

Finance and Audit Scrutiny Committee: 7th February 2017

Agenda Item No.

8

COUNCIL	
Title	Warwick District Infrastructure
	Delivery Plan
For further information about this report	Tony Ward
please contact	
Wards of the District directly affected	All Wards
Is the report private and confidential and not	No
for publication by virtue of a paragraph of	
schedule 12A of the Local Government Act	
1972, following the Local Government (Access	
to Information) (Variation) Order 2006?	
Date and meeting when issue was last	1st June 2016 Report -
considered and relevant minute number	September 2016 Briefing Note.
Background Papers	

No
110
No
In F and A work
programme.
N/A

Officer/Councillor Approval				
Officer Approval	Date	Name		
Chief Executive/Deputy Chief Executive	27/1/17	Chris Elliot and Bill Hunt		
Head of Service	24/1/17	Tracy Darke		
CMT	27/1/17	Bill Hunt		
Section 151 Officer	26/1/17	Mike Snow		
Monitoring Officer	27/1/17	Andrew Jones		
Finance	26/1/17	Mike Snow		
Portfolio Holder(s)	26?17	Councillor Cross		

Consultation & Community Engagement

N/A

Final Decision? No

Suggested next steps (if not final decision please set out below)

It is proposed that further progress reports will be prepared for Finance and Audit Scrutiny Committee on a 6 monthly basis.

1. **Summary**

1.1 The purpose of this report is to update Members on progress made regarding the Infrastructure Delivery Plan (IDP) that is associated with the District's future growth requirements to 2029. The IDP continues to be updated to reflect the latest information arising from ongoing discussions with infrastructure providers and to reflect emerging infrastructure requirements necessary to support the Local Plan. This report will also give Members an overview of how Infrastructure matters were addressed in the recent Local Plan Examination in Public.

2. Recommendation

- 2.1 That the Committee note the contents of the report, Appendix 1 (update on key infrastructure) and Appendix 2 (updated IDP Table)
- 2.2 That Officers report back to Committee in 6 months' time with a further update

3. Reasons for the Recommendation

- 3.1 As Members will be aware, in order to progress the implementation of the Local Plan and assimilate the associated growth during the plan period successfully, it is necessary to prepare and continually monitor progress of an Infrastructure Delivery Plan (IDP).
- 3.2 The updated IDP is set out in Appendix 2. This will continue to be refreshed/ evolve to reflect Infrastructure requirements and progress of their implementation throughout the plan period. It should be noted that this may also involve expanding the content of the IDP to include any further modifications made to the Plan in the forthcoming Inspectors report and the final content of the plan at adoption.
- 3.4 The compilation and monitoring of the IDP continues on a collaborative basis involving officers within Development Services; other officers across the Council; colleagues at WCC, Stratford and Coventry Council's; as well as other external agencies (for example Highways England, Strategic Economic Plan partnership, Sport England).
- 3.7 Detail on specific advances across all sectors of the IDP is set out in Appendix 1 of this report.
- 3.8 It is intended that following the adoption of the Local Plan that the IDP will be made available in a live format accessible for wider scrutiny via the Council's website.

The Local Plan Examination in Public (EIP) and Infrastructure

3.9 The Local Plan EIP hearings concluded in late December 2016. Throughout the various hearing sessions the Inspector methodically interrogated housing and employment allocations, their environmental acceptability, deliverability and viability, as well as the composition and appropriateness of infrastructure that would be necessary to support them.

