

Planning Obligations Supplementary Planning Document

January 2017



Growing a Strong Warrington

WARRINGTON
Borough Council



Education

Summary of Contribution Requirements

Residential developments of 11 or more units (or with a maximum combined gross floorspace of more than 1000sqm) will be required to provide a contribution in order to secure delivery of appropriate enhancements to existing education facilities in the local area where there is insufficient capacity to meet the increase in school age children generated by the development.

The contribution will be calculated by multiplying the number of school age children arising from a development for which capacity does not currently exist against the cost of providing primary and secondary school places.

For large scale development proposals where the unmet need justifies the delivery of a new school, the Council will seek to secure land as part of the overall development proposal.

3.42 The objectives of the Local Plan Core Strategy include; reducing unemployment and inequalities in the borough through developing a qualified and skilled workforce (Objective E2) and ensuring the timely and co-ordinated provision of high quality infrastructure that supports future growth (INF2). Policy MP10 of the LPCS seeks to ensure that future growth is supported and enhanced through the timely delivery of the necessary infrastructure required to support both strategic and site-specific development, as set out in the Infrastructure Delivery Plan.

3.43 Increase in demand for school places is placing significant pressures on existing levels of provision, particularly at primary school level but also increasing at secondary school level. New development in the borough will place further pressure on the borough's education facilities.

3.45 It is particularly important for families with children of primary school age to be able to access a school place for their children locally without having to travel significant distances and there will be a general presumption that the need for any education provision of this type arising out of new development will be provided within the immediate local area.

3.46 Within Warrington specific school areas have been identified for the purposes of pupil place planning which will be used when assessing available capacity and the need to provide for any increased provision arising from proposed new residential development.

3.47 There are two elements of planning obligations relating to education provision. Firstly, to mitigate the impact of development on the existing level of education provision in the area local to the site; and secondly where there is the need to secure land for a new school as part of a large scale development of a strategic nature.

Enhancing Existing Education Provision

3.48 Planning contributions will be sought in connection with proposed housing developments of 11 or more units (or with a maximum combined gross floorspace of more than 1000sqm) where the new housing will generate a need that cannot be met by existing local facilities.

3.49 Consideration of the following two factors will indicate the degree of any shortfall of provision:

- (i) The number of pupils expected to be generated by the proposed development. In order to calculate this figure, the Council uses the following child yields, based on the most recent census data:



- Primary School child yield – 0.30 pupils per family home (2 bed dwelling and above);
- Secondary School child yield – 0.18 pupils per family home (2 bed dwelling and above).

(ii) The projected position in relation to the supply and demand situation for school places within a reasonable distance of the proposed development in the case of primary school provision, or in relation to schools where the educational needs of a any secondary pupils are likely to be met.

3.50 The level of contribution sought will then be calculated by multiplying the number of primary and secondary school pupils for whom capacity does not currently exist against the cost of providing a primary and secondary school place.

3.51 The Council will only consider variation from the child yields above where there is compelling evidence to do so, for example where new homes will be restricted for occupation by elderly people.

3.52 The Council uses the Department for Education’s cost multipliers (updated by applying the most up to date construction cost indices and a regional adjustment factor) to establish the cost of providing school places in Warrington. Currently this equates to £12,439 per primary school place and £16,171 per secondary school place. The Council are committed to ensuring that these costs are regularly updated and will publish updated figures annually ahead of the start of each new school year.

3.53 In assessing the pressure on school places the council will consider the likely supply and demand situation to coincide with the next school year intake following the grant of planning permission taking account of any unimplemented planning permissions for new family dwellings. The payment of the contribution will be timed to allow for the provision of the necessary infrastructure when it will be required, and will take account of the construction period for the development, any future variation in school rolls and the implementation of any extant planning permissions.

3.54 Contributions will relate only to the capital cost of education provision. In order to ensure compliance with CIL Regulations and the five obligations pooling restrictions, the Council will identify a specific education project(s) for which the contribution will be used. This methodology ensures that contributions sought are directly, fairly and reasonably related in scale and kind to the development proposed.

Strategic Development Requirements

3.55 The Council will seek to secure the land necessary to deliver a new school as part of an overall development proposal, at no cost to the Council, where a development proposal is of such a magnitude that unmet demand would justify the delivery of a new school and where there are no alternative deliverable options to unmet demand through expansion of existing schools or through provision of a new school(s) elsewhere which could serve the development.

