

# Planning Obligations Policy



September 2013

## Executive Summary

1. Cumbria County Council aspires for Cumbria to be: a place with a thriving economy where people can live in a high quality sustainable environment and be able access jobs and services; a place of opportunity where young people are able to live happy and productive lives and a place where people can enjoy an independent and healthy life.
2. The County Council wishes for the residents of Cumbria to benefit from the facilities and homes that new development can create. Nonetheless it will be important that new development does not overburden the infrastructure and services that are important to communities. In cases where these cannot accommodate the impact of new development, planning obligations are an important mechanism through which appropriate compensation/mitigation can be secured. They achieve this by allowing a local planning authority to secure contributions towards the provision of local infrastructure and services, when without this additional provision, the proposed development would be unacceptable in planning terms.
3. Therefore the County Council, through its Planning Obligations Policy, can support the planning process by providing Cumbria's Planning Authorities and the development sector with a means to understand the circumstances where the County Council may request appropriate contributions through its role as a planning consultee. The policy does this by setting out the County Council's approach to securing the services and infrastructure necessary to make good potential adverse impacts of new development where it affects those which the County Council has responsibility for.
4. The Policy is alive to viability issues, which can vary on each individual case and across the county. As part of the negotiation process between a developer, the local planning authority and the County Council, an 'open book' approach to understanding the affordability of an individual scheme is anticipated. This should mean that competing infrastructure demands and priorities can be properly balanced at the planning application stage to reach the most pragmatic and best outcome for local communities affected by a development proposal.

5. In relation to planning matters, it will be important for Cumbria's authorities to work closely and effectively given our shared responsibilities for Cumbria's communities. Examples of joint working include working together on the drafting of S106 agreements, providing clear and robust information to justify requests, working together to understand the viability of development and supporting justified requests for planning obligations.

## Potential Contribution Areas

6. It is important to recognise that contributions would only be sought where, following an assessment of an individual development, they are considered necessary to mitigate negative effects and to ensure its sustainability. This means each development would be considered on a case by case basis and that it is not likely that a development would be expected to provide all the possible contributions identified.
7. It should also be noted that the policy document does not cover services provided by District and Borough Councils, such as affordable housing, nor contributions that may be sought by other infrastructure providers.
8. Set out below is a summary of the potential contributions the County Council may request through its role as a consultee in the planning process. It will be essential to read the entire policy document to understand the circumstances when contributions would be requested, the development thresholds beyond which contributions may be requested, and how the level of contribution would be calculated.

### Highways (see Section 5)

Contributions may be sought to help ensure the safe and ready access between locations, allowing people to move easily and safely around the county through the provision of necessary highway improvements. Examples of such improvements include the cost of junction improvements, traffic signalling and Traffic Regulation Orders.



**Transport and Travel Plans (see Section 5)**

- Contributions may be sought to help ensure alternative forms of transport to private cars is available, accessible and used to allow people to gain access to important services.
- Contributions may be sought towards the provision of improved public transport such as home to school transport and passenger services including rural transport schemes, improvements to pedestrian and cycle routes and to secure the implementation of Travel Plans.



**Surface Water Management (see Section 5)**

Contributions may be sought to help ensure appropriate surface water management is in place and to ensure that the negative effects of a development are mitigated by necessary flood alleviation schemes.

**Education (see Section 6)**

Contributions may be sought to ensure the availability of sufficient and adequately located education facilities for children. Where there are insufficient school places to meet the requirements created by a development, the County Council may seek provision of additional school places either through extension or the provision of new school facilities.



**Social Care (see Section 7)**

- Contributions may be sought to help ensure statutory duties to provide care and accommodation can be met to help support healthy independent lives for Cumbria's residents and visitors. Where there is a shortfall in the availability of extra care housing, the County Council will request the provision of a modest financial contribution, based on the likely rates of extra care housing requirement per household and the typical shortfall in funding to delivery such schemes.
- Modest contributions may be sought to support the provision of Disabled Facilities Grants (DFGs) or the provision of domiciliary care where homes are not considered to be built in such a manner that they can be easily adapted to meet the requirements of residents through their life.



**Safer Communities (see Section 8)**

Contributions may be sought to help reduce crime and anti-social behaviour which may be contributed to by certain forms of non-residential development in order to keep communities safe from harm.



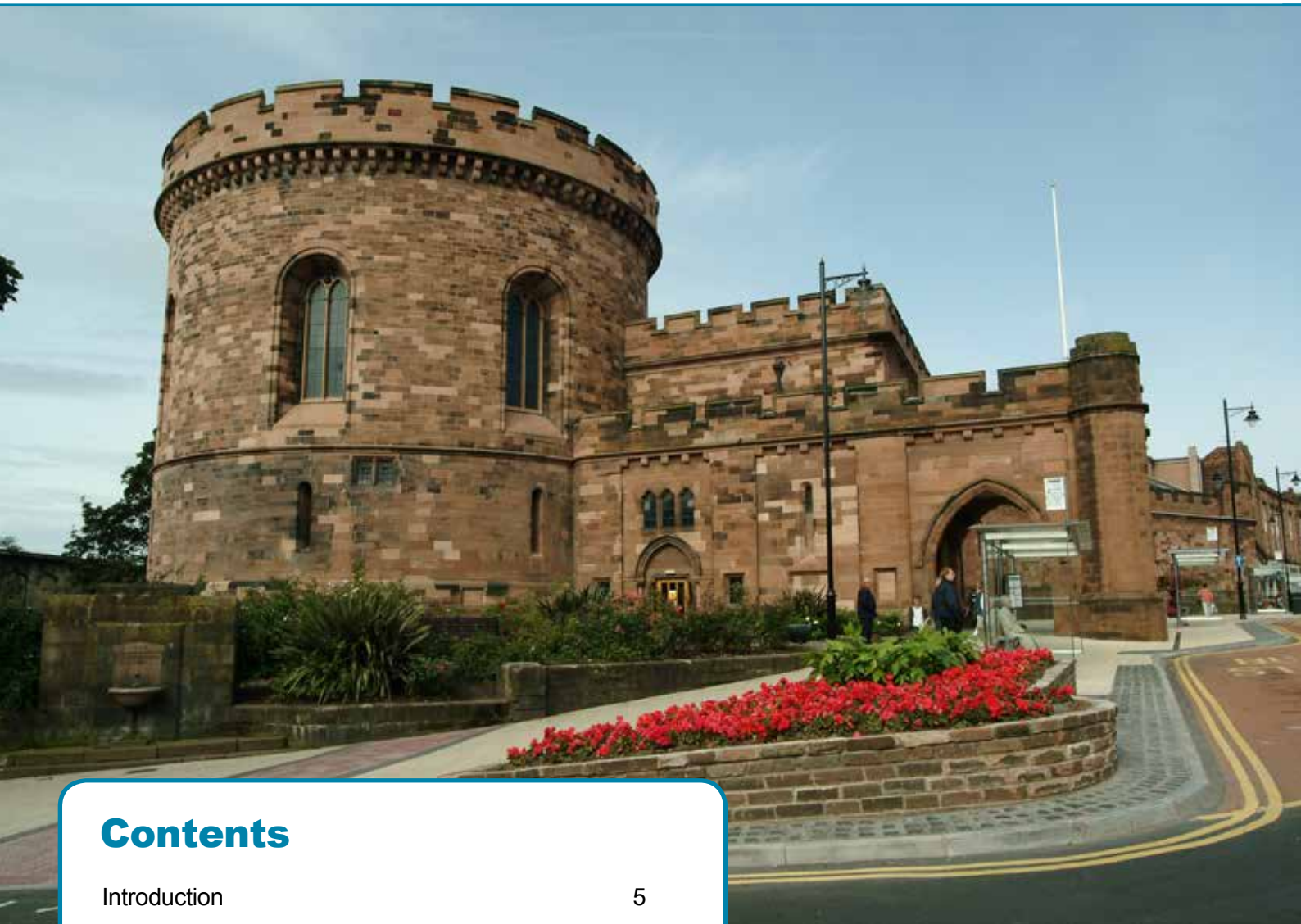
**Fire Safety (see Section 8)**

Contributions may be sought to help ensure adequate fire fighting facilities are in place to meet the requirements of developments.



**Review**

12. The Council intends to monitor the implementation of the document and undertake a review with interested parties should a clear need be identified.



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## Introduction

Cumbria County Council's aspirations for Cumbria are for it to be:

- **A place with a thriving economy where we challenge poverty in all its forms;**
- **A place where you can live in a high quality and sustainable environment and you can move safely and easily around the county;**
- **A great place to be a child and grow up in a place of opportunity where young people are able to live happy and productive lives;**
- **A place where young people will want to live and work in the future; and**
- **A place to enjoy an independent and healthy life and to be safe from harm, with more control over your life and a say in the decisions which affect you.**

To achieve these aspirations, Cumbria County Council aims to ensure that good quality sustainable development, and excellent services and infrastructure, are delivered to meet the needs of current and future communities.

