

Hewdon Consulting



Buckinghamshire County Council
Chiltern District Council
South Bucks District Council
Wycombe District Council

Buckinghamshire

Infrastructure study

Phase 2: South Buckinghamshire



Final Report

April 2008

TRANSPORT

TRAFFIC

DEVELOPMENT

PLANNING

URBAN DESIGN

ECONOMICS

MARKET RESEARCH

Buckinghamshire Infrastructure Study Phase II

Final Report

April 2008



Buckinghamshire Infrastructure Study Phase II

Final Report

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1 Introduction

1.1 Study objectives

- 1.1.1 In October 2007 Colin Buchanan, in association with Hewdon Consulting and Davis Langdon, were commissioned by Buckinghamshire County Council to undertake an Infrastructure Study, with the following objectives:
- To review in detail the technical assessments of future long term infrastructure requirements carried out by Aylesbury Vale Advantage (AVA) for Aylesbury Vale District and by Buckinghamshire County Council for the rest of Buckinghamshire;
 - To revise the above assessments as necessary, such that, the final schedules can be presented with credibility to all relevant stakeholders;
 - To ensure that the schedules of infrastructure provide an appropriate and defensible evidence base for the Local Development Frameworks (LDFs) and Supplementary Planning Documents (SPDs) in respect of developer contributions;
 - To advise on an appropriate developer contributions tariff for Aylesbury Vale District.
- 1.1.2 The study is being carried out in two phases: phase 1 focused on Aylesbury Vale district and concluded in February 2008; and phase 2 is focusing on the rest of Buckinghamshire. Both phases comprise three stages:
- validation of existing infrastructure schedules;
 - a review of cost estimates (including an estimate of costs developers could reasonably be expected to deliver);
 - a review of funding sources for capital and revenue costs.
- 1.1.3 Phase 1 additionally included a fourth stage to advise on an appropriate developer contributions tariff for Aylesbury Vale.
- 1.1.4 This study will form an important part of the evidence base underpinning ongoing forward planning and LDF preparation across the county.
- 1.1.5 The starting point for phase 2 is the work undertaken for the client group by Michael Ling, "Buckinghamshire Infrastructure Project Phase 2 Final Report January 2008" (referred to hereafter as the Ling Report). That study presents a thorough review of work undertaken by the various agencies and service providers in terms of long term planning for infrastructure requirements in the three districts of Chiltern, South Bucks and Wycombe. It also identifies delivery mechanisms and funding sources. The main purpose of this report is to validate and review the findings of that work and identify the implications for infrastructure delivery and funding.
- 1.1.6 It should be noted that neither the Ling Report, nor the validation work has considered the impact of housing growth in adjoining locales on services within the study area.

1.2 Study context

Infrastructure Planning

- 1.2.2 The 2007 Budget, Comprehensive Spending Review 2007 (CSR07), the Planning Bill, and the Housing Green Paper all reiterated the need for an improved system of infrastructure planning and funding. This is largely a response to the evidence submitted to Government to inform the supporting Housing Growth Review, a critical stream of work within CSR07. This chapter summarises the proposals as they impact

upon local infrastructure planning. The funding implications are addressed separately in Chapter 8.

- 1.2.3 The recent plethora of policy announcements on infrastructure planning and funding were to a significant extent informed by the work undertaken to identify the infrastructure required to support the Sustainable Communities Plan, in growth areas such as Milton Keynes South Midlands, and the emerging Regional Spatial Strategies, notably the draft South East Plan. The latter included a Regional Implementation Plan which sought to identify the infrastructure requirements and costs at a regional and sub-regional scale, and promoted the adoption of a business plan approach to infrastructure planning by local planning authorities¹. This policy approach has subsequently been endorsed by the Panel conducting the Examination in Public (EiP), and although the Government's formal response is not due until July 2008, national planning policy has already taken major steps forward in this respect.
- 1.2.4 The Government's latest proposals for improving the infrastructure planning process are contained within the Planning Bill, draft PPS12 (Streamlining LDFs) and the recent paper on Community Infrastructure Levy (CIL) (CLG, January 2008).
- 1.2.5 In relation to infrastructure, the Planning Bill itself focuses primarily on introducing streamlined procedures for planning the provision of large scale infrastructure projects of national significance, which are unlikely to have a direct impact on the client authorities for the foreseeable future. It also makes provision for a CIL to enhance the capture of developer contributions towards infrastructure funding, which may have significant implications for local planning authorities.
- 1.2.6 The proposed new requirements in relation to infrastructure planning at the local level are set out within draft PPS12. This emphasises the importance of infrastructure planning at the outset of the LDF process, it also ensures that plan making is at the centre of local government activity as a vehicle through which the objectives of the authority's Sustainable Community Strategy (SCS) are delivered. The Local Government White Paper provided an enhanced role for local authorities as place shapers working in partnership with other public sector bodies with whom they have a duty to co-operate through a Local Area Agreement Framework which must be in accordance with a Sustainable Community Strategy. Significantly the draft PPS defines spatial planning as a process by which the vision set out in the SCS is translated 'into a set of priorities, programmes, policies, and land allocations together with the public sector resources to deliver them'. (Emphasis added).
- 1.2.7 Specifically in relation to infrastructure planning it states:
- The core strategy should be supported by evidence of what physical and social infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution. This evidence should cover who will provide the infrastructure and when it will be provided. The core strategy should draw on and in parallel influence any strategies and investment plans of the local authority and other organisations...*

The infrastructure planning process should identify as far as possible:

- *Infrastructure needs and costs*
- *Phasing of development*
- *Funding sources*

¹ The draft RSS Implementation Plan included Sub Regional Investment Frameworks (SRIFs) for all sub-regions including Western Corridor and Blackwater Valley which includes parts of South Bucks and Wycombe districts.

- *Responsibilities for delivery.*

- 1.2.8 The draft statement places considerably more emphasis on this than the current PPS12, which does not explicitly require identification of costs and funding sources. These requirements will equally apply at a site specific level for strategic sites identified within the Core Strategy.
- 1.2.9 The importance of infrastructure planning as part of the LDF process will be cemented through the proposed repackaging of the nine tests of soundness for DPDs and the Government's proposal that the purpose of an EIP is to determine whether the plan in question will deliver.
- 1.2.10 The need for enhanced infrastructure planning to inform Core Strategies will be further reinforced by the introduction of the (CIL). A description of CIL and its potential implications for the client authorities is set out later in this report. The important point to make here is that CIL is entirely dependent upon the existence of an up to date costed assessment of the infrastructure requirements arising out of proposed development. Without such an assessment or infrastructure schedule the introduction of a CIL will not be feasible.
- 1.2.11 This study has therefore been undertaken within a rapidly evolving policy context. The study findings and recommendations seek to reflect this and advise the clients on possible approaches for addressing these new requirements. However it is important to stress that much of this policy is still in draft form or is dependent upon the enactment of primary legislation and the publication of associated regulations which are not yet available.

Draft South East Plan (SEP)

- 1.2.12 The starting point for our work is the housing growth set out in the Panel Report (2007) into the draft South East Plan. This is summarised in Table 1.1 below, and compared to the extant Structure Plan allocations and the submission draft RSS (2006).

Table 1.1: Housing delivery targets

District	Structure Plan 2001 – 2011		Draft South East Plan 2006 – 2026 (2006)		EIP Panel Report 2006 – 2026 (2007)	
	Total	dpa	Total	dpa	Total	dpa
Chiltern	600	60	2,400	120	2,900	145
South Bucks	600	60	1,800	90	1,880	94
Wycombe	3,700	370	6,600	330	7,800	390

Source: Buckinghamshire County Structure Plan (1996), draft South East Plan (2006) and EIP Panel Report (2007)

- 1.2.13 It can be seen that the quantum of growth proposed for each of the three districts is considerably different. Proportionally the housing allocations proposed in the Panel Report for Chiltern and South Bucks are significantly higher than the Structure Plan. However, in absolute terms the two districts have the lowest and third lowest levels of proposed annual housing allocations in the South East Region. The scale of development proposed is in itself unlikely to directly generate substantial infrastructure investment requirements in these districts. It is far more likely that the infrastructure investment required will be a result of changes in the composition and structure of the

districts' populations and / or the changing nature of service delivery. These issues are both explored later in this report.

- 1.2.14 The Panel Report recommends that Wycombe receives a significant amount of additional housing, totalling 7,800 dwellings over the RSS period, placing it firmly in the median range of districts within the South East in terms of absolute provision. Although this only represents a less than 10% increase in provision over Structure Plan levels it will inevitably have impacts upon the capacity of infrastructure and services to meet the demands associated with the additional population arising. The location of this growth within the district will be an important factor in determining exactly the extent to which additional capacity is required and what form it might take.
- 1.2.15 Table 1.2 provides housing completion figures for all three districts for the past six years for which data is available. It can be seen that all three have exceeded the targets proposed by the RSS EiP Panel Report. In other words the scale of growth proposed does not represent a step change in housing delivery, rather business as usual. Nevertheless, it is evident from the Ling Report that there are existing deficits in the provision of infrastructure which will only be exacerbated unless action is taken to address these as an integral part of the planning process. The way in which this is taken forward however may require very different approaches in the three districts given their very different development strategies and infrastructure needs.

Table 1.2: Completions, 2001/2 – 2006/7

District	Total completions 2001/2 – 2006/7	Annualised completions 2001/2 – 2006/7 (dpa)
Chiltern	1,041	173.5
South Bucks	732	122
Wycombe	2,357	393

Source: Annual Monitoring Reports from the respective districts

- 1.2.16 Consequently in this report we review the demographic and development trends in each district separately before attempting to identify their combined or individual infrastructure requirements.

1.3 Structure of the report

- 1.3.1 The remainder of the report is structured as follows:

- Chapter 2: Methodology and assumptions;
- Chapter 3: Chiltern: Demographics and growth assumptions;
- Chapter 4: South Bucks: Demographics and growth assumptions;
- Chapter 5: Wycombe: Demographics and growth assumptions;
- Chapter 6: Validation;
- Chapter 7: Review of existing funding mechanisms;
- Chapter 8: Role of developer contributions – implications for LDFs;
- Chapter 9: Conclusions.

2 Methodology and assumptions

2.1 Methodology

2.1.1 Prior to this study a considerable amount of work to identify infrastructure needs for the study area had been undertaken by Michael Ling. The present study builds upon the Ling Report through a validation of its contents prior to identifying any implications for the emerging LDF policies and processes for securing developer contributions towards infrastructure provision.

2.1.2 This study has been undertaken in two stages:

Stage 1

2.1.3 First it was necessary to develop a clear understanding of the emerging spatial strategies for each of the districts – and the demands that associated development will place on infrastructure. This was undertaken through a review of their respective housing trajectories, and associated LDF evidence base (e.g. Strategic Housing Land Assessments and Strategic Housing Market Assessments).

2.1.4 We have also reviewed the housing based population projections commissioned by Bucks CC from University of Manchester. The implications of these for the change in the demographic structure in South Bucks and Chiltern (and rural parts of Wycombe) are likely to be far more significant than the impacts of new housing development.

2.1.5 These initial tasks were accompanied by a gap analysis of the Ling Report to identify any significant omissions or unknowns in the composite infrastructure schedules.

2.1.6 In parallel to the above tasks a review of public funding sources was undertaken to identify the scale of public funding available to provide for each of the categories of infrastructure identified in the schedules.

2.1.7 The outputs of these initial tasks were presented in an Interim Report in February 2008 and have been amended in this report in response to feedback received from the Steering Group and additional information received from service providers.

Stage 2

2.1.8 Stage 2 has comprised the following tasks:

- Targeted liaison with service providers in an attempt to address omissions in the Ling Report, and to seek their views on the implications of an ageing population for infrastructure demands, service delivery and associated costs;
- Meetings with all four client bodies to address their comments on the interim report and;
 - understand their current approach to development contributions,
 - their aspirations for enhancing these;
 - address gaps in information on infrastructure requirements where they have responsibilities;
 - understand current systems / processes employed for infrastructure planning;
 - obtain a sense of their priorities;
- Consideration of the implications of the evidence collected for the approach that might be taken towards securing enhanced developer contributions in South Bucks and Chiltern;

- Recommendations on next steps to be taken by each of the client bodies, to take forward a proactive approach to infrastructure planning in line with emerging guidance in draft PPS12.

2.2 Validation methodology

2.2.1 In reviewing the Ling Report a similar approach was initially taken as for Phase 1 of the study relating to Aylesbury Vale, which was to consider the following issues:

- Are there any types of infrastructure missing?
- What growth data has been used and is there consistency across service providers?
- Has a methodology been provided for calculating future needs, and if so, is it easily understandable and appropriate?
- Are the costs provided reasonable?
- Is there a link between growth and the stated infrastructure need?
- Is there double counting within the schedule?

2.2.2 The validation process sought to check a number of issues relating to the estimates of need provided in the Ling Report. These were:

- link between housing growth and infrastructure
- consistency of population data used
- robustness of the calculation of need
- robustness of the calculation of capital costs
- non-growth factors that are likely to influence the way services are provided
- any omissions from the schedule

2.2.3 However, it soon became apparent that there are distinct differences between the Aylesbury Vale schedule and the Ling Report. The difference in the schedules is a result of the differences in the growth scenarios for the two areas. Aylesbury Vale is set to receive a large quantity of housing growth and associated population growth; whereas the three southern districts are set to receive limited housing growth, and demographic change rather than population growth is the more pressing issue. A further important difference is that the Ling Report describes itself as a position statement on the service planning that has so far been undertaken by the various service providers, rather than being a schedule of infrastructure need.

2.2.4 Having reviewed the Ling Report a majority of the service providers were contacted with a series of questions seeking clarification and, where considered appropriate, asking if more detail can be provided on future requirements. The majority of service providers have been contacted by e-mail but a number have been contacted by telephone or interviewed in person. Table 2.1 below details service providers who have been contacted and those who responded.

Table 2.1: Infrastructure providers consulted during the study

Service	Contact	Response
Schools and Children's Services	Chris Munday	face to face interview
Transport	Marcus Rogers	face to face interview
Green infrastructure	Catherine Whormsley	received
Libraries	Elaine Collier	received
Adult learning	Jon King	contact made by telephone
Waste disposal	Martin Dickman	received
Refuse collection	Chiltern – Peter Woodburn South Bucks – Elizabeth Cullen Wycombe – Sally Gordon	face to face interview none received none received
Adult social care	Ed Watkinson	contact made by telephone
Open space	Chiltern – Carol Castle South Bucks – Simon Gray Wycombe – Haidrun Breith	face to face interview face to face interview face to face interview
Recreation & leisure	Chiltern – Carol Castle South Bucks – Simon Gray Wycombe – Jackie Pinney	face to face interview face to face interview face to face interview
Crematoria	Charles Howlett	none received
Burial grounds	Chiltern – Charles Howlett South Bucks – Simon Gray Wycombe – Jackie Pinney	face to face interview face to face interview face to face interview
Acute health	not contacted	N/A
Primary health	Claire Blakeway-Philips	contact made by telephone
Mental health	Jonathan Horbury	received
Police	Peter Smith	contact made by telephone
Fire and Rescue	Jeremy Williams	contact made by telephone
Ambulance	Mike Kerrigan	none received
Affordable housing	Chiltern – Carol Castle / Gill Gowing South Bucks – Sean Hughes Wycombe – Rob Blaikie	face to face interview contact made by phone face to face interview

Links to housing growth and consistency of population data

2.2.5

The work undertaken for the Ling Report emphasises the fact that there is not a simple link between housing growth and service provision. The Ling Report provides little detail as to what infrastructure is physically required for the period to 2026 and there are virtually no costs provided. There are good reasons for this and they are:

1. the changing demographic profile is more important than housing growth as a driver of need for most of the study area (with the exception of High Wycombe)
2. future demand is likely to be met in existing facilities which will require upgrading and or extension rather than in completely new facilities, and at this stage service providers are unable to identify the extent of works required or the associated capital costs
3. most service providers are unable to provide information regarding long term service needs

4. some service requirements are countywide and cannot be disaggregated to individual districts
- 2.2.6 The majority of service providers have used the housing allocations in the SEP Panel Report as their starting point in considering future service provision. Exceptions are:
- transport
 - green infrastructure (which is considered at the county strategic level and is not related to growth, but rather to developing a strategic network of green infrastructure for existing and future populations)
 - waste collection
 - open space
 - police service
 - further and higher education
 - ambulance service
- 2.2.7 Transport, green infrastructure and further and higher education needs are driven more by county and sub-regional needs, for example, the proposed regional coach network and coachway at Wycombe. The assessment of waste collection considers current service provision without identifying potential future requirements, and open space considers identified shortages without addressing directly the issue of future need.
- 2.2.8 The important message that comes out from the Ling Report is that the level of housing growth (particularly for Chiltern and South Bucks) is not the primary issue for service providers. Rather, the determining factors are demographic change, in particular the aging population, location of development and making good existing deficiencies.
- 2.2.9 Where service providers have sought to project future needs based on demographic changes, they have used the latest Buckinghamshire County Council projections produced by the University of Manchester (2007).

2.3 A note on the population assumptions employed

- 2.3.1 Projections produced by the University of Manchester (UoM) for Buckinghamshire County Council form the basis of many of the estimates for future infrastructure needs that informed the Ling Report². Since these projections were undertaken more recent fertility, mortality and migration statistics have been released. Trends reflecting these new statistics will therefore be different from the trends in the UoM projections.
- 2.3.2 Table 2.2 below shows that Total Fertility Rates (TFR) have significantly increased in recent years.

² 'Buckinghamshire County Council Population Projections 2006 – 2026' (UoM, September 2007)

Table 2.2: Comparison of fertility rates in Buckinghamshire, SE England and England

Location	ONS figures (2002) - Total Fertility Rate (TFR) ³	NCHOD figures ⁴ (2006) - Total Fertility Rate (TFR)
Chiltern	1.66	1.87
South Bucks	1.60	1.85
Wycombe	1.75	1.98
Aylesbury Vale	1.66	1.78
South East	1.63	1.84
England	1.65	1.85

Source: ONS (Feb 2002)

- 2.3.3 The data sets show that birth rates are increasing nationally, regionally and at a district level. Wycombe has a TFR that is notably higher than the other two districts as well as the regional and national averages.
- 2.3.4 The ONS website explains that fertility in the UK is now at its highest level since 1980. In 2001, the TFR hit a record low, but it has increased each year since then. Although the current level of fertility is relatively high compared with that seen during the 1990s, the TFR was considerably higher during the 1960s. This data suggests that the number of children of the age 0-10 should increase over the initial stages of the period covered by this study (2006-2026). The data available when the UoM projections were produced showed lower fertility rates and therefore indicated a decrease in the number of children in the age cohorts 0-4 and 5-10.
- 2.3.5 Recent publications have offered suggestions to explain the post 2001 trend of rising fertility rates. It is suggested that the recent increase in TFRs in Chiltern, South Bucks and Wycombe is possibly due to a combination of three factors:
- There has been an unexpected increase in fertility rates nationally for those aged between 25 and 29 years old due to several possible factors including changes in maternity leave, and tax and benefits for parents;
 - There has also been a marked increase in the TFR for women aged 35 – 39, and fertility rates have doubled for women aged 40 and over in the last 20 years. This may be due to a surge in the number of women going to university in the 1980s which resulted in them delaying having children. This could have played a role in the declining TFR in the 1980s and 1990s and could also be a factor in the rising TFR currently being experienced as these women are having children at a later age;
 - Buckinghamshire has experienced an increase in internal and external migration. The proximity of the county to London could be a factor in the increase in internal migration as there is a trend of women of child-bearing age moving out of London to start a family. Combined with this is an increase in external migration and a study by the ONS shows an aspiration of women born outside the UK to have larger families.

³ The Total Fertility Rate(TFR) is the number of children an average women would have assuming that she lives her full reproductive lifetime.

⁴ NCHOD (National Centre for Health Outcomes Development) is a resource concerned with all aspects of health outcomes assessment. It was created in April 1998 following the outsourcing of the Department of Health's Central Health Outcomes Unit and is based jointly at the London School of Hygiene and Tropical Medicine, University of London and the Department of Public Health, University of Oxford. Its current work programme is funded by The Information Centre for health and social care.

2.3.6 Buckinghamshire County Council specified the use of international migration rates for England (migrants per 1000 population by single year of age) as per the 2001 census because there was limited local data available and therefore no pattern could be established on which to develop a future trend. In September 2007, ONS revised the methodology used to estimate international migrants which had the effect of increasing the number in Buckinghamshire. David Coleman from the University of Oxford argued that the biggest implications are for the south of England, because that is where most people coming into the UK end up living and working.

2.3.7 The UoM population projections have been used by many service providers for considering future service requirements and are a critical evidence base underpinning the estimates of need supplied to the consultants by these providers. The implications of the most recent migration data, if any, should also be identified, and further validation of the projections on both counts is important to ensure that the data are sufficiently robust to form the basis of calculations of long term infrastructure needs assessments.

2.4 Costs

2.4.1 The phase 2 work has not included work on capital costs because service providers have not been in the position to provide them. The various pieces of transport infrastructure do have indicative costs and this study has provided indicative costs for education, because there are established formulae. For the other infrastructure areas, it has not been possible at this stage to provide meaningful capital cost estimates.

3 Chiltern: demographics and growth assumptions

3.1 Socio-economic characteristics

3.1.1 In areas of high levels of growth and housing development, such as Aylesbury, infrastructure requirements are, to a significant extent, determined by projected population increase. However, outside of these areas, infrastructure requirements will be more significantly influenced by the demographic changes occurring within the existing population.

3.1.2 The socio-economic and housing data from the 2001 census shows the district of Chiltern to have incomes and house prices above the national average for England. The draft Buckinghamshire Strategic Housing Market Assessment⁵ shows the average (median) annual income for a full time worker to be £26,135 which is slightly above the average for England of £24,055⁶. The Strategic Housing Land Availability Assessment (SHLAA), produced by Roger Tym and Partners for Chiltern DC in January 2008, states the average price of property in Chiltern district has risen by 197% between 1995 and 2006, outperforming the Buckinghamshire county average of 186%.

3.1.3 Table 3.1 provides the proportionate ethnic mix of Chiltern against the South East and national percentage break down:

Table 3.1: Resident population by ethnic group (as a % of total population)

	Chiltern		South East		England	
	2001	2005	2001	2005	2001	2005
White	95.3	92.9	95	93	90.8	89.1
Mixed	1.1	1.4	1.1	1.4	1.3	1.6
Asian or Asian British	2.6	3.6	2.4	3.1	4.6	5.3
Black or Black British	0.4	1.1	0.7	1.3	2.3	2.7
Chinese or Other Ethnic Group	0.7	1	0.8	1.2	0.9	1.3

Source: ONS website

3.1.4 It can be seen that Chiltern has an increasingly diverse ethnic mix; however, these groups comprise a minimal proportion of the overall population. Chiltern has a population that is predominantly 'white' according to the ONS categorisation.

3.2 Population projections and demographic change

3.2.1 Buckinghamshire County Council population projections for the period 2006 – 2026, produced by the University of Manchester (UoM) in September 2007, are set out in Table 3.2. The growth scenario modelled was produced using data from the Chiltern's AMR, which was based on the draft SEP (2006). Although the trajectories reflect the regional housing allocations in the 2006 SEP, they are broadly compatible with the latest EiP Panel Report figures.

⁵ Fordham Research (2008), unpublished.

⁶ Source of income data: ASHE (NOMIS), 2007.

