

Derbyshire Dales District Council

Local Plan Infrastructure Needs, CIL and Whole Plan
Viability Assessment:
Supplementary Update of the Infrastructure Delivery Plan

30 June 2016
Version 1.0



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1 Introduction

1.1 Background

Fore Consulting was commissioned by Derbyshire Dales District Council (DDDC) in 2015, as part of a team with Cushman & Wakefield, to assist the Council in developing the evidence base to support future housing requirements for Derbyshire Dales.

In order to take forward the preparation of the Derbyshire Dales Local Plan, DDDC required an identification of gaps in the existing infrastructure provision and the infrastructure requirements necessary to support the sustainable growth of the plan area. The assessment of infrastructure needs would also feed into an assessment on the potential feasibility of introducing the Community Infrastructure Levy (CIL) on new development across the plan area.

Advice set out in the National Planning Policy Framework and the Planning Practice Guidance make it clear that the provision of infrastructure through the planning system is one of the key economic drivers required for delivering sustainable development. The NPPF further advises that Local Plans should plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of the document.

Prior to its withdrawal, the Derbyshire Dales Local Plan Pre Submission Draft was submitted to the Secretary of State in May 2014 and was subject to two days of Examination in Public in July 2014. The submission included an extensive evidence base including an affordable housing viability study, **an infrastructure delivery plan**, a whole plan viability study and community conversations. These provided evidence on the infrastructure requirements for the plan area, and sought to demonstrate the viability and deliverability of the policies and proposals in the Local Plan. So in assessing future infrastructure needs, there was an existing evidence base from which to work.

In addition, Derbyshire County Council (DCC) had prepared two infrastructure plans in recent years that identify countywide infrastructure needs, as well as local infrastructure for which DCC is the lead delivery body.

Therefore, the work done in 2015 built upon the existing evidence base in order to ensure that there was an Infrastructure Delivery Plan (IDP) in place for Derbyshire Dales that is fit for purpose and robust, as well as providing evidence for the possible introduction of CIL. The updated IDP and an accompanying infrastructure schedule, were published in September 2015.

Since that update, further work has been done by DDDC to identify the housing sites required to meet the anticipated future demand, and so it has been necessary to undertake a supplementary update of the IDP based on new information from infrastructure providers.

1.2 Format of the Report

This report therefore sets out the findings of the supplementary update. In line with the work undertaken through both commissions, the report covers the following elements:

- Consideration of the evidence base for the IDP and how stakeholders helped review and build the evidence base;
- Identification of the appropriate critical infrastructure within the IDP to deliver the growth envisaged by DDDC;
- Implications of this critical infrastructure for the Local Plan; and
- Recommendation as to which elements of infrastructure would be appropriate to be considered through CIL.

Finally, this update restates a number of suggestions as to how the IDP itself could be used as a better tool to track the delivery of the required infrastructure in Derbyshire Dales.

2 Evidence Base for the Updated IDP

2.1 Derbyshire County Council Infrastructure Plan 2013

The Derbyshire Infrastructure Plan was adopted in 2013 as a strategic overview to be used by local planning authorities to prepare their local IDPs. It was intended to support the delivery of Local Plans and provide for strategic infrastructure and services in a timely and cost effective way across Derbyshire.

The Plan focussed on:

“strategic infrastructure including highways and transport; surface water flood management; waste; broadband; green infrastructure, libraries; children and younger adults’ services; education; adult care; and public health and wellbeing.”

The Plan was prepared through a process of collaboration with key stakeholders in the public, private and voluntary sectors. It lists existing investment and sets out delivery schedules for future investment as well as commenting on likely costs and potential funding sources. It also identifies strategic priority projects that are required to support sustainable development in Derbyshire over the long term but are currently only partially funded or unfunded and alternative sources of funding will need to be sought to secure their delivery.

The schedules include county-wide projects, such as the delivery of superfast broadband and green infrastructure improvements. Nine schemes specific to Derbyshire Dales were included in the list of future projects in the Plan, including:

- Highway schemes to improve capacity at Ashbourne, Matlock and Wirksworth;
- World Heritage Site projects;
- Canal restoration;
- Development of the cycle network;
- Additional school capacity; and
- A replacement library in Matlock.

2.2 Derbyshire Dales Local Plan Infrastructure Delivery Plan 2014

The Derbyshire Dales Local Plan IDP 2014 was produced after a series of workshops first held in 2009 with partner organisations (e.g. DCC, Parish Councils, Utility Companies, NHS and Clinical Commissioning Groups (CCG) and community groups). Other evidence used to inform the IDP included studies and assessment documents produced in 2008/09, community conversations held in 2011, responses to the Derbyshire Dales Local Plan Pre Submission Draft 2013 and follow-up discussions with stakeholders.

This Plan concentrates on infrastructure needs that can realistically be addressed in the near future, identified in consultation with those public and with partner agencies whilst drawing up the Local Plan. It concentrates on requirements for capital investment in the provision of new infrastructure and services or their improvement.

The Plan includes a schedule of infrastructure needs, some of which are essential, and others which are desirable, to support growth in the District. Infrastructure of a desirable rather than essential nature was included in the schedule where communities have drawn attention to them although it was noted that these would not normally be included in the higher level IDP.

There is some overlap with the County-wide IDP, but many of the desirable items included do not include specific schemes, for example, there is a requirement to improve to local bus services, but no details on exactly what problems need to be addressed or how this might be achieved. The document does not include costings or specify potential funding sources but does list delivery partners.

The main conclusion from the Plan was that discussions with infrastructure providers showed that there are few matters of serious immediate concern for the District. Given the modest scale of growth proposed in the Derbyshire Dales Local Plan at that time relative to existing population numbers, DDDC did not consider that any of the wider scale infrastructure and service matters identified in 2014 were such that it would be necessary to prevent or delay new development until they are fully resolved.