It is essential that the public and private sectors work together to make their own valuable contributions towards these aims. It is the intention of this policy document to provide a framework to guide this close working around the provision of necessary services and infrastructure through the planning system in which, for most applications, Cumbria County Council is an important consultee.



Ultimately this policy document is provided to assist the development industry, local planning authorities and the communities they represent. The private and public sector have an important role in delivering sustainable communities in Cumbria. Sustainable development will enable Cumbrians to benefit from both employment and training opportunities and new homes. Nevertheless, it will be important that development can be delivered without prejudicing important infrastructure and services. To this end, working closely with Cumbria's District and National Park Authorities who determine most planning applications, the County Council will ask that, where appropriate, developers fund the cost of the additional infrastructure and services that their developments create a need for. This is essential for the ongoing sustainability of Cumbria's communities and developments themselves.

This policy document sets out:

- What planning obligations may be sought by the County Council;
- When planning obligations may be sought by the County Council;
- How the level of contribution required would be determined by the County Council; and
- How matters around viability should be considered.

It should be recognised that contributions would be sought, on a case by case basis, where assessment shows an individual contribution would be required to address an identified effect of a development. On this basis, it is not likely that an individual development would be sought to provide all the possible contributions identified in this document.

The development of this policy document has been supported by a full consultation exercise in which stakeholders were asked to respond. Further dialogue with important stakeholders and countywide groups has also been undertaken. This process has contributed to the finalisation of the policy document. It is now hoped that in cooperation with partners across Cumbria we can now work to secure its implementation to the betterment of all our communities.



## 1. Background

- 1.1 A key role of the planning system is to promote sustainable development. In line with this aspiration, the planning process looks to ensure development gives full regard to social, economic and environmental factors but also infrastructure requirements with development minimising any negative impacts they may create.
- 1.2 Housing and economic development proposals have a key role in achieving Cumbria's aspirations; however it is also important that sufficient services and infrastructure are in place to meet the demands they create. In this context, working with the County Council, the development industry has a responsibility for ensuring that new development does not undermine the services and infrastructure important to the social, environmental and economic wellbeing of Cumbria's communities.
- 1.3 Planning obligations have an important role in ensuring the availability of sufficient infrastructure to meet requirements. As the upper tier authority in Cumbria, the County Council is responsible for many key service and infrastructure areas and wishes to exercise its strategic role in ensuring the sustainable development of the county.
- 1.4 Reflecting this role and to help deliver aspirations for Cumbria this policy document has been prepared. The policy document details the scope and range of planning obligations that Cumbria County Council, working with Cumbria's District and National Park authorities as a consultee, may seek to secure through the planning process. In doing so it promotes a consistent and transparent approach so that communities and the development industry are able to see and understand how development in their area is making a fair and positive contribution to sustainable communities.
- 1.5 The Policy is also recommended to Local Planning Authorities (LPAs) for use in working up their own Local Plan documents including Planning Contribution SPDs and CIL Charging Schedules. Many of Cumbria's Planning Authorities already have adopted Development Plan Policy relating to planning obligations. When considering infrastructure and planning, it will be important for Cumbria's Local Planning Authorities and Cumbria County Council to actively engage with each other to ensure community infrastructure and service requirements are adequately reflected within Infrastructure Deficit Plans and Development Plan policy, taking account of the County Council's Planning Obligations Policy.

## Policy Coverage

- 1.6 This Policy covers areas of infrastructure and services relating to: Highways and Transport; Surface Water Management; Education; Social Care and Safer and Stronger Communities. It does not cover services provided by District and Borough Councils, such as Affordable Housing, nor contributions that may be sought by other infrastructure providers such as the Environment Agency or United Utilities. Early contact with the appropriate Local Authority is recommended to prospective developers to ensure full account is taken of other service requirements and local policies.
- 1.7 There are six District and Borough Councils and two National Park Authorities in Cumbria. It is the District/Borough Councils and National Park Authorities that develop local planning policies which determine where development should be located having regard to sub-regional strategies and other evidence. They also determine planning applications for new housing and employment sites and ultimately decide what requests for developer contributions should be secured through Section 106 agreements. These Local Authorities also provide infrastructure in relation to their own services, such as public open space and Affordable Housing.
- 1.8 Cumbria County Council is the Minerals and Waste planning authority for much of Cumbria (the two National Park Authorities undertake this responsibility within their authority areas) and determines proposals for such schemes as well as County Council Applications. These minerals and waste developments may be subject to S106 agreements and are informed by policy within the Minerals and Waste Development Framework. In developing this Policy Document, the County Council has worked with Cumbria's District/ Borough Councils and National Park Authorities.
- 1.9 Cumbria County Council is responsible for much of the large scale infrastructure that residents require such as roads (as the Highways Authority) and schools (as the Education Authority). In these various roles, the County Council participates in the development of planning policy and works in partnership with District/ Borough Councils and Cumbria National Park Authorities to identify the impact of development proposals on infrastructure. In line with this role, where appropriate and required as a result of the proposed development, Cumbria County Council will seek developer contributions to mitigate the impact of new development on infrastructure capacity.
- 1.10 This policy document relates to Planning Obligations, secured through Section 106 agreements. However it does not contain policy around Community Benefit packages, Section 38 or Section 278 agreements.
- 1.11 Community Benefit Contribution (CBC) is a recognised concept in relation to developments that are in the national interest (in particular nuclear and energy related development). They are voluntary and should be in addition to the direct mitigation of impacts as a result of large scale developments dealt with through the planning process. CBC are therefore above and beyond any Section 106 and Community Infrastructure Levy (CIL) payments. In general terms they are used to fund projects to meet the needs of communities hosting development.
- 1.12 The delivery of superfast broadband is considered very important to Cumbria's sustainability. It helps to ensure digital inclusion amongst our communities, encouraging economic growth through increasing the competitiveness of Cumbria's businesses and delivering public sector efficiencies through the reengineering of ICT networks and services. The Connecting Cumbria project seeks to secure the delivery of high speed broadband in Cumbria and is a high priority for Cumbria County Council. Although planning obligations are not being sought for the delivery of superfast broadband as a matter of course, it is considered that as far as possible new development should be "broadband ready". This in itself is likely to improve commercial values as well as give significant advantage for users. Measures taken could be the provision of ducting in construction with open access to all service providers and provision within the fabric of the buildings for network cabling where it provision is considered appropriate.



## 2. Policy and Legislative Context

- 2.1 National planning policy contained in the National Planning Policy Framework (NPPF) sets out that spatial planning is critical in relation to economic growth and regeneration.
- 2.2 The County Council is a statutory consultee for any 'strategic' planning application submitted within each of the six District and Borough Local Planning Authorities in Cumbria, where development would materially conflict with, or prejudice the implementation of a relevant County policy<sup>1</sup>. In such cases, the County Council's planning services are responsible for providing a corporate response to such consultations with them undertaking internal consultation as required. Where any proposed new development is not considered to be 'strategic', it is the responsibility of each Local Planning Authority in Cumbria to liaise directly with Cumbria County Council to ensure that future infrastructure requirements/issues are fully appreciated as part of the development management process.
- 2.3 It is advised that Cumbria County Council be notified of any pre-application discussions that take place between any developer/landowner and the Local Planning Authority, to ensure that the developer/landowner is made aware of any potential infrastructure requirements at the initial inception stage of their proposal. Likewise, should the County Council be contacted by a developer, officer's will look to ensure that the relevant Local Planning Authority is notified.
- 2.4 The Local Plan prepared by each Local Planning Authority should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution. This evidence should cover who will provide the infrastructure and when it will be provided. The Local Authority's Local Plan should draw on and, in parallel, influence any strategies, policy frameworks and investment plans relevant to the area. This policy document with respect to developer contributions should be given weight by the respective Local Planning Authorities during the development of their Local Plan.

<sup>1</sup> Planning and Compulsory Purchase Act 2004 and The Town and Country Planning (Development Management Procedure) (England) Order 2010.



2.5 Under the “Duty to Cooperate” the NPPF requires key infrastructure stakeholders, such as the County Council, to be fully engaged in discussions with Local Planning Authorities when they prepare their Local Plans. As with strategic planning applications, the County Council should be formally consulted at key stages on the production of the Local Plan. Failure to ensure that sufficient infrastructure is in place to meet the growth ambitions of the Local Planning Authorities could result in the Local Plan being found to be “unsound” through the Local Plan Examination process.