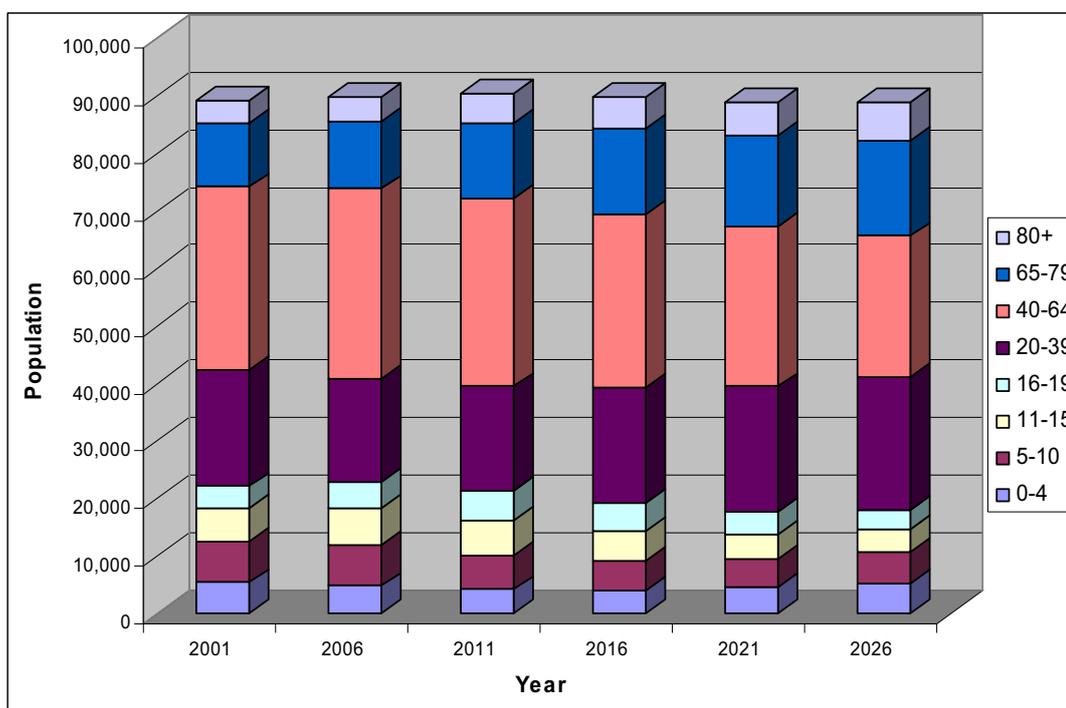
Table 3.2: Chiltern population projection 2006 - 2026

Age	2001		2006		2011		2016		2021		2026	
	Number	%										
0-4	5,411	6.06	4,819	5.36	4,169	4.61	4,123	4.59	4,610	5.18	5,192	5.83
5-10	7,110	7.97	7,206	8.01	6,020	6.66	5,011	5.58	4,901	5.51	5,482	6.16
11-15	5,778	6.47	6,249	6.95	6,094	6.74	5,182	5.77	4,186	4.71	4,078	4.58
16-19	3,853	4.32	4,663	5.18	5,027	5.56	4,904	5.46	4,013	4.51	3,362	3.78
20-39	20,192	22.62	17,870	19.87	18,156	20.09	20,066	22.34	21,806	24.52	23,101	25.95
40-64	31,865	35.71	33,082	36.77	32,807	36.29	30,178	33.59	27,904	31.38	24,432	27.44
65-79	11,123	12.46	11,619	12.91	13,100	14.49	14,829	16.50	15,635	17.58	16,666	18.72
80+	3,908	4.38	4,459	4.96	5,017	5.55	5,539	6.17	5,877	6.61	6,711	7.54
Total	89,240		89,967		90,390		89,832		88,932		89,024	

Source: Based on UoM population projections September 2007

3.2.2 The data in Table 4.1 is illustrated in Figure 3.1.

Figure 3.1: Chiltern population projection 2001-2026



3.2.3 The overall population of Chiltern is projected to decline slightly between 2006 and 2026 from 89,967 to 89,024, which is a minor reduction of 0.2%. However, there is a

trend towards smaller household sizes, with an increasing number of one person homes. The 2001 census revealed 24% of Chiltern's population living in one person homes of which 14% of are occupied by pensioners. With an ageing population, this figure may increase further.

- 3.2.4 The 40-64 age group is projected to decrease by 23.3% over the next 20 years whilst at the same time the number of people aged 65+ is going to increase by 55.5%. In 2001 the proportion of those in the 65+ age group accounted for less than half those who were between 40 and 64. However, by 2026 it is projected that this age cohort will represent an almost equal share of the absolute and proportionate population. When comparing all age cohorts, only the 65+ population continually rises from 2006-2026. This is likely to have a significant impact on the demand for a range of public services (for example. health and social care services).
- 3.2.5 The number of children of primary school age (0-4 and 5-10 age groups) is forecast to decline over the period to 2021 by approximately one quarter. This age group will also decline in the overall percentage share of the total population. However, projections also suggest that by 2026 this population will be on the rise again, although still 14.7% lower than 2001 levels. This is likely to have repercussions on infrastructure provision as primary schools may have periods when they have a surplus capacity.
- 3.2.6 The proportion of teenagers, as a share of the overall population, changes significantly over the period. In 2001, 11-19 year olds make up 10.79% of the population. By 2011, this rises to 12.3% before a steady decline to 8.36% by 2026. Programming for fluctuations in demand for secondary school places and youth services will therefore be important.

Summary of demographic change

- The overall population of Chiltern is projected to decline slightly between 2006 and 2026 from 89,967 to 89,024, which is a minor reduction of 0.2%. This suggests that infrastructure requirements will largely be determined by demographic change rather than population growth.
- Chiltern is projected to experience an ageing of the population, with age groups 65-79 and 80+ the only age cohorts forecast to have continually rising populations from 2001 to 2026. This also results in the percentage of these age groups rising as a proportion of the total population. This will have significant implications for the provision of a number of public services, most notably health and social care.
- The younger age groups in Chiltern decrease in both absolute numbers and as a percentage of the overall population from 2001 - 2026. However, this is not a continuous decline and the number of children decreases to 2021 before beginning to rise. For teenagers, this trend is reversed and the age cohorts 11-15 and 16-19 both experience population growth to 2011 followed by a continuous decline to 2026.

3.3 Emerging spatial strategy

- 3.3.1 The draft South East Plan EiP Panel Report recommends 2,900 new dwellings to Chiltern over the period 2006-2026. This equates to 145 dwellings p.a. (725 dwellings in each 5 year period).
- 3.3.2 In accordance with Government guidance set out in PPS3 and PPS12, Chiltern has completed a housing trajectory to set out how annual targets could be met in the district over the plan period to 2026. A SHLAA has recently been completed which provides a menu of possible sites for inclusion in the trajectory. It is important to note

that there is no policy commitment to the sites identified in the SHLAA until they are allocated within the LDF core strategy or site allocations DPD.

- 3.3.3 The Council is due to go out to public consultation on Strategic Options for the Core Strategy during 2008. In the interim the housing trajectory is based on the findings of the SHLAA and assumes a spatial development scenario that focuses growth on urban areas of Amersham, Chalfont St. Peter and Chesham similar to the current strategy in the adopted Local Plan. The trajectory will require regular revision as the LDF Core Strategy progresses and can therefore only be treated as indicative given stated assumptions which may change.
- 3.3.4 The SHLAA demonstrates that there is sufficient potential supply of land to meet the RSS housing targets to 2026. In the latest version of the SHLAA (base date 1 April 2008) windfall sites are specifically excluded on the advice of Government Office South East. However, it is acknowledged that a significant element of the supply coming forward will comprise windfall which may reduce the need for identified sites to be developed. This would be a continuation of past trends, as the SHLAA states that between the period 2004/5 and 2006/7 windfalls on previously developed land represented 80% of all completions in the district (with a further 9% of all completions on green field land).
- 3.3.5 What is evident from the trajectory is the limited number of large sites. Indeed this is typified by the low threshold of >0.15 hectares set for the classification of a large site. Over the 15 year period only four identified sites could provide in excess of 100 dwellings; the largest being Holy Cross Convent at Chalfont St Peter (379 units programmed for 2013/14-2017/18); followed by Bell Lane at Little Chalfont (253 units available between 2008/9-2012/13). The district's past reliance on small sites has significant implications for its ability to deliver affordable housing, which remains a policy priority (see Chapters 7, 8 and 9).

Summary of housing growth

- Chiltern has a relatively low projection of housing growth in terms of absolute numbers having the third lowest allocation in the South East region.
- When compared to Chiltern's delivery for the period 2001 to 2006/7 it is a case of business as usual and Chiltern does not anticipate any problems delivering this target based on its recent SHLAA.
- The SHLAA indicates that the growth is not only low overall, but also that most potential development sites are relatively small. This suggests that housing growth will not be driving infrastructure provision because no one location is going to require major infrastructure investment.
- Although the LDF Core Strategy is not well advanced it is likely that given the environmental and planning constraints most new growth will be close to or within existing urban areas and therefore existing infrastructure is likely to need upgrading rather than additional facilities being added.
- Affordable housing delivery is a high priority for the district and it is in the process of reviewing its approach to planning led provision through the possible revision to trigger thresholds and requirements.

4 South Bucks: demographics and growth assumptions

4.1 Socio-economic characteristics

4.1.1 The socio-economic and housing data from the 2001 census shows the district of South Bucks to have incomes and house prices above the national average for England. The draft Buckinghamshire Strategic Housing Market Assessment⁷ shows the average (median) annual income for a full time worker to be £26,811 which is slightly above the average for England of £24,055⁸.

4.1.2 Table 4.1 provides the proportionate ethnic mix of South Bucks against the figures for the South East and England.

Table 4.1: Resident population by ethnic group (as a % of total population)

	South Bucks		South East		England	
	2001	2005	2001	2005	2001	2005
White	93.3	90	95	93	90.8	89.1
Mixed	1.2	1.6	1.1	1.4	1.3	1.6
Asian or Asian British	4.1	5.7	2.4	3.1	4.6	5.3
Black or Black British	0.5	1.4	0.7	1.3	2.3	2.7
Chinese or Other Ethnic Group	1	1.3	0.8	1.2	0.9	1.3

Source: ONS website

4.1.3 South Bucks has a population that is predominantly 'white' according to the ONS categorisation. However, the proportion of the population from non-white ethnic groups has increased to 10%; a figure broadly in line with the England average and above the average for the South East.

4.2 Population projections and demographic change

4.2.1 Buckinghamshire County Council population projections for the period 2006 – 2026, produced by the University of Manchester (UoM) in September 2007, are set out in Table 4.2. The growth scenario modelled was produced using data from the South Bucks AMR, which was based on the draft SEP (2006). Although the trajectories reflect the regional housing allocations in the 2006 SEP, they are broadly compatible with the latest EIP Panel Report figures.

⁷ Fordham Research (2008), unpublished.

⁸ Source of income data: ASHE (NOMIS), 2007.

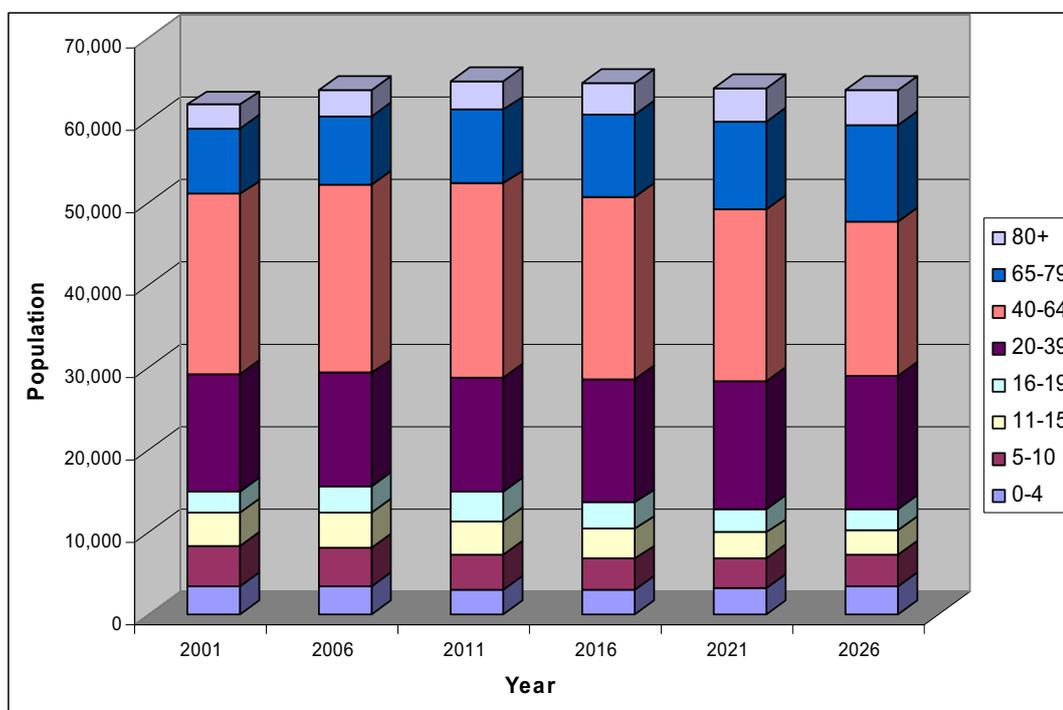
Table 4.2: South Bucks population projection 2001-2026

Age	2001		2006		2011		2016		2021		2026	
	Number	%										
0-4	3,513	5.67	3,432	5.39	3,110	4.79	3,022	4.68	3,197	5.00	3,433	5.38
5-10	4,895	7.90	4,651	7.30	4,256	6.56	3,755	5.82	3,614	5.65	3,835	6.01
11-15	3,970	6.41	4,335	6.81	4,024	6.20	3,623	5.61	3,147	4.92	3,023	4.74
16-19	2,571	4.15	3,209	5.04	3,606	5.56	3,200	4.96	2,901	4.54	2,521	3.95
20-39	14,290	23.07	13,738	21.57	13,846	21.34	15,059	23.33	15,579	24.37	16,232	25.45
40-64	21,852	35.28	22,933	36.01	23,526	36.26	22,044	34.16	20,776	32.51	18,785	29.45
65-79	7,950	12.83	8,225	12.91	8,964	13.82	10,092	15.64	10,745	16.81	11,595	18.17
80+	2,896	4.68	3,169	4.98	3,552	5.47	3,739	5.79	3,956	6.19	4,360	6.84
Total	61,937		63,692		64,884		64,534		63,915		63,784	

Source: Based on UoM population projections September 2007

4.2.2 The data in Table 4.1 is illustrated in Figure 4.1.

Figure 4.1: South Bucks population projection 2001-2026



- 4.2.3 The overall population of South Bucks is projected to increase slightly between 2001 and 2026 from 61,937 to 63,784, which is approximately 3% growth. However, there is a peak in 2011.
- 4.2.4 The population projections and demographic changes illustrated in Figure 4.1 for South Bucks present a very similar situation to that of Chiltern. The 40-64 age group is projected to decrease over the period, whilst the 65-79 and 80+ age groups undergo significant growth. The collective total for the age groups over 65 will rise from 10,846 people to 15,955, representing an overall increase of 47%, whilst the 80+ age cohort alone will rise from 2,896 to 4,360 people, representing an increase of 50.6%. This will have a significant impact on health and adult social care services.
- 4.2.5 Collectively, the three groups that represent the population under the age of 15 decline significantly over the period. At 2001, these three groups totalled 12,378 people; however, at the lowest point in 2021 this is projected to fall to 9,958. This may result in a surplus of school places and other facilities for young people such as play facilities and child care.

Summary of demographic change

- South Bucks is projected to experience an ageing of the population, with age groups 65-79 and 80+ the only age cohorts forecast to have continually rising populations from 2001 to 2026. This also results in the percentage of these age groups rising as a proportion of the total population.
- The age groups 0-4, 5-10, and 11-15 are projected to decrease in both absolute numbers and as a percentage of the overall population from 2001 - 2021.

4.3 Emerging spatial strategy

- 4.3.1 The Council published its core strategy preferred options in September 2006. After several other local authorities' core strategies were found unsound, the Council took independent advice and resolved to undertake further work on its own core strategy, including strengthening the evidence base and examining a wider range of options, before proceeding further. A revised preferred options document is due to be published for consultation in summer 2008, with adoption anticipated during 2010.

Housing land supply

- 4.3.2 In accordance with Government guidance set out in PPS3 and PPS12, South Bucks has completed a housing trajectory to indicate how annual targets could be met in the district over the plan period to 2026.
- 4.3.3 The EiP Panel Report (Table 2.1) recommends 1,880 new dwellings to South Bucks over the period 2006-2026. This is equivalent to 94 dwellings per annum (470 dwellings in each 5 year period). Between 2006/7 and 2010/11 the potential supply identified in the trajectory is significantly above the EiP Panel Report provision.
- 4.3.4 The housing trajectory also provides detail on the projected net completion on active large sites as set out in Table 4.3. It can be seen from the table that housing delivery in the district could be heavily front loaded, with completions during the first 5 years projected to significantly exceed EiP Panel Report recommendations.

Table 4.3: Location for development in South Bucks

Location	Projected net completions 2007-2011
Beaconsfield	100
Burnham	27
Denham Green	89
Farnham Royal	64
Gerrards Cross	121
Stoke Poges	30
Taplow	252
Other	219
TOTAL	902
Recommendation from SE Plan Panel Report	376

Source: South Bucks District Council Annual Monitoring Report (2007)

- 4.3.5 In addition to these active sites, the core strategy preferred options document (due to be published in July 2008) will provide an indication of the proposed distribution of new housing in South Bucks to 2026. The principal settlements are identified as Beaconsfield, Burnham and Gerrards Cross and the Council considers it appropriate to focus much of the future development in these settlements as these are the most accessible and sustainable locations (Table 4.4). A SHLAA is in progress which identifies potential development sites.

Table 4.4: Preferred policy approach – settlement strategy

Settlement	New Housing Units
Principal settlement (3)	780 – 930 units in total
Secondary settlement (5)	460 – 520 units between them
Tertiary settlement (4)	100 – 140 units between them
Rural settlements (13)	60 – 80 units between them
Existing major commitments outside of settlements	250 units
Potential Strategic Allocations ⁹	690 units
TOTAL	2,340 – 2,610 units
Contingencies	Up to 800 units if needed

Source: South Bucks draft Core Strategy Preferred Options

- 4.3.6 Beaconsfield will be the focus of slightly more development than the other towns with between 360 and 420 new dwellings over the plan period. Burnham is likely to accommodate between 170 and 210 new dwellings over the plan period. Gerrards Cross is identified to provide between 250 and 300 new dwellings over the plan period.
- 4.3.7 Although no site specific information is available for the secondary settlements, a total of 460-520 dwellings is planned in the five settlements of Denham Green, Iver Heath, Iver Village, Stoke Poges and Farnham Common.
- 4.3.8 The tertiary settlements of New Denham and Willowbank, Farnham Royal, Denham (south of the village) and Richings Park are identified to accommodate a total of 100-140 dwellings. The final tier of rural settlements is likely to have 60-80 new dwellings over the period.

⁹ The location of any potential strategic allocations will be determined through the LDF process.

- 4.3.9 The Council is also considering whether it needs to identify any contingency sites for future housing and other development needs. Any such sites would be delivered through the LDF process.

Summary of housing growth

- South Bucks has the lowest housing allocation in the South East region.
- This represents 'business as usual' in terms of recent completions and there is no current identified shortage of land supply to meet these targets.
- The SHLAA indicates that most potential development sites are relatively small.
- Given the limited level of growth and environmental constraints most new growth will be within or close to existing urban areas and therefore existing infrastructure is likely to need upgrading rather than additional facilities being added.

5 Wycombe: demographics and growth assumptions

5.1 Socio-economic characteristics

- 5.1.1 Data from the 2001 census shows Wycombe to have incomes and house prices above the national average for England. The draft Buckinghamshire Strategic Housing Market Assessment¹⁰, states the average (median) annual income for a full time worker to be £27,908 which is above the average for England of £24,055¹¹.
- 5.1.2 Table 5.1 provides the proportionate ethnic mix of Wycombe against the South East and national percentage break down:

Table 5.1: Resident population by ethnic group (as a % of total population)

	Wycombe		South East		England	
	2001	2005	2001	2005	2001	2005
White	87.8	86.8	95	93	90.8	89.1
Mixed	1.6	1.8	1.1	1.4	1.3	1.6
Asian or Asian British	7.5	7.9	2.4	3.1	4.6	5.3
Black or Black British	2.4	2.6	0.7	1.3	2.3	2.7
Chinese or Other Ethnic Group	0.6	0.9	0.8	1.2	0.9	1.3

Source: ONS website

- 5.1.3 Wycombe has a varied ethnic mix; it has a higher proportion (13.2%) of non-white residents than the South East or England. The largest single non-white ethnic group is Asian or Asian British which accounts for 7.9% of the total population of the district.

5.2 Population projections and demographic change

- 5.2.1 Buckinghamshire County Council population projections for the period 2006 – 2026, produced by the University of Manchester (UoM) in September 2007, are set out in Table 5.2. The growth scenario modelled was produced using data from the Wycombe AMR, which was based on the draft SEP (2006). Although the trajectories reflect the regional housing allocations in the 2006 SEP, they are broadly compatible with the latest EIP Panel Report figures.

¹⁰ Fordham Research (2008), unpublished.

¹¹ Source of income data: ASHE (NOMIS), 2007.