At a District level, the main infrastructure deficits identified were:

- Faster broadband connections;
- Green infrastructure (including rights of way, recreational trails and open space);
- Local sports and recreation facilities; and
- Local health care services.

More locally, there were also some specific issues:

- Educational capacity at Queen Elizabeth’s Grammar School in Ashbourne;
- Congestion in Ashbourne town centre;
- Maintaining good public transport links between Doveridge and Uttoxeter; and
- Mitigating A50 road noise for new development in Doveridge.

2.3 Recent Stakeholder Engagement

Contacts established with a wide range of infrastructure and service providers through development of the previous infrastructure plans and the 2015 IDP update provided a starting point for the more recent stakeholder engagement.

During the preparation of this update to the IDP, the project team contacted again those organisations with responsibility for the following infrastructure and services:

- Gas transmission and distribution;
- Electricity transmission and distribution;
- Water supply, sewerage and waste water treatment;
- Health and social care services and facilities (primary, secondary, tertiary and community care);
- Education (nursery, primary and secondary schools, and higher education);
- Local highways;
- Strategic highways;
- Public transport (cycling, rail and bus facilities and services);
- Sustainable transport (cycling and walking);
- Flood protection;
- Telecommunications;
- Emergency services;

- Waste and recycling facilities;
- Indoor sport and leisure facilities;
- Community facilities (libraries, cemeteries and public conveniences).

Each of the providers was sent relevant extracts from the 2015 IDP update and the draft infrastructure schedule prepared at the time, and providers were asked to review and provide comment on the information, in particular on whether the description set out is still correct or if it needs updating or adding to in any way.

To assist this process, providers were given the links to the appropriate DDDC Committee reports that set out the preferred locations for new housing sites within the Local Plan, and more detail was also provided about nine of the largest sites where infrastructure requirements could be critical to delivery.

Where necessary, follow-up telephone calls were held with some providers, and a log kept of all responses, as well as appropriate contact details for future use.

Therefore, this update report and the working infrastructure schedule that accompanies it, represent the identified infrastructure capacity and needs as of March 2016, and should be reviewed and updated as necessary through the development of the new Local Plan.

3 Content of the Revised IDP

The previous two infrastructure plans, the 2015 IDP update and the information gained from the most recent stakeholder engagement have been used to prepare the remainder of this update report and the updated IDP schedule, with more details grouped under the following broad headings in this section:

- Transport;
- Utilities and Environment; and
- Community Services.

3.1 Transport

3.1.1 Strategic Highways

The trunk roads that make up the Strategic Road Network (SRN) are generally managed and maintained by Highways England, which is an executive agency of the Department for Transport. However, the only part of the SRN in the Derbyshire Dales District is the A50(T), which is operated and maintained under a 30 year Design, Build, Finance and Operate (DBFO) contract, signed in 1996, by Connect A50 Ltd.

Since the completion of a major upgrade to the A50(T) at the start of the DBFO contract, there have been no specific problems identified that would restrict growth within Derbyshire Dales, although, as noted in the previous two infrastructure plans, there has been an issue with road noise in Doveridge as a result of the surfacing used. The impact of road noise from the surface of the A50(T) could have an adverse impact upon new development in Doveridge unless appropriate mitigation measures are put in place.

3.1.2 Local Highways

As the Local Highway Authority (LHA), DCC has responsibility for the management, maintenance and improvement of the highway network in the Derbyshire Dales District. The most significant local highways issue raised by stakeholders was congestion in Matlock, Wirksworth and Ashbourne. Delays caused by congestion were felt to have a significant impact on both traffic flows and the delivery of efficient bus services. Delays could be particularly bad during peak times in the summer months.

Some town centre junction improvement schemes to provide additional highway capacity to accommodate growth at Ashbourne, Matlock and Wirksworth had been identified previously. The levels of growth now being considered are likely to exacerbate existing

congestion and will bring forward the need for improvement schemes in these town centres. Such schemes could comprise a mix of junction improvements, traffic management measures, bus priority and dynamic schemes to reflect the variability in traffic flows.

DCC and DDDC have appointed consultants to undertake a transport study, as part of the evidence base for the emerging Local Plan, to assess the implications of future development and to identify the appropriate package of measures in each centre, based on the cumulative likely growth from sites nearby. The study covers the whole of the Derbyshire Dales District (not including the National Park) and includes assessment of the Ashbourne area, given the number of potential sites identified along the A52 corridor. A draft version of the study¹ was published in May 2016.

The draft transport study indicates that Local Plan related development is unlikely to create any severe additional congestion in the Wirksworth area, although they may be some requirements for localised junction improvements associated with individual developments. Both Ashbourne and Matlock will require schemes to improve highways capacity in order to accommodate the proposed development. Alongside physical junction improvements, it will be necessary to implement aggressive sustainable transport interventions, particularly in Matlock.

In addition to town centre improvement works in Ashbourne, a bypass to the west of the town centre has been suggested over a number of years as a potential solution to relieve congestion in the town centre and improve connections across to Derby. A number of alternative routes for a bypass scheme have been considered in the past by DCC, including using a former railway tunnel under the town. The currently preferred route is an outer western alignment between the A52 west of the town and the A515 to its north. Topography of the area will make it difficult to find an alignment that is both satisfactory in engineering terms and avoids a disproportionate environmental impact. The 2013 Derbyshire Infrastructure Plan indicated that further testing of the impacts of such a scheme would be needed, and that any mitigation package will need to include demand management measures in the town.