- 3.10 There were also two specific, targeted hearing sessions that scrutinised the IDP. The first half day session focussed on transport related matters specifically, followed by a further half day session examining all other (non-transport) infrastructure matters.
- 3.11 The Council is awaiting the findings of the EIP and the Inspectors report, however it was felt that the Inspector appeared to be satisfied that the Council had presented a thorough and appropriate analysis of the District's infrastructure needs and that the approach taken to develop the IDP's was appropriate.
- 3.12 There was a discussion regarding the funding gap. The Council informed the Inspector that it will continue to work with Infrastructure providers and other agencies in the identification of alternative funding sources to augment the finance required in support of infrastructure provision. In particular, the Inspector focused in funding potential for infrastructure required within the first five years of the Plan. The approach set out in the IDP appeared to provide answers to his key questions in this regard.
- 3.13 With regard to funding it should be noted that the Council will, through the development of its CIL regime, give consideration to what developer contributions will be collected through CIL and those that may remain the subject of S106 agreements. Members have raised concerns that CIL funding may not be as effective as S106 in terms of levels of finance it may generate from larger strategic allocations. It should be noted that both sources will be utilised. The CIL viability study sets CIL income rates per sq.m of development in the charging schedule on the basis of a possible allowance per dwelling unit on strategic sites to be utilised for specific on-site S106 matters.
- 3.14 It is understood that the Government is considering a revision of its guidance on CIL that may provide additional flexibility to Local Authorities to ensure that appropriate levels of developer funding for infrastructure are attainable. Officers are monitoring this situation and will report to Members in the event such adjustments to the CIL regulations are issued.
- 3.15 It was reported to the Inspector that, as the Council moves towards the introduction of a CIL regime, it will assess priority projects and assign CIL income to projects in order of priority. This will be published in the Regulation 123 list which will be prepared for Council in April ahead of submission of the CIL scheme. As part of this, the Council will continue to assess whether all the infrastructure proposals set out in the IDP are essential. Through this, it is likely that some schemes that are currently desirable will not be prioritised for funding unless specific funding can be identified.
- 3.16 Through the combined approach of identifying alternative sources of funding and prioritising schemes the officers consider that the funding gap will be reduced and that all essential infrastructure can be funded across the whole Plan period.
- 3.17 Once funding is provided through developer contributions, in most instances it will be the responsibility of the individual infrastructure providers to ensure that projects are delivered and operational in an appropriate timescale. However, the District Council will, through its development monitoring regime

- and reference to the IDP, ensure that infrastructure providers meet their obligations to deliver projects successfully.
- 3.18 It is anticipated that the Inspector will produce his interim report including any modifications required to make the Plan sound in March 2017. The Council will then have to undertake a consultation exercise detailing the main modifications proposed. Subsequently, officers will collate and forward the responses from this consultation exercise to the Inspector. The Inspector will then consider these responses and issue his final report. On receipt of this report officers will further update the IDP and will prepare a report for Council for formal adoption over the summer.

4. Policy Framework

- 4.1 **Sustainable Community Strategy** The Infrastructure Delivery Plan is a part of the evidence that underpins the Local Plan. It has been developed initially in parallel with the Draft Local Plan and will continue to evolve to accommodate any further Local Plan modifications that may arise as a consequence of the EIP and the concluding stages of the Plan to Adoption. It will also respond to any changes to infrastructure provider's requirements. In this context the IDP will continue to play an important role in supporting corporate priorities.
- 4.2 The compilation of, and continuous review/ monitoring of the IDP regarding infrastructure necessary to support major development schemes across the District will ensure that the identified infrastructure comes forward in the right manner and at the right time to support that development and will therefore contribute to the vision of making Warwick District a great place to live, work and visit as set out in the Sustainable Community Strategy.
- 4.3 **Fit for the Future** The IDP will assist the Service strand and the Money strand of the Fit for the Future Programme enabling capital investment to be made in a range of public infrastructure facilities which will help ensure that the Council can continue to deliver services that any growing community needs. The People strand will be implicated as the development envisaged in the Local Plan and the supporting infrastructure in the IDP will have impacts on council staff in all services one way or another.

5. **Budgetary Framework**

- 5.1 Infrastructure funding will be derived from a range of sources, as set out in the IDP. To justify this funding (whether Section 106 or external grants), a strong evidence base needs to be provided by infrastructure providers. The comprehensive infrastructure planning set out in the IDP will support this by providing a strategic tool regarding requirements and costs. Once a Community Infrastructure Levy (CIL) Scheme is in place, it will also help to inform priorities for CIL.
- 5.2 The component parts of the IDP will require partnership working with a variety of agencies in order to identify relevant funding streams/initiatives throughout the plan period. This will be essential to augment finance derived from developer contributions.

- 5.3 Financial planning in relation to infrastructure will be a major challenge for WDC and other Local Authorities/agencies across the country and will undoubtedly require imaginative strategies/approaches to secure fully funded projects and their delivery going forward. As the IDP is a continually evolving document, it is expected to be delivered through the lifetime of the Local Plan. It is not possible to have an IDP that is fully funded at present, for instance, infrastructure not required until 2025 is likely to be funded from sources that cannot currently be anticipated.
- 5.4 There are no direct financial implications associated with this report.

