South Gloucestershire Council

New Local Plan

INFRASTRUCTURE DELIVERY PLAN



January 2025

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Part 1: Introduction

1.0 The National Planning Policy Framework (NPPF- Dec 24), requires that plans should set out the contributions expected from new development towards infrastructure, such as that needed for education, health, transport, flood and water management, green and digital infrastructure (para 35) and strategic plan making authorities should take into account the relevant investment plans of infrastructure providers (para 27).

1.1 Information on a Council area's infrastructure needs is also required to support Community Infrastructure Levy (CIL) charge setting. Local authorities must also publish an Infrastructure Funding Statement (IFS) on an annual basis. Planning obligations must also be justified to meet the CIL 122 tests; necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development (NPPF paras 56 to 59).

1.2 Planning for infrastructure is therefore a key priority required to inform and underpin development plan making and to support development management decisions. In essence planning authorities, developers and infrastructure providers need to be able to explain what infrastructure they require to support new communities, how much it will cost and how it will be funded. This information and evidence will be crucial for the Local Planning Authority (LPA) to demonstrate that its new Local Plan is 'sound' when tested at Examination in Public, or in other words if there is a 'reasonable prospect' that the infrastructure required to support the level and location of growth proposed can be funded and delivered in a timely way. Moreover, in fulfilling these roles and functions the LPA is also able to demonstrate that it has complied with and met the Duty to Cooperate (DtC) with prescribed bodies on strategic matters which is integral to the production of positively prepared, justified, and effective local plans.

1.3 The Council first published an Infrastructure Delivery Plan in 2012 to support the Core Strategy and then updated it in 2014 to support adoption of its CIL: (South Gloucestershire (southglos.gov.uk)). It has since published Infrastructure Funding Statements in 2020, 2021, 2022 & 2023: Community Infrastructure Levy (CIL) | BETA - South Gloucestershire Council (southglos.gov.uk) . Under the Regeneration & Levelling Up Act, which came into force in October 23 and when the further secondary guidance is in place IDPs will be referred to as Infrastructure Delivery Statements (IDS). However, as the council's Local Plan is being prepared under the existing 2012 Town and Country Planning Regulations, we are continuing to prepare an Infrastructure Delivery Plan (IDP) for infrastructure arising from the homes and

jobs that our new Local Plan makes provision for, as we are currently required to do in accordance with the NPPF.

1.4 In essence infrastructure planning continually evolves and requires ongoing review. The production of the IDP relies on partner organisations working with the Council. The Council will endeavour to liaise with partner organisations on an ongoing basis. To support this process a series of topic papers have been prepared which seek to explain who plans and delivers the respective infrastructure, how that infrastructure is planned for and any critical issues locally.

1.5 In order that you can see the level of activity in the district over recent and coming years, the following section, provides a list of recently completed infrastructure schemes and currently planned schemes, i.e. those it is currently considered have a high likelihood of being delivered.

1.6 In terms of funding for infrastructure, it should be noted that it comes from a great many sources, depending on the type of infrastructure being considered. Developer funding is only one source of many and makes up a relatively small proportion of the whole capital programme. Individual infrastructure projects may also be funded in-kind and by multiple different sources. In terms of Council funding, to give an idea, Council capital and revenue funding is published annually. The key committee paper where this information can be found is the Capital Outturn Report, presented to Cabinet in June/July annually. This sets out income and what was actually spent in the preceding the year. This is distinct from Revenue Budget & Capital Programme report to Council, usually published in February, which sets out projected sources of finance and expenditure. In terms of capital the main sources of income/funding are grants from government, the West of England Mayoral Combined Authority (MCA), and prudential borrowing. It should be noted that predicting forward capital expenditure accurately on a year-by-year basis is notoriously difficult as infrastructure projects can often be delayed and/or cost more or less than originally planned. Projects also tend to be planned only a few years in advance as they are often brought forward in response to new funding pots being made available due to national and local political priorities. So, it is hard to predict what projects will materialise far in advance.

1.7 The Outturn reports therefore provide the most realistic picture of Council capital expenditure year on year. The table below, row 1, shows actual total expenditure taken from the respective Outturn reports, including s106 & CIL expenditure. Row 2 shows the s106 & CIL expenditure for comparison. S106 & CIL is raised from developer contributions so should reflect income from this source over the medium long-term. It can be seen therefore that developer funding is only a small proportion of the total capital programme. Developer funding may though rise in

coming years as a proportion of the total capital programme due to the large scale of growth now starting to come forward on the new neighbourhoods at Cribbs Patchway & Harry Stoke. The 2022/23/24 figures are starting to reflect this trend.

