

Section 4. Delivery Plan

4.1 Introduction

This Delivery Plan forms Part 2 – Section 4 – of the Princes Risborough Expansion Supplementary Planning Document. Part 1 (Sections 1, 2 and 3, also referred to as the Capacity Plan), sets out design guidance for the expansion area and presents a development framework that sets out the form of development and the location of key infrastructure. This has informed the preparation of this Delivery Plan which sets out the Council's preferred approach for the delivery of the Princes Risborough Area of Comprehensive Development¹. Throughout this document this is referred to as the Princes Risborough Expansion Area, or PREA.

The Delivery Plan is in seven subsections:

- 4.1 Introduction
- 4.2 Key Infrastructure Requirements
- 4.3 Affordable housing Requirements
- 4.4 Development Capacity and Housing Profile
- 4.5 Phasing of Development and Strategic Infrastructure
- 4.6 Infrastructure Funding and Viability
- 4.7 Delivery Mechanisms

The Delivery Plan sets out an evidence based approach that enables the delivery of the PREA. It provides the basis for dialogue with developers, landowners, local stakeholders, communities and statutory organisations. Alternative approaches may be acceptable provided that they are consistent with the policies set out in the Wycombe District Local Plan (WDLP) in delivering a comprehensive expansion, provide and secure new infrastructure, and in doing so contribute equitably to strategic infrastructure while avoiding key infrastructure capacity constraints, notably in relation to highways and education.

Significant infrastructure will be needed to support the new neighbourhoods and ensure integration with Princes Risborough town and existing local communities. Infrastructure

¹ This includes the main expansion area with 2350 homes proposed (including 96 dwellings at Ashill that have already been consented) plus the sites at Poppy Rd (58 homes) and the Station site (45 homes).

delivery needs to be coordinated to enable the creation of new sustainable neighbourhoods and enable a pace of delivery that is consistent with the housing growth requirements set out in the Local Plan.

The PREA will be built in phases and by different landowners / developers. Therefore, it is vital that:

- Necessary on-site and off-site infrastructure is coordinated and provided in a timely way to avoid causing unacceptable strain on existing infrastructure and services, and to ensure continuity of housing delivery.
- Where infrastructure is not provided in a self-contained way as part of development phases, sections are provided to consistent standards and physically join up, and are designed to work together.

The Delivery Plan includes:

- A realistic phasing plan for housing and infrastructure delivery
- Options to ensure an equitable approach to cost apportionment of infrastructure costs between the different landowners and the Council's preferred approach.
- An indication of delivery responsibilities for different infrastructure with developers taking the lead except where specified (see appendix 1 for more details)

This approach will also:

- Make efficient use of land
- Minimise revenue costs in the future
- Create an attractive and well-functioning place.

This requires a collaborative approach between developers with land interests, Buckinghamshire Council (as Planning, Highways, Education and Lead Local Flood Authority) and other key stakeholders including Network Rail and Princes Risborough Town Council.

4.2 Key Infrastructure Requirements

4.2.1 Policy context

The WDLP sets out infrastructure requirements for the former Wycombe District, and for the expansion of Princes Risborough in particular. Key policies for Princes Risborough are:

- PR3 Princes Risborough Area of Comprehensive Development including relief Road – which defines the area of comprehensive development at Princes Risborough, to include relevant allocations and the relief road.
- PR4 The main expansion area development framework – which defines the comprehensive approach to the main expansion area by reference to a Concept Plan and fixed elements.
- PR7 Development requirements – which sets out the requirements of development in terms of essential infrastructure and further contributions to achieve sustainable development
- PR8 Provision and safeguarding of transport infrastructure – which sets out what is to be provided, including critically the relief road and what land is safeguarded to enable this.
- PR17 Princes Risborough Delivery of Infrastructure – which sets out the arrangements for equitable delivery of shared infrastructure required for the expansion.

4.2.2 Infrastructure delivery

To inform the Wycombe District Local Plan preparation, an Infrastructure Delivery Plan (IDP) was prepared, to provide more details as to what infrastructure is required to support the planned growth. These are set out in section 5 of the IDP, with a summary in Appendix B.

These requirements have been updated in this Delivery Plan, taking account of technical work and input from relevant stakeholders.

The key infrastructure requirements to support the PREA have been identified as comprising:

- Highways and transport improvements,
- Education,
- Drainage,
- Sports and recreational facilities,
- Green infrastructure,
- Health,
- Improvements to Princes Risborough Town Centre.

The key infrastructure requirements, and when they are needed linked to housing delivery, are identified in the Infrastructure Funding, Delivery Lead and Phasing table at Appendix 1. A summary is included at Table 21 section 4.5. Other on site infrastructure requirements will be delivered by developers as development progresses.

The costs of key infrastructure have been estimated with appropriate technical and professional input. (These are included in Appendix 3)². Where there have been significant changes or new information available since the publication of the draft SPD in June 2019 these have been taken into account and cost estimates adjusted where appropriate.

Key changes are around the estimate of relief road costs. This follows detailed survey and design work by Balfour Beatty on behalf of the Council in relation to the first phase of the relief road, the Southern Road Links or SRL. As the more detailed work has allowed for more accurate cost estimating, the cost estimate for this section of the relief road has increased. This has prompted a review of the costs of the other sections of the relief road and these estimates have correspondingly been increased.

The costs of the pedestrian underpass connecting to Wades Park have not been reviewed in detail but recognising that the type of work involved is similar in some respects to sections of the relief road an adjustment factor has been added reflecting the estimated cost increase of the relief road. Similarly, the allowance for the cost of the pedestrian footbridge has been adjusted upwards reflecting informal input from Network Rail.

Reflecting the expectation that developers will deliver the bulk of infrastructure, aside from the SRL, some allowance for the cost of Council officers' time continues to be appropriate (although less than previously anticipated) given that developers have indicated that it is possible the Council's involvement and use of statutory powers may be required to ensure timely land assembly.

Reflecting consultation feedback, and the Department for Transport's new vision for cycling, published in August 2020³, additional allowance has also been made for the cost of improving off-site walking and cycling routes to and from the expansion area, notably to Princes Risborough secondary school.

² This excludes those infrastructure costs that will be funded by the Wycombe Community Infrastructure Levy (CIL).

³ [Gear change- a bold vision for cycling and walking](#)

The estimated cost of primary school provision has increased reflecting significant change to Department for Education guidance on the basis for calculating costs including a recognition that costs should be based on local and recent actual costs rather than notional costs.

Specific allowance has been made for improvements to local health care reflecting increased clarity on the Clinical Commissioning Group's approach which favours co-location of new provision with existing facilities. Other costs have been adjusted for inflation (2% compared to 2019 costs). No allowance is made for the cost increase that may be expected from inflation between 2020 and the date of implementation as these works will ultimately be funded by profits from house sales and a corresponding increase in house prices would be expected.

The overall effect of these changes is to recognise that it is necessary to make allowance for strategic infrastructure costs that are significantly greater than those allowed for in the draft SPD published in 2019.

While higher cost estimates are unwelcome the intention is to fairly reflect developers' costs so that these are apportioned fairly. The Council considers it is better to recognise these costs before land prices are finalised at a level that could affect the ability to deliver a policy compliant development.

The Council is concerned that the development delivers the highest sustainable standards in terms of construction and low carbon / renewable energy. While no special allowance has been made in the viability appraisal for higher standards of construction for housing ⁴, it is noted that the development overall has a 'headroom' of over £50M. This indicates that costs incurred to ensure a highly sustainable development would not render the scheme unviable.

Given the onus on developers to deliver infrastructure, developers and the Council have a shared interest in avoiding an underestimate of the costs and to ensure that the appropriate cost sharing mechanisms are in place.

The key infrastructure requirements are described and discussed below. The proposed funding and delivery of each element is set out in Section 4.6.

⁴ 10% allowance has been made in the cost of the primary schools to reflect additional costs to achieve a high standard of environmental construction.

4.2.2.1 Transport

The Relief road and highway network

The key to enabling the creation of new neighbourhoods is the construction of a relief road that will avoid unacceptable levels of traffic and congestion within Princes Risborough that would arise by relying on only the current highway network to serve the PREA development traffic.

Earlier traffic modelling work⁵ undertaken by Jacobs on behalf of the then Buckinghamshire County Council (BCC) and then Wycombe District Council (WDC) in 2017 demonstrated the requirement for a relief road to be constructed, to provide an alternative to the A4010 and this is reflected in policy PR8. More information on how this policy requirement is to be delivered, including design guidance and alignment, is provided in the capacity plan. The developers have not yet done the detailed design work to enable the construction of the relief road; this is outside the scope of this guidance.

Extensive work has been undertaken to identify an appropriate route for this relief road and the need for improvements to existing highway junctions to create appropriate additional network capacity.

Previous modelling work⁶ had already estimated that the Tesco roundabout off Longwick Road would not be able to support further development growth before the relief road is completed, as the junction is expected to be at capacity by 2021 in a do minimum⁷ scenario. (Recent work since June 2019 has indicated how additional capacity at this junction could be provided – more details are given in section 4.5.1.)

More recently, traffic modelling work has been undertaken by Jacobs to consider the opportunities and constraints around phasing the delivery of the relief road. The aim is to

⁵ Previous traffic modelling and other transport studies that may be referenced in the May 2019 Traffic Modelling report can be found on the council's website:

<https://www.wycombe.gov.uk/pages/Planning-and-building-control/New-local-plan/New-local-plan-examination-supporting-evidence.aspx#Submissiondocuments>

⁶ Princes Risborough Transport study – Tesco Roundabout analysis – Jacobs - February 2016

⁷ Do minimum forecasts traffic growth, taking account of background traffic growth and existing planning permissions only. It does not seek to forecast the impact on traffic of the new PREA development.

ensure that the highway network performs acceptably throughout the delivery of the PREA, and that the timing and funding of improvements is allowed for in relation to development phases.

Key questions considered by the modelling included:

- What level of development could be accommodated off the current highway network in advance of construction of the relief road?
- Does the highway network perform acceptably with a first phase of the development being served off a spur road⁸ from the PREA between Sumitomo and Picts Lane, (together referred to as the Southern Road Links or SRL) And, if so, what number of homes could be served in this way?
- What level of development could be accommodated, using Shootacre Lane⁹ to connect the SRL to the A4010 before the Culverton Link Road is in place?
- What level of development could be accommodated before the Grove Lane rail bridge, and junction improvement is required?
- What is the performance of the network with intermediate phases of development¹⁰?

More detailed consideration was also given to the operation of local junctions and to the form of junctions along the relief road.

Consideration was also given to how an alternative alignment for the relief road would perform (with phase one of the relief road connecting directly to the Sportsman roundabout and utilising Lower Icknield Way).

The findings are set out in the Jacobs traffic modelling report, Princes Risborough Phasing Tests (May 2019) and accompanying appendices.

⁹ During this time, the A4010 would continue in its current role as the primary route carrying most non-development traffic through the town.

¹⁰ Scenarios with 1110 and 2130 homes were tested, not counting the dwellings on the Ashill site, as for the purposes of modelling this site was counted as a commitment in the Do Minimum scenario

Key conclusions

The key conclusions are summarised below:

- There is scope within the existing highway network to accommodate some new development. The Mill Lane junction with the A4010 operates within capacity for all scenarios tested¹¹.
- The evidence showed that an alternative alignment of the relief road offered no benefits to the highway network and the option was not pursued any further in relation to the other tests.
- The Lower Icknield Way junction with Longwick Road ('Sportsman roundabout') can accommodate some homes without the first section of the relief road in place (i.e. the SRL). This roundabout junction will require improvements by 595¹² homes to serve full development traffic arising from the PREA.
- After 1110 new homes¹³, and with completion of the relief road sections through the PREA, there is a need for substantial improvements at either end of the relief road.
 - The Grove Lane junction with the A4010 requires upgrading (around when the spine road through the PREA is also expected to be completed). The previously designed staggered T-junction may not provide sufficient capacity to accommodate all development proposed. A roundabout or signalised junction may be needed to provide sufficient capacity.
 - The Culverton Link road would be required after 1110 homes are built¹⁴. The form of the junction with the A4010 requires design development but would accommodate all development and this will avoid the requirement to improve the Shootacre Lane junction with the A4010 which can accommodate the traffic generated by the 1110 homes.
- The design of the proposed junction between the relief road and Lower Icknield Way is unlikely to perform satisfactorily as a 'priority T' junction. A roundabout is expected to resolve this issue, and a feasibility design has been produced.
- A new signalised junction of Summerleys Road with Station Road, Station Approach and the relief road can accommodate development traffic for all scenarios tested. The final design for this junction and signal timings require refinement. (A feasibility design for a higher capacity junction has been produced to demonstrate that in all cases a junction can be delivered that satisfactorily accommodates all traffic.)

¹¹ It is recognised that notwithstanding the modelling results residents in the Mill Lane area have concerns regarding the scope for additional traffic on narrow rural lanes. This is the subject of ongoing work to identify the issues and options to address these. See also section 4.5 re phasing.