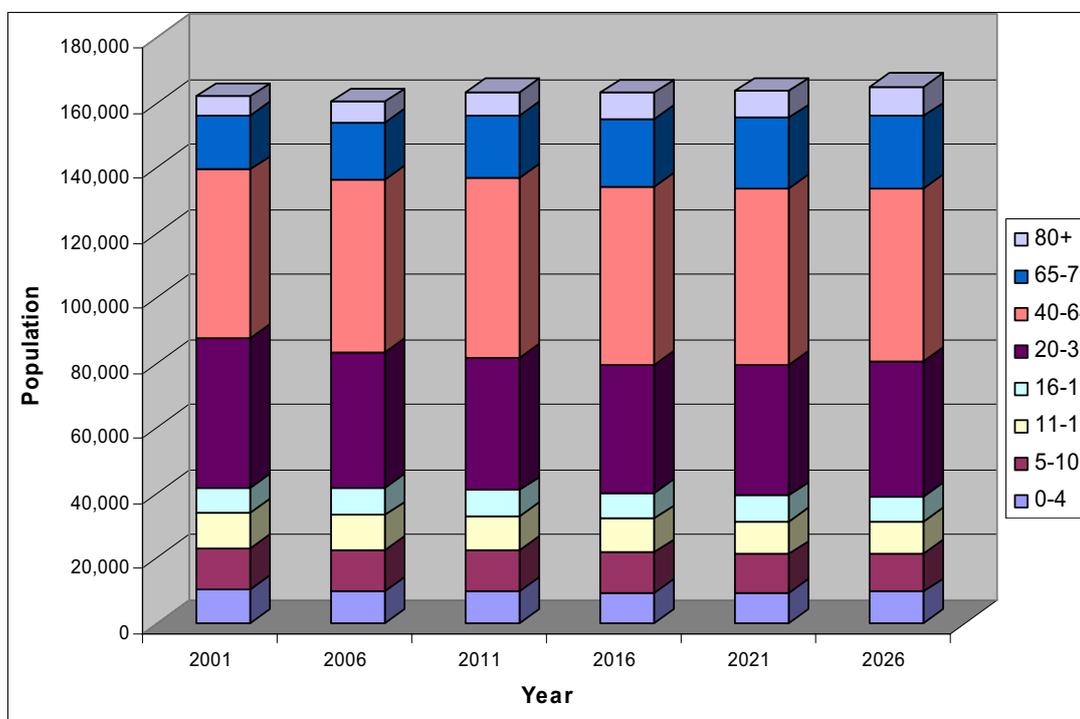
Table 5.2: Wycombe population projection 2001 -2026

Age	2001		2006		2011		2016		2021		2026	
	Number	%										
0-4	10,578	6.53	10,208	6.36	9,954	6.09	9,564	5.86	9,481	5.79	9,702	5.88
5-10	12,773	7.88	12,440	7.76	12,631	7.73	12,232	7.50	11,723	7.16	11,664	7.07
11-15	10,571	6.52	10,690	6.66	10,293	6.30	10,356	6.35	10,248	6.26	9,823	5.95
16-19	7,973	4.92	8,284	5.16	8,088	4.95	7,848	4.81	7,824	4.78	7,735	4.69
20-39	46,085	28.43	41,636	25.96	40,980	25.07	39,711	24.35	40,500	24.74	41,653	25.24
40-64	51,604	31.84	53,225	33.18	55,293	33.83	54,812	33.61	54,007	33.00	53,055	32.15
65-79	16,577	10.22	17,523	10.92	19,046	11.65	20,833	12.77	21,668	13.23	22,341	13.54
80+	5,927	3.66	6,397	3.99	7,159	4.38	7,745	4.75	8,227	5.03	9,048	5.48
Total	162,088		160,403		163,444		163,101		163,678		165,021	

Source: Based on UoM population projections September 2007

5.2.2 The data in Table 5.2 is illustrated in Figure 5.1.

Figure 5.1: Wycombe population projection 2001-2026



- 5.2.3 The absolute population of Wycombe is projected to increase gradually over the period from 162,088 in 2001 to 165,021 in 2026 which is an overall increase of 1.8%.
- 5.2.4 Wycombe follows a similar pattern of demographic change to Chiltern and South Bucks, with an increase in the proportionate percentage of people over the age of 65 and over 80.
- 5.2.5 Again, most groups have periods of growth and decline apart from the 65+ and 80+ groups which experience a steady rise over the period. In 2001, the number of people over 65 was 22,504 however by 2026 this is projected to increase to 31,386, representing an increase of 39.5%.
- 5.2.6 A notable exception to the general trend is the 5-10 age cohort, which unlike the projections for Chiltern and South Bucks, experiences a steady decline over the 20 year period. However, Wycombe retains a proportionately younger population profile than the other two districts.

Summary of demographic change

- Wycombe is projected to experience an ageing of the population, with age groups 65-79 and 80+ the only age cohorts forecast to have continually rising populations from 2001 to 2026. This also results in the percentage of these age groups rising as a proportion of the total population. This will have significant implications for the provision of a number of public services, most notably health and social care.
- The younger age groups in Wycombe decrease in both absolute numbers and as a percentage of the overall population from 2001 - 2026.
- The net out-migration from Wycombe is compensated for by natural growth: it has the highest birth rate of the three districts and a relatively younger population than Chiltern and South Bucks.

5.3 Emerging spatial strategy

- 5.3.1 The Wycombe core strategy has been subject to a public examination and the Council are awaiting the Inspector's report which is due 30th April 2008. The Inspector's report was delayed in order to take account of Secretary of State's decision on Terriers Farm and Wellesbourne Campus. The report has now been received and the core strategy found sound.
- 5.3.2 A preferred options site allocations DPD was published for consultation in February 2007. The majority of development is proposed to be located within and around High Wycombe making use of the available brown field sites and the M40 gateway area. More limited development is proposed at the towns of Marlow and Princes Risborough and some development at other settlements.

Housing land supply

- 5.3.3 In accordance with Government guidance set out in PPS3 and PPS12, Wycombe has completed a housing trajectory to set out how annual targets could be met in the district over the plan period to 2026.
- 5.3.4 Wycombe has 7,800 new dwellings allocated in the EIP Panel Report (Table 1.1) over the period 2006-2026. This equates to 390 dwellings per annum (1950 dwellings in each 5 year period).

- 5.3.5 The housing trajectory data (AMR, December 2007) indicates adequate land supply to accommodate the South East Plan targets to 2026 and assumes over delivery the early years of the plan period (although this will need to be regularly reviewed in light of market trends).
- 5.3.6 No site allocations have yet been finalised for Wycombe as the Site Allocations DPD is only at preferred options stage (Feb 2007). However, this document does provide areas for the proposed distribution of the housing allocations up to 2016 as set out in Table 5.3.

Table 5.3: Location for development in Wycombe

Area	Total allocations 2006-2016
High Wycombe Town Centre	190
Desborough	214
“Hughenden Quarter”	86
M40 Gateway	165
Cressex/Booker	47
Downley/Pastures	170
Totteridge and Micklefield	1,350
Hazlemere/Widmer End/Tylers Green	31
Loudwater and Wooburn Green	134
Bourne End/Well End/Cores End/Wooburn Town	10
Marlow	150
Princes Risborough	157
Rural areas	93
Total	2,797

Source: Wycombe District Council Preferred Options Site Specific Allocations DPD (Feb 2007)

- 5.3.7 Wycombe District Council has also produced a Housing Land Background Paper Update (September 2007) which identifies potential from potential Greenfield reserve sites¹².

Table 5.4: Greenfield potential in Wycombe

Area	Estimated Dwelling Yield ¹³
Abbey Barn North	100
Abbey Barn South	350-550
Slate Meadow	150
Terriers Farm	400
Total	1,000 – 1,200

Source: Housing Land Background Paper Update (September 2007)

¹² Housing trajectories indicate that there should not be a need to release peripheral green field sites before 2016, and probably not until towards the end of the South East Plan/Core Strategy plan periods.

¹³ These figures are broad estimates and should not be taken as a definitive requirement for the developable area and dwelling yield for the sites. More detailed assessment would be required to ascertain this.

Summary of housing growth

- Wycombe district has a moderate level of housing growth allocated in the draft South East Plan, although it will have significant implications for High Wycombe which will be a focus for future development.
- Compared to Wycombe's housing completions over the period 2001/2 to 2006/7 the targets represent business as usual; the district has been over delivering against housing targets in recent years.
- Most new growth will be within and around High Wycombe close to existing housing areas and in a majority of instances infrastructure is likely to need upgrading rather than additional facilities being added. The M40 gateway is likely to require additional infrastructure to service its resident's needs.

6 Validation

6.1 Introduction

6.1.1 This chapter sets out the results of the validation process of the Ling Report. The first section sets out the gaps within the Ling Report, the second section details the information requested from service providers through the validation process and the third summarises the additional information received in a tabular format for ease of reference. The validation process has focused on the longer term not the short term, and the study has not sought to validate the individual schemes identified in Appendix D of the Ling Report.

6.2 Gaps

6.2.1 In order to identify gaps in the schedule and to retain consistency with the approach take in the Phase 1 Study, the contents of Appendix A of the Ling Report have been reclassified in accordance with the structure of the Aylesbury Vale infrastructure schedule.

6.2.2 Table 6.1 below shows that the Ling Report contains a number of gaps when compared to the Aylesbury Vale schedule, the most significant of which is affordable housing. As part of the validation process we have sought to fill the gaps where appropriate. However, some of the infrastructure included within the Aylesbury Vale schedule is not considered to be relevant to all of the rest of the county, including:

- arts heritage and entertainment – anticipated population growth is limited and considered insufficient to require additional facilities
- town centre public realm – a growth related issue for Aylesbury
- inward investment – a growth related issue for Aylesbury

Table 6.1: Comparison of Aylesbury Vale schedule and Ling Report

AV Schedule	Ling Report
Health	
Acute	A15
Primary	A14
Mental health	A16
Education	
Higher	A17
Further	A1
Secondary	A1
Primary	A1
Extended hours	not addressed
Special schooling	not addressed
Adult	A5
Emergency services	
Police	A11
Fire	A12
Ambulance	A13
Community facilities	
Open space	A8
Nature reserves	not addressed
Playing pitches/MUGAS	not addressed
Children's play areas	A8
Community centres	not addressed
Sports centres and swimming pools	A9
Arts/heritage/entertainment	not addressed
Shortfall in existing sports and leisure provision	A8
Allotments	not addressed
Community development	not addressed
Town centre public realm	not addressed
Libraries	A4
Crematorium and burial grounds	A10
Museum and archives	not addressed
Wendover Woodland Park	not applicable
Social care	
Adult social care	A7
Youth and community services	A7
Children and young people	A7
Waste	
Refuse collection and recycling (includes new vehicle and depot and recycling points)	A6
Waste disposal	A6
Affordable housing	not addressed
Inward investment	not addressed
Transport	
Road projects	A2
Rail projects	A2

- 6.2.3 The following paragraphs summarise the information available for the key gaps identified: affordable housing and utilities infrastructure.

Affordable housing

- 6.2.4 With the exception of transport, affordable housing is usually the most costly requirement in any list of infrastructure requirements for local authorities in the South of the country. Below we review the current and emerging policies towards the provision of affordable housing within each district, before providing an indicative assessment of the costs associated with providing for identified needs.

- 6.2.5 Current delivery of affordable housing is low within the three districts and the three Council’s have undertaken assessments that have resulted in a lowering of the thresholds and may result in further reductions¹⁴.

Chiltern

- 6.2.6 Social rented housing (provided by the local authority or an RSL) accounts for 13.7% of the total housing stock for the district. Current local plan policy requires that 30% of housing units for development of more than 15 dwellings. The imposition of this threshold (which is in line with former national planning policy in the previous version of PPS 3) constrains the ability of the district to deliver affordable housing due to the small scale of the majority of sites coming forward for development.

- 6.2.7 Affordable dwelling completions data for the past 5 years is summarised in table 6.2 below:

Table 6.2: Chiltern - Affordable dwelling completions, April 2002 - March 2007

Year	Number Of Affordable Dwelling Completions ¹⁵	% Of All Dwelling Completions
2006/07	27	10.9%
2005/06	91	35.4%
2004/05	85	26.4%
2003/04	84	23.0%
2002/03	0	0.0%
2002/03 to 2006/07	287	(average) 21.7%

Source: Chiltern District Council - Dwellings Permitted and Built, by Type, Size and Tenure 2002-2007

- 6.2.8 The 2004 Housing Needs Survey Update for Chiltern District Council estimated that 79.1% of households living in unsuitable housing could not afford local market housing of a suitable size, and having considered all the factors, identified a backlog of need of 399 affordable homes. In addition to the backlog of existing needs, newly arising need was also identified. The data (using the standard affordability test for existing households) estimated the numbers of households falling into need within the district (excluding transfers) was 503 households over a 3 year period; annualised to 168 households per annum.

¹⁴ Thresholds refer to the minimum number of dwellings or minimum site area to which contributions towards, or on-site provision of, affordable housing will be sought by the local planning authority.

¹⁵ It should be noted that Chiltern records all completions in the year in which the development was fully completed rather than the numbers actually completed each year. This can tend to exaggerate the variation in numbers from year to year.

- 6.2.9 More recent data from the draft Buckinghamshire Strategic Housing Market Assessment indicates that the annual net need for affordable housing in Chiltern is 201 dwellings. (This is the sum of the net annual quota of households who should have their needs addressed and the total newly arising housing need). This figure exceeds the district's total annual housing allocation in the draft RSS.

South Bucks

- 6.2.10 Affordable housing (provided by the local authority or an RSL) accounts for 16.1% of the housing stock of South Bucks. Currently local plan policy requires 20% of new housing be affordable on developments of 15 or more dwellings (in accordance with the site size threshold in PPS3). These targets and thresholds are currently being reviewed by the district.
- 6.2.11 Table 6.3 shows the number of affordable dwelling completions achieved by South Bucks over recent years and the proportion this constitutes of all completions.

Table 6.3: South Bucks - Affordable dwelling completions, 2002 - 2007

Year	Number Of Affordable Dwelling Completions	% Of All Dwelling Completions	Number Of Dwellings Delivered Through S106
2007/08	41	N/A	21
2006/07	16	8.2%	11
2005/06	22	16.5%	6
2004/05	23	13.5%	21
2003/04 to 2006/07	102	(average) 12.7%	59

Source: South Bucks DC

- 6.2.12 The draft Buckinghamshire Strategic Housing Market Assessment (January 2008), states the annual net need for affordable housing in South Bucks is 459 dwellings. This figure is more than four times the revised total annual housing target for the district in the draft RSS (Panel Report).

Wycombe

- 6.2.13 Affordable housing (provided by the local authority or an RSL) accounts for 14% of the housing stock for the district.

Table 6.4: Wycombe - Affordable dwelling completions, 2002 – 2006/07

Year	Gross Number Of New Build Affordable Dwelling Completions	% Of All Gross Dwelling Completions	Number Of Dwellings Delivered Through S106
2006/07	270	36.6%	105
2005/06	70	25.9%	9
2004/05	62	27.2%	42
2003/04	82	22.6%	64
2002/03	64	17.3%	45
2002/03 to 2006/07	548	(average) 27.7%	334

Source: Wycombe District Council 'Annual Development Trends'

- 6.2.14 Table 6.5 shows the number of affordable dwelling completions achieved by Wycombe over recent years and the proportion this constitutes of all completions. Data provided by Wycombe District Council also shows the number of these affordable dwellings delivered through S106 agreements.
- 6.2.15 The Wycombe Housing Needs Survey published in 2003 stated that the annual need for affordable housing in the district is 1,248 dwellings for the period 2003-08. However, the emerging Strategic Housing Market Assessment will provide more up-to-date information when it is published later this year.

Cost of affordable housing

- 6.2.16 For the purposes of this study, we have calculated an indicative subsidy requirement associated with the provision of affordable housing in each of the three districts. However this must be treated with caution as it is based on region wide average costs, and assumes that this subsidy is required irrespective of the way affordable housing is procured (i.e. s106, social housing grant, RSL borrowing etc).
- 6.2.17 Indicative subsidies based on meeting RSS targets of 35% affordable housing (applying a 70:30 social rent:low cost home ownership split) are set out below in Table 6.6.
- 6.2.18 The assumed public subsidy is taken from the South East England Regional Assembly (SEERA) calculation of the average historic subsidy per unit¹⁶.
- Social Rented Sector £53,750
 - Low Cost Home Ownership £18,270

Table 6.5: Indicative annual affordable housing costs to meet RSS Targets

	Draft Housing Allocations (Dwellings Per Annum)	Implied Annual Provision Of Social Rented Dwellings	Implied Annual Provision Of Low Cost Home Ownership	Annual Subsidy Cost To Provide Social Rented	Annual Subsidy Cost To Provide Low Cost Home Ownership
Chiltern	145	36	15	£1,935,000	£274,050
South Bucks	94	23	10	£1,236,250	£182,700
Wycombe	390	96	41	£5,160,000	£749,070

NB: Figures rounded to the nearest whole number

Utilities

- 6.2.19 Appendix F of the Ling Report outlines the situation regarding utilities within the three districts. This validation exercise has not taken the utilities assessment any further as it is outside the terms of reference for this study. Also until exact locations and quanta of development are determined, the utility providers will not be in a position to confirm their infrastructure requirements. From the discussions we have held with the three local planning authorities we are aware of the following potential capacity constraints which may need investment over the plan period:

¹⁶ This calculation is not necessarily robust or accepted by the Housing Corporation – see later section.

- Princes Risborough STW is almost at capacity and the network in Wycombe is likely to require upgrading.
- During the validation process Chiltern DC officers stated that they understand that the Maple Cross STW is operating at capacity with no plans to upgrade the works.
- We understand that Thames Water have raised concerns with South Bucks DC about waste water services in the Beaconsfield area.

Flood defence

- 6.2.20 Flood risk is not assessed in detail in the Ling Report. A Strategic Flood Risk Assessment (SFRA) of Wycombe's preferred options DPD concluded that flooding was a minor risk in the district although further work on groundwater flooding is required.
- 6.2.21 A level 1 SFRA for South Bucks was completed in February 2008. A number of properties within South Bucks are at risk of fluvial flooding from the River Thames and River Colne. The Alderbourne and the River Misbourne also pose a potential risk of flooding to some properties in South Bucks. The smaller river systems affect fewer properties but are more susceptible to flash flooding. There is not a strategic flood risk but there are localised issues that would have to be assessed on a case by case scenario. The PPS25 sequential test should be applied when allocating sites and each developer should undertake a flood risk assessment of their proposals.
- 6.2.22 The SFRA for Chiltern also concluded that there is no major defence infrastructure required within the district, although action to mitigate the impact of flood risk on new development will be essential. The associated costs will normally be borne by developers/landowners.

6.3 Validation process

- 6.3.1 As acknowledged in the Ling Report, housing related growth will not be the key driver for infrastructure needs within Chiltern and South Bucks. This will also be the case for large parts of Wycombe (with the notable exception of High Wycombe). (It is reiterated here that neither the Ling Report, nor the validation work has considered the impact of housing growth in adjoining locales on services within the study area) The validation process has therefore concentrated on updating information on the progress of future needs planning by the various infrastructure providers and explored in more detail the implications of significant projected demographic change, as explored in more detail in the preceding sections of this report.
- 6.3.2 The results of the validation process are tabulated by service in Appendix 1. The appendix contains separate tables for:
- Strategic infrastructure (non transport),
 - Community infrastructure (a separate table for each district)
 - Strategic transport infrastructure
 - Local Transport Infrastructure (a separate table for each district)
- 6.3.3 The alpha-numeric reference in brackets for each service is the reference provided in the Ling Report (where there is no reference, it is because the service was not included). The tables should be read in conjunction with the Ling Report. The order of the services has been changed to replicate the order used in the phase one work. For each service except transport the information is provided under the following two headings:

1. new or updated information on requirements (incorporating impact of an ageing population where the service provider has been able to supply information)
2. new information on costs or explanation on why no costs are provided

6.4 Transport validation

6.4.1 The transport validation tables update the information provided in Appendix A2 of the Ling Report. The aim of the validation was to test the assumptions stated in the second Local Transport Plan (LTP2) against progress to date. This was undertaken through detailed discussions of each individual scheme with the County Council and a review of district priorities – in terms of scheme phasing and prioritisation – with individual local planning authorities. A series of daughter documents to the LTP, area action plans, have been produced which are intended to explain the implications LTP in more detail for particular areas and identify small scale local schemes. These documents are outside the scope of this validation work.

Strategic schemes

- 6.4.2 Three strategic transport schemes which impact directly or indirectly on the three districts are included in the LTP as follows:
- The M40/A404/M4 Box
 - Regional Coachway facility and Park and Ride at Junction 4 M40, High Wycombe (Handy Cross)
 - Inter-urban coach network
- 6.4.3 All three schemes are closely related but not necessarily interdependent. The costs estimate for the inter-urban coach network of £65m includes the cost estimates for the other two schemes. The working assumption is that £35m will be sought from the Regional Funding Allocation (RFA) and the remainder from developer contributions.
- 6.4.4 At present the coachway is a prioritised scheme in the RFA process with funding provisionally allocated for 2015. The coachway is currently estimated at £12m and is expected to be funded by the RFA. The local authority is expected to cover ten percent of scheme costs.
- 6.4.5 The County aspire to earlier delivery to ensure the facility is in place in time for the London 2012 Olympics. Earlier delivery would also free up an allocated development site in the Wycombe LDF. BCC (at its own expense) are in the process of working up the business case with a view to bringing forward the scheme within the RFA as part of the RFA refresh during 2008.
- 6.4.6 The A404 junction improvement scheme is a Highways Agency scheme which crosses the Buckinghamshire border, providing significantly enhanced access to the proposed coachway, allowing north-south strategic services to use the facility, in addition to the existing east-west services. The HA has asked BCC to develop a scheme design.
- 6.4.7 The inter-urban coach network requires further definition and development. It is a regional initiative being led by the Regional Assembly, and it would not be appropriate to assign the associated costs to the three districts. The Assembly is currently developing and appraising the scheme to identify the most appropriate mechanism for its delivery within the current regulatory and funding framework.

- 6.4.8 Longer term additional transport investment may be required to enhance strategic links between Milton Keynes – Aylesbury – High Wycombe and on to the Thames Valley, to support and facilitate proposed housing and economic growth. The extent and nature of interventions that may be required are dependent on further work.

Chiltern

- 6.4.9 Only one transportation scheme was identified by the Ling Report for Chiltern. The County have confirmed this is the correct position. The district council has also confirmed that any additional transport infrastructure requirements are likely to be relatively small in scale and deliverable through developer provision / contributions. The scheme identified in Appendix 1 (Table A1.6) is unlikely to be a high priority scheme for the county within the context of LTP3. There is no currently identified source of funding for this scheme.
- 6.4.10 An additional transport infrastructure revenue cost for Chiltern is the concessionary fares scheme operated by the local authority.

South Bucks

- 6.4.11 There are four schemes in the Bucks LTP (two road and two rail) that are located within South Bucks as set out in Table A1.7 in Appendix 1. The Wilton Park Diversion may be required to release a potential strategic housing site for development, depending on the scale of development proposed. At the very least a new access onto the Pyebush roundabout would be required. The Iver relief road is needed to reduce HGV impacts on Iver High Street. Both road schemes are subject to strategic sites being included in the final LDF Land Allocation DPD, and are likely to be entirely dependent upon developer contributions / provision.
- 6.4.12 The two rail schemes are:
- enhanced access to Iver station and lengthening of the platforms, both associated with Crossrail: it has not been possible to establish either the source of the estimated costs contained in the Ling Report, or who will be responsible for funding and delivery;
 - the possible use of the disused West Drayton to Poyle railway line as a western connection to Heathrow Airport.

Wycombe

- 6.4.13 The Ling Report identifies a large number of potential transport schemes in Wycombe, the majority in High Wycombe itself. These are a combination of schemes aimed at promoting modal shift, addressing local bottlenecks and releasing land for development (or a combination of the three). It is noticeable that only one of the identified schemes is currently committed (Eastern Congestion Management Corridor). All other schemes will not be implemented until 2012/13 at the earliest, subject to funding availability. At present it is assumed that developer contributions will be made towards these schemes.
- 6.4.14 At present the majority of schemes are identified for a combination of LTP3 (2011-2015) and developer contributions. It is apparent from the table that a significant burden is likely to be placed both upon LTP3 (which will also be seeking funding for a number of schemes within Aylesbury Vale) and on the basis of recent settlements this could be seen as optimistic. The burden on developer contributions is also significant although this will largely depend upon the scale and rate of development and the extent to which transport contributions remain a priority against other competing claims on the developer's finances. More work will be needed to prioritise these

schemes for the purposes of allocating limited public funding and developer contributions.

6.5 Needs of older people

- 6.5.1 The Ling Report flagged up and this study and re-emphasised, the importance of changing demographics on service delivery, and in particular the high level of growth in the over 65 age cohorts. The importance of addressing this issue nationally has been recognised by Central Government who are undertaking a review of care for the elderly; and in response to the aging population the model of care is changing to reduce the reliance residential care homes. The impact on the County Council will be in terms of service delivery and revenue costs. Bucks CC social services have stated that they anticipate the private sector to provide the capital costs and to provide the physical infrastructure.
- 6.5.2 There are implications here, too, for planning departments, which need to understand the requirement for and needs of supported housing developments.

