



# South Downs National Park – Infrastructure Delivery Plan



## Introduction

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1. Infrastructure planning ensures the National Park Authority, local communities, service providers and developers understand what infrastructure is required to deliver the planned growth and wider objectives of the National Park. It also properly accounts for the funding, timing and delivery of projects. Infrastructure should be multifunctional and integrated to maximise efficiency and provide added value where possible, including the exploitation and enhancement of Natural Capital.
2. This Infrastructure Delivery Plan (IDP) sets out the approach to infrastructure planning taken by the South Downs National Park Authority and identifies its strategic infrastructure priorities. The IDP has sub-regional impacts given the size of the area covered, the scale of the strategic infrastructure priorities and the fact that the environment operates across a much wider geographic scale than administrative boundaries. River catchments, ecological connectivity and recreational opportunities are examples of the sub-regional reach of green infrastructure. Green infrastructure delivery differs between local authority partners and a strategic approach will help achieve more consistency, high quality policies, strategies and delivery. This IDP therefore sits alongside other sub-regional infrastructure plans, including the West Sussex Growth Plan, and offers a complementary infrastructure package with a stronger focus on Natural Capital.
3. A funding deficit of £54m has been identified, taking existing funding sources into account. This demonstrates a need for SDNPA to seek external funding from Government and other organisations to assist in the delivery of the IDP. It also demonstrates the need to introduce a Community Infrastructure Levy (CIL) charge at the proposed levels.
4. The IDP is central to the operation of the CIL and identifies the supporting infrastructure necessary to deliver the housing growth allocated in the Local Plan.
5. The IDP has been produced in collaboration with local communities, stakeholders, strategic infrastructure providers and county councils. It will help deliver the growth identified in the Local Plan and support the statutory Purposes and Duty of the National Park.

## Overview and National Park Context

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6. The IDP and all projects identified for funding should support the National Park Authority's statutory Purposes and Duty as specified in the Environment Act 1995:
  - Purpose 1: Conserving and enhancing the natural beauty, wildlife and cultural heritage of the area
  - Purpose 2: Promoting opportunities for the understanding and enjoyment of the special qualities of the National Park by the public
  - Duty: To seek to foster the social and economic wellbeing of the local communities within the National Park in pursuit of the purposes.
7. The South Downs National Park Partnership Management Plan (2014 to 2019) sets objectives based on the statutory Purposes and Duty and the emerging South Downs National Park Local Plan (2017 to 2032) will allocate a sustainable level of growth to achieve many of the spatial objectives in practice.
8. The emerging South Downs Green Infrastructure Framework takes an ecosystems services approach which identifies the benefits provided by the natural environment that contribute to quality of life, including recreation and the inspiration of the natural world. Conservation and enhancement of National Capital is embodied in Purpose 1 of the National Park Authority and in the ecosystems approach underpinning its plans and policies as well as this IDP.

9. The National Park Authority has identified its strategic infrastructure priorities which may require funding from CIL revenues, in addition to other funding sources. The level of funding has been estimated in some cases where detailed project proposals are still emerging. These strategic infrastructure priorities sit alongside other community-led projects identified on the IDP and are summarised as:
1. Sustainable Economic Growth
  2. Strategic Cycle Network
  3. Natural Capital
  4. Hubs & Gateways
  5. Access for All
  6. Education and Interpretation
  7. Strategic Floodplain Management
10. Infrastructure provision can have a positive social impact and reduce or resolve limitations and inequality across wide areas. However, some infrastructure projects can be harmful to the natural environment and landscape and are, therefore, contrary to the first Purpose of the National Park. In these instances, Local Plan Preferred Options Policy SD30 seeks to balance the public benefit of new infrastructure with the conservation and enhancement of the landscape. Appropriate design and use of infrastructure is therefore critical to mitigate landscape impacts and so new infrastructure projects should be of exemplary quality. SDNPA will seek to add value to infrastructure projects through qualitative improvements in the design, multi-functionality of use and landscape integration. All projects should be underpinned by the Ecosystems Services approach, explained below.

## Vision for the National Park

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11. Delivery of the IDP infrastructure package will help achieve the Vision for the South Downs National Park:

By 2050 in the South Downs National Park:

The iconic English lowland landscapes and heritage will have been conserved and greatly enhanced. These inspirational and distinctive places, where people live, work, farm and relax, are adapting well to the impacts of climate change and other pressures.

People will understand, value, and look after the vital natural services that the National Park provides. Large areas of high-quality and well-managed habitat will form a network supporting wildlife throughout the landscape.