## Legal Framework for Planning Obligations

2.6 The power of a Local Planning Authority to enter into a planning obligation with persons with an interest in a piece of land is set out in Section 106 of the Town and Country Planning Act 1990 (as amended by the Planning and Compensation Act 1991).

2.7 On the 6 April 2010 The Community Infrastructure Levy (CIL) Regulations 2010<sup>1</sup> came into force (an Amendment <sup>2</sup> came into force on 6 April 2011).

2.8 The Regulations are clear, that any planning obligation must be:

- a. Necessary to make the development acceptable in planning terms;
- b. Directly related to the development; and
- c. Fairly and reasonably related in scale and kind to the development.

2.9 Further Government Guidance with respect to planning obligations is contained within National Planning Policy Framework. This reaffirms the legal tests in the event that Local Authorities seek planning obligations.

2.10 With a view to limiting the future use of planning obligations in favour of the introduction of a Community Infrastructure Levy, the CIL Regulations 2010 prevent local planning authorities on or after the April 2014 (however the Government is consulting on revising this timescale to 2015) from applying planning obligations in the form of Section 106 planning agreements to more than five separate applications within their area for the purposes of securing a single piece of infrastructure or types of infrastructure.

2.11 Over coming years it is anticipated that individual charging authorities (the Regulations only allow LPA's to be a charging authority) will develop CIL charging regimes. Cumbria's Local Planning Authorities should engage Cumbria County Council in the development of Community Infrastructure Levy taking into account all relevant County Council requirements and the content of the Planning Obligations Policy. This Policy document will therefore inform and underpin the approach taken to future CIL preparation by the Local Planning Authorities. Opportunities to develop a memorandum of understanding (MOU) between the County Council and Local Planning Authorities to facilitate the effective operation of securing necessary contributions from S106 and/or CIL should be considered.

<sup>1</sup> SI 2010/948

<sup>2</sup> SI 2011/987



### 3. Policy Implementation and Viability

#### Cumbria

- 3.1 Cumbria is truly a place of great opportunity where businesses can grow and create jobs. The county has a strong brand and welcomes new investment to help grow the local economy.
- 3.2 Between 1995 and 2007 Cumbria’s economic growth rate was the slowest of all the 37 county areas in the UK, with an overall growth rate of just 51.4% compared to 71.2% in the North West and 90.5% for the UK. Medium term growth (2004-09) was much improved before dropping back most recently (2008-09) with Cumbria down to 29th of 37 sub regions.
- 3.3 Cumbria is the second largest county in England, home to the Lake District National Park and just over 500,000 people. It has become a centre of excellence in both the nuclear power and marine engineering. Its agricultural industry is essential to UK food security, and its tourism industry is quickly being defined as the UK’s adventure capital. Superfast broadband is also being spread throughout the county and should help deliver the county’s potential.
- 3.4 There are areas in the county that compete with some of the richest in the UK, and there are others that compare with the most deprived<sup>1</sup>. House prices reflect this pattern, the median house price in Cumbria is £143,869, but there are significant disparities: in Barrow-in-Furness the median price is £93,384 compared to £210,977 in South Lakeland (CACI, Cumbria Intelligence Observatory, 2011). The diversity of house prices in Cumbria is mapped within Appendix 1.
- 3.5 In many of the areas with high house prices, wages are extremely low. This creates challenges around housing affordability. The level of house prices combined with relatively low wages creates significant issues around housing affordability in many parts of the county. This is mapped in Appendix 2.
- 3.6 Similar patterns of diversity recur for educational attainment, life-expectancy, employment and benefits, to name a few. The size, topography and population composition and distribution in Cumbria also creates challenges in the access and delivery of services across the County. Reflecting this, Eden District is the most deprived district in mainland England in respect to the accessibility to services<sup>2</sup>.
- 3.7 Significant improvements have been made in addressing these challenges, thanks to both public and private sector investment. Cumbria has seen a number of new schools and academies, hospitals, and other public buildings come to completion in recent times, and land reclamation projects have brought back a number of key sites in towns ready for private sector investment.

<sup>1</sup> In terms of overall deprivation (2010) Cumbria is ranked 85th nationally (out of 149, where 1 is the most deprived). Barrow in Furness is the most deprived district in Cumbria; ranked 32nd out of 326 and is within the 10% most deprived nationally. Copeland is ranked 78th, Carlisle 109th, Allerdale 111th, Eden 211th and South Lakeland 242nd (Indices of Multiple Deprivation, 2010, ONS).

<sup>2</sup> The Rural Share of Deprivation in Cumbria Summary published by Action with Communities Cumbria (May 2010).

- 3.8 Many of Cumbria's successes in recent years has shown how the public and private sectors can achieve both individual and collective goals. It is considered that moving forward such practice can be replicated by ensuring development does not undermine the balanced, sustainable and inclusive development of the county which is reflected in the Cumbria County Council Plan. This aspires for Cumbria to: have a thriving economy; have a high quality and sustainable environment where you can move easily and safely around the county; be a great place to be a child and grow up; and where you can enjoy an independent and healthy life and be safe from harm.
- 3.9 These aspirations are considered important pillars of sustainable development and it is considered important that development and proposals do not prejudice these aspirations for Cumbria. The objective of this policy document will be to ensure that necessary infrastructure and services can be provided to support any new development and to ensure it does not prejudice the sustainable economic development of Cumbria necessary to achieve a thriving economy. Notwithstanding this, development site viability is going to vary considerably across a county as diverse as Cumbria. The Council will therefore take account of the overall strategic context in applying its policy for Developer Contributions and also the overall benefits brought by individual development.
- 3.12 Generally, the County Council will require the developer/landowner to provide the services and infrastructure required to meet needs that arise from a development as set out within this policy document. However it is accepted that there could be circumstances where development proposals that would otherwise align with planning requirements and contribute to sustainable development principles would not emerge if all contributions sought and other requests (i.e. around design etc.) were provided.
- 3.13 In such circumstances, should a developer/landowner seek a reduction in the level of contributions sought due to material and reasonable concerns over viability and deliverability, the Local Planning Authority will usually expect an 'open book' independent development appraisal<sup>1</sup>. Given the County Council's important role in the provision of infrastructure, the relevant Local Planning Authority is expected to engage with the County Council to jointly review this appraisal. If, following this review, it is determined that viability and deliverability concerns are justified, material and reasonable (for example instances where developers acquire/agree prices on sites that are unrealistically high would not fulfil this definition), joint consideration should be given to the potential to reapportion contributions or seek revision to the proposal having regard to the most important agreed priorities and outcomes for a locality and the requirement that a scheme suitably and sustainably integrates with local communities and services. Where necessary planning obligations are not provided without an appropriate and demonstrable justification, Local Planning Authorities should look to refuse a planning application. Should any application be refused, Cumbria County Council's request for a contribution towards the provision of infrastructure should be recorded for consideration by a Planning Inspector in the event of a planning appeal.

## Assessment of Viability

- 3.10 In securing necessary infrastructure it will be important for Cumbria's Local Planning Authorities to work with and support Cumbria County Council in seeking necessary developer contributions to mitigate the effects of development on infrastructure and service areas.
- 3.11 The provision of adequate social and other infrastructure to meet the needs of a development is important in achieving good sustainable outcomes from the planning process. Each planning application will need to be assessed on its individual merits and it is for the Local Planning Authorities to work in conjunction with other service and infrastructure providers like the County Council to determine priorities for competing infrastructure requirements created by a proposal, such as the need for: highways improvements; education facilities; and affordable housing amongst others. Clearly
- <sup>1</sup> Open Book Appraisal means an appraisal of all financial costs and benefits anticipated at the date of the application to be incurred by the developer that affect the financial viability of the development where all such costs and benefits are detailed, explained and substantiated.



## 4. Overarching Policy

4.1 To ensure the well being and sustainability of Cumbria’s communities, working with District and National Park authorities, Cumbria County Council will seek necessary planning obligations from development proposals in line with the overarching policy set out below.

### Overarching Policy

To ensure the sustainability of development proposals, working with Cumbria’s Local Planning Authorities, Cumbria County Council will seek necessary planning obligations where development creates a requirement for additional or improved services and infrastructure.

