty on the sewerage undertaker to react to changes in the level of discharges into their networks. In practice therefore, it is not possible to refuse to grant planning permission for developments simply on the grounds that no improvement works are planned for a particular area. The Act requires Southern Water to accommodate that development whatever the circumstances.

Section 106 – Right to Communicate with Public Sewers. Developers have a statutory right to connect new sewers to existing public sewers under section 106 (1) of the Act and sewerage undertakers do not have the ability to refuse a connection on the grounds of capacity in the local sewerage network and/or sewage treatment works.

Section 112 – An Alternative to Works Under the Section 94 Duty

Whilst all developers and landowners have an absolute right to connect to the public sewer nearest to their premises, in some circumstances it may be the case that the sewerage undertaker requires drainage systems to be constructed in a manner which better protects the existing public sewerage and/or sewage treatment systems. It may for example be beneficial for a sewerage undertaker to require that a developer connects at an alternative location which constitutes a point of adequacy or provides onsite attenuation to ensure that new flows are only discharged at a specific rate or during certain times until such time as any issues with their systems have been resolved. Given the rights and duties under section 106 and 94 of the Act, it would not however be appropriate to expect a developer to pay for any additional works. Section 112 of the Act provides a mechanism for sewerage undertakers to compel a developer to carry out alternative works (s112(1)), but with the difference of cost being met by the sewerage undertaker (s112(6)).