7 Review of existing funding mechanisms

7.1 Overview

- 7.1.1 This chapter summarises the current known sources of funding for the infrastructure schedules prepared for Chiltern, South Bucks and Wycombe. Both the report by Michael Ling and our earlier report dealing with Aylesbury Vale cover much of the same ground. To make this report comprehensive we repeat quite a lot of what we have said previously. However, to make it more relevant for the three districts, we have concentrated on those aspects of funding that are most important to them. In particular, below we comment separately on:
- local authority revenue block grant, which is calculated by assumed need but is not ring fenced
 - capital grants
 - housing
 - alternative sources of local authority funding
 - transport, which has a mix of national, regional and local funding
 - school, further and higher Education
 - health, economic development, flood defence and utilities - all of which are not primarily the direct responsibility of local authorities but all of which the local authorities will wish to influence.
- 7.1.2 Funding from developer contributions including affordable housing is dealt with in the section on Planning Gain in the next Chapter.
- 7.1.3 It must be remembered that government funding streams are in a constant state of flux. The amount of money available for policy areas varies, as does the overall envelope of public spending. Outside the mainstream funding areas, small-scale initiatives come and go, according to the short term priorities of government and with changes in ministerial teams tending to herald in new initiatives. The best illustration of this was the discovery in 2006 that government operates over 3000 business support programmes. It is attempting to reduce this to around 100 by 2010 by introducing a new programme – the Business Support Simplification Programme.
- 7.1.4 Within mainstream funding, government is constantly reviewing and adjusting formula calculations. For instance, the Revenue Support Grant for local authorities changed in 2006 and the Dedicated Schools Grant is the subject of a consultation about formula changes at present. Government has also started making some changes to other mainstream formulae (for instance in education and transport) to make them respond to demographic change faster.
- 7.1.5 Over time public revenue funding streams do respond to changes in needs, albeit slowly. Most of them are population-based, at least in part and will reflect population changes, normally at each spending round but also when new population data becomes available. However there are other drivers both for funding and for infrastructure need. We looked at three: housing growth, deprivation and the age distribution of population.

Table 7.1: Housing growth 2006-2026 and proportion of Housing Stock at 2001

Authority	Housing increase 2006-2026 (%)
Aylesbury Vale	33
Chiltern	8
South Bucks	7
Wycombe	12
South East	19

Source: South East Plan Panel Report (2007) and ONS

7.1.6 Table 7.1 above shows the increase in housing stock planned for 2006-2026 derived from the draft South East Plan. As might be expected, Aylesbury Vale has the highest growth in percentage terms (although less than Milton Keynes 60% or Ashford 53%). The other Bucks authorities have much less than the South East average. Chiltern and South Bucks are among the lowest in the region. Obviously, this will restrict their ability to access growth funds.

7.1.7 The second point is that over the last ten years government policy on spending at local level has been broadly redistributive; it has tended to move spending away from relatively affluent areas like Buckinghamshire towards areas with greater deprivation and need (as measured by government formulae). The effect is that the three districts have been less generously funded than the national average over time, culminating in the local government settlement for 2008-11. This was described by the Local Government Association as the toughest settlement for a decade. All three authorities received annual increases of 1.0%, below than the national average (3.5%) and below the likely inflation rate. Buckinghamshire received an increase of 2.0%. The settlement also built in the expectation of efficiency savings, so there is some pressure to find alternative funding sources.

7.1.8 To illustrate this point we looked at the authorities' ranking in the Index of Multiple Deprivation 2007. The ranking we used is a comparative one, with 354 local authorities in England being measured against each other by rank of average score. The higher the score, the less deprivation.

Table 7.2: Index of Multiple Deprivation Rankings

Authority	IMD Rank of Average Score
Aylesbury Vale	319
Chiltern	345
South Bucks	327
Wycombe	291

Source: <http://www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation/deprivation07/>

7.1.9 We also looked at the increase in over 65 year olds¹⁷ for two reasons. First, the IMD scores are weighted towards employment and income deprivation, so they understate the problems of aging populations. This could have implications for adult social care provision. Secondly, even if one accepts that the Buckinghamshire districts have a relatively affluent aging population that is less likely to make demands on adult social care provision; it still has significant implications for many other areas of service provision including transport and health.

¹⁷ See chapters 3, 4 and 5 for detailed district specific changes in the population over the age of 65.

Table 7.3: Growth in the over 65s population of the three districts

Authority	2006	2026	% increase 2006 to 2026
	N°. (% of total pop)	N°. (% of total pop)	
Chiltern	16,078 (16.84)	23,377 (26.26)	56
South Bucks	11,394 (17.51)	15,955 (25.01)	47
Wycombe	23,920 (13.88)	31,389 (19.02)	39

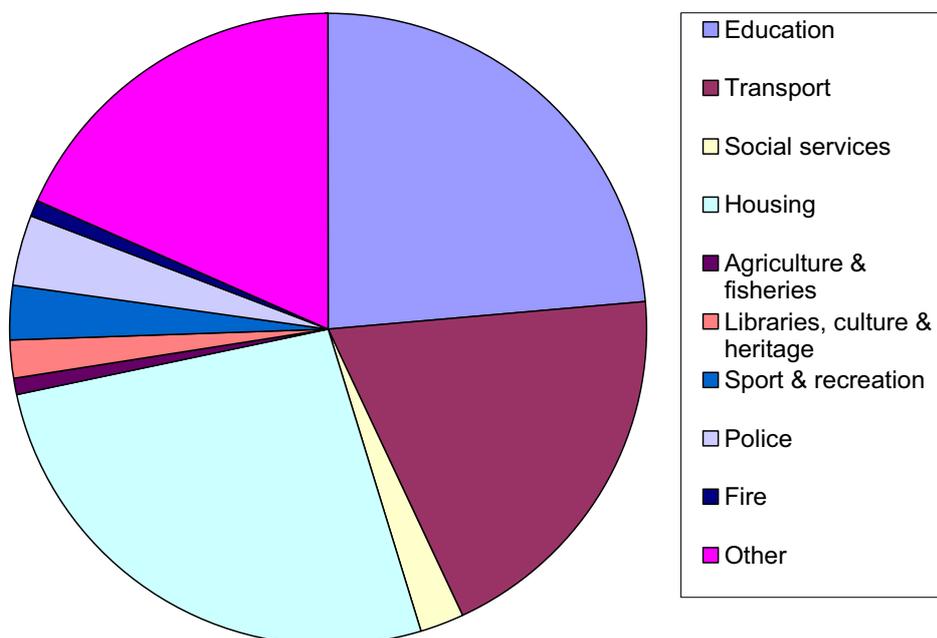
Source: Based on UoM population projections September 2007

7.2 Local government block funding

7.2.1

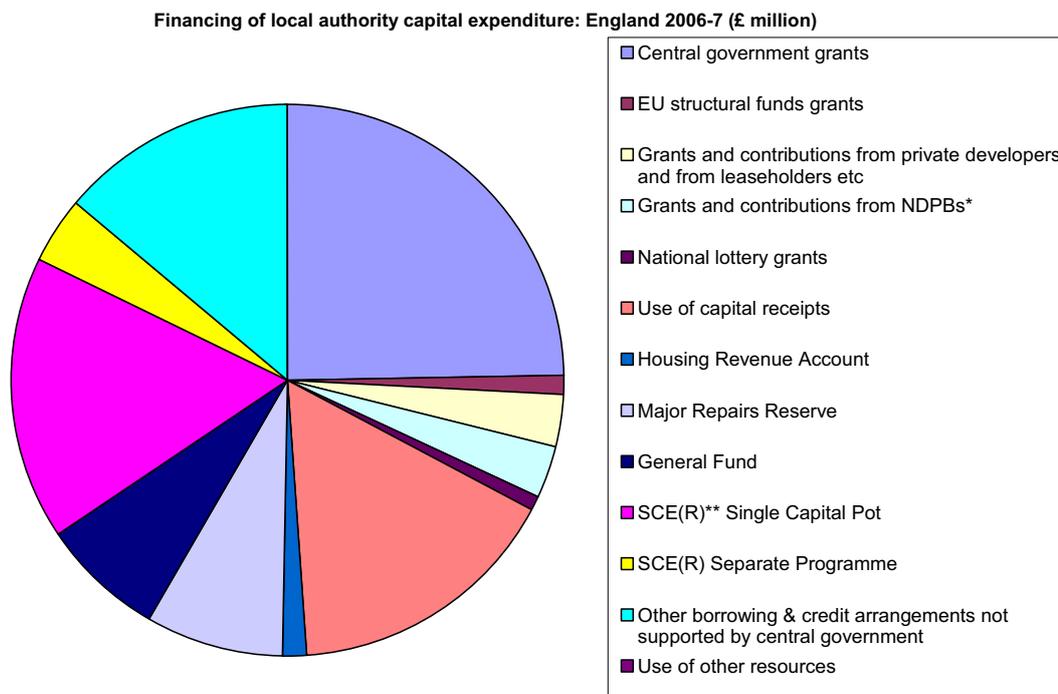
The Lyons Inquiry had been contemplating major reforms of local government finance but at its conclusion Government indicated that no major changes would occur for the foreseeable future. The two graphics below illustrate the distribution of local authority spending and sources of capital funding.

Figure 7.1: Distribution of spending by LAs 2006/07



Source: November 2007 Statistical Release: Local Authority Capital Expenditure and Receipts England: CLG & Office of National Statistics

Figure 7.2: Financing of local authority capital expenditure: England 2002-3 to 2006-7 (£ millions)



Source: November 2007 Statistical Release: Local Authority Capital Expenditure and Receipts England: CLG & Office of National Statistics

- 7.2.2 Government distributes funding to local authorities in three main blocks, covering capital expenditure, housing revenue expenditure and general revenue expenditure. The main Revenue Support Grant for local authorities changed from the old FSS formula to the new 4 Block formula for the 2006-8 spending round. Detailed announcements of local authority awards for 2007-11 have now been made and the overall settlement is tough, with the client authorities receiving well below the national average increase because they are “on the floor” as explained below.
- 7.2.3 For 2007/8, revenue expenditure payments (i.e. not including housing) amounted to £65bn. £28bn of this was Dedicated Schools Grant and £26bn formula grant. The other £11bn was a mix of ring-fenced grant for items such as mental health and un-ring-fenced grants. The main components were targeted education funding (£3.6bn) and Social Services (£2.8bn). Planning Delivery Grant (£130m) and Neighbourhood Renewal Fund (£0.5bn) are the elements that are obviously related to physical development.
- 7.2.4 Formula Grant is now calculated on a 4 Block Formula system. The most important thing to understand is that the Chancellor determines the total size of the cake available for funding at the Comprehensive Spending Review. The cake is funded

* NDPBs = Non-departmental public bodies
** SCE (R) = Supported Capital Expenditure (Revenue)

from business rates (£17.5bn 2006-7) and a top up from central taxation (£3.4bn). The formula determines how that cake is cut up between authorities.

- 7.2.5 The first block in the formula is the Relative Needs Block, which determines the notional cost to each authority of providing certain services:
- children's services
 - adults personal social services
 - police, fire and highways maintenance
 - environmental protective and cultural services
 - debt charges
- 7.2.6 According to the CLG guidance *"The formula for each specific service area is built on a basic amount per client, plus additional top ups to reflect local circumstances. The top ups take account of a number of local factors which affect service costs, but the biggest factors are deprivation and area costs."*
- 7.2.7 An example is the proposed new statutory economic assessment duty for local authorities that would require upper tier and unitary authorities in consultation with other key partners (including districts) to carry out an economic assessment of their area. The transfer of post 16 education from Local Skills Councils to local education authorities is another.
- 7.2.8 The Relative Resources Block is based on the authority's council tax base and is offset against the Relative Needs Block.
- 7.2.9 The third block is a division of the rest of the cake on a per capita basis. Authorities are grouped according to the functions they deliver and each group receives a different amount per capita.
- 7.2.10 The fourth block is a floor damping system, which makes sure that every local authority receives a minimum annual increase. Grant to other authorities above this floor is scaled back to provide the funding for the floor.
- 7.2.11 The 4 Block Formula is thus broadly redistributive in impact. It weights population figures for deprivation. Measurement of population changes is retrospective, penalising authorities with growth (even assuming increases in immigration are recorded accurately). Grant is reduced in proportion to the notional ability to raise council tax, favouring local authorities in low value areas.
- 7.2.12 Moreover, the client authorities are all subject to the funding floor. As the Lyons Inquiry put it: *"In practice, floor damping has a significant effect for many authorities, eclipsing large changes in grant that would otherwise result from applying the first three blocks..... This means that, for many local authorities, the indicators used in the relative needs and resources calculations (such as sparsity, or numbers of student exemptions from council tax) do not strongly influence the amount of Formula Grant that the authority receives in practice. This may not be fully understood by all the local authorities which put time and energy into lobbying for particular needs indicators to be added, altered or removed."*
- 7.2.13 In the longer term, the formula should reflect changes in population growth and changes in demographic profile that lead to greater need. It must also be a reasonable assumption that future governments will review the formula to make sure it is working correctly and change it where necessary.

- 7.2.14 Meanwhile the council tax base will also increase as a result of new housing and provide an additional source of revenue for basic services, although this is partly taken into account by the 4 block formula.
- 7.2.15 The point remains in the short term that the formula is set every three years and lags population change. The fact that the client authorities are on the floor acts to prevent them using prudential borrowing for capital projects unless the interest payments can be met from a new source of revenue.
- 7.2.16 The client bodies can take some comfort from the New Burdens doctrine, as CLG guidance explains: *“A new burden is defined as any new policy or initiative which increases the cost of providing local authority services. The new burden need not necessarily arise as a result of a proposed statutory duty. For example, guidance to act can result in additional costs falling on local authorities, putting pressure on council tax. Government as a whole are committed to ensuring new burdens falling on local authorities are fully funded. This commitment is called the “New Burdens Doctrine.”*
- 7.2.17 In announcing the settlement for the next three years in a speech to the Local Government Association, John Healey, the Local Government Minister dealt with a number of issues highlighted by the client bodies amongst others:
- “I recognise there are areas of particular service pressures. Pressures on councils that almost certainly are going to increase. We must find better ways of disposing of waste and we must develop better ways to care for and fund our increasingly elderly population needing more and more social care. We have worked very closely with local government over the last two years on those pressures. Those pressures are reflected in the settlement.*
- Therefore, for example, the PFI support for waste doubles over the next three years. The Department of Health is providing extra funding of £300m over the CSR period for adult social care. In other words, an average increase of around 8 per cent per year over that period.*
- I also accept that other pressures may over the coming years become more prominent, like the need to tackle climate change and deal with its consequences. As Flood Recovery Minister, I have seen first hand in many areas of the country, what these might be.*
- To help local authorities plan for capital expenditure we announced, for the first time, provisional capital support to local authorities alongside the provisional local government finance settlement. This support totals around £29bn over the next three years and includes revenue support for borrowing*
- We recognise that some councils face short term population changes and migration, and we have a programme of work to help councils tackle cohesion and other issues related to that. In implementing the local government settlement, we have used improved ONS data which is the best and most accurate available. A large majority of councils recommended using this data rather than re-opening the settlement in years 2 and 3, and this will help to ensure stability for councils in budgeting ahead.”*
- Pathfinder**
- 7.2.18 Buckinghamshire was given pathfinder status as part of a drive to promote efficiency in two tier working. The mechanism for this is the Buckinghamshire Joint Improvement Board which involves the county and all four districts in looking at service improvements on a topic by topic basis. This body is expected to gather momentum over 2008.

7.3 Capital grants

Table 7.4: Local Authority Capital Funding Schemes

CLG	Targeted Capital Fund (TCF) 14-19 Diplomas and SENS
Disabled Facilities Grant	TCF Kitchens
Fire and Rescue Service Capital Grant	TCF Standards and diversity
Gypsy & Travellers Site Grant	Youth Capital Fund
Homelessness	Young peoples secure accommodation
Housing Market Renewal	DIUS
Private Finance Initiative	Adult Safeguarded Learning
Local Enterprise Growth Initiative (not applicable in Bucks)	DEFRA
Housing and Planning Delivery Grant	Air Quality Monitoring Equipment
Regional Housing Pot	Contaminated land
Growth Fund	Flood and coastal erosion risk management
DCSF	Waste Infrastructure
14-19 Learning and Skills Council	Dept of Health
Building Schools for the Future	Mental Health
Formula grant	Social Care
Extended schools	Extracare Housing Grant
Harnessing technology	Infrastructure Support
Home safety equipment	AIDS HIV
Information and Communications Technology Mobile Technology to Support Children's Social Workers	Common assessment framework
Local Authority Modernisation	Social Care IT Infrastructure
Other Information and Communications Technology	DfT
Short breaks	Detrunking
Playgrounds	Regional Funding Allocation
Primary capital	Primary Route Network (as defined by DfT) Bridges and Exceptionals
Special schools	Integrated transport
Sure Start	Road safety
Sustainable transport	Community Infrastructure Fund
Targeted capital	Home Office
	Safer and Stronger Communities

- 7.3.1 Table 7.4 lists all the capital grants available to local authorities specifically as at 31 January 2008. The list changes with bewildering rapidity as each department develops its programmes. There are other grants such as money from Regional Development Agencies and English Partnerships that are not exclusively for local authorities.
- 7.3.2 These grants are almost all capital grants. Some of them are formula based but most are bid based, meaning that local authorities have to apply for money for a particular project or programme. In many cases the award criteria have not yet been announced. The majority are ring-fenced and can only be spent for a particular purpose.
- 7.3.3 Government also provides support for capital investment in two other ways, one being for PFI projects. It also provides revenue support to cover interest payments on borrowed capital. This support is rapped up in the Relative Needs Formula; the calculation is abstruse and based on historic spending.
- 7.3.4 The obvious problem of being on the floor has been that this revenue calculation does not result in any increase in payment. So, while authorities may have capacity to

borrow capital, they do not receive an increase in revenue to cover interest payments. This point has been the subject of much correspondence between the South East England Regional Assembly and Government.

- 7.3.5 It is worth pointing out that this is a simplification of a much more complex capital funding regime in which separate rules apply for housing and schools as well as for capital grant from Government and capital raised from other sources. Government has just issued a consultation on changes to the “Minimum Revenue Provision” – the amount local authorities provide in their revenue accounts to cover capital repayments. The proposed changes would reduce the amount local authorities need to provide. However, the consultation document only covers accounting treatment; it does not make any more funding available in reality. This gives some indication of the complexity of the subject.

7.4 Affordable housing

- 7.4.1 South Bucks and Chiltern have sold off their council housing to Registered Social Landlords whereas Wycombe still has a significant ownership – about 72% of all social rented stock is still council owned. The overall proportion of social rented housing in the three districts is close to the regional average.
- 7.4.2 Since 1997 the overall thrust of policy has been to reduce the influence of local authorities over social housing principally through stock transfers to RSLs or ALMOs (arms length management organisations). However, the loss of stock transfer votes has forced a rethink, heralded by the Hills Report into Social Housing (2007). Government’s response to the Hills report is not yet entirely clear but it seems as though the intention is to create a level playing field for social housing providers including local authorities but one that makes social housing provision more separate from mainstream local authority funding. Moreover, the Housing Green Paper raised the prospect of local authorities building council housing again through Local Housing Companies run as joint ventures with other providers.
- 7.4.3 Currently, local authorities are required to account for housing revenue through a separate Housing Revenue Account. Any surpluses are pooled nationally and reallocated to authorities with a deficit. Government is now looking at a radical overhaul of this system and has published¹⁸ pilot studies of six local authorities to show what would happen if they received or gave a one-off balancing payment representing a capitalisation of 30 years subsidy. Thereafter they would operate outside the system.
- 7.4.4 Potentially, local authorities would also keep 100% of the receipts from Right to Buy purchases rather than 25% as they do now. Although this would represent an improvement for local authorities, in practice the number of Right to Buy purchases is generally decreasing and what was once a major source of finance is declining.
- 7.4.5 Over the past decade the main source of public subsidy for affordable housing provided through RSLs has been through the Housing Corporation. It has been common practice for the Housing Corporation to provide Social Housing Grant of up to £30-50,000 per unit in the South East of England. The remaining cost is provided through RSL borrowing and use of their reserves.

¹⁸ “Self-financing of council house services” CLG March 2008.

7.4.6 In 2006 CLG produced guidance which said that the starting point for negotiations should be that developers provided serviced plots for affordable housing at their own expense but otherwise no subsidy.¹⁹

7.4.7 In 2007 the Housing Corporation published its prospectus for 2008-11 which reiterated its previous policy. It intends to channel 90% of affordable housing grant through a few major providers towards major sites in growth areas and growth points, for instance, Berryfields at Aylesbury. The recent social housing grant allocations illustrate the impact of this policy shift, as illustrated in Tables 7.4 to 7.6 below²⁰.

Table 7.5: Local Authority Social Housing Grant and Social Housing Grant Allocation to RSL Schemes in Chiltern

Allocations Period	LASHG Grant Allocation (£)	SHG Grant Allocation (£)
2001/2	£3.53m	£0.46m
2002/3	£2.66m	£0.94m
2003/4	£2.2m	£0.72m
2004/5	£0	£1.73m
2005/6	£0	£1.73m
2006/7	£0	£0.5m

Table 7.6: Social Housing Grant Allocation to RSL Schemes in South Bucks

Allocation Period	Grant Allocation (£)
2005/6 (transitional LASHG)	£1.84m
2006/08	£1.86m
2008/11	£2.52m

Table 7.7: National Affordable Housing Programme Social Housing Grant Allocation to RSL Schemes in Wycombe 2004 – 2011

Allocation Period	Grant Allocation (£)
2004-06	£10.5m
2006-08	£11.4m
2008-11	£1.7m

NB Wycombe also received an additional £6.5m in 2006/8 through in-year bidding process.

7.4.8 Where grant is provided for S106 schemes, it is aimed at bringing clear additional benefits, such as additional affordable housing, a different mix or higher design of environmental standards.

7.5 Alternative sources of finance

7.5.1 There is a distinction to be drawn between finance that advances the provision of infrastructure in the expectation that planning charges will eventually pay it back, and finance derived from other assets or revenues, which can then be applied to infrastructure provision. Both are reviewed separately below.

7.5.2 It is also important to understand the change in economic conditions over the last 12 months. The “credit crunch” has made it far harder for anyone to raise debt, especially when secured against any kind of property. Meanwhile the deterioration in

¹⁹ Delivering Affordable Housing - CLG - November 2006

²⁰ The data in these tables is presented in the form provided by the districts; hence there is not consistency in terminology or dates.

Government finances has made Government even more wary of encouraging local authorities to borrow. In his speech to the LGA cited above, John Healey listed the other ways he thought local authorities could raise money particularly to help secure investment for economic development and for new homes, new growth and new services, which were:

- business rate supplements
- the proposed community infrastructure levy
- transport charging
- prudential borrowing
- trading charges

7.5.3 This seems to us to be a sensible list. What is noticeable is that it does not include the kind of innovative debt driven approaches that were much talked about in the first half of 2007.

Local Authority Business Growth Incentive (LABGI)

7.5.4 The list above also fails to mention the Local Authority Business Growth Incentive (LABGI), which we should include for completeness, although its future is uncertain. Government has been keen to offer local authorities some other kind of incentive to promote growth in general. Unfortunately, the initial pilot of the LABGI was the subject of much criticism from various parties and is to be succeeded (after a year’s moratorium) with a much smaller scheme worth only £50m pa in England, initially. Government has been consulting on what the replacement scheme should look like.

Business Rate Supplement

7.5.5 Government published a White Paper on this subject along with the 2007 Pre Budget Report and will bring forward legislation with a view to allowing a Business Rate Supplement (BSR) in 2010. Unfortunately, this is likely to be of limited use to the three districts. It is limited to a maximum of 2p in the pound. The total Rateable Value of the districts is shown in the table below.