3.56 The mechanism for delivering a new school will need to be agreed with the Council’s Family and Wellbeing Directorate as part of the pre-application process, taking into account development viability. This will then be reflected in the S106 agreement.

3.57 Where land is being provided the Council will seek to secure a financial contribution for the school’s construction in line with the methodology set out above, subject to viability. Where the land provided will accommodate a school which is larger than the demand generated from the development the value of the additional land will be offset against the financial contribution sought.



Local Assessment (Open Space and Recreation Provision Standards in Warrington)

3.80 The [Open Space Audit \(OSA\) 2016](#) will be used to determine what open space, sports and recreational provision is required in the borough.

3.81 The OSA provides an assessment of the quantity, quality and accessibility of open space provision across the borough on a ward basis and details of surpluses and deficits of the various types of open space based on the standards set out in the table below. It also provides Ward profiles that detail the types/locations/amount/size of open space provision within each ward.

Typology	Open Space Audit 2016		
	Fields in Trust (FIT) Planning and Design for Outdoor Sports & Play (2008)		
Typology	General Standard	Standard per person	Accessibility Standard
Equipped Play	0.25 Ha per 1,000 population	2.5m ² per person	LAP – 60m Straight Line LEAP – 240m Straight Line NEAP – 600m Straight Line
Informal Play	0.55 Ha per 1,000 population	5.5m ² per person	300m Straight Line
Outdoor Sports	1.6 Ha per 1,000 population	16m ² per person	Not applicable
Parks & Gardens	1.6 Ha per 1,000 population	16m ² per person	District Park – 1200m (15-25Ha) Local Park – 600m (2-15Ha) Small Park – 400m (0.4-2Ha) Pocket Park – 300m (<0.4Ha)
Natural / Semi-Natural Greenspace	2 Ha per 1,000 population	20m ² per person	2000m for 20Ha> 300m for <20Ha
Allotments	0.07 Ha. Per 1,000 population (2006 Open Space Review Report)	0.7m ² per person	1000m Straight Line

Table 3: Open Space Typology Standards

Forms of development that will be required to make a contribution towards Open Space provision

3.82 The Council has used a threshold of 40 dwellings for on-site public open space contributions for a number of years, since the adoption of the UDP in 2006. This has worked well in practice and there is no more recent evidence indicating that the threshold should be changed.

3.83 Developments of any type (residential or non-residential) that would lead to a loss of an existing open space will be required to make replacement provision available, of at least an equivalent quantity, quality and accessibility to that which is lost. The only instances where this will not be the case will be where the development is in an area of overall surplus provision (after the completion of the development).



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Assessment of Open Space Requirements

3.84 The Process for determining whether public open space provision or contributions will be required is outlined in the diagram below.

