



DARTMOOR LOCAL PLAN  
guiding planning applications in Dartmoor National Park

# Infrastructure Delivery Plan (IDP) 2019

September 2019



# Contents

1	Background .....	3
1.2	Role of the Authority .....	3
2	Identifying, funding and delivering infrastructure .....	4
2.1	Identifying relevant infrastructure .....	4
2.2	Consultation.....	5
2.3	Funding Infrastructure .....	5
2.4	Planning Obligations and Community Infrastructure Levy (CIL) .....	6
2.5	Risks to infrastructure funding and delivery .....	7
3	Policy Context and Strategic Priorities .....	8
3.1	National policy .....	8
3.2	Local policy and strategic priorities .....	8
4	Infrastructure Delivery Plan.....	9

## 1 Background

- 1.1.1 The Infrastructure Delivery Plan (IDP) is an evolving part of the evidence base for the Dartmoor National Park Authority Local Plan Review.
- 1.1.2 The National Planning Policy Framework (NPPF) requires the Authority to proactively plan for and, where possible, help deliver necessary infrastructure. Infrastructure requirements are not only borne out of new development, but from a wide range of sources, for example:
- pre-existing deficiencies (infrastructure shortfalls that already exist even before new development is considered);
  - changes in the demographics of the area (for example an older population requiring increasing social care provision);
  - shifts in technology and lifestyles (for example the technological revolution associated with the internet and mobile communication and alternative transport modes like the electric car);
  - economic cycles affecting investment decisions and government policies that require or incentivise certain developments; and
  - climate change, in particular physical infrastructure and emergency response associated with more extreme weather events.
- 1.1.3 As identified through the Authority's evidence gathering the pressure will likely come from growth in the National Park's larger settlements, an ageing population and the impact of climate change. The IDP sets out the infrastructure requirements to accommodate the growth and development set out in the local plan so it can be planned for strategically and considered during the life of the plan. The IDP identifies:
- essential infrastructure needs and costs;
  - when and where the infrastructure is needed or will be delivered;
  - who will deliver the infrastructure;
  - how the infrastructure will be funded;
  - risks to infrastructure delivery and contingency plans; and
  - the plans and strategies of infrastructure providers.
- 1.1.4 The IDP will serve as a record of key infrastructure items to be prioritised in discussions with key local partners.

### *What is the definition of infrastructure?*

For the purposes of the IDP Infrastructure comprises basic facilities, services and installations needed for the functioning of a neighbourhood, community or society, such as transport and communications systems, water and power supplies, schools, health care provisions, post offices etc. Infrastructure must in some way provide public benefit and it does not include investment solely to improve private or commercial interests.

## 1.2 Role of the Authority

- 1.2.1 Dartmoor National Park Authority is the Local Planning Authority for the National Park, providing development management and forward planning services (including minerals and waste planning), and undertaking certain rights of way work delegated from the Highway Authority (Devon County Council). It works in a variety of ways to help conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park, and to enable people to understand and enjoy its special qualities. Dartmoor National Park Authority is a 'special purpose' local authority. It does not have the responsibilities for delivering the wide range of services that apply to other local authorities (i.e. District Councils).

- 1.2.2 In view of the limited scope and powers of the National Park Authority, its main role in facilitating and securing the infrastructure needed will be through implementation of its spatial policies, i.e. through the allocation of sites and areas for specific uses, and through the application of generic development management policies in determining proposals, including the provision of pre-application advice. The Authority also has an enabling role, acting as an adviser and in partnership with many outside bodies and stakeholders in promoting the development that is needed, e.g. with housing development, through the work of the 'Joint Advisory Committee for Affordable Housing for Local Needs in Dartmoor National Park', and with other local authorities under the 'Duty to cooperate' requirements of the *Localism Act 2011*.
- 1.2.3 While it would be desirable for development to provide for all the extra demands on services and facilities it creates, there are limitations if proposals are to remain viable. The Authority's Housing Topic Paper will examine the scope for developments in the National Park to provide community benefits, principally affordable housing for local needs and community infrastructure. A key part of the Local Plan review is identifying which of the competing priorities for 'planning gain' are most important either at a National Park scale, or at a community level.

