

13. Infrastructure Delivery, Implementation and Monitoring

Introduction

The Local Plan sets out how the city will develop over the period to 2031, identifying where homes, jobs, services and infrastructure will be delivered and the type of places and environments that will be created.

Having set out a clear direction for how the city will develop, and the planning policies and proposals that will help achieve this, it will be important that there are tools in place to help implement these and ensure the successful delivery of the overall vision for Coventry.

This chapter identifies the processes by which the infrastructure necessary to support the level of planned development within the city would be secured and delivered. It links to other Local Plan policies and supporting text to identify key strategic infrastructure as well as summarising broad requirements throughout the city.

Delivery of infrastructure

Partners

The delivery of infrastructure to support the growth identified in the Local Plan will require a partnership approach. As a Local Authority, Coventry City Council has a number of responsibilities and obligations it has to meet and therefore has a pivotal role as an infrastructure and service provider. The roles the Council currently fulfils include:

- Local Planning Authority
- Local Highway Authority
- Local Education Authority
- Waste and Minerals Authority
- Strategic Housing Authority
- Social Care Service Provider
- Lead Local Flood Authority
- Public Health

The Council has an important role to play in setting the level of and securing developer contributions, including CIL, to deliver the necessary infrastructure to support development. In line with its role and responsibilities, the Council will have a lead role in coordinating and delivering infrastructure in Coventry to support growth. The Council will work closely and in partnership with a number of organisations across both the public and private sector to achieve this. As a major landowner within Coventry, the Council will play a leading role in bringing sites forward for development.

There are close links between Coventry and the rest of the West Midlands and Warwickshire. This includes both Local Authorities, Local Enterprise Partnerships and the West Midlands Combined Authority, and on-going discussions have taken place on a number of key issues, including housing and economic growth. The Council will work with

these neighbouring authorities and organisations to ensure that cross boundary infrastructure issues are addressed to help deliver growth and development in the area.

Organisations in the public sector as well as other agencies are also responsible for meeting their statutory obligations and responding to growth.

The Council will continue to work closely with these agencies to maximise funding opportunities and to identify the most effective and timely delivery mechanisms for the necessary infrastructure.

Definition of Infrastructure

The Planning Act 2008 provides a wide definition of the infrastructure which can be funded by the CIL and other sources. This definition allows the CIL to be used to fund a broad range of facilities and can be grouped under 3 specific categories:

- **Physical infrastructure** covers: transportation networks (roads, public transport, footpaths and cycle ways); water; drainage; flood prevention; and utility services such as electricity, gas and telecommunications.
- **Social infrastructure** covers: education (primary, secondary, higher and special needs); health facilities (hospitals and primary care providers); social services; emergency services (police, fire and ambulance); and other community facilities, such as indoor sports, cultural facilities, libraries, cemeteries and community halls
- **Green infrastructure** covers: parks; allotments; footpaths; cycle paths; natural spaces; sports and cultural facilities; and play areas

This list of specific infrastructure has been developed through a robust and credible evidence base, joint working and focused consultation. The list should not be considered exhaustive and will be monitored on an annual basis, to highlight any changes to needs within the city that require attention and investment.

Infrastructure Requirements

The Local Plan has been developed alongside continued consultation with the bodies responsible for infrastructure delivery in order to ensure that required infrastructure will be delivered in a timely manner where appropriate. The views of these bodies have been used in testing and underpinning the strategy, although there remain some areas, which will require on-going consultation with the responsible bodies and agencies to identify future, unforeseen needs. This reflects the on-going importance of continuous engagement and monitoring to ensure the Plan is kept up to date and fit for purpose.

A key aspect of this policy will be the Infrastructure Delivery Plan (IDP). This will set out what infrastructure is required, when it is required, how much it will cost and what part of the overall cost will require contributions from development. It is important that this is kept up to date along with the evidence base that informs the IDP. The following areas of infrastructure will be considered through the IDP:

- Highways and public transport;
- Cycling and walking routes;
- Water supply and sewage treatment;
- Flood risk and drainage;
- Utilities and energy supply;
- Fuel poverty and energy efficiency;
- Health provisions;
- Community facilities;
- Education;
- Sports facilities;
- Green infrastructure;
- Emergency services;
- Waste treatment and management; and
- City centre infrastructure including public realm and accessibility.