Contributions will be sought where they are relevant, necessary and reasonable. They may be sought with respect to the following service areas:

- **Highways** – to help ensure the safe and ready access between locations allowing people to move easily and safely around the county (Section 5)
- **Transport and Travel Plans** – to help ensure sustainable transport is available and used to ensure sustainability ensuring that all can access important services (Section 5)
- **Surface Water Management** – to help ensure appropriate surface water management is in place (Section 5)
- **Education** – to ensure the availability of sufficient and adequately located education facilities for children which should help ensure Cumbria is a great place to grow up and young people are able to fulfil their potential (Section 6)
- **Social Care** – to help ensure statutory duties to provide care and accommodation can be met to help support healthy independent lives for Cumbria’s residents and visitors (Section 7)

- **Safer Communities** – to help reduce crime and anti-social behaviour and to help keep communities safe from harm (Section 8)
- **Fire Service** – to help ensure adequate fire fighting facilities are in place to meet the requirements of development (Section 8)

Detailed information with respect to the requirements of the policy is set out in the subsequent sections of this document (as above). Planning obligations may be sought to fund a single item of infrastructure or collectively with other developments, part of an infrastructure item or service.

Where there are justified, material and reasonable viability and deliverability concerns with respect to development proposals that would otherwise align with planning requirements and contribute to sustainable development principles, the County Council will engage with the Local Planning Authorities to give joint consideration to the potential to reapportion contributions and/or other requests sought (i.e. around design). This would be based on the strength of case made by developers and the evidence provided.

Where requested contributions are not to be provided by the developer, the County Council considers that the Local Planning Authority should seek appropriate revision or refuse the planning application.

4.2 It is important to recognise that contributions would only be sought where, following an assessment of an individual development, they are considered necessary to mitigate negative effects and to ensure the sustainability of a development. This means each development would be considered on a case by case basis and that it is not likely that a development would be sought to provide all the possible contributions identified. It also needs to be noted that the policy document does not cover services provided by District and Borough Councils, such as Affordable Housing, nor contributions that may be sought by other infrastructure providers.



## 5. Highways, Transport and Surface Water Management

### Headlines

- Cumbria County Council has a responsibility to provide and maintain access throughout the county.
- Where it is considered that a proposed development will have an unacceptable impact upon the highway or would require improved transport facilities to ensure all can access services and facilities, the County Council will require that the developer helps to ensure the provision of necessary infrastructure and services.
- To ensure that sites can be accessed through sustainable means, the County Council will require that certain developments are accompanied by a Travel Plan.
- The County Council also has responsibilities relating to surface water management. Through this process, where the County Council considers that a proposal would require mitigation that cannot be provided on site, the County Council would seek an appropriate contribution to provide such necessary infrastructure off site.

These matters are detailed below.

5.1.1 The Cumbria County Council Plan aspires for Cumbria to be a location with a thriving economy which has a high quality and sustainable environment where you can move easily and safely around. These aspirations are consistent with the County Council's role as a Highway Authority and it is considered important that development proposals do not prejudice the Cumbria highway and transport network and accommodate sustainable forms of travel. Consistent with these aspirations, the Local Transport Plan sets out the transport priorities for the county which are:

- the maintenance of Cumbria's roads, pavements, paths and cycle ways;
- making sure our strategic road links are able to support the Cumbrian economy;
- maximising the benefits of the county rail network;
- using smartcard technology to reduce barriers to people using passenger transport;
- maximising the potential of the Port of Workington to support the Energy Coast and reduce carbon emissions from road transport; and
- enabling more people walking and cycling to school and to work.

5.1.2 Development proposals will usually have an impact on highways and transport networks. Cumbria County Council, as Highway Authority is a statutory consultee in the planning process. The Highways and Transportation division undertakes this statutory function and advises the nine planning authorities in Cumbria (the County Council, the six District Councils and the two National Park Authorities) about the impact that development proposals will have on the highway and transportation system and the acceptability of mitigating measures proposed or identifying measures that are required to mitigate these impacts.

5.1.3 Most developments generate new travel movements and they should, as a first principle, provide the highway and transport infrastructure to cope with these movements. The development should also be accessible by sustainable modes of transport, i.e. walking, cycling and public transport. Any necessary alterations to the highway and transport system will be expected to be incorporated within the development proposals, and the Highway Authority will raise objections should the developer be unwilling or unable<sup>1</sup> to provide the necessary solutions.

5.1.4 New developments can also have wider impacts and may increase the demands on a transport network that at certain times already operates above capacity. This can result in congestion and traffic intrusion (e.g. additional traffic on quiet lanes). It can also have a detrimental impact on road safety, air quality, and other, especially vulnerable, highway users.

## Assessing Schemes

5.1.5 Each development is assessed in terms of its impact on the highway and transport network. The Highway Authority will require a full Transport Statement to be submitted with the application for sites that propose 50 to 79 dwellings, or for other types of development that generate equivalent traffic flows. For developments of 80 dwellings or more, or other types of development such as commercial or leisure uses that generate equivalent or greater traffic flows, the Highway Authority will require a full Transport Assessment and Travel Plan to be submitted. The documents submitted should identify mitigation measures associated with the development, which the developer will be asked to fund in total or part, depending on the measures identified. Such measures could include additional highway infrastructure, including cycleways and footpaths, network management measures, and enhanced public transport provision and infrastructure. Early discussions with the Highway Authority are recommended to scope the parameters of any assessment or statement.

5.1.6 These early discussions will allow the developer to make sure that adequate time is built in to the project for the development and agreement of any highway mitigation measures. They should also enable preliminary designs of any infrastructure improvements to be agreed prior to the finalisation of any land acquisition required by the developer.

5.1.7 With the exception of householder applications, a Transport Form, available from the Cumbria County Council website, should be completed for developments below 50 residential dwellings or generating less than 40 passenger car movements during the peak hour. The Highway Authority considers a Transport Assessment or Transport Statement will usually be unnecessary, however, they may be requested should the Highway Authority consider it appropriate.

5.1.8 Based on the assessment of the development proposals and supporting evidence, contributions or delivery of mitigation schemes will be sought to mitigate the impact of the development and to make an unacceptable proposal acceptable in Highways and Transport terms. Cumbria County Council works closely with the Local Planning Authorities, and direct provision of infrastructure improvements or contributions are usually secured through Section 278 (Highways Act 1980) agreements and planning obligations (Section 106 of Town and Country Planning Act 1990). More information about Section 278 agreements and commuted sums are provided in Appendix 3 to this policy.



<sup>1</sup> In the case of contributions secured via S106 agreement, where appropriate, weight may be given to legitimate and demonstrable viability concerns as per paragraph 3.10 – 3.13 of the Policy document.

## 5.2 Planning Obligations and Requirements of Policy

5.2.1 The Highway Authority will usually seek a Section 106 Agreement to secure Travel Plans and financial contributions towards public transport (further details below), and walking and cycling measures. Where it has been determined that physical infrastructure is required, including the promotion and implementation of any necessary legal orders, this should normally be provided via a Section 278 Agreement. However, there will be instances where the Highway Authority considers a financial contribution via Section 106 preferable, such as to enable pooled contributions. The Highways and Transportation Division's local Development Management Officer will advise on the appropriate process.

5.2.2 Priority will be given to securing the following via a S106 Agreement:

- A Travel Plan (further guidance is provided below);
- Financial contributions for measures that improve transport choices and make it safer and easier for people to access jobs, education, shopping, leisure facilities and services by public transport, walking and cycling; and
- Financial contributions for physical improvements to existing roads.

5.2.3 The above priorities may be subject to change depending on the individual circumstances and to safeguard strategic interests of the Highway and Transportation networks.

5.2.4 In seeking to obtain funding from developers for public transport, walking, and cycling improvements, the Highway Authority is seeking to ensure the development has an appropriate level of access to education, employment, food shopping and health services by sustainable modes of transport.

5.2.5 Where the impact of development on the existing Public Rights of Way network is significant in adjoining urban fringe areas, financial contributions will be sought to ensure they are appropriately upgraded to accommodate additional use. The creation of new footpaths to connect to existing Public Rights of Way and to improve the overall network will also be sought, where considered appropriate and necessary.

5.2.6 The phasing of infrastructure or developer contributions may be appropriate for large developments with a build programme spanning many years. Such phasing may reflect that a facility or road improvement, for example, is not required at the start of building, but at a later date. Financial contributions may also be phased to reflect the viability of the site. However, as travel behaviour is established very early, phasing should not limit the availability or attractiveness of sustainable modes of transport (walking, cycling or public transport).

### Excessive or Extraordinary Traffic Maintenance Payments

5.2.7 Developments resulting in significant plant/HGV movements either during construction or subsequent to the use commencing, have the effect of causing accelerated wear, thus shortening the life of existing highway infrastructure. To ensure that the highway infrastructure is maintained/retained in a safe and durable condition, developers may be required to provide for the costs of the enhanced maintenance, either by a single payment for upgrading works, or via annual contributions to maintenance costs for as long as the use continues, secured via a Section 106 Agreement.

