



To: Executive Councillor for Planning and Climate Change: Councillor Tim Ward
Report by: Head of Planning Services
Relevant scrutiny committee: Development Plan Scrutiny Sub Committee 09/07/2013
Wards affected: All Wards

**Cambridge City Council and South Cambridgeshire District Council
Infrastructure Delivery Study Update
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. It was endorsed as an evidence base document for the Cambridge Local Plan Review and the Cambridge Community Infrastructure Levy at Development Plan Scrutiny Sub-Committee in September 2012. The document was agreed as a live document that can be updated over time to reflect changing circumstances such as changes in the planned level of provision of housing and employment.
- 1.2 This update has been carried out to reflect the now agreed planned levels of provision emerging through the Cambridge City and South Cambridgeshire District Local Plan Reviews. The updated 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.

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 update to the Cambridge and South Cambridgeshire Infrastructure Delivery Study Update for use as an evidence base document for the Draft Cambridge Local Plan 2031 and the Cambridge Community Infrastructure Levy (CIL).

3. Background

National Planning Policy Framework (NPPF)

3.1 The 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

3.2 The NPPF also adds emphasis on quality, capacity, strategic infrastructure and cross boundary working.

Relationship with Local Plan Review

3.3 The timely provision of 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 and subsequent update supports the Local Plan and will form part of the Council's case at submission and examination of the Local Plan.

Community Infrastructure Levy (CIL)

3.4 The Community Infrastructure Levy Regulations 2010 (as amended) require that any levy's rates should be based on evidence of the infrastructure needed. The charging authority must consider what additional infrastructure is needed in its area to support development and what other funding sources are available. The focus should be on providing evidence of an aggregate funding gap that demonstrates the need to levy the Community Infrastructure Levy.

3.5 Latest CIL Guidance states that information on infrastructure needs in relation to CIL should be directly related to the infrastructure

assessment that underpins the Local Plan for the area, as that planning identifies the quantum and type of infrastructure required to realise local development and growth needs.

- 3.6 The Cambridge 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.

Cambridge City and South Cambridgeshire District Council Infrastructure Delivery Study 2012

- 3.7 Planning for infrastructure provision has been, and continues to be, an ongoing process through the development of Cambridge City Council and South Cambridgeshire District Council Infrastructure Delivery Study (IDS) and partnership working with stakeholders.
- 3.8 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. Since the start of the project Baker Associates merged with Roger Tym & Partners and Peter Brett Associates LLP and as a result the study was completed by Peter Brett Associates and Transport International. The IDS was endorsed as part of the evidence base for the Cambridge Local Plan Review and Cambridge Community Infrastructure Levy by Development Plan Scrutiny Sub Committee in September 2012.
- 3.9 The objectives of the Infrastructure Delivery Study and subsequent update 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.
- 3.10 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.
- 3.11 The IDS examines three infrastructure categories: physical (transport, energy, water and drainage, waste), social (education, health care, leisure and recreation, community and social and emergency services) and green (open space). The IDS includes an infrastructure delivery schedule and the intention has always been to update the IDS and infrastructure delivery schedule on a regular basis, to reflect

changing circumstances such as changes in the planned level of provision of housing and employment.

- 3.12 The Infrastructure Delivery Study and subsequent update provide an overview of infrastructure required to support new development, an overview of who is responsible for delivery, and a broad indication of phasing, costs and funding mechanisms. It acts as a focus for delivery but should not be seen as a detailed investment programme.
- 3.13 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.

Cambridge City Council and South Cambridgeshire District Council Infrastructure Delivery Study Update 2013

- 3.14 Planned provision of development and subsequent infrastructure requirements have evolved as a result of the Cambridge Local Plan and South Cambridgeshire Local Plan Review process. This has led to the requirement to update the IDS.
- 3.15 The specific components of the IDS update are the report and the infrastructure schedule (Appendix A to the report). The schedule provides a spatial breakdown of infrastructure requirements including information for category, cost, delivery, phasing, funding, responsibility and location.

Key Findings

Prioritisation

- 3.16 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. To demonstrate this, the Infrastructure Delivery Study Update sets out a broad framework for infrastructure delivery but with more detailed costing in the first 5-10 years where available. Following on from this the study proposes a prioritisation process to help identify projects that should form the initial focus for investment.
- 3.17 As far as the Draft Local Plan for Cambridge is concerned, most of the development proposed to come forward over the next five years for housing and employment has already been granted outline planning permission, with infrastructure requirements included to support this.

- 3.18 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.
- 3.19 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 consultants have categorised the prioritisation of infrastructure in the IDS as 'critical', 'necessary' and 'desirable'.

