

# SURREY HEATH BOROUGH COUNCIL

## LOCAL DEVELOPMENT FRAMEWORK 2011-2028



### DEVELOPER CONTRIBUTIONS SUPPLEMENTARY PLANNING DOCUMENT



**Great Place • Great Community • Great Future**

October 2011

# Foreword

The Developer Contributions SPD was adopted by the Borough Council's Executive on 18<sup>th</sup> October 2011 and forms part of the Surrey Heath Local Development Framework 2011-2028.

This SPD sets out guidance on how and when financial contributions will be sought from development to support infrastructure within the Borough. The SPD sets out a tariff approach to contributions for a range of infrastructure typologies and development types. It should be noted that this SPD should not be used to determine contributions from large strategic sites. Such sites are likely to require a bespoke package of measures which may go beyond the requirements of this SPD.

This SPD does not set out guidance in relation to financial contributions as avoidance measures for the Thames Basin Heaths Special Protection Area (SPA). Separate guidance and advice, including any financial contributions payable on top of the tariffs set out in this SPD, is available on the Borough Council's web-site at:  
<http://www.surreyheath.gov.uk/planning/planningpolicyandconservation/ThamesBasinSPA.htm>

If you would like a copy of this SPD in large print, Braille or another language, please contact the Council on telephone number: -

01276 707222 or alternatively e-mail [planning.policy@surreyheath.gov.uk](mailto:planning.policy@surreyheath.gov.uk)

# Contents

Foreword	2
1. Policy Context & Basis for the Tariff	4
2. Tariff Thresholds & Applicable Development	13
3. Education	16
4. Transport	21
5. Libraries & Museums	25
6. Open Space and Outdoor Recreation	27
7. Indoor Sports Facilities	32
8. Built Community Space & Cultural Facilities	35
9. Waste & Recycling	36
10. Environmental Improvements & Town Centre Management	37

# 1. Policy Context, Basis for Tariff & Implementation

## ***National Advice***

- 1.1 Government advice on the application and collection of developer contributions is contained within The Community Infrastructure Levy (CIL) Regulations 2010 (as amended) and Circular 05/05 'Planning Obligations' (ODPM July 2005). The Regulations state, (para 122), that a planning obligation may only constitute a reason for granting planning permission if the obligation meets three key tests. The three tests are that an obligation must be: -
- (i) Necessary to make the development acceptable in planning terms; and
  - (ii) Directly related to the development; and
  - (iii) Fairly and reasonably related in scale and kind to the development
- 1.2 Circular 05/05 advises that planning permission cannot be bought or sold by a local planning authority and negotiations to gain benefits from development proposals must take place in a way which is seen as fair and reasonable.
- 1.3 The Circular sets out that obligations may either be 'in kind', i.e. secured on-site or can take the form of financial contributions. Contributions can also be pooled towards a given element of infrastructure either between developments or between local authorities or can be provided toward specific future infrastructure provision. The Circular also advises that where appropriate, contributions through obligations can be sought for maintenance (physical upkeep).
- 1.4 The Circular also encourages Local Authorities to employ formulae and standard charges as appropriate as part of the framework for negotiating and securing planning obligations.

## ***Regional Guidance***

### *Regional Spatial Strategy – The South East Plan*

- 1.5 South East Plan Policy CC7: *Infrastructure & Implementation* sets out the overall approach to infrastructure delivery in the South East. The Policy states that funding will be provided by a combination of local government and private sectors and substantial contributions from central government. Criteria iii) of Policy CC7 states that: -
- 'iii. Contributions from development will also be required to help deliver necessary infrastructure. To provide clarity for landowners and prospective developers, local authorities should include policies and prepare clear guidance in their LDD's, in conjunction with other key agencies, on the role and scope of development contributions towards infrastructure.'*
- 1.6 Further, paragraph 5.22 of the supporting text to Policy CC7 states that where new development comes forward in the form of small sites, local authorities should consider the possibility of tariffs on new properties to pool contributions, or funding through the Community Infrastructure Levy.

## **Local Policy Guidance**

### *Surrey Heath Local Plan 2000 (as saved)*

- 1.7 Saved policy G3 of the Surrey Heath Local Plan 2000 states that: -
- 'Where appropriate, planning benefits that are fairly and reasonably related in scale and kind to the proposed development will be sought from the developer, to achieve the objectives of the Local Plan'.*
- 1.8 Supporting paragraph 3.19 to Policy G3 sets out that planning benefits will only be sought where they are directly related to the development being proposed, for example, to secure related off-site works or secure provision of facilities required by the development.

### *Surrey Heath Core Strategy & Development Management Policies DPD (submission)*

- 1.9 The Core Strategy & Development Management Policies DPD will, once adopted, replace many of the policies within the Surrey Heath Local Plan 2000, including policy G3. In the interim period until adoption of the DPD this SPD will be implemented under Policy G3 of the Local Plan 2000 (as saved). Thereafter this SPD will be implemented under the DPD Policies.
- 1.10 Proposed Policy CP12 of the Core Strategy & Development Management Policies DPD sets out that where funding gaps for infrastructure projects have been identified, developers will be required to make a contribution toward this shortfall either through a financial or in-kind contribution. In the short term this will take the form of S106 obligations with the Community Infrastructure Levy proposed in the longer term.
- 1.11 Proposed Policy DM16 sets out that new residential development will be expected to contribute towards open space, equipped playing space and outdoor sports facilities to the standards as prescribed by the policy. These can either be secured on-site as in-kind provision or by way of a financial contribution for off-site facilities. The policy also states that contributions towards maintenance will be required.

## **Legal Context**

- 1.12 The power of a local planning authority to enter into a planning obligation with anyone having an interest in the land to which a development relates is contained within Section 106 of the Town & Country Planning Act 1990 (as amended by Section 12 of the Planning & Compensation Act 1991). Obligations made under Section 106 (S106) can take the form of obligations or unilateral undertakings (where the Borough Council is not a party to the agreement).
- 1.13 An obligation can only be created by a person with an interest in the land to which a planning application relates. An obligation may restrict development or use of land or can be in the form of a requirement to provide a specific item of infrastructure or a financial contribution (until a CIL charging schedule takes

effect).

1.14 The main features of a planning obligation are:

- It applies to the land, so enforcement would be against the parties who entered into the agreement (or their successors in title). It can also be enforced by a legal injunction.
- Where a party has defaulted on a requirement to carry out works, the local planning authority may also enter onto the land to enforce the terms of the obligation and to claim back its reasonable costs arising from this action.
- It can contain a restriction on use of the land or a requirement for works to be undertaken, that can be for an indefinite period, a stated period or a period defined by reference to some future event.
- Contributions may be assessed as being due: -
  - (i) Singly on a specified date, or one that can be derived from defined future events;
  - (ii) In instalments, the amounts of which can be stated or derived from a formula that are payable on specified dates or on dates based on future events;
  - (iii) Singly or in instalments;
  - (iv) Under the Local Land Charges Act 1975, it must be registered as a local land charge in the register kept by the local authority and open to public inspection;
  - (v) It can be varied with the agreement of the local planning authority.

1.15 Until such time as the Borough Council prepares and adopts a CIL charging schedule, developer contributions will continue to be requested through the use of S106 agreements, ensuring that any obligations comply with Regulation 122 and 123 of the Community Infrastructure Levy Regulations 2010 (as amended).

### ***Basis for Tariff***

1.16 Until recently Surrey Heath Borough Council has only negotiated developer contributions on large scale developments and has not sought contributions from smaller scale development.

1.17 The development of a tariff scheme to take account of small scale development was initiated as a collaboration project between the eleven local authorities within Surrey and Surrey County Council. It was initiated to set out common practice and procedures for obtaining developer contributions across the county of Surrey in accordance with adopted policies and nationally recommended best practice.

1.18 The collaboration project found that the existing situation in Surrey of negotiating contributions was unsatisfactory and did not follow current best practice, with very few Surrey authorities having any formal guidance. This failed to take into account the pressure from new development on existing infrastructure services and failed to address the need for transparency in negotiations.