A version of the Ashbourne Bypass scheme has been put forward previously for funding through the Regional Funding Allocation (RFA) process in 2005/06, but did not progress to a Stage 2 assessment when compared with other projects across the East Midlands, and was therefore not shortlisted for funding. However, the RFA process considered a “traditional” transport appraisal, whereas the LGF process now looks more holistically and the outcomes that schemes can deliver, particularly housing and economic growth. More detailed analysis and testing will be required to establish the costs and benefits of a bypass as part

¹ Derbyshire Dales Local Plan, Transport Evidence Base, Final Draft, May 2016, Aecom

of the development of the Local Plans across Derbyshire (not just Derbyshire Dales) and ascertain whether this scheme should remain within future iterations of the IDP.

DCC are currently preparing a bid to the Large Local Major Transport Scheme fund for support to further explore options for the Ashbourne Bypass, taking into account the sensitive environment on the fringe of the Peak District National Park.

3.1.3 Rail

The Matlock to Derby rail service has seen significant growth in passenger numbers since hourly services were introduced in 2008 as part of a Community Rail Partnership (CRP). It is anticipated that, over the Local Plan period, further growth would be generated from both modal shift and from additional housing and employment growth in the District. The East Midlands Route Study suggests that there will be “*significant overcrowding on a small number of peak services [between Matlock] and Nottingham and Derby,*” The increased demand could be accommodated by increasing the capacity of rolling stock (adding extra carriages) and/or by offering more frequent services. Currently, the line is single-track, which prevents such an increase in the frequency of services. Construction of a passing loop, potentially between Cromford and Whatstandwell, could enable operation of half-hourly services in the future.

However, the East Midlands Route Study found that introducing longer trains on the line would offer poor value for money in accordance with the Department for Transport’s Appraisal Guidance. As a result of this, Network Rail are unable to commit to funding this scheme and no improvements to the service are therefore currently proposed. However additional private sector contributions may alter this position as the programme for Control Period 6 is determined in 2017. Promotion of the required rail infrastructure and the increased service frequency needs to be led by DCC and the CRP, both through ongoing engagement with Network Rail and the retendering of the East Midlands franchise in 2016/17. Improved rail services that encourage modal shift may reduce the need for highway improvements in the centres of Matlock and Wirksworth.

3.1.4 Bus

Bus services are generally provided on a commercial basis by private bus operators. The routes and timetables for these commercial services are determined by the operator and will therefore largely respond to future demand. As new sites come forward developer contributions will typically fund new or extended bus routes and associated infrastructure to serve the sites. Some areas of the District would benefit from additional development to increase the viability of existing bus services. Stakeholder engagement identified that District or County-wide initiatives, such as integrated multi-operator tickets, ‘pocket’ park-and-ride and real time information, would deliver service improvements. These wider

initiatives are more appropriately funded through the Local Transport Plan than through developer contributions associated with the delivery of specific sites.

As previously mentioned, congestion in Ashbourne and Matlock town centres is a major cause of delay and unreliability for bus journeys, therefore any local highway improvements will also be of benefit to bus services. Ashbourne bus station has also been identified as in need of improvement previously, and it is understood that some improvements are committed as part of a developments scheme, although this is yet to start on site.

3.1.5 Parking

There are generally sufficient publically available car parking spaces in the town centres to accommodate day-to-day demands. However, at peak times (e.g. Bank Holidays and summer Sundays), there is a significant increase in demand, mainly due to the influx of visitors, and car park capacity on these occasions is often inadequate. To relieve this problem, it is suggested that a two-pronged approach could be adopted - first, tackling the variability of demand by offering flexible solutions, such as temporary park-and-ride, and second, reducing demand by improving access by more sustainable modes of transport both locally, giving residents the option to walk or cycle, and strategically, by improving bus and rail links. The introduction of a dynamic parking information system may also help address peak demands. These initiatives, if considered feasible, would be funded either through the Local Transport Plan and/or via developer contributions (including additional parking provision associated with new development) through the implementation of local policies.

3.1.6 Walking and Cycling

Improvements to Greenways and the cycle network have been identified to promote walking and cycling in the District. Improvements to existing rights of way and extensions of the White Peak Cycle Loop to extend the Monsal Trail to Matlock, as well as cycle routes in the town centres, will provide opportunities for both leisure and day-to-day access. The potential funding route for such improvements would appear to be the Local Sustainable Transport Fund (LSTF), but there is some doubt as to the future of LSTF beyond 2016/17. Any future rounds of LSTF, or its successor funding stream, will remain an appropriate funding route for strategic walking/cycling interventions, with developer contributions being used to facilitate the connections to these routes from individual sites.

3.1.7 Waterways

Derbyshire has a rich and diverse heritage, which includes the internationally designated Derwent Valley Mills World Heritage Site. The most recent version of the Site Management Plan includes two specific projects within Derbyshire Dales:

- Restoration of the Cromford Canal, including dredging; and
- Provision of a new river bridge connecting Masson Mill and Willersley Castle Park/Lovers Walks in Matlock Bath.

Projects to enhance the canal network in the District, including delivery of DCC’s Strategic Waterways Priorities and restoration of the Cromford Canal have been identified in previous two infrastructure plans. Implementation of these projects will enhance the quality of life within the District, although it is likely that they would be funded via DCC and local interest partner organisations as opposed to developer contributions, as they are not specifically related to growth.

3.2 Utilities and Environment

3.2.1 Gas, Electricity and Water

Gas, electricity and water supply are regulated industries, and each provider has a duty to connect future developments to their network as they are built. Each also has a five year investment programme of maintenance and expansion, and so it is often difficult to engage with utility providers around the Local Plan process given the much longer timescale and the uncertainty over specific sites coming forward.

The 2013 Derbyshire Infrastructure Plan stated that:

“at the strategic level, the scale of the gas and electricity transmission infrastructure network means that it is unlikely that specific development proposals or extra growth in Derbyshire will create capacity issues for National Grid. Existing gas and electricity transmission networks should also be able to cope with additional demands.”