Table 7.8: Total Rateable Values

Local Authority	£M Rv
Chiltern	51.4
South Bucks	71.6
Wycombe	173.9
Total	269.9

7.5.6 Thus, the theoretical maximum yield would be £2.7m pa. However, property with an RV under £50,000 will be exempt. About 15-20% of the total RV is attributable to public sector buildings and the levy would not raise extra finance from these.

7.5.7 The White Paper says that “supplements should only be used for investment that would not otherwise have taken place. Local authorities should not use revenues from supplements to substitute for their own resources and to support projects which they would have undertaken anyway.” This rather limits the use of the levy.

7.5.8 The levy can only be raised by a top-tier authority, in this case the County Council. Securing agreement to the introduction of the BSR will not be straightforward in a

predominantly rural county with a dispersed settlement pattern like Buckinghamshire in which it will be difficult to identify major projects which have a county wide impact.

Transport charging

- 7.5.9 We are many years away from a national road user charging system and after an initial burst of enthusiasm government talks about it relatively rarely. Buckinghamshire was involved in a sub-regional TIF bid to trial a system, which did not progress.
- 7.5.10 So what John Healey probably had in mind was the urban congestion charging pioneered in London and being rolled out elsewhere, sometimes on a simpler model. There is clearly scope in dominant urban centres where there is no realistic alternative for the consumer. In the three districts where there are alternative centres nearby, it is more difficult to see how it could be introduced. Indeed the most likely impact would be to cement the competitive advantage of suburban superstores.

Prudential borrowing

- 7.5.11 Local authorities are allowed two kinds of borrowing. They can borrow "supported capital" centrally, which is accompanied by revenue support to pay the interest. However, floor authorities do not receive any additional revenue support from this system, as they have been quick to point out in the South East.
- 7.5.12 The alternative is prudential borrowing on the general markets. However, to do this requires a revenue source to fund interest and capital repayments. Unfortunately although infrastructure is a long-term investment, most of it (roads, parks, flood defences) does not generate a revenue stream. So prudential borrowing is not an alternative to other revenue streams, it is a method of raising capital assuming you had another revenue stream in place.

Asset disposals

- 7.5.13 There has been and there will be increasing pressure on authorities to raise money by disposing of surplus assets, either directly or through a local asset backed vehicle. At the moment the commercial property market is in recession but it is well worth planning for the future in this respect. Government has published a consultation on a new requirement for local government asset planning, *Building on Strong Foundations*, the final version of which will be published in 2008. It is likely to include advice on opportunities to work with the private sector and share services, together with advice on sources of finance.

Trading charges

- 7.5.14 The scope for increased use of trading charges was the subject of "Positively Charged" a report from the Audit Commission published in January 2008. The headline from the report was that 25% of all councils derive more income from charges than they do from council tax. For district councils, the split was closer to 50% but the amounts were lower in absolute terms – typically between £50-100 per head of population in 2006-7. These can account for up to 20% of total service costs.
- 7.5.15 Because parking charges account for a significant proportion of district receipts, we have reservations about the scope for increasing charges and about the impact that would follow. Changes to charging levels may also have unpredictable and potentially

differential impacts on centres, reflecting their different functions and the level of public transport accessibility (and user charges) associated with each²¹.

7.6 Transport

7.6.1 At a strategic level, transport funding arrangements have been relatively stable since 2005, although there have been some important policy changes and the Eddington Report (2006).

Roads

7.6.2 For roads, the majority of funding comes ultimately from Department for Transport (DfT) but delivery is split. The Highways Agency is responsible for maintenance and building work on all trunk roads (except toll roads). Non-trunk roads are the responsibility of local transport authorities.

7.6.3 The DfT funds the Highways Agency's national trunk roads programme directly. The regional trunk roads programme is funded through the Regional Funding Allocation, which gives the regional bodies a chance to propose priorities to Government.

7.6.4 Local Transport Plans run on a five year cycle and are thus out of phase with spending rounds. However, the current 2006-11 LTPs were approved with indicative amounts for the 2007-11 Spending Review. Local transport authorities agree their overall funding with the DfT through their Local Transport Plans but major projects (above £5m) are also funded through the Regional Funding Allocation.

7.6.5 The Regional Funding Allocation (RFA) is a virtual pot of money. The cash is not handed to the regional bodies to distribute. Instead Department for Transport funds the Highways Agency and local transport authorities directly and subject to DfT appraisal criteria, following advice from the Regional Transport Board. Although the Regional Assembly which led the RFA work is to be abolished, the RFA will continue and may be strengthened. In the South East the Assembly and the Regional Development Agency (RDA) are encouraging Government to allow the regional bodies to top-slice the RFA to help forward fund major schemes (and other infrastructure) which could then be reimbursed through developer contributions or other funding sources. The mechanisms for this are included in the Planning Bill.

7.6.6 The Buckinghamshire Local Transport Plan contains a number of relevant major road schemes which are intended to be brought forward in the plan period. It is important to realise that the LTP is an aspirational document setting out schemes that local partners would like to see. These schemes still have to be adopted into regional or national programmes and they compete for funding. Currently, the Regional Funding Allocation is committed until 2016 and although this is due for review in 2008, it is unlikely that any of the local projects are far enough advanced to be included.

7.6.7 For major schemes the initial bid for funding should be supported by a Major Scheme Business Case (MSBC) that demonstrates the case for the scheme in the following five aspects:

1. **Strategic** - to demonstrate that the scheme is consistent with and will contribute to local, regional, and possibly national, objectives in transport and other relevant areas
2. **Appraisal And Value For Money** - to demonstrate the likely benefits and disbenefits of the scheme against its likely costs (see also section below)

²¹ The Chiltern Line to Amersham has fares regulated by TfL. This is not the case for destinations further north which are not on the LUL network.

3. **Delivery** - to demonstrate how the promoter will be able to deliver the scheme to time and budget, including a clear project plan, governance arrangements, plans for stakeholder involvement and engagement and robust risk management plans.
4. **Financial** - to demonstrate that the scheme is based on sound costings, that the promoting Local Authority is able to meet its own contribution, that any proposed third party funding is confirmed, and the Local Authority is willing and able to underwrite this element.
5. **Commercial** - to demonstrate a sound procurement strategy and a rigorous approach to any private sector involvement

7.6.8 In our experience, highway authorities pay for initial scheme design costs out of their revenue budgets and only treat the construction costs as capital. This is an area where if more costs were capitalised, planning schemes would be easier to fund. For schemes that pass through the necessary approval stages the Department will (with the exception of PFI schemes) normally contribute:

- 50% of the eligible preparatory costs incurred between Programme Entry and Full Approval.
- A maximum of 90% of the estimated total cost of the scheme (including preparatory costs), also known as the Quantified Cost Estimate (QCE), as estimated at Programme Entry.
- 50% of any increase in the cost of the scheme over the QCE set at Programme Entry up to a designated Approved Scheme Cost (ASC).

7.6.9 Whereas current arrangements follow the traditional predict and provide approach, encouraging authorities to build roads to meet demand, in future there will be much more emphasis on demand management measures. The Transport Innovation Fund (TIF), which is currently funding pilot projects, is projected to become the most important source of major scheme funding in future.

7.6.10 TIF is a fund meant to encourage demand management schemes, preferably with an element of congestion charging included. There are two parts to TIF: Congestion TIF which is about road pricing and Productivity TIF which is more about agglomeration. TIF is set to grow to become a major source of funding. Buckinghamshire was part of an MKSM consortium that bid for TIF pump priming to investigate the impacts of road pricing on the sub-region but does not believe measures could be developed for Aylesbury alone.

7.6.11 Apart from major schemes, local authorities receive maintenance funding which is based mainly on the length of road they need to maintain. This is adjusted by a regional cost factor and should equalise need between local authorities. They also receive a capital budget for smaller schemes, which in the case of Buckinghamshire is £1.8m in 2008-9.

Rail

7.6.12 Rail infrastructure is centrally controlled, in that Network Rail agrees a Regional Planning Assessment (RPA) with the DfT, which is then grant funded. It is not part of the RFA. Our understanding of the RPA is that it is a means of trying to establish the role rail could and should play in overall transport provision given a set of assumptions on planning and development over time. The Route Utilisation Strategies go into more detail and should follow the RPA through identifying potential schemes. There is then the Comprehensive Spending Review with DfT providing input in the form of the High Level Output Statement (HLOS) and the associated Statement of Funds Available (SoFA) (July 2007). These fit the Regulatory Framework as the ORR determines the

level of funding necessary for Network Rail to meet its operations, maintenance and renewal requirements for each 5 year regulatory charging period.

- 7.6.13 One of the South East region's main concerns, the Reading station scheme, has now been accepted for funding by DfT but the East-West link is not a DfT priority. It will have to be funded separately. The Regional Transport Board has lobbied for the inclusion of rail schemes within the RFA process and the Government is expected to consult on revisions during 2008.
- 7.6.14 For the three districts, the implications are limited because they have relatively few rail lines. One project, station improvements at High Wycombe, is already funded. Proposed improvements to the Aylesbury Wycombe line which would be contingent on Aylesbury expansion and the implementation of East-West Rail. East West Rail is supported in principle by Network Rail and DfT but their assumption is that it will be funded by developer contributions.

7.7 Education

- 7.7.1 Higher education is now the responsibility of the Department for Innovation, Universities and Skills, which in turn funds HEFCE, the Higher Education Funding Council for England. It has completed its 2008-11 Capital Investment Programme which is formula based and used to fund Higher Education Institutions (HEIs) directly. HEIs usually draw students nationally and internationally rather than from the locality. Local authorities have limited power to influence HEI decisions although they can be instrumental in persuading the regional development agency to provide additional capital.
- 7.7.2 The department with responsibility for schools has changed from Department for Education and Science (DFES) to Department for Children Schools and Families (DCSF).
- 7.7.3 The White Paper "Raising Expectations – enabling the system to deliver" published on 17 March 2008 fleshed out proposals to make education compulsory for 14-18 year olds, abolish the Learning and Skills Councils and transfer responsibilities and funding to local authorities from 2010 onwards. Adult training will be the responsibility of a new slimmed down Skills Funding Agency.
- 7.7.4 Revenue funding for mainstream primary and secondary schooling has been split from the rest of local authority funding and ring fenced as Dedicated Schools Grant (DSG). Funding is allocated on the basis of expected school populations at the end of the spending round period and, to that extent, should reflect population growth. In reality, problems arise in two areas: where rapid migration takes place and where the population growth is enough to trigger new schools provision.
- 7.7.5 Running in parallel is the Building Schools for the Future (BSF) programme which aims to rebuild or refurbish all existing secondary schools over a 10-15 period from 2005. BSF was not intended to provide additional capacity for new populations for which s106 monies would still be used. However, Government has now launched a further consultation on whether BSF should be re-prioritised towards areas of derivation and/or growth and whether the order in which LAs join BSF should be changed. There may be local pressures on school places from a number of factors. First, the future distribution of pupils may not match local school capacities; this will be reflected in the education authority's area based plan. Pupils in neighbouring authorities can also apply to Bucks schools and where the school is popular this can produce pressure to provide more places. Secondly, the proportion of pupils in private education has risen over the last ten years to a record high, easing demand for state

school places. A downturn in the economy could reverse this trend. Thirdly, any changes to the national policy on allocation of secondary school places could impact on demand for places locally.

7.7.6 DCSF also provides 21 targeted capital programmes covering everything from computers to school kitchens and sustainable transport. These however are relatively small and tend to be reserved for areas with high deprivation.

7.7.7 The other major driver for change in education is early years provision where Government policy is removing the distinction between education and well being of pre-school children, notably in the Children Act 2006. National research is showing increasingly strong links between early years support for children and later outcomes and so the focus on early years provision is likely to intensify.

7.7.8 In Buckinghamshire, as elsewhere, the private sector provides many of the nursery places and there are gaps between demand and provision that cannot be filled without subsidy. Bucks CC is also committed to rolling out 35 children's centres across the county.

7.8 Health

7.8.1 Under CSR07 spending figures on health are higher than previously anticipated. The NHS will receive a 4 per cent per year increase in spending, against an expected 3.5 per cent (LGIU, 2007). This equates to £110 billion by 20010/11, compared with £90 billion in 2007/08.

7.8.2 Health received the biggest increase among public services, yet for a NHS used to an average growth of 7.2 per cent since the NHS Plan was published in 2000, this may feel like a cut. For example, the evidence-based assessment of the long-term resource requirements carried out by Derek Wanless estimated that the NHS would need increases of at least 4.2 per cent just to stay afloat (Wanless Report, 2002).

7.8.3 Within the context of the Gershon review (2004), value for money reforms are predicted to produce annual savings of at least £8.2 billion by 2010/2011 which will be used to fund further investments. A key role will be played by better management of long-term conditions to avoid emergency admissions, increasing productivity across the NHS and the introduction of more cost effective procurement procedures (including the decision not to go ahead with the full second phase of independent sector treatment contracts wanted by former Prime Minister Blair).

7.8.4 The funding allocations to the Department of Health are aimed at implementing the vision for the NHS contained in Lord Darzi's interim report published on 4 October 2007. The Darzi review indicates that:

Our current GP system has actually led to a larger inequality in the distribution of GPs across the country over the past two decades even as the overall number of GPs has increased [...] I believe we must do more to develop a culture of safety, and in some cases staff have told me that they need more powers and greater authority to tackle these issues [...] A new Health Innovation Council (HIC) will be established to act as the overarching guardian for innovation from discovery through to adoption (DH, 2007: 20, 40, 43)

7.8.5 Accordingly, new additional money will be spent on:

- new community services: creating 100 new GP services in the most 25% deprived PCT areas, and 150 GP-led health centres delivering a wide range of health, social care and well-being services, 7 days a week;

- action on healthcare acquired infections: the introduction of MRSA screening for all elective surgery in the next year and for all emergency admissions within the next three years, “deep cleaning” of hospitals and additional powers for matrons and ward sisters to report concerns; and
- setting up the Health Innovation Council and increasing Department of Health Research and Development spending to over £1 billion by 2010-11, taking the single fund for health research to £1.7 billion (SR07, Annex D2).

7.8.6 In legislative terms, the Local Government and Public Involvement in Health Act 2007 addresses matters related to patient and public involvement in health. The Act specifies that each local authority and Primary Care Trust will have a duty to issue a Joint Strategic Needs Assessment (JSNA) to identify and assess the short, medium and long-term health needs of each social care authority. In preparing the JSNA, local authorities and PCTs have a duty to cooperate. County councils are required to consult each district council (sec. 116).

7.8.7 There is thus a state of flux in health provision strategies at secondary and primary level, coupled with the fact that Primary Care Trusts are still recovering from a merger programme.

7.9 Economic development

7.9.1 The most significant change in this context is the publication of the Sub-National Review of Economic Development and Regeneration. This transferred full responsibility for regional development agencies from CLG to the new Department of Business Enterprise and Regulatory Reform (DBERR) which itself is the successor to the Department of Trade and Industry (DTI).

7.9.2 DBERR has not yet settled down but the expectation must be that RDAs will align their activities more closely with traditional DTI concerns. This would mean much less emphasis on physical interventions and more on large scale training and employment initiatives. Meanwhile, the Regional Development Agencies have received a reduced funding allocation in CSR07 and they are under pressure to make cuts.

7.9.3 The Sub National Review (2007) also said Government would

- Consult on the creation of a focused statutory economic duty for local authorities which would require all upper tier authorities to carry out an assessment of the economic circumstances and challenges of their local economy.
- Work with the regional development agencies so they play a more strategic role, delegating responsibility for funding to local authorities and sub-regions where possible unless there is a clear case for retaining funding at the regional level or there is a lack of capacity at lower levels.

7.9.4 The main challenge for the three districts (and the county) is their peripherality. Government is currently defining sub-regional geography by economic links rather than by administrative boundaries. The risk is that each district will end up being tagged on the edge of a larger sub region and be at the back of the queue for funding. This is a matter of greater concern to Wycombe (and Aylesbury) as employment centres than to the other districts.

7.10 Flood defence

7.10.1 Provision of flood defence is mainly the responsibility of the Environment Agency, a national body. Regional Flood Defence Committees (RFDCs) are committees of the Environment Agency that help to deliver the Agency’s Flood Risk Management

functions. There are 11 committees across England made up of local authority representatives and members appointed by DEFRA and the Environment Agency.

- 7.10.2 RFDCs take decisions about the annual programme of improvement and maintenance works. These are mainly grant funded by DEFRA but the Environment Agency also has the power to raise levies through the RFDCs.
- 7.10.3 These levies have generally been used to carry out locally important works which do not meet DEFRA priorities but which are still technically, economically and environmentally sound and sustainable. Revenue support grant allocations from central Government recognise that local authorities pay levies to the Environment Agency.
- 7.10.4 The obligation to provide flood defences for new development falls on the developer. Where a site is subject to severe flood risk, the normal course of action would be for the Environment Agency, as a statutory consultee, to object to development. If the development is then permitted, or if the flood risk is not so severe that the Environment Agency objects, then development may go ahead with mitigation measures.
- 7.10.5 Difficulties sometimes arise when several developments require co-ordinated flood defences; in which case there could be a need for pooled charges.
- 7.10.6 From the information provided, flood defence is not a major issue in the three districts.

7.11 Utilities

- 7.11.1 Utilities are now a private sector industry, subject to economic regulation. The problems in co-ordinating utility provision have been much discussed in recent years. Essentially, the regulatory regime impedes utility companies from providing capacity in advance of demand. So, it is usually left to developers to provide the capital investment. This in turn can lead to three problems:
- the upfront cost can make the development unviable
 - other users can then piggyback on the investment (the “free rider” problem)
 - in extreme cases, the developer can be forced to pay for capacity, which is sold to other users by the utility company
- 7.11.2 Where developers are unable to overcome these problems there is some argument that it is the kind of market failure that justifies public sector intervention. English Partnerships and Regional Development Agencies have taken on the role of utilities funder in the past. The East Kent Spatial Development Company was set up by SEEDA, Kent County Council and two local authorities, to deal with this kind of problem. Its first project was an electricity substation in Manston to open up land for commercial development.
- 7.11.3 A study by Hewdon for the South East England Regional Assembly (2005) argued that privatised utility companies are large well-capitalised private sector entities with the skills and appetite for long-term investment. They are ideally placed to provide capital funding for infrastructure. It would be far better to enable them to invest in forward provision of capacity rather than to use scarce public resources to the same end. In this context, the Assembly subsequently commissioned Oxera, a firm of economic regulation consultants, to advise on ways of removing regulatory constraints and we believe this is the best way forward.

- 7.11.4 The Housing Green Paper said that DEFRA is ensuring that the Water Periodic Review 2009 takes into account housing growth and that wastewater infrastructure to support housing growth is planned in.

Summary of funding issues

There are number of distinctions to be drawn between different kinds of mainstream public sector funding. There is a difference between central and local government funding, between capital and revenue, between growth and non-growth needs, and between formula based funding and grants allocated by bidding. Most government revenue funding is formula based and will respond to population changes over time.

For Chiltern and South Bucks the funding issues are very similar. Wycombe is a larger centre and has more housing growth allocated, giving it a slightly different set of issues.

In revenue terms all three district authorities and the county are “on the floor” and need to find either additional sources of capital or additional sources of revenue to fund capital.

However, the main requirement is for incremental infrastructure investment rather than major strategic projects.

Government will issue more guidance on asset management plans in 2008 with the aim of freeing up capital resources.

8 The role of developer contributions

8.1 Policy overview

- 8.1.1 The 1948 Town and Country Planning Act established the principle that owners only enjoyed the right to the existing use of their property. The state alone had the right to grant consent for development. From the beginning, it was clear that the grant of consent for development could lead to an increase in land value: commonly called planning gain.
- 8.1.2 There have been two approaches to capturing some or all of that value for the public good. Central government has tried several times to introduce a tax on the value, but always found it too difficult to work successfully. Most recently, it has abandoned (for the time being at least) proposals for a Planning Gain Supplement (PGS).
- 8.1.3 Meanwhile, local planning authorities have often sought to capture gain by negotiating with developers for contributions to local infrastructure. In theory, if not always in practice, the contributions were necessary to mitigate the impact of development and make it acceptable in planning terms. The enabling legislation for this is now s106 TCPA 1990 (as amended in 1991) but the practical limits of planning gain are determined by government circulars and by case law.
- 8.1.4 Central government has always tried to restrict the scope of contributions, at first to save developers from unreasonable local authorities and then (from the 1990s onwards) to stop developers buying planning consents. In consequence, most local authorities made little effort to collect contributions from developers on a consistent basis. The three Buckinghamshire authorities are typical in having had no overall developer contributions supplementary planning guidance to accompany their local plans.
- 8.1.5 It was not until after the Barker Report in 2003 that government began to encourage local authorities to take a more proactive approach. Even then, the intention was to introduce Planning-gain Supplement and to scale back the use of s106 developer contributions.
- 8.1.6 The current guidance in Circular 05/05 was meant to be a short term measure which is still based on the idea of s106 contributions being limited to making development acceptable in planning terms, not a way of funding infrastructure:
- “A planning obligation must be:*
- (i) relevant to planning;*
 - (ii) necessary to make the proposed development acceptable in planning terms;*
 - (iii) directly related to the proposed development;*
 - (iv) fairly and reasonably related in scale and kind to the proposed development;*
and
 - (v) reasonable in all other respects.*
- B6. The use of planning obligations must be governed by the fundamental principle that planning permission may not be bought or sold. It is therefore not legitimate for unacceptable development to be permitted because of benefits or inducements*

offered by a developer which are not necessary to make the development acceptable in planning terms.

B7. Similarly, planning obligations should never be used purely as a means of securing for the local community a share in the profits of development, i.e. as a means of securing a "betterment levy".

B9.planning obligations should not be used solely to resolve existing deficiencies in infrastructure provision or to secure contributions to the achievement of wider planning objectives that are not necessary to allow consent to be given for a particular development."

8.1.7 In 2006 government published "Planning Obligations: Practice Guidance", a companion to Circular 05/05 highlighting existing best practice and looking at matters such as the effective use of formulae and standard charges. As befits a companion to a Circular, the emphasis is quite heavily on process rather than quantum and it offers rather less insight into the practical operation of a tariff system. It also does not reflect government's new ambitions for planning tariffs. So, it is of limited use in this context, but still offers some guidance on drafting policies.

8.1.8 It does quote Circular 05/05 on maintenance payments:

B18. Where contributions are secured through planning obligations towards the provision of facilities which are predominantly for the benefit of the users of the associated development, it may be appropriate for the developer to make provision for subsequent maintenance (i.e. Physical upkeep). Such provision may be required in perpetuity.

B19. As a general rule, however, where an asset is intended for wider public use, the costs of subsequent maintenance and other recurrent expenditure associated with the developer's contributions should normally be borne by the body or authority in which the asset is to be vested. Where contributions to the initial support ("pump priming") of new facilities are necessary, these should reflect the time lag between the provision of the new facility and its inclusion in public sector funding streams or its ability to recover its own costs in the case of privately-run bus services, for example. Pump priming maintenance payments should be time-limited and not be required in perpetuity by planning obligations.

B20. For all maintenance payments, local authorities and developers should agree the type of payments to be made, e.g. Regular payments, or commuted sums, all with a clear audit trail.

8.1.9 In April 2007 Wycombe adopted a comprehensive Developer Contributions SPD. This includes a range of standard charges (based on stated formulae) in line with guidance in Circular 05/05.