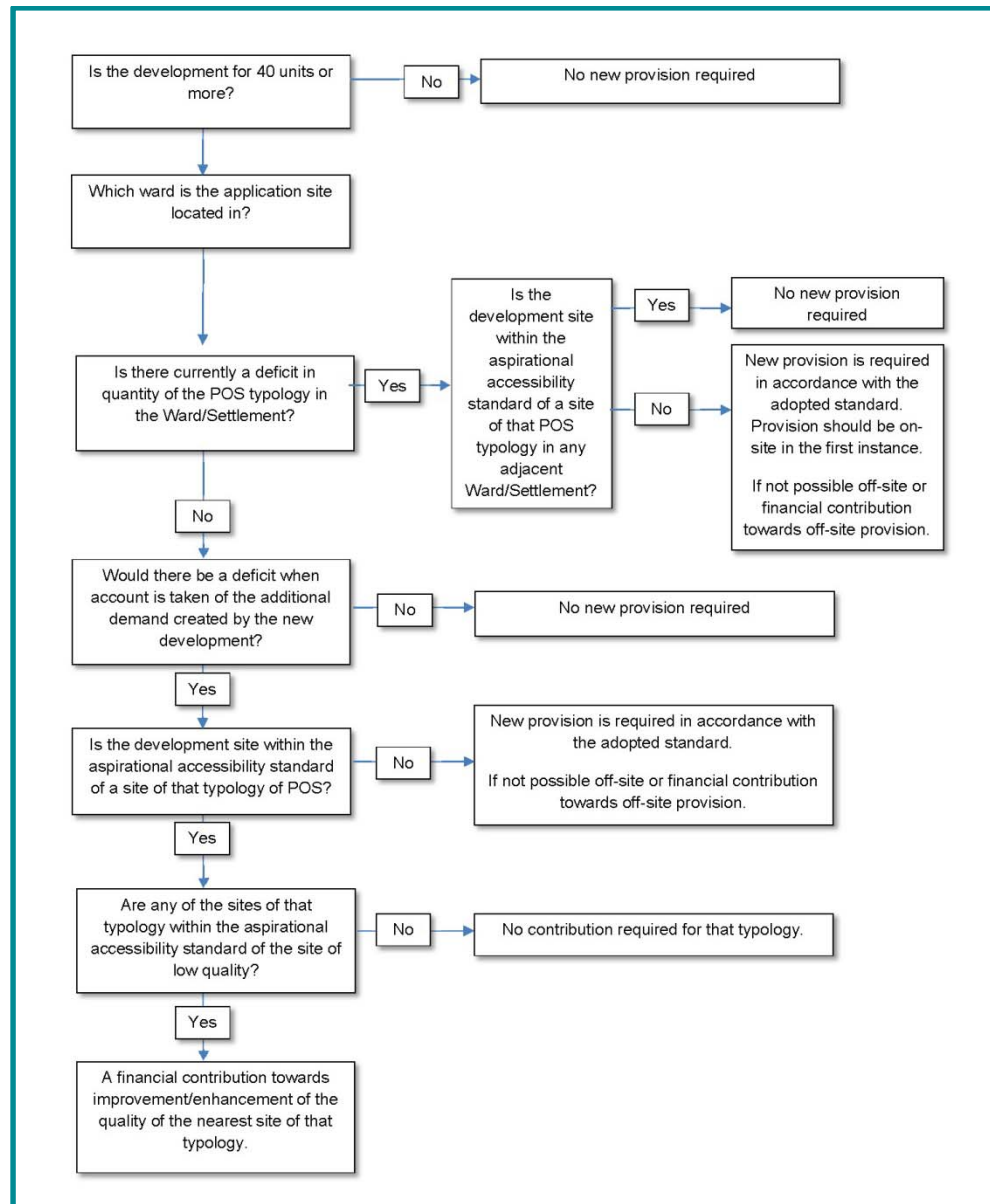


DIAGRAM 3 : Process for determining whether POS provision or contributions will be required.

3.85 The first step in determining whether a contribution/provision is required is to identify whether there is a deficit in quantity of that typology in the settlement or ward as identified in the OSA. In the main urban area of Warrington the quantity is assessed on a ward basis whereas in the outlying settlements it may be more appropriate to assess the quantity of provision on a settlement basis. For residential developments falling outside of any of the defined settlements and in the Green Belt, the quantity for the ward will be used. Where there is an existing deficit in quantity in the settlement/ward in relation to the standards (taking into account accessibility to provision in adjoining wards/settlements and new development), new provision will be required in accordance with the standards.



3.86 If there is no deficit in quantity in the settlement/ward then the accessibility of existing provision should be assessed against the aspirational accessibility standards for the relevant typology that are expressed in the OSA. If there is existing provision within the relevant distance of the proposed development then new provision will not be required. If not then new provision will be required in accordance with the adopted standards.

3.87 If there is no deficit in quantity and accessibility then a financial contribution will be required for the improvement of any of the sites within the accessibility catchment that are identified as being of low quality and/or low value for each typology.

3.88 Development proposals involving the creation of new equipped play provision, or resulting in enhancements to existing provision should follow the design guidance contained in Appendix 2 of the OSA. Such provision should be carefully incorporated with the overall design of the residential scheme with the onus being on developers to avoid simply utilising 'left over space' and instead ensure that the site is well laid out, accessible and has a reasonable separation distance from dwellings both on and adjacent to the site to avoid harm to residential amenity. Where there is the potential for generation of significant provision of various typologies, it may be appropriate to look at splitting the provision across the development site to ensure all residents have access to open space provision. On site provision should be of a size and shape to enable it to hold recreational value rather than simply landscape value.

3.89 Further design guidance on natural and semi-natural Green Space is set out in the [Mersey Forest Plan – Refresh \(2013\)](#).