5.2.8 Payments made by the developers in respect of commuted maintenance sums, will be determined by the specific nature of the proposals in question and could relate to physical damage to roads, verges, footways and highway structures. The determining factor in calculating the appropriate sum will be the cost of maintaining the infrastructure, which is over and above the average figure that would have been incurred by the Highway Authority for the affected roads in any normal year. The sum is determined and secured by one of two methods:

1. A meeting is held with representatives of the developer and County Council Highway Engineers. Both parties agree on a maintenance contribution sum that is reasonable and related to the scale of the development and kind(s) of traffic. The sum is secured by a Section 106 Agreement to be paid at the agreed time(s).

2. An inspection of the highways (that it is considered will be affected), is carried out by representatives of the developer and the County Council prior to the commencement of the development. A joint statement is agreed documenting the condition of the highway infrastructure prior to the commencement of operations. Annual inspections will take place thereafter with any interventions necessary to return the network to its original condition being undertaken and paid for by the developer/operator. The Section 106 Agreement will include a clause requiring the developer to agree bonding arrangements with the County Council, which will be called on should the maintenance works costs not be met.



## Travel Plans

- 5.2.9 A Travel Plan is a long-term management strategy for a development that seeks to deliver sustainable transport objectives through positive action. This management strategy is set out in a document that is regularly reviewed to assess its effectiveness in delivering the intended results, or amended to attempt to resolve any failure to meet the targets set.
- 5.2.10 Travel Plans have an important part to play in encouraging the effective use of current transport networks. Travel Plans have been used successfully for many years and have proved to be an effective tool for promoting sustainable travel choices such as walking, cycling and public transport. By helping to reduce single occupant car use, Travel Plans can encourage effective use of current highway and transport networks, help support sustainable economic growth, encourage healthy lifestyles, promote social inclusion, manage travel demand, and assist in reducing the impacts of climate change.

- 5.2.11 Cumbria County Council, as Highway Authority, is keen to see Travel Plans used effectively and will be working towards this goal in partnership with Cumbria’s Local Planning Authorities. Greater priority will be given to Travel Planning and the monitoring of Travel Plans.
- 5.2.12 Travel Plans form a fundamental part of the development management process as recognised by the National Planning Policy Framework. It is therefore important that where development proposals meet threshold levels; or where a Travel Plan is specifically requested by the Highway Authority, a Travel Plan should be produced to accompany the developer’s planning application.
- 5.2.13 The thresholds for Travel Plans in Cumbria are taken from the Department for Transport’s ‘Good Practice Guidelines: Delivering Travel Plans through the Planning Process’ (2009). The threshold levels are, however, intended to be indicative only. Other developments that raise sustainability concerns in terms of transport may also be requested to produce a Travel Plan.
- 5.2.14 Cumbria County Council is seeking to secure these Travel Plans via planning obligations through the planning process (Section 106 of the Town and Country Planning Act 1990) to guarantee the provision of sustainable travel options that will result in social, economic and environmental benefits. This will apply both to new developments and extensions of existing sites, whatever their use.

## Travel Plan Contributions

- 5.2.15 The need for a Travel Plan to make a development acceptable in planning terms is set out in NPPF paragraphs 34, 35 and 37. The NPPF emphasises the importance of Travel Plans as they are a necessary and key part of ensuring the sustainability of the development, and are the primary mechanism for delivering appropriate sustainable transport options. However, merely requiring a Travel Plan to be submitted as part of the planning process without securing its implementation and objectives will result in Travel Plans being little more than a “tick box” exercise which has little meaning or tangible benefits. National guidance, such as the “Good Practice Guidelines: Delivering Travel Plans through the Planning Process” (DfT/ DCLG, 2009), set out best practice for delivering



Travel Plans including the use of sanctions and measures to achieve outcomes and handle breaches, including financial incentives/penalties.

expected timescales or milestones for the delivery of measures, and an allocated budget for each measure. The implementation of the Travel Plan will then be secured in a S106 Agreement.

- 5.2.16 As stated in paragraph 5.2.9, a Travel Plan is a long-term management strategy that seeks to deliver sustainable transport objectives. The national guidance document “Good Practice Guidelines: Delivering Travel Plans through the Planning Process” advises that Travel Plan monitoring “should only cease when there is sufficient evidence for all parties to be sure that the travel patterns of the site are in line with the objectives of the Travel Plan. This includes meeting the agreed targets over a consistent period of time”. Typically in Cumbria, a Travel Plan is required to cover a 5 year period to enable Travel Plan objectives to be met, and Travel Plans should be seen as ‘living documents’ due to the fact that to stay relevant, and remain effective, they need to be regularly updated as part of an iterative process throughout the plan period in order to ensure the objectives are met.
- 5.2.17 The minimum target for reducing the number of trips or level of single occupant private vehicle use to and from the development is 10%. Evidence shows that a robust Travel Plan can readily reduce trips to a development by around 15-20%, and in some cases by over 50%. However, it has to be recognised that Cumbria has particular qualities (such as geography, rurality, population levels) that would make such targets challenging in some areas of the county. In recognition of these qualities, and to ensure consistency, it is considered that a 10% target (for reducing single occupancy private vehicle trips / number of trips generated by a development) across the county is reasonable.
- 5.2.18 Where a Travel Plan is required for a development which exceeds the thresholds, the Travel Plan implementation will need to be secured as part of a S106 Agreement. Whenever possible a full Travel Plan should be submitted as part of a planning application, and should be scoped and developed through pre-application discussions with relevant officers from the Local Highway Authority in the same manner as for a Transport Assessment. Key to the Travel Plan will be an Action Plan, which will set out the intended measures to be implemented through the Travel Plan. The Action Plan should also outline the implementation programme for the proposed measures, including roles and responsibilities,
- 5.2.19 For larger developments that may require mitigation measures in order to make the development impact acceptable, trip reductions that could be achieved through a Travel Plan should be considered as mitigation in preference to highway infrastructure improvements. In this case, as well as securing the proposed Travel Plan measures, a developer contribution equal to the cost of providing the highway infrastructure improvements in the form of a bond will also be required. In the event that the Travel Plan objectives are not being met, the bond monies will be used to provide the necessary infrastructure. If the objectives are met, then the bond would be returned.
- 5.2.20 Since the processes involved in Travel Plan implementation are mostly known and the available measures are relatively well defined for a given type of development, this process should be sufficient to cover the majority of situations. However, in exceptional circumstances, should a developer be unwilling to commit to providing a Travel Plan Action Plan with the Planning Application, or the development proposals are at such a preliminary stage that it is unrealistic to draw up a list of measures, then it will be necessary to secure the outcome of the Travel Plan through a developer contribution. The contribution will be linked to agreed Travel Plan targets for reducing the number of trips generated by a development; or for reducing the level of single occupant car use.
- 5.2.21 The contribution is required to enable further mitigating measures to be implemented by the County Council should the identified targets not be achieved by an agreed date and to provide an incentive to the developer to ensure that the Travel Plan objectives are met. The contribution is secured via a S106 Agreement, and is payable should the target reduction in number of trips, or single occupant car journeys, not be achieved. Where targets are partly met, then an equivalent proportion of the contribution is payable.

5.2.22 Three elements are taken into account when calculating the amount of contribution required. These are:

- The appropriate annual bus ticket for the area in which the development sits;
- The target for reducing the number of trips or single occupant private vehicle use less the reduction achieved; and
- The number of years covered by the Travel Plan period (typically 5 years).

5.2.23 The contribution is calculated by using the current cost of an appropriate annual bus pass for the area in which the development sits, multiplied by the proposed reduction target minus reduction achieved, multiplied by the number of years of the Travel Plan monitoring period (typically 5 years). A further fee is added to cover the County Council's costs incurred in identifying, developing and implementing any potential measures. This fee will be the greater of 5% of the contribution or £1,000.

### Figure 1 Travel Plan Contribution

£ contribution = [£annual bus ticket x (target – reduction achieved) x 5] + greater of 5% or £1,000

**Worked example:**

A business development in Penrith expects to employ 120 staff, and has agreed a 10% reduction in staff single occupant car commuting journeys to the site (i.e reduction in 12 staff journeys). The Travel Plan monitoring period is 5 years. The appropriate annual bus ticket for the Penrith area is Cumbria Megarider Gold at a cost of £975. At the end of the monitoring period it is found that there has been a 5% reduction in staff single occupant car commuting journeys to the site (i.e. reduction in 6 staff journeys). Therefore:

$$\begin{aligned} \text{Contribution required} &= [\text{£}975 \times (12 - 6) \times 5] + 5\% \\ &= \text{£}29,250 + \text{£}1,463 \\ &= \text{£}30,713 \end{aligned}$$

## Travel Plan Coordinator Administration Fee

5.2.24 A Travel Plan is a “living document” that needs to be updated, amended, approved and monitored throughout the life of the development. There are administration cost implications for the County Council as the Local Highway and Transport Authority relating to elements such as reviewing the implementation and management of the Travel Plan, providing advice on its monitoring or future review, travelling to and attending meetings with the development’s Travel Plan Officer, reviewing marketing material, and reviewing survey results. In order for this work to be undertaken by the County Council’s Travel Plan Co-ordinator, a financial contribution will be required from the developer towards staff costs incurred by the County Council and this should be included as part of a Section 106 Agreement.