8.1.10 South Bucks has an ad hoc approach except with regard to affordable housing where currently 20 percent of units on sites of 15 units or more is required. S106 is sometimes used to collect education and transport contributions when the county council request them. Occasionally children's play areas and open space are requested.

8.1.11 Chiltern similarly has no such guidance and operates a limited and ad-hoc approach to the negotiation of s106 contributions. Chiltern's Adopted Local Plan, in recognition of the very low levels of development envisaged for the District, focuses its requirement for developer contributions for infrastructure virtually exclusively on the provision of affordable housing.

8.2 Community Infrastructure Levy (CIL)

- 8.2.1 Faced with overwhelming opposition from the development industry, government announced in 2007 that it would not proceed with legislation for the PGS but would consult on alternative options. This resulted in the proposals for the Community Infrastructure Levy (CIL).
- 8.2.2 Primary legislation for the CIL was included in the Planning Bill currently before Parliament but it is so widely drafted that almost any approach could be adopted. The detailed implementation will be left to regulations issued by the Secretary of State which will not be published until autumn 2008, with implementation in 2009 and after. Government did publish a statement on its ideas in January 2008 but this contained relatively little hard new information and it prefaces proposals with “government is minded to propose...” At this stage there remains a lack of clarity about how it will work. Moreover, to get the primary legislation through Parliament, government has had to give a number of undertakings that may impact on CIL’s final shape.
- 8.2.3 In essence, CIL would replace s106 as a mechanism for paying for off-site infrastructure, but there would be no need to demonstrate a link between individual developments and the infrastructure funded by CIL. This would enable CIL to be applied to strategic infrastructure. Government also expects CIL to be a more efficient way of collecting contributions, since it does not require separate legal agreements for each development.
- 8.2.4 The original proposal was that CIL would be levied at one uniform rate within an authority. In our Phase 1 report on Aylesbury Vale, some of the complexities of this system have been explored. Government seems now to be prepared to allow a formula system and make CIL optional for authorities, and even operate at different levels in different areas within a single authority. CIL would only apply to new development and may only be used to fund infrastructure related to growth i.e. not be used to address existing deficits. Indeed, government is now proposing CIL is also dependent on an up to date Local Development Framework, which is some way off in both Chiltern and South Bucks (as can be seen in Table 8.1).

Table 8.1: Schedule with LDF Preparation

District	DPD	Stage	Date
Chiltern	Core Strategy	Preferred Options	May/June 2008
		Submission	March 2009
		Adoption	May 2010
	Site Allocation	Preferred Options	May/June 2009
		Submission	April 2010
		Adoption	July 2011
South Bucks	Core Strategy	Preferred Options	July 2008
		Submission	Spring 2009
		Adoption	Mid 2010
	Site Allocation	Commencement	Early 2011
Wycombe	Core Strategy	Public Examination	Nov 2007
		Adoption	Mid 2008
	Site Allocation	Preferred Options	Feb 2007
		Submission	Nov/Dec 2008

Potential application of CIL in Wycombe, South Bucks and Chiltern

- 8.2.5 Government is encouraging local authorities to undertake infrastructure planning and to move towards greater use of formulae and standard charges under the existing system on the grounds that this will prepare the way for CIL in due course. Wycombe's sophisticated developer obligations document should form a sound basis for the introduction of a CIL should the authority choose to do so.
- 8.2.6 The thinking seems to have been that CIL would apply mainly to authorities with major development sites. In Wycombe there is potential for significant extra housing but within urban limits or as urban extensions. This is unlikely to generate demand for major items of infrastructure that could not be provided under the s106 system anyway.
- 8.2.7 Our view is that it may be easier and more effective to introduce CIL in areas where much of the (predominantly social and community) infrastructure required to support smaller scale development is provided off site by way of commuted payments. CIL offers a much simpler and cost effective way of collecting contributions especially on smaller sites.
- 8.2.8 However, the recently completed SHLAA for Chiltern demonstrates that there will not be any housing development in Chiltern of a scale which is likely to require major on-site or off site infrastructure works that would require the production of a dedicated SPD/SPG to provide a bespoke framework for a wide range of developer contributions. Chiltern's priority for developer contributions, based on its adopted Local Plan and the draft SEP Panel Report, is affordable housing, either through on-site provision by developers or through commuted payments. It also acknowledges the potential for enhanced contributions towards provision and maintenance of open space. There is no intention at present to collect contributions towards other strategic infrastructure (e.g. emergency services, transport, social services and education).
- 8.2.9 The Planning Bill makes provision for other bodies with planning powers to levy a CIL. In time this could include the Regional Development Agency but this is dependent on future legislation transferring planning powers from the regional assemblies. Recent amendments to the Bill, if enacted, allow for the counties to levy a CIL.

8.3 Core strategy

- 8.3.1 The first step is to ensure that the submission core strategy contains an adequate policy "hook" to cover all the desirable kinds of infrastructure. Circular 05/05 says (B17):
- Policies on types of payment, including pooling and maintenance payments, should be set out in Local Development Frameworks. The local authority's generic policies on payment types should be contained in Development Plan Documents, and the details of their application in Supplementary Planning Documents.*
- 8.3.2 The Wycombe policy covering planning obligations is quite short and general. This has the advantage of making the policy relatively uncontroversial:
- 8.3.3 Chelmsford, which has just had its Core Strategy declared sound and adopted, has a much larger growth allocation, a larger infrastructure need and the local planning authority is vigorously promoting a new-style tariff approach.
- 8.3.4 There is no "right" answer to drafting the policy, but clearly the more comprehensive the list, the stronger the justification for seeking contributions. Where it is difficult to

attribute infrastructure need to a particular site then it is more important to mention it as necessary to deliver the Core Strategy.

- 8.3.5 During the debate about developer contributions, government has tended to encourage the idea that all kinds of infrastructure could be funded by charges. At the same time, public services and bodies such as MLA (Museums, Libraries, Archives) South East and Sports England have developed standard charging formulae which they would like local authorities to adopt.
- 8.3.6 However, the reality is that the main infrastructure cost is largely made up of 4-5 items, which are affordable housing, education, transport, green infrastructure and where needed, flood defence. We recommend concentrating on these items, especially given the current downturn in the housing market.
- 8.3.7 Moreover, given the dispersed nature of development in Chiltern and South Bucks it is less likely that generic formulae will be applicable for items of community infrastructure. Provided the Core Strategy and SPD leave open the possibility of negotiating contributions where an exceptional deficit arises, there is no need for a universal formula to be created.

8.4 Affordable housing

- 8.4.1 Policy on developer contributions to affordable housing is in a state of flux. The draft South East Plan sets out a policy requirement for 35% affordable housing with 25% social rented and 10% other forms of affordable housing. The Panel Report to the SE Plan recommends that the policy allow for districts to set locally appropriate thresholds for affordable housing contributions that may be lower than those in PPS3.
- 8.4.2 In Chiltern the targets and thresholds employed are currently subject to review by the district, in the light of research on viability by Adams Integra, which has indicated that a 40% level of affordable housing on market schemes of 15 or more dwellings would be viable. The study also suggests that the trigger threshold could be lowered from 15 without compromising viability providing the provision of affordable housing requested is also lowered. A sliding scale is envisaged starting at 20% on sites of 5, moving up to a maximum of 30% on sites of 10.
- 8.4.3 In South Bucks, a study on affordable housing viability has recently been produced by consultants Three Dragons. This concluded that there is a strong case for lowering the minimum site threshold for affordable housing, possibly down to 5 dwellings or less. It also concluded that on sites above this threshold, the affordable housing target could be increased to at least 35% across the district without affecting viability.
- 8.4.4 Wycombe's submitted LDF Core Strategy requires 30-40% provision on developments of more than 15 dwellings or over 0.5 ha²². This is in line with the overall regional target in the draft RSS (Panel Report). A study assessing viability of affordable housing has recently been produced for the district by Savills.
- 8.4.5 CLG then produced guidance which said that the starting point for negotiations should be that developers provided serviced plots for affordable housing at their own expense but otherwise no subsidy.²³
- 8.4.6 The falling housing market is likely to reduce the ability of developers to provide free land and all the other benefits now being sought.

²² It should also be noted that the Core Strategy is proposing to bring in a lower threshold for developments in rural areas of 5 dwellings or 0.16Ha.

²³ Delivering Affordable Housing - CLG - November 2006

- 8.4.7 The government's CIL proposals acknowledge that viability is becoming an issue and make provision for affordable housing to be included in CIL if it turns out that provision in kind is not producing the required numbers of units.
- 8.4.8 The districts also face the problem that much development takes place on smaller sites that make no affordable housing contribution. From the viability studies recently carried out for Chiltern and South Bucks we see no obstacle in viability terms to reducing the size threshold for contributions from 15 units in order to achieve a greater total contribution²⁴. There are obviously practical obstacles in terms of having to negotiate more agreements and of requiring odd fractions of a unit. Moreover, much development will be in relatively low density suburban/rural areas with poor public transport.
- 8.4.9 This could be a justification for accepting commuted payments, which could be passed onto an RSL or used by the district to purchase property on the open market. The numbers of units involved are so small that there is no question of creating mono-tenure estates in this way and higher density social housing in urban centres may be more suitable for many tenants.
- 8.4.10 While the housing market is so uncertain, the best approach appears to be to follow regional policy but to be prepared to keep it under review if development viability becomes seriously impaired.

8.5 Education

- 8.5.1 The provision of education facilities will be influenced considerably by the location of growth. School rolls are generally projected to continue to fall in the south of the county but rise in Aylesbury. Locally, some development at High Wycombe may trigger the need for extra provision. Notwithstanding the issues raised in relation to the fertility assumptions underpinning the population projections the key issue elsewhere is most likely to be managing fluctuating school rolls rather than providing additional capacity. Education is a county matter and Buckinghamshire has an established developer contributions policy in line with national guidance, and which has been incorporated into the Wycombe developer's contributions SPD.

8.6 Transport

- 8.6.1 We recently reviewed 12 different charging regimes for developers' contributions to transport and we can state that there is absolutely no consistency of approach.
- 8.6.2 Buckinghamshire has tended to produce very localised transport strategies for its urban centres, aimed at justifying contributions to minor improvement programmes set out in the Local Transport Plan. The strategy for Wycombe is the most up to date and sophisticated, dividing the district in to five accessibility zones and charging according to typical trip generation rates arising from development. There does not appear to be any appetite at district level for the introduction of a similar approach in South Bucks and Chiltern.
- 8.6.3 There is not a strong case for a pooling system of charges that would allow contributions towards larger items of infrastructure linking or benefiting different urban centres (or even districts). It would depend on there being a suitable infrastructure

²⁴ It should also be noted that the Core Strategy is proposing to bring in a lower threshold of 5 dwellings or 0.16Ha for developments in rural areas (that is, anywhere outside the main towns of High Wycombe, Princes Risborough and Marlow).

item of wider benefit. It would also depend on the community appreciating that wider benefit. Neither of these pre-conditions would appear to be in place at present.

8.7 Green infrastructure

8.7.1 PPG 17 – Planning for Open Space, Sport and Recreation sets out a comprehensive approach to planning for these items of infrastructure. The practice of seeking contributions for green infrastructure, including playing fields, is well established and Wycombe has some relevant policies which would be equally applicable in the other two districts. Wycombe has indeed adopted a number of these formulae. Chiltern commissioned a needs study for Leisure which used a wide range of standards including those from Sports England. South Bucks has an adopted SPG for outdoor playing space (2000). An open space, sports and recreational facilities strategy has been produced for South Bucks. It is anticipated that local open space standards will be progressed through the LDF process. In addition the county council is producing a county wide green infrastructure strategy. Although PPG17 gives planning for these facilities more emphasis than planning for, say, for health, waste or libraries, this does not mean that they will make up a large proportion of developer contributions.

8.7.2 What has emerged from our work is that the cost of ongoing maintenance can be a significant issue. There are two responses to consider. The first is to review policies relating to the kind of space sought and where it is provided. The objective would be to avoid creating small areas of labour intensive space. The second response is to consider setting up community trusts on larger sites to undertake maintenance. Our understanding is that many developers are happy to endow a trust on the grounds that it enhances the value of the housing.

8.7.3 In Chiltern the majority of open space is owned and maintained by town and parish councils. There is considerable scope for formalising the approach taken towards securing developer contributions towards open space provision and maintenance and its ongoing control and maintenance by the parishes.

8.8 Flood defence

8.8.1 Flood defence is strictly a developer responsibility. The local authority's role is to allocate development to low risk sites or to require flood defence as part of the development proposals. However, there are cases where the authority needs to co-ordinate flood defences for new development and for existing development. Our understanding from the infrastructure studies is that there may be a few localised flood risks but there is not enough development in those areas to warrant a generic s106 policy.

9 Conclusions

- 9.1.1 Draft PPS12 (Streamlining LDFs) places increased emphasis on the importance of infrastructure planning as an integral component of the plan making and implementation process. It highlights the need for engagement with delivery agencies through '*timely, effective and conclusive discussions*'. The findings of this study would **support** this need for an ongoing dialogue whilst acknowledging that sensitivity is required by all parties; and realism in terms of what is achievable. For many infrastructure providers long term planning is looking forward up to 3 years, not 15 or 20 as expected by the spatial planning process. 'Conclusive' discussions addressing infrastructure needs over the timeframe covered by an LDF Core Strategy in many cases are an unrealistic expectation, but service providers should understand the need to take a longer term perspective on provision. Planning authorities and infrastructure providers together should be able to take at least a 3-5 year horizon which can be rolled forward annually in most cases, depending of the frequency of service planning by individual providers.
- 9.1.2 It is hoped that this validation process, together with the Ling Report upon which it builds, provides a useful catalyst to the development of a regular dialogue with those service providers that have had only a marginal engagement with the local planning process to date.

9.2 Validation

- 9.2.1 Demographic change is anticipated to be the primary driver for service delivery for a large number of service providers, particularly education and social services, and this could also impact on other services such as health and also libraries and adult education. It will also have implications for the type of housing required. (See text box below).

The impacts of an ageing population on service provision

There is a great deal of research into the impacts of an ageing population. The fastest growing sector of the population is projected to be those over retirement age and this is an issue that will be an important consideration for service provision in the future.

- An ageing population is likely to have a significant impact on the provision of health and social care services. Age Concern cite the following statistics to demonstrate this point:
 - In 2005, 60% of people aged 65-74 and 64% of people aged 75 and over reported a longstanding illness.
 - The Alzheimer's Society estimates that there are currently 683,597 people in the UK with dementia, of which only 15,034 are aged under 65.
 - In 2005, in a three-month period, 25% of those aged 75 and over had attended the casualty or out-patient department of a hospital, compared with 14% of people of all ages.
- There is increasing evidence that health and social care agencies are considering housing solutions as an alternative to residential care. Current examples include PCT (Primary Care Trust) funding of adaptations work and Department of Health funding for extra care housing. It is argued that regional housing strategies need to recognise the value of housing in promoting independence in older age.
- An older population has different requirements. For example, sports provision for older people will be different to that of younger generations. Research data from Long (2004) suggests older people enjoy walking, cycling, bowls, golf, swimming, snooker and keep-fit classes and this may be a consideration in planning for future leisure provision.
- There is evidence to suggest that older people have a relatively high demand for library services and that some have specific requirements such as large print texts or audio books due to failing eye sight.
- Elderly people often rely on public transport rather than the use of a personal car as they get increasingly older. The elderly also often have restrictions to their mobility and require mobility services to aid them in their everyday lives.
- Elderly people often live in single-person households – people over 65 often make up the largest proportion of 1 person households in most districts. With elderly households making up an increasing proportion of the population and there is a decreasing absolute number (and proportion) of households with children, demand for utilities such as water and electricity might decrease.

- 9.2.2 As more up to date key demographic data is now available, revised population projections will need to be produced.
- 9.2.3 Service providers that operate at a county or sub-regional level have not prioritised infrastructure audits and capacity assessments in the three southern districts because the level of proposed growth is low.
- 9.2.4 Service providers have their own priorities which drives how they plan for future delivery and how services are provided. For example, across the health sector, changes to the model of delivery and local epidemiological factors are and will continue to shape infrastructure requirements.
- 9.2.5 Affordable housing is the most significant gap in the assessment of infrastructure needs contained in the Ling Report. As well as meeting future needs there is a considerable backlog in the provision of affordable housing in all three districts. The increasing reliance on developer provision in kind or through commuted payments may have implications for the overall quantum of developer contributions towards other infrastructure, if affordable housing delivery is to be increased. This is a

particular issue for Chiltern and South Bucks where development sites are generally small scale (often less than 15 dwellings), and in reality it is unlikely that the level of affordable housing provided will reach the 35 percent target in the draft SE Plan.

- 9.2.6 Infrastructure audits and assessment are an ongoing process the results of which are impacted upon by many external factors (for example, legislative change, policy changes, restructuring of service provision). Planning departments and service providers need to maintain a continuous dialogue to ensure both are making use of the latest information. This will be important not just at the strategic level but also for development control. This dialogue ought to be two way with service providers informing the respective planning departments about issues that might be able to be addressed through the planning process.
- 9.2.7 The Ling Report provided limited information on the capital costs associated with delivering identified infrastructure requirements and revenue costs were not considered. Service providers were not in a position to provide capital costs for the Ling Report and six months on little has changed. It is unlikely that many providers, with notable exceptions, will be able to provide this information other than for their relatively short term needs. Local Planning authorities should not therefore expect to be able to provide accurate 10-20 year cost estimates for the full range of infrastructure needs, and must accept that this will be a continual ongoing process. A comprehensive understanding of short – medium term needs for most local infrastructure will be a substantial improvement on the current situation. The summary table of progress with infrastructure planning (Appendix A4) provides an overview of the current position including, where available, an indication of when providers will be able to provide costs estimates where they are currently not available.
- 9.2.8 The brief for this report included a review of multi functional buildings and sites. This was undertaken for phase one of the study but has not been included in phase two. The Ling Report has already covered the topic in some detail, and Appendix A of that report includes a section on shared facilities for each service provider. It was considered that it added no value to the study to repeat the Ling Report. Planning departments should facilitate the sharing of facilities when dealing with planning applications and be sensitive to the needs of different service providers.

9.3 Funding

- 9.3.1 In revenue terms all three district authorities and the county are “on the floor” and need to find either additional sources of capital or additional sources of revenue to fund capital.
- 9.3.2 Funding is required primarily for incremental investment, rather than large capital projects with the exception of the strategic transport projects located in Wycombe.
- 9.3.3 As a result of the above and demographic change sources of revenue funding is more of an issue than capital funding for social services.

9.4 Developer contributions

- 9.4.1 Wycombe adopted a sophisticated developer obligations policy in 2007. We see no need for substantial changes and it should provide a robust basis for the introduction of a CIL if and when introduced.
- 9.4.2 Developer contributions are currently a minimal source of income for Chiltern and South Bucks and the potential for expanding contributions needs to be explored.

- 9.4.3 In both Chiltern and South Bucks affordable housing will be a priority and both authorities have recently published viability studies which provide sound evidence for a more robust approach towards securing s106 including for reducing the threshold for affordable housing contributions and, because of the large number of small sites likely to come forward, for accepting commuted payments
- 9.4.4 Transport infrastructure requirements vary considerably between districts making a pooled system of developer contributions unworkable and probably unnecessary.
- 9.4.5 Given the small scale nature of development in Chiltern and South Bucks, most schemes will not require major on-site or off site works. In these circumstances, standardised charges for social and community infrastructure, such as education and health could simplify their collection, although at present contributions towards these services are not generally requested. Any decision by individual authorities on whether to adopt a CIL will probably reflect the scope and nature of the charges they are seeking to collect in the future.

9.5 Infrastructure planning: next steps

- 9.5.1 We have identified the following actions that the client bodies could usefully undertake to progress the infrastructure planning process within Buckinghamshire in the light of the findings of the Ling Report and this validation exercise.
1. Buckinghamshire County Council to commission new population forecasts incorporating the most up to date data available and advise key service providers of any implications thereof.
 2. Local planning authorities to establish mechanisms (where they do not already exist) for regular ongoing dialogue with all infrastructure providers. Identification of infrastructure needs and associated costs should be treated as a core forward planning function, which informs the spatial strategy **and** development control.
 3. The client bodies, perhaps through the Bucks Local Strategic Partnership, could usefully undertake an audit of social infrastructure services provided for by the third sector (i.e. voluntary and charitable bodies, trusts and Parish Councils) to ensure that they have a full picture of infrastructure provision in the County.
 4. South Bucks and Chiltern should both include explicit policies towards infrastructure delivery within their LDF Core Strategies. This should identify key investment priorities, required to deliver the objectives of the community strategy and to facilitate development.
 5. Detailed guidance on the role of developer contributions would be best addressed through supplementary planning documents. The LDF core strategy policy whilst indicating the role that developer contributions will be expected to play in delivering infrastructure (on-site and off site) should allow sufficient flexibility, such that, the detailed scope of contributions collected and the level of charges applied can be amended to reflect ongoing needs and viability. (It is acknowledged that the scope of infrastructure funded through contributions in South Bucks and Chiltern is likely to remain significantly less than in Wycombe or Aylesbury).
 6. Investigate the possibility of one or more county-wide or district infrastructure forums covering different categories of infrastructure and service provision (for example, health and social care, green infrastructure, emergency services). The appropriate geographical coverage will vary depending on the scale at which

the service is provided. Each forum would provide an opportunity for the local planning authority and providers to review progress with infrastructure planning and delivery (perhaps using the Ling framework), explore opportunities for co-delivery and agree priority tasks to be undertaken.

7. Service providers to provide information on when they will be in a position to provide details of infrastructure need and associated capital costs. Bearing in mind the comments in paragraph 9.1.1, such information should be available for a three to five year period and set in the context of a longer term view of service requirements. Projecting forward revenue costs over a period of several years, with any accuracy, is difficult and because of the limited amount of growth in the three districts, increases in revenue costs are unlikely to be a significant issue.
8. The County Council and Wycombe District Council could usefully agree a prioritised list of transport schemes for the district, as a basis for bidding for public funding and allocating scarce developer contributions.

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Buckinghamshire County Council
Chiltern District Council
South Bucks District Council
Wycombe District Council

Buckinghamshire

Infrastructure study

Phase 2: South Buckinghamshire



Final report: appendices

April 2008

TRANSPORT

TRAFFIC

DEVELOPMENT

PLANNING

URBAN DESIGN

ECONOMICS

MARKET RESEARCH

Buckinghamshire Infrastructure Study

Phase II

Final Report Appendices

April 2008

Buckinghamshire Infrastructure Study Phase II

Final Report Appendices

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Appendix 1

Validation Tables

As acknowledged in the Ling Report, housing related growth will not be the key driver for infrastructure needs within Chiltern and South Bucks. This will also be the case for large parts of Wycombe district (with the notable exception of High Wycombe). The validation process has therefore concentrated on updating information on the progress of future needs planning by the various infrastructure providers and explored in more detail the implications of significant projected demographic change.

The validation process has therefore focussed on longer term needs. The study has not sought to assess the validity of the individual schemes identified in the Ling Report Appendix D.