3.90 In addition to its recreational benefits open space could be designed to allow for flood storage purposes. Provision of open space within new developments should explore opportunities for incorporating sustainable drainage where appropriate/necessary. For example, by creating a wetland, retention pond or simply an area that provides flood storage during extreme events.

Forms in which contributions should be made

3.91 Any necessary on-site provision for new development will be expected to be incorporated within the development proposals and will be secured by condition.

3.92 Where a financial contribution is being sought to provide off-site open space or improve existing open space this will be secured through a S106 Agreement.

3.93 The Council's preference is for the developer to take on the responsibility for the management and maintenance of any new open space. Where a developer is proposing to manage/maintain POS this will be secured through appropriate conditions and/or S106 Agreement. Where the Council will be adopting the open space, the Council may seek to secure a contribution for ongoing maintenance through a S106 Agreement.



Pitch Sports Provision and Recreation Provision

Summary of Contribution Requirements

Planning obligations relating to pitch sports and built sports facilities will be sought on residential developments of 40 units or more where existing facilities have insufficient capacity to serve the increase in population arising from the development.

Where a contribution is sought for upgrading existing sports pitches, this will be defined based on the specific improvement the Council is seeking to implement and the scale of increased use likely to arise from the development proposal using information set out in the Playing Pitch Strategy (PPS) and secured by S106 Agreement.

Where a contribution is sought for upgrading indoor sports and recreation provision, this will be defined based on the specific improvement the Council is seeking to implement and the scale of increased use likely to arise from the development proposal using information set out in the Sports Facilities Strategic Needs Assessment (SFSNA) and secured by S106 Agreement.

For strategic development proposals where the unmet need justifies the delivery of new pitches or built leisure or recreation facilities, the Council will seek to secure these facilities as part of the overall development proposal.

3.94 The objectives of the Local Plan Core Strategy include; providing sport, recreational and cultural facilities in sustainable locations which are accessible for all by modes of transport other than the private car (Objective HP4) and ensuring the timely and co-ordinated provision of high quality infrastructure that supports future growth (INF2).

Policy Requirements

3.95 The guidance in this section primarily supports Local Plan Core Strategy Policies QE3 (Green Infrastructure), SN7 (Enhancing Health and Well-being) and MP10 (Infrastructure). In respect of pitch sports and recreation provision: Policy QE3 of the adopted LPCS seeks to;

- improve the quality of existing provision, specifically to increase its attractiveness as a sport, leisure and recreation opportunity, and
- secure new provision in order to cater for anticipated increases in demand arising from development particularly in areas where there are existing deficiencies assessed against standards set by the Council.

3.96 Policy SN7 seeks to reduce health inequalities within the borough by supporting the development of new, or the co-location of existing, health, social, cultural and community facilities. In the areas where health and well-being inequalities are at their greatest development proposals are required to give full and proper consideration to ensuring good and convenient access to essential social and community facilities. Whilst, Policy MP10 seeks to ensure that future growth is supported and enhanced through the timely delivery of the necessary infrastructure required to support, both strategic and site-specific development, as set out in the Infrastructure Delivery Plan.

Playing Pitch Strategy

3.97 An updated Playing Pitch Assessment is currently being prepared in line with paragraph 73 of the NPPF and in accordance with Sport England's "Playing Pitch Strategy Guidance: an approach to developing and delivering a playing pitch strategy" to reflect current best practice for the analysis of provision of sports facilities.



3.98 The Playing Pitch Strategy (PPS) will assess existing pitch provision for both natural and artificial grass playing pitches and where new provision is needed on a Neighbourhood basis¹. It will also provide recommendations relating to individual sites that have issues and a framework for the maintenance and improvement of existing provision and ancillary facilities for the life of the Local Plan.

3.99 The assessment will identify and assess the provision of the following sports:

- Football
- Rugby Union
- Rugby League
- Cricket
- Hockey

3.100 Whilst, the study has not yet been completed initial indications are that there are shortfalls of pitch provision across the Borough. In particular there are pressures on junior football and rugby league pitches as well as pressures on senior football pitches. In most areas of the Borough, there was a significant issue in relation to the quality of the pitches, in terms of facilities (i.e. changing rooms) and drainage.