¹² Ashill Development was accounted for in the Do minimum as already committed; so when taking account of Ashill after 691 homes

¹³ Excluding Ashill.

¹⁴ See note above with reference to Ashill.

The May 2019 assessment by Jacobs and consideration by the Council has resulted in the following approach to the phasing of the relief road (see also Phasing Plan figure 62):

- The SRL would be constructed during a first phase as a spur road through Sumitomo, connecting to the relief road to be built through the Halsbury homes site. Initially this would not connect with Longwick Road (except for emergency vehicles and for non-motorised users) due to the severe and adverse impact this would have upon the current network, notably at the 'Tesco' roundabout.
- The 'Sportsman' roundabout near Longwick would need improvement prior to the completion of 595 homes at the PREA.
- Together this highway infrastructure could support the delivery of 1110 further homes in addition to the 96 homes already committed on the Ashill site (i.e. 1206 homes).
- To allow any further housing delivery the relief road would need to be completed through the PREA to join with the B4009 i.e. by 1,206 homes.
- By 1396 homes, the northern railway bridge works and new northern highway junction with the A4010, as well as the Culverton Link would be required. This takes account of the Highway Authority view that the year modelled (the modelling horizon) is after the point at which these works are expected to be in place so there will be less background growth in traffic and so some more capacity in the network to accommodate development traffic than the 1110 figure indicated by modelling¹⁵.
- The B4009 widening and the A4010 traffic management package¹⁶ would be delivered towards the end of the plan period, by 1506 homes and 2140 homes respectively.
- Once all these elements are in place, the intention is that the A4010 will be downgraded and the relief road and the B4009 between Mill Lane and Grove Lane railway will become the new A4010, realising this important policy objective for the town¹⁷. Traffic calming of the 'old' A4010 through the town and route signage will reinforce this.

Since the summer 2019 consultation, and following further discussions with developers, the Council has undertaken further junction modelling to understand whether capacity at the Tesco roundabout could be improved.

¹⁵ 1206 including Ashill

¹⁶ A package of traffic calming measures for what is currently the A4010 through Princes Risborough, see policy PR12 in the adopted Local Plan

¹⁷ This will be subject to a separate formal decision process by the council anticipated to be around delivery of 2140 homes, indicatively 2031/21.

This work shows that there may be scope to marginally increase the capacity of this junction by relocating the A4010 Aylesbury Road zebra crossing further away from the roundabout. This seems unlikely to adversely impact on pedestrian movements and would not preclude the delivery of strategic objectives for the town provided it was delivered as part of a comprehensive phasing strategy¹⁸.

It may therefore be possible to accommodate more development traffic on Longwick Road and at Tesco roundabout than previously anticipated – see section 4.5.1 - in parallel with development, expected to be accessed from Mill Lane.

Phasing of development and strategic infrastructure is discussed further in Section 4.5 of the SPD.

Integration with Princes Risborough

In addition to road connections, two grade separated pedestrian crossings of the railway are essential to ensure the integration of the town with the new neighbourhoods at the main expansion area. These are an underpass from the PREA leading to Wades Park and a stepped footbridge north of Monks Risborough station.

The underpass, providing pedestrian and cycle connectivity, is especially important given the increasing number of new residents that will wish to make this journey despite accessibility and safety issues around the existing pedestrian level crossing, and to support integration of the first primary school (south of Longwick Road) with Princes Risborough. This is therefore required to be completed prior to the opening of that school which is expected in 2025/26, or by the completion of 150 dwellings on the west side of Longwick Road (between the Longwick Road and the Crowbrook stream), whichever comes first.

The stepped footbridge to the north of the expansion will provide a safer crossing of the railway line along an important right of way that will see increased recreational usage with the development of the PREA and will also help connect existing communities to the new sports facilities at SOS2. It is therefore required around the time when the main phase housing delivery will be well underway and most of SOS2 will be provided (2026/27).

¹⁸ i.e. the delivery of the whole PREA, the delivery of the relief road as complete alternative to the A4010, the downgrading of the existing A4010 and associated town centre improvements.

Public Transport

A new bus service will be required to enable sustainable travel and improve travel choice between the main PREA and the town centre to ensure access to town centre jobs and services and to the railway station. This new service will need to be supported financially in the early years of its provision by the developers of the PREA, with the timing of the start of services striking a balance between the need to encourage changes in travel behaviour early on and having a sufficient number of residents to contribute to the running costs of the services.

Hence it is expected that s106 contributions will be secured towards a scheduled bus service serving the neighbourhoods north and south of the Crowbrook, and commencing around the time the sections of the relief road within the PREA are completed, expected to be around 1400 homes.

Before this point there may also be scope to consider the introduction of relatively new types of flexible, likely app-based, demand responsive transport services (such as 'ArrivaClick') if these are demonstrated to be suitable and s106 contributions are secured to these. These types of service could potentially serve the first phase of the development, before the number of residents is sufficient to support scheduled public transport. If successful such services could potentially also play a longer term role serving local residents as part of the commercial public transport mix.

These issues will be considered further as part of the planning application process.

Footpaths and cycling networks

Footpaths and cycling networks would be established as development progresses. More details are provided in Section 3.

4.2.2.2 Drainage

The Expansion Area is prone to flood risk from fluvial, surface water and groundwater sources. The local plan evidence base shows that the Expansion Area allocation has passed the Sequential Test and Exception Test¹⁹.

¹⁹ See the Local Plan SFRA level 2 and Sequential Test report on the Council's Website.

Following a recommendation of the Local Plan Strategic Flood Risk Assessment (SFRA) level 2, a drainage strategy has been undertaken to support the delivery of the main Expansion Area.

The Princes Risborough Expansion Area Drainage Strategy (October 2018) (PREADS) shows how the Expansion Area can be drained, on either a comprehensive or parcel by parcel basis. Taking a comprehensive drainage approach provides land and cost efficiencies, while a parcel by parcel approach allow for flexibility, if developers are not in a position to coordinate Sustainable Drainage Systems.

A number of scenarios have been considered and where necessary appropriate assumptions have been made²⁰.

The PREADS identifies pond volumes required to drain surface water, based on maximum estimates of volume storage required. It shows the proposed optimum locations of attenuation ponds based on topography / gravity and nearest outfall points. This has informed the assessment of the development capacity of the PREA.

Appendix C of the PREADS gives broad estimates of capital costs in relation to the attenuation ponds and related drainage networks for each development parcel, and for the road catchments (see also section 4.6 Infrastructure Funding and Viability). The drainage costs are part of the on site development costs and have been allowed for in the viability appraisal that has been undertaken (this includes an allowance for inflation).

²⁰ All scenarios assume that the land south of the Crowbrook stream cannot drain via infiltration due to the known groundwater flood risk. Instead the water is to be drained using a sustainable drainage system to local streams. Due to uncertainties in relation to groundwater levels and the feasibility of infiltration north of the Crowbrook, scenarios with or without infiltration have been explored.

For the purpose of defining storage requirements and costs, the PREADS assumed that the relief road and its drainage would be delivered separately of the land parcels. Even if road sections are - in places - delivered at the same time as land parcels, drainage ponds need to be kept separate to prevent water pollution issues. No assumption is made in the PREADS on sequencing in relation to the phasing of the land parcels.

The PREADS relief road catchments²⁰ are based on topography but do not relate to land parcels. Therefore, sometimes more than one landowner is part of a relief road catchment.

The PREADS shows that a 50% betterment²¹ on Greenfield surface water runoff rates can be achieved. This allows for better current and future management of flood risk – including as a result of climate change - in an area prone to surface and ground water risk. It will provide flood resilience benefits to existing and new residents. This can be achieved without impacting on housing delivery.

Designing SuDS schemes with appropriate linkages provides opportunities to create better connected habitats for some local wildlife. Other requirements of new development, such as canopy cover, also contributes to dealing with some aspects of drainage.

4.2.2.3 Education

Primary Education

The main PREA is predicted to generate the need for 3.9 new forms of entry²² for primary school pupil provision. This is to be provided through two new primary schools, each of two forms of entry. A two form of entry school has capacity to serve 1300 homes based on a HEDNA²³ mix.

This approach provides for the education needs of the PREA onsite and in full and is required to enable cost effective staffing and running over the long term. It supports sustainable healthy travel patterns for young people and allows for future growth in the school place planning area.

As with other housing developments, the development of the PREA is required to contribute equitably through s106 contributions towards the cost of providing primary school places, in accordance with the local education authority's policies and government guidance from the Department for Education was updated in November 2019 so that developer contributions

²¹ 50% betterment is required by the Lead Local Flood Authority on Greenfield sites at risk of flooding, especially where issues of groundwater are known. The betterment means that more flow is being attenuated on-site and then discharged into the watercourse at a lower flow rate for events greater than the 1 in 2 return period. There are also downstream benefits to reducing flows in the watercourse.

²² Form of Entry (FE) is equivalent to a cohort intake of 30 pupils.

²³ The Housing and Economic Development Needs Assessment forms part of the evidence base for the local plan. It contains a breakdown of housing mix required to meet the needs of the area.

more closely reflect the costs on the Council of providing school places. Developers of the PREA are also required to provide land for both schools.

The education contributions sought will be based on the Department for Education Local Authority school places ‘scorecards’ data, with adjustments for regional variation and inflation, in line with Department for Education guidance published November 2019²⁴). The viability work has taken account of contributions based on current guidance and the overall mix of dwelling types and sizes, but actual contributions will be calculated at the time when planning applications are assessed and will ultimately reflect pupil generation rates and other factors at that time as well as the actual housing mix of specific schemes put forward.

Currently, there is circa 5% surplus capacity in school places across the Princes Risborough School Place Planning Area²⁵ which is in line with the level recommended by the Department for Education to allow for volatility in pupil/population trends. The latest five year projections (2019) based on current pupil/population migration trends and housing permissions show that there will be a deficit of places in the area.

Buckinghamshire Council has considered plans to create additional capacity at both Great Kimble School and Princes Risborough School to meet the increased demand from committed housing²⁶ in the area (as well as providing a better distribution of places to meet local demand and reduce car usage).

However, taking account of existing commitments, the above school expansion plans at Great Kimble School, and the current OFSTED rating at Princes Risborough School²⁷, it is projected that there will very soon be a deficit of school places that needs to be addressed if further development is to be accommodated in the area.

²⁴ [Department for Education - Developer Contributions Guidance - update Nov2019](#)

²⁵ The Department for Education expect that schools located in close proximity, and which pupils could reasonably attend, should be grouped together in one planning area. School place planning areas established by Buckinghamshire Council. They are based on (i) established patterns of pupil movement; (ii) local community boundaries; (iii) feeder school links; (iv) physical boundaries and (v) school catchment areas.

²⁶ Includes Land off Thame Road Longwick (43 homes); Land south of Rose Farm Longwick (65 homes); Land off Barn Road, Longwick (160 homes); Ashill (96 homes) and Former Whiteleaf Furniture Picts Lane (86 homes). Excludes other sites within the PREA.

²⁷ Princes Risborough school OFSTED rating is “in need of improvements” since October 2019.

The local education authority estimates that as part of a large development the delivery of a primary school typically requires land to be transferred after the first 50 dwellings with school opening taking place after c.349 dwellings are completed.

Given the projected deficit in existing school places in the place planning area the requirement for additional places arises early on as part of Phase 1. Reflecting the constraints on existing school places and the preference for new school places to be provided within the expansion area, the council's preferred approach is that the first primary school is provided alongside Phase 1 (opening by 349 homes), preceded by a land transfer to allow school construction (by 50 homes²⁸).

This strikes a balance between the need for the Education Authority to be able to build the school in a timely manner without opening the school too early, reflecting likely population make-up of the new development and the rate at which school place take up grows. This also takes the overall scheme viability into consideration.

The second primary school within the main expansion area located near the local centre, north of Longwick Road and the Crowbrook Corridor needs to be delivered around the time at which the first primary school reaches full capacity.

An indicative summary of primary education provision and developer contributions for the PREA is set out in table 18 below²⁹.

²⁸ These figures are subject to review if further dwellings are granted planning permission before permission is granted for the first phase of the expansion.

²⁹ This takes into account other housing sites allocated in the wider Place Planning Area over the plan period, and planned expansion of capacity, as set out above,

Table 18. Summary of primary education requirements

New homes in the PREA ³⁰ (including Station site and Poppy Road -)	Contribution/Delivery of infrastructure
Before 50 homes	Financial contributions to school places
After 50 homes	<ul style="list-style-type: none"> • Financial contributions to school places • Land for the first primary school in the south western part of the PREA to be transferred to the Education Authority for free • Design and construction lead in times expected between 15 to 18 months.
After circa 349 homes	<ul style="list-style-type: none"> • Financial contributions to school places continue • The first school is expected to open, serving pupils from 1200 homes
By circa 1000 homes	<ul style="list-style-type: none"> • Financial contributions to school places continue • Land for the second primary school north of the Crowbrook corridor to be transferred to the Education Authority for free • Design and construction lead in times expected between 12 to 18 months.
After circa 1300 homes	<ul style="list-style-type: none"> • Financial contributions to school places continue • The second school is expected to open by this point

Secondary Education

The requirement for secondary education generated by the PREA can be met by increasing capacity of existing schools within the School Place Planning Area. Where any expansion is best located depends on the balance of supply and demand for school places across the School Place Planning Area, but it could include expansion of Princes Risborough Secondary School - by an additional one or two forms of entry.

