



To: Executive Councillor for Planning and Climate Change: Councillor Tim Ward

Report by: Head of Planning Services

Relevant scrutiny committee: Development Plan Scrutiny 11/09/2012

Wards affected: Sub Committee

All Wards

Cambridge City Council and South Cambridgeshire District Council Infrastructure Delivery Study
Not a key decision

1. Executive summary

- 1.1 In March 2010 Cambridge City Council and South Cambridgeshire District Council commissioned an Infrastructure Delivery Study as part of the requirement under Planning Policy Statement 12 (PPS12) that local planning authorities, as part of the plan making process, develop a robust evidence base in relation to physical, social and green infrastructure to ensure sustainable communities are delivered. PPS12 has since been replaced by the National Planning Policy Framework (NPPF), which also requires that infrastructure planning needs to be part of plan making.
- 1.2 Peter Brett Associates and Transport Planning International have now completed that Infrastructure Delivery Study for Cambridge and South Cambridgeshire. The Infrastructure Delivery Study sets out when and where infrastructure will need to be provided, the scale of funding needed to achieve this and potential sources of funding.
- 1.3 The study has been produced in collaboration with infrastructure and community service providers in order to obtain first hand views on requirements. The output is a study that provides the Council with an evidence base to support its planning policies on infrastructure and developer contributions. This document will form a key part of the evidence base at both Local Plan and Community Infrastructure Levy examinations.
- 1.4 An executive summary of the Infrastructure Delivery Study is attached at Appendix A and the full document is provided in Appendix B, which is available online and in the Members Room.

2. Recommendations

- 2.1 The report is being submitted to Development Plan Scrutiny Sub-Committee for prior consideration and comment before decision by the Executive Councillor for Planning and Climate Change.
- 2.2 The Executive Councillor is recommended to
 - 1) To endorse the Cambridge and South Cambridgeshire Infrastructure Delivery Study for use as an evidence base document for the review of the Cambridge Local Plan and the Cambridge Community Infrastructure Levy (CIL).

3. Background

- 3.1 In June 2010 Baker Associates and Transport Planning International were commissioned to undertake an Infrastructure Delivery Study by Cambridge City Council and South Cambridgeshire District Council. The study was commissioned because of the requirement under Planning Policy Statement 12 (PPS12) that local planning authorities, as part of the plan making process, develop a robust evidence base in relation to physical, social and green infrastructure to ensure sustainable communities are delivered. PPS12 has since been replaced by the National Planning Policy Framework (NPPF), which also requires that infrastructure planning needs to be part of plan making. Since the start of the project Baker Associates merged with Roger Tym & Partners and Peter Brett Associates LLP and as a result the study has been completed by Peter Brett Associates and Transport International.
- 3.2 The National Planning Policy Framework (NPPF) outlines that objectively assessed infrastructure requirements are part of the soundness test for Local Plan examination. The NPPF also requires that infrastructure planning needs to be part of the strategic priorities for the Local Plan and that Local Plans include policies to deliver:
 - The provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk, coastal change management and the provision of minerals and energy (including heat); and
 - The provision of health, security, community and cultural infrastructure and other local facilities
- 3.3 The NPPF also adds emphasis on quality, capacity, strategic infrastructure and cross boundary working. Peter Brett Associates has worked with Cambridge City Council, South Cambridgeshire District Council, Cambridgeshire County Council, appropriate stakeholders

(e.g. The Wildlife Trust and Conservators of the River Cam) and service providers (e.g. Highways Agency, Anglian Water, Environment Agency, Cambridgeshire PCT) to identify existing capacity and to ensure cross boundary issues are considered (a list of stakeholders is included in Appendix 1 to the Infrastructure Delivery Study).