In addition, the City's IDP will be managed to reflect strategic cross boundary infrastructure that is to be delivered within Warwickshire but with a view to supporting the growth of the City (in part at least) and the delivery of the homes and employment land that have been redistributed through the Housing and Employment MoU's. This reflects the strategic importance of such infrastructure and the Councils on-going commitment to its Duty to Cooperate responsibilities with its neighbouring authorities.

Policy IM1: Developer Contributions for Infrastructure

1. Development will be expected to provide, or contribute towards provision of:
 - a. a) Measures to directly mitigate its impact and make it acceptable in planning terms;
 - b. b) Physical, social and green infrastructure to support the needs associated with the development
2. Infrastructure and mitigation measures will be provided in a timely manner to support the objectives of the Plan.
3. The Council will, where appropriate, seek to secure site-specific infrastructure investments and/or contributions as well as off-site contributions and/or investments. The nature and scale of these will be related to the form of development and its potential impact on the site and surrounding area. The cumulative impact of developments will also be taken into account.
4. Developer contributions in the form of Planning Obligations and/or Community Infrastructure Levy (CIL) will contribute towards strategic infrastructure required to support the overall development in the Plan. This will focus primarily on category 1 infrastructure as identified in the IDP and/or Regulation 123 list.

5. Where site specific issues generate viability concerns, applicants should discuss these with the Council at the earliest possible stage in the development process. Proposals that are unable to comply with the Plan's policies on viability grounds must be accompanied by a detailed Viability Assessment.
6. The Council will work in partnership with infrastructure providers and other delivery agencies in updating the Infrastructure Delivery Plan to ensure an up to date evidence base regarding infrastructure requirements and costs is maintained.

The NPPF requires that careful attention is given to viability and costs of development. For plans to be deliverable, development must be viable and should not therefore be subject to obligations and policy burdens that undermine viability. Development should provide competitive returns to a willing landowner and willing developer.

The Council has developed viability evidence to support its Local Plan, having regard to affordable housing and development standards. The viability assessment work will be developed further through the Council's Community Infrastructure Levy Charging Schedule.

The work to date suggests that as a whole, the Plan's proposals are viable and, in the main development proposals should be able to comply with the policies of the Plan and contribute to the costs of infrastructure through CIL and Section 106 contributions without threatening viability.

However, there may be specific circumstances which mean the planning obligations and policies make a development, which otherwise positively contributes to the delivery of the Local Plan, unviable. In these cases, applicants will be expected to demonstrate how planning obligations and policies result in the development being unviable by preparing a Viability Assessment. The Viability Assessment should be undertaken in accordance with the RICS Guidance Note on "Financial Viability in Planning" or any updates of this guidance. The Viability Assessment will be reviewed by the Council, however where conflicting views remain an independent viability specialist may be appointed by the Council at the applicant's expense in order to reach an agreed position.

Implementation

In implementing the policies and proposals within the Local Plan it is recognised that the private sector will have a key role to play in both the funding and delivery of development. Equally, the Council will have an important role to play and will make use of all appropriate mechanisms including:

- Use of Government grants, European funding and prudential borrowing;
- Working in partnership with other statutory delivery agencies (e.g. the WMCA, the Environment Agency, the Homes and Communities Agency, Sport England, and utility Companies) to ensure that essential infrastructure is provided;

- Working in partnership with landowners/developers and other private sector organisations including Business Improvement Districts to secure deliverable development proposals and investment;
- Engaging with education providers and other organisations to support skills and training initiatives;
- Preparation of Local Development Orders (LDOs), Area Action Plans (AAPs) and Supplementary Planning Documents (SPDs) and other more detailed frameworks to provide context and support for site specific delivery;
- Application of the Development Management and other regulatory functions;
- Use of the Council's Compulsory Purchase powers to assist with site assembly;
- Use of Section 106 agreements to secure affordable housing and other benefits;
- Support for Neighbourhood Planning and other local initiatives;
- Use of tariff-based systems such as the Community Infrastructure Levy for infrastructure delivery where appropriate;
- Use of other funding sources such as the landfill tax, the aggregates levy, the lottery fund, development incentives and other initiatives as they arise; and
- Where appropriate pro-active use of the Council's land holdings to assist delivery.

Over the lifetime of the plan it is likely that new initiatives, partnerships and sources of funding will emerge that will play a new role in helping to implement proposals and deliver growth. Some of the specific mechanisms that are currently and will continue to play a key role in the short to medium term are identified below.