## **2 Identifying, funding and delivering infrastructure**

### *2.1 Identifying relevant infrastructure*

- 2.1.1 Relevant infrastructure projects have been identified from a number of sources and in a variety of ways, including:
- through direct contact with service providers and statutory agencies, such as South West Water, District / Borough Councils, Police, Environment Agency;
  - consultation with Town and Parish Councils, and through information from parish plans and village design statements;
  - as a result of feedback from consultations and local events covering the Local Plan Review;
  - from the published investment programmes of agencies and undertakers, e.g. Network Rail, National Grid, telecommunications companies;
  - liaison with adjoining local planning authorities on current and emerging proposals;
  - liaison with Devon County Council as Highway Authority, Local Education Authority, and a provider of a wide range of other social, economic, cultural and environmental services; and
  - open space needs identified through the Open Space, Sport and Recreation Study 2017.
- 2.1.2 It should be noted that the IDP is a 'living' document; it will change in response to a range of factors, such as:
- changing priorities of EU, national and local government, utility providers etc;
  - as a result of proposals for infrastructure being granted planning permission and the development being implemented;
  - the availability of funding; and
  - changes in local community needs, aspirations and development opportunities.

## 2.2 Consultation

- 2.2.1 The IDP has also been compiled following consultation with local communities and Parish/Town Councils.
- 2.2.2 In November 2016 a consultation on the issues for the local plan review was carried out. The consultation document asked communities what services and infrastructure they thought needed improving, including open space and sport and play facilities. A total of 55 responses to this particular question were received and covered a wide range of needs, including rail and bus services, post offices, mobile phone coverage and broadband services, renewable energy, community halls/arts centres, footpaths and cycle routes, employment space, car parking, flood prevention, schools, and healthcare.
- 2.2.1 Throughout November 2016 eight drop-in events were held where members of the public and Parish/Town Councils were invited to discuss the local plan review with Officers. At these events attendees were invited to comment on known infrastructure needs. Parish Councillors commented about the difficulty they experienced maintaining public facilities and that in many cases funding towards the improvement and refurbishment of existing facilities was preferred over the provision of new facilities.
- 2.2.2 In the summer of 2017 the Authority published draft Settlement Profiles for each designated settlement in the National Park. These included a schedule of any infrastructure items which had already been identified as being needed and having a reasonable prospect of being funded over the next plan period. Parish and Town Councils were asked to identify any errors and again inform us of any infrastructure needs. On the whole the draft Settlement Profiles were accurate, but further community aspirations for car parking, foot and cycle paths, and sports facilities were raised. Some of these projects are not closely related to the local plan, but have been included where there is a clear need and a reasonable prospect of funding.
- 2.2.3 The first draft IDP was published in April 2018 and consulted on alongside the Regulation 18 Draft Local Plan. No specific comments were received against the IDP, although some further infrastructure comments were received in response to the Local Plan regarding strategic rail, renewable energy, electric vehicle and open space infrastructure. The IDP was updated during the summer of 2019 to reflect these changes. Devon County Council has also provided support for costing the infrastructure needs included.

## 2.3 Funding Infrastructure

- 2.3.1 Funding takes a variety of forms. The funding of some infrastructure is not linked to levels of local development, it may be part of the regular maintenance and upgrading of facilities. Other infrastructure is closely linked with local development and that development may be expected to fund some or all of the necessary investment, e.g. expansion of places in a school to accommodate higher pupil numbers. Table 1 summarises some of the different forms of infrastructure funding, what infrastructure it can be used to fund and whether it can be supported by funding from development.