- 3.4 The Infrastructure Delivery Study serves a dual purpose in that it can also be used not only to support the Local Plan but also the Community Infrastructure Levy. The Community Infrastructure Levy Regulations 2010 require that any levy's rates should be based on evidence of the infrastructure needed. The charging authority can identify indicative infrastructure projects and the gap in the funding of these projects to calculate the aggregate funding gap the levy is intended to address.
- 3.5 The objectives of the Infrastructure Delivery Study are to establish the existing capacity of infrastructure provision in Cambridge and South Cambridgeshire and identify what infrastructure will be required in order to serve proposed growth.
- 3.6 The Infrastructure Delivery Study is based on the development strategy brought into effect by the current Cambridge Local Plan 2006 which set out a requirement for 12,500 homes between 1999 and 2016; 6000 within the existing urban area and 6000 in urban extensions to the city. Proposed growth, agreed at the time of commissioning, for the purposes of the Infrastructure Delivery Study refers to the Cambridgeshire authorities agreed joint position statement setting out a development strategy for Cambridgeshire in 2010. The figures set out in the joint statement, known as option 1 figures, were the figures agreed by the Cambridgeshire Authorities through the response to the review of the East of England Plan in 2009 and were included in the draft version of the East of England Plan in March 2010.
- 3.7 These figures comprised levels of provision of 14,000 dwellings for Cambridge and 21,000 dwellings for South Cambridgeshire between 2011 and 2031. These agreed growth levels included planned growth of 12,000 dwellings at Cambridge East, which will not now come forward following Marshall's announcement not to relocate from the airport site. The study has been updated to reflect this and also considers information on provision to 2031 from work on the draft Cambridge SHLAA (as at April 2011) and adding small sites and Northstowe dwelling information to 2031. It should be noted that other than where growth was committed in existing Development Plans for Cambridge and South Cambridgeshire it is still to be determined.

- 3.8 Planned provision of development and subsequent infrastructure requirements are likely to continue to evolve and change as a result of the Cambridge Local Plan and South Cambridgeshire Local Plan Review process. Consequently, this will lead to a requirement to update the Infrastructure Delivery Study before the Draft Cambridge Local Plan is published for public consultation (June/July 2013), in order to reflect the Council's latest position on planned provision of development and subsequent infrastructure requirements.
- 3.9 The infrastructure covered in the study includes physical (transport, energy, water and drainage, waste and telecommunications), social (education, health care, leisure and recreation, community and social and emergency services) and green (green space).
- 3.10 The Infrastructure Delivery Study sets out when and where infrastructure will need to be provided, the scale of funding needed to achieve this and potential sources of funding.
- 3.11 The study has been produced in collaboration with infrastructure and community service providers in order to obtain first hand views on requirements. The output is a study that provides the Council with an evidence base to support its planning policies on infrastructure and developer contributions.
- 3.12 The specific components of the study are the report and the infrastructure schedule (Appendix 4 to the report). The schedule provides a spatial breakdown of infrastructure requirements including information for category, cost, delivery, phasing, funding, responsibility and location.

Relationship with Local Plan Review

- 3.13 In accordance with the NPPF the Local Plan Review Issues and Options Report includes the timely provision of infrastructure to support development in Cambridge as a strategic priority. Infrastructure is part of the soundness test at Local Plan examination, the Council will need to demonstrate at examination that the Local Plan is based on a strategy which seeks to meet objectively assessed development and infrastructure requirements. The Infrastructure Delivery Study supports the Local Plan in this and will form part of the Council's case at submission and examination of the Local Plan.
- 3.14 It is important to note that the study provides a snapshot in time using information that was available at the time of writing; however the study should be viewed as a live document that will be monitored annually and updated over time as required.

Relationship with Community Infrastructure Levy

- 3.15 It was agreed at Development Plan Scrutiny Sub Committee on 22/03/2011, that the Council's CIL approach would be prepared and taken forward in parallel with the Local Plan review and a CIL project plan was agreed at DPSSC on 17/07/2012 with the intention of adopting CIL by April 2014 (<http://www.cambridge.gov.uk/democracy/ieListDocuments.aspx?CId=184&MId=683&Ver=4>). The process for adopting CIL involves a significant amount of evidence gathering to justify the approach taken, and several stages of public consultation. The process also involves an Examination by an independent Inspector.
- 3.16 The CIL charging schedule will be supported by two main pieces of evidence relating to infrastructure and the viability of development. The Infrastructure Delivery Study will provide the evidence for the former. For the purposes of CIL the Infrastructure Delivery Study needs to demonstrate that there is a funding 'gap' that CIL will, in part, be used to fill.
- 3.17 In relation to the viability evidence required for CIL the Council has just commissioned Dixon Searle LLP to carry out a comprehensive piece of work on Local Plan and CIL viability. As part of their work on the infrastructure study Peter Brett Associates did carry out some high level viability work. This will be reviewed and feed into more detailed analysis on viability that will be carried out by Dixon Searle LLP and may be published alongside that work at a later date.

Key Findings

Prioritisation

- 3.18 Guidance from the Planning Inspectorate is that infrastructure delivery studies need to take a pragmatic view towards delivery and that crucial to the delivery of planning strategies is delivery within the first 5 years. The Infrastructure Delivery Study sets out a broad framework for infrastructure delivery but with more detailed costing in the first 5-10 years where available.
- 3.19 The study has examined the indicative phasing of planned development across Cambridge and South Cambridgeshire and infrastructure requirements have been placed within time bands dependent on when they are likely to be required by new development. Following on from this the study proposes a prioritisation process to help identify projects that should form the initial focus for investment. The prioritisation process takes account of the intended spatial pattern of growth and reflects the importance of enabling physical infrastructure such as access roads and flood

prevention but also recognises that there will be competing objectives, such as community infrastructure, that will be necessary to make a development sustainable.