### Figure 2 Travel Plan Coordinator Administration Fee Contribution

Administration Fee Contribution = average annual costs x number of years of travel plan

**Worked example:**

A phased development which has a Travel Plan lasting 9 years (taking into account construction phasing, for construction of all phases plus , the Travel Plan Administration Fee calculation would be as follows:-

$$\begin{aligned} \text{Contribution required} &= \text{£}1320^* \times 9 \\ &= \text{£}11,880 \end{aligned}$$

*\* the annual average costs are given in Cumbria County Councils “Travel Plans and the Planning Process in Cumbria: Guidance for Developers.*

5.2.25 The County Council would also be able to take on the site Travel Plan Coordinator role for individual sites or for an area Travel Plan should the developer not wish to appoint an independent Travel Plan Coordinator to carry out this function. The County Council would require a fee towards staffing costs for the Travel Plan Coordinator. This would be calculated for individual developments by negotiation based upon their size and the likely time requirements of the role.

5.2.26 Further information, including a breakdown of charges and example contribution calculations, can be found in Cumbria County Council's Travel Plan guidance document "Travel Plans and the Planning Process in Cumbria: Guidance for Developers" which can be found on the Council's website.

## Public Transport

### Scheduled Public Transport: Residential Developments

5.2.27 In developments of 80 or more properties (or smaller developments which will form part of a development of at least this size), unless there is a bus stop within 400 metres (800 metres in rural areas) of the properties, with the prescribed frequency of service, the developer will need to provide funding for a new or enhanced service, for a minimum of 5 years, on a reducing scale allowing for revenue growth. In order to encourage the use of public transport, the service and payment will ideally start upon initial occupation, although factors such as development phasing and likely future viability will be taken into account on a case-by-case basis.

5.2.28 Ideally services will be integrated with the existing network of commercial and supported bus services, to avoid abstraction from them and to maximise the potential for long term viability. It should not be assumed that if a bus service already runs near to the development, that it will be possible or desirable to run it into the development. Such an assumption will not be given weight when considering a development proposal unless prior discussions with the bus operator(s) and the County Council's Integrated Transport Team have taken place and the measure agreed can then be secured via a Section 106 Agreement.

5.2.29 The road network should be designed to allow vehicles to run through the development, with safe pedestrian links via the shortest route from sections of the main estate roads, to ensure that the maximum walking distance is no more than 400 metres (800 metres in rural areas).

### Scheduled Public Transport: Employment Developments

5.2.30 Any new development with more than 100 workers on site at the same time will be expected to make a contribution via S106 Agreement, to the provision of a bus at the main start/finish time of the day from the nearest Key Service Centre, unless that level of service already exists within 400 metres of the site (800 metres in rural areas), via safe and appropriate pedestrian facilities. The contribution could then be made through the purchase of season tickets which can be re-sold to employees at full or discounted rate.

5.2.31 Where a new bus service is required, the intention will be for any service to become commercially viable within 5 years, and the operation should be reviewed each year to ensure that it is meeting the needs of workers to maximise revenue and the potential for long term viability.

### Scheduled Public Transport: Retail Developments

5.2.32 Any new store entrance should be within a reasonable walking distance of nearby bus stops and be linked via safe, commodious, attractive and direct pedestrian facilities.

5.2.33 Free services should normally be avoided, in preference to offering discounts to customers using existing commercially provided services or where necessary enhancing the network of fare paying services. In the latter case, the aim must be that the service can be viable once the funding expires.



## Bus Service Frequency

5.2.34 The required standard of bus service frequency is defined as follows:

- For developments located in Barrow, Carlisle, Workington, Whitehaven, Kendal, Penrith, Ulverston and Maryport (locations considered appropriate for major and significant scales of development within the Cumbria Sub Regional Spatial Strategy), the frequency should be a minimum of every 30 minutes (ideally 20 minutes) between 07:00 and 18:00 Monday to Saturday with an hourly evening service to 22:30, plus an hourly daytime service from 10:00 to 18:00 on Sundays;
- For developments in Dalton-in-Furness, Aspatria, Cockermouth, Brampton, Longtown, Wigton, Cleator Moor, Egremont, Millom, Silloth, Alston, Appleby, Grange-over-Sands, Kirby Lonsdale, Kirkby Stephen, Milnthorpe and Sedbergh (locations considered appropriate for moderate scales of development within the Cumbria Sub Regional Spatial Strategy), the frequency should be a minimum of every 30 minutes (hourly where the population is less than 10,000), between 07:00 and 18:00 Monday to Saturday. No service will normally be required in the evening or on Sundays;
- For development located in local service centres and other locations the frequency should be a minimum of every hour between 07:00 and 18:00 Monday to Saturday. No service will normally be required in the evening or on Sundays.

## Bus Stop Infrastructure

5.2.35 Where new bus stops are required, these will need to be marked with a bus stop sign, either with a new pole or by attaching a “flag” sign to a piece of existing street furniture. New bus stops should also be fitted with timetable displays that comply with County Council standards.

5.2.36 In line with DfT guidance, the distance between bus stops in urban areas should be no greater than 400 metres.

5.2.37 Where feasible, lay-bys will be required on busy main roads or where a bus stopping for passengers to board or alight is likely to cause a traffic hazard. On estate roads with little traffic a lay-by is not required.

5.2.38 If provided, bus shelters need an agreement for long term maintenance, ideally with a Parish/ District Council with a commuted payment to ensure cleaning and maintenance for 30 years.

5.2.39 A contribution towards the introduction of Real Time Information, including future maintenance costs, may be required.

5.2.40 Further advice regarding bus infrastructure requirements, applicants will be provided by the Highways & Transportation’s Integrated Transport Team where appropriate.

## Rail Service Contributions

5.2.41 Where a development is located within 800 metres of a railway station, safe and appropriate links to the station for pedestrians and cyclists should be provided. The development may also be required to provide contributions via a S106 agreement towards the enhancement of station facilities such as passenger information screens, waiting facilities, cycle storage, station car parking, etc. For very large developments, it may also be appropriate to request contributions towards increasing train capacity or rail infrastructure improvements. Further advice in this regard will be provided by the Integrated Transport Team where appropriate.



## Community Transport Contributions

5.2.42 While new development should be located where it is or can be made accessible by sustainable modes of transport it is recognised that there may be instances when this cannot be reasonably achieved. For developments of 15 dwellings or more located where there are no scheduled public transport services, or it is not feasible to provide access to scheduled public transport through new stops or services, support for community transport for the locality will be sought. The contribution will be based on the following formula:

### Figure 3 Community Transport Contribution - Residential

- No. of dwellings proposed x average household occupancy x average no. of bus trips per person in the north-west x average cost of Rural Wheels trip = contribution per dwelling
- $1 \times 2.27 \times 68 \times \text{£}8 = \text{£}1,234.88$  per dwelling

5.2.43 The above formula is based upon the cost of Rural Wheels<sup>1</sup> which is particularly appropriate for small, rurally isolated developments. However, as well as Rural Wheels, Cumbria County Council supports a number of other community transport services, including voluntary social car schemes and community minibus brokerage. Depending on the location of the development, a contribution towards one of the regionally-based services, (e.g. Fellrunner in Eden, Muncaster Microbus in Copeland, may be appropriate.)

5.2.44 In developments which are specifically for elderly/mobility impaired consisting of 15 residents or more, e.g. sheltered housing, which is not met by an accessible, scheduled passenger transport service or has its own transport for residents (such as an appropriately accessible mini-bus etc), the developer will need to provide funding for an accessible dial-a-ride service or equivalent, e.g. City Wheels in Carlisle or Barrow Ring-a-Ride. This contribution will be based on the following formula:

### Figure 4 Community Transport Contribution - Specialist Housing

- Proposed no. of residents in development x average number of bus trips per person in the north-west x average cost of City Wheels/Ring-a-Ride trip
- $1 \times 68 \times \text{£}14 = \text{£}952$  per resident

## Home to School Travel

5.2.45 The statutory walking distance is 2 miles for children aged under eight and 3 miles for older children. This is defined as the distance measured by the shortest available safe walking route. Where a residential development is located within the statutory walking distance it should be linked to the school(s) by adequate pedestrian facilities. If there are no pedestrian facilities, or the existing are considered inadequate, the developer shall be required to provide new or improve existing facilities usually via a Section 278 Agreement. If it is not feasible for improvements or adequate pedestrian facilities to be provided, in the case of developments for 15 or more dwellings, the developer may be required to provide a contribution towards school transport costs.