**Table 1 – Summary of infrastructure funding sources**

<b>Type of Funding</b>	<b>Example infrastructure</b>	<b>Is funding from development possible?</b>
<b>National government funding (through taxation or PFI) through state level programmes</b>	Hospitals, trunk roads, prisons etc. School projects required as a result of national demographic change.	Not normally applicable. Though at a large scale S106 can secure contributions where directly related to the development
<b>National government funding through area level programmes</b>	Homes England funding to registered providers of affordable housing	Can be used alongside developer contributions
<b>Locally funded (e.g. council tax, funds) and locally delivered</b>	Social care, education, libraries, schools, public transport, non-trunk roads, blue light services, footpath links etc.	S106 can secure developer contributions where investment requirement is directly related to the development
<b>Market driven and commercially funded</b>	Telecommunication masts, internet connections, private recreation and fitness facilities, petrol stations etc.	Mostly commercial funding, but national funding used in certain cases, e.g. broadband delivery
<b>Provided as part of a specific development site</b>	Play areas, sports facilities footpath links, flood mitigation, sustainable drainage	Wholly or partly funded by developer where there is an identified need directly related to the development.
<b>Utility providers</b>	New water supplies, waste water treatment facilities, electrical network	Can be funded by developer where directly related to a development or through utility providers on-going business plans
<b>Charities and other local/community interest organisations, possibly using grant aid</b>	Sport pitches, community halls, additional burial space	Possible where directly related to a site

## 2.4 *Planning Obligations and Community Infrastructure Levy (CIL)*

2.4.1 The 1990 Town and Country Planning Act allows for infrastructure funding to be secured from development through planning obligations (s106 agreements or unilateral undertakings).

Planning obligations have to be:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

2.4.2 It can be challenging to use planning obligations to contribute effectively to infrastructure requirements across a wide area, or infrastructure needs which are caused incrementally through the cumulative impact of a number of developments.

- 2.4.3 In April 2010 the CIL Regulations were introduced which allowed local planning authorities to secure a levy from development to secure funding for both the direct and specific infrastructure needs of individual developments as well as needs that arise incrementally from small scale development. On 1<sup>st</sup> April 2015 government introduced pooling restrictions preventing LPAs from using more than five section 106 obligations to fund a single infrastructure project and thereby encouraging local planning authorities (LPAs) to adopt a CIL to achieve this.
- 2.4.4 CIL funds can be used to fund a wide range of infrastructure that development needs. CIL can only be applied following the adoption of an agreed charging schedule, which can set specified contributions by quantum (unit or floor area) and by type of development (use class). CIL is about making more certain that the assets that enable people to experience a good quality of life in a locality are provided, maintained or improved, and not lost or weakened, when a community grows.
- 2.4.5 A CIL is generally charged on development over 100m<sup>2</sup> or for new dwellings, however self-build homes, social housing, agricultural dwellings are excluded. Dartmoor National Park experiences relatively small amounts of this development and a high proportion of affordable housing which would also be exempt from CIL. The government also recently announced<sup>1</sup> that it would removing the pooling restriction as part of reforming developer contributions, acknowledging that this has unnecessarily obstructed contributions in some areas.
- 2.4.6 Given that CIL chargeable development is low in Dartmoor National Park and that much of the local infrastructure is owned and/or managed by other local authorities, the National Park Authority has previously decided that CIL would not be cost effective, and would yield limited funding for infrastructure. Furthermore as CIL cannot fund affordable housing, which is currently a development plan priority, it has been considered that the imposition of CIL (which is non-negotiable) would significantly reduce the delivery of affordable housing on cross-subsidy developments. Now government has indicated the pooling restriction will be removed, this provides a further reason to continue seeking contributions via section 106.

## 2.5 *Risks to infrastructure funding and delivery*

- 2.5.1 Invariably there are risks to infrastructure delivery which it is important to be aware of when delivering the local plan. The local plan policies and development management process are designed to defend against these risks as much as possible, but inevitably there are risks outside the control of the planning system. The following can be considered the key risks to the funding and delivery of infrastructure in Dartmoor National Park:
- Insufficient investment and resources to deliver the critical priorities
  - Insufficient clarity on priorities
  - Uncertainty over how the challenges and opportunities presented by the Localism Act and National Planning Policy Framework will be managed and taken up in Dartmoor
  - Poor communication between partners and key stakeholders leading to a lack of integration and coordination in delivery
  - Insufficient community engagement in the development process leading to a lack of community support
  - Insufficient political engagement in the development process leading to a lack of Member support
  - Higher risks and costs of rural housing impacting on registered providers' willingness to