National Guidance does however place greater certainty on short term infrastructure needs in order to ensure development can be supported in a sustainable way from the outset of the plan. The Council's current 5-year housing land supply comprises 75% of homes which already have planning consent or have started construction (at April 2016). In addition, a further 15% is covered by sites allocated under policy H2, adding further certainty to the delivery of these schemes and their supporting infrastructure. The remaining 10% comprises sites within the SHLAA that are predominantly smaller sites within the existing urban area and which will have a lesser impact on infrastructure needs, with greater opportunity to access and utilise existing provisions.

In terms of employment land, the works currently on-going at Toll Bar Island have supported the access to Whitley Business Park, whilst land at Browns Lane, Friargate and Sutton Stop have extant planning permissions meaning infrastructure considerations have already been taken into account. Alongside the remaining land at Ansty Park and Ryton, the Council is clearly able to demonstrate a deliverable reservoir of employment land supported by achievable infrastructure programmes.

Local and National Grant Funding

One of the key aspects for the successful delivery of the Local Plan will be the provision of infrastructure to enable and support development. There are a range of funding options that can be utilised to support the infrastructure and environmental improvements that are required to enable the delivery of the overall strategy and support sustainable growth.

To support the delivery of Infrastructure across Coventry the Council have been proactive, efficient and successful at drawing down significant levels of grant funding from a variety of sources including:

- The European Regional Development Fund (ERDF);
- The Regional Growth Fund (RGF);
- Growth Deal and City Deal;
- Strategic Economic Plan funding streams;
- Other Local Enterprise Funding;
- Heritage Lottery Fund; and
- Department for Education Capital Grant funding.

Such funding has helped deliver infrastructure projects that have and continue to unlock growth across the city. In the last 3 years grant funding has delivered in excess of £64m, with a further £73m committed and secured to fund schemes over the next 5 years. These funds contribute towards a total grant funding pot of in excess of £224m that will support infrastructure delivery across Coventry over the course of the plan period. These funds have successfully delivered schemes such as:

- NUCKLE rail upgrades;
- Far Gosford Street regeneration;
- Transport Museum expansion;
- Redesign of Whitley Junction;
- School expansions and refurbishments e.g. Edgewick, Little Heath, Whitley Abbey, Corpus Christi and Hollyfast Schools;
- Commencement of Friargate;
- Redevelopment of the Ring Road Junction 6;
- Cycling initiatives across the city;
- Highway upgrades at the A4600; and
- Enhancements to public green spaces and play areas e.g. Canley, Primrose Hill and War Memorial Park.

The Council recognises that grant funding is likely to change significantly over the course of the plan period, with different sources and amounts of funding becoming available. The Council does however have a proven track record and substantial experience in both securing and spending grant funding in order to support improvements to the city's infrastructure. Indeed, the Council are already progressing plans to invest money secured through the Devolution Deal as part of the West Midlands Combined Authority, including significant contributions towards rail and highway infrastructure. As such, grant funding is expected to continue to contribute towards delivering the infrastructure needs of this Plan. Where possible and appropriate opportunities to 'match fund' grant funding alongside other funding streams such as developer contributions or council budgets will be supported to ensure the sustainable delivery of infrastructure.

Developer Contributions

Development will be expected to provide, or contribute towards the provision of:

- Measures to directly mitigate its impact and make it acceptable in planning terms
- Physical, social and green infrastructure to support the needs associated with the development.

These contributions will be sought in line with the CIL regulations and appropriate 'tests' or successor regulations/guidance. The Council will, where appropriate, seek to secure site-specific measures through planning obligations. The nature and scale of any planning obligations sought will be related to the form of development and its potential impact on the site and surrounding area. Infrastructure and mitigation measures will be provided in a timely manner to support the objectives of the Local Plan and will ensure any new developments will provide the infrastructure, facilities, amenities and other planning benefits which are necessary to support and serve the development, and to offset any consequential planning loss to the local area which may result from the development. Developer contributions in the form of the CIL will contribute towards strategic infrastructure to support the overall development in the Plan.

Planning Obligations and Community Infrastructure Levy (CIL)

Section 106 agreements will continue to be used to secure affordable housing and on-site infrastructure, ensure the development or use of land occurs in specific ways; and requires specified operations or activities to be carried out.