6. Risks

- 6.1 In view of the nature and scale of the development proposals that are to be delivered across the District within the emerging Local Plan period, the absence of a robust and detailed IDP system and complimentary S106 monitoring regime, has been identified as a key risk to the Local Plan's success and its future implementation
- 6.2 Without an IDP, the Council will not have a point of reference to inform the successful organisation and timely implementation of the District's infrastructure requirements.
- 6.3 There is an inherent risk that it will not be possible to fund all the infrastructure requirements set out in the IDP and that at some point certain infrastructure matters will have to take priority over others and utilise available funding at the cost/ delay of other less critical projects.
- 6.4 The Local Plan risk register contains the following risks relating to the IDP

Risk	Nature of Risk	Likeli- hood	Impact	Mitigation
CIL and Viability	CIL will not be adopted until the Local Plan is adopted. There remains a risk that some of the proposed infrastructure will not be viable, particularly where external sources of funding are required. Recent work on CIL income shows that a shortfall is likely if we try to deliver the entire infrastructure that is desirable. However, with prioritisation, accessing additional funding streams and continued effective use of \$106, it is expected that the funding gap can be managed. The likelihood of the risk occurring has reduced as a result of EIP hearings which have tested the viability of all	2	4	 a) Ensure CIL scheme is ready to progress alongside Local Plan b) Regular review of the IDP through ongoing liaison with providers. c) Regular report to Scrutiny regarding Infrastructure d) Prepare a Reg 123 list to be specific about which elements of the IDP will be funded through CIL and demonstrate that CIL income can achieve this (taking account of pooling restrictions e) We need to ensure evidence to support S106 contributions is robust and CIL compliant

	the Local Plan sites.			
Infra- structure funding and delivery	The issues around pooling S106 agreements are now a significant risk given that we don't have CIL scheme in place. It is possible that funding for some infrastructure will be harder to justify in this interim period, particularly where appeals are allowed. Recent planning permissions have seen Education unable to collect contributions from developers as these will contravene pooling restrictions.	4	3	Continue to work closely with Infrastructure providers to ensure they grasp the importance of providing robust evidence and the risks associated with pooling. The Major Site Delivery Officer will continue to play a key role in this.
Forward funding of major infrastructure items	In some ways this goes beyond the remit of the Local Plan, but there could be significant issues if schools and some transport infrastructure cannot be provided in advance of new development. However forward funding options are difficult and carry significant risks/costs	4	2	For a lot of infrastructure, it would be possible (though certainly not desirable) to provide after developer contributions have been received and without forward funding Issues around funding for secondary schools, remain important. The strategy for secondary education at Kenilworth is likely to enable timely provision. For South of Coventry the strategy is still emerging, free school funding may be required. The approach proposed for south of Warwick is likely to be funded from established sources until 2022. After that funding for Free Schools will be required.

7. Alternative Option(s) considered

- 7.1 Given the importance of infrastructure planning to the success of Warwick District over the forthcoming Local Plan period (and beyond) it is not considered practical to progress without an IDP to inform decision making/be a tool to assist in the monitoring of development progress. Furthermore there will be no clear understanding of how local plan proposals will be delivered without an IDP.
- 7.2 For the reasons identified in paragraph 6.1 and 6.2 above, the option of not proceeding with an appropriate monitoring regime has been discounted.

8. Background

- 8.1 The IDP has been developed in association with the District's Local Plan and is a necessary component of the development plan process as prescribed by the National Planning Policy Framework (NPPF).
- 8.2 A full description of the purpose and background to the IDP is set out in the first ten pages of the IDP master document (Appendix 2).
- 8.3 It is important to recognise that the IDP is a strategic document which supports the Local Plan. It seeks to contain enough detail to demonstrate that strategic sites can be delivered and that there are plans in place regarding how this can be accomplished. In this way the IDP is an important part of the development process. It not only supports the delivery of the Local Plan, it also provides developers and infrastructure providers with high level information which can be used to inform detailed master-planning, viability and site delivery.
- 8.4 However, the IDP should not be seen as a final comprehensive document providing all the detail of the costs and requirements. This level of detail needs to be developed during pre-application discussions and agreed through the assessment of planning applications and finalised through Section 106 agreements. All this needs detailed evidence to be provided, linked directly to the specific application under consideration. Part of this evidence also needs to take account of other funding streams such as government grants and direct on-site provision of land and facilities.