- 1.19 In light of the work of the collaboration project a Code of Practice for negotiation and collection of infrastructure tariffs and the basis for calculating those tariffs was introduced to take account of small scale development.
- 1.20 From 1<sup>st</sup> February 2009, Surrey Heath Borough Council has applied the Code of Practice and basis for calculating tariffs as interim advice when requesting developer contributions. This SPD aims to bring together and update the Code of Practice and basis for calculating tariffs.
- 1.21 As such this SPD will take into account the cumulative effect of smaller developments within the Borough which have historically placed additional burdens on existing infrastructure services. Therefore, subject to viability, smaller scale sites can and should make a contribution towards infrastructure services.
- 1.22 The Borough Council will however continue to negotiate contributions on large scale developments, primarily because they are likely to offer opportunities to secure on-site facilities, which, for some infrastructure types are preferable to an off-site financial contribution. An example of this would be children's playing space and in these circumstances the relevant standard tariff would be waived if adequate and appropriate facilities are provided on-site.
- 1.23 However, where an on-site in kind contribution is not feasible on large developments, the standard tariffs as set out in this SPD will be used as the basis for negotiations for off-site provision. For the purposes of this SPD a large development is defined as any development of 10 or more dwellings, 1,000sqm or more of non-residential floorspace or where site area is 0.5ha or greater. However, this does not exclude smaller sites from providing on-site provision if this would be more appropriate.
- 1.24 The tariffs set out in this SPD will not be used to negotiate contributions from large strategic sites or allocations e.g. Princess Royal Barracks, Deepcut or regeneration of Camberley Town Centre. For sites like these a bespoke package of measures is likely to be required which will be identified in separate planning advice such as AAP or SPD or will be considered on a case by case basis.

### **Thames Basin Heaths Special Protection Area**

- 1.25 The Thames Basin Heaths Special Protection Area (SPA) has been designated by the European Union. It is spread across nine local authorities in Berkshire, Hampshire and Surrey. The designation affects the heathland areas which do, or could, support the following 3 species of rare birds: Dartford warbler, nightjar and woodlark. The SPA is fragmented and is interspersed by urban areas. This fact makes it particularly vulnerable to the effects of new development and urbanisation. The designation was finally confirmed 9<sup>th</sup> March 2005. The Thames Basin Heaths SPA covers approximately 23% of the Borough.
- 1.26 All 3 species of birds nest on the ground or at low level and so are easily disturbed or harmed by human activity. In particular, this includes recreational activity such as dog walking. Predation by domestic cats is also a risk factor, as is the potential for fly tipping and arson on the heathland habitat.

- 1.27 It is possible for new development to avoid adversely affecting the SPA or where it is considered that this will occur to include mitigation measures. In either case the outcome must be to ensure that no likely significant effect upon the SPA arises. Avoidance measures take the form of Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management & Monitoring (SAMM).
- 1.28 As such to avoid impacts to the SPA the Borough Council requires development to either provide their own on-site SANGS provision to appropriate standards or contribute financially towards shared SANGS solutions. Therefore a financial contribution towards SANGS and SAMM will be required for certain types of development on top of the tariffs as set out in this SPD. Further information regarding the Thames Basin Heaths SPA, the types of development affected and financial contributions required can be found on the Borough Council's web-site<sup>1</sup>

### ***Viability***

- 1.29 As part of its evidence base for the Local Development Framework, the Borough Council carried out a Financial Viability Study in 2007/08 to assess the viability of affordable housing targets and thresholds in the Core Strategy & Development Management Policies DPD. The study was updated in June 2010<sup>2</sup>.
- 1.30 The 2010 viability study took account of an allowance for developer contributions based on similar tariffs to those contained within this SPD including contributions for avoidance measures for the Thames Basin Heaths SPA. The cost of implementing higher sustainability standards in new homes was also included.
- 1.31 The 2010 viability study found that in general the affordable housing targets and thresholds as set out within policy CP5 of the submitted Core Strategy & Development Management Policies DPD were viable, even when including the allowance for developer contributions, Thames Basin Heaths SPA avoidance measures and higher sustainability standards.
- 1.32 However, the 2010 viability study recognised that not all sites within the Borough will be viable and there may be occasions when a flexible approach will be required not just in terms of the level of affordable housing sought, but also the level of contributions requested.
- 1.33 Given the Borough Council's evidence on viability a negotiated approach to contributions will be taken based on the tariffs in this SPD. As a starting point in negotiating contributions the Borough Council will consider a scheme to be viable with the application of the tariffs set out in this SPD. If developers consider that the application of tariffs in this SPD would render their development unviable, appropriate evidence must be submitted to demonstrate this and the level of contributions which would be achievable.

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<sup>1</sup> <http://www.surreyheath.gov.uk/planning/planningpolicyandconservation/ThamesBasinSPA.htm>

<sup>2</sup> Affordable Housing Financial Viability Study Update (2010) Adams Integra. Available at: [http://www.surreyheath.gov.uk/documents/retrieve.htm?pk\\_document=9427](http://www.surreyheath.gov.uk/documents/retrieve.htm?pk_document=9427)

### ***How the Tariff will be Implemented***

1.34 In the interests of providing a transparent process minimising uncertainty for applicants and unnecessary delays, the Borough Council will implement this SPD as set out below. This incorporates

- The use of formulae and standard charges; and
- Model section 106 agreement (and model clauses); and
- Model wording for Committee reports; and
- A scheme for monitoring obligations.

#### *Overview of Process*

1.35 The key components of the process are:

#### Formulae and Standard Charges

1.36 The formulae and standard charges which are expected to be built into a Planning Obligation, to meet the provision of infrastructure that is necessitated by a development proposal, are set out in later chapters of this SPD.

1.37 Circular 5/05 recognises that the use of formulae and standard charges can help to speed up negotiations and to ensure predictability, by indicating in advance the likely size and type of contributions. They are particularly suited to smaller 'windfall' sites where individual case-by-case negotiations would be time consuming and potentially expensive, yet would result in a very similar outcome.

1.38 Where standard charges are applicable, they have been calculated using the cost of new provision per additional occupant, staff/worker, child yield (education) or per dwelling (waste & recycling) These will be reviewed from time to time and updated as necessary.

#### Pre-Application Discussions

1.39 Prior to the submission of a planning application for a major development, the applicant is recommended to contact the Council, with a view to seeking pre-application advice. The applicant will be expected to have familiarised themselves with the details of this SPD. Pre-application discussions should aim to provide an early opportunity to obtain the local planning authority's view of proposals and also to clarify the likely content of a Planning Obligation. The tariffs chapter may assist in pre-application discussions.

#### Application Submission

1.40 Applicants should ensure that the requirements of this SPD have been reflected in their submitted application. The Borough Council's Legal Department will prepare draft legal agreements and send to the applicant for completion on return. If the legal agreement is not received in a final form before a decision on the application is made there is a presumption that the application may have to be refused (see 1.38 and 1.39 below).

### Model Unilateral Undertaking Agreement

- 1.41 A draft model undertaking/agreement template is available on the Council's website for information purposes only.

### Application Processed

- 1.42 The Council will aim to process, within the nationally set target time for determining planning applications, any valid application that includes a draft S106 agreement or unilateral undertaking.

### Officer Report

- 1.43 This SPD is front loaded to achieve the necessary early commitment to Planning Obligations that may be necessary to make a proposal acceptable in planning terms. Provided advice in this SPD is followed, and necessary work is undertaken on the requirements of the Planning Obligation at an early stage, determination should be relatively quick. In view of this the Council will operate a practice of using dual recommendations where Planning Obligations are involved, and if the applicant has not completed the necessary work on the Obligation, the Council will refuse the application.

- 1.44 Model Wording for Committee Report Dual Recommendations:

#### **Recommendation A**

Subject to the applicant first entering into an appropriate legal agreement (at no cost to the Council) for/to secure..... , by no later than (date - 8 or 13 week target), permission be granted subject to the following conditions;

#### **Recommendation B**

In the event that the requirements of recommendation A are not met by (date - 8 or 13 week target), the Head of Planning, Development & Homes be authorised to refuse planning permission on the following grounds:

1. In the absence of a completed legal agreement under section 106 of the Town and Country Planning Act, 1990 (as amended), the applicant has failed to comply with Policies ..... of the..... Local Plan in relation to .....issues."

### Register as a Local Land Charge

- 1.45 Once completed the legal agreement is entered in the Local Land Charges Register that is available for inspection by the public.