The 2014 Derbyshire Dales IDP re-iterated this point. Discussions have been held with the main utility companies including Western Power Distribution, National Grid and Severn Trent Water about the potential scale and location of new residential development. As a result no strategic (or local) infrastructure improvements have been identified as being required at this stage for either the gas or electricity networks. The National Grid confirmed that there are no anticipated capacity issues with either the gas or electricity distribution networks in the plan area.

Severn Trent Water has looked in detail at a number of strategic development sites and noted there are localised capacity constraints associated with some potential developments. Ashbourne Water Treatment Works will need to be upgraded to respond to the cumulative impact of both existing and future demand. Severn Trent Water are currently planning for the works to be expanded in a number of phases. There is room on and adjacent to the existing site for expansion subject to planning and the agreement of

the Environment Agency. At other sites in the district, there is no clear mitigation scheme at present, given that this will be related to the nature and timing of each site as they are brought forward.

Therefore, DDDC and DCC need to maintain an ongoing relationship with the main utility companies as the Local Plan is developed further. It is noted that generally, the cost per dwelling of connecting developments in more remote or sparsely populated areas will be greater than that of developments in existing urban centres, suggesting a more concentrated development pattern would be preferable over the lifetime of the Local Plan.

3.2.2 Telecommunications

The 2013 Derbyshire Infrastructure Plan also set out future investment in broadband, known as Digital Derbyshire - a committed programme to deliver broadband infrastructure and services across the County. It noted that broadband service quality varied across the County and access to superfast broadband speeds in Derbyshire is limited. DCC signed a contract with BT to make fibre broadband available to a further 88,000 premises across Derbyshire, with the aim at the time of bringing access to more than 95% of homes and businesses by 2016.

It is understood that, although the project is now well underway, the target date for completion of the 95% access has been extended through to 2020.

From 31 December 2016 a number of EU directives relating to telecommunications will apply, including one that ensures that "member states will be required to ensure that newly constructed buildings and properties subject to major renovation works are equipped with a high-speed-ready in-building physical infrastructure, up to the network termination points".

Although telecommunication networks are unlikely to be a key driver of, or barrier to, new residential development, DDDC and DCC will seek to include conditions on planning permissions to ensure that trunking to enable fibre connections to developments is provided when available so that future occupants have access to sustainable communications infrastructure, giving appropriate thought to the choice and availability of providers which can offer high speed data connections.

3.2.3 Flood Risk

DCC is responsible for coordinating the management of flood risk across Derbyshire from flood sources arising from surface water, ground water or ordinary watercourses. As part of this duty, DCC developed a Local Flood Risk Management Strategy (LFRMS), based on a

Preliminary Flood Risk Assessment (PFRA). No specific issues for Derbyshire Dales were identified in either document.

Going forward, rather than implementing large and expensive flood defence or relief schemes, future management of flood risk by DCC is likely to focus on smaller-scale prevention and resilience measures. Indeed, some local flood defence schemes are already being implemented in the District.

3.2.4 Waste

Finally, DCC's Waste Management Service is responsible for the management and disposal of municipal waste, whilst DDDC is responsible for the collection of municipal waste. There are currently two Household Waste Recycling Centres (HWRCs) in Derbyshire Dales, and DCC considers that there is sufficient capacity across both sites to accommodate future housing growth.

One potential issue raised by stakeholders was the possible implications on the collection service for new areas of housing, but any additional requirements would ordinarily be paid for by Council Tax returns as opposed to their inclusion in a strategic infrastructure schedule.

3.3 Community Services

3.3.1 Education

Education provision includes pre-school, primary, secondary and post-16 education. Pre-school education is provided on a part-commercial basis in response to demand. Primary and Secondary education has traditionally been provided at a local scale by Local Education Authorities (LEA), although the 2016 Budget identified the plans for all primary schools to become academies by 2022. Post-16 education tends to be provided for on a more centralised basis in major service centres, with an expectation that students will travel further than for primary and secondary education.

The Education Act 2011 made a number of significant changes to the education system. Whilst LEAs, in their role as commissioners of education, must continue to plan for and secure sufficient schools for their area in line with their duties under section 14 of the Education Act 1996, the 2011 Act introduced the new academy/free school "presumption". Under the presumption, LEAs are required to seek proposals to establish an academy/free school in the first instance where there is an identified need for a new school. How the move towards academisation of all primary schools by 2022 will operate in terms of existing provision is currently unclear.

There are two stages to assessing the need for new school places/new schools within an area. Firstly it must be determined what the likely demand for school places is based on changes in population and development. Secondly, the current capacity of schools in the area needs to be determined.

As the LEA, DCC currently determines the need for school places based on pupil forecasts that look at demographic trends over the past three years. Reception class numbers are based on projected and live birth rates provided by the Office of National Statistics. These forecasts are updated at regular intervals and take account of pupils moving into and out of the County and outstanding planning permissions for housing developments.

There is a single national measure to assess the net capacity of schools specified by the Department for Education, which should ensure a robust and consistent method of assessing the capacity of schools. The measure is used to identify a surplus or shortage of school places within schools.

DCC's calculations of the need for additional school places are updated every six months and have identified that there are currently sufficient secondary school places but that additional primary school capacity is required across the District. DCC has also identified potential options, including costs, for some school expansions through consultation with the relevant Headteachers and DDDC.

DCC currently receives capital funding for additional places needed as a result of identified pupil growth for all types of school, including academies/free schools and maintained schools. Funding allocations are known up to 2017/18, but capital funding provided by central government does not meet the full costs of providing additional places. Again, how this system will operate under the plans for all primary schools to become academies by 2022 is unclear at present.