³⁰ Excludes Ashill already permitted/built.

The local education authority monitors schools take up and catchment areas closely to best cater for future pupils. The PREA will make financial contributions through the Community Infrastructure Levy which will be available to fund the expansion of school places. Decisions on the use of CIL funding will rest with Buckinghamshire Council, which has the role of local education authority.

Alongside contributions to education, s106 contributions will be required towards improving walking and cycling links to the school by 2031/2032 - see also section 4.5.3.

4.2.2.4 Sports and Recreational Facilities

The main PREA will need to deliver two Strategic Open Spaces (SOS1 and SOS2, located as per the Concept Plan).

At SOS1, located off Lower Icknield Way, provision will be made for a floodlit grass rugby pitch, changing rooms³¹, a car park and a community allotment site.

At SOS2, located at Mill Lane, a multi-sport 'hub' provision will be made for:

- 1 3G synthetic turf multi pitch
- 1 synthetic turf pitch for hockey
- 3 full size youth football pitches
- 4 tennis courts
- 1 MUGA
- car park to include extra parking space to support the use of Molins Sports Ground PR15 (as per criterion 15 of policy PR7)
- Changing rooms, a multi-functional club house with community room³² (with bar) and social space
- Informal parkland

The provision of the two Strategic Open Spaces will be phased based upon the growing demand for facilities as the PREA is built out. The main hub (SOS2 - see Urban Design Framework plan – figure 24, Section 3.3) is located at Mill Lane.

³¹ If additional external funds become available a club house in this location would also be acceptable.

³² Which can be booked for local meetings and cultural activities

The Summary of Housing and Strategic Infrastructure Delivery Table (Table 21) identifies that facilities at SOS2 will start to be provided as housing occupations exceed 500, with tennis courts to be provided later. The need and demand for these facilities are considered to be a greater priority than the facilities provided at SOS1. These will be delivered following occupation of 1400 homes. The tennis courts on SOS2 will also be provided at this time.

Play facilities (2 NEAPS and 5 LEAPS) and local open space will be provided in a phased manner by developers in line with housing delivery. The Urban Design Framework plan and the Neighbourhood Open Spaces plan show how these can be provided so that they are linked with other green spaces and corridors so that they are readily accessible and form part of larger green spaces that positively contribute to the character of the place, including in long distance views from the AONB. (Figures 24 and 44).

4.2.2.5 Green Infrastructure

The PREA will deliver a comprehensive strategic green infrastructure network.

The Crowbrook stream corridor is retained for fluvial and surface water management and as an ecological and wildlife corridor. It includes designated wildlife sites within it. It preserves the green setting for Alscot Conservation Area and will have new public spaces adjoining it – it will therefore be an important asset to the identity and environment of the PREA.

The proposed footpath and cycle path from Bloor south towards the local centre to the north will be hard surfaced and a pedestrian/cycle bridge provided over the stream during the first phase of development.

Improved public access will be provided within the Crowbrook corridor in line with housing delivery and consistent with the Urban Design Framework plan (figure 24 of this SPD), e.g. by improving the surfacing of rights of way. However, the rural nature of the corridor should be maintained. The area is an important wildlife corridor in addition to its other functions and future interventions will seek to improve its biodiversity value. Provision will need to be made by development for its long term maintenance.

Over the whole PREA, development will need to deliver biodiversity net gain in line with Local Plan policies PR7 and DM34. Based on experience elsewhere, it is expected that the cost of doing so will be around £8000 per dwelling and this cost is allowed for in the Council's viability appraisal.

The PREA includes a number of important 'blue and green' infrastructure assets that are an important part of the expansion area and of the community and they contribute to its amenity and value. These include SuDS, local open space, strategic open space, and the sites designated as being of biological importance.

As noted in section 3.7, provision and maintenance of these provide both challenges and opportunities. For example, wherever possible, the Council is keen to avoid isolated areas of overly deep drainage features that may be fenced off and which can become unkempt and unattractive. There may also be opportunities to use funds generated by new community facilities to contribute to ongoing maintenance costs.

It is recognised that after the initial maintenance period, for which developer contributions will be collected, costs will be incurred for ongoing maintenance, and it is recognised too that developers cannot be liable indefinitely. In appraising the viability of the development allowance has been made for future maintenance of strategic open space and play areas of 2.97M.

The Council places great stress on ensuring that these facilities are a benefit to future residents of the area, and local wildlife, rather than a liability. In accordance with policies PR7, DM34 and DM39 the Council requires the long term maintenance of these assets to be assured. The Council wishes to see arrangements for long term maintenance that represent best practice, which take account of the challenges and opportunities and set out sustainable funding that does not impose undue burdens on future residents.

Options that achieve economies of scale in terms of management and operation across the expansion area and across the town should be welcomed. Potentially, and subject to agreement, this could include a role for the Town Council and early engagement by developers is recommended.

4.2.2.6 Other Community Facilities

Local Centre

A local centre comprising floorspace for retail units, business start-ups and community space that can be used for faith space/ cultural activities will be created off the relief road close to the junction with Longwick Road and adjacent to the northern primary school. This will be a requirement of development taking place north of the Crowbrook corridor, and is expected to accompany the provision of the second school.

Health

Developer funding for improvements to convert existing floorspace to allow co-location of space for GP's and other health care practitioners, as mentioned in section 3, will largely depend on the timetable that is agreed between the CCG the GP surgery(s) and the Council³³ which will inform any requests by the CCG for CIL.

Other Infrastructure

Thames Water have indicated that there is a need to upgrade the Sewage Treatment Works in the early phases of the PREA. Developers will need to engage with Thames Water at an early stage to ensure that upgrades are delivered in step with housing delivery.

The costs of connecting, or diverting utilities will be met by developers as part of on site development costs.

4.2.2.7 Town centre improvements

WDC Local Plan Policy PR12 requires a programme of public realm measures to improve the quality of the town centre experience and complement the reduction of through traffic associated with the completion of the relief road. It is expected therefore that these enhancements would largely be implemented following completion of the new relief road, however there may be scope to carry out some enhancements, where these are not dependent on the reduction of through traffic and subject to funding.

In parallel the Council, with the Princes Risborough Town Council is exploring opportunities to regenerate the town centre, including the scope to bring forward the sites identified in the local plan (Local Plan policies PR13 and 14).

³³ Buckinghamshire Council and the CCG are both members of the Buckinghamshire Integrated Care System: [Go to NHS integrated care systems - Buckinghamshire](#)

4.2.2.8 Car parking

PR12 (2) also sets out a requirement for the provision of up to 200 new on-street and off-street car parking spaces to respond to identified new demand³⁴, including a potential peak parking demand of around 120 parking spaces arising from the forecast increase in demand from the expansion area³⁵:

The expansion of existing medical facilities may contribute to parking demand in the town centre. There may also be a need to expand parking capacity at the main railway station. This is the responsibility of the train operating company (Chiltern Railways).

The 2016 parking study recognised that greater provision for sustainable travel could mitigate parking demand. Since then we have seen the development and roll out of new modes of transport such as e-bikes and e-scooters – how far the uptake of these goes remains to be seen. The level of demand for public parking serving the town centre - and the opportunities to provide additional public parking – will be kept under review, in parallel with consideration of opportunities to regenerate the town centre. Options may include increasing capacity at the Mount car park.

The PREA development may contribute to meeting this parking demand through its CIL contribution.

³⁴ Princes Risborough Parking Review (Jacobs), February 2016

4.3 Affordable Housing requirements

Delivery of affordable housing is a critical element of the PREA. The framework for affordable housing contributions is set by Policy DM24 of the Wycombe District Local Plan (adopted August 2019).

As such 48% of homes in the PREA are expected to be affordable.

In order to ensure the affordable housing provided meets the identified needs, the adopted policy makes clear that the affordable housing mix (i.e. unit size) and tenure should be provided in accordance with current evidence on need. At present, that evidence is set out in the Planning Obligations SPD, adopted in March 2020.

On this basis the current evidence is that developers should provide the following mix of affordable housing in the PREA:

Tenure Mix

- 80% affordable rent
- 20% intermediate products

Affordable rent is defined in the Glossary to the National Planning Policy Framework (NPPF, 2019), Annex 2.

Intermediate products are also defined in Annex 2 to the NPPF as:

- Shared ownership
- Starter Homes
- Discounted market sales housing
- Other affordable routes to home ownership – such as relevant equity loans, other low cost homes for sale, and rent to buy.

Size Mix

Table 19 sets out the required mix in terms of dwelling size for the different affordable housing tenures.

Table 19. Required affordable housing mix

Tenure	Type	Dwelling Size	Required proportion of each tenure
Affordable Rented	Flats or Houses	1 bedroom / 2 person	At least 12%
	Flats or Houses	2 bedroom / 4 person	At least 35%
	Houses only	3 bedroom / 5 or 6 person	At least 35%
	Houses only	4 bedroom or larger / 7 or 8 person	No more than 15%
Intermediate	Flats or Houses	1 bedroom / 2 person	At least 12%
	Flats or Houses	2 bedroom / 4 person	At least 45%
	Houses only	3 bedroom / 5 or 6 person	No more than 35%
	Houses only	4 bedroom or larger / 6 or 7 person	No more than 5%

Smaller affordable units are best delivered in a mix of flats and houses, and the most appropriate mix will vary site by site. Larger affordable units are only appropriate as family houses, not as large flats.

The size of units is expressed as a combination of bedroom numbers and person numbers. This is to ensure that bedrooms are adequately sized for optimum occupation of the affordable housing.

The Council will update the evidence through its Planning Obligations supplementary planning document as necessary, taking account of new evidence and to provide flexibility in its application.

4.4 Development Capacity and Housing Profile

4.4.1 Development Capacity

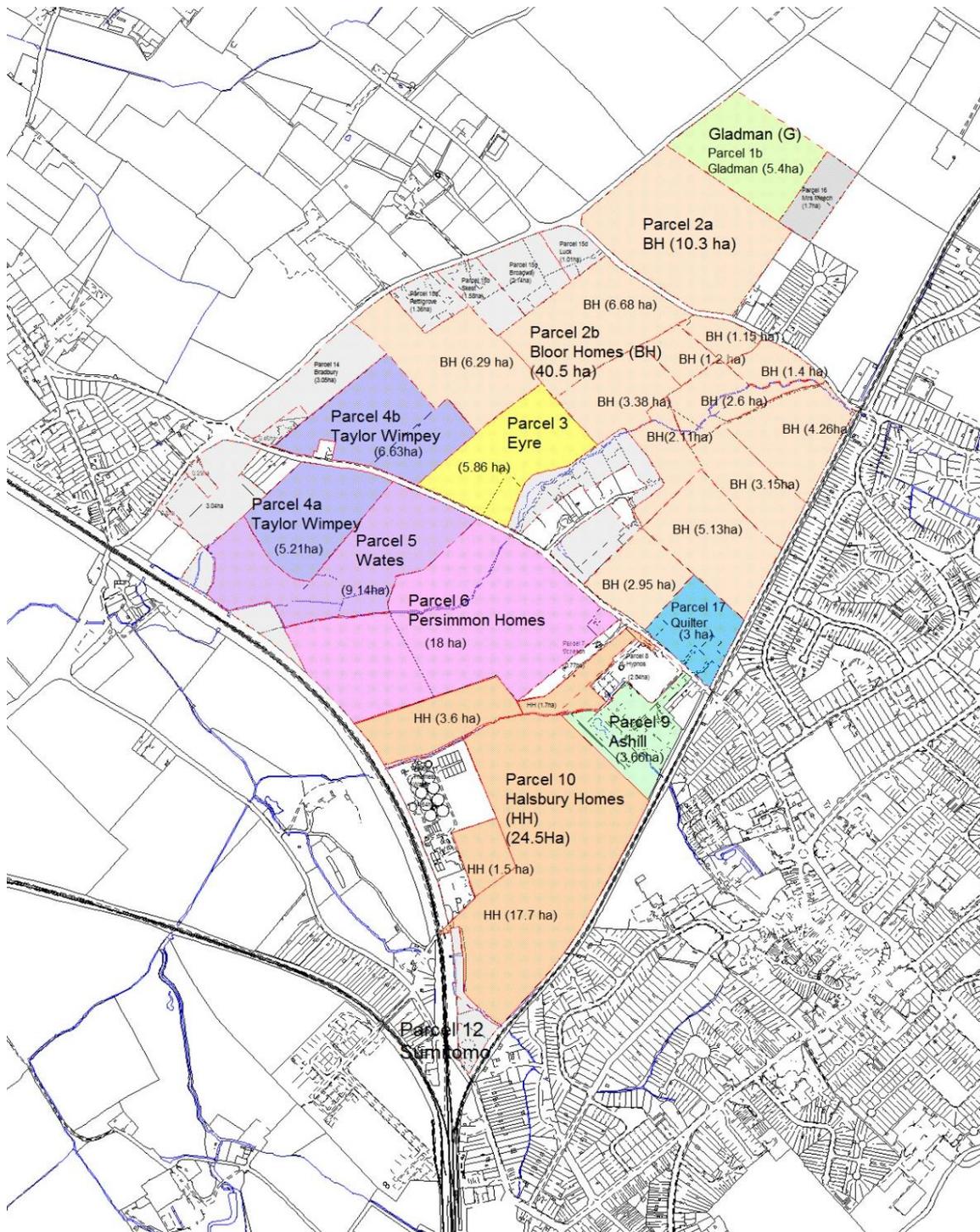
The capacity planning work (see land budget at Appendix 2) has confirmed the ability of the PREA to provide 2350 homes within the main expansion area in a policy compliant way, together with 103 homes on land to the rear of Poppy Rd (policy PR11) and at the Station site (policy PR16), bringing the total to 2453 homes.