Council Capital Expenditure (excluding Property Investment Fund)

Year	18/19	19/20	20/21	21/22	22/23	23/24
Actual Spend. Total £'000s including S106 & CIL	70,145	102,945	66,469	95,862	79,548	83,490
S106 & CIL spend £'000s	6,728	6,133	4,781	5,687	12,527	8,818

1.7 Digital infrastructure is clearly a critical component of modern-day life. It does not have its own topic paper as broadband connectivity is now a building regulation requirement following the 'The Building etc (Amendment) (England) (No. 2) Regulations 2022', coming into force on 26 December 2022. These regulations introduce gigabit broadband infrastructure and connectivity requirements for the construction of new homes in England. South Gloucestershire has also exceeded the government's 85% Project Gigabit broadband coverage goal well ahead of the target date of 2025, with the national average being 72%. South Gloucestershire Council also receives funding from central government to help bring faster broadband to areas where it isn't commercially viable for private companies to provide. Together with Openreach, superfast broadband has now been provided to more than 98.9% of households and businesses in the district. It is therefore assumed that any spatial scenario will be capable of being provided with superfast or gigabit broadband connectivity. More information on broadband connectivity for new homes and 'Connecting South Gloucestershire' can be found at:

- https://www.gov.uk/guidance/new-build-connectivity-information-for-developers
- http://sites.southglos.gov.uk/broadband/

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2.0 The locational strategy seeks to pay close attention to the infrastructure needs of new development, and its deliverability, including being realistic about how any 'big ticket' items that may be needed will be delivered and funded and the constraints this may impose on whether development locations are sustainable. Council finances are under severe pressure and likely to remain so for the foreseeable future. A key driver of preparing the new strategy for jobs and homes, is therefore to minimise infrastructure requirements or to try to make new homes and communities as 'infrastructure efficient' as possible. This means locating new development where

there may be some existing capacity in the infrastructure networks, investing in places that already have some services and facilities and avoiding where possible ‘big ticket’ items that may prove extremely time consuming and expensive to deliver.

2.1 The last decade or so has seen some significant infrastructure provision in South Gloucestershire. This includes new flood defences along the Severn Estuary, new strategic sewer and water mains across the north Bristol fringe, Metro Bus, new half hourly rail services to Yate, new primary schools at Charlton Hayes, Lyde Green and Frenchay, a refurbishment of Marlwood Secondary School, a significant extension of the Concord Medical Centre, a new community centre at Lyde Green and investment in new and improved cycling and walking routes and in many of our parks and green spaces.

2.2 In terms of sustainable travel and transport choices; whether to walk, wheel, cycle or travel by scooter, bus or train, ‘active travel’ and public transport infrastructure investment needs to continue at a pace over the coming years: Examples of key projects that already have external funding include:

- three new rail stations (North Filton, Henbury and Charfield),
- sustainable transport investment along the A432 to Yate and A38 to Thornbury,
- investment into the Cycle Trunk route from the Science Park to the Cribbs Patchway New Neighbourhood, Bristol and Bath Cycleway and Yate (cycle) Spur, and
- a significant package of sustainable transport measures to support the new Arena & delivery of Cribbs Patchway New Neighbourhood / the Airfield.

2.3 Projects and plans underway in respect of community infrastructure and measures to help make more space for nature include:

- new facilities and upgrades at Abbeywood and Castle Secondary schools,
- a new secondary and primary school at Lyde Green,
- a new community centre and primary school within the Harry Stoke New Neighbourhoods,
- rebuilding of the Elm Park primary school to passivhaus standards in Winterbourne,
- a new primary school and community centre at Ladden Garden Village,
- green infrastructure investment along the river Frome and Severn Estuary to improve flood resilience and biodiversity and along the Bristol east fringe through the Commons Connected project,
- a new waste transfer and recycling centre (Sort-It centre) in Filton and improvements to Mangotsfield recycling centre, and
- Wessex Water is also investing in a substantial upgrade to the Avonmouth water recycling centre which serves large parts of South Gloucestershire.

2.4 The above list is not exhaustive. To understand key infrastructure, that is planned and being progressed prior to consideration of a new strategy for jobs and homes, check list and map in section 3 below:

2.5 The new local plan focusses new homes and jobs around the north & east fringes of Bristol, so taking advantage of relative proximity to existing services and facilities, including the densest network coverage of buses in South Gloucestershire, numerous active travel routes, and mainline rail stations at Parkway, Patchway, Yate & Keynsham (see Transport Topic Paper for more information). In so doing the strategy also takes advantage of recent investment in the water and sewer networks across the north fringe and new waste recycling centre at Avonmouth, so requiring no new major upgrades to utilities. It also avoids the need for any major upgrading of flood defences by avoiding major development on the Severnvale and any major upgrading of motorway junctions. It also avoids the need for delivery of any additional secondary schools and placing unsustainable pressure on primary schools in the majority of the villages, where it would be difficult to justify the investment necessary to achieve operationally sustainable capacities.