In the meantime, DCC will generally continue to seek developer contributions towards the provision of primary and secondary school places through Section 106 Agreements, and a formula for calculating developer contributions has been developed. Whilst this approach will continue to provide the flexibility to assess on a case-by-case basis the level of funding required from developers to provide primary and secondary school places, the current protocols do not meet the full costs of providing additional places, as there is a large variability in what may be required for expanding different schools. Therefore, some other funding will be required over the Local Plan period, such as CIL.

3.3.2 Social Care

DCC's Adult Care service delivers personal care and other support services to older and disabled people. Recently, the adult care sector has seen a change of focus to the personalisation of services, but the projected growth in the population of older people in

Derbyshire (whose population tends to be older in composition compared to that of England as a whole anyway) will inevitably lead to pressure on social care services within the County.

DCC continues, through public private partnerships, to invest in a revised plan to deliver the strategy for accommodation, care and support for older people in Derbyshire. These include ‘hubs’ such as community care centres providing a County-wide access to dementia care excellence and ‘spokes’, including Extra Care housing, providing outreach into the community. As yet, no specific needs have been identified for Derbyshire Dales.

3.3.3 Health

The National Health Service (NHS) in England provides free healthcare for all, based on need, not on ability to pay. In the NHS, the majority of health services are accessed via General Practitioners (GPs) who act as a ‘gateway’ to other NHS services. Following the abolition of Primary Care Trusts (PCTs) in April 2013, Clinical Commissioning Groups (CCGs) have taken over responsibility for commissioning local health services. CCGs are groups including local GPs with commissioning responsibilities. Two CCGs cover the Derbyshire Dales District.

Many variations in primary care provision exist, for example in the standard of premises where services are provided and the rate of referrals and unplanned admissions to hospitals and specialist services. The CCGs are required to promote and maintain good health of local neighbourhoods and individuals including addressing the needs of future populations. As with social care, changing demographics within the District will bring changes to healthcare needs. There is also a move towards providing care for people within their own homes, or as close to home as possible. GP practices are considering how they can work differently and collaboratively to meet these challenges.

With regards to secondary care, NHS England commissions the majority of hospital services for patients residing in Derbyshire from two main Foundation Trusts and other large providers.

The need for additional health facilities will depend on the amount and type of housing being developed, and whether there will be significant elderly or young populations. This will determine the required make-up of the clinical workforce and may, for example, highlight the need for practice nurse, dental, ophthalmic and pharmacy support.

Any potential developments will have an impact on future health provision requirements and put additional pressures on existing resources, both within the hospital and primary care settings. Stakeholders have suggested that it would be more difficult to respond to a more scattered approach to development across the District, as this would place pressure on existing practices, without providing the critical mass for expansion of existing sites or

provision of new facilities. A more concentrated pattern of development would assist in bringing forward new healthcare facilities. Without large developments triggering capital works (e.g. new health centres) any enhanced services are likely to rely on ‘revenue’ funding (e.g. to cover additional staff or rental costs). Developer contributions are unlikely to deliver this type of funding.

The CCGs that cover the Derbyshire Dales area both have working arrangements in place with DCC to ensure that the necessary improvements are made across the area. North Derbyshire CCG is leading work with partner organisations to ensure that the health and wellbeing needs in the community are taken into account, whilst South Derbyshire CCG is working with Derbyshire Carers. All CCGs are in the process of producing Strategic Estates Strategies, due to be published in summer 2016. These will set out the need for future facilities.

3.3.4 Emergency Services

The three main emergency services, Police, Fire and Rescue and Ambulance, are responsive organisations with a duty to serve the population within their area, and so the deployment of resources is based on response times to serve this population.

These services are not a significant driver or barrier to growth, and will deploy their resources to serve the scale and location of new development. However, as for health care, it has been indicated that a more scattered approach to growth would present more of a challenge to the deployment of resources, rather one based on delivery of a smaller number of larger sites.

3.3.5 Libraries

The provision of public libraries is a statutory duty for local councils in their role as public library authorities under the Public Libraries and Museums Act 1964. Local library services need to be continually improved to ensure they provide a responsive service that fits the needs of local communities.

The 2013 Derbyshire Infrastructure Plan identified that Matlock Library is unfit for purpose and in the wrong location, and recommended that it should be replaced and relocated into a property that has high street presence. Although desirable, its replacement is not considered something that is related to future housing growth in Matlock and the surrounding area.

3.3.6 Sports

Finally, DDDC provides indoor sports facilities through a combination of sport and leisure centres catering for a range of different activities, swimming pools, and Council-operated community centres with indoor halls.

The 2014 Derbyshire Dales IDP identified a need for the development of a comprehensive Sports Facilities Plan for Derbyshire Dales that also incorporates children’s play and both indoor and outdoor facilities. Further locally focussed indoor provision is most likely to be possible via improvements to existing spaces such as village halls and the Facilities Plan should incorporate a review of these.

DDDC are in the process of appointing consultants to undertake a study of Built Sports Facilities, Playing Pitch and Open Spaces (BSFPPOS) in the district. This will identify the existing BSFPPOS provision (including children’s play areas) and assess local demand and any deficiencies in provision. A BSFPPOS strategy will be produced which will be used to inform Council policy and investment over the Local Plan period.

4 Implications for the Local Plan

4.1 Introduction

As noted previously, the main conclusion from the 2014 Derbyshire Dales IDP and the 2015 IDP update was that discussions with infrastructure providers showed that there are few matters of serious immediate concern for the District. Given the scale of growth proposed in the Local Plan at that time relative to existing population numbers, DDDC did not consider that any of the wider scale infrastructure and service matters identified in either 2014 or 2015 were such that it would be necessary to prevent or delay new development until they are fully resolved.

Based on this supplementary update of the IDP, this conclusion is still sound.