### Implementation, Legal Fees and Monitoring of Planning Obligations

- 1.46 A fee to pay the Council's legal costs for processing the agreement will be required. The Legal Services fee in preparing the legal agreement will need to be made at the time the unilateral undertaking/agreement is returned to the Local Planning Authority.
- 1.47 Please note that the provision of a completed unilateral undertaking does not mean that an application is necessarily acceptable. It will still need to be assessed in relation to all other material planning considerations. If following consideration of a planning application the scheme is refused any sums paid to the Local Authority, excluding legal fees, will be returned following the expiry of the time limit for lodging an appeal or sooner if requested.
- 1.48 If as part of a planning application a unilateral undertaking is also required to avoid impacts to the Thames Basin Heaths Special Protection Area (SPA) applicants should advise at the time of making the application whether they wish to enter into a combined unilateral undertaking to cover both the SPA and developer contributions as set out in this SPD.
- 1.49 Once development is commenced it is important that the undertakings given are complied with and that any contributions are provided on time (unless already paid on submission of the unilateral undertaking or as otherwise required by the Council or other benefiting stakeholder). The developer will be expected to inform the local planning authority when any development is about to commence. This will trigger the necessary steps to be undertaken to comply with the terms of the agreement, or will be the reference point for any future milestones in the process.
- 1.50 Surrey Heath will develop a monitoring database and will follow up contributions etc. as they fall due. Failure to comply may result in warning letters being sent and ultimately injunctive action to halt development on site until the undertakings have been met.
- 1.51 Variation and discharge of undertakings will only be considered formally, whether by a deed of agreement or an application following the necessary publicity. If specific obligations are time limited and cannot be met within the prescribed period then arrangements will be made for any unspent financial contributions to be returned where appropriate. Note that this would not normally apply to tariff payments.
- 1.52 Annual reports will be produced to highlight the various benefits resulting from undertakings implemented throughout the year and to show how such improvements have contributed, or are yet to contribute, to the infrastructure and essential public services of the area.
- 1.53 Due to the level of new monitoring work that will result from the scheme a monitoring charge of 5% will be added to the total contributions calculated for each S106 document (whether S106 agreement or unilateral undertaking). This would be available to fund officer time to ensure that money is collected and is allocated to and spent by the appropriate beneficiaries, as well as the collating and publishing of the periodic reports highlighted in 1.47 above.

### How Collected Contributions will be Spent

- 1.54 Contributions collected will be spent on a range of infrastructure typologies as set out in later chapters of this SPD. Some infrastructure tariffs are collected by Surrey Heath Borough Council on behalf of Surrey County Council and these will be specified in this SPD.
- 1.55 In order to provide justification for tariffs and in the interests of a transparent system, a list of projects that, where appropriate, tariffs will contribute to will be posted on the Surrey Heath web-site. In terms of education, a list of those areas with expected shortfalls of school places will be posted on the Council's web-site. The list of projects and areas of school place shortfalls are 'living' documents which can be updated on an annual basis to reflect changing infrastructure projects or education provision. Where tariffs are collected on behalf of Surrey County Council, Surrey Heath will monitor on which county projects monies have been spent, to ensure that contributions remain directly related to the development proposed.
- 1.56 Some existing infrastructure will have additional demands placed on it due to the increase in resident population or staff/workers arising from new development. As such, some tariff payments will be spent on maintaining existing infrastructure in light of increased demand but this will not include making good existing deficiencies.

### Other Considerations

- 1.57 Information on costs which form the basis of developer contributions will be updated annually. This annual up-dating will take into account best practice guidance as it is made available; changes in the retail price index and any inflationary impacts particularly associated with construction costs or service provision costs where there is an implication for developer contributions. The update will be made available and published at the beginning of each financial year. The update is factual in nature and will not change the general policy thrust of the document. It will therefore not be required to be undertaken as part of a whole scale review of the SPD.
- 1.58 Further, to maintain the value of any contribution sought, any payment may be subject to an increase to reflect changes in indexation during the period when planning permission was granted to when payment of the contribution is made. This will be based on the appropriate method of indexation for each specific tariff.

## 2. Tariff Thresholds & Applicable Development

- 2.1 Different tariffs set out in this SPD apply to different application types. For instance, equipped playing space contributions would not be expected to come forward on non-residential schemes. As such the types of development to which tariffs will be applied are set out under each different infrastructure type.
- 2.2 Development which is at or exceeds the thresholds as set out in table 2-1 below will be expected, subject to viability, to contribute towards infrastructure where appropriate.

**Table 2-1: Tariff Thresholds**

Use Class	Threshold
Non-residential use falling within Classes: <ul style="list-style-type: none"> <li>• A1-A5</li> <li>• B1-B8</li> <li>• D1-D2</li> </ul>	100sqm (net) new or additional floor space (measured as gross external area) including conversions and changes of use.
Residential use falling into Classes: <ul style="list-style-type: none"> <li>• C1 (Hotels)</li> <li>• C2 (Residential Institutions)</li> <li>• C3 (Dwelling Houses)</li> <li>• C4 (HMOs)</li> </ul>	<ul style="list-style-type: none"> <li>• Any net additional dwelling (C3); and</li> <li>• Replacement dwellings where an increase in the number of bedrooms is proposed (C3).</li> <li>• An HMO where occupancy level exceeds the existing use.</li> <li>• 100sqm (net) new or additional C1 floorspace (gross external)</li> <li>• Number or increase in number of bedrooms in C2 use.</li> </ul>

- 2.3 In applying the tariff to residential development falling under Class C3, the Borough Council will not take into account the existing impact on infrastructure services and facilities from the existing use of the site where that use is for non-residential purposes. This is due in part, that infrastructure requirements for non-residential development are based on number of employees, whereas C3 residential developments are based on number of occupants per size of dwelling and as such the two are not directly comparable.
- 2.4 Further, the nature of infrastructure required is likely to be different between residential and non-residential development, even when considering the same infrastructure type i.e. impacts from residential development on the transport network will be different to transport impacts from non-residential development in terms of level and times of trip generation, highway improvement works and junction remodelling.
- 2.5 For HMOs, tariffs will be applied based on occupancy of 1 person per bedroom. A comparison will be made with the occupancy of the existing residential use so that the net impact of additional occupants is taken into account. This method will also be applied to residential institutions (Use Class C2).

- 2.6 Where a non-residential use replaces an existing non-residential use, the Council will consider the net impact of the proposed development (including changes of use), based on the number of employees generated. Where a negative figure is derived for a certain type of infrastructure this will be assumed to be a nil cost figure. Where a positive figure is generated for any infrastructure type, that tariff will be applied.
- 2.7 In the case of mixed use development the Borough Council will again, not take into account the existing non-residential use for the residential portion of the development, but will take into account existing residential use on the site.
- 2.8 For residential development the tariff will be applied by dwelling occupancy rate which will depend on the size of dwelling set out in table 2-2. These occupancy rates are based on the Thames Basin Heaths Strategic Access Management & Monitoring Strategy (SAMMS). However the education tariff will be based on child yield per dwelling and waste & recycling tariff by dwelling type.
- 2.9 For the purposes of clarity when calculating the number of bedrooms, additional habitable rooms capable of realistic conversion to bedrooms will be included. Habitable rooms capable of future conversion into a bedroom will include, for a dwelling house with more than one storey, any room at first floor level and above with an external window (excluding bathrooms and the like), with a floor area greater than 6.5 sqm. Occupancy of HMOs and development within Use Class C2 has been explained in paragraph 2.5.

**Table 2-2: Standard Dwelling Occupancy Rates**

Housing Unit Size	Occupancy Rate
1 bedroom or Studio	1.40
2 bedroom	1.85
3 bedroom	2.50
4 bedroom	2.85
5+ bedroom	3.70

- 2.10 For non-residential development the tariff will be based on a standard floorspace to staff/worker ratio which are set out in table 2-3.
- 2.11 Where an application is received which proposes an open use or the final use mix is unknown, the Borough Council will apply the tariff to the highest employee generating use, for example in the case of B class uses this will be Class B1a (offices).

**Table 2-3: Standard Floorspace to Worker Ratio**

<b>Land Use</b>	<b>Sqm per Worker</b>
A1 Retail	34.4
A2 Financial & Professional Services	15
A3 Restaurants & Café	31.6
A4 Drinking Establishment	31.6
A5 Hot Food Takeaway	31.6
B1a Offices	16.4
B1b Research & Development	67
B1c Light Industry	37.5
B2 General Industrial	33.1
B8 Storage & Distribution	46.2
C1 Hotels	1 employee per 2 bedrooms
D1 Non Residential Institutions	25.4
D2 Assembly & Leisure	25.4

## 3. Education

- 3.1 New residential development has the potential to give rise to increased numbers of children of a school age, whether primary or secondary and hence give rise to increased pressures on existing education facilities. These additional pressures can result in the need for additional facilities such as new or expanded classrooms or refurbishment works to increase capacity. The Education Act 1996 in Section 14 places a duty on Local Authorities to secure that schools are sufficient in number, character and equipment to provide all pupils the opportunity of appropriate education.
- 3.2 Within Surrey Heath, services for primary and secondary school education are provided by Surrey County Council including sixth form provision. Surrey County Council has a duty to secure sufficient childcare for working parents and to secure a free minimum amount of early learning and care for all 3 and 4 year olds whose parents want it. However, local authorities are not expected to provide childcare directly but are expected to work with local private, voluntary and independent sector providers to meet local need. In Surrey over two thirds of provision is through the private, voluntary or independent sector and it is County Council policy that these sectors will deliver the majority of any new provision required. However, there may be instances where nursery provision for 3-4 year olds could possibly be incorporated into schemes for new infant or junior schools. Therefore County does not request contributions towards early year's provision.