Opportunities will exist for everyone to discover, enjoy, understand and value the National Park and its special qualities. The relationship between people and landscape will enhance their lives and inspire them to become actively involved in caring for it and using its resources more responsibly.

Its special qualities will underpin the economic and social wellbeing of the communities in and around it, which will be more self-sustaining and empowered to shape their own future. Its villages and market towns will be thriving centres for residents, visitors and businesses and supporting the wider rural community.

Successful farming, forestry, tourism and other business activities within the National Park will actively contribute to, and derive economic benefit from, its unique identity and special qualities.

## Partnership Management Plan 2014-2019

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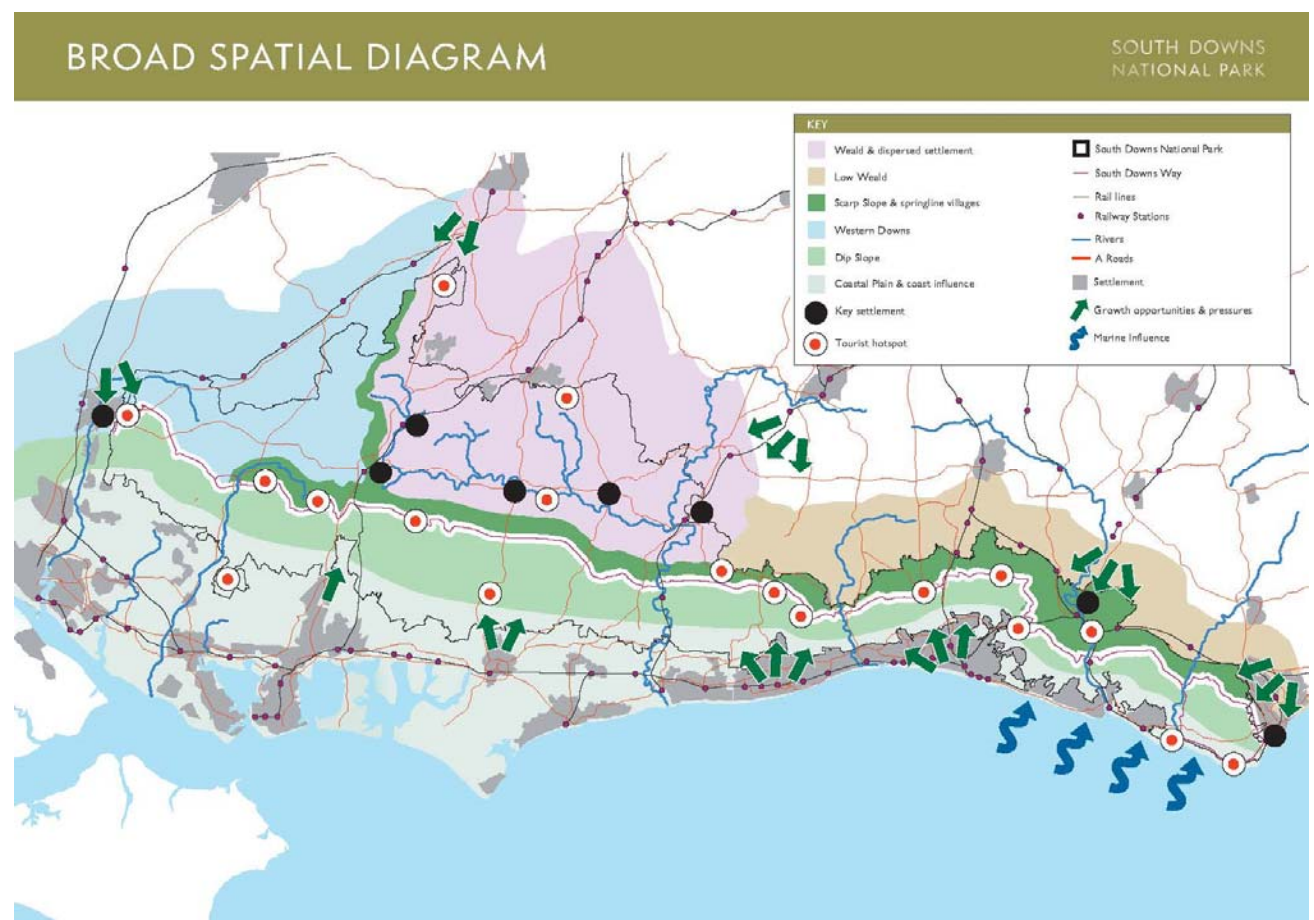
12. The Partnership Management Plan (PMP) contains 11 Outcomes which describe how the Vision will be achieved. The outcomes are grouped under three themed headings: a thriving living landscape, people