4.2 Local Highways

Local transport issues, however, will still need to be addressed, and DDDC and DCC should look to ascertain an appropriate package of measures, based on the most likely growth scenarios. Congestion in the main town centres of Matlock and Ashbourne are likely to be exacerbated by the cumulative impact of potential development sites. Any improvements should also be designed to improve the reliability of bus services.

In order to confirm (or otherwise) the continued promotion of a bypass for Ashbourne, more detailed analysis and testing will be required to establish the costs and benefits of a bypass as part of the development of the Local Plans across Derbyshire (not just Derbyshire Dales). This will need to be led by DCC, and should be undertaken in parallel with the identification of any online junction improvements through the current transport study, to provide the additional capacity necessary to facilitate new development in a holistic way.

4.3 Rail

The success of the CRP for the Matlock to Derby rail line since 2008 is evidence of how improved rail links can help support growth, but the line is currently single-track, which prevents any further increase in the frequency of services without an infrastructure scheme (such as a passing loop) being implemented. Such an improvement needs to be promoted by DCC and the CRP through ongoing engagement with Network Rail. The Local Plan will need to consider how developer contributions can mitigate the impact of additional passengers on an already potentially crowded route.

4.4 Walking and Cycling

Cycling and pedestrian networks are a key part of Derbyshire's transport and green infrastructure. It is important to provide a safe walking and cycling environment as well as a cross-county network to link villages and communities with sustainable travel routes, and the continued development of these networks alongside new development is essential. However, future development of these strategic routes is more appropriate for funding through the LGF or future rounds of the LSTF, with developer contributions being used to fund connections to the routes, as opposed to the routes themselves.

4.5 Utilities and Telecommunications

The anticipated future growth is unlikely to require any significant enhancements in national supply infrastructure for the main utilities of electricity, gas and water, nor the principal emergency services. In all cases, providers generally respond to housing growth, but, with the exception of requirements for sewerage capacity improvements associated with some specific development sites, there are no other identified issues within the main centres based on the potential sites as they are at present.

Continued investment in broadband through the Digital Derbyshire project will help ensure that future occupants have access to sustainable communications infrastructure.

4.6 Health

Health services also respond to demand but a more scattered approach to development is likely to place pressure on primary care services, because the development sites in the District are generally of insufficient size to trigger capital works. In order to provide health services for these sites, there would instead be a requirement for revenue funding, which is unlikely to be delivered by developer contributions.

4.7 Education

DCC has developed a robust method for establishing what increases in provision of education facilities are required, where and when, arising from housing growth projections. Improvements to primary provision across the District have been identified, alongside preferred options to overcome the forecast issues, although there remain uncertainties as to how the move to academy status for all primary schools by 2022 will affect the ability to deliver the necessary improvements.

4.8 Community Facilities

The provision of community facilities such as libraries and sports facilities is changing and likely to remain under pressure with future funding settlements for DDDC. Although not a significant influence on growth, such facilities are essential to enhance the quality of life for new residents and the existing population, but funding will be needed outside the Local Plan process.

5 Identified Funding Gap and Opportunities for CIL

5.1 Funding Gap

The updated IDP includes a varied level of information about the anticipated costs of the infrastructure required to support the growth envisaged in the Local Plan.

In some cases, such as local transport and education, where DDDC or DCC is generally the lead authority, information is good and thorough. In others, where either Council is not the lead authority, such as utilities (various utility companies), and healthcare (NHS), information is a lot more scarce, and provision generally follows demand, or more specific site development than is being considered at present.

This makes identifying a specific funding ‘gap’ quite difficult at this stage. However, concentrating on the areas where there is more certainty, and making some reasonable assumptions on other contributions, does give some opportunity to quantify the current ‘gap’, albeit in broad terms at this stage.

5.2 Opportunities for CIL

Based on the information gained to date, it is likely that transport and education infrastructure will form the majority of the “essential” projects required to support future growth that would be eligible for CIL. These are the main infrastructure needs that are known at present, and where existing funding sources are unlikely to fully cover the costs of the improvements.

In the case of education, the development of the estimated costs of the infrastructure to date is robust, given DCC’s formula for developer contributions and the level of work already undertaken on the improvements required to support growth.

For transport and green infrastructure improvements, it is more difficult to put a figure on the current funding ‘gap’ as some of the schemes listed in the updated IDP simply have “unknown” as the cost estimate until more detailed assessment work is undertaken. Therefore, an additional allowance needs to be made for these elements until some robust and realistic estimates have been provided as part of the more detailed assessment to be led by DCC.

It is therefore recommended that the aggregate funding ‘gap’ at this time is taken as £22 million, with the following infrastructure improvements forming the draft Regulation 123 list for any CIL scheme:

- Junction/highway capacity and traffic management improvements in Ashbourne, Matlock and Wirksworth - assume an allowance of £1 million in each location;
- Ashbourne Bypass - £12 million;
- Additional primary school capacity in Ashbourne and Wirksworth - £6 million in total; and,
- Delivery of green infrastructure improvements on County Council Countryside Sites - assume £1 million over a 10 year period.

6 Taking Forward the Updated IDP

This commission, and that undertaken in 2015, have critically reviewed the previous infrastructure plans prepared for Derbyshire Dales, and developed an updated IDP that should provide a robust evidence base for the production of CIL, particularly in terms of its identification of the critical infrastructure to support the planned growth in Derbyshire Dales.

It has also identified a justifiable aggregate funding ‘gap’ (of around £22 million), and the elements of infrastructure that would be appropriate to be considered for funding through CIL (mainly transport, education and green infrastructure facilities).

However, the IDP, as has been updated, and the associated infrastructure schedule, represent a point in time. Delivering infrastructure does not stand still, as planning applications are submitted, land use proposals alter, funding regimes differ, and the process of developing the Local Plan proceeds.