### ***Primary Education***

- 3.3 In Surrey Heath there are 27 state run primary schools, accounting for infant schools (Reception through to Year 2), Junior schools (Year 3 to Year 6) and Primary schools which account for both age ranges. The School Organisation in Surrey Plan<sup>3</sup> for 2011-2020 produced by Surrey County Council, estimates total primary school capacity across Surrey Heath at 7,086 places in 2011. The numbers of pupils on roll (NOR) are set to increase such that there could be a deficit of 36 primary places in 2020, including a deficit of 57 reception places by the same year. Future versions of the Schools Organisation in Surrey Plan will be published by Surrey County Council and may include revised forecasts.

### ***Secondary Education***

- 3.4 There are four secondary schools in Surrey Heath, three of which have maintenance backlogs of over £2m<sup>4</sup>. Three out of the four secondary schools are located in the urban western area of Surrey Heath, where future development pressures are likely to be highest.

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<sup>3</sup> Surrey County Council (2010) School Organisation in Surrey Plan 2011-2020: available at: [http://www.surreycc.gov.uk/sccwebsite/sccwspages.nsf/LookupWebPagesByTITLE\\_RTF/School+organisation+in+Surrey+2011-2020?opendocument](http://www.surreycc.gov.uk/sccwebsite/sccwspages.nsf/LookupWebPagesByTITLE_RTF/School+organisation+in+Surrey+2011-2020?opendocument)

<sup>4</sup> Surrey Infrastructure Capacity Study: Final Report 1b (2009) Capita Symonds & Colin Buchanan

- 3.5 In Surrey Heath the pupil transfer ratio (pupils transferring from primary education to secondary education), is around 0.88 (2007-2010), that is 0.12 primary pupils transfer either to private schooling or to secondary schools outside of Surrey Heath.
- 3.6 According to the School Organisation in Surrey Plan 2011-2020 there are a total of 4,375 secondary school places in Surrey Heath in 2011 which remains constant up to 2020. There are currently spare places at entry year (year 7) up to 2020 (total deficit of 84 places).

### ***Birth Trends in Surrey***

- 3.7 Birth trends across Surrey have declined in recent years, which led to a decline in the school population. Birth rates in Surrey Heath reached a minimum in 2001 and aside from 2004, birth rates have increased year on year since 2001 by an average of 20 per year<sup>5</sup>. Birth rates are projected to increase for the foreseeable future.

### ***Housing Trajectory***

- 3.8 The adopted Regional Spatial Strategy (South East Plan 2009) has allocated a housing target for Surrey Heath of 3,740 dwellings over the period 2006-2026, which equates to 187 dwellings per annum. The Annual Monitoring Report (AMR) 2008/09 shows that between 2006 and 2010, 831 dwellings have been completed leaving a residual target of 2,943 to 2026 or 3,096 by 2027.
- 3.9 The average occupancy ratio of dwellings in Surrey Heath is 2.4 and is set to decrease with time. However, pupil yields per size of dwelling are set out in Table 3-1. The data regarding pupil yield is provided by Surrey County Council and this is subject to update. Such updates will be factual in number and will not change the general policy thrust of this SPD.

### ***Pressure on Schools in Surrey Heath***

- 3.10 Pressure is not applied evenly on all schools within the Borough as there are schools which are more popular than others. Section 86 of the School Standards and Framework Act 1998 places a duty on local authorities to enable expression of parental preference. Section 86 also places a further duty to comply with any preference expressed provided that it would not prejudice the provision of efficient education or efficient use of resources. As such parents or carers will tend to apply for more popular schools.
- 3.11 This can give rise to a misleading picture of resources as there may be an overall surplus of places across the local authority area, but in reality places are limited in certain schools. Differences in pressure can also occur across phases of education so that pressures are not even across different key stages, even in the same location.

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<sup>5</sup> See Reference 1.

- 3.12 There are circumstances when a school is not full, but the educational infrastructure available is sufficient only to meet the needs of existing pupils. If additional pupils are yielded by new development this can add pressure and possibly prejudice the education of existing pupils. On occasion pupils are admitted to schools subsequent to the appeals process. An independent appeals panel could admit a child to a school despite existing or possible deficiencies and this should be mitigated.
- 3.13 Further, even where there are surplus places this does not always mean that there is sufficient spare capacity, as it is generally accepted that schools should not operate at 100% capacity, but should retain some margin of capacity. The Audit Commission recommends that this margin should be 5%.
- 3.14 There may also have been circumstances where school infrastructure has been re-organised due to falling numbers. Where re-provisioning is required to necessitate an increase in pupil numbers, capital expenditure is incurred.
- 3.15 As such, any application for new dwellings which would have a direct impact on education provision at a local school with insufficient capacity (5% capacity or less at entry year) will be expected to make a financial contribution towards education facilities. The areas of the Borough to which the education tariff applies will be reviewed on an annual basis, using up to date forecasts from Surrey County Council and posted on the Surrey Heath Borough Council web-site.

#### ***Tariff Calculation***

- 3.16 The education tariff uses the number of pupils likely to be yielded by new dwellings for primary and secondary (12-16) age pupils. This is based on the pupil yield as provided by Surrey County Council as set out in Table 3-1.
- 3.17 It is usual for the pupil yield to be multiplied by a cost multiplier given by the Department for Education (DfE). However the DfE cost multiplier does not reflect the true cost of providing education facilities as it does not take account of Statutory Building Guidance or the costs of meeting the Disability Discrimination Act 2005. The DfE build cost is a standard figure meant to represent the capital cost of providing a school place. The 2008-9 Multipliers, based on projected pricing levels at Q4 2008 are £12,257 for primary and £18,469 for secondary, with the location factor for Surrey being 1.12. This gives a DfE Q4 2008 cost per place of £13,728 for primary and £20,685 for secondary.
- 3.18 The location factor is a scaling factor which recognises that some parts of the country are more expensive than others and in the County of Surrey this factor is 1.12.
- 3.19 The education tariffs have therefore been calculated as the pupil yield multiplied by the DfE capital cost of providing a school place multiplied by the scaling factor of 1.12. The calculation of education tariffs are set out in table 3-2 & 3-3, with the types of development it will be applied to set out in table 3-4.

**Table 3-1: Pupil Yield Per Dwelling**

	<b>Primary</b>	<b>Secondary</b>	<b>Early Years</b>
Average	0.3	0.19	0.070
1 bed	0.02	0.01	0.008
2 bed	0.07	0.05	0.032
3 bed	0.32	0.18	0.070
4+ bed	0.49	0.33	0.111

**Table 3-2: Primary Education Tariff Calculation**

a. Primary Pupil Yield per 1-bed Dwelling	0.02
b. Primary Pupil Yield per 2-bed Dwelling	0.07
c. Primary Pupil Yield per 3-bed Dwelling	0.32
d. Primary Pupil Yield per 4-bed Dwelling	0.49
e. Primary Pupil Yield per 5+-bed Dwelling	0.49
f. DfE cost of providing primary place	£12,257
g. Location Factor	1.12
h. Primary Education Tariff per 1 dwelling (a x f x g)	£275
i. Primary Education Tariff per 2 dwelling (b x f x g)	£961
j. Primary Education Tariff per 3 dwelling (c x f x g)	£4,393
k. Primary Education Tariff per 4 dwelling (d x f x g)	£6,727
l. Primary Education Tariff per 5+ dwelling (e x f x g)	£6,727

**Table 3-3: Secondary Education Tariff Calculation**

a. Secondary Pupil Yield per 1-bed Dwelling	0.01
b. Secondary Pupil Yield per 2-bed Dwelling	0.05
c. Secondary Pupil Yield per 3-bed Dwelling	0.18
d. Secondary Pupil Yield per 4-bed Dwelling	0.33
e. Secondary Pupil Yield per 5+-bed Dwelling	0.33
f. DfE cost of providing primary place	£18,469
g. Location Factor	1.12
h. Secondary Education Tariff per 1 dwelling (a x f x g)	£207
i. Secondary Education Tariff per 2 dwelling (b x f x g)	£1,034
j. Secondary Education Tariff per 3 dwelling (c x f x g)	£3,723
k. Secondary Education Tariff per 4 dwelling (d x f x g)	£6,826
l. Secondary Education Tariff per 5+ dwelling (e x f x g)	£6,826