Sports Facilities Strategic Needs Assessment

3.101 The Sports Facilities Strategic Needs Assessment (2014)(SFSNA) provides a clear understanding of facility needs locally, taking into consideration all the provision that currently exists in Warrington (supply) and cross-referencing this with the current and future needs of the boroughs population (demand). It also provides an Action Plan for addressing any identified deficiencies on a borough wide basis for specific facility types. The Action Plan focuses only on sports facilities currently owned by the Council, many of which are currently operated by external organisations through management arrangements.

3.102 The assessment identifies and assesses the provision of the following sports facility types:

- Indoor swimming pools
- Sports halls
- Health and fitness suites
- Tennis facilities
- Cycling facilities
- Athletics facilities

3.103 The key general findings can be summarised as follows:

- There is a need to ensure investment is sought to support retention of viable existing sports facilities that provide or could provide for community use in particular where needs may not meet demand or may not do so in the future.
- There is a need to focus on improving the sustainability of sports facility sites.
- There is a need to influence new housing developments to contribute towards the development and enhancement of sports facilities to meet identified need and any increased demand generated by such developments (particularly in the West and South Neighbourhoods).
- There is a need to ensure appropriate investment is sought to maintain quality levels and assist with the retention of current, and recruitment of new, participants/users.

¹ The Council operates four Neighbourhood Area Boards to support the delivery of the Corporate Plan, Active Warrington Strategy, Health and Wellbeing Strategy and specifically the Neighbourhood Area Plans, Tier 1 Action Plans, Closing the Gap Plans and local community action plans. Each Board constitutes a partnership of organisations including the council, health, police, community, faith and voluntary groups, businesses and residents.



- There is a need to improve accessibility to sports facilities, in particular for people with disabilities, in order to encourage greater participation by all segments of the community
- There is a need to provide regularly review levels of supply and demand to identify any surpluses or deficiencies in the future.

3.104 Section 4 of the SFSNA outlines in more detail the key findings and resultant actions required for the specific facility types.

Forms of development that will be required to make a contribution towards Pitch Sport and Built Sports Facilities

3.105 Given the overlap with the assessment process for open space provision, the Council will use the same threshold of 40 dwellings for assessing whether a contribution is required towards sports facilities.

Assessment of Pitch Sport and Built Facility Requirements

3.106 The general approach to assessments of both pitch and built sport facility requirements resulting from development proposals is the same as for open space provision.

3.107 The Council's playing pitch assessment (PPS) and assessment of indoor/non-pitch sports (SFSNA) are currently being finalised. The Council is working with Sport England to identify the additional demand from population and housing growth and what the impact on both existing pitch and non-pitch sports provision will be. A developer contributions methodology using information set out in the PPS and SFSNA will be developed to help establish:

- What the additional demand for sports will be from individual or cumulative housing development;
- Which existing sites need to be improved or new facilities provided to increase capacity to cater for the additional demand; and
- What an appropriate financial contribution should be.

Whilst, the latest PPS and SFSNA's will form the basis of any assessment, account will also be taken of any more recently secured provision from other nearby developments.

3.108 Playing Pitch Provision - Additional new pitch provision will not necessarily be required to be provided on-site as it may be that it could be provided in existing open space that is under utilised. Where this is the case or where improvements to existing provision would best serve the demand a financial contribution will be sought and secured through S106 Agreement. The contribution will be defined based on the specific improvement the Council is seeking to implement taking into account the scale of increased use likely to arise from the development proposal. Where sports pitch provision is to be located on site, the Council's preference is for the developer to take on the responsibility for the management and maintenance. In exceptional circumstances where the Council agree to take over the responsibility for the management and maintenance of the provision a financial contribution will be required. Where a developer is proposing to manage/maintain sports pitches, this will be secured through appropriate conditions and/or S106 Agreement.

3.109 Built Facility Provision - Where an improvement is required to an existing facility, the level of financial contribution sought will be defined based on the specific improvement the Council is seeking to implement taking into account the scale of increased use likely to arise from the development proposal and secured through S106 Agreement. Where major development sites of a strategic nature would result in an increase in demand which could not be accommodated within an existing facility(s) and is of such a level that it would require the delivery of a completely new facility, the Council will seek to secure the delivery of the new facility as part of the overall development proposal. The mechanism for delivering a facility will need to be agreed with the Council as part of the pre-application process. This will then be reflected in the S106 agreement. **30**



Health

Summary of Contribution Requirements

Residential developments of 50 or more units will be required to provide a contribution in order to secure delivery of appropriate enhancements to existing health facilities where there is insufficient capacity to meet the needs of the increase in population generated by the development.