To build on the work done in updating in the IDP, and to ensure that DDDC and DCC are in the best possible position to take an early view as to which infrastructure schemes it may seek to put forward for potential future competitive funding rounds, or to allow the work in progress to be used to respond to any planning applications that are received between now and the start of any CIL scheme, it is recommended that the updated IDP and accompanying infrastructure schedule be taken forward as working documents.

Using a spreadsheet approach initially, the accompanying infrastructure schedule plots the key infrastructure schemes against timeframe, cost (including a spend profile), lead agency, funding sources and gaps, risk, alternatives and priority, to provide a ‘live’ working copy of an infrastructure schedule that DDDC could use to monitor progress across all departments, and as a means of tackling the delivery of the infrastructure necessary to support the growth aspirations of Derbyshire Dales.

The working infrastructure schedule could even be an open source document in time, allowing developers an upfront view of the likely infrastructure requirements of bringing forward various sites, as well as being a powerful collaborative tool with other partner agencies who the work done to date has found can be sometimes difficult to engage with at a strategic level.



Appendix A

Updated Working Infrastructure Schedule

Draft Infrastructure Delivery Schedule and Funding Profile

DERBYSHIRE DALES DISTRICT COUNCIL																						Total		Funding Sources & Commitment (Y/N)		Current Funding Gap	Risks	Notes	
Type	Sub-Category	Infrastructure Project	Site Specific (Y/N)	Site(s) Affected	Priority	Timeframe	Estimated Cost (£000s)	Lead Agency	Estimated Spend Profile by Year											Total post-2015	Funding Sources & Commitment (Y/N)	Current Funding Gap	Risks	Notes					
									Pre-2015	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25						2025/26	2026/27	2027/28	2028/29	
Transport	Strategic Highways	New quiet road surfacing on A50 in Doveridge	Y		Desirable	2016-2026	2,800	A50 DBFO Team																2,800	A50 DBFO (N) Private sector developer (N)	2,800	A50 DBFO Team has indicated that resurfacing would normally only be considered when existing surface has reached the end of its life - process likely to require surface retexturing/planning and inlay with a thin wearing course system	Cost estimate assumes 3km dual carriageway resurfacing at £50/sqm Alternative mitigation to reducing noise levels at source could include on-site measures to reduce the levels of noise reaching receptors	
	Local Highways	Local Transport Plan - highways maintenance and integrated transport schemes	N		Essential	pre-2015	19,370	DCC	19,370															0	County Council (Y)	0		Works already completed	
		Junction/highway capacity and traffic management improvements in Ashbourne	N		Essential	Unknown	1,000	DCC																1,000	County Council (N) Private sector developer (N)	1,000		Transport Study commissioned to inform Local Plan. Needs testing alongside Ashbourne Bypass options to determine optimum scheme	
		Ashbourne Western Bypass	N		Desirable	Unknown	12,000	DCC																12,000	Local Growth Fund (N) Private sector developer (N)	12,000		A version of the Ashbourne Bypass scheme has been put forward previously for funding through the Regional Funding Allocation (RFA) process in 2005/06, but did not progress to a Stage 2 assessment when compared with other projects across the East Midlands, and was therefore not shortlisted for funding.	
		Junction/highway capacity and traffic management improvements in Matlock	N		Essential	Unknown	1,000	DCC																1,000	County Council (N) Private sector developer (N)	1,000		Joint County/District study of detailed works required	
		Rail	Matlock - Derby line rail improvements	N		Desirable	2020-2030	3,000	Derwent Valley Line Community Rail Partnership, DCC																3,000	Network Rail (N) Private sector developer (N)	3,000	No schemes currently included in Network Rail future spending plans	Needs ongoing engagement with Network Rail - CRP and DCC have both requested a passing loop in responses to recent consultation
		Bus	Bus reliability improvements in Matlock	N		Essential	Unknown	-	DDDC, Bus Operators																0	Private sector developer (N)	0		To be considered as part of Matlock study referenced above
			Ashbourne bus station improvements	Y		Essential	2016-2021	-	DDDC, Bus Operators																0	Private sector developer (Y)	0		Some improvements already committed, but associated development yet to start on site
			Doveridge to Uttoxeter quality public transport improvements	Y		Desirable	2016-2021	-	DCC																0	Private sector developer (N)	0		Should be taken forward as part of Local Transport Plan
		Car Parking	Car park dynamic signing improvements	N		Desirable	2016-2021	500	DDDC				50	400	50										500	County Council (N)	500	No concept design yet developed	Should be taken forward as part of Local Transport Plan
	Sustainable Modes	Sustainable travel into and around the Peak District National Park	N		Desirable	Ongoing	-	DCC, Peak District National Park Authority																0	County Council (N) Private sector developer (N)	0		Should be taken forward as part of Local Sustainable Transport Fund (or successor)	
		Delivery of the Rights of Way Improvement Plan and Greenway Strategies	N		Desirable	Ongoing	-	DCC																0	County Council (N) Private sector developer (N)	0		Should be taken forward as part of Local Sustainable Transport Fund (or successor)	
		Development of the Greenway and cycle network, including the White Peak Cycle Loop to extend the Monsal Trail to Matlock	N		Desirable	2016-2021	-	DCC, Peak District National Park Authority																0	County Council (N) Private sector developer (N)	0		Should be taken forward as part of Local Sustainable Transport Fund (or successor)	
		Cycling improvements in Matlock	Y		Desirable	Unknown	-	DCC																0	County Council (N) Private sector developer (N)	0		Should be taken forward as part of Local Sustainable Transport Fund (or successor)	