**Table 3-4: Development to which the Education Tariff Applies**

<b>Type of Development</b>	<b>Development Threshold</b>	<b>Standard Tariff</b>
<p>Residential dwellings (Class C3)</p> <p><b>Exemptions: -</b></p> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Residential Extensions</li> <li>• HMOs</li> <li>• Residential institutions (Use Class C2)</li> <li>• Sheltered Accommodation</li> <li>• Extra Care Housing</li> <li>• Non-Residential Development</li> <li>• Accommodation for the Elderly</li> </ul>	<p>1 or more net additional dwellings including conversions or sub-divisions</p> <p>Replacement dwellings proposing more bedrooms than existing dwelling</p>	<p><b>Primary Education</b></p> <p>£275 per 1 bed dwelling</p> <p>£961 per 2 bed dwelling</p> <p>£4,393 per 3 bed dwelling</p> <p>£6,727 per 4 bed dwelling</p> <p>£6,727 per 5+ bed dwelling</p> <p><b>Secondary Education</b></p> <p>£207 per 1 bed dwelling</p> <p>£1,034 per 2 bed dwelling</p> <p>£3,723 per 3 bed dwelling</p> <p>£6,826 per 4 bed dwelling</p> <p>£6,826 per 5+ bed dwelling</p>

## 4. Transport

- 4.1 One of the themes included within the Surrey wide Sustainable Community Strategy (SCS) is Housing, Infrastructure and Environment. This theme has also been adopted by the Surrey Heath SCS. One of the challenges outlined in the Strategy is the increasing congestion on Surrey Heath roads and transport related objectives include having a good public transport system and improved traffic flow.
- 4.2 One of the key action plans arising from the Surrey Heath SCS is the Transport for Surrey Heath project which sits under the theme of Housing, Infrastructure and Environment. The Transport for Surrey Heath project aims to improve transport arrangements to, from, in and around the Borough. Key objectives of the project include, co-ordination of transport infrastructure and improvement, raising the profile of the Borough's transport needs, attracting investment in transport infrastructure and gaining synergy by linking together the work of key transportation stakeholders.
- 4.3 The Surrey Heath 2020 Strategy (corporate plan) contains a number of objectives. One objective is to sustain and promote the local economy so that people can work and do business across Surrey Heath, which will be achieved through promoting improvements to local transport and other infrastructure. Another key priority is to deliver the SCS priority action plans including Transport for Surrey Heath.
- 4.4 Surrey County Council adopted its third Local Transport Plan (LTP3)<sup>6</sup> in April 2011. The vision of LTP3 is to help people meet their transport and travel needs effectively, reliably, safely and sustainably. Four objectives build on this vision and are: -
- Effective transport - To facilitate end-to-end journeys for residents, business and visitors by maintaining the road network, delivering public transport services and, where appropriate, providing enhancements.
  - Reliable transport - To improve the journey time reliability of travel in Surrey.
  - Safe transport - To improve road safety and the security of the travelling public in Surrey.
  - Sustainable transport - To provide an integrated transport system that protects the environment, keeps people healthy and provides for lower carbon transport choices.
- 4.5 LTP3 contains a number of strategies to be delivered up to 2026 including for air quality, climate change, congestion and public transport etc. The document

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<sup>6</sup> Surrey Local Transport Plan 3 (2011) Surrey County Council. Available at: [http://www.surreycc.gov.uk/sccwebsite/sccwspages.nsf/LookupWebPagesByTITLE\\_RTF/Surrey+Transport+Plan+-+LTP3?opendocument](http://www.surreycc.gov.uk/sccwebsite/sccwspages.nsf/LookupWebPagesByTITLE_RTF/Surrey+Transport+Plan+-+LTP3?opendocument)

makes clear that a number of funding sources will be sought on top of central government. Additional funding will be sought from applications to the Local Sustainable Transport Fund (LSTF), Regional Growth Fund, Major Schemes Funding and from developer contributions.

### ***Transport Impact***

- 4.6 In order to aid the objectives of the LTP, SCS and 2020 Strategy, it is important that transport infrastructure can support development and at the same time ensure measures are put in place to reduce reliance on the private car and encourage alternative modes of transport.
- 4.7 Any new development should therefore account for its impact on the highway network and transportation infrastructure, some of which may be addressed by entering into a section 278 or section 38 agreements under the Highways Act 1980 i.e. street lighting, junctions and signage. There may also be impacts to the wider transport and highway network such as pedestrian/cycle routes and public transport facilities, which will also require mitigation.
- 4.8 The impact of development on highway infrastructure can be quantified by determining the total travel generated by a particular land use. The Transportation tariff seeks to secure improved accessibility by all modes of transport and to mitigate the impact of those accessing development by car.
- 4.9 The tariff is based on the principle that developers should reasonably be expected to plan a site so as to mitigate against new travel demands to a level which is proportionate to that currently expended by the Highway Authority (Surrey County Council) on managing existing travel demands.

### ***Tariff Calculation***

- 4.10 Given the complex nature of travel demand (including trip lengths, trip chaining, trip timings and choice of travel mode), the likely impact to transportation networks can only be made by approximation. As such the tariff is based on the approximate financial burden placed on transportation infrastructure by additional movements. The baseline value generated is adjusted to take account of land use occupancy to produce a site specific level of developer contribution.
- 4.11 The baseline charge has been calculated by dividing the Highway Authority's current annual expenditure on transport (£75.88m)<sup>7</sup> by the existing Surrey related travel demand (2.7m trips)<sup>8</sup>. This produces a value of £28.10 per year per daily trip. Factoring in a typical design life of 25 years (and annual inflation at 3% year on year), gives a baseline tariff of £1,025 per occupant or staff/worker.
- 4.12 However, in order to encourage development within sustainable locations with high levels of accessibility to modes of transport other than the private car, a differential of 30% of the baseline tariff will be subtracted for locations within

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<sup>7</sup> Local Transport Plan Delivery Report 2001-2006 (2006) Surrey County Council

<sup>8</sup> Surrey County Transport Model

Camberley Town Centre (as defined in the Local Plan 2000 proposals map or as amended) and 30% added for all other areas.

- 4.13 Therefore the transport tariff required for development within Camberley Town Centre will be £718 per additional occupant or worker and £1,333 for all areas outside of Camberley Town Centre. Table 4-1 sets out transport tariff calculation.

**Table 4-1: Transport Tariff Calculation**

a. Capital & Revenue Expenditure over 5 years 2001-2006	£379.4m
b. Average Capital & Revenue Expenditure per year (2001-2006)	£75.88m
c. Number of Trips per annum	2.7m
d. Cost of daily trip per year (b/c)	£28.10
e. Typical design life	25 years
f. Baseline Tariff (d x e + 3% year on year)	£1,025
g. Tariff in Camberley Town Centre (f - 30%)	£718
h. Tariff outside Camberley Town Centre (f + 30%)	£1,333

***Application of the Transportation Tariff***

- 4.14 The Transport tariff will be applied on the basis of the net additional impact arising from development and will be based on the standard tariff (whether in or outside Camberley Town Centre), multiplied by the number of predicted occupants or staff/workers.
- 4.15 Some developments however, will require Transport Statements, Transport Assessments or Travel Plans. For these developments the Borough Council, in consultation with Surrey County Council as the Highways Authority, will need to consider a bespoke package of measures to off set impacts from development rather than calculating a simple tariff based financial contribution.
- 4.16 Table 4-2 sets out the type of development to which the transportation tariff applies. Transport projects to which contributions will be allocated will be posted on the Surrey Heath Borough Council web-site.

**Table 4-2: Development to which Transportation Tariff Applies**

Type of Development	Development Threshold	Standard Tariff
<p>All development</p> <p><b>Exemptions: -</b></p> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Residential Extensions</li> </ul>	<p>1 or more net additional dwellings including conversions or sub-divisions</p> <p>or</p> <p>Replacement dwellings, HMOs &amp; C2 use where occupancy is greater than existing</p> <p>or</p> <p>100sqm (net) of non-residential floorspace including extensions, internal alterations, change of use</p>	<p>£718 per net additional occupant or staff/worker within Camberley Town Centre</p> <p>or</p> <p>£1,333 per net additional occupant or staff/worker outside Camberley Town Centre</p> <p>or</p> <p>Negotiated package of measures for applications with Transport Assessments, Transport Statements or Travel Plans</p>

## 5. Libraries & Museums

- 5.1 Public libraries provide free access to books, information and IT as well as opportunities for learning for those living, studying or working in the Borough. As a statutory service under the Public Libraries & Museums Act 1964, local authorities must ensure that their libraries meet national standards and provide the quality of service people need and expect. The existing pattern of libraries will need to adapt to serve the needs of the new population. Existing provision will need to be enhanced or upgraded and new outlets could be required (possibly as co-located facilities).
- 5.2 There are currently four static libraries and a weekly mobile library service operating in Surrey Heath, all of which are run by Surrey County Council. The static libraries are located in Bagshot, Camberley, Frimley Green and Lightwater and the weekly mobile library service is provided to Chobham, Deepcut, Frimley, Heatherside, Mytchett, Old Dean, West End and Windlesham. The mobile library service also visits several sheltered accommodation properties in Camberley & Frimley every 4 weeks and there is also a 'books on wheels' service for housebound residents. A review of the Surrey Library Service is ongoing, with the potential withdrawal of the mobile service.
- 5.3 There are several museums within the County of Surrey which are run by local authorities. Surrey Heath Borough Council runs the Surrey Heath Museum which is located within the Borough Council offices. From time to time it may be necessary for the local museum to provide archive repositories for archaeological material discovered during development operations.