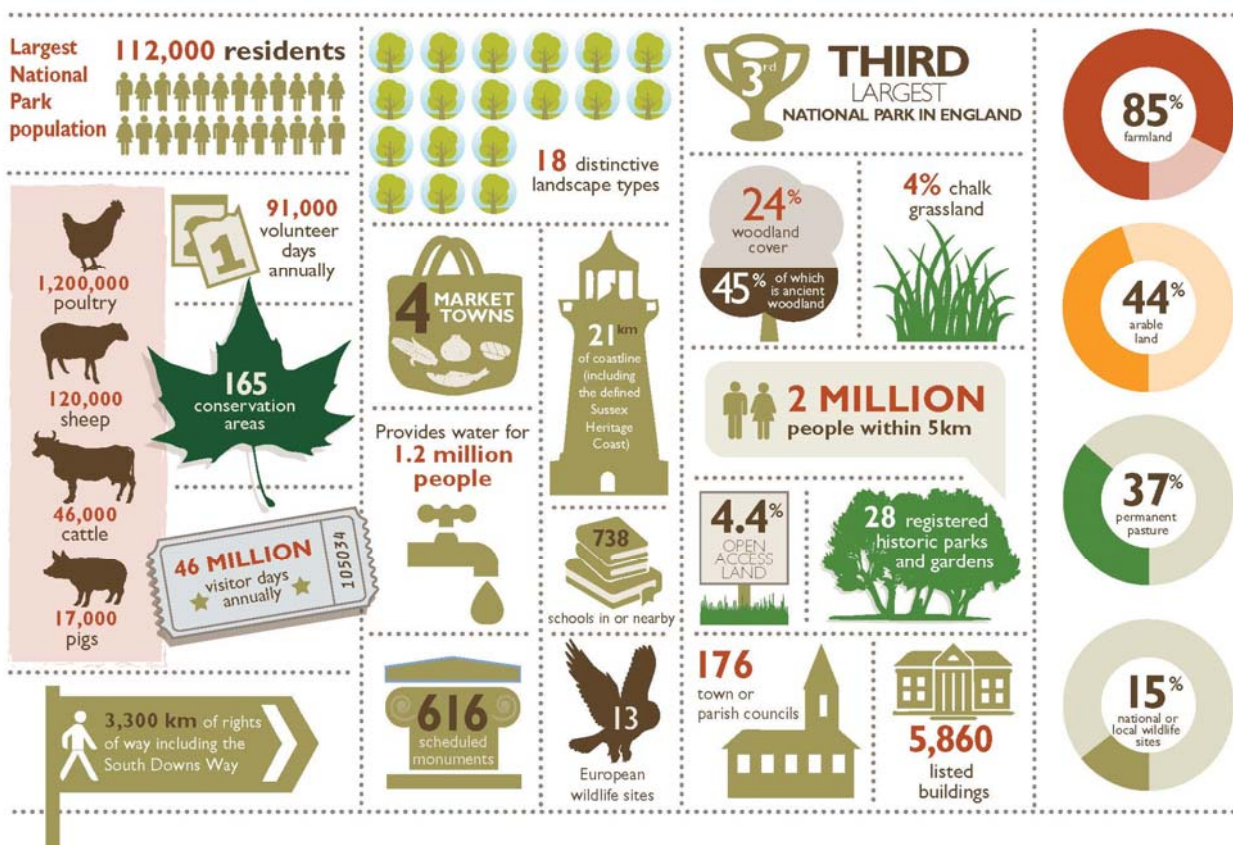
connected with places and towards a sustainable future. These themed outcomes will be delivered spatially by the Local Plan in due course. The fundamental approach that underpins the PMP and Local Plan is delivering sustainable development through an ecosystems approach.

## Local Plan 2017-2032

13. The emerging South Downs National Park Local Plan allocates a sustainable level of growth for the National Park. The South Downs was designated as a National Park in recognition of its landscape of exceptional beauty and importance. The Local Plan therefore takes a landscape-led approach to planning.
14. The IDP helps to deliver this growth by ensuring the necessary infrastructure to support the environment, communities, businesses and visitors is identified, funded and delivered.
15. The Local Plan describes a Spatial Portrait which paints a picture of the whole National Park and provides a snapshot of its key features. It describes five distinctive 'broad areas' of landscape character within the South Downs and the issues, challenges, opportunities and the relevance of the special qualities in these areas. The five broad areas as shown on the Broad Spatial Diagram are the Coastal Plain, the Dip Slope, the Scarp Slope, the Western Downs and the Western Weald. The Local Plan seeks to deliver positive outcomes across these five broad areas and to conserve and enhance the seven Special Qualities within them as informed by the State of the National Park Report (2012) and Partnership Management Plan.