A standard charge of £771 per residential dwelling has been defined based on average household size and the catchment and cost of a new health facility.

For large scale development proposals, which will generate a level of population increase which justifies the delivery of a new health facility, the Council will seek to secure a new facility as part of the overall development proposal.

3.110 The objectives of the Local Plan Core Strategy include; improving access to quality healthcare through the ongoing provision of new and improved healthcare facilities that are accessible by public transport (Objective HP1) and ensuring the timely and co-ordinated provision of high quality infrastructure that supports future growth (INF2). Policy MP10 of the LPCS seeks to ensure that future growth is supported and enhanced through the timely delivery of the necessary infrastructure required to support, both strategic and site-specific development, as set out in the Infrastructure Delivery Plan.

3.111 The Council has been working closely with its NHS Partners in preparing the NHS Strategic Estates Plan for Warrington. The Estates Plan provides an overview of existing NHS facilities, details committed improvements and provides an overview of capacity of health facilities against planned future housing development across the borough. Through this work it has been identified that there are parts of the borough which already have insufficient capacity to provide primary care for new residents and further areas will become progressively more constrained in the period to 2030 with new development.

3.112 A copy of the [Strategic Estates Plan](#) can be found on the Warrington Clinical Commissioning Group's web site together with the wider [Warrington Health & Social Care Transformation Programme](#) which sets out the vision for integrating health and social care services in the borough, based on seven geographic 'collaborative clusters'.

3.113 There are two elements of planning obligations relating to health provision. Firstly, to mitigate the impact of development on the existing level of health provision in the area local to the site; and secondly where there is the need to secure a new health facility as part of a large scale development of a strategic nature.

Enhancing Existing Health Provision

3.114 The Council will seek to secure a contribution from new residential development of 50 units and above where there is insufficient capacity to meet the needs of the increase in population generated by the development.



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3.115 The threshold has been agreed with NHS Partners and is based on an assessment of population generated from new development, the impact of that population on health facilities and an understanding of the restrictions on pooling contributions as set out in the CIL Regulations.

3.116 The Council and NHS Partners have calculated a standard charge per residential dwelling using the methodology set out below. This methodology will ensure the contribution sought is directly, fairly and reasonably related in scale and kind to the development proposed.

3.117 Based on the National GP Contract each GP should serve 1800 patients on average. The NHS's preference is for GP services to be provided as health centres with a minimum of 4 GP's plus support services. This equates to a surgery serving 7,200 patients.

3.118 Similarly each General Dental Practitioner should serve between 1,300 and 1,500 patients on average. Consequently 5 GDP's will service an equivalent patient population as 4 GP's.

3.119 The indicative capital cost for a health centre of sufficient size to meet NHS requirements and to provide some shared community space is estimated to be £2,414,305 based on the latest guidance from by NHS Estates. This is based on a health facility of approximately 500 sq.m. with an additional 250 sq.m. of shared community space to enable integration health and wider local service provision. Based on this estimate and using a household population figure of 2.3 people per dwelling the estimated capital cost per dwelling is calculated as follows:

Population served by surgery = 7,200
Equivalent number of dwellings (at an average of 2.3 persons per dwelling) = 3,130
Total cost of providing a health centre = £2,414,305
Cost per dwelling = £771

3.120 Depending on the scale of development and the nature of local health facilities serving the area this contribution may be made towards either the provision of new facilities or the extension of existing facilities.

3.121 Contributions will relate only to the capital cost of health provision. In order to ensure compliance with CIL Regulations and the five obligations pooling restrictions the Council, working with its NHS Partners, will identify a specific health project(s) for which the contribution will be used.

Strategic Development Requirements

3.122 Where a development proposal is of such magnitude that it would result in an increase in population which cannot be accommodated by existing health provision and is of a level that it would justify the delivery of a health centre, the Council will seek to deliver a new facility as part of the overall development proposal.

Forms in which contributions should be made

3.123 Where a financial contribution is being sought to enhance existing GP and Dental practices this will be secured through a S106 Agreement.



3.124 The mechanism for delivering a new health centre will need to be agreed with the Council and its NHS Partners as part of the pre-application process, taking into account development viability. This will then be reflected in the S106 agreement.



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