5.2.46 While the safety of walking routes to the nearest school(s) from a residential development should be assessed by the developer, the acceptability of the assessment and appropriateness of any recommended improvements will be determined by the Development Management Officer. However, if a formal route assessment is required, the developer will be required to fund the cost of the assessment. In addition, a contribution towards the provision of Active Travel initiatives may be appropriate, in order to reduce the reliance on car journeys for school drop-offs/pick-ups.

1. Rural Wheels is a unique community transport scheme that helps to address the issue of a lack of good public transport provision in some rural areas of Cumbria.

5.2.47 Where it is demonstrably not possible to access a school place through a safe walking route within statutory distances, the County Council will seek a contribution towards funding the provision of home to school transport. The requirement for this contribution will be determined on a case-by-case basis, in line with the statutory policy for provision of home to school transport. This states that where a child either lives more than the statutory walking distance from the nearest or catchment school, or is from a 'low income group' and meets the age and distance criteria, transport arrangements are the Local Authority's responsibility.

5.2.48 A contribution will also be sought where there is insufficient capacity in the nearest or catchment school, and there is no alternative school with sufficient capacity within the statutory walking distance (please see the Education section of this document).

5.2.49 Where a contribution towards home to school transport is sought, it will be considered based on the following formula:

- **Daily cost of transport x 190 school days x number of years**

5.2.50 The cost per pupil will be based on the specific needs of the development, to be advised by the Integrated Transport Team and in liaison with the Education Authority.

5.2.51 The time period over which the contribution is required will be dependent on whether transport to a primary or secondary school is required. For primary schools, a ten year period will be required reflecting the time period General Practitioner Register (GPR) information and current school roll information is available. For secondary schools, a five-year period represents the cost of transporting pupils from year 7 to the end of year 11. It should be noted that the costs for the County Council will be ongoing, but the length of the contribution has been limited to 5 and 10 years in order to aid development.

5.2.52 Home to school transport will be provided in line with Cumbria County Council standards, i.e. CRB checked drivers/escorts, appropriate vehicles, personnel documents in place, etc.

## Administration Costs

5.2.53 Where a contribution is sought towards provision of services covered by the Integrated Transport Team, an additional contribution should also be sought to cover the associated staff costs for administering these services.

5.2.54 The administration fee will be based on the average officer time required to administer the service, including elements such as tendering for services, contract management and administration of travel passes. The administration fee will cover the costs of administration over a 5 year period, and will be charged as the larger of £1750 or 5% of the overall contribution towards sustainable transport.

## 5.3 Surface Water Management

### The role of the County Council in Surface Water Management

5.3.1 Cumbria County Council has been given new duties relating to surface water management under the Floods and Water Management Act 2010. These new duties include:

- Establishing and maintaining a public register of features likely to have a significant effect on flood risk;
- Investigating flood events and publishing the results;
- Designating structures or features it believes play a key role in the management of flood risk. Once designated, consent is required to remove, replace or alter these;
- Develop, maintain, apply and monitor the application of a Local Flood Risk Management Strategy;
- Consenting certain works on Ordinary Watercourses;
- Approving construction works that would affect the ability of the land to absorb rainwater;
- Adopting and maintaining such structures if they are constructed to new national standards. Provisions are made for non performance bonds to be provided; and
- Permissive powers to manage flooding from surface water and ground water.

## Surface Water Management Plan

5.3.2 In order to better understand the scale and nature of local flood risk, the County Council has produced a Surface Water Management Plan. This plan includes an initial county wide strategic assessment which allowed those locations where the surface water flood risk is most extensive or severe to be identified. A final list of hotspots is currently being examined in order to identify those that might benefit most from quick wins, such as minor engineering works, those that might warrant from larger capital schemes, and those that might benefit from planning related controls via what is currently being referred to as critical drainage areas.

## Planning Obligations Requirements and CIL

5.3.3 One of the roles as Lead Local Flood Authority will be to identify candidate flood alleviation schemes. These will be prioritised against certain criteria and submissions for funding made on an annual basis. As part of the consideration of these candidate schemes it may become apparent that new infrastructure is required or that alterations are made to existing criteria.

5.3.4 In order for new development to be acceptable it may be necessary to open up existing problematic culverts, improve design of existing access bridges or formalise a boundary wall so that it serves a flood risk management role. Identifying these opportunities could facilitate development where it might otherwise have been deemed inappropriate on flood risk grounds.



## 5.4 Pooling of Contributions

5.4.1 The pooling of contributions enables the provision of infrastructure required to meet the cumulative impact of development where a single contribution would not fairly or reasonably be able to meet that cost.

5.4.2 In some cases, individual developments will have some impact but not sufficient to require improvements to infrastructure. In these instances, the County Council as Local Highway Authority and Lead Local Flood Authority may wish to consider whether it is appropriate to seek contributions to specific future provision. In these cases, spare capacity in existing infrastructure provision should not be credited to earlier developers.

5.4.3 The County Council will therefore seek contributions via S106, which will be based on the estimated cost of the required infrastructure apportioned to the scale of the development, to be pooled where:

- The cumulative impact of small scale developments will require infrastructure improvements to be provided.
- It is apparent that significant infrastructure improvements will be required to accommodate levels of development proposed via Local Plans.

5.4.4 The County Council will work closely with Local Planning Authorities in order to inform their Local Plans and Infrastructure Delivery Plans, which will provide a basis for pooled contributions, and allow the known costs of relevant infrastructure deficits to be fairly apportioned. The County Council will also assist the Local Planning Authorities should any decide to implement a Community Infrastructure Levy in the future, as this will deal with the cumulative transport impacts of incremental development, ensuring that all developments contribute to improving necessary transport infrastructure.

5.4.5 Prior to a Local Planning Authority finalising their Local Plans, the County Council as Local Highway Authority and Lead Local Flood Authority may take a view as to the likely infrastructure needed to accommodate anticipated growth and use this as a basis for requesting pooled contributions.



## 6. Education

### Headlines

- The County Council has a statutory requirement to provide school places to meet the needs of children living within its authority area.
- Where local schools do not have enough space to accommodate the needs of children that a development may create the County Council will expect the developer to fund or provide (in some cases) the required additional school facilities.
- Additional capacity can be provided through the extending/refurbishing/remodelling existing buildings or through the provision of a new school where it is considered necessary due to individual or cumulative impacts.

These matters are detailed below.

6.1.1 The Cumbria County Council Plan sets out the aspiration for Cumbria to be a great place for a child to grow up and where young people are able to live happy and productive lives. Schooling has an important role in allowing fulfillment of this aspiration. The role of this section of the policy document is to set out a consistent

and transparent approach to the seeking of contributions towards the provision of education infrastructure where it is needed to meet the needs created by a development. It sets out how Cumbria County Council will consider whether or not a proposal should contribute to the provision of education infrastructure, and how this will be sought.

6.1.2 Cumbria County Council's vision is to provide the best for every child, young person and their family. If we are to improve children's life chances, provide them with the skills they need for the world of work and reinvigorate our communities, it is essential that we deliver the best possible educational opportunities. As a contribution to this vision, the County Council must ensure that it meets the statutory obligations set out in Section 14 of the Education Act 1996 to; "*secure that sufficient schools for providing primary... and...secondary education are available for their area.*" In addition, the County Council must seek to provide school places in line with parents' preferences, and is encouraged to expand popular schools<sup>1</sup>, and ensure that sufficient nursery provision exists so that every child can access his or her full entitlement.

<sup>1</sup> DFES (2005) Higher Standards, Better Schools For All: More choice for parents and pupils.



6.1.3 New housing development can place additional pressure on school places, either through inward migration from outside the county, or by redistributing the existing population into areas where the existing schools are full to capacity or where no school exists within a ‘reasonable’ distance. The County Council also has a statutory obligation to provide free transport where the nearest school is over two miles distant for children up to the age of eight, and over three miles distant for those aged eight and over<sup>1</sup>.

6.1.4 In the past, housing development has rarely, if ever, resulted in a shortage of school places; the County Council’s schools have usually had sufficient available places to cope with any influx of pupils as a result of new housing. In line with Government policy, however, the County Council has worked hard to rationalise the number of school places available where there has been no realistic prospect of short- to medium-term growth in pupil numbers - it generally being accepted that the long term maintenance of empty places is an inefficient use of public resources. This has resulted in a far more appropriate match between the supply of school places and the demand for them, with a higher proportion of schools operating at, or close to, their full capacity. It is possible, therefore, that children moving into new housing developments where no provision is made for additional capacity, may have difficulty accessing a school place at their catchment area school or another within a reasonable distance.