## Spatial Portrait of the National Park





## Ecosystems Services

16. The landscapes of the South Downs provide many services that secure a wide range of important benefits for society. These are referred to in the Local Plan and emerging South Downs Green Infrastructure Framework as ecosystems services and include products such as water, food, raw materials, functions such as soil formation, services such as water purification, air quality, health, wellbeing and cultural benefits.
17. An 'Ecosystem Approach' is a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way (Convention on Biological Diversity 1993). It values and acknowledges the direct and indirect contribution of the environment and its resources, collectively known as 'Natural Capital'. The conservation and enhancement of this Natural Capital is fundamental to the pursuit of Purpose 1 of the National Park Authority. Better recognition of the environment transforms the traditional way it is seen as a constraint to development and turns it into an asset that is valued for the variety of benefits it provides. This provides opportunities for new environmental markets and for positive planning outcomes from sustainable development.
18. The Coast to Capital Local Enterprise Partnership has stated in relation to the rural economy that "One of the principles underlying the Government's approach to sustainable development is that growing the economy and improving the environment can be mutually supportive. We recognise that our **natural capital** is an essential part of our productive economy and will support growth in our rural economy whilst continuing to improve our environment"<sup>i</sup>.

<sup>i</sup> C2C LEP Strategic Economic Plan (page 158): [http://www.lepnetwork.net/modules/downloads/download.php?file\\_name=8](http://www.lepnetwork.net/modules/downloads/download.php?file_name=8)

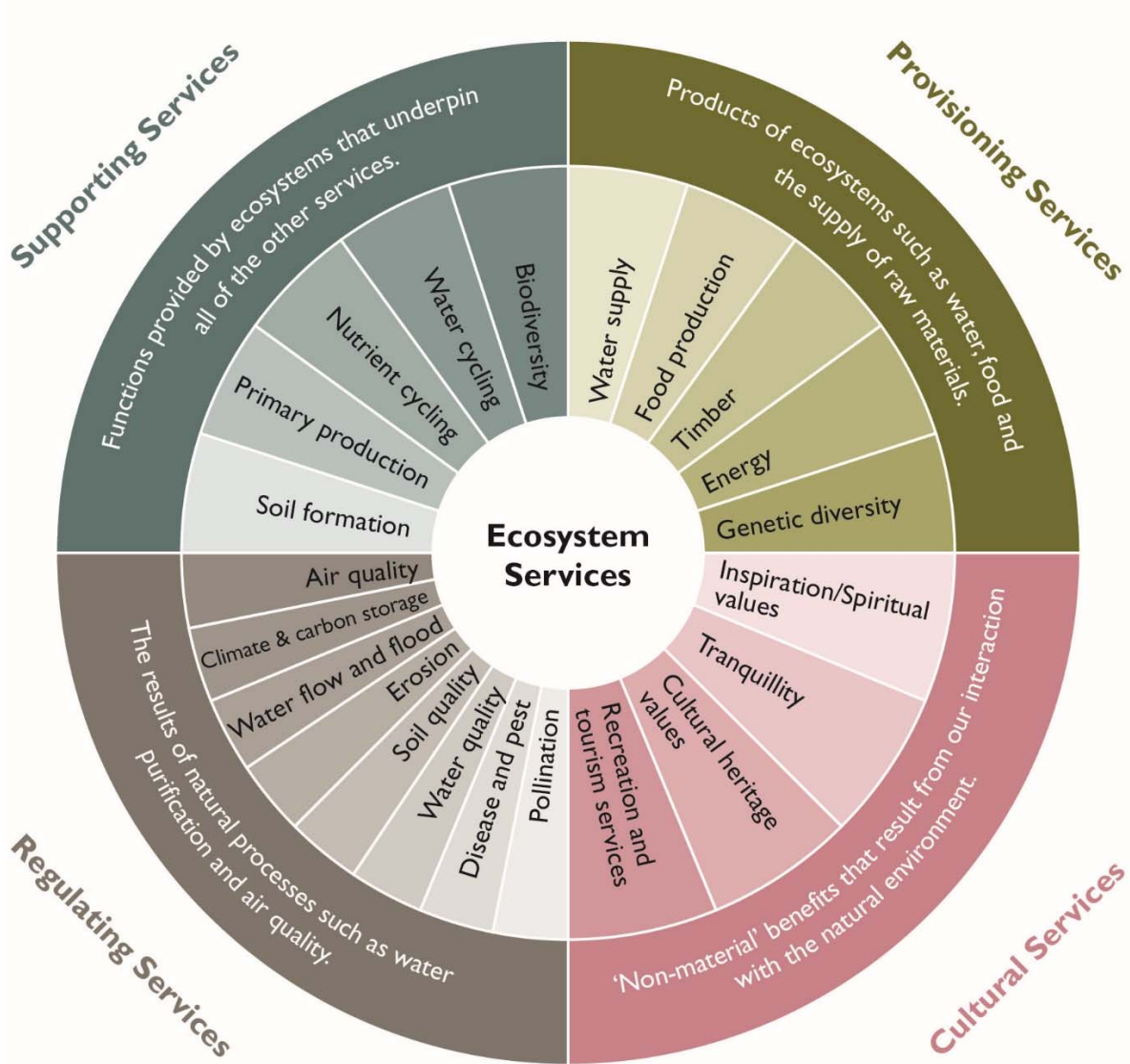
19. The Local Plan Preferred Options Policy SD2 relates to ecosystems services and includes criteria for the assessment of planning proposals as shown in the box below. These criteria may form part of the prioritisation process for IDP projects in due course.