Critical Infrastructure

- 3.21 Critical and necessary infrastructure projects are essential to support development, but the differing factor between them is the timing of their delivery. Critical infrastructure is largely physical and enabling infrastructure, which must be delivered on time to allow proposed development to proceed. Failure to provide critical infrastructure could result in significant delays to the delivery of development.

Necessary Infrastructure

- 3.22 This infrastructure is required if development is to be achieved in a timely and sustainable manner. Infrastructure in this category is unlikely to prevent physical development in the short term, however failure to invest could lead to delays in the medium term. The most common type of necessary infrastructure is social and community infrastructure such as schools, health facilities and children's play space. The category has the potential to allow infrastructure prioritisation if funding shortfalls occur.

Desirable Infrastructure

- 3.23 This category has been included so more aspirational schemes to support sustainable development could be included within the IDS.

CIL Eligible Infrastructure

- 3.24 The updated IDS also include summary tables related to CIL eligible infrastructure. CIL eligible infrastructure is comprised of any infrastructure project that relates to a proposed development, an existing infrastructure deficiency or an aspiration infrastructure project. Infrastructure projects related to existing planning permissions or projects that have any S.106 allocated to them are not included in this list. This schedule provides evidence of the aggregate funding gap

required to levy a CIL charge. It also provides a starting point for future prioritisation of CIL funding.

Infrastructure Requirements

Cambridge

- 3.25 The cost of Infrastructure requirements for Cambridge (excluding fringe sites) identified in the study is approximately £249 million. Taking into account public funding/bids (£16.6 million) and private funding (£25 million), an overall shortfall of approximately £207.5 million has been identified for the period 2011 – 2031.
- 3.26 Overall the critical infrastructure funding shortfall identified for Cambridge (excluding fringe sites) is £12.9 million and the shortfall for the first five years is £12.4 million.
- 3.27 The aggregate funding gap associated with CIL eligible infrastructure in Cambridge (excluding fringe sites) to 2031 is £163.9 million.

Fringe Sites

- 3.28 Overall the cost of infrastructure requirements on fringe sites is £280.6 million, with a funding shortfall of £168 million identified.
- 3.29 Critical infrastructure requirements to support development costs on fringe sites have been identified as £106 million, with no shortfall in the first five years.
- 3.30 The aggregate funding aggregate associated with CIL eligible infrastructure on fringe sites to 2031 is £130.5 million

Strategic Infrastructure (Both Local Authorities)

- 3.31 Strategic infrastructure requirements to support both local authorities amount to £230.6 million, and a funding shortfall of £98 million has been identified
- 3.32 Critical strategic infrastructure requirements to support development have been identified as £77 million, with no shortfall in the first five years.
- 3.33 The aggregate funding aggregate funding gap associated with CIL eligible strategic infrastructure in Cambridge (excluding fringe sites) to 2031 is £95.5 million

South Cambridgeshire

- 3.34 Overall the cost of infrastructure requirements identified in South Cambridgeshire District (excluding fringe sites) is over £2.1 billion, with a funding shortfall of £1.46 billion identified (£1.13 billion of this is attributable to the A14 which growth in South Cambridgeshire is predicated upon).

- 3.35 Critical infrastructure to support development costs in South Cambridgeshire District (excluding fringe sites) have been identified as £1.7 billion, with an £8.6 million funding shortfall in the first five years.
- 3.36 The aggregate funding aggregate funding gap associated with CIL eligible infrastructure in South Cambridgeshire (excluding fringe sites) to 2031 is £1.45 billion (£1.13 billion of this is attributable to the A14 which growth in South Cambridgeshire is predicated upon).

Funding

- 3.37 The original 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 chargers and developer contributions as a means to potentially addressing the funding shortfall.
- 3.38 The three Councils are bidding for city deal status but, until that process is concluded, certainty over the availability of additional infrastructure funding is unknown.
- 3.39 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.
- 3.40 A copy of the IDS update is attached at Appendix A.

4. Implications

(a) Financial Implications

- 4.1 There are no direct financial implications arising from this report.

(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. **Background Papers**

5.1 These background papers were used in the preparation of this report:

- Cambridge City Council and South Cambridgeshire District Council Infrastructure Delivery Study 2012 - <https://www.cambridge.gov.uk/public/ldf/CIL/Appendix%20B%20-%20Infrastructure%20Delivery%20Study%20FINAL%20REPORT%20and%20Appendices.pdf>

6. **Appendices**

- Appendix A – Cambridge and South Cambridgeshire Infrastructure Delivery Study Update 2013.

7. **Inspection of papers**

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

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