2.6 The priority for investment required to support the proposed new jobs and homes is therefore:

- Delivery of the already planned/committed transport projects set out in para 2.2 & projects in 2.3 above, and particularly expansion of Abbeywood School and a new secondary school at Lyde Green, plus new waste transfer and recycling centre (Sort-It centre) in Filton and improvements to Mangotsfield waste recycling centre.
- Bus and active travel interventions around and in proximity the A4174 Ring Road to improve connectivity of existing communities and new homes and jobs planned at North Lyde, Carsons Green/Rockhouse Farm, North Warmley.
- A new network of mobility hubs and car clubs across the district.
- New and improved bus, active travel and traffic management interventions to improve connections to new homes and jobs planned at Woodlands new Village, Almondsbury, Easter Compton, Severnside, Winterbourne & Yate.
- Strategic Urban & Village Extension Packages including expanded primary schools at Charfield & Almondsbury.
- Developer funding for Primary Care Services and delivery of the Thornbury Health Hub, and
- A major expansion of Warmley Forest Park.

2.7 The specifics of these projects will evolve over the coming years and funding will come from a variety of sources. The Council is though part of the West of England Mayoral Combined Authority (MCA) which benefits from devolved powers, enhanced control over local transport and with that access to significant and additional funding pots. These include City Region Sustainable Transport Settlement CRSTS, the MCA's own devolved Investment Fund, DfT's Active Travel Fund and funding for the Bus Service Improvement Plan (BSIP). The CRSTS has provided a significant increase in funding to support the transport ambitions of England's city regions, including the West of England. In April 2022 the MCA was awarded £540 million (CRSTS1) to improve the area's sustainable transport system, the highest funding per capita in England, which runs until 2026/27. A second CRSTS

programme will run from 2027/28-2031/32. The indicative settlement for CRSTS II published by the previous Government suggested that the WoE could receive £752m. If say £200m were to be allocated to maintenance or for overrunning schemes from CRSTS1, this would leave a balance of £550m for new schemes. And if we then assume funding allocation within the region based on population, we might expect say 30% for South Glos, which would provide £160m. The nLP of course runs to 2041, so a third CRSTS could be reasonably expected of a similar £amount. The nLP provides a strong framework to influence investment prioritisation from these pots. There is also an emerging strong focus both nationally and locally on improving bus services and therefore further potential funding sources.

2.8 In addition, capital expenditure by the Council has been running at about £80m per annum (including about £7.5m/annum from CIL & s106) and the Council regularly exercises its prudential borrowing powers. The whole plan viability exercise assumes that new homes (excluding the Strategic Urban & Village Extensions) would pay CIL & S106. This could average around £15k per dwelling across all sites. The Infrastructure Funding Statements currently show CIL income averaging at around £5.5m per annum and s106 income at about £9.3m/annum. Whichever way round you look at it, at these rates nLP development (including the SUaVEs) could yield about £220-230m over the plan period[1]. House building rates though are forecast to grow and the SUaVEs will need to contribute more per dwelling, so this is a conservative estimate. It could be assumed therefore that CIL and s106 should yield about £250m to spend on infrastructure within the plan period.

Conclusion

3.0 The nLP strategy takes advantage of existing and planned infrastructure. It plans for approximately a further 15,000 dwellings (in plan period and beyond over existing commitments). These new dwellings and employment areas require additional infrastructure, particularly a step change in bus services around the east and north fringes of Bristol, additional school capacity and investment into primary care & waste services. The *New Local Plan* [Infrastructure] *Key Schemes* to support new growth is costed at around £182m[2]. It is estimated that the SUaVEs (totalling about 8000 new homes and 20-25ha of employment land) infrastructure packages will total some £300m (s106 & CIL), and from that need to contribute about half of the transport *Key Schemes* costs (£48m) and about £75m towards offsite school places, primary care and waste services[3]. The remainder (about £59m) comprised predominantly transport costs, will need to be found from other sources. Other development (non-SUaVEs) will clearly be able to contribute and combined with devolved infrastructure funding via the MCA (e.g. further CRSTSs) and additional central Government and local authority funding (see paras 2.7 & 2.8 above) it is reasonable to suggest that the additional nLP infrastructure requirements should be fundable, subject to all parties working together to achieve the proposed objectives. It is also worth reflecting again that the new growth is not reliant on any big-ticket

[1] 15,000 new homes x £15k per dwelling = £225m

[2] See IDP Part 2i – New Local Plan Key Schemes

[3] See Transport Topic Paper – Schedule of Proposed Schemes & IDP Part 2ii – SUaVE Infrastructure Packages.

infrastructure items such as a new motorway junction or a new secondary school, for instance that can cost upward of £100m or £50m respectively in their own right and take considerable time to deliver. The infrastructure ask, thus whilst inevitably challenging is realistic and deliverable.