6.1.5 In some circumstances, this may require the provision of additional school accommodation. Doing so would be consistent with the National Planning Policy Framework (NPPF) which states *“Local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations”*.

6.1.6 It is also stated in the NPPF that the; *“Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement and to development that will widen choice in education”*.

6.1.7 Ensuring that there is sufficient education infrastructure provided is consistent with the desired outcomes of the Cumbria Community Strategy 2008-2028 and its vision of creating safe, strong and inclusive communities. Part of this includes providing excellent learning and training opportunities.

## 6.2 Requirements of Policy

6.2.1 Working with Cumbria’s Local Planning Authorities, Cumbria County Council will require contributions from landowners and/or developers only where there is a demonstrable need arising from any development that cannot be reasonably met by existing education facilities. The nature of the facilities required will inevitably vary depending on the area in which development is taking place, the scale and nature of that development and the capacity of nearby schools to accommodate additional pupils (see Section 6.5).

6.2.2 As a general rule, where development gives rise to a need, the County Council will require the developer/landowner to provide:

- The full capital cost of providing new education buildings or extending/refurbishing/remodelling existing buildings (including, but not limited to, ancillary facilities such as toilet, storage and hall space, additional parking and staff facilities); and
- The full cost of related fittings, furniture and equipment; and
- The provision or full cost of acquiring any land and/or rights over land required.

6.2.3 In appropriate circumstances, the County Council will require that, instead of providing the sums set out in 6.2.2 above, the developer/landowner will provide appropriate education accommodation in a location approved by the County Council in its absolute discretion incorporating relevant fittings, furniture, equipment and land.

6.2.4 In addition to the contributions set out in 6.2.2 and 6.2.3 above, the developer/landowner should provide the full cost of any temporary accommodation required pending delivery of new or extended facilities.

<sup>1</sup> Education Act (1996) Section 444 (5).

6.2.5 Costs or provision will only be sought in respect of a development giving rise to the need for new primary (including nursery) and secondary school capacity. No contribution will be sought in respect of pupils over the age of 16, whilst that remains the school leaving age, or in respect of children with special educational needs.

6.2.6 Where the appropriate local school is an Academy the County Council can seek a contribution to provide capacity at that school with the support of the Academy Trust. Although independent schools, the County Council retains its statutory responsibility to secure school places which can be provided at academy schools.

6.2.7 As part of a Section 106 agreement entered into the County Council would require the developer to meet reasonable legal costs incurred by the authority and indeed those of academy schools where additional capacity is to be provided.

6.2.8 On certain occasions the County Council may seek a contribution for the transporting of children to a local school where they can be accommodated should capacity not be able to be provided locally. This is explored in greater detail within the transport policy section of the policy document.

6.2.9 Where the dwelling mix is known, contributions will only be sought from those dwellings containing 2 or more bedrooms. Contributions will not be sought from specialist housing for older people (these being generally subject to occupancy or management controls) that would not impact on local school facilities. Contributions will be sought where a need arises from the development of all other housing.

6.2.10 The cumulative impact of development will also be taken into account. Where a number of developments are proposed, the overall impact will be assessed and a contribution sought from developers based on the projected pupil yield (see Sections 6.3-6.5) from each development.

6.2.11 Contributions towards the provision of education capacity would normally be sought from development that will result in a net increase of [30] or more dwellings in Key Service Centres<sup>1</sup> and [15] or more dwellings in all other settlements where there is insufficient capacity in local schools to meet the needs of that development, however the cumulative effects of a number of developments smaller than this should also be

considered where they could have a cumulatively significant impact. This approach should also ensure that contributions can not be circumvented by sites being split up and likewise ensures there is no disincentive to developers working together to bring forward comprehensive and considered schemes.

6.2.12 When assessing proposals 3 main stages will apply:

- Stage 1 will be to assess the pupil yield created by a development;
- Stage 2 involves assessment of the capacity of local schools to meet this yield and where a contribution will be required; and
- Stage 3 will be used to establish the nature and level of contribution to be provided.

## 6.3 Stage 1 - Assessing the 'Pupil Yield' from Housing Development

6.3.1 In considering whether proposals would create a need for a contribution towards the provision of additional education capacity a starting point is an assessment of what is the likely 'pupil yield' of a development.

6.3.2 The assessment of pupil yield will be based on the latest available census data. Households of 3 or more people are reasonably assumed to contain one child of school age (4-16, excluding nursery-age children). The number of households with 3 or more people is calculated as a percentage of total households in the County, and this is applied to any new development to provide the pupil yield. Calculations of household size (i.e. bedroom numbers) are derived from census information setting out the number of rooms in a house. Current figures are set out below:

- 2-bedroom dwellings – 12.9% of households have 3 or more people.
- 3-bedroom dwellings – 37.9% of households have 3 or more people.
- 4-bedroom+ dwellings – 50.2% of households have 3 or more people.

It is assumed that children will fall equally into the 12 year groups (Reception and Years 1-11) to provide a primary-secondary pupil yield split.

<sup>1</sup> As identified in para. 3.6 of the Cumbria Sub Regional Spatial Strategy 2008-2028 or in appropriate successor document.

### Figure 5 Calculation of Pupil Yield – Dwelling Led Model - Example

A development of 1,000 units:

- 300 2-bed homes
- 400 3-bed houses
- 300 4-bed houses

Pupil Yield:

- 300 2-bed houses x 12.9% = 38.7 school age children
- 400 3-bed houses x 37.9% = 151.6 school age children
- 300 4-bed houses x 50.2% = 150.6 school age children

Total Pupil Yield = 340.9 school age children

Primary Yield =  $340.9/12$  (total year groups) x 7 primary year groups = 199 children

Secondary Yield =  $340.9/12$  (total year groups) x 5 secondary year groups = 142 children

Pupil yield figures will be generally rounded up or down to nearest whole pupil number

6.3.3 For Nursery-age children, the primary yield/year group as calculated above will be used to assess whether any additional capacity is required. In Figure 5 above, the primary yield is calculated as 199 children. Dividing that by the number of primary year groups (7) gives a yield/year group of 28 children, which is assumed to be the number of additional nursery pupils who will require accommodation for 15 hours/week, and in respect of whom a contribution may be sought.

6.3.4 In the case of outline planning applications where there is no indication of the likely dwelling mix the County Council will provide an estimate of pupil yield based on a population-led model. This approach uses census data to assess the average number of school-age children living in each household, and this will be applied to the total number of dwellings proposed to produce an estimate of pupil yield. Whilst this is a more crude methodology than one based on dwelling mix, it should give a reasonable indication of the pupil yield of a development. When the dwelling mix becomes apparent, the County Council (see Figure 5) would then recalculate the pupil yield based on that data, and use this to finalise the calculation around the number of pupils a development would create.

### Figure 6 Population Led Model - Example

Number of households in Cumbria – 209,027

Number of children aged 4-15 living in households in Cumbria = 72,149

Number of children per household  $(72,149/209,027) = 0.345$

Outline application for 1,000 units:

Pupil Yield (1,000 units x 0.345 children per unit) = 345

Primary Yield  $[(345 \times 7 \text{ primary year groups})/12 \text{ total year groups}] = 201$

Secondary Yield  $[(345 \times 5 \text{ secondary year groups})/12 \text{ total year groups}] = 144$

Pupil yield figures will be generally rounded up or down to nearest whole pupil number

6.3.5 The use of Cumbria-wide figures is considered to provide a large and accurate sample to base anticipated levels of household composition and are used to quantify the direct impacts of a development in a locality.

## 6.4 Stage 2 - Assessing the Capacity of Local Schools

6.4.1 Together with an assessment of the projected pupil yield associated with a development, in considering whether or not a contribution would be required regard needs to be had to the capacity of local schools.

6.4.2 The County Council provides to DfE each year an assessment of surplus capacity in each school it maintains. That assessment includes the latest, agreed 'net capacity' figure, based on standard formulae provided by DfE. This will be the capacity figure used to decide whether the pupil yield from housing development can be accommodated, taking into account any changes in capacity since the previous measurement was undertaken.

6.4.3 The County Council expects that children should be educated within a reasonable distance of home, and will generally assume that the catchment area school in which any development is located is the appropriate school for children living in that development but where there are other school close to the application site; regard

may be had to these. It is likely that parents will expect places to be available in their local schools, and the County Council has a duty to meet the preferences of as many parents as possible. Safