

Topic Paper 9: Infrastructure

1. Introduction

- 1.1 This paper sets out the background for how the Council have approached the development of the Infrastructure Delivery Plan (IDP) and Local Plan Policy ID1 – Infrastructure and Delivery¹. The IDP is a key evidence base document which informs the development of Local Plan policies and sets out the infrastructure requirements needed to support the implementation of the Local Plan.
- 1.2 The process for developing the IDP began in early 2020 with regular engagement beginning with several service providers from mid-2020 onwards.
- 1.3 There are many challenges when pulling together an IDP, one of which is the difficulties of dealing with public perception. There is a need to manage expectations as many residents are of the opinion that any development would necessitate new facilities such as schools, doctors' surgeries and roads. Whilst the Borough Council understands people's concerns over increasing population growth and the impacts of this on existing provision, there is a disconnect between a perception of infrastructure under delivery and the reality.
- 1.4 During consultation with service providers, no 'showstoppers' have emerged to indicate the need for a new school(s) or other similar significant pieces of infrastructure. Whilst Spelthorne is a relatively small Borough, it is fairly well connected with access to M25 and M3 as well as into West London via A316. The Borough also supports five mainline train stations with services into central London in under 40 minutes in most cases.
- 1.5 This is not to suggest that improvements cannot be sought and, where this is required, the Borough Council is committed to securing these to improve the connections and reduce issues of access. Whilst new road schemes may have not been identified as being required, there are undoubted issues of congestion and traffic pinch points across the Borough, most notably around Staines and Sunbury Cross. Resolving these problems are important considerations for infrastructure requirements and the Borough Council will work with the appropriate provider to ensure this.
- 1.6 Spelthorne Borough Council are part of a two-tier authority, with Surrey County Council responsible for the provision of several services. These include education, highways and transport, waste management, care provision for a variety of members of the community and other facilities such as community centres and libraries.
- 1.7 Given the importance of the role that the County Council play in the effective delivery of these services, the Borough Council have sought regular engagement throughout the development of the IDP. In addition, the Borough Council have engaged regularly with the Clinical Commissioning Group (CCG) on healthcare needs, Surrey Police and utilities providers.

¹ [Spelthorne submission Local Plan](#)

2. Background

- 2.1 The Borough Council began work on the IDP in March 2020 and much of the initial evidence gathering and communication with service providers began in June 2020. The IDP has undergone informal and formal consultations to ensure that as up-to-date information as possible is included. The IDP² is an iterative document which is updated as and when new or additional information on either infrastructure requirements or delivery are made available.
- 2.2 As well as being used to inform the development of policy to assist in setting out how infrastructure will be delivered as part of the Local Plan, the IDP is intended to be used as a guide to inform how Community Infrastructure Levy (CIL) funding can most effectively be used, and where S106 contributions should be sought.
- 2.3 In consulting with service providers, details about the Borough Council's housing requirements and locations of development have been shared to ensure that each provider can carry out a full assessment of infrastructure needs. The providers consulted with on the IDP include:
- Surrey County Council
 - Surrey Heartlands Integrated Care Partnership
 - Thames and Affinity Water
 - Environment Agency
 - Surrey Police, Fire and Rescue and Ambulance services
- 2.4 These assessments have been carried out by each of the providers using their own methodologies to determine what requirements exist for the areas that the Borough Council have highlighted are subject to development growth.
- 2.5 As part of the IDP, due consideration has been given to the Surrey Infrastructure Study (2017)³ and the Spelthorne Local Cycling and Walking Infrastructure Plan (LCWIP) which set out opportunities for improving infrastructure and where this could be specifically targeted. Work on the LCWIP is progressing towards a final version in conjunction with Surrey County Council.
- 2.6 In addition to the discussions with the various service providers, two formal periods of consultation have been held in March 2021 and April 2022 to ensure full capture of all up-to-date evidence. The IDP was also subject to consultation as part of the Pre-Submission Version of the Local Plan (Regulation 19) consultation held between 15 June 2022 and 21 September 2022. These have provided service providers opportunity to provide any further information to support in identifying needs and any funding gaps that exist in seeking to deliver these over the Plan period.
- 2.7 The IDP is structured in two parts. The main 'Part 1' sets out the infrastructure requirements as identified by each service provider and funding gaps that are necessary to deliver the infrastructure. The Part 2⁴ looks to specifically identify opportunities through

² [Spelthorne Infrastructure Delivery Plan 2022](#)

³ [Surrey Infrastructure Study](#)

⁴ [Spelthorne Infrastructure Delivery Plan Part 2](#)

sites allocated in the Local Plan where contributions can be sought. This is applied where a service provider has identified that there is a need and a funding gap that is required to be met.