As of June 2016, the Council had secured in excess of £6m in developer contributions to support the sustainable delivery of sites already with planning permission or currently being developed. This includes money for new school places, new play areas, highway improvements and general maintenance of parks and green spaces. In addition to this money current developer contributions have secured land set aside for education provision, parks and green spaces.

The CIL came into force nationally in April 2010 and allows local authorities to raise funds from developers undertaking new building projects in their area. The CIL is a set levy based upon the type of use and floor space proposed and provides a standardised method for calculating contributions. The Council expects to adopt its own CIL in 2018.

Inward investment

Alongside securing funding for infrastructure, the ability to attract private sector investment will be central to the overall success of the Local Plan. The Council will continue to take a proactive and constructive approach to potential investors. The Council will continue to work actively in promoting Coventry and the opportunities on offer. Indeed, the Local Plan supports this approach by providing a degree of certainty over site allocations and proposals. Furthermore, the city finds itself at the forefront of an upturn in the local and national economy and through this Local Plan and its supporting documents will be very well placed to respond to this upturn with a varied and flexible supply of developable land to facilitate inward investment.

Partnership working

While the Council has a key role to play in delivering the policies and proposals, responsibility does not rest solely with the Council and it will require the combined efforts and investment of a range of stakeholders working together.

The CWLEP will have a central role in supporting the delivery of the overall growth agenda for Coventry. They provide the vision, knowledge and strategic leadership required to drive sustainable private sector growth and job creation in their areas. The CWLEP was formed in 2011 and is a business led initiative with local authority, the business community and educational providers represented.

Duty to Cooperate

To support the alignment of sub-regional development and strategic infrastructure a Spatial Plan for Recovery and Growth is being progressed by the CWLEP, in partnership with the 6 local authorities and WCC. The County Council are also coordinating a compendium of infrastructure Plans across the sub-region to support the alignment of strategic growth areas and infrastructure provisions. This will be supported by the regular updating of the Council's live IDP which will identify key cross boundary schemes linked to the delivery of the city's unmet needs within Warwickshire. In addition, a West Midlands Strategic Infrastructure Advice Note has been prepared to support the Combined Authority process and inform key infrastructure issues that need to be overcome to support the delivery of new homes and jobs. Both areas of work support the DtC process in so far as it relates to the delivery of strategic infrastructure.

Use of Council powers

The Council has a range of powers that are available to help support delivery. This will not just be confined to those of the planning system but also the housing, education and highway functions it provides.

Compulsory Purchase Powers

These are an important tool for local authorities and other public bodies to assemble land to help deliver social and economic change. The Council has a strong track record in utilising these powers to support urban regeneration schemes and the delivery of infrastructure and will continue to apply these powers where the acquisition of land is necessary to enable comprehensive schemes that deliver economic, social and environmental benefits.

Use of Council Land

The Council has extensive landholdings within Coventry and will seek to use these to take forward the strategy where appropriate and possible. This will include the promotion of

land for development and through the protection and improvement of social and environmental assets.

Wider Planning

The preparation of more detailed plans to guide delivery in areas of change has proved to be successful in the past and will continue. Wherever possible the Council will aim to make use of Supplementary Planning Documents, Area Action Plans, Neighbourhood Development Plans and regeneration frameworks to provide local and site-specific policy and promote a comprehensive approach to development initiatives. The Development Planning and Development Management roles of the Council will remain an important delivery mechanism.

Monitoring

The Council will measure the performance of the Coventry Local Plan by assessing how effective its policies are in delivering the vision and objectives.

The main mechanism for reporting on the performance of the Plan will be the Authorities' Annual Monitoring Report.

Monitoring and Performance

Appendix 8 of the Local Plan identifies a range of monitoring requirements linked to the policies of this Plan. These requirements will be assessed through the Council's Annual Monitoring Report process to test the delivery and performance of the Local Plan and Supporting Documents.

The Monitoring Framework has been appended to the Local Plan to reflect the fact that it is a 'living document'. Many of the Local Plan policies will require assessment over time to understand appropriate trends and impacts on development. This reflects the changing face of planning policy in recent years and the increasing need to consider the impacts of climate change and sustainable development in particular. Where trends become apparent through monitoring, this Framework will be updated through the Annual Monitoring Report process.

The Monitoring Framework will therefore be regularly reviewed and kept up to date. It will also be an integral evidence platform for determining the need to review the Plan, either in full or part, in accordance with Policy DS1.