- 3.20 The prioritisation process identifies a ‘critical’, ‘necessary’ and ‘desirable’ infrastructure list. It should be noted that ultimately a view on what constitutes ‘critical’, ‘necessary’ and ‘desirable’ infrastructure is one which will need to be taken by the Council. It is proposed to carry out this prioritisation work prior to publication of a Draft Local Plan, as part of an update to the study. It should also be noted that ‘critical’ and ‘necessary’ infrastructure are considered essential to support development, the differing factor between them is the timing of their delivery.

Cambridge

- 3.21 Overall the cost of Infrastructure requirements for Cambridge (excluding cross boundary sites) identified in the study are approximately £234.3 million. Taking into account public funding/bids (£16.5 million) and private funding (£31.9 million), an overall shortfall of approximately £185.8 million has been identified for 2010 – 2031.
- 3.22 Overall the critical infrastructure funding shortfall identified for Cambridge is £61.5 million and the shortfall for the first five years is £30.1 million.

Cross Boundary

- 3.23 Overall the cost of infrastructure requirements identified on cross boundary sites is over £198 million, with a funding shortfall of £109.5 million identified.
- 3.24 Critical infrastructure to support cross boundary development costs has been identified as £9.2 million, with a £1.23 million funding shortfall in the first five years.

Both Local Authorities

- 3.25 The additional transport costs for both local authorities includes strategic transport schemes such as improvements to the A14. Overall strategic infrastructure requirements amount to £1.29 billion, and a funding shortfall of £1.12 billion has been identified (£1.1 billion of this is attributable to the A14. The figure of £1.1 billion is based on the Major Scheme proposed by the Highways Agency in 2009, which was withdrawn in 2010. On 18/07/2012 the government announced proposals for a major road scheme including tolling along the A14 corridor in Cambridgeshire. The overall cost of this scheme is not yet known but any changes to the overall cost will be reflected in any future update to the Infrastructure Delivery Study).

Funding

- 3.26 The IDS has considered a wide variety of potential public and private funding sources in Section 8 of the main report. The Council will have to consider these sources including prudential borrowing, user charges and developer contributions as a means to potentially addressing the funding shortfall.
- 3.27 However, in practice financial resources will rarely meet all the identified needs for infrastructure at any given time and there will inevitably be a requirement to phase and prioritise projects across an area. The Infrastructure Delivery Study and subsequent updates should be a key document in informing the prioritisation process.
- 3.28 John Baker of Peter Brett Associates will be in attendance at Development Plan Scrutiny Sub Committee to give a more detailed presentation on the key findings of this study. An executive summary of the Infrastructure Delivery Study is attached at Appendix A and the full document is provided in Appendix B, which is available online and in the Members Room.

4. Implications

(a) Financial Implications

- 4.1 There are no direct financial implications arising from this report. A potential update to the study to reflect any changes in the planned provision of development that may occur through the Local Plan process has already been included within existing budget plans.

(b) Staffing Implications (if not covered in Consultations Section)

- 4.2 There are no direct staffing implications from this report.

(c) Equal Opportunities Implications

- 4.3 An Equalities Impact Assessment will be undertaken as part of developing the Local Plan Review and the CIL.

(d) Environmental Implications

- 4.4 There are no direct environmental implications arising from this report. Once introduced the Local Plan and the CIL will assist in the delivery of high quality sustainable new developments, alongside the protection and enhancement of the built and natural environments of the city. As such it is anticipated that both the Local Plan and the CIL will have a positive climate change rating, although the precise nature of this positive impact will be dependent on the detailed proposals.

(e) Consultation

4.5 The Report is a technical study and has not been subject to direct public consultation. However, a wide range of key stakeholders were consulted throughout the study process with a view to identifying relevant evidence material and they are listed at Appendix 1 of the Infrastructure Delivery Study.

(f) Community Safety

4.6 There are no direct community safety implications arising from this report.

5. Appendices

- Appendix A – Executive Summary of the Cambridge City Council and South Cambridgeshire Infrastructure Delivery Study
- Appendix B – The Cambridge City Council and South Cambridgeshire District Council Infrastructure Delivery Study – Copy available online.

6. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

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