- 2.8 The Part 2 sets out contributions for health care provision and for Surrey Police. Through the IDP, funding gaps have been identified for these services and a fair apportionment has been applied for each allocated site based upon evidence submitted to the Borough Council.
- 2.9 It is anticipated that much of the funding gaps will have to be closed using s106 planning obligations from development. As set out in guidance, these obligations assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. Therefore, requests for developer contributions need to be justified and fully evidenced as well as being:
- 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
- 2.10 At present, the IDP Part 2 includes funding requests which are best on evidence provided as to their need. In the case of health care provision, the ICB are now using Co-Plug software to calculate the cost of each dwelling from a development on local provision. This then generates a justified value for which developer contributions could be sought. The use of Co-Plug allows it to be clearly set out how each development would need to contribute towards identified healthcare needs.
- 2.11 Emerging Local Plan Policy ID1 also sets out that developers should engage with the Council at the earliest opportunity of any infrastructure requirements. This provides the basis to set out what would be expected from developers at pre-application stage or earlier in terms of contributions. In respect of allocations in the Local Plan, reference for this should also be made to the IDP Part 2 where the funding requirements are set out for each site.

3. Infrastructure Delivery

- 3.1 The Borough Council adopted CIL in 2015 and have collected receipts from development since. There are three elements to CIL: Strategic, Local, and Administrative. The percentage breakdown is as follows;
- Strategic CIL – 80%
 - Local CIL – 15%
 - Administrative Costs – 5%
- 3.2 The Council aims to utilise CIL in conjunction with infrastructure providers to deliver improvements Borough-wide. All CIL funding is allocated through a competitive bid and review process. Through work on the Local Plan and the IDP, officers work with key infrastructure providers to allow them to identify areas where there are, or they foresee, funding gaps.

- 3.3 Where appropriate, these providers are encouraged to bid for CIL funding. Due to the large scale, and strategic nature of projects brought forward by the key infrastructure providers, these bids tend to fall under the 80% strategic element of CIL. Such providers include (but are not limited to) Surrey Highways, Surrey Education, the Integrated Care Systems (ICS), the National Health Service (NHS) and Surrey Police.
- 3.4 Since 2019, the Borough Council has produced an Infrastructure Funding Statement (IFS)⁵ which sets out how much CIL revenue and S106 contributions has been collected, how much has been spent and what it has been spent on.
- 3.5 There are several key working groups, such as the Infrastructure Advisory Group (IAG), the CIL Task Group, and five Local Spending Boards, where infrastructure providers, members, and officers meet to discuss the infrastructure needs for the Borough, and where developers' contributions can be best utilised.

The Infrastructure Advisory Group (IAG)

- 3.6 The IAG is an officer group that has been running since 2018 with a core team comprising Strategic Planning and Development Management officers. Throughout the year, the group invites key infrastructure providers to meet with the Council to discuss their infrastructure needs and the possibility of securing CIL funding and/or S106 contributions from development.

Local CIL Spending Boards

- 3.7 This board was created in 2021 with the purpose of allocating Local CIL receipts. In doing so, there are five Local CIL Spending Boards across the Borough:
- Ashford
 - Shepperton & Charlton Village
 - Staines & Laleham
 - Stanwell & Stanwell Moor
 - Sunbury & Upper Halliford

- 3.8 Each of the five boards comprise all ward members from that specific area, and they are the final decision maker with regards to the allocation of Local CIL funding.

Strategic CIL Task Group

- 3.9 The Task Group is a Councillor/Officer group set up to work jointly and collaboratively to advise the relevant Committee on CIL generally. The Task Group make recommendations to the Committee on bids that are submitted for CIL monies. The Committee will then determine which bids are taken forward and allocates the money as appropriate.

⁵ [Spelthorne Infrastructure Funding Statements](#)

- 3.10 Over the recent years this Group has considered several applications and recommended funding for a variety of strategic schemes ranging from the NHS, Surrey Highways and the Spelthorne Neighbourhood and Leisure Teams.
- 3.11 The Spelthorne Joint Committee has been the final decision maker for spending of Strategic CIL however this Committee will disband in March 2023. It is proposed that after March, the allocation of CIL will become a more local function and decided upon by the relevant Committee.
- 3.12 Whilst CIL remains a key contributor to funding various projects in Spelthorne, existing and forecasted CIL receipts are insufficient to meet funding gaps that have been presented to the Borough Council.
- 3.13 Surrey Heartlands, as part of the NHS, have identified circa £21.6m in funding shortfalls for healthcare provision over the Plan period. Whilst this amount has not been set as a ‘target’ it is necessary to seek to achieve as close to this figure as possible in order to deliver sufficient provision across the Borough, to meet. It is not feasible that CIL alone can meet this figure and therefore, in order to close the identified gap as far as practicable, it is necessary to also use planning obligations in the form of s106 contributions.
- 3.14 The IDP and annual IFS are key documents relating to the provision of infrastructure in Spelthorne. These documents are also used to identify potential deficiencies or funding gaps across the Borough and are used as a reference to inform where CIL funding may be best placed, or where S106 agreements could be used to secure contributions from developers.
- 3.15 One of the main mechanisms for the delivery of infrastructure from planning applications will be Local Plan Policy ID1 – Infrastructure and Delivery. This policy sets out the importance of the IDP in being used as a primary indicator of the type of infrastructure that is required. The Policy sets out the need for early engagement between officers and developers, to ensure that any infrastructure requirements are clearly identified.
- 3.16 The Policy also sets out the recognition that legal agreements would be necessary as a means of contributing to these requirements. The use of IDP Part 2 will be key in informing these discussions and demonstrating the funding gaps required to be met.