**Core Policy SD2: Ecosystems Services**

Proposals that deliver sustainable development and comply with other relevant policies will be permitted provided that they do not have an unacceptable adverse impact on the natural environment and its ability to contribute goods and services. Proposals will be expected, as appropriate, to:

- a) provide more and better joined up natural habitats;
- b) conserve water resources;
- c) sustainably manage land and water environments;
- d) improve the National Park's resilience and the mitigation of climate change;
- e) increase the ability to store carbon through new planting or other means;
- f) conserve and improve soils;
- g) reduce pollution;
- h) mitigate the risk of flooding;
- i) improve opportunities for peoples' health and wellbeing;
- j) stimulate sustainable economic activity; and
- k) deliver high-quality sustainable design.

20. Ecosystems in the South Downs National Park have been grouped into four services: Supporting Services, Provisioning Services, Regulating Services and Cultural Services as shown in the image below.



## Development Strategy

21. The development strategy for the National Park is identified and allocated in the Preferred Options Local Plan Policies SD22 'Development Strategy' and SD23 'Housing' and Table 7.1. Further separate policies allocate specific sites for various uses. The following table summarises the development strategy for housing within the Local Plan period:

<b>Local Plan Housing Requirement (2017 – 2032)</b>		
Allocated housing land (excluding strategic sites)		1,963
Strategic Sites	Shoreham Cement Works (Policy SD32)	0
	Former Syngenta site, Fernhurst (Policy SD33)	200
	North Street Quarter, Lewes (Policy SD34)	415
Windfalls		765
Existing planning permissions		1,253
<b>Total Housing Requirement</b>		<b>4,596</b>

22. Shoreham Cement Works is allocated for non-residential mixed use development. Allocated uses include environmentally-led restoration with significant landscape improvements, visitor accommodation, business, appropriate leisure and tourism, transport and renewable energy generation. The specific infrastructure requirements of this site will be explored further when a clear redevelopment scheme emerges; it is likely to include very significant landscape and environmental mitigation and protection, highway works to address current limitations in the southbound-only sole access and egress point to the A283, enhanced bus services, walking and cycling infrastructure and tourism opportunities.
23. Former Syngenta site is allocated for a 200 home mixed use development. Allocated uses include 50% affordable housing, business, tourism, social and leisure facilities and other land uses which meet the policy objectives of the Local Plan, cater for local needs and are appropriate for the National Park location. The specific infrastructure requirements of this site will include an integrated sustainable transport solution, works to address the underground water culvert crossing the site, public realm and open space improvements given the extensive concrete surface treatment and potential decontamination.
24. North Street Quarter is allocated for a 416 home mixed use development. Allocated uses include 40% affordable housing, at least 5,000 square meters of business floorspace, retail, nursing home non-residential institution and other cultural, artistic and artisanal floorspace. The specific infrastructure requirements of this site will include flood defences, significant public realm improvements, off site highways works and sustainable transport connections across surrounding roads (Phoenix Causeway and Eastgate Street) and a footbridge over the River Ouse.

## Methodology in Brief

25. The IDP began with a community-focused consultation. Input was sought from all 176 parishes councils within the National Park in a series of workshops from March to May 2013. Attendance was strong with delegates from over 60 parish councils and other organisations and further representatives responding by email. Follow-up consultation was undertaken later in the year to expand initial suggestions or seek



further information on submitted projects. Over 400 initial project proposals were received and the National Park Authority considered these results in June 2014.