### ***Tariff Calculation***

- 5.4 Museums, Libraries and Archives (MLA) South East was a regional body that co-ordinated the South East Public Library Tariff. This is already being collected by a number of other local authorities.
- 5.5 The MLA recommend that local authorities adopt a guideline minimum<sup>9</sup> (based on April 2007 figures) of £92 per person from housing in the south east, applied to all new housing from one net unit upwards and recommends a pooling of contributions from small scale development. This is based on an initial build and fit out cost of £3,068 per square metre, with provision of 30sqm per 1000 population. MLA also recommend using an estimated inflation cost of 5.1% from 1<sup>st</sup> quarter 2007 to 1<sup>st</sup> quarter 2008 and 6% from 1<sup>st</sup> quarter 2008 to 1<sup>st</sup> quarter 2009.
- 5.6 In terms of employment, MLA recommend calculating a standard tariff based on the number of people commuting into an area expressed as a proportion of total employment in the area multiplied by the level of occupancy.

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<sup>9</sup> Public Libraries, Archives and New Development: A Standard Charge Approach (2008) MLA. Available at: <http://www.mla.gov.uk/what/publications>

- 5.7 If archaeological archive facilities are required the Borough Council may require a contribution towards 'box-fees' for deposit. This will be a standard fee of £4,400 per cubic metre for standard deposits with a 10% premium paid for materials requiring specialised storage. This will apply to all development where archaeological archive is required.

**Table 5-1: Calculation of Libraries Tariff**

a. Minimum standard (sqm per 1000 population)	30sqm
b. Construction cost per sqm (as at April 2007)	£3,068
c. Inflation cost (1 <sup>st</sup> quarter 2007 to 1 <sup>st</sup> quarter 2009: averaged)	5.55%
d. Construction cost per sqm (b. x 1.055)	£3237
e. Total cost per person (a x d)/1000	£97
f. Total number of jobs in Borough (2007) <sup>10</sup>	41,000
g. Proportion of jobs filled by in-commuting (as at 2001)	56%
h. Total cost per staff/worker (e x 0.56)	£52

**Table 5-2: Development to which the Libraries Tariff Applies**

Type of Development	Development Threshold	Standard Tariff
<p>All development</p> <p><b>Exemptions: -</b></p> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Residential Extensions</li> <li>• Development within Class C2 (residential institutions)</li> <li>• Accommodation for the Elderly</li> <li>• Development within Class D1 (non-residential institutions)</li> </ul>	<p>1 or more net additional dwellings including conversions or sub-divisions</p> <p>or</p> <p>HMOs or replacement dwellings where occupancy is greater than existing use</p> <p>or</p> <p>100sqm (net) of non-residential floorspace including extensions, internal alterations, change of use</p>	<p>£97 per net additional occupant;</p> <p>or</p> <p>£52 per net additional staff/worker</p>

<sup>10</sup> Surrey Heath, Hart & Rushmoor Employment Land Review (2009) Nathaniel Lichfield & Partners

## 6. Open Space & Outdoor Recreation

- 6.1 The Surrey Heath Local Plan 2000 sets out expected requirements for open space provision from new development, including provision of equipped children's playing space.
- 6.2 Policy H21 of the Local Plan requires that residential development of 5ha or more will be required to provide outdoor playing space at a standard of one tenth of the developable site area. This standard incorporates the requirements of Local Plan Policy H20 of requiring children's playing space and equipment on residential developments of 20 (net) dwellings or 1ha or over. In addition, Local Plan Policy H22 requires commuted sum payments towards provision of children's playing space from small housing schemes where provision cannot be made on site.
- 6.3 Proposed policy DM16 of the Core Strategy & Development Management Policies DPD sets out that new residential development will be expected to provide or contribute towards open space, equipped playspaces including teen facilities and sports facilities. The proposed policy sets out a range of standards and includes provision of payments for maintenance.
- 6.4 There are three designations of children's playing space, Local Areas of Play (LAP), Local Equipped Areas of Play (LEAP) and Neighbourhood Equipped Areas of Play (NEAP). The Borough Council currently maintains 26 equipped children's playing spaces. There are a further 13 playgrounds owned and/or managed by other bodies.
- 6.5 LAPs typically consist of small areas of incidental amenity space which form informal play areas for children of years 4-6 and may or may not be equipped. The Borough Council uses a minimum standard of 100sqm for a LAP.
- 6.6 LEAPs are more formal areas for children's play and are aimed at children of minimum age 5 and are equipped with children's play equipment. The Borough Council uses a minimum standard for LEAPs at 400sqm.
- 6.7 NEAPs are larger areas of equipped play space which can serve more than just a single development and are aimed at children of minimum age 8. The standard size for a NEAP is 1,000sqm.
- 6.8 In addition to children's playing space the Borough Council also makes provision for teen facilities such as teen shelters, skate parks, BMX tracks, trim trails and multi use game areas (MUGAs). The standard for a MUGA is 720sqm (40m x 18m) at a cost of £80,000 (Sport England 1<sup>st</sup> Quarter 2010 prices).
- 6.9 The Borough Council also maintains a range of open space areas whether for informal recreational use or as formal sports pitches. The Borough Council maintains 32 parks, 18 Football and 3 rugby pitches and 5 cricket squares as well as two large country parks at Lightwater and Frimley Lodge Park. Some of the larger open spaces contain a range of both informal and formal recreation uses.

- 6.10 The provision of children's playing space is recognised in Planning Policy Statement 3: *Housing* as being important to ensure that the needs of children are taken into account. It stresses the importance of good provision, including both play areas and informal play space. New housing should provide, or enable good access to, community and green and open amenity and recreational space (including play space).
- 6.11 Through the LDF process audits of existing open space, sports and recreation facilities generally, together with their use and location have been undertaken in accordance with guidance set out in Planning Policy Guidance Note 17; *Open Space, Sport and Recreation* (PPG17 study). This has allowed the Borough Council to identify specific needs and deficits or surpluses in provision, and tailor contributions to provide additional facilities needed to cope with additional population.
- 6.12 In terms of provision of additional children's playing space facilities and outdoor sports provision the Borough Council will rely on the standards as set out within the PPG17 study and which are reflected in proposed policy DM16 of the Core Strategy & Development Management Policies DPD. The standards are as follows:
- Outdoor Sports Facilities (includes public and private pitches, greens, courts, athletics tracks, training areas etc.) – 27.5sqm per person
  - Open Space – 9sqm per person (urban) or 5sqm per person (rural)
  - Children's Play Space - 0.8sqm per child for children's play
- 6.13 In Surrey Heath, depending on the locality there is currently either a surplus or deficit of youth, adult and casual children's play space. However, there is an overall shortage of equipped children's play space across the Borough.
- 6.14 The capital costs of providing a LEAP currently averages £124 per sqm, a NEAP £216 per sqm and a MUGA £111 per sqm. No cost for land purchase is included. In maintenance terms a LEAP typically costs £8,000 per annum and a NEAP & MUGA £9,000 per annum each.
- 6.15 Using the above standards, there would need to be provision of 0.8sqm of equipped play space per additional child (18 or under). This would result in a tariff per additional child as set out in Table 6-1, which has been calculated using the methodology set out in the Borough Council's PPG17 study<sup>11</sup>.