The 2350 figure is slightly lower than the indicative capacity of 2357 within the main expansion area that was considered achievable in the adopted Local Plan. This work has also informed the final viability assessment for the SPD.

The figures used in the delivery plan are indicative of the development capacity of development parcels, and optimise the supply and delivery of housing. They are neither maxima or minima for the purposes of assessing planning applications and the number of homes actually delivered may vary somewhat as more information becomes available and detailed designs are prepared through the development management process.

Figure 59 shows the land interests across the main expansion area.

Figure 59 – Land interests used for development capacity in the main expansion area



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Appendix 2 includes tables that show, in detail and in summary, land uses by land ownership in the PREA as well as Net Development Area (NDA)³⁶ by ownership and land parcels and indicative housing capacity, based upon indicative housing densities in the Capacity Plan. See also figure 26 Land use and density (section 3.5).

The Main Expansion Area is estimated at 177.2 hectares. Within this there is a total Net Developable Area (NDA)³⁷ of circa 66.2 hectares available for housing developments. The Station site and Poppy Road site add a further 2.91 ha of NDA.

Table 20 below identifies the proportion of the total NDA by each land ownership across the PREA. This is important in considering equitable financial contributions to PREA infrastructure costs.

³⁷ The definition of Net Developable Area (NDA) includes: internal estate roads to the individual development parcels, play areas, private gardens, car parking areas and incidental open space. It excludes strategic infrastructure such as the green corridors, relief road, sports facilities and schools.

Table 20. Total Net Developable Area broken down by landownership

Developer	% of NDA
Bloor	39.51%
Persimmon	14.59%
Halsbury	15.80%
Wates	5.93%
Taylor Wimpey	10.79%
Eyre	2.586%
Quilter	3.80%
Others in the main Expansion Area	2.58%
W E Black³⁸	1.38%
Magnacrest³⁹	3.04%
TOTAL NDA	100.00%

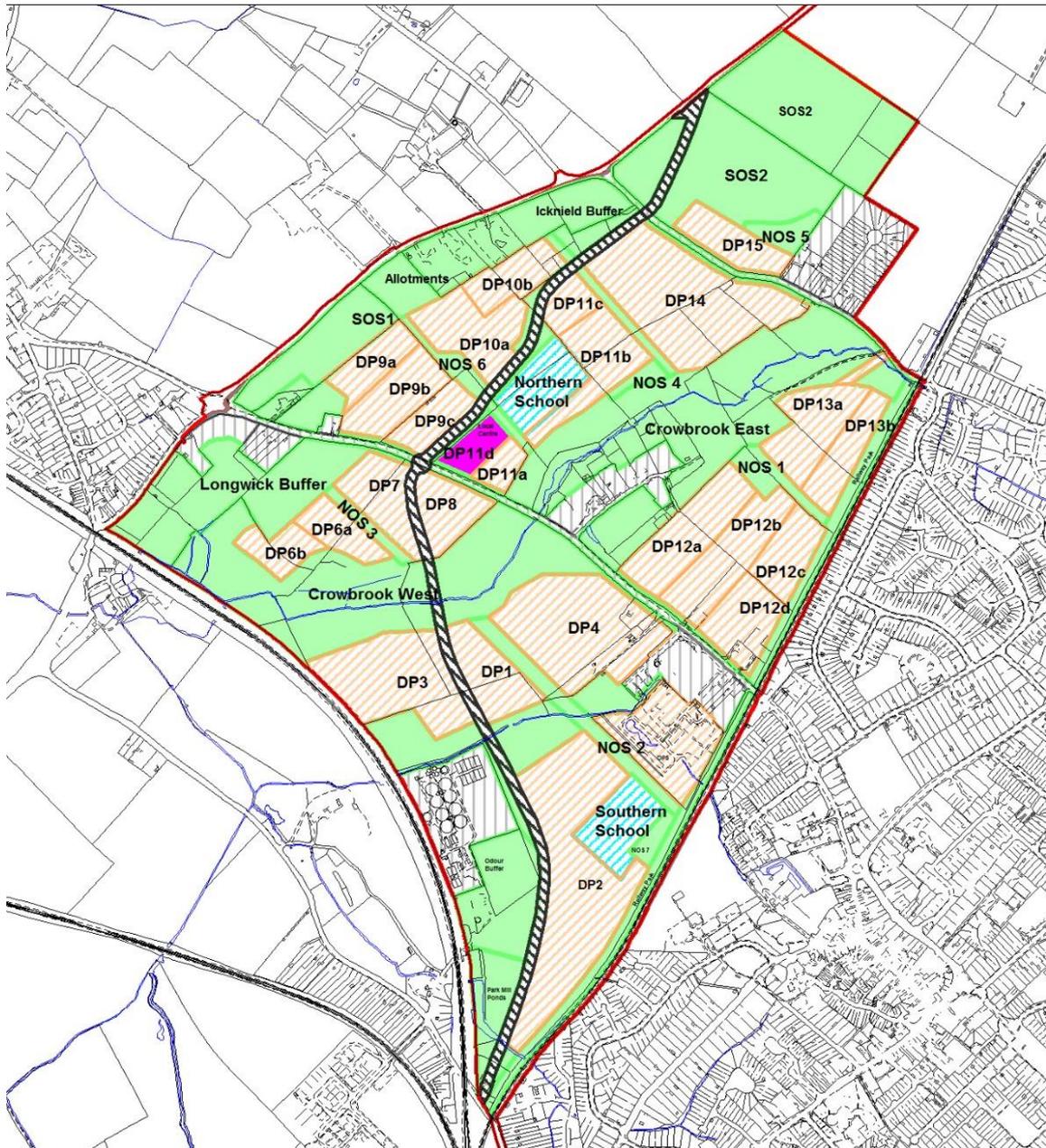
Ashill (NDA = 3.3 ha) is included in the total NDA for the Main Expansion for completeness but in the viability assessment and for the purposes of calculating equitable contributions, Ashill is excluded, as it was granted planning permission before the new Local Plan came into effect. The total NDA in table 20 is therefore adjusted to 65.81 ha.

³⁸ Station site (PR16)

³⁹ Land to the rear of Poppy Road (PR11)

Figure 60 below shows the main expansion area development capacity areas spatially.

Figure 60. Development Capacity Areas



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4.4.2 Housing Delivery Profile

Evidence base

The Wessex Economics report “Housing Delivery Study for Buckinghamshire”, August 2017⁴⁰ looked at a range of issues associated with the delivery of new homes in Buckinghamshire in the period up to 2033.

The study specifically tested the lead in time and anticipated delivery rates of large sites across southern Buckinghamshire, including the PREA. This evidence was taken into account in identifying housing delivery whilst also recognising various constraints at Princes Risborough and the capacity of developers with land interests.

The Wessex study assumed that there would be three main developers of the site (Bloor, Halsbury and Persimmon). Based upon comparable evidence it suggested that each housing outlet could achieve between 40 and 50 sales per annum. The delivery scenarios also recognised that given the merits of the Princes Risborough development in terms of a distinct quality offer, good rail services and accessibility to jobs, total average completions could exceed 185 per annum over the main development period up to 2033.

Since the Wessex study was undertaken the land interests of developers in the PREA have evolved and main developers now also include Taylor Wimpey.

One of the important factors in determining build rates set out in national research by NLP⁴¹ is the number of developer outlets on the site – the more developers and outlets, the higher potential delivery rates. There are five main developers on the main expansion area. In addition there is potential scope for developers with larger land interests such as Bloor and Persimmon to operate two sales outlets⁴².

The NLP research also identified that higher levels of affordable housing provision also increased build rates. The Wessex Study assumed 35% affordable housing. The Local Plan policy DM24 on affordable housing sets out a requirement for affordable housing provision at 48% of units. The viability work that informs this SPD indicates that this level of affordable housing provision is viable. This will further support strong build rates.

⁴⁰ This report was prepared to inform the preparation of the three local plans across Buckinghamshire.

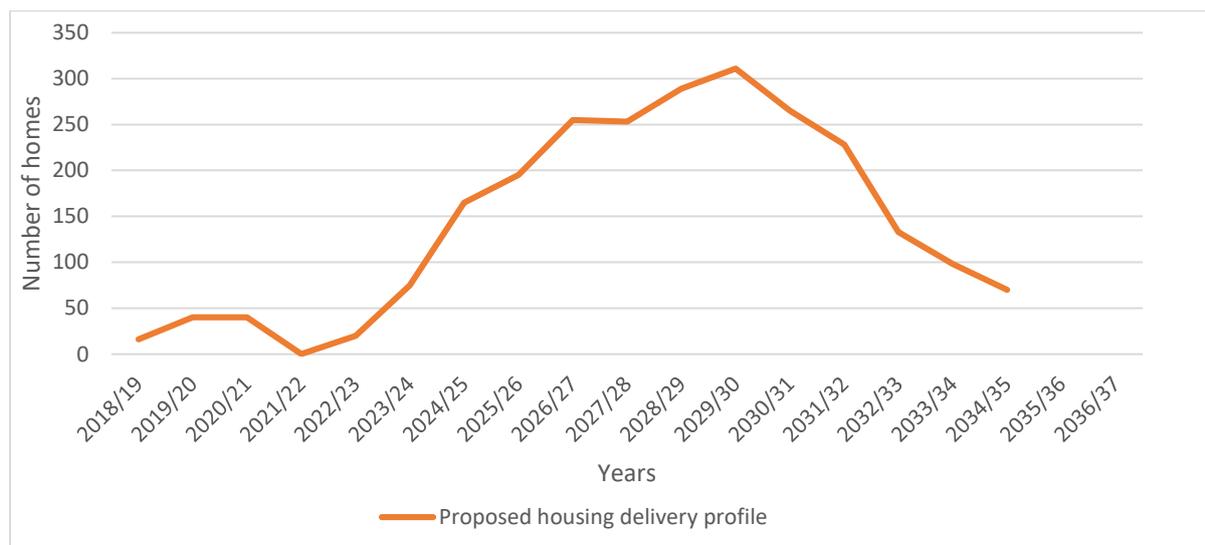
⁴¹ See “Start to Finish – How Quickly do Large Scale Housing Sites Deliver”, NLP, Nov 2016

⁴² See para 5.15, p31, Housing Delivery Study for Buckinghamshire, Wessex Economics, 2017

Housing delivery profile for the PREA

A housing delivery profile has been produced taking into account the Wessex study and other evidence considered as part of the Local Plan Examination, and the factors set out above – see appendix 3, summarised in Figure 61 below.

Figure 61. Summary of Proposed Housing Delivery Profile



While it should only be taken as indicative, the delivery profile shows a peak in delivery with several years well above the average rate.

The Wessex study did note that the Berryfields Major Development Site in Aylesbury achieved an average of 289 completions per annum which included five housing sales outlets.

The latest information indicates that housing delivery at Berryfields has averaged 344 dwellings per year over the total build out, with a peak delivery of 562 homes in one year⁴³. The profile identified here for the PREA therefore remains reasonable and perhaps conservative with a peak of 311 dwellings and an average of 181 dwellings per annum

⁴³ For the period 2013/14 – 2019/20 – See Aylesbury Vale Five Year Housing Land Supply Position Statement, September 2020 on the Council’s website. [Aylesbury Vale area-five year housing land supply position statement-September 2020](#)

(excluding Ashill) over 13 years. This is similar to the 185 average suggested by the Wessex Study, but with more positive delivery factors in place (such as more outlets).

The proposed housing delivery profile is also influenced by the required supporting infrastructure that will need to be phased, and in particular, the relief road.

Taking account of the Jacobs traffic modelling report⁴⁴ it is considered that up to 1396 homes⁴⁵ could be accommodated with the Relief Road in place within the Main Expansion Area prior to the completion of Grove Lane improvements and Culverton link (with widening of the B4009 to follow).