Appendix 1: Advances regarding specific Infrastructure Requirements

Education

- 1 With regard to education, the provision of school places and the development of new schools require a targeted approach to ensure they are delivered and available at the appropriate time.
- With particular regard to the provision of primary schools required to serve large urban extensions it will be necessary for the District Council to monitor progress in the development and implementation of school build projects by working closely with Warwickshire County Council Education Department and the County Council's Infrastructure Manager. This will ensure that schools are delivered and operational at the appropriate time in the development process. A current example of this relates to the delivery of the primary school requirements south of Warwick and Leamington. The first of three primary schools (Heathcote) is currently under construction and will be operational in September 2017.
- Discussions with the developer at Grove Farm regarding the location and layout requirements regarding a second primary school are currently progressing. It is anticipated that this approach will be replicated with regard to primary school requirements both at Kenilworth and Kings Hill in due course.
- The timing of the delivery of secondary school places is also critical. The successful implementation of school construction projects to provide pupil places associated with development South of Warwick and Leamington, Kenilworth and at Kings Hill will be a priority. The approach for secondary education in each of these three areas is set out below.

Education South of Warwick and Leamington

- The County Council is proposing a three phase approach to meeting the education requirements of development across this area:
 - Phase 1 (up to September 2018) involves filling existing school places
 - Phase 2 (2018 to 2022) involves expanding Campion School and over time, filling the resulting capacity
 - Phase 3 (2022 onwards) involves new school provision at Europa Way.
- Funding of the first two phases through to 2022 will be met from approved Section 106 developer contributions. Section 106 agreements have already been secured to contribute to the overall strategy. Although trigger points mean that the receipt of the S106 income can take some time, the phased delivery of the proposal means that substantial funding will be available to deliver the project. The phased approach also ensures that pooling restrictions can be avoided by ensuring the contributions are made to specific infrastructure projects within the overall strategy and enables the County Council to guard against over-provision.
- The District and County Council are confident that the proposals are viable and can be funded. The land is already set aside for the proposals and the timing of Section 106 contributions enables phase 1 and phase 2 to be achieved. Phase 3 (a new school) will also benefit from Section 106 contributions from developments completed after 2018. However, it is likely that some additional funding will be required. The Central Government 'Free School Programme' (or

any successor of this programme) is likely to offer an additional potential source of funding. Detailed planning for this will begin once the Local Plan is adopted and there is clarity and certainty regarding the pupil numbers that will need to be accommodated.

Education in Kenilworth

- It is intended that the current secondary school at Kenilworth is relocated to land at Southcrest Farm. It is anticipated that this will be delivered and operational in September 2020. This is based on an application being submitted by the end of 2017, with construction commencing in the summer of 2018 and completing summer 2020.
- 9 The site has good access to the existing highways network and is located close to existing public transport links. The school has undertaken assessments of the site and taken into account the costs of servicing and assembling the land in the build costs.
- 10 Potential sources of funding for the school are as follows:
 - Sale of land occupied by the existing school for housing
 - CIL/Section 106 contributions
 - Department for Education / EFA funding
 - Other sources relating to the potential for providing specific facilities on the site
- 11 The school has undertaken extensive financial planning and provided evidence to the Local Plan to demonstrate that there is a reasonable prospect of a viable solution being achieved

Education at Kings Hill and South of Coventry

As a result of the addition of up to 4,000 new houses in this location, there will be a need for the equivalent of two new primary schools (a total of 5 form entries) located on site and a new secondary school. The Council is working with Warwickshire County Council and Coventry City Council Education departments and the site promoters to establish the exact composition and timing of these requirements within, and beyond, the Plan period. At the point that the precise format of the school requirements is determined, the programme for its implementation and timing of delivery will be planned accordingly. It is expected that this will be clear at the time a planning application is submitted (expected shortly after the adoption of the Local Plan). This will require reference to the assumed housing trajectory for the development of Kings Hill and other allocations proposed in the locality. Preapplication discussions are already underway for this site. These discussions include a focus on infrastructure planning.