		Cycling improvements in Tansley	Y		Desirable	Unknown	-	DCC																0	County Council (N) Private sector developer (N)	0		Should be taken forward as part of Local Sustainable Transport Fund (or successor)	
		Improvements to footways/footpaths in Wirksworth	Y		Desirable	Unknown	-	DCC																0	County Council (N) Private sector developer (N)	0		Should be taken forward as part of Local Sustainable Transport Fund (or successor)	
		Cycle paths in Doveridge	Y		Desirable	Unknown	-	DCC																0	County Council (N) Private sector developer (N)	0		Should be taken forward as part of Local Sustainable Transport Fund (or successor)	
		Towpath improvement works on Cromford Canal from Gregory Tunnel to High Peak Junction	N		Desirable	pre-2015	50	DCC	50															0	County Council (Y)	0		Should be taken forward as part of Local Sustainable Transport Fund (or successor)	
		Delivery of Strategic Waterways Priorities	N		Desirable	2016-2021	-	DCC, Cromford Canal Partnership																0	County Council (N) Private sector developer (N)	0		Should be taken forward as part of Local Sustainable Transport Fund (or successor)	
Green Infrastructure	Open Spaces and Natural Environment	Trent Valley Vision - evidence collection to inform landscape vision and strategy	N		Desirable	2016-2021	150	DCC			50	50	50											150	County Council (Y)	0		To be funded principally from sources outside the planning process	
		Local Biodiversity Action Plan - protect, maintain, manage, enhance & create habitats	N		Desirable	pre-2015	600	Farming and Wildlife Advisory Group, Derbyshire Wildlife Trust	600															0	County Council (N) Private sector developer (N)	0		To be funded principally from sources outside the planning process	
		Delivery of Green Infrastructure improvements on County Council Countryside Sites	N		Essential	Ongoing	1,000	DCC			100	100	100	100	100	100	100	100	100	100	100	100	100	1,000	County Council (N) Private sector developer (N)	1,000		To be funded principally from sources outside the planning process	
		Improvements to parks and open spaces in Wirksworth	Y		Desirable	Unknown	-	DDDC																0	District Council (N) Private sector developer (N)	0		To be funded principally from sources outside the planning process	
Utilities	Telecomms	Digital Derbyshire - roll-out of super-fast broadband	N		Essential	2016-2021	15,000	DCC, BT (private sector)	5,000	2,000	2,000	2,000	2,000	2,000									10,000	£7,390,000 from EDRUK £2,500,000 from ERDF £4,890,000 from DCC	0		Costs shown relate to elements within Derbyshire Dales District		
	Water/Waste Water	Localised capacity improvements associated with specific development sites	Y		Essential	2016-2026	Unknown	Severn Trent Water																0	Private sector developer (N)	0	Localised capacity upgrades may be required to accommodate development, subject to further modelling and confirmation of connection points		
		Upgrade to Ashbourne Water Treatment Works	Y		Essential	2016-2026	7,000	Severn Trent Water				3,500			3,500									7,000	Severn Trent Water (Y) Private sector developer (N)	0	EA and planning approval of phased capacity increases may impact delivery. Costs stated do not include ancillary pipework etc.	Expansion of WTW feasible on and adjacent to existing WTW. Phased approach allows costs to be spread over Severn Trent Water's current funding period and next funding period (from 2020). Spending profile indicative.	
	Electricity																						0		0				
	Gas																						0		0				
Waste Management																							0		0				
																							0		0				
Flooding and Drainage	Flood Defence	Local flood defence schemes to reduce risk of surface water flooding	N		Essential	2016/2017	314	DCC	300			14											14	County Council (Y)	0		Works almost complete		
																							0		0				
Social Infrastructure	Education	Additional primary school capacity in Ashbourne	N		Essential	2016-2026	4,000	DCC															4,000	County Council (N) Private sector developer (Y)	1,800		Funding gap shown takes into account planned contributions from private sector developers under agreed formula		
		Primary school in Wirksworth	N		Essential	2016-2026	6,000	DCC															6,000	County Council (N) Private sector developer (Y)	2,700		Funding gap shown takes into account planned contributions from private sector developers under agreed formula		
		Primary schools across the District	Y		Essential	2016-2026	Unknown	DCC															Unknown	County Council (N) Private sector developer (Y)	-		Funding gap shown takes into account planned contributions from private sector developers under agreed formula		
	Adult Care	Provision of accommodation, care and support for older people including ExtraCare	N		Essential	2016-2021	200	DCC			50	50	50	50	50								250	County Council (Y)	0		Funding beyond 2020 is uncertain		
	Community and Culture	Replacement of Matlock Library	N		Desirable	2016-2021	2,500	DCC															2,500	County Council (N) Private sector developer (N)	2,500		Some doubt as to whether this can be linked to local growth		
	Health	Improved health facilities	Y		Essential	Unknown	Unknown	NHS															0	Private sector developer (N) NHS England (N)	0		Development sites are not of sufficient scale to trigger capital funding but would require additional staffing resources to meet needs of new residents (revenue funding)		
	Fire and Rescue																						0		0				
	Police																						0		0				
	Heritage	Derwent Valley Mills World Heritage Site Projects at Cromford and Matlock Bath, including restoration of Cromford Canal	N		Desirable	Unknown	15,700	DCC															15,700	County Council (N) Private sector developer (N)	15,700		To be funded principally from sources outside the planning process		
	Sports	Sports facilities including children's play	Y		Desirable	Unknown	Unknown	DDDC															0	District Council (N) Private sector developer (N)	0		DDDC have commissioned a study to assess sports provision (including children's play areas) which will inform policy and investment strategy		
TOTAL COST (by Financial Year)											2,100	2,214	5,750	2,550	2,200	3,600	100	100	100	100	100	0	0	0	66,914				
																Aggregate Funding Gap		44,000											

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