The housing delivery profile allows for 383 homes to be delivered off Mill Lane in addition to 45 at the station and the 96 already built at Ashill. It is anticipated that two phases would largely be built out in parallel, with phase 2 housing delivery served by the SRL of 682 homes.

The highway authority estimates that section 2 of the relief road, as well as Grove Lane bridge and junction should be completed by 1396 homes, anticipated by 2028/29. As noted this reflects the fact that with less background traffic growth expected by this time there is scope for the network to accommodate a higher level of development traffic.

Homes England has awarded the PREA development £12m Housing Infrastructure Funds (HIF). This is a recoverable grant (in effect an interest free loan to developers, repayable to the Council as the development is built out, and recycled to support the development of additional housing). It aims to accelerate housing delivery by facilitating the early construction of the SRL, and hence access to the main expansion area through the Sumitomo site by Autumn 2024.

The SRL will allow access to land in the ownership of Halsbury, and to land held by Persimmon, Taylor Wimpey and Wates, conditional upon delivery of the relief road through the Halsbury land. Each of these developers could contribute to the initial 682 homes off this southern access.

⁴⁴ 'Princes Risborough Phasing Tests 2019' (April 2019)

⁴⁵ Here and throughout this section the figure of 1396 homes includes 96 homes already permitted and being built out at the Ashill development (former Leo Labs site).

If it is not possible to use the HIF in the short term to cashflow the SRL this could place further burdens on landowners and developers and may delay housing delivery.

Before the completion of the SRL providing access to the main expansion area, land off Mill Lane (Bloor South) can contribute to housing delivery. This is based on Bloor South being able to avoid the severe constraint at 'Tesco' roundabout and taking vehicular access from Mill Lane only.

As mentioned, modelling following the draft SPD consultation has identified a potential opportunity to provide further capacity at Tesco roundabout. The implications and options arising from this are considered further in section 4.5.1 Phasing. Longer term, once the early stages of the relief road are in place it will be important that the street through the Bloor South site connects Mill Lane and Longwick Road, especially given its anticipated role for local bus services. The Ashill development (96 homes) is already under construction.

4.4.3 Latest Housing Delivery Profile and the Local Plan

The implication of the housing delivery profile is that the PREA could be built out faster than the Local Plan anticipates. The Local Plan assumes around 550 homes being built beyond the plan period which ends in March 2033, whereas the latest profile suggests that all but 168 homes could be built within the plan period. This is due to the factors mentioned, notably:

- HIF funding helping to bring forward the delivery of key infrastructure and hence the delivery of housing – HIF funding was not known about at the time the Local Plan was prepared
- Increased number of developers with an interest in the site
- Early delivery of some affordable housing element (as these are often delivered earlier than market housing).

The Local Plan does not seek to restrict or control the timing and rate of housing delivery and as such the revised profile is not in conflict with the Local Plan. Earlier and quicker housing delivery does help to bring forward the provision of developer contributions, including Community Infrastructure Levy receipts, and hence assists with infrastructure delivery. However, the Council is conscious that it also means that change may also happen quicker than previously anticipated.

4.5 Phasing of Development and Strategic Infrastructure

This section of the Delivery Plan sets out a phased approach to the provision of strategic infrastructure alongside the progression of housing delivery across the PREA.

The main determinants of this phasing plan are the number of dwellings that can be completed prior to strategic investments being required in the highway and transportation network and the provision of primary schools to ensure capacity is available to meet the needs of new homes. This is an indicative phasing based on latest evidence. It takes account of the HIF funding that has been made available. To a degree however, the pace of infrastructure delivery will be driven by the pace of housing delivery and so may correspond more closely to the rate of housing delivery than to the dates shown.

The Infrastructure Funding, Delivery Lead and Phasing table (Appendix 1) summarises infrastructure to be provided. It identifies the lead funding source, the delivery lead (i.e. the organisation taking responsibility for commissioning infrastructure works) and, where appropriate, what level of housing delivery is possible prior to the delivery of specific infrastructure.

The key infrastructure elements, with indicative timescales and phases are summarised in Table 21.

This is based on the SRL delivery programme at November 2020; changes to the delivery timetable and costs are possible.

The delivery of the PREA is split across three main phases of development, with the amount and location of development largely dictated by the phasing of the relief road.

As noted, housing delivery on Phases 1 and 2 is anticipated to overlap. This allows for development south of the Crowbrook Corridor, off Mill Lane, to get under way before completion of the SRL and the initial spur road access into the PREA. Housing delivery on Phases 2 and 3 is also anticipated to overlap during one year.

Figure 62 shows an indicative Phasing Plan setting out spatially when homes and main strategic infrastructure will be delivered. The phases are then explained in further detail below.

The phasing of the relief road outside the main expansion area presents particular challenges. The Council recognises the concerns of residents and local users as the delivery

of the Culverton Link Road is phased after the mid-point of the development build-out. This reflects technical assessment that the increased level of traffic from the expansion that would make use of Shootacre Lane for a limited period would not generate issues of traffic safety or congestion such that planning permission could reasonably be refused.

Nonetheless the Council recognises that it would be preferable if this section of the relief road could be delivered earlier on. As well as addressing residents' concerns, there could be potential cost savings if this early delivery were to avoid the need for interim improvements along Picts Lane and at the junction with Shootacre Lane.

Hence the Council would wish developers to consider the benefits of earlier provision than is indicated in this document.

Whether early provision of the Culverton Link Road is achieved will depend upon:

1. funding being made available, either from developers or externally; the Council has explored options to obtain external funding and will continue to do so
2. completion of design work
3. land acquisition; the land is not in the control of developers. Given the strategic requirement for the relief road the Council could be willing to assist with land acquisition if this proved necessary⁴⁶, (and subject to a formal agreement with developers).

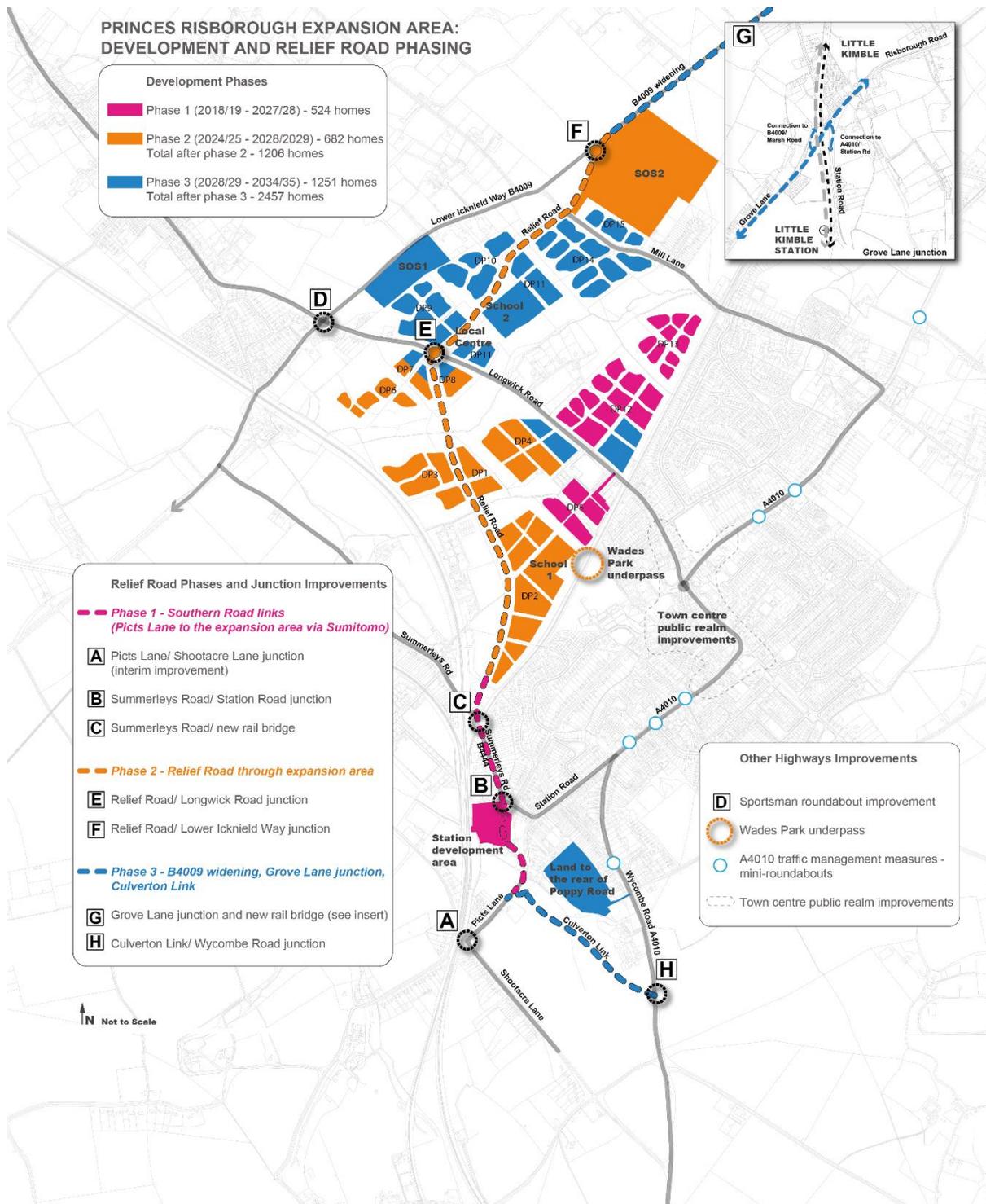
Even if funding is identified, or agreement reached with developers in the near future, the lead in time for delivery to allow for steps 2 and 3 means that the Culverton Link Road would be unlikely to be delivered to the same timescale as the SRL as design of that section of the relief road is comparatively advanced already.

Nonetheless, early s106 contributions to the Council and early design work (either by developers or by the Council) could facilitate this option and accelerate delivery, or at least assure timely delivery in accordance with the phasing set out in this document. Accordingly, and as set out in 4.5.1 the Council will seek agreement and contributions to enable early design work and land acquisition to assure delivery of the Culverton Link Road.

Given the technical assessment, the lack of agreement with developers, and the uncertainties set out above, the phasing of the Culverton Link Road continues to be shown in this document as being delivered by the completion of 1396 dwellings.

⁴⁶ This approach could be extended to support the delivery of other sections of the relief road if necessary

Figure 62. Indicative Phasing Plan⁴⁷



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⁴⁷ This does not include a possible Phase 1A

4.5.1 Phase 1 Housing and Strategic Infrastructure Delivery (2018/19– 2027/28⁴⁸)

Phase 1

The first phase of highway network improvements between the main expansion area, and Picts Lane comprises the Southern Road Links (SRL). This scheme includes interim⁴⁹ safety improvements to Shootacre Lane, pending delivery of the Culverton link early in phase 3 if not sooner, upgrading of Summerleys Road, railway bridge enhancements and land acquisition.

This SRL from Picts Lane would be constructed through the Railway Station site and the Sumitomo site. It is scheduled to be completed by autumn 2024, providing access initially to Halsbury Homes land. The design of this highway infrastructure has been led by Buckinghamshire Council with bridge improvements in agreement with Network Rail.

The HIF grant (£12m) will not fund the full cost⁵⁰ for this initial phase of the relief road and, consistent with policy PR17, the Council has asked developers to put in place funds to make good, or to underwrite, the funding gap, with anticipated developer contributions from phase 1 housing (and potentially later phases of). The delivery of the SRL by the Council is dependent upon funding being secured by s106 or through a Framework Agreement towards this gap, and for the HIF to be repaid by developers over the course of phase 2 and 3.

Housing delivery during this initial phase of development could comprise: the Ashill development (96 dwellings - being built at present as at January 2021), the Station site (45 dwellings), and the start of development off Mill Lane by Bloor Homes, south of the Crowbrook Corridor. In total, this Phase 1 includes 524 homes with 241 completions anticipated by autumn 2024.

Phase 1A

As mentioned, recent modelling (since the draft SPD was published) has identified a potential opportunity to provide further capacity at Tesco roundabout. This would also help

⁴⁸ Dates are indicative

⁴⁹ During this interim, the A4010 remains in place as the main road through town.

⁵⁰ Presently estimated at £26 to £31 m

the cashflow of the overall development as more homes could be delivered before the early sections of the relief road are in place. However, given the sensitivity of other junctions in the vicinity it is premature to be definitive on this issue and hence the Council's phasing plan and viability appraisal do not rely on this.

There are options as to where any phase 1A of development might be located, and indeed the proximity of any highway access to the Tesco roundabout may affect the impact on that junction and hence the scale of development that can be accommodated off that access. If it were to come forward the Council considers it imperative that this be used to incentivise and facilitate the early delivery of a site for a primary school (by providing capacity for some new homes to be provided alongside this).

It is not clear that developers are in a position to agree exactly where (and on whose land) any phase 1A of development should be located and given the options it is important to set out criteria to guide the assessment of any proposals that may come forward

Hence policy compliant proposals for phase 1A will be supported if they:

1. facilitate the comprehensive delivery of the expansion
2. Provide for the early delivery of a site for a school (in accordance with policy requirements and reflecting the Council's preferred approach as set out in the SPD)
3. Demonstrate that highway impacts are acceptable and that all relevant junctions perform acceptably (not just Tesco roundabout)
4. Demonstrate that changes to the Tesco roundabout are modest and do not result in an unacceptable level of traffic through the town centre, contrary to the objectives for the town centre (PR12), or an unacceptable impact on pedestrians or other road users.
5. Make an early equitable contribution to the PREA infrastructure requirements including the SRL
6. Provide for walking and cycling links along Longwick Road and via Wades Park underpass within a reasonable period of time (to avoid isolated and disconnected development that does not have timely walking and cycling links in place)
7. Provide for delivery of the relief road through the development parcel/land holding in a way that is consistent with the overall phasing. (This may be by way of a condition or planning obligation that commits to agreed deliverables with specific triggers)
8. Ensure that any revised phasing does not result in unforeseen infrastructure funding/delivery/viability problems such as necessitating early delivery of highway works at Grove Lane.

Taking account of these criteria the Council estimates that up to an additional 200 homes could be provided off Longwick Road by land holdings west of Longwick Road prior to the delivery of the SRL.

Alternatively, if this capacity is not required in this way or to otherwise support the overall delivery of the expansion area, and given concerns locally about additional traffic on Mill Lane it may be preferable for the street through Bloor South to connect through from Mill Lane to Longwick Road at the outset, and for that development to make use of any additional traffic capacity at the Tesco roundabout.

It is expected that by 2024/25 planning permission will have been granted for development that includes Halsbury Homes. A requirement of any planning permission⁵¹ would be that the next section of the relief road⁵² extending on from the SRL would be constructed through that site in a timely way to north of the Crowbrook Corridor so as to access land promoted by Persimmon, Taylor Wimpey and Wates. These other Phase 2 developers will deliver the relief road infrastructure from the Halsbury Homes site to the land north of the Crowbrook west of the Longwick Road. This will allow the phase 2 housing delivery to begin in this area from autumn 2024.

It is recognised that the routing of construction traffic associated with construction of phase 1 of the main expansion will need to be carefully considered. Especially outside of peak hours, the existing main road network may be more suited for much of this traffic. This will be considered further at the planning application stage when a Construction Traffic Management Plan(s) shall identify and agree the most appropriate routes and management of all construction traffic.

Other Phase 1 Strategic Infrastructure Requirements⁵³

- Contributions will be sought to meet the cost of providing additional school places.
- Land for the first school will also be transferred to the Education Authority after completion of c. 50 new homes in the PREA⁵⁴. This timing will ensure a sustainable pupil intake from within the PREA when the school opens (by 349 homes) as well as protecting existing schools from the impact of the new schools.

⁵¹ This could be by way of a planning condition or a planning obligation

⁵² from the SRL to land north of the Crowbrook and west of Longwick road

⁵³ Additional to contributions to the SRL

⁵⁴ Excluding Ashill

- Contributions will also be sought towards an initial phase of works to address highway constraints in the Mill Lane area including at the railway bridge (to protect against the risk of bridge strikes by vehicles, improve safety and to improve conditions for pedestrians and cyclists). These are set out in the Mill Lane and Askett Area Position Statement agreed by the Head of Planning and Sustainability in consultation with the Cabinet Member for Planning and Sustainability in March 2019.
- Contributions toward a stepped railway footbridge to be provided towards the end of phase 1.
- 1 LEAP provided as part of some of the Neighbourhood Open Spaces.
- Contributions to enable early design work and land acquisition to enable delivery of the Culverton Link Road.
- Consideration to be given to the scope for demand responsive public transport services (DRT).

4.5.2 Phase 2 Housing and Strategic Infrastructure Delivery (2024/25-2028/29⁵⁵)

Taking account of the modelling and traffic issues set out at section 4.2.2.1 the maximum amount of development that can be constructed prior to the relief road being required in full⁵⁶ including the northern railway bridge and new junction with the A4010 at Grove Lane is estimated to be 1396 homes.

Of phase 1, only 45 homes at the station site would be served by the SRL. On top of this housing delivery, this would mean an additional 682 homes as part of Phase 2 to be served from the SRL before the relief road is extended past Longwick Road and connected to the B4009. Construction of the Grove Lane improvements and Culverton Link Road is to be underway towards the end of phase 2 to enable continuous housing delivery in phase 3. If a Phase 1A is built out this may mean that correspondingly fewer homes may be built elsewhere, i.e. before the relief road is completed in full by 1396 homes.

⁵⁵ Dates are indicative

⁵⁶ But excluding widening of the B4009

The Jacobs 2019 traffic modelling report has also identified that the roundabout junction between Lower Icknield Way and Longwick Road (“the Sportsman roundabout”) will require improvements to create additional capacity by 595 homes⁵⁷.

The SRL and the spur road into the PREA would not connect with Longwick Road until the relief road is complete as far as the junction with the B4009. Until that time, it is envisaged that there would be a connection to Longwick Road for emergency vehicles only (as well as pedestrian routes).

By the completion of Phase 2 totalling 1206 homes, the relief road would need to be completed between Longwick Road and the B4009 including the provision of a roundabout junction between the relief road and B4009 Lower Icknield Way. This section of the relief road will be delivered by developers of the land north of Longwick Road, principally Bloor Homes, which controls much of the land upon which the road will be constructed.

It is recognised that until the Culverton Link Road is in place and given the limitations of Shootacre Lane, the routing of construction traffic associated with construction of phase 2 of the main expansion will need to be carefully considered. Especially outside of peak hours the existing main road network may be more suited for much of this traffic. This will be considered further at the planning application stage when a Construction Traffic Management Plan(s) shall identify and agree the most appropriate routes and management of all construction traffic.

Other Phase 2 Strategic Infrastructure Requirements

Transport and Highways

- (If the SRL has not been provided already it will be necessary for this to be provided before the delivery of homes in phase 2 of the Main Expansion Area.)
- Railway underpass to Wades Park (by 150 homes on phase 2)
- A second phase of highway works by developers to address highway constraints in the Mill Lane and Askett area will be sought for implementation towards the end of phase 2. Further details are set out in the Mill Lane and Askett Area Position Statement.
- Consideration to be given to the scope for demand responsive public transport services.
- Repayment of HIF to the Council by developers

⁵⁷ 691 homes if including 96 at Ashill

Primary Education

- The first two form of entry Primary School will open by 349 homes (excludes Ashill), with the land required by 50 homes. This school is to be located in the southern part of the Expansion Area, west of the Longwick Road⁵⁸. It is therefore envisaged that phase 1 and phase 2 developers will need to secure an agreement to provide the land to the LEA at no cost in a timely manner. S106 agreements will secure contributions to school places, recognising forward funding of the new schools by the Local Authority where necessary. Land for the second primary school, to be located next to the Local Centre, east of Longwick Road and north of the Crowbrook corridor, will need to be secured by 1000 homes⁵⁹.

Sports and Recreation

- Mill Lane Sports and Community Hub (SOS2) including: 3G sports pitch, 3G hockey pitch, 3 full size sports pitches and 1 MUGA.
- 1 NEAP and 2 LEAPS provided as part of some of the Neighbourhood Open Spaces

Secondary Education

- During phase 2 there will be increased capacity across the school place planning area, possibly including expansion of Princes Risborough School. Town Centre public realm improvements.

Town centre public realm improvements

- There may be scope for delivering some town centre public realm improvements in phase 2 where they are not linked to A4010 traffic calming measures.

Parking serving the Town Centre

- Decisions on the phasing of additional public car parking will be taken in light of monitoring of parking demand, decisions about CIL funding priorities and opportunities to increase capacity.

⁵⁸ Section 3.5.3 and figure 28 set out design guidelines for its delivery, with Figure 24 showing an indicative location.

⁵⁹ across the whole PREA

4.5.3 Phase 3 Housing and Strategic Infrastructure Delivery (2028/29 – 2034/35⁶⁰)

Phase 3 housing delivery provides for a further 1247 homes and will include development parcels both sides of Longwick Road served off the new spine road. Completion of the relief road in full early on in this phase is necessary to ensure continuity of housing delivery.

Transport and highways

- The new junction with the A4010 at Grove Lane and associated new railway bridge will need to be completed by 1396 homes. Delivery of this infrastructure would be led by developers, in agreement with Network Rail
- The 'Culverton Link' between the A4010 and Picts Lane will also be required by 1396 homes at the latest and delivery would be led by developers
- The required improvements to the B4009 (Lower Icknield Way) to bring it to a higher standard, and enable its reclassification as an 'A' road, will be required by 1680 homes and delivery would be led by developers
- The package of traffic calming improvements along the A4010 through Princes Risborough will be required after completion of 2140 homes.
- Offsite footpath and cycling improvements including to the secondary school will also be delivered during phase 3
- The new scheduled bus service through the main Expansion Area will be required at the beginning of Phase 3.
- Repayment of HIF to the Council by developers if not fully repaid over phase 2

Primary Education

- By 1300⁶¹ new homes the second two Form Entry Primary School will open, located close to the Local Centre north of Longwick Road and adjacent to the relief road

⁶⁰ Dates are indicative

⁶¹ 1396 including Ashill

Secondary Education

- During phase 3 there is increased capacity across the school Place Planning Area, possibly including expansion of Princes Risborough School.

Sports and Recreation

- Lower Icknield Way sports hub including rugby pitch and allotments will be provided (SOS1)
- Four tennis courts will complete provision at Mill Lane sports and community hub (SOS2)
- One NEAP and two LEAPs will be provided as part of some of the Neighbourhood Open Spaces

Local centre

- The Local Centre (business and retail space) will be provided following completion of the relief road to the B4009 (Lower Icknield Road). This will be provided alongside the opening of the second primary school, i.e. by circa 1300 new homes⁶².

Health

- Additional GP services to be provided co-located with the existing practice at Stratton Road. This could occur earlier, subject to agreement between individual practices and the Clinical Commissioning Group.

Town centre public realm improvements

- Princes Risborough Town Centre public realm improvements will be put in place linked to the A4010 traffic calming package.

Parking serving the Town Centre

- Decisions on the phasing of additional public car parking will be taken in light of monitoring of parking demand, decisions about CIL funding priorities and opportunities to increase capacity.

⁶² 1396 including Ashill

Table 21. Summary of Housing and Strategic Infrastructure Delivery⁶³

⁶³ Unless specified, numbers are cumulative across the whole PREA, including Ashill. Note also that this table summarises information also contained in sections 4.5.1, 4.5.2 and 4.5.3.

Indicative timeline	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34	2034/35
<p>Build out Phase 1 – no relief road</p> <p>Phase 1 = 96+383+45 = 524 homes</p> <p>Development build out at Ashill, Station site and off Mill Lane south of the Crowbrook</p>																	
<p>Build out Phase 2 – Southern Road links and cul-de-sac off Sumitomo</p> <p>Phase 2 = Phase 1 + 682 homes (=1206 homes)</p> <p>Development build out off the southern access</p>																	
<p>Build out Phase 3 – Remainder of the PREA and complete relief road + A4010 traffic calming package</p> <p>Phase 3 = Phase 2 + 1247 homes (=2453 homes)</p> <p>Development build out, mainly east of Longwick road/ north of the Crowbrook</p>																	

Key highways improvements			<p>'Do minimum' network improvements*</p> <p>Delivery of the Southern Road Links including Station Approach Junction Mill Lane area highway improvements*</p> <p>Mill Lane area highway improvements</p> <p>By 241 homes, delivery of Road from the SRL to land north of Crowbrook corridor west of Longwick Road</p>		By 691 homes (595+96) Longwick Road / Lower Icknield way (Sportsman Roundabout) improvements		By 1206 homes (mid 2028/29), completion of: Section 2 of the relief road: from Section 1 to B4009 including roundabout at junction with B4009 Mill Lane/area traffic calming	By 1396 homes, completion of Culverton link and Culverton link junction with A4010, and Grove lane bridge and junction improvement (B4009/A4010)	By 1680 homes, delivery of B4009 widening		By 2140 homes, delivery of A4010 traffic calming package						
Primary Education		<p>After 50+96 homes, land for the first school in the south western part of the PREA to be transferred to the Education Authority.</p> <p>Design and construction lead in times: 15 to 18 months</p>		After 445 (349+96) homes, the first school is expected to open		By 1096 (1000+96) homes, land for the second primary school north of the Crowbrook corridor will be transferred to the Education Authority Design and construction lead in times expected between 15 to 18 months	After 1396 (1300+96) homes the second school is expected to open by this point										
Other key infrastructure			Possible scope for DRT public transport	By 150 from Phase 2, provision of Wades Park underpass	Provision of most of SOS2 Provision of stepped footbridge		Bus provision – anticipated start of scheduled service	Local centre to be delivered by 1400 homes	Provision of SOS1 and tennis at SOS2								
Indicative timeline	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33	2033-34	2034/35

*These will be delivered between 2018/19 and 2024/25

4.6 Infrastructure Funding and Viability

4.6.1 Funding Strategic Infrastructure

Strategic Infrastructure will be funded by landowners/developers including repayment of the HIF that has been secured from Homes England as a recoverable grant.