Primary Health Care, G.P. Facilities

- Recent discussions with the CCG have continued to establish how difficult it is for them to currently prescribe a precise strategy to meet the additional demands for primary healthcare that will arise from the expanding population as a consequence of the Local Plan.
- 14 Changing usage of I.T, as well as the amalgamation of surgeries to provide an 'area based approach' rationalising access to particular services (not duplicating specific clinics at every surgery) is envisaged to be more cost effective,

- productive and thus enhance the capability of practices to deal with expanding patient role numbers.
- The CCG is also mindful of the Government's intention to require surgeries to have longer opening hours which could increase the capacity of existing surgeries to accommodate larger patient roles. This will also have to be factored into decisions regarding the need for future healthcare building programmes (expansions or new bespoke facilities).
- Given progress with the Local Plan and increasing engagement with developers in pre-application discussions, officers are proposing that ongoing uncertainties are addressed by negotiating agreements based on current capacity and traditional developer contributions. This will be in terms of land and finance for the provision of new practices. Appropriate flexibility could be built into accompanying legal agreements to enable finance to be switched to other solutions (better utilising existing/ established facilities/ IT infrastructure) in the event extended hours, revised working arrangements and the better use of IT in existing practices working collaboratively is ultimately the preferred solution.

Health in Kenilworth Locality

- Doctor's surgeries locally are currently testing the 'Doctors First' initiative which is significantly enhancing the ability of surgeries to deal with an increasing number of patients without them having to physically visit the surgery. This basically utilises doctors dealing with a large proportion of their patients via telephone appointments.
- In Kenilworth this system is up and running within one of the two practices. The two practices in Kenilworth are intending to work together more closely and the CCG is of the opinion that it may be possible for the existing surgeries in Kenilworth to cater for the growth across Kenilworth (including Thickthorn/ Southcrest Farm).

Health - Kings Hill and South of Coventry

Discussions have started between the South Warwickshire CCG and their counterparts in the Coventry and Rugby CCG's in order to understand existing GP capacity in south Coventry.

Health North Leamington

- It is anticipated that the Doctors First initiative will enhance capacity in the short term (the first 4/5 years of the Plan period) across Leamington. Certainty over the future location of three north Leamington practices that are seeking to amalgamate is central to resolving the CCG's intended strategy across Leamington and also to the south of Warwick.
- The three existing practices that would like to merge into one, Cubbington Road, Sherbourne and Clarendon Lodge still do not have a site identified for their new –build programme,. The Council is currently not in a position to say whether there may be the option of a site for a new facility as a consequence of potential development / regeneration in the Lillington / Crown Way area.
- The CCG contends of the above decision has direct implications for other strategies across the town and to the south of Warwick, as the ultimate outcome of the above relocation project may impact on catchment areas across the town.

Health South of Warwick and Leamington/ Central Leamington

- In the short / medium term extra capacity will be available to provide for 10,000 additional patients as a consequence of the expansion programme agreed to be implemented at Warwick Gates Medical Centre. It is anticipated that these works will be undertaken and the facility fully operational in Spring 2018. This £1 million scheme is to be funded from S106.
- This gives the CCG the opportunity to undertake a combined options appraisal regarding solutions to meet demand as the rest of this urban extension comes forward. This will determine the best strategy for meeting the needs of the central / south Leamington catchment area. As part of this, it will be decided if a new building is required (and if so where it would best be located), or if additional capacity in existing facilities can be augmented by technological advances and extensions to existing properties to provide patient capacity.
- It is envisaged that the Waterside centre may be the subject of expansion in the financial year 18/19 to cater for growing town centre patient demand.

Health - Warwick Town Centre

The development of a new medical centre on the former police station site at Priory Road/ Cape Road (amalgamating the Cape Rd surgery and the Priory medical centre) is programmed to be operational from spring 2019.