---

<sup>1</sup> MHCLG (2018) 'Development Contributions Reform' - <https://www.gov.uk/government/consultations/developer-contributions-reform-technical-consultation>

- maintain a rural programme
- Loss of rural housing enablers weakening community engagement and community capacity
  - Growth without improving access to affordable housing
  - Delivery of housing development rather than sustainable communities (investment in housing but not other infrastructure needed to sustain local communities)
  - Strategic sites not being brought forward

### **3 Policy Context and Strategic Priorities**

#### *3.1 National policy*

- 3.1.1 Paragraph 16 of the NPPF states ‘strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat).
- 3.1.2 The Infrastructure Planning Unit within the Planning Inspectorate is the Government agency responsible for examining planning applications for Nationally Significant Infrastructure Projects<sup>2</sup> (NSIPs). NSIPs are unlikely to occur, or be appropriate within the National Park context.

#### *3.2 Local policy and strategic priorities*

- 3.2.1 The local plan policies and corresponding strategic infrastructure priorities will be confirmed in the draft local plan. Once the draft plan is available the Infrastructure Delivery Plan will be revisited and updated.

---

<sup>2</sup> National Infrastructure Planning Unit, Planning Inspectorate - <https://infrastructure.planninginspectorate.gov.uk/>



#### 4 Infrastructure Delivery Plan

4.1.1 Below is DNPA's Infrastructure Development Plan (IDP) which will serve as a record of key infrastructure items to be prioritised in discussions with key local partners.

4.1.2 Each necessary infrastructure project is given a priority as to its importance for meeting local plan objectives. As guide the priorities are defined as follows:

- Critical: projects of crucial importance to the success of Local Plan objectives
- Essential: projects very important to the success of Local Plan objectives
- Necessary: projects required as part of Local Plan objectives, but not critical to their success
- Desirable: projects which are attractive, useful and recommendable as part of Local Plan objectives
- To be assessed: projects where the need has not yet been established

Sector	Type of development	Priority	Funding required	Funding Sources	Delivery bodies
<b>Housing</b>	<b>Affordable Housing</b> Delivery of affordable housing to meet local needs. Scale of need identified in the Housing Topic Paper	Critical	On-going funding	S106	Private sector, Rural Housing Providers, self-build
<b>Transport and communication</b>	<b>Internet Connectivity:</b> 'Connecting Devon & Somerset' Local Broadband Plan aims to provide superfast broadband (>24 Mbps) to 100% of the National Park by 2020.	Critical	On-going funding	BDUK Connecting Devon and Somerset Programme Private sector	Private Sector DCC

Sector	Type of development	Priority	Funding required	Funding Sources	Delivery bodies
	<b>Highway and Public transport:</b>				
	<ul style="list-style-type: none"> <li>Aim to sustain the existing core bus network where possible (subject to revenue funding).</li> </ul>	Desirable	On-going funding	DCC, S106, Bus companies	DCC, Bus companies
	<ul style="list-style-type: none"> <li>Improve sustainable transport options on A386 to relieve traffic and manage demand</li> </ul>	Desirable	£2.5 million	S106, External Funding	DCC
	<ul style="list-style-type: none"> <li>Highway improvement works to A386 associated with Downs Garage Site Mary Tavy</li> </ul>	Essential	£120k in 2008	S106 (£58k received from 0853/07)	Private Sector DCC
	<b>Cycleway development including:</b>				
	<ul style="list-style-type: none"> <li>Completion of Wray Valley Trail between Steward Wood and Bovey Tracey. Completion by 2019.</li> </ul>	Desirable	Secured £3.188million	DCC, TDC CIL	Private Sector DCC
	<ul style="list-style-type: none"> <li>Cycle improvements along the A386 between Yelverton and Roberough</li> </ul>	Desirable	£6.5 million	S106, External Funding	DCC
	<ul style="list-style-type: none"> <li>Cycle path/lane between South Dartmoor College, Ashburton to Buckfastleigh</li> </ul>	Desirable	Not yet assessed	S106, External Funding	DCC, Parish/Town/ District Councils
	<ul style="list-style-type: none"> <li>Cycle connections to Drake's trail associated with Tavistock station reinstatement</li> </ul>	Desirable	£1million	S106, External Funding	Private sector
<ul style="list-style-type: none"> <li>Cycle connection between Crannafords and Chagford</li> </ul>	Desirable	Not yet assessed	S106	Private sector, DCC	