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<sup>11</sup> Surrey Heath Open Space & Recreation Study (2007) PMP. Available at: <http://www.surreyheath.gov.uk/planning/planningpolicyandconservation/backgroundsurveys.htm>

**Table 6-1 Calculation of Children’s Playing Space Tariffs**

**A: LEAPs**

a. Minimum standard (LEAP)	400sqm
b. Capital cost for LEAP	£49,600
c. Cost of LEAP per sqm (b/a)	£124
d. Cost of LEAP per child (c x 0.8)	£99
e. Cost of LEAP maintenance (20 year period)	£160K
f. Cost of LEAP maintenance per child (e/400 x 0.8)	£320
g. Total cost of LEAP per child (d+f)	£419

**B: NEAPs**

a. Minimum standard (NEAP)	1000sqm
b. Capital cost for NEAP	£216,000
c. Cost of NEAP per sqm (b/a)	£216
d. Cost of NEAP per child (c x 0.8)	£173
e. Cost of NEAP maintenance (20 year period)	£180K
f. Cost of NEAP maintenance per child (e/1000 x 0.8)	£144
g. Total cost of NEAP per child (d+f)	£317

**C: MUGA**

a. Minimum standard (MUGA)	720sqm
b. Capital cost for MUGA	£80,000
c. Cost of MUGA per sqm (b/a)	£111
d. Cost of MUGA per child (c x 0.8)	£89
e. Cost of MUGA maintenance (20 year period)	£180K
f. Cost of MUGA maintenance per child (e/1000 x 2.5)	£144
g. Total cost of MUGA per child (d+f)	£233

- 6.16 Child yields per size of dwelling are given in section 3 (Education) and should be used for calculating contributions towards equipped playing space. For example, contributions towards a LEAP from one 3 bed dwelling would be the total child yield for a 3 bed dwelling (0.5) multiplied by £419 = £210.
- 6.17 The Borough Council’s PPG17 study identifies an accessibility standard for playspace facilities catering for children and young people. The PPG17 study identifies an accessibility standard of a 10min walk (800m). As such, development within the 800m accessibility range of an identified project for equipped playspace will be expected to make a financial contribution.
- 6.18 On larger sites the proposals should be discussed with the Borough Council because on-site provision in lieu of a contribution will normally be preferred. On all schemes no charge would be made for 1-bed dwellings or dwellings specifically reserved for the elderly, as they are regarded as unlikely to have children or teenagers needing playing space.

- 6.19 In terms of open space provision, the Borough Council will seek open space to the standards as set out in proposed policy DM16 of the Core Strategy & Development Management Policies DPD (on adoption). The Borough Council recognises that once development is completed, a developer may not wish to retain an interest in the facilities provided. If this is the case the Borough Council will consider other ownership/management arrangements if sufficient funding can be secured for on-going and long-term maintenance.
- 6.20 As well as playing space for children, the Borough Council maintains 32 parks, 18 Football and 3 rugby pitches and 5 cricket squares as well as two large country parks at Lightwater and Frimley Lodge Park.
- 6.21 The overall maintenance cost of open space areas and sports pitches within the Borough currently stands at around £1,831 per hectare per annum. This equates to the costs as set out in Table 6-2 below.

**Table 6-2 Maintenance Costs for Sports Pitches and Open Space**

a. Maintenance cost per ha per annum	£1,831
b. Maintenance cost per sqm over 20 years (a/10,000 x 20)	£3.66
c. Open space & outdoor sports standard (urban combined)	36.5sqm
d. Open space & outdoor sport standard (rural combined)	32.5sqm
e. Maintenance cost per person: urban (b x c)	£134
f. Maintenance cost per person: rural (b x d)	£119

**Thames Basin Heaths Special Protection Area (SPA)**

- 6.22 It should be noted that the open space provision standard and maintenance costs are additional to land or contributions required to avoid impacts on the Thames Basin Heaths Special Protection Area (SPA). Open Space and amenity green space for passive recreation and land to avoid impacts on the Thames Basin Heaths SPA serve different purposes. As such any requirements for the Thames Basin Heaths, whether as on-site avoidance or developer contributions towards off-site avoidance measures will be considered separately to open space provision. Further guidance on SPA issues and costs can be found on the Council's web-site at:  
<http://www.surreyheath.gov.uk/planning/planningpolicyandconservation/ThamesBasinSPA.htm>

**Table 6-3 Development to which Open Space & Outdoor Recreation Tariff Applies**

Type of Development	Development Threshold	Standard Tariff
<p>C3 dwellings only</p> <p><b>Exemptions: -</b></p> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Residential Extensions</li> <li>• HMO's</li> <li>• Development within Class C2 (residential institutions)</li> <li>• Accommodation for the Elderly</li> <li>• All non-residential development</li> </ul>	<p>1 or more net additional dwellings including conversions or sub-divisions</p> <p>or</p> <p>Replacement dwellings where occupancy is greater than existing dwelling.</p>	<p>Where appropriate: -</p> <p>LEAP - £419 per child</p> <p>NEAP - £317 per child</p> <p>MUGA - £233 Per child</p> <p><b>Open Space/Outdoor Sports Pitch</b></p> <p>Urban - £134 per occupant</p> <p>Rural - £119 per occupant</p>

## 7. Indoor Sports Facilities

- 7.1 The Borough Council owns a number of indoor sports facilities, with the day to day management run by DC Leisure on behalf of the Borough Council. The three largest facilities include the Arena Leisure Centre in Camberley, Lightwater Leisure Centre in Lightwater and Tomlinscote Sports Centre (dual use) in Frimley.
- 7.2 In addition there are a number of other indoor sports facilities across the Borough outside of the Council's ownership and in use for sports clubs or private members with limited public access.
- 7.3 Planning Policy Guidance Note 17: *Planning for Open Space, Sport & Recreation* states at paragraph 23 that Local Planning Authority's should ensure that provision is made for local sports and recreational facilities, whether through new or improved facilities, where planning permission is granted for new developments, especially residential development. Paragraph 23 also states that planning obligations should be used, where appropriate, to seek increased provision of open space, local sports and recreation facilities.
- 7.4 The Surrey Heath Sustainable Community Strategy contains objectives to have a range of diverse leisure facilities and opportunities for promoting and encouraging good health and an active lifestyle. The Surrey Heath 2020 Strategy (Corporate Plan) also contains objectives which aim to make Surrey Heath an even better place where people are happy to live with a key priority for the provision of civic, leisure and theatre facilities at Knoll Road. Within this key priority is a project to replace the Arena Leisure Centre with new facilities.
- 7.5 As such, the Borough Council considers that development which would give rise to a need for additional facilities should make a contribution towards mitigating that impact. Where appropriate, development which is not large enough to warrant in-kind on-site provision, a contribution towards off-site provision will be required.
- 7.6 The Borough Council's PPG17 study indicates that the supply of swimming and sports hall facilities does not meet demand. The study identified that Surrey Heath contains one publicly accessible 6 lane pool at the Arena Leisure Centre, Camberley and has sports hall provision equivalent to 21 badminton courts.
- 7.7 The Surrey Heath Population in 2006 (Surrey County Council Chelmer Population and Housing Model based on 2001-2006 dwelling completions), was around 82,700. This is estimated to rise to around 83,700 by 2011. Using the Sport England Sports Facilities Calculator (version January 2010), the 2011 population estimate equates to a need for 15.6 swimming lanes and sports hall provision at 23.14 badminton courts equivalent. As such there is a current deficit of 9.6 swimming lanes and 2.14 badminton court equivalent.
- 7.8 However, government advice is clear that developer contributions should not be used to make good deficiencies or shortfalls in existing infrastructure provision. As such Surrey Heath will only apply the indoor sports tariff to development

which generates additional demand for indoor sports facilities, whether through a need for new or improved facilities.

- 7.9 Demand for indoor sports facilities can be calculated using the Sport England Sports Facilities Calculator. The pre-submission Core Strategy & Development Management Policies DPD identifies that the Surrey Heath population is likely to rise to around 87,500 by 2027. The Chelmer Population & Housing Model indicates that this will lead to an increase in the Borough's population of around 3,800 over the 2011 estimate.
- 7.10 Using the Sport England Sports Facilities Calculator, this equates to additional demand of 0.69 swimming lanes (rounded to 1) and 1 badminton court. The 1<sup>st</sup> quarter 2010 costs associated with swimming and sports hall facilities as given by the Sport England web-site<sup>12</sup> equates to £570,000 per swimming lane and £685,000 per sports hall court or £150 per person for swimming and £180 for sports halls.
- 7.11 Non residential uses also give rise to impacts on indoor sports facilities through use of employees using sports facilities in lunch hours or after work. As such non residential uses will also be expected to contribute towards indoor sports provision at a level commensurate with the level of in-commuting staff/workers into the Borough. This is set out in Table 7-1.