- 26.** A further consultation of strategic infrastructure providers was then undertaken from July to September 2014 including county councils, utilities companies, the Environment Agency, Highways Agency, National England and other key partners.
- 27.** In early 2015, all projects and supporting evidence were reviewed as a whole to ensure consistency in any assumptions used as well as ensuring all projects were underpinned by appropriate evidence of need, costs, timescales and their compatibility with the statutory Purposes and Duty of the National Park. Projects which were not sufficiently evidenced are excluded from the main IDP database but held on file to await any future updates.
- 28.** For ease of reference and monitoring purposes, the IDP is structured around categories of infrastructure within which each of the projects sits. The strategic infrastructure priorities identified are often collections of smaller projects, within these categories, coordinated to achieve a strategic goal such as multiple individual cycle paths under one working title.
- 29.** A Draft IDP was published for consultation alongside the Draft CIL Charging Schedule in September and October 2015. This version has been amended further for submission to examination alongside the Submission CIL Charging Schedule.
- 30.** For the IDP to remain fit for purpose, up to date and relevant over time it will remain a live document and be amended over time. It will be regularly updated as existing projects are completed and new projects are identified to support future growth and development. A summarised version will be published periodically, potentially alongside the Authority Monitoring Report.

## Structure and Content

**31.** For ease of reference and monitoring purposes, the IDP is structured around seven categories of infrastructure. These categories are cross-referenced to show their relationship to the statutory Purposes and Duty in the table below.

Infrastructure Categories:	Purpose 1	Purpose 2	Duty	Project Examples:
<b>Green Infrastructure</b>	✓	✓	✓	Landscape-scale mitigation; Access land; informal open space; managed space; village greens; allotments; green roofs; parks; micro-generation energy schemes; South Downs Way improvements; flood management and climate change mitigation; Habitats Regulation Assessment compliance; tree planting; access land.
<b>Social &amp; Leisure</b>	✓	✓	✓	Cultural heritage; enhancement to historic urban fabric; public realm improvements; added-value in hard surfacing; sports facilities and pavilion improvements; green gyms; playing fields; playgrounds; recreation grounds.
<b>Services &amp; Facilities</b>		✓	✓	Community buildings; libraries; support services and care; village halls; expanding emergency services capacity; car parking; insulation and other improvements to public buildings.
<b>Transport</b>		✓		Public Rights of Way improvements; walking and cycling infrastructure; bus and rail network improvements; traffic calming; improved signage; highway works that add value to the National Park setting.
<b>Education</b>		✓	✓	State-funded primary and secondary schools; National Park interpretation boards and exhibits; visitor centres; tourist information and promotion of National Park.
<b>Health &amp; Wellbeing</b>		✓	✓	GP Surgeries / Hospitals Mental health provision / adult social care
<b>Utility Services</b>			✓	Broadband provision; utilities supply (where not a statutory undertaking); added value flood schemes; waste management & disposal.

### Strategic Infrastructure Priorities

**32.** The strategic infrastructure priorities of the National Park Authority are:

1. **Sustainable Economic Growth**, fundamental to the Local Plan.
2. **Strategic Cycle Network**, including the extension to Centurion Way from West Dean to Midhurst and the completion of Egrets Way in Lewes District.
3. **Natural Capital** covers a large number of SDNPA projects including large scale landscape improvements such as Big Chalk and Heathlands Reunited.
4. **Hubs & Gateways** covers proposals to welcome visitors to the National Park and enhance their experience, particularly around sustainable tourism hubs such as Stanmer Park.
5. **Access for All** is a working title to cover non-motorised access for priority groups.

6. **Education and Interpretation** includes both formal education projects tied closely to new development and interpretation of National Park assets.

7. **Strategic Floodplain Management** could link similar work of all area offices and relates to growth as Local Plan Preferred Options Policy SD17 requires the integrity of existing coastal and river defences to be assessed when determining planning applications..

33. These corporate priorities sit within the categories identified above although each represents an umbrella proposal under which many supporting projects will fit. Most individual projects identified on the IDP list will link to one or more of these strategic projects.

### Strategic Stakeholders

34. Strategic infrastructure providers generally produce their own infrastructure plans which we have not sought to repeat. The Strategic Summary below therefore signposts to specific external infrastructure planning documents.