Sector	Type of development	Priority	Funding required	Funding Sources	Delivery bodies
	<b>Car park development in DNP communities:</b>	Various	Approximately £15,000 per parking bay	Local communities, DNPA, developer provision or contribution	District councils, Parish Councils, local communities
	• Ashburton: community need to be delivered through new development	Essential	Not yet assessed		
	• Horrabridge	Desirable	Not yet assessed		
	• Moretonhampstead	To be assessed	Not yet assessed		
	• South Brent (linked with provision of new station, see below)	Desirable	Not yet assessed		
	• South Zeal: extension only	Desirable	Not yet assessed		
	• Desire for additional car parking identified by communities at Bridford, Christow, Dunsford, Lustleigh, Mary Tavy, Peter Tavy, Sourton, South Tawton, South Zeal, Sticklepath, Walkhampton subject to needs assessment, feasibility and funding	Desirable	Not yet assessed		
	<b>Railway developments:</b>				
	• New railway station at South Brent	Desirable	£20 million	Network Rail	Network Rail,
• Reinstate north Dartmoor railway route between Exeter and Plymouth via Okehampton, Meldon and Tavistock (long term 2030+)	Possible	£875million <sup>3</sup>	Network Rail, central government	Network Rail	

<sup>3</sup> <https://cdn.networkrail.co.uk/wp-content/uploads/2016/11/West-of-Exeter-Route-Resilience-Study.pdf>

Sector	Type of development	Priority	Funding required	Funding Sources	Delivery bodies
<b>Schools &amp; education, learning and skills</b>	<b>School developments:</b>				
	<ul style="list-style-type: none"> <li>Ashburton Primary School – Delivery of additional capacity to support demand generated by proposed development</li> </ul>	Critical	£3,413.00 per 2+ bed market dwelling	Developer Contributions, DCC, Condition Improvement Fund	Multi Academy Trust DCC
	<ul style="list-style-type: none"> <li>Okehampton College (outside DNP, but catchment within) Relocation of post-16 offsite to create additional capacity and additional scheme to further increase capacity to accommodate proposed development</li> </ul>	Critical	£3,288 per 2+ bed market dwelling	Developer Contributions, DCC, Condition Improvement Fund	Multi Academy Trust, DCC
	<ul style="list-style-type: none"> <li>Ivybridge Community College (outside DNP, but catchment within) Delivery of new teaching block and ancillary accommodation to provide additional capacity to support development</li> </ul>	Critical	£3,288 per 2+ bed market dwelling	Developer Contributions, DCC, Condition Improvement Fund	Multi Academy Trust, DCC
	<b>Library Developments:</b>				
	<ul style="list-style-type: none"> <li>Provision of flexible rural library service provision in the National Park</li> </ul>	Desirable	Not yet assessed	TBC	DCC, Libraries Unlimited
<b>Health and Social Services</b>	<b>Hospitals and Health Centres</b>				
	Ashburton hospital: on-going scoping and feasibility following closure of community hospital.	Not yet assessed			
<b>Other Community infrastructure</b>	<b>Community Initiatives:</b>				
	<ul style="list-style-type: none"> <li>Community renewable energy</li> <li>Energy efficiency</li> <li>Local food economy</li> </ul>	Desirable			