**Table 7-1 Calculations for Indoor Sports Tariff**

a. Cost of swimming facilities per additional person	£150
b. Cost of Sports Hall facilities per additional person	£180
c. Total cost for indoor sports facilities per person	£330
f. Total number of jobs in Borough (2007) <sup>13</sup>	41,000
g. Proportion of jobs filled by in-commuting (as at 2001)	56%
h. Total cost per staff/worker (c x 0.56)	£185

12

[http://www.sportengland.org/facilities\\_planning/planning\\_tools\\_and\\_guidance/planning\\_kitbag/facilities\\_costs.aspx](http://www.sportengland.org/facilities_planning/planning_tools_and_guidance/planning_kitbag/facilities_costs.aspx)

<sup>13</sup> Surrey Heath, Hart & Rushmoor Employment Land Review (2009) Nathaniel Lichfield & Partners

**Table 7-2 Development to which Indoor Sports Tariff Applies**

Type of Development	Development Threshold	Standard Tariff
<p>All Development</p> <p><b>Exemptions: -</b></p> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Residential Extensions</li> <li>• Development within Class C2 (residential institutions)</li> <li>• Accommodation for the Elderly</li> <li>• Development within Class D1 (non-residential institutions)</li> <li>• Development within Class D2 (Assembly &amp; Leisure)</li> </ul>	<p>1 or more net additional dwellings including conversions or sub-divisions</p> <p>or</p> <p>HMOs or replacement dwellings where occupancy is greater than existing</p> <p>or</p> <p>100sqm (net) of non-residential floorspace including extensions, internal alterations, change of use</p>	<p>£330 per additional occupant</p> <p>Or</p> <p>£185 per additional staff/worker</p>

## 8. Built Community & Cultural Facilities

- 8.1 For the purposes of this SPD, Built Community facilities cover Borough services such as community, day or youth centres, public halls and museums (archiving of archaeological finds is set out under the section on libraries).
- 8.2 An infrastructure needs assessment for social and community infrastructure has been undertaken by the Borough Council. The assessment concludes that there is a surplus across the Borough of built community space however pockets of deficiency may exist in certain parts of the Borough.
- 8.3 The needs assessment only considered the capacity of built community space in quantitative terms and as such there may also be qualitative issues which should be taken into account when assessing capacity/usability. As such, although it is unlikely provision will be required for new or additional facilities; existing provision may need to be enhanced, upgraded or rationalised where appropriate.
- 8.4 The enhancement, upgrade, rationalisation or new facilities where capacity issues have been identified would vary according to the type of facility and/or status of the asset.
- 8.5 To enable a standard charge to be levied a conservative estimate of £150,000 per 1,000 population will be used. This is similar to the level used elsewhere (e.g. Windsor and Maidenhead) and derives from the cost (excluding land purchase) of providing a new facility (for a minimum threshold of 2000 population) of £300,000. The resulting tariff per additional person would be £150. Tariffs will be applied in areas where there is an acknowledged deficit and/or areas where existing provision requires upgrades due to increased pressures from new development.

**Table 8-1: Development to which Built Community Facilities tariff applies**

Type of Development	Development Threshold	Standard Tariff
Residential development  <b>Exemptions: -</b> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Residential Extensions</li> <li>• Non-residential development</li> </ul>	1 or more net additional dwellings including conversions or sub-divisions  or  Replacement dwellings, HMOs & C2 use where occupancy is greater than existing	£150 per additional occupant

## 9. Waste & Recycling

- 9.1 Waste collection and recycling comprises a substantial part of the Borough Council's function. Waste disposal is carried out by Surrey County Council and the Borough Council does not collect waste from private businesses.
- 9.2 The costs of this service are generally borne by government grant and Council-tax payers, with new occupiers covering the revenue cost of additional provision for new housing.
- 9.3 In 2009 the Borough Council introduced a new waste collection scheme for residents of the Borough. The scheme introduced a new weekly waste collection service alternating between household refuse and recycling with a weekly collection of kitchen waste.
- 9.4 With the introduction of the new waste collection scheme specific one-off capital costs are borne for the additional facilities necessary to cope with recycling waste from the additional population. Typically it costs £22 to provide one 180L household refuse wheeled bin, £22 to provide a 240L wheeled recycling bin and £6 for a kitchen waste caddy. As such a tariff contribution of £50 per dwelling will be applied to address the new waste and recycling infrastructure required.
- 9.5 The provision of waste and recycling bins for flatted accommodation may be different to that required for dwelling houses. However, flatted developments should be designed to ensure that adequate space is provided for waste & recycling facilities. The Borough Council would prefer flatted schemes to provide sufficient space to accommodate individual refuse and recycling bins, however where this is not possible or appropriate communal waste storage areas will be considered. Where communal storage facilities are agreed a tariff shall be calculated based on the cost of shared facilities.

**Table 9-1 Calculation of Waste & Recycling Tariff**

a. Cost of providing wheeled refuse bin	£22
b. Cost of providing wheeled recycling bin	£22
c. Cost of providing kitchen waste caddy	£6
d. Total cost per dwelling (a+b+c)	£50

**Table 9-2 Development to which Waste & Recycling Tariff Applies**

Type of Development	Development Threshold	Standard Tariff
C3 dwellings only  <b>Exemptions: -</b> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Residential Extensions</li> <li>• All non-residential development</li> </ul>	1 or more net additional dwellings including conversions or sub-divisions	£50 per dwelling

## 10. Environmental Improvements & Town Centre Management

- 10.1 Environmental improvement covers essential Borough level initiatives including, for example, lighting, greening the residential environment, drainage improvements, crime prevention such as CCTV cameras, removal of graffiti and fly posting and public art.
- 10.2 PPS3 encourages the delivery of high quality housing, creating places, streets and spaces that are visually attractive, safe, accessible, inclusive, have their own distinctive identity and that maintain and improve local character. Matters to consider when assessing design quality include the need to create or enhance a distinctive character that relates well to the surroundings and that supports a sense of local pride and civic identity.
- 10.3 This can all be achieved well from larger schemes by ensuring quality in the scheme itself. But, for smaller developments that predominate in the Borough, there is less scope individually to make significant contributions to the visual attractiveness of places or to the sense of local pride and civic identity, and to the reduction of crime.
- 10.4 The Surrey Heath Sustainable Community Strategy (SCS) includes within its vision an aspiration to sustain and constantly improve Surrey Heath as a desirable place to live, learn, work and play. The SCS also has an objective for people to live in attractive towns and villages. The Borough Council's 2020 Strategy (Corporate Plan) has as one of its objectives to make Surrey Heath an even better place where people are happy to live.
- 10.5 Consultation on the Council's emerging Camberley Town Centre Area Action Plan Preferred Options Paper in June 2008, highlighted wide community support for environmental upgrading of the town centre environment following on from the successful transformation of Park Street with the Atrium development. A need to secure additional development related contributions and directly funded works from larger schemes has therefore been identified as necessary to secure the long term sustainability of the centre.
- 10.6 In addition the Atrium development has already contributed towards town centre management, and the Council and town centre stakeholders have established a town centre management company. It is expected that there will be numerous town centre management initiatives supporting the growth and future prosperity of the centre and major schemes will be expected to make contributions of £250 per staff/worker to town centre management.
- 10.7 As such, where a development is to be located within an area of the Borough with an identified environmental enhancement scheme that development should contribute towards environmental improvements. A schedule of costed environmental improvement projects will be available to view on the Council's web-site and as such any tariff applied will reflect the project to which the development relates.

- 10.8 The provision of public art also helps to contribute towards a sense of place and benefits the public realm. Public art is freely accessible to the public and is often sited within the urban environment such as town centres, outside public buildings and within parks and green spaces and potentially within prominent gateway locations.
- 10.9 As such the Borough Council will also seek a public art contribution from development, depending upon its size. Any contribution towards public art would be in addition to any environmental enhancement schemes identified.
- 10.10 The contribution towards public art should ideally be in the form of on-site provision, which can be secured through planning conditions, with planning obligations used for commissioning and programming of works. However, it will not be suitable to secure public art on all qualifying developments due to on-site practicalities. In such circumstances the Borough Council will accept a financial contribution toward off-site provision.

**Table 10-1 Development to which Environmental Improvement Tariff Applies**

Type of Development	Development Threshold	Standard Tariff
C3 dwellings and non-residential development  <b>Exemptions: -</b> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Residential Extensions</li> <li>• HMOs</li> </ul>	1 or more net additional dwellings including conversions or sub-divisions  or  C2 use where occupancy is greater than existing  or  100sqm (net) of non-residential floorspace including extensions, internal alterations, change of use	Variable depending on identified environmental enhancement scheme

**Table 10-2 Developments to which Town Centre Management Tariff Applies**

Type of Development	Development Threshold	Standard Tariff
<p>Non-residential development and C1 (hotels) within boundary of Camberley Town Centre only</p> <p><b>Exemptions: -</b></p> <ul style="list-style-type: none"> <li>• Residential development</li> <li>• Non residential institutions</li> </ul>	<p>1,000sqm (net) of non-residential floorspace including extensions, internal alterations and change of use.</p>	<p>£250 per additional staff/worker</p>

**Table 10-3 Development to which Public Art Contribution Applies**

Type of Development	Development Threshold	Standard Tariff
<p>C3 dwellings and non-residential development</p> <p><b>Exemptions: -</b></p> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Residential Extensions</li> <li>• HMOs</li> <li>• C2 Residential Institutions</li> </ul>	<p>100 dwellings or more</p> <p>or</p> <p>1,000sqm of non-residential development</p>	<p>On site provision to value circa 1% of gross development cost (excluding land)</p> <p>or</p> <p>Financial contribution toward off-site public art to a value circa 1% of gross development cost (excluding land)</p>