The results of the validation process are tabulated by service with separate tables for:

- Strategic infrastructure (non transport),
- Community infrastructure (a separate table for each district)
- Strategic transport infrastructure
- Local Transport Infrastructure (a separate table for each district)

The alpha-numeric reference in brackets for each service is the reference provided in the Ling Report (where there is no reference, it is because the service was not included). The tables should be read in conjunction with the Ling Report. The order of the services has been changed to replicate the order used in the phase one study for Aylesbury Vale. For each service except transport the information is provided under the following two headings:

1. new or updated information on requirements (incorporating impact of an ageing population where the service provider has been able to supply information)
2. new information on costs or an explanation on why no costs are provided (only capital costs have been considered in both the Ling Report and this study)

Table A.1.1 Validation Results – Strategic Infrastructure

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
Health Acute (A15)	The Hospital Trust has not been contacted as part of the validation process because they have already set in place their strategy for future requirements and are not seeking funding from developers. However, the Trust is basing delivery of services on a reduction in births and young people over the period to 2016. Given the questions raised about the fertility rates employed in the population projections it is possible that birth rates may not decline as anticipated and there could be higher demand for services than is currently being planning for.	N/A
Primary (A14)	Progress on the strategic service development plan (SSDP) has been delayed because the PCT has been in financial deficit and the priority has been to rectify the deficit. The PCT confirm that the levels of new housing mean new population will have to be accommodated within existing surgeries unless there are locations of larger scale development. The PCT is seeking to rationalise services into health centres in order to deliver the wider range of services that the primary sector is being expected to deliver. This will require the cooperation of GPs because it is they who own or rent premises. The PCT is not therefore itself able to develop a comprehensive estates strategy to enable services to be delivered from the most appropriate locations. The PCT confirmed that an aging population would result in increased demand for primary health care. Older people generally visit the doctor more often and require more frequent medication and if people lose mobility they require home visits which adds to the pressure on resources. No data has been provided to quantify the impact of ageing population.	Unable to provide until the extent of additional service provision is known.
Mental (A16)	The Trust has updated its business plan, and service provision has been planned to 2018 using updated housing and population data. This does not result in additional infrastructure but might require additional community based workers.	Business plan continues to 2018 and is updated annually.
Education Higher and Further (A17)	Responsibility for education of 16 to 18 year olds is set to pass back to education authorities from the Learning and Skills Council with the introduction of legislation that all 16 to 18 year olds are to remain in education or training. The County Council's Children and Young People's Service are examining the implications of the proposed changes and are waiting for clarification of various aspects of the legislation including the implementation of the proposed diplomas.	No costs for 16 – 18 year olds have been provided by the County Council because they are not in a position to provides those costs, but if Department for Children Families and Schools (DCFS) multipliers ¹ are used an indicative cost can be provided. These multipliers are an

¹ Sourced from www.teachernet.gov.uk/management/resources/financeandbuilding/schoolbuildings/schooldesign/costinformation/

Table A.1.1 cont

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
Secondary and Primary (A1)	<p>At this stage the Children and Young People's Service is considering options for linkages between institutions so that pupils can have a portfolio of subjects without every institution providing all subjects. In Buckinghamshire, there are currently only 2.8 percent of 16 to 18 year olds who are not in some form of education or training. Thus, the level of additional infrastructure likely to be required is likely to be limited but the situation is under review.</p> <p>Impact of ageing population on further or higher education is not known but there is a trend for retirees to undertake some form of study.</p> <p>Concerns about the UoM population projections for 16 to 18 year olds have been raised by the Children and Young Peoples Service.</p> <p>Area based plans are to be prepared for the county. These plans will take account of capacity, demographics and pupil projections within the defined area. Aylesbury will be the first plan followed by Wycombe Buckingham. (No timetable has been provided for production of area based plans). Within South Bucks, one issue that will have to be considered as part of the area based plan is the fact that at Burnham, there is a significant flow of pupils in both directions across the boundary with Slough (290 pupils from Slough attend school in Burnham and 175 pupils from Burnham attend school in Slough). There is, as of April 2008, a net import of 115 pupils into Burnham Grammar School from Slough, and therefore development within Slough could also impact on school popularity.</p> <p>Location of development will be an important consideration in determining the delivery of education services; the county council are exploring the options for meeting future demand, but it is too early to determine the most appropriate strategy for meeting need. Options being considered are: federations, mergers (particularly of infant and junior schools into primary schools), closures and temporary or modular classrooms to expand capacity at existing schools. A caveat to add here is that a number of the rural schools within the county are either church schools or grant funded, which means that the Council does not have control over and therefore rationalisation could potentially be difficult.</p> <p>Pupil generation rates are also affected by the size and type of units built, the perceived desirability of an area to raise children, the proximity to a school and the level of affordable housing provided.</p>	<p>estimation of the cost for providing schooling for new pupils and the cost for a 16 – 18 pupil is currently £20,030²; indicative capital costs by district are as follows: Wycombe: £4,006,000 S Bucks: £1,402,100 Chiltern: £1,882,820</p> <p>No costs have been provided at this stage because they are largely unknown until the area based plans are produced and a strategy put in place to meet future demand. However, if the 2008/09 cost multipliers from the DCFS are used indicative costs can be provided. The most recent multipliers are £12,257 per primary school pupil and £18,469 per secondary pupil. Application of these results in the following capital costs: <u>Primary Schools</u> Wycombe £16.4m South Bucks £6.3m Chiltern £7.4m <u>Secondary Schools</u> Wycombe £15.9m South Bucks £6.2m Chiltern ££0.7m</p>

² These multipliers are for **capital** costs of constructing additional floor space and exclude ICT equipment, site abnormalities, site acquisition costs, VAT and the effect of regional variations in prices

Table A.1.1 cont

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
	<p>Pupil generation rates for the three districts are based on estimates produced by the Children and Young People Service for inclusion in the Draft Wycombe Developer Contributions SPD. These 'draft' rates were applied to the housing allocations for each District in the draft SE Plan. The pupil generation rates for Wycombe were updated in April 2007 but have not been updated for Chiltern or South Bucks.</p> <p>Pre-school provision: Much of this is provided privately but local authorities now have a responsibility to support the provision of childcare facilities to meet parents' needs. Bucks CC produced a childcare sufficiency assessment in 2007 which looks at the provision of childcare facilities across the county. Research undertaken for the assessment indicates that 68 percent of parents consider that they have sufficient access to childcare. Physical accessibility to childcare facilities does not appear to be a problem. Of those that do not have sufficient access, the problems appear to be about school holiday and after school provision (during school holidays, family and friends are an important source of childcare). Cost of childcare was raised as an issue limiting parents' ability to use childcare services by 58 percent of parents.</p> <p>As a result of the sufficiency assessment, BCC will undertake further research into childcare needs including consideration of geographical distribution and access by children with disabilities and ethnic minority parents. No timeframe has been provided for this work.</p>	<p>No details of costs associated with childcare have been provided and these will depend on the level of provision within the private sector.</p>
Special Needs	<p>Special education needs have been reviewed and there is a strategy in place. The Council is exploring the possibility of providing a facility for autistic children within the county. Planning for special needs is undertaken on a countywide basis because of the generally limited number of special needs pupils. At present a large number of children are sent outside the county for special needs education and where practicable children with special needs are placed within mainstream schools. The requirements for different types of special needs education are monitored and are not determined by population growth but by the type of special need.</p> <p>The schools at Cressex and Berryfields will have additional support facilities for pupils with additional needs, but it should be emphasised these are not pupils who have been certified as requiring special needs education.</p>	<p>Costs will vary depending on the number of children with SEN and the type of need. Costs will also become clear once a decision is taken on whether to provide a facility for autistic children. No information provided as to when this decision will be made.</p>
Adult (A5)	<p>The Adult Learning Service (ALS) has recently embarked on a review of its services post 2010. Adult education is a statutory undertaking of the Learning and Skills Council who contract provision to Bucks CC.</p> <p>There are no standards for providing adult education but the ALS project that the levels of growth within the southern districts will require additional floor space in Wycombe only. Although many people associate adult education with evening classes, 55 percent of Buckinghamshire adult education is</p>	<p>Costs will become clearer when the post 2010 service review is completed. No information as to when the review will be completed.</p>

Table A.1.1 cont

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
Libraries (A4)	<p>provided during the day. This increases the requirement for dedicated teaching space because other locations such as schools and community halls are generally used by other users during the day. Infrastructure needs are also influenced by the subjects being taught, for example, the ALS has removed a number of its IT labs because the majority of people are now computer literate and there is no longer the demand for basic IT training.</p> <p>Demand for services is also affected by immigration and in High Wycombe there is demand for English language classes from immigrants from abroad. There is also demand for single sex education from some sections of the population. Immigration is therefore an important factor in service demand and the potential for increased facilities.</p> <p>An aging population makes demand unpredictable in terms of subjects chosen for study, but there is a high demand for adult education from the over 50s. It would be reasonable to anticipate that an increasingly ageing population and increasing longevity will result in an increase in demand for adult education services. Older people generally prefer day time classes putting increase pressure on dedicated facilities. Location also becomes an issue with older people in that they will not attend a facility where they feel unsafe. An example of this is the ALC at Amersham, which is being relocated and rebuilt for a number of reasons, but one issue is that it is located in the centre of the school grounds and older people find walking through an area with a large number of teenagers threatening and uncomfortable.</p>	<p>Will depend on the member review currently being undertaken and any subsequent decisions on service provision. The review is due for completion in spring 2008.</p>
Emergency Services Police (A11)	<p>TVP are in the process of preparing local policing strategies for each local authority but there is no indication of when these will be prepared, or of the order of priority for producing them. Districts containing larger urban areas such as Aylesbury will have local policing strategies produced before more rural districts such as South Bucks.</p> <p>There is currently a period of change in the way services are delivered with the move towards neighbourhood policing, which is a national shift in delivery and not a response to local needs. TVP are exploring the requirement for neighbourhood premises and the most appropriate method for securing them. Neighbourhood policing often makes use of a small office located in an accessible location which is open during the day. A shared facility is often the most appropriate location for a neighbourhood office, for example, TVP tried to negotiate a neighbourhood police office to be located at the new Tesco in Gerrards Cross. TVP have indicated to SBDC that the station in Tatling End is unsuitable for their</p>	<p>Police forces are exploring mechanisms to collect developer contributions towards future service provision because central government is requiring forces to look for local funding for new service provision.</p>

Table A.1.1 cont

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
	<p>needs and they would like to relocate to smaller premises, possible in Gerrards Cross.</p> <p>The provision of police services is not necessarily determined by housing growth. Issues such as national priorities and crime rates are also important, and at the local level socio-demographics is a factor, for example, areas of deprivation tend to have higher levels of crime than areas with low deprivation. TVP also report that between 15 and 25 % of incidents are related to business premises, thus, growth in employment uses would also impact on policing needs.</p> <p>There has not been any research into the impact of an ageing population on police services but older people generally like the reassurance of a visible police presence.</p>	<p>Costs are dependent on the results of ongoing modelling work and a decision on the future of Beaconsfield fire station.</p>
Fire (A12)	<p>The integrated risk management plan (IRMP) covers the period to 2010 and is supported by an annual action plan, the one for 2008/09 has been completed.</p> <p>No further infrastructure is required at this time. The relocation of Wycombe fire station is not an operational decision but is part of the redevelopment of the locality to create a gateway to High Wycombe town centre. Similarly, BFRS is considering the replacement of Beaconsfield fire station because it is no longer "fit for purpose". At this stage, though, no decision has been taken.</p> <p>Further modelling work is required to determine the impact of an increasing elderly population. Elderly people are considered a vulnerable age group and it is anticipated that extra capacity will be required in fire safety and prevention.</p>	<p>Future costs will be considered when the strategy and business plan, which runs to 2010, is reviewed. No timeframe for a review has been provided.</p>
Ambulance (A13)	<p>The South Central Ambulance Trust has been contacted as part of the validation process but a response as not been received.</p>	<p>Any capital costs associated with "hard" infrastructure (nursing homes and extra care housing) are assumed to be covered by the private sector with the public sector being responsible for revenue costs. However, Bucks CC social services have provided an estimate of the likely capital costs to provide the number of bed spaces and supported housing units set out in the table opposite.</p>
Social Care Adult (A7)	<p>No formal review process but there is continual monitoring of demand and delivery.</p> <p>Social services confirmed that the model of care is moving towards "floating" care, that is, care being provided within people's homes and therefore cost implications will be revenue rather than capital. There is also an assumption that the proportion of self-funders will remain the same and "could" increase.</p> <p>A further issue that is likely to impact on service provision for 18-64 yr olds is the fact that people with learning disabilities, Downs Syndrome and physical disabilities are living longer and thus increasing the demand on services – not able to quantify the impact of this at this stage. The ageing population is resulting in a significant increase in demand for services which is resulting in new models of care being developed, mainly, the care of people in their own homes, thus reducing the need for additional nursing homes.</p> <p>Extra care housing is being viewed as a means of providing care services whilst enabling people to</p>	<p>Future costs will be considered when the strategy and business plan, which runs to 2010, is reviewed. No timeframe for a review has been provided.</p>

Table A.1.1 cont

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs																								
	<p>remain in their own home.</p> <p>The number of additional bed spaces and supported housing units for the over 65s has been calculated using England averages of 19.4 bed spaces per 1,000 population and 32.7 supported housing units per 1,000 population. The table below sets out the projected requirements for each district in the period to 2026.</p> <table border="1" data-bbox="587 1189 707 1731"> <thead> <tr> <th></th> <th>Supported housing units</th> <th>Residential care beds</th> </tr> </thead> <tbody> <tr> <td>Chiltern</td> <td>238</td> <td>141</td> </tr> <tr> <td>South Bucks</td> <td>149</td> <td>88</td> </tr> <tr> <td>Wycombe</td> <td>243</td> <td>141</td> </tr> </tbody> </table>		Supported housing units	Residential care beds	Chiltern	238	141	South Bucks	149	88	Wycombe	243	141	<table border="1" data-bbox="451 297 571 801"> <thead> <tr> <th></th> <th>Supported housing units</th> <th>Residential care beds</th> </tr> </thead> <tbody> <tr> <td>Chiltern</td> <td>£28.96m</td> <td>£7.75m</td> </tr> <tr> <td>South Bucks</td> <td>£18.13m</td> <td>£4.83m</td> </tr> <tr> <td>Wycombe</td> <td>£29.57m</td> <td>£7.91m</td> </tr> </tbody> </table>		Supported housing units	Residential care beds	Chiltern	£28.96m	£7.75m	South Bucks	£18.13m	£4.83m	Wycombe	£29.57m	£7.91m
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Children and Young People (A7)	<p>15 children's centres are planned for the period to 2010 and legally the County Council has to provide access to a children's centre for every child aged 0-5. The type of facilities each centre will provide will depend on the location of the centre, with those in more deprived areas providing a wider range of services than those in less deprived areas.</p> <p>The Ling Report identifies that there will not be a requirement for additional children and young people infrastructure because of the projected decline in young people. This position has been qualified during an interview with the head of service. There is concern about the population projections and anecdotal evidence that birth rates are higher than official statistics indicate. In addition, in areas with high levels of social housing, research indicates there are higher levels of children and higher levels of child need issues.</p>	A children's centre costs approximately £300,000 in capital costs to establish.																								
Waste																										
Refuse Collection and Recycling (A6)	<p>The three districts are responsible for refuse collection and recycling. A pathfinder has been set up comprising the four districts and consists of a joint waste committee and technical officer group. Currently there are joint contracts for sorting and treatment of waste for recycling. The pathfinder also organises joint education and other waste reduction campaigns. The potential for joint collection contracts in future and possibly a joint collection and disposal authority.</p> <p>A new Household Waste Recycling Centre (HWRC) has been provided for the Beaconsfield area, increasing capacity from around 3,000 tonnes per annum to 15,000 tonnes per annum. Additional capacity for recycling and bulky waste disposal will be provided at High Heavens, near High Wycombe when the existing HWRC will be replaced with a new facility from April 2009.</p>	<p>When locations for growth are determined and the impact on service delivery confirmed, costs will be calculated.</p> <p>The cost of a new HWRC would be in the region of £5m at today's prices.</p>																								

Table A.1.1 cont

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
Waste Disposal (A6)	<p>Feasibility studies are being undertaken to look at the potential additional HWRC capacity requirements for the High Wycombe area in order to meet the already low process capacity per expected customer household within the area and planned housing growth. A decision on the future requirements will be made during 2009.</p> <p>As a result of the requirements to meet the Landfill Directive targets (LATS) and divert waste away from landfill the County Council is procuring a major energy from waste (EfW) treatment facility to treat residual waste for the whole of Buckinghamshire. It is planned that this facility will be operational from 2013. The location of the facility could be in the north or the south of the county and may require one or two waste transfer stations in order to reduce the impact of traffic movements. These could be in the south or the north depending on the location of the EfW treatment facility.</p> <p>Four potential sites for the EfW facility have been identified in the Minerals and Waste Core Strategy (preferred options stage) published in February 2008 - two in the north and two in the south of the county. Of the four sites two are 'preferred areas' and two are 'safeguarded areas'. The Core Strategy is scheduled to be adopted in January 2010.</p> <p>In the context of the EfW facility the level of planned housing development in the three southern Districts is relatively insignificant".</p>	<p>Cost will be confirmed once location of EfW is determined and the requirement for a waste transfer station or stations is finalised. This is likely to be in 2010 when the waste core strategy is adopted.</p>
Green infrastructure	<p>Towards a Vision for Green Infrastructure for Buckinghamshire (TVGIB) was completed May 2007 and is to be replaced by the Buckinghamshire Green Infrastructure Strategy during 2008. The Buckinghamshire GI Strategy is a 'live document' covering the period 2008-2028 and identifies projects for both the short and long term, with 'Green Infrastructure Investment Action Areas' identified to address priority issues, needs and opportunities. Green Infrastructure priority actions for the south of the county fall within the 'Wycombe District South and South Bucks Action Area'. Embedded within the strategy is also a GI Action Plan - a three-year rolling GI delivery programme that is updated annually.</p> <p>Both of the these documents use Accessible Natural Green Space Standards (ANGSt) as the basis for establishing county priorities - particularly in relation to levels of GI deficiency. Assessment of all green spaces of 2ha, 20ha, 100 ha, and 500 ha are assessed in line with ANGSt. High levels deficiencies are indicated for north of the county for 20, 100 and 500ha provisions.</p>	<p>Costs are being prepared and will be contained within the Action Plan (draft available May 2008). However, some costs relating to the north of the county are already available.</p> <p>Projects will be funded from a combination of public and private funds and will be delivered in partnership through the Buckinghamshire Green Infrastructure Consortium. Developer contributions will be requested where relevant to development/growth.</p>

Table A.1.2 Local community infrastructure (South Bucks)

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
Open Space (A8)	<p>The <i>Open space, sports and recreational facilities strategy</i> is due for completion April 2008. This document is currently being revised to relate its findings to planning policy and to develop standards for the provision of open space, the later to be used to collect developer contributions. Parishes within the district are working on action plans for existing open spaces.</p> <p>Recommended standards for new provision will be included in the finalised <i>open space, sports and recreational facilities strategy</i>. These will then be progressed through the LDF process. The Council are seeking to identify deficiencies on a settlement basis in order to more effectively target new provision and improvements to existing facilities. Although the impact in terms of need is unclear at the moment, a significant amount of development is coming forward in the form of flats which will increase the requirement for public open space.</p> <p>The open space assessment has identified that there is a shortage of several types of facility including allotments and children's play areas within the district.</p>	<p>Not known at this time but will be clearer once the <i>Open space, sports and recreational facilities strategy</i> is completed and the level of deficit known and the standards for future provision are established.</p>
Sports Centres (A9)	<p>The south west of the district is not well provided for; residents use facilities in neighbouring Slough. South Bucks DC is exploring the opportunities of linking with Slough and Wycombe councils to enable South Bucks residents to enjoy the same user privileges as residents of these authorities. Such an arrangement already exists with Chiltern Council. No increase in facilities has been identified. Although there is no public swimming pool within the district, there is not a business case for a pool and residents will continue to use either private pools or those in neighbouring districts.</p>	<p>None identified but may be some costs associated with enabling residents to access Slough's facilities.</p>
Community Halls	<p>An assessment of the district's community halls undertaken by SBDC concluded that there is sufficient quantity of halls but that many are in a poor state of repair and poorly located.</p> <p>No assessment of future need has been undertaken but the Council consider location rather than an increase in halls will be an issue.</p> <p>Implications of an ageing population have not been identified but it is possible that the move towards elderly people living in their own homes and using day centres might increase demand for day time use of community halls.</p>	<p>Not known at this time. Further work is required to detail repair works to existing halls. The need to replace poorly located halls and new halls to meet the needs of new populations is known will have to be quantified first.</p>
Arts and Culture	<p>There are no large facilities within the district for cultural activities and residents have requested that a facility be provided within the district. No work has been undertaken to establish the viability of such a facility.</p>	<p>None</p>
Crematoria and Burial Grounds (A10)	<p>South Bucks is served by the two crematoria, the one located in Amersham and the one in Slough. No details provided or requested regarding crematorium capacity in Slough.</p> <p>A new woodland burial ground has recently granted planning permission which straddles the boundary with Chiltern. No details about space in church yards have been provided.</p>	<p>None</p>

Table A.1.2 cont

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
<p>Waste Collection and Recycling (A6)</p>	<p>Much of the recent development in the district has been blocks of flats which require a different type of collection service to houses and are often on a different collection round. If the district decides to convert to wheellie bins an additional round would be required because collection takes longer than from loose black sacks.</p> <p>Although door step recycling takes place, the Council continues to seek locations for on-street recycling points.</p> <p>The distance that refuse vehicles have to travel to discharge their load impacts on "down time" and will influence the number of vehicles required.</p> <p>Elderly people generally produce less waste but as people become frailer they are not always able to take their waste out to the front of the property. South Bucks operates a scheme for people who are unable to take their refuse to the front of their property whereby refuse operatives collect from within the property boundary. This increases the time taken to undertake rounds and could potentially increase vehicle requirements.</p>	<p>When locations for growth are determined and the impact on service delivery confirmed, costs will be calculated.</p>

Table A.1.3 Local Community Infrastructure (Chiltern)

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
Open Space (A8)	None	Costs of maintenance borne by Parish Councils.
Sports Centres (A9)	None	None
Community Halls	None	None
Crematoria and Burial Grounds (A1)	A new woodland burial ground has recently granted planning permission which straddles the boundary with South Bucks. The district has sufficient public burial space. No details are available about space in church yards.	None
Waste Collection and Recycling	At this stage no additional infrastructure has been identified because requirements will depend on location of development and to some extent the type of development with flats having different requirements to houses. A decision will have to be taken whether or not to introduce wheelie bins across the district or remain with black bags. The distance that refuse vehicles have to travel to discharge their load impacts on "down time" and will influence the number of vehicles required.	When locations for growth are determined and the impact on service delivery confirmed, costs will be calculated.