Sector	Type of development	Priority	Funding required	Funding Sources	Delivery bodies
	<ul style="list-style-type: none"> <li>Community waste initiatives</li> <li>Community travel schemes</li> </ul>				
	<b>Community footpaths:</b>				
	<ul style="list-style-type: none"> <li>Ashburton: Opportunity identified to link Bullivers Way to Recreation Ground through redevelopment at Chuley Road site</li> </ul>	Essential	Not yet assessed	S106	Town Council Developer DCC
	<ul style="list-style-type: none"> <li>Dousland/Yelverton: footpath link to Woodman's Corner</li> </ul>	Desirable	Not yet assessed	TBC	DCC
	<ul style="list-style-type: none"> <li>Moretonhampstead: link to be provided from development at Thompson's to Wray Valley Trail</li> </ul>	Essential	Not yet assessed	S106	Developer DCC
	<ul style="list-style-type: none"> <li>Buckfastleigh: Opportunity identified by DNPA to link Buckfastleigh from Holne Road proposal</li> </ul>	Essential	Not yet assessed	S106	Developer, DCC
	<ul style="list-style-type: none"> <li>Buckfastleigh/Ashburton: Community identified opportunity for cycle path between South Dartmoor College and Buckfastleigh</li> </ul>	Desirable	Not yet assessed	TBC	DCC
	<ul style="list-style-type: none"> <li>Chagford: connection between Crannafords and Chagford</li> </ul>	Desirable	Not yet assessed	S106	Private sector, DCC
	<b>Open Space, Sport and Recreation</b>				
	Provision of outdoor sports or equipped play space, where	Necessary	Play space £268/m <sup>2</sup> Playing pitch £241/m <sup>2</sup>	Private sector, Local Community, Parish / Town	Private sector, Local

Sector	Type of development	Priority	Funding required	Funding Sources	Delivery bodies
	deficiencies identified by the Open Space, Sport and Recreation Study 2018. Local Centres with identified deficiencies include: Ashburton, Buckfastleigh, Horrabridge, and Moretonhampstead		Changing rooms £192/m <sup>2</sup> Outdoor sports £163/m <sup>2</sup>	Council, District Authorities	Community, Parish / Town Council, District Authorities
	<p><b>Burial space</b></p> <p>Need for additional burial space identified at:</p> <ul style="list-style-type: none"> <li>• Chagford</li> <li>• Ashburton</li> <li>• Sourton</li> </ul>	Desirable	Not yet assessed	Local community, Parish / Town Council	Local community, Parish / Town Council
Services and utilities infrastructure	<p><b>Waste Water Treatment</b></p> <p>Improvements to waste water treatment facilities where lack of capacity would constrain the development of affordable housing:</p> <ul style="list-style-type: none"> <li>• SWW know of no current capacity issues or necessary improvement works which cannot be incorporated into their business planning.</li> </ul>	Essential	Not yet assessed	SWW Private sector	SWW
	<p><b>Electrical infrastructure</b></p> <p>Minor improvements to electrical infrastructure associated with proposed development sites required. Western Power have confirmed that no major or out of ordinary infrastructure improvements are necessary, taking into consideration requirement for electric vehicle charging points.</p>	Essential	Connection costs vary from £15k - 40k	Western Power Developer	Western Power

Sector	Type of development	Priority	Funding required	Funding Sources	Delivery bodies
Emergency services, environmental health, flood prevention and protection	<b>Fire and Rescue</b> Fire Station works at: <ul style="list-style-type: none"> <li>Chagford – relocation of fire station associated with development for 93 houses at land off Lower Street (0360/15)</li> </ul>	Essential	£763,523	Developer contribution Devon Fire and Rescue	Devon Fire and Rescue, private sector
	<b>Air Ambulance</b> Air ambulance night landing sites at Ashburton, Buckfastleigh, Chagford, Christow, Manaton, Mary Tavy, Moretonhampstead, Princetown, South Tawton, Widecombe in the Moor and Teign Village	Desirable	Assessed on site by site basis	Devon Air Ambulance, Parish / Town Councils, local communities	Devon Air Ambulance, Parish / Town Councils, local communities