In most cases infrastructure will be directly provided by developers.

Appendix 3 PREA Delivery Profile and Infrastructure Costs includes a summary of the estimated costs of the strategic infrastructure to be funded by developers across the different phases. (circa £131.7M.) Inevitably these costs will change over time reflecting a range of factors⁶⁴, especially given the length of time over which delivery is planned, however they give a broad indication of what costs can be anticipated based on present day information. This appendix excludes the infrastructure costs that would be funded by the Community Infrastructure Levy (CIL).

Appendix 3 also shows when the costs are anticipated to arise taking into account the expected housing and infrastructure delivery profile and the development framework (see the Capacity Plan). The updated costs have been taken into account as part of the Viability Appraisal that has been undertaken which confirms that the PREA can bear the cost burden of infrastructure required.

For the most part it is anticipated that developers will provide strategic infrastructure directly and so the Council will be seeking s106 contributions only in limited circumstances, including:

- Towards delivery of the SRL (if the Council's lead design role continues into the delivery phase⁶⁵)
- Council assistance with land acquisition (and possibly design) (if required and agreed.)
- New schools,
- Bus services, including potentially DRT type services

⁶⁴ These include inflation, and differential rates of inflation for different products and services, regulatory and statutory requirements that may change over time.

⁶⁵ If developers were to deliver the SRL rather than the Council, then this approach would need to be reconsidered in light of the circumstances and upon the relationship between the developer(s) making a contribution the developer(s) taking responsibility for delivery and any formal agreement between them.

- Towards future maintenance costs when these are not provided for in other ways).

These are considered compliant with the CIL Regulation 122 tests which means they are:

- necessary to make the development acceptable in planning terms,
- directly related to the development and,
- fairly and reasonably related in scale and kind.

Policy PR17 requires all developers within the expansion area to deliver on site infrastructure and make equitable contributions to off-site infrastructure.

Within this policy framework there are options for how equitable contributions should be calculated. Clearly any approach should be consistent, transparent, fair in terms of what each developer pays and reasonably easy to understand and administer.

The Council’s preferred option for the proper planning of the PREA, and one that is typically used by consortia of developers across the country, is that they deliver necessary infrastructure individually or collectively and agree the equalisation of costs between themselves.

In the absence of this so far, we have considered a number of options, summarised below.

Table 22. Options for funding strategic infrastructure

Option	Advantages	Disadvantages
Preferred option		
A separate ‘equalisation agreement’ between developers	<p>The issue sits with developers and landowners, in discussion with the Council where Council funds are also involved, and this is a more appropriate location for such a commercial issue.</p> <p>This could reflect any combination of factors that developers felt important</p>	Depends on agreement and the abilities of different landowners to represent their own interests.

Option	Advantages	Disadvantages
Other options		
A standard contribution per dwelling	Simple to understand and calculate	Different development parcels may accommodate dwellings of different sizes, costs and values and it may be unfair to levy the same charges on small dwellings as on larger ones.
A standard contribution per habitable room	Achieves a closer and more consistent relationship between development values and costs, so it's fairer.	Varies according to mix of dwelling size which may change over time
A standard contribution rate based on site area held by each landowner or developer within the expansion area	Simple to understand and calculate	Not fair as not all land within each holding generates equal margin to meet costs, e.g. some area may be undevelopable if it is within a buffer area
A standard contribution rate based on Net Developable Area held by each landowner or developer	<p>Reflects the developable land available to each land owner or developer to create value.</p> <p>Derives from planning policy decisions which determine the land use and hence the value capable of being generated.</p> <p>Whilst density is not taken into account as a specific factor, lower densities will tend to be associated with</p>	<p>Less simple to understand and calculate.</p> <p>Doesn't reflect the different densities, and hence dwelling numbers that may be achieved on parcels that may have a similar area.</p>

Option	Advantages	Disadvantages
	larger dwellings that generate more value.	
A standard contribution rate based on Net Development Area held by each landowner or developer, adjusted to reflect the different densities of development parcels in different character areas	<p>Although more complicated this would still be reasonably straightforward to calculate and administer given that the rate would be consistent within the different character areas.</p> <p>May be a pragmatic way of ensuring a closer relationship between density and NDA.</p>	<p>Development densities will not be uniform within character areas.</p> <p>Further work would be needed to assess different options to calculate any adjustment factor based on e.g. gross floor area, dwellings per hectare, bedrooms per hectare.</p> <p>May be challenged by those asked to pay more.</p>
A standard contribution linked to the anticipated yield or profitability of each landowner or developer		<p>Less simple to understand and calculate.</p> <p>Not directly linked to tangible site or development characteristics.</p> <p>Would likely be calculated on a standard basis whereas different developers will have different costs.</p> <p>Complicated to administer and costs and income at site level likely to be opaque.</p>

Whilst there is no single best way to calculate equitable contribution in the absence to date of developers having an equalisation agreement, the Council favours an approach based on

the Net Development Area (NDA) available to each landowner/developer. The Council sought views on this question as part of the consultation and developers seem accepting of this approach.

This approach strikes a balance between fairness, and being reasonably transparent and straight-forward to calculate. It takes into account the land that is required for infrastructure but is not available for housing development. The viability assessment accompanying this SPD uses this approach.

The calculation of developer contributions based on an assessment of total costs and NDA of each developer allows for an assessment of what each developer should contribute whether infrastructure is provided directly by or by way of s106 contributions. (see also section 4.7 Delivery Mechanisms)

The cost of the primary schools reflects current guidance and Council costs. These costs, and any maintenance costs secured by s106 agreement will be reviewed at the time when planning applications are considered.

In estimating the costs of strategic infrastructure the Council expects that land within the main expansion area will be made freely available. If it were to have to incur land assembly costs to ensure the availability of land for the relief road through the main expansion area and other key infrastructure such as primary schools, it would be necessary to add these costs, as well as the cost of capital employed, to the circa £131.7M strategic infrastructure cost to be split equitably in accordance with policy PR17.

Given that timing of infrastructure is critical to enable continuous housing delivery, the timing of this will be set out as a requirement of planning permission(s). In the case of the SRL forward funding from developers – or agreement to underwrite the Council's costs will be necessary. (see section 4.7 Delivery Mechanisms).

The management and long term funding arrangements for green and blue infrastructure remain to be confirmed. As far as possible the Council is keen to see cost effective arrangements put in place that minimise the burden on future residents, and are fair and accountable to them. Arrangements that pool maintenance responsibilities in full or in part and which are financially transparent may help achieve this. Arrangements that not accountable and which may be driven by an opportunity to generate a revenue stream from residents will not be supported.

The effects of any future changes brought about by the Planning for the Future White Paper on the S106 and CIL regimes, and other matters, are yet to be determined, and will

potentially impact the way funds are collected. The Council will review its approach in line with future changes.

4.6.2 Wycombe area Community Infrastructure Levy (CIL)

CIL is a charge on residential and retail developments to fund additional infrastructure to support development within the Wycombe area⁶⁶. Wycombe District Council agreed at Cabinet 18 September 2017 to release 25% of CIL receipt to Princes Risborough Town Council (PRTC), as if they had a neighbourhood plan in place⁶⁷. With the new unitary authority (Buckinghamshire Council) CIL remains in place in the Wycombe area and PRTC will continue to receive 25% of receipts.

The infrastructure that is likely to be funded by CIL, including the local allocation that is passed to the Town Council, is included within the Infrastructure Funding, Delivery Lead and Phasing table at Appendix 1. This may include: public realm improvements in Princes Risborough Town Centre, secondary school places, community facilities – including those for cultural activities –, public art to enhance the wider public realm, and town centre parking. In addition, there may be other requirements on CIL funding, for infrastructure improvements that the community consider important but which may not meet the statutory tests for a planning obligation (S106 contribution).

Decisions on the use of CIL are taken by the collecting authority, Buckinghamshire Council, and by PRTC in respect of the local allocation, after they have been secured. Going forward the Council will take into account and set out thinking in future Infrastructure Statements.

⁶⁶. Details are set out in the Wycombe CIL Charging Schedule and accompanying documents. <https://www.wycombe.gov.uk/pages/Planning-and-building-control/Planning-applications/Community-infrastructure-levy-spending-and-technical-reports.aspx>

⁶⁷ Due to the strategic context of the 2004 Local Plan, a neighbourhood plan could not have proposed major growth at Princes Risborough whilst being in general conformity with the strategic policies of the adopted development plan, which is one of the basic conditions test. Further information on this can be found in the Topic Paper 6: Princes Risborough Para 5.123 and in the background documents for the 18 September 2017 Cabinet report

4.6.4 Viability

In order to ensure that the PREA development remains viable taking account of the infrastructure cost burden, the Council has commissioned an independent viability appraisal by Avison Young (formerly GVA Grimley) (May 2019, updated November 2020). This includes up to date infrastructure costs and developer contributions that take into account the expected housing and infrastructure delivery profile and the development framework that are identified in the Capacity Plan.

This appraisal confirms the earlier conclusion of viability evidence that was commissioned as part of the Local Plan evidence base: that the overall PREA scheme is viable but suffers from a cashflow issue early on. Homes England has agreed a £12m HIF recoverable grant to help address this cashflow issue. The appraisal indicates that the development is able to fund the balance of the cost of the SRL (while taking account of finance costs incurred) while remaining viable and the Council has requested that developers make these funds available to enable the Council to deliver the SRL and unlock the main phase of housing delivery.

If this funding is not available, the Council will not be in a position to deliver the SRL or to make use of HIF funding. In these circumstances the delivery role for this section of the relief road rests with developers, and this will add to the cashflow and hence the infrastructure delivery challenge. Viability work indicates that overall the development would generate sufficient value to enable this, however this could delay the delivery of homes in phase 2.

4.7 Delivery Mechanisms

The ambition and the need for a comprehensive approach to the delivery of the PREA is clearly set out in the Wycombe District Local Plan⁶⁸ and further demonstrated by the Capacity Plan (sections 1 to 3 of this SPD). As noted this will require a collaborative approach between Buckinghamshire Council, Network Rail, Princes Risborough Town Council, Homes England, and critically the landowners and promoters of development.

The PREA is particularly challenging given the fragmented ownership of land, the absence, so far, of a full consortium approach among developers that embraces the entirety of the Main Expansion Area, and the need to deliver a relief road both through the main expansion area and off site, which includes new railway bridge structures.

The Viability Appraisal work undertaken by Avison Young (November 2020) confirms the project overall is viable but the forward funding of major investments in key enabling infrastructure presents a financial challenge. Hence Homes England have committed to providing a recoverable HIF grant of £12m to assist the commencement of the relief road. This would be repaid by developers to the Council to be recycled to support housing delivery elsewhere. In turn, Homes England require assurance of delivery before it releases funding.

Consideration has been given to the various instruments and delivery mechanisms that could be applied to best enable and assure the delivery of the PREA, including a review of similar major developments.

4.7.1 Options for a delivery mechanism

As noted earlier, a development of this scale and type would often involve a consortium of all the main developers involved. There has so far been limited willingness to cooperate on phasing and infrastructure delivery issues. The Council has engaged with developers (who attended the 2019 Design Review for instance) and the Council has reviewed the draft SPD taking account of comments made (both by developers and by others) and a number of changes have been made as a result (see Statement of Consultation on the Council's

⁶⁸ After 31 March 2020, and the creation of Buckinghamshire council, the Wycombe District Local Plan (adopted August 2019) remains extant for the Wycombe area.

website for details. By November 2020 a consortium appears to have been formed with some – but not all - of the developers.

While this is a matter for developers, it is not yet clear how, or indeed whether, this arrangement will achieve a fully policy compliant development that is able to share costs fairly in a way that can gain the support of all involved in the expansion, while ensuring that the full package of infrastructure can be delivered and overcoming issues of phasing.

The straightforward approach would involve a single planning application for the Expansion Area (either in outline or a "hybrid" i.e. mix of an outline with some elements fully detailed) and which includes all necessary infrastructure, supported by a masterplan with detailed matters to be agreed. Alternative approaches may also add time cost and difficulty to the assessment process, including demonstrating traffic impacts as it may be necessary to consider different permutations of sites coming forward.

There may be a particular challenge in relation to agreeing and assuring forward funding for the delivery of the early and later sections of the relief road. However, developers coordinate arrangements between themselves, it is essential that the timing of housing delivery and the funding and delivery of infrastructure is coordinated throughout the build. This would be better if it were done pro-actively but if necessary the Council will endeavour to ensure that delivery housing and infrastructure are coordinated as required by policy, based on equitable contributions to infrastructure reflecting the approach to NDA (see table 20) and informed by technical evidence when determining planning applications.