Transport and Highways

- 27 Transport infrastructure is predominantly delivered by Warwickshire County Council although other providers also have a role to play, such as Highways England, Network Rail, the District Council (in providing parking and pedestrian and cycle facilities across district land), public transport operators and Sustrans.
- The County Council has played a leading role in researching and planning this element of the IDP; this has been informed through the Strategic Transport Assessments. The County will continue to play a lead role in implementation. Highways England has contributed to and reviewed all Strategic Transport Assessment reports and supports the mitigation proposals therein. Sustrans also contributed to the Strategic Transport Assessment in respect of the proposed cycle infrastructure proposals.
- 29 The County Council has set up a regular development liaison group with Coventry City Council in order to form a joint approach to dealing with developments to the south of Coventry and on the County boundary.
- The County Council continues to develop and refine schemes identified within the STA and IDP in order to help secure future funding. The County Council is working closely with developers to ensure appropriate levels of contributions are secured in order to mitigate impacts on the network and to ensure schemes identified are compatible with the overall transport strategy.

A452 Europa Way Corridor

The various elements of this corridor are to be part-funded through S106 £17.5m from WDC development sites and approximately £2m from SDC development sites (subject to signing agreements) as well as Growth Deal 3 finance and S278 arrangements.

- The County is currently in discussions with a number of developers regarding delivery of S278 schemes which form a significant proportion of the remaining infrastructure included in the corridor strategy (including P&R). A funding bid has also been submitted to the CWLEP to secure Growth Deal funding, the outcome of this is expected shortly and will be reported in the next iteration of the IDP/ Scrutiny report.
- The Europa Way corridor improvements will be delivered through a series of individual schemes, some of which will be delivered by the County Council funded through a combination of S106 contributions and external funding and others will be delivered by developers under S278 agreements. Two schemes are currently with WCC for technical approval.
 - The dualling of the section of Europa Way from just west of Harbury Lane roundabout west for approximately 420 metres, including the provision of a signalised junction with the developments on Heathcote Farm and land south of Gallows Hill. Construction is expected to start later this year.
 - Dualling of Europa Way from the roundabout by the Shires Retail Park to just west of Olympus Avenue.
- The remaining schemes/ elements have been subject to concept design for the whole corridor and although there is currently no precise schedule for these works, the delivery of these sections will follow.

Stanks Island' A46 / A425 / A4177 Birmingham Road

- Cost of £6m is now fully funded through £3.1m Single Local Growth Fund, £2.6m County funding and £300,000 developer funding and is a committed scheme.
- Procurement for the contract is expected to be completed in March 2017 with works on site due to commence during the summer (start date will be confirmed after the contractor is appointed).

A46 Stoneleigh Rd and Dalehouse Lane roundabout

- 37 The County Council and Coventry City Council are in discussion with the Department for Transport (DfT) to formally agree the reallocation of Growth Deal 1 funding to deliver improvements at the A46 Stoneleigh junction. This process is expected to conclude early in 2017. Any balance of funding which is required for the scheme is expected to be sourced from HS2 Ltd, S106 / CIL monies or locally held capital funds. The scheme is planned for delivery in mid-2019.
- A project board has been established to work on the delivery of this scheme. The board is supported by a Project Manager and WCC's highways design team are in the process of working up proposals. Survey work for ground conditions, topography, archaeology and ecology is underway/ scheduled with a view to preparing a planning application for the scheme later this year.

Sub-Regional Employment site

39 The developer is in discussion with the County regarding the delivery of S278 schemes associated with unlocking/ enabling the implementation of the Whitely south locality. This will also be beneficial for the progress of the wider employment allocation.

Rail

40 NUCKLE 2 Kenilworth Station is fully funded and under construction and is now scheduled to become operational in 2018.

Warwick Town Centre Traffic Management Proposals

41 WCC's Cabinet has given approval for the advancement of Warwick Town Centre traffic management project. The implementation of a 20 mph zone as well as adjustments / enhancements to Priory Road and the Northgate street junction are intended to be implemented as the first phases of this overall project in 2017. Funding for these particular aspects is to be from S106 agreements associated with the South West Warwick (Chase Meadow) development.

Other Infrastructure Proposals

Indoor Sports / Leisure

- The construction process of both Newbold Comyn and St Nicholas Park leisure centres is underway and site works are progressing on schedule.
 - St Nicholas Park centre is due to be completed and operational over the summer
 - Newbold Comyn centre is due to be completed and operational autumn 2017.

Utilities

43 Severn Trent has recently announced a £43 million pound investment programme for the Finham treatment works in order to provide additional treatment capacity to accommodate development across the Finham catchment. Works are expected to be completed by March 2020.