Table A.1.4 Local Community Infrastructure (Wycombe)

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
Open Space (A8)	<p>An open space audit was completed in 2005 this covered the majority of the district but all of it. A sports facility strategy is being prepared which will update the open space audit. A draft of the sports facility strategy is due for completion in June 2008. An open space strategy is planned but it is unclear when this might be produced.</p> <p>Requirement for additional infrastructure will be included within the sports facility strategy. Other issues that are driving the requirement for outdoor pitches are the need to take pitches out of use for periods to allow them to recover because they are being over used, and the relocation of Bucks New University which is resulting in the University requiring new sports facilities. In addition, a number of schools within High Wycombe are stating they need additional sports facilities. The location of the town on a relatively steep valley restricts the ability to create sufficient sports pitches. In terms of open space there has not been an assessment of growth related need.</p> <p>There appears to be scope for improved coordination between the planning of open space needs within the district and the county council's county wide strategy for green infrastructure. There does appear to be agreement between the county and district on the desire to create a country park in Little Marlow Gravel Pits.</p>	<p>Sports Facility Strategy due June 2008 will provide basis for estimating costs of future provision.</p>
Sports Centres (A9)	<p>A draft sports facility strategy (including the provision of sports centres) is due for publication in June 2008. There is an identified need for a sports hall specifically in Princes Risborough to meet existing demand. The district council support the need for the school to have a sports hall on site to meet its curriculum needs while mindful of the need to provide access to a sports hall for the whole community, including day time community use. Older people are more likely to use facilities during the day and are often reluctant to use facilities when in use by young people.</p> <p>Garden Court in Marlow requires significant work to the swimming pool but consideration on how to maximise the community benefits of the site is required.</p> <p>A business case is being prepared for "reprovisioning" the Wycombe sports centre which is strategically located within the proposed M40 Gateway. Additional facilities related to growth have not been identified at this stage. The sports facility strategy once finalised will be used to assess future needs.</p>	<p>Sports Facility Strategy due June 2008 will provide basis for estimating costs of future provision.</p>
Community Halls	<p>An audit of community halls is underway and is at the stage of identifying gaps in provision. The study is anticipated to be completed in the next 9 – 12 months.</p> <p>Requirements will only be known once the audit is completed. The council will be developing its own standards for providing community facilities, using existing work by other authorities to base standards upon. It is possible that the move towards elderly people living in their own homes and using day centres might increase demand for day time use of community halls.</p>	<p>None available until ongoing audit completed and future need identified</p>

Table A.1.4 cont

Service / Infrastructure	Additional information on infrastructure requirements (including impacts of an ageing population)	Additional information on infrastructure costs
Arts and Culture	A public art strategy is being developed with a view to collecting contributions from developers. Strategy is likely to be in place by autumn 2008. Community pressure is growing for a theatre in Marlow and a cinema in Princes Risborough, but no work has been undertaken on the feasibility of these.	None
Crematoria and Burial Grounds (A10)	Further work is being carried out by the council on the need for additional burial space but details have not been provided for this study.	Once need is established, costs can be determined.
Waste Collection and Recycling	No further information provided.	When locations for growth are determined and the impact on service delivery confirmed, costs will be calculated.

Table A.1.5 Strategic Transport Infrastructure

Scheme	Outline Description / Purpose	Promoter	Delivery Body	Cost Estimate	Funding	Dependencies	Programming	Completion Date
Regional Coachway	Coachway facilitates north south and east west strategic coach service connections between regional and sub-regional hubs and airports, and provision of Southern Park and Ride for High Wycombe	Bucks County Council	Bucks CC	£12m	100% major transport scheme funding / RFA / possible CIF funding. LA expected to contribute at least ten percent of scheme costs under major schemes regulations	Coachway site allocated in LDF. Also frees up existing P&R site for redevelopment. Could be implemented in advance of A404 enhancements.	In RFA programme for 2015-17. Submission to RFA refresh aims to bring forward to 2012. Business Case development underway (at BCC risk) will be complete by early 2009.	Aim to complete in time for 2012 Olympics.
Inter Regional Coach Network	Integrated network of express bus / coach services along spokes and inter-regional corridors.	SEERA	Unknown	£65m (includes costs of schemes above)	RFA (not available for revenue support) Developer Contributions	Ongoing work to determine appropriate means of implementation within prevailing regulatory framework and funding environment being led by SEERA.	Unknown. Scheme definition and appraisal are ongoing.	Unknown
M40/A404/M4 Motorway Box	Part one: Improvements to Bisham roundabout, Westthorpe interchange and J8/9 of the M4, as well as signing to promote use of the A404 as a direct link between M40 and M4. Improvements to	BCC approached by Highways Agency to develop a scheme	Highways Agency	£20m	RFA Developer Contributions Highways Agency	Junction improvements could be implemented in advance of Coachway scheme. Coach priority required to maximise the utility of the Coachway.	Scheme definition and appraisal are ongoing. Junction improvement works can be undertaken in stages. A404 coach priority is under investigation.	Unknown



Table A.1.5 cont

Scheme	Outline Description / Purpose	Promoter	Delivery Body	Cost Estimate	Funding	Dependencies	Programming	Completion Date
	<p>the motorway box will facilitate the reduction of HGV traffic along the A355.</p> <p>Part 2: Linked to north-south inter-regional coach services supported by development of the regional coachway. Supports development of transport links between Milton Keynes and WC/BV sub-region.</p>							

Table A.1.6 Transport Schemes within Chiltern

Table A.1.6 Scheme	Outline Description / Purpose	Promoter	Delivery Body	Cost Estimate	Funding	Dependencies	Programming	Completion Date
A416 Chesham to Amersham	Installation of signalised junctions	BCC	BCC		None identified	Costs for scheme could fall if delivered after introduction of Aylesbury UMTC	Not programmed	By 2016 (Aspiration)

Table A.1.7 Transport Schemes within South Bucks

Scheme	Outline Description / Purpose	Promoter	Delivery Body	Cost Estimate	Funding	Dependencies	Programming	Completion Date
Wilton Park Diversion	Access Road to proposed development site. Nature of scheme dependent upon scale of development proposed. Do minimum would comprise new access from existing roundabout. Large scale development could require new link road.	SBDC	Developer	Unknown	Developer Contributions	LDF Land Allocations DPD MoD Site Vacation	Will depend on phasing of site in LDF	TBC
Iver Relief Road	To mitigate the impact of HGV traffic through the village	SBDC	Developer	Unknown	Developer Contributions	Core Strategy	Feasibility Study currently underway	Subject to LDF
Crossrail station and public transport links	Provision of public transport access to Ivor station in connection with Crossrail	BCC	BCC	£2.5 (this cost was provided in the Ling Report but it has not been possible to verify)	Not Identified	Linked to delivery of Crossrail station	Unknown	Unknown
West Drayton to Poyle line	Route protected with a view to possible reinstatement to provide access from the Great Western Mainline to Heathrow Airport	SBDC and BAA	Unclear but possibly BAA	Unknown	Not Identified	Feasibility assessment required, South East Implementation Plan	Unknown	Unknown

Table A.1.8 Transport Schemes within Wycombe

Scheme	Outline Description / Purpose	Promoter	Delivery Body	Cost Estimate	Funding	Dependencies	Programming	Completion Date
UMTC Wycombe	Traffic Control System	BCC	BCC	£8m	LTP3 (Major Scheme Bid)	CMC schemes should be designed to accommodate UMTC	Feasibility Work Underway	By 2016 (but likely to follow CMC schemes)
Western Congestion Management Corridor	Junction Enhancements	BCC	BCC	£3m	LTP3 Developer Contributions	Ongoing North South Routes study may impact on proposals	Proposed for Investigation	2016
Eastern CMC	Junction Enhancements to support bus routes	BCC	BCC	£3m	LTP2 Developer Contributions		Committed	2011
Southern PCMC	Junction Enhancements	BCC	BCC	£3m	LTP3 Developer Contributions	Complementary to bus Gate at Handy Cross	Proposed for Investigation	2012/13
Bus Gate: Handy Cross	Bus Gate enabling access to Regional Coachway	BCC	BCC	£1m	LTP3 Developer Contributions		Proposed for Investigation	2012/13
Wycombe Northern Park and Ride	Supporting Modal Shift	BCC	BCC	£2m	LTP3 Developer Contributions	Subject to planning permission at Terriers Farm	Under Investigation	By 2016
Bus Priority Measures	Bus Access to Northern Park and Ride site	BCC	BCC	£3m	LTP3 Developer Contributions	Subject to planning permissions at Hughenden Quarter and associated developer contributions	Proposed for Investigation	By 2016
Town Centre Road Improvements (Temple End/ Bellfield Road / Archway / Abbey Way / Queen Victoria Street / Easton Rd	To remove traffic from main retail and leisure centre and improve access to Hughenden Quarter	WDC	WDC	TBC	LTP3 Developer Contributions WDC	Town Centre Masterplan	Modelling work ongoing to inform emerging LDF	Post 2016

Table A.1.8 cont

Scheme	Outline Description / Purpose	Promoter	Delivery Body	Cost Estimate	Funding	Dependencies	Programming	Completion Date
Town Centre Road Improvements (Westbourne St / Bridge Road/ Desborough Rd/Gasworks/ Queen Alexander St.	To remove traffic from main retail and leisure centre and improve access to Hughenden Quarter	WDC	WDC	TBC	LTP3 Developer Contributions WDC	Town Centre Masterplan	Modelling work ongoing to inform emerging LDF	Post 2016
High Wycombe Station Upgrade	Replace station and enhance public transport interchange	Chiltern Rail	Chiltern Rail	£15m	Chiltern Rail	Subject to Planning Permission	Under Investigation	By 2011
Chiltern Line Route Upgrade	Aylesbury to High Wycombe route upgrades – likely to be a number of schemes.	Chiltern Rail	Chiltern Rail	£80m	Unknown (HLOS, RUS?)	Possible integration with Coachway Scheme for rail/air link Wycombe to Heathrow. Feasibility links to East West Rail Aylesbury Spur.	Feasibility work to refine costs underway	Unknown

Appendix 2

Reference List

Reference List

Below is a list of documents referred to in the main report (in order of first appearance in the report):

1. Introduction

- Buckinghamshire Infrastructure Study Phase 1: Aylesbury Vale (Colin Buchanan, 2008 unpublished)
- Buckinghamshire Infrastructure Project Phase 2 Final Report (Ling, 2008)
- Comprehensive Spending Review (2007)
- The Planning Bill (2007)
- Housing Green Paper (July 2007)
- Sustainable Communities Plan (2005)
- Draft South East Plan (2006)
- EIP Panel Report on South East Plan (2007)
- Planning Bill – draft PPS 12 (Streamlining LDFs) (2007)
- Paper on Community Infrastructure Levy (CLG, 2008)
- PPS12 (2004) Local Development Frameworks
- Buckinghamshire County Structure Plan (1996)
- Chiltern Annual Monitoring Report 2006/07 (2007)
- South Bucks Annual Monitoring Report 2006/07 (2007)
- Wycombe Annual Monitoring Report 2006/07 (2007)

2. Methodology and assumptions

- Buckinghamshire County Council Population Projections 2006 – 2026 (University of Manchester, 2007)
- Office of National Statistics (ONS) website (<http://neighbourhood.statistics.gov.uk>)
- National Centre for Health Outcomes Development (NCHOD) website (<http://www.nchod.nhs.uk/NCHOD/Compendium.nsf>)

3. Chiltern: Demographics and growth assumptions

- The draft Buckinghamshire Strategic Housing Market Assessment (Fordham Research, Jan 2008) (unpublished)
- Chiltern Strategic Housing Land Availability Assessment (Roger Tym and Partners, Jan 2008)

4. South Bucks: Demographics and growth assumptions

- South Bucks draft Settlement Strategy Policy (due for publication in Core Strategy Preferred Options document, July 2008)
- The draft Buckinghamshire Strategic Housing Market Assessment (Fordham Research, Jan 2008) (unpublished)

5. Wycombe: Demographics and growth assumptions

- Wycombe District Council Preferred Options Site Allocations DPD (Feb 2008)
- Housing Land Background Paper Update (Sept 2007)
- The draft Buckinghamshire Strategic Housing Market Assessment (Fordham Research, Jan 2008) (unpublished)

6. Validation

- Buckinghamshire Local Transport Plan 2006 – 2011
- Chiltern District Council – Dwellings Permitted and Built, by Type, Size and Tenure 2002 – 2007 (2007)
- Chiltern District Council Housing Needs Survey Update (2004)
- Wycombe Consolidated Core Strategy (2007)
- Strategic Flood Risk Assessment of Wycombe's Preferred Options DPD (2007)
- Strategic Flood Risk Assessment for South Bucks (Jan 2008)
- Strategic Flood Risk Assessment for Chiltern

7. Review of existing funding mechanisms

- Place Shaping - a shared ambition for the future of local government (Lyons Inquiry, 2007)
- Hills Report into Social Housing (2007)
- Delivering Affordable Housing (CLG guidance, 2006)
- Housing Corporation Prospectus 2008 – 2011 (2007)
- Business Rates Supplements: A White Paper (HM Treasury, 2007)
- Prosperous Places: Taking Forward the Review of Sub-national Economic Development and Regeneration (CLG, DBERR, March 2008)
- Pre-Budget Report and Comprehensive Spending Review (HM Treasury, 2007)
- Building on Strong Foundations - A Framework for Local Authority Asset Management (CLG, Feb 2008)
- Positively Charged (Audit Commission, Jan 2008)
- Eddington Report (2006)
- Buckinghamshire Local Transport Plan 2006 – 2011 (BCC)
- Raising Expectations – Enabling the System to Deliver (DCFS, March 2008)
- Wanless Report (2002)
- Releasing Resources to the Front Line (Gershon Review, 2004)
- The Darzi Review (2007)
- Local Government and Public Involvement in Health Act (2007)
- Sub National Review of Economic Development and Regeneration (2007)
- Delivery Mechanisms for Infrastructure (Hewdon for SEERA, 2005)
- Water Periodic Review (due 2009)

8. The role of developer contributions

- Town and Country Planning Act (1948)
- Town and Country Planning Act, Section 106 (1990)
- Barker Report on housing supply (2003)
- Circular 05/05 Planning Obligations (2005)
- Planning Obligations: Practice Guidance (CLG, 2006)
- Wycombe LDF Core Strategy Planning Obligations Policy (2007)
- Chiltern District Affordable Housing Development Economics Study (Adams Integra, 2007)
- Wycombe District Viability Study (Savills, 2006)
- PPG 17 Planning for Open Space, Sport and Recreation (2002)

Appendix 3

Service Planning

The Ling Report provided a valuable overview of the service planning and programming process employed by a wide range of infrastructure providers in the county. The table below attempts to summarise and update that information; providing an up to date summary of the stage reached by each for each type of infrastructure covered by this study, including:

1. a list of service plans prepared or in preparation
2. the frequency of review (where known)
3. outstanding actions to be completed

The table is intended as an easy to read indicator to enable the three districts to understand where service providers are in planning for future infrastructure provision and what actions are required to progress infrastructure planning.

Table A4 Summary of service planning in Buckinghamshire

Service	Audits undertaken and future needs plans prepared	Frequency of review	Service / infrastructure provider actions
Education			
Higher and further	<ul style="list-style-type: none"> ▪ Bucks New University (BNU) has produced a strategic plan to 2011. ▪ Amersham and Wycombe College (AWC) three year development plan 2006 is in the process of being updated. 	<ul style="list-style-type: none"> ▪ Quinquennially ▪ annually 	<p>Higher education demand has a limited relationship to growth.</p> <p>Growth in the number of students is likely to impact on housing demand, that is, additional demand for student housing.</p> <p>New legislation will mean that 16 to 18 year olds will remain in full time education, training or apprenticeships. Responsibility for education of 16 to 18 year olds is set to pass back to education authorities from the Learning and Skills Council. The county council's Children and Young People's Service is examining the implications of the proposed changes and is waiting for clarification of various aspects of the legislation including the implementation of the new proposed diplomas.</p>
Schools	<ul style="list-style-type: none"> ▪ Early Years and School Place Planning Framework and Principles (BCC) 2007 – projects capacity figures to 2011/12 ▪ Childcare sufficiency assessment 2007 ▪ Special education needs have been reviewed and there is a strategy in place. 	<ul style="list-style-type: none"> ▪ not stated ▪ not stated ▪ not stated 	<p>Area based plans are to be prepared. These plans will take account of local capacity, demographics and pupil projections within the defined area. Aylesbury will be the first plan followed by Buckingham (no timetable provided for production of area based plans).</p> <p>Pupil generation figures will need to be updated to take account of final SE Plan housing allocations once issued by the Secretary of State.</p> <p>Planning for school places is a continuous process of monitoring "events on the ground" that is, school roles, demand for places and demographic changes.</p>
Adult education	<ul style="list-style-type: none"> ▪ Service plan in place for the period to 2010 ▪ The Adult Learning 	<ul style="list-style-type: none"> ▪ not stated ▪ not stated 	<p>Complete service review for the period post 2010.</p>

Table A.4

Service	Audits undertaken and future needs plans prepared	Frequency of review	Service / infrastructure provider actions
Health			
Acute Hospitals	<ul style="list-style-type: none"> ▪ Service (ALS) has recently embarked on a review of its services post 2010. 		
Primary Healthcare	<ul style="list-style-type: none"> ▪ Buckinghamshire Hospitals NHS Trust Annual Plan 2007 ▪ Replacement Full Business Case 2007 ▪ Buckinghamshire PCT is currently working on a strategic service delivery plan (SSDP) for the county ▪ Bucks PCT Getting Healthcare Right for the Future 2007 ▪ Five Year Integrated Business Strategy 2006 to 2011 which subsequently updated to 2018 	<ul style="list-style-type: none"> ▪ annually ▪ not stated ▪ not stated ▪ not stated ▪ not stated 	<p>Reviewed annually to reflect health priorities.</p> <p>The Trust's three hospital sites are tied in to a 30 year PFI contract and their continued use is stated by the trust as a given.</p> <p>PCT to complete SSDP.</p> <p>No further work at this stage.</p>
Mental Health Service			
Emergency services			
Police Service	<ul style="list-style-type: none"> ▪ TVPA Strategic Plan 2005-08 ▪ TVPA Annual Policing Plan 2007-08 Reviewed 	<ul style="list-style-type: none"> ▪ triennially ▪ annually 	<p>TVP are in the process of preparing local policing strategies for each local authority but there is no indication of when these will be completed, or of the order of priority for producing them. Districts containing larger urban areas such as Aylesbury will have local policing strategies produced before more rural districts such as South Bucks.</p>

Table A.4

Service	Audits undertaken and future needs plans prepared	Frequency of review	Service / infrastructure provider actions
Fire Service	annually <ul style="list-style-type: none"> ▪ Integrated Risk Management Plan 2005 to 2010 ▪ IRMP Action Plan 2008/09 ▪ Medium Term Financial Plan 2007 to 2010 	<ul style="list-style-type: none"> ▪ Quinquennially ▪ annually ▪ not stated 	Further modelling work is to be completed taking account of locations for development and the impact of an aging population.
Ambulance Service	<ul style="list-style-type: none"> ▪ SCAS Strategy and Business Plan 2007 to 2010 ▪ SCAS Estimate Strategy 2007 	<ul style="list-style-type: none"> ▪ not stated ▪ not stated 	The service strategy for the service is underdevelopment and the estates strategy is in progress.
Social care			
Adult	<ul style="list-style-type: none"> ▪ Assessment of need undertaken but no formal plan produced 	<ul style="list-style-type: none"> ▪ not stated 	Continued monitoring of service need. Bucks CC social services are undertaking the following: <ul style="list-style-type: none"> ▪ a commissioning strategy for learning disability, PSD and older people ▪ a new supported housing strategy ▪ using the joint strategic needs assessment to inform future needs ▪ developing a self directed care agenda ▪ working with districts to inform local housing developments
Children and young people	<ul style="list-style-type: none"> ▪ Buckinghamshire Children's Centres Strategic Plan 2006 	<ul style="list-style-type: none"> ▪ not stated 	Continued monitoring of service need.



Service	Audits undertaken and future needs plans prepared	Frequency of review	Service / infrastructure provider actions
	<ul style="list-style-type: none"> ▪ Bucks Children and Young People's Plan 2006 to 2009 	<ul style="list-style-type: none"> ▪ not stated 	

Table A.4

Service	Audits undertaken and future needs plans prepared	Frequency of review	Service / infrastructure provider actions
Green Infrastructure			
County	<ul style="list-style-type: none"> ▪ Towards a Vision for Green Infrastructure for Bucks 2007 (TVGIB) ▪ TVGIB to be replaced by the Buckinghamshire Green Infrastructure Strategy during 2008 	<ul style="list-style-type: none"> ▪ not stated 	Buckinghamshire Green Infrastructure strategy to be finalised during 2008.
Waste			
Disposal	<ul style="list-style-type: none"> ▪ Joint Municipal Waste Management Strategy (JMWMS) 2006 to 2025, reviewed every 3yrs. ▪ Bucks Waste DPD 2007 	<ul style="list-style-type: none"> ▪ triennially ▪ not stated 	Minerals and waste core strategy is due for public examination in June 2009 and following that, a decision will be taken on the location for the proposed EW plant. The JMWMS recommended a series of action plans which have yet to be produced.
Collection	<ul style="list-style-type: none"> ▪ Districts are monitoring service needs 	<ul style="list-style-type: none"> ▪ not stated 	Inform planning departments of issues to be considered during the strategic and development control processes.
Libraries	<ul style="list-style-type: none"> ▪ BCC Culture and Learning 2007-08 Service Plan to 2010. ▪ Member lead service review is in progress and due Spring 2008 	<ul style="list-style-type: none"> ▪ not stated 	Feed member review results to the district planning departments. The member review ought to enable a definitive needs assessment to be provided to the districts.

Table A.4

Service	Audits undertaken and future needs plans prepared	Frequency of review	Service / infrastructure provider actions
Community infrastructure			
Open Space (Chiltern)	<ul style="list-style-type: none"> ▪ Open Space, Sport and Recreation Facilities Audit and Needs Assessment 2005 ▪ Open Space and Recreation Strategy 2007-10. 	<ul style="list-style-type: none"> ▪ not stated ▪ not stated 	Details of deficit and appropriate standards to be provided to planning department to inform planning policy.
Open Space (South Bucks)	<ul style="list-style-type: none"> ▪ Open space, sports and recreational facilities strategy is due for completion March 2008 	<ul style="list-style-type: none"> ▪ not stated 	Strategy to be completed and fed into the LDF process.
Open Space (Wycombe)	<ul style="list-style-type: none"> ▪ Open Space Study 2005 ▪ Sports Facility Strategy due for completion in June 2008 	<ul style="list-style-type: none"> ▪ not stated ▪ not stated 	Sports Facility Strategy to be completed and fed into the LDF process.
Recreation and Leisure (Chiltern)	<ul style="list-style-type: none"> ▪ CDC Open Space, Sport and Recreation Facilities Audit and Needs Assessment 2005 ▪ Open Space and Recreation Strategy 2007-10 	<ul style="list-style-type: none"> ▪ not stated 	Annual review proposed. Details of deficit and appropriate standards to be provided to planning department to inform planning policy.

Table A.4

Service	Audits undertaken and future needs plans prepared	Frequency of review	Service / infrastructure provider actions
Recreation and Leisure (South Bucks)	<ul style="list-style-type: none"> ▪ Open space, sports and recreational facilities strategy is due for completion March 2008 	<ul style="list-style-type: none"> ▪ not stated 	Strategy to be completed and fed into the LDF process.
Recreation and Leisure (Wycombe)	<ul style="list-style-type: none"> ▪ Sports Facility Strategy is being prepared and due for completion June 2008 	<ul style="list-style-type: none"> ▪ not stated 	Sports Facility Strategy to be completed and fed into the LDF process.
Crematoria and Burial Grounds	<ul style="list-style-type: none"> ▪ Crematoria for Aylesbury: review of Options and Recommended Course of Action 2007 but no plans for the rest of the county 	<ul style="list-style-type: none"> ▪ not stated 	Requirements for burial space to be provided to planning departments.
Affordable housing	<ul style="list-style-type: none"> ▪ All three districts have undertaken viability assessments to inform their LDF documents 	<ul style="list-style-type: none"> ▪ as required 	Service providers are working with service providers to increase the quanta of affordable housing provided.
Transport	<ul style="list-style-type: none"> ▪ Bucks Second Local Transport Plan 2006/7-2010/11. LTP – reviewed annually 	<ul style="list-style-type: none"> ▪ Quinquennially 	County Council transport department to progress schemes as they are able and explore funding options.

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