East Sussex County Council	To update upon receipt in 2016
West Sussex County Council	Strategic Infrastructure Plan expected soon.
Hampshire County Council	<a href="#">Education provision</a> <a href="#">Schedule of East Hants Transport Improvements</a> <a href="#">Schedule of Winchester Transport Improvements</a>
Highways England	Meeting held in 2015; ongoing liaison for major projects.
National Grid	<a href="#">Consultation response</a>
Natural England	<a href="#">As a key partner, NE provided advice about securing Green Infrastructure as a priority.</a>
South East Water	Fully funded Network Infrastructure Improvements to 2025
Southern Water	<a href="#">Consultation response states strategic projects funded by Ofwat/SW Business Plan and site-specific projects funded by developers</a>

35. Significant areas of the National Park are severely disadvantaged by slow and unreliable **broadband connection**, with rural areas the most disadvantaged. The proliferation of ‘not spots’ is a major barrier to sustainable economic growth particularly for home-based businesses. The SDNPA is seeking to improve access to superfast broadband in partnership with BDUK, county councils and the LEPs.

## Findings

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36. The following table summarises the total funding required for all projects within each infrastructure category. The total funding required, also known as the **funding deficit**, takes into account the total cost of the project and any existing funding sources secured.

Categories:	Funding Deficit
Green Infrastructure	£9,514,252
Social & Leisure	£15,220,000
Services & Facilities	£9,627,000
Transport	£30,263,350
Education	£15,347,000
Health & Wellbeing	£1,200,000
Utility Services	£1,000,000
<b>Total Funding Deficit</b>	<b>£82,171,602</b>

## Funding Deficit and Funding Gap

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37. The IDP summary above takes into account the total cost of all infrastructure projects and any existing funding sources secured such as match funding, statutory undertakers budgets, previous grants and other sources. This ensures the IDP complies with the CIL Guidance by considering what other sources of funding are available, based on appropriate available evidence, to identify a **funding deficit**. A **funding gap** must then be demonstrated after the potential income from CIL has been taken into account, to prove a need for the CIL, before a charging schedule can be introduced.

38. The following table summarises the development strategy of the Local Plan: Preferred Options document. The development strategy identifies how housing will be delivered over the plan period from 2014 to 2032 by location. 615 houses will be delivered on strategic sites and a further 1,963 on small sites allocated in the Local Plan and Neighbourhood Plans. The zones for these sites have been calculated as accurately as possible based on the known locations of the allocated sites. The windfall allowance of 765 houses will be delivered on currently-unknown sites which are defined as small sites of 1 to 4 homes and these have been assumed to be in the Zone 1 town areas although if these are found in rural Zone 2 areas the likely CIL income will rise. The figure for A further 1,253 houses will be delivered on land already benefiting from planning permission and is therefore not liable to pay CIL. The table takes into account that 40% of new houses will be affordable and therefore pay no CIL. The future location of windfall housing is currently unknown and so is assumed to be in Zone 1 for simplicity.

(\*) The figure for North Street Quarter is provided although this strategic site is subject to a S106 agreement which secures financial contributions towards infrastructure provision. Providing development is commenced before the CIL is adopted, and the S106 agreement is actioned, no CIL payment will be liable from this site.

Local Plan Housing Requirement <sup>ii</sup>		CIL Charging Area <sup>iii</sup>	Houses by Area	Market houses	CIL income (90m <sup>2</sup> average new home)
Allocated housing land (excluding strategic sites)	1,963	Zone 1 (£150/sqm)	1,420	852	£12,717,000
		Zone 2 (£200/sqm)	393	236	£4,248,000
Strategic Sites	615	Shoreham Cement Works	0	0	£0
		Former Syngenta site, Fernhurst (Zone 3)	200	100	£1,800,000
		North Street Quarter, Lewes (Zone 1)	415	249	£3,361,500 *
Windfalls	765	Unknown	765	459	£6,196,500
<b>Totals</b>	<b>3,343</b>	-	<b>3,343</b>	<b>1,986</b>	<b>£28,323,000</b>

39. The above Findings tables show the funding deficit for projects identified to date, taking existing sources of funding into account, is approximately £82m. The potential income from CIL in line with the development strategy of the Local Plan is approximately £28m. The funding gap is therefore approximately £54m which demonstrates a need to introduce a CIL charge.