Together with the Local Plan this SPD brings clarity on:

- what is expected from the PREA,
- what kind of place Princes Risborough will be with the expansion area built out,
- when key infrastructure is required in relation to housing delivery,
- when different phases of housing can be delivered taking account of infrastructure constraints
- the Council's thinking on the approach to apportioning costs equitably between developers.

In the absence of a consortium-led approach from developers there are **two main options** for the delivery of the PREA

Option 1

1. An approach that is based on a Framework Agreement

This agreement would set out each Party's contributions to infrastructure funding and delivery: essentially, what will be delivered, when, where and by whom, and the basis on which equitable contributions are calculated. It would ensure linkage between housing and infrastructure delivery. It would be expected to reflect the requirements of this SPD.

This approach would include agreement on cost apportionment and has precedent elsewhere, e.g. Filton Airfield, Gloucestershire. This approach is sometimes known as a Strategic Land and Infrastructure Contract (SLIC). Developers responsibilities for the delivery of on-site and off-site infrastructure would be specified as well as confirming the Council's role; this could include ensuring timely land acquisition where necessary for off-site infrastructure.

Developers would take responsibility to deliver housing and the majority of infrastructure including off-site infrastructure (e.g. through a section 38 agreement with the highway authority). They could also provide funding to those elements of infrastructure that the Council could take responsibility for delivering (see appendix 1).

This approach offers certainty for all involved, avoids the risk of delays and abortive costs preparing planning applications and running appeals. It could also help gain engagement with the local community through involvement of the Princes Risborough Town Council (PRTC), and with Network Rail which will need to agree the grant of rights over railway land to facilitate the PREA.

This, or some other form of agreement, could be especially valuable if the Council has to undertake compulsory purchase of land required to deliver key infrastructure such as the relief road, or as a way of developers underwriting costs the Council incurs delivering infrastructure that is needed to enable the development. The scope of any agreement need not necessarily be fully comprehensive from the outset.

This approach would represent a ‘light touch’ approach from the Council compared to alternatives such as a Development Vehicle⁶⁹, or a Joint Venture⁷⁰ and reflects the preference previously expressed by developers of the PREA.

Such an approach would ideally involve all relevant developers and those with significant land interests, but could have value even if some developers were unwilling to formally agree.

Option 2

- 2. An approach based on assessment of partial or ad hoc planning applications for compliance with policy and the adopted SPD with equitable contributions to, and delivery of, infrastructure secured by s106 agreement or conditions as a requirement of individual planning applications in a way that assures overall delivery.**

This could involve significant costs and abortive efforts on the part of various parties as the timing of planning applications would not be agreed or coordinated and the Council may face competing and conflicting applications. Implicit in this approach is that significantly non-compliant applications would be refused planning permission. Developers may seek to test the Council’s approach through the appeal process and this would risk undermining the willingness of other developers to coordinate their development efforts.

Nonetheless, with a recent and robust evidence base, the WDC Local Plan adopted in August 2019, and community support for its approach, the Council believes it would be in a strong position to refuse non-compliant applications that seek to undermine a comprehensive and equitable approach.

⁶⁹ A development vehicle could include a body arms-length from the Council responsible for the organisation and provision of infrastructure and programming of development.

⁷⁰ A Joint Venture would involve the Council actively investing in the development, sharing risk and reward to ensure delivery, in partnership with developers.

This approach could be run in parallel with a pro-active approach to land acquisition to ensure the deliverability of the relief road, and possibly other locationally-specific infrastructure if necessary, so as to assure the delivery of the PREA.

This approach would depend upon planning applications being able to demonstrate:

- how they form part of a fully policy compliant development
- that they accept their fair share of costs
- that the full package of infrastructure can be delivered while overcoming issues of phasing
- how delivery will be achieved (noting that aside from the exceptions mentioned at 4.6.1 and shown in Appendix 1, the Council does not anticipate taking a wider infrastructure delivery role.)

In principle an application for part of the site could undertake to deliver a proportionate share of strategic infrastructure, however there are obvious issues of connectivity and coordination.

A particular concern relates to the delivery of sections of the relief road as these are large and expensive to deliver and any applications would need to be of sufficient size to assure delivery of all infrastructure necessary to support that part of the development. It may also be challenging to assure delivery of locationally-specific infrastructure such as schools or open space if the relevant land is not in the control of a developer or group of developers.

The use of Grampian conditions that limit development until specified requirements are met could offer some flexibility in managing this approach. In principle the Council could also consider adjusting the requirement for s106 contributions towards the infrastructure that it agrees to deliver if developments were accepting a corresponding commitment to direct delivery of other infrastructure, e.g. reducing contributions toward future traffic calming in return for delivery of other infrastructure of corresponding value.

In practice the risk of other developers failing to agree to coordinate the timing of their development and delivery efforts and to tailor their s106 contribution mean that this could be practically difficult.

Whilst feasible, it is not the Council's preferred approach.

4.7.2 Preferred approach

The preferred overarching delivery mechanism, which the Council has pursued pro-actively, is a Framework Agreement with developers and other relevant parties. This would give

confidence and certainty to all parties and is considered the most appropriate and effective response to the opportunities and challenges presented by the PREA.

By entering into a Framework Agreement, developers would clearly demonstrate their commitment to the delivery of the planned homes, associated road infrastructure, open space and recreational and other community facilities that will enable the creation of high quality and sustainable communities at the PREA.

This agreement would underpin a single outline of hybrid planning application for the whole expansion area as mentioned in section 4.7.1

In practice, there may be a hybrid approach whereby some but not all developers are willing to sign a Framework Agreement, leaving ad hoc planning applications covering parts of the expansion area to be assessed against the Local Plan policy and the SPD.

Table 22 below summarises the key stages and documents required of this approach.

Further details of what an approach based on a Framework Agreement could entail, including principles, roles, responsibilities and management arrangements, are in Appendix 4.

Table 22. Key stages and documents linked to a Framework Agreement approach

Key Document	Content/Purpose
<p>Urban Design Framework Plan (UDFP)</p>	<p>Approved as part of the SPD, identifying the strategic infrastructure, land use and movement frameworks:</p> <ul style="list-style-type: none"> • Broad location of infrastructure • Location of key Routes • Distribution of public open space (POS) • Distribution of land uses
<p>Framework Agreement</p>	<p>Legal agreement, signed by all developers and the Council, and ideally Princes Risborough Town Council (PRTC), and Network Rail which cross refers back to the UDFP and sets out the contributions to, and mechanism for, infrastructure funding and delivery: essentially, what will be delivered, when, where and by whom. The Framework Agreement is based on and refers to the following key elements:</p>

Key Document	Content/Purpose
	<ul style="list-style-type: none"> • key principles • Infrastructure Delivery Plan – included within the SPD • Apportionment of locationally specific infrastructure to land parcels. • Responsibilities for delivery of infrastructure elements • Mechanism to determine any payments between parties and/or specific costs including the value of ‘works in kind’ (see next section) • A mechanism to oversee funding collection, implementation, overall delivery (more detail below). • Triggers for the timing of site wide infrastructure. Green and Blue Infrastructure Management Strategy covering Public Open Spaces, habitat enhancement and management, and SuDS
	<p>Following a Framework Agreement, it is anticipated that the planning process would follow in the normal way:</p>
<p>An outline planning permission for the whole area</p>	<p>Setting out overall housing numbers, and infrastructure to be provided. If this is to be different from that set out in this SPD this should be supported by a masterplan, as well as a design and access statement, and a Transport Assessment. Further details may be provided at developers’ discretion – see below - or may be reserved for later consideration.</p>
<p>Detailed plans – as part of planning applications⁷¹</p>	<p>Setting out block, plot, building, public space etc. details for each phase of development.</p>
<p>Planning permissions and associated Section 106 agreements</p>	<p>These follow on from the Framework Plan and approve specific development parcels/phases. S106 agreements transfer the key requirements from the Framework Agreement to a site specific level and cover issues such as:</p> <ul style="list-style-type: none"> • Affordable housing provision • Public Open Spaces implementation/ management arrangements

⁷¹ At developers’ discretion these may be preceded by an outline planning application or applications which provide illustrative sketch details.

Key Document	Content/Purpose
	<ul style="list-style-type: none"> • Site specific management issues • Specific financial contributions
<p>Reserved Matters and discharge of condition</p>	<p>Relate to detailed parcels and specific aspects of development and infrastructure</p>

Dealing with Potential Blockages to Delivery

A Framework Agreement would include provisions to ensure that the programme of infrastructure delivery is not frustrated by the reliance and performance of individual landowners/developers. For instance, it could allow for developers to covenant with each other and with the Council(s) to ensure infrastructure can be delivered in a timely manner to the boundary of each site and to allow access (pending formal adoption as highway).

The Framework Agreement would also make provision for ‘step in rights’ where there are significant delays in the provision of strategic infrastructure which is preventing other developments from being implemented. Again, this would allow the Council or developers to take control of infrastructure delivery.

Even if all landowners / developers do not wish to enter into a Framework Agreement there may be options for formal agreement that facilitates delivery e.g. through an option agreement to assure that the necessary land is available to deliver key infrastructure such as the relief road.

In the absence of a comprehensive Framework Agreement or other agreements other mechanisms may be necessary.

To ensure housing delivery and to provide assurance to Homes England, all the land necessary for the full relief road must be made available when required.

Once the SRL is built to the land in Halsbury ownership the relief road will need to be extended to access development land promoted by Persimmon, and then extended north of the Crowbrook Corridor to provide access to the Taylor Wimpey and Wates sites. In due course it needs to extend to the B4009 through land held by Bloor.

It will be important that construction of these phases of the relief road proceeds in a timely way without undue delay. This could be dealt with by way of a planning condition or planning obligation if a planning application were approved. However, this is conditional upon a suitable application coming forward.

To ensure delivery of the relief road in full and hence the PREA, the Council is prepared to consider its powers⁷² to intervene through compulsory purchase of the land required to deliver the relief road, if necessary.

This is an action of the last resort, however it can be helpful if required⁷³ to ensure that the necessary land can be brought into a single ownership and addresses any unregistered land.

It is recognised that compulsory purchase is unwelcome from the point of view of landowners and carries the liability for compensation, at a level which may be settled only late in the process, adding to uncertainty and hence risks.

Nonetheless, the need to assure delivery within reasonable timescales means that in the absence of agreement or planning permissions that demonstrate how the expansion is to be delivered in a way that is policy compliant, it may be necessary for the Council to consider commencing CPO proceedings. This need not preclude continuing efforts to reach agreement with developers and landowners.

Promoting such a CPO at an early stage would also demonstrate the public sector commitment to securing a crucial element of strategic infrastructure, and provide assurance as regards the delivery of the PREA. It could also encourage landowners/developers to negotiate with the acquiring authority.

⁷² WDC resolved in 2016 to consider using compulsory purchase powers under S226 of the Town and Country Planning Act (1990) to enable infrastructure and development at the PREA.

⁷³ Guidance on Compulsory Purchase is available at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/684529/Compulsory_purchase_process_and_the_Crichel_Down_Rules_-_guidance_updated_180228.pdf

4.8 Monitoring and Review

This document is intended to provide clarity and enduring guidance on development requirements and delivery mechanisms over the ten-plus years that the PREA is expected to build out.

Hence it has been subject to formal public consultation. Stakeholders, including landowners and developers, were encouraged to provide feedback so that the Council's approach is robust.

On adoption, the SPD carries statutory weight in the planning process as material consideration.

The Council will monitor housing delivery rates and compliance with planning obligations and triggers to ensure that commitments to provide infrastructure and contributions are honoured. Projected housing delivery rates form the basis of infrastructure triggers in this SPD, not specific years. As such, slower housing delivery – for example due to a more cautious market - means that the infrastructure requirements will typically be triggered -and delivered, at a later date.

The value of contributions payable to the Council are included in appendix 3 have been set at their value at October 2020 when the Viability Appraisal was undertaken⁷⁴. These will be recalculated according to guidance and information in place at the time of determining any planning application or otherwise as may be adjusted for inflation.

The viability appraisal indicates that across the overall development and by the end of the construction period, there is significant 'headroom' that should provide developers with some protection against higher than anticipated costs. As the responsibility for infrastructure provision rests with them, developers are recommended at an early stage to independently verify cost estimates for infrastructure for which they may be responsible.

The 2020 government white paper Planning for the Future sets out consultation proposals that include replacing s106 and CIL with a nationally set infrastructure levy. Given that these

⁷⁴ Since the viability appraisal was undertaken in October 2020, appendix 3 has been amended to reflect updated profiling of the SRL costs and delivery of homes (Halsbury Homes assumed start 2024/2025), and additional contributions towards health facilities and land costs (1.45M in total). Sensitivity testing since then confirms that allowance for these costs would only make a marginal difference to the overall appraisal.

proposals are not yet finalised along with the emphasis here on developers taking responsibility for direct delivery of the majority of infrastructure, the implications may be relatively limited. Nonetheless the Council will if necessary review the implications for the delivery of the expansion area should any changes be confirmed.