## Governance

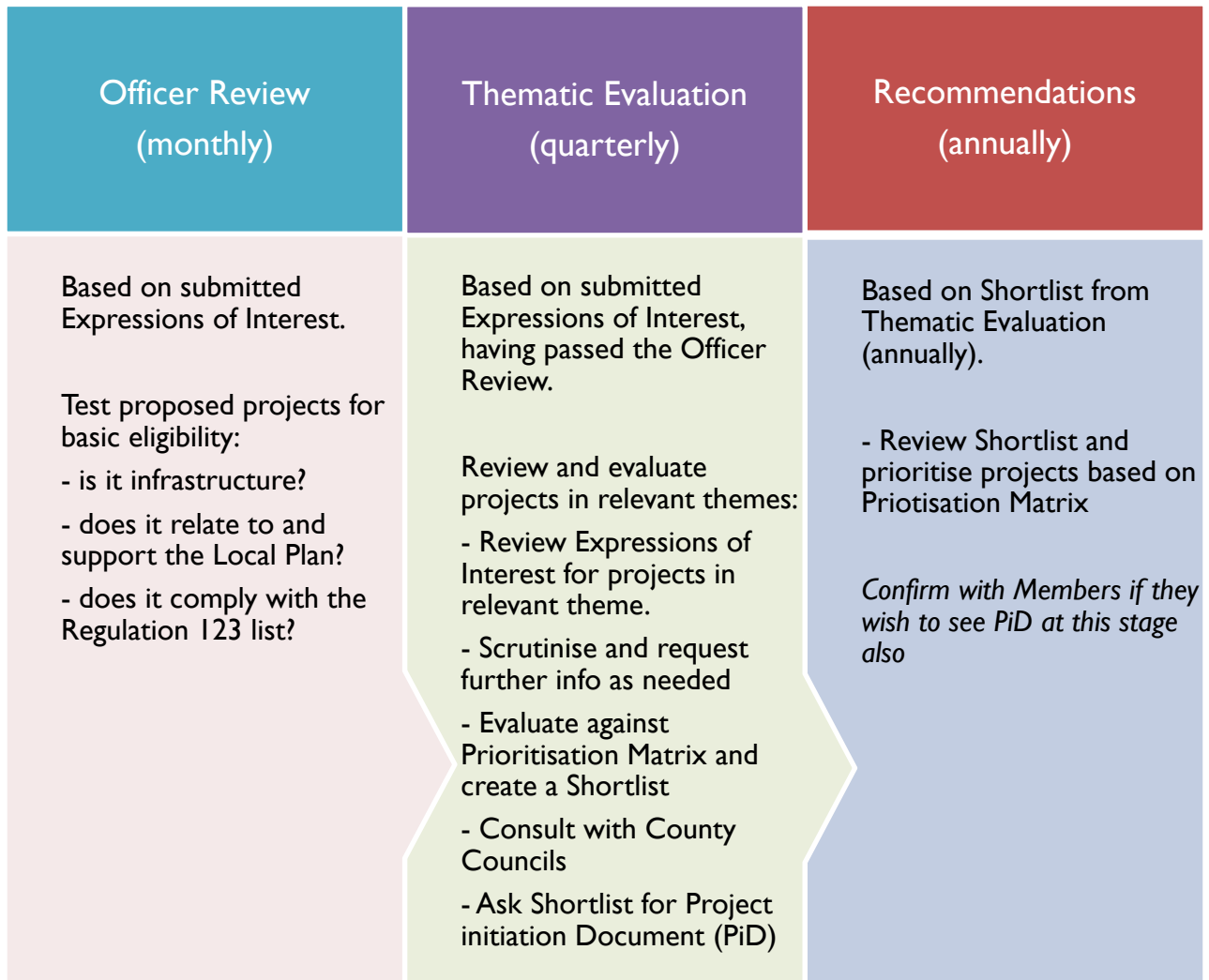
40. CIL funding must be spent on infrastructure to support growth in the Local Plan but SDNPA has complete discretion over the location and type of infrastructure provided. Funding will be applied to the provision, improvement, replacement, operation or maintenance of infrastructure except for 5% of receipts which can be spent on administrative expenses. Funding can be used for capital or revenue projects in support of infrastructure.
41. The Governance of CIL funding, following the adoption of the charging schedule, falls under the Terms of Reference of the SDNPA Policy and Programme Committee<sup>iv</sup>.
42. Fifteen per cent (15%) of CIL receipts will be passed directly to the parish council where chargeable development takes place (capped at a total of £100 per existing house per year in the parish). This increases to twenty five per cent (25%) where an adopted Neighbourhood Plan is in place.
43. A corporate prioritisation matrix will be applied to projects on the IDP to determine their eligibility for CIL funding which includes multiple factors such as the project's support for the Purposes and Duty of the National Park, relationship to the development strategy, delivering PMP Outcomes, Ecosystems Services enhancements and availability of match-funding. A short list of projects list will be derived from the IDP through this process and approved by the Policy and Programme Committee at the beginning of each financial year.

<sup>ii</sup> Local Plan: Preferred Options (Policy SD23 & Table 7.1)

<sup>iii</sup> CIL Charging Area and CIL charge per square metre is provided in the Draft CIL Charging Schedule

<sup>iv</sup> [Policy and Programme Committee Terms of Reference](#)

The following flow-chart outlines this process of project approval.



Cover photo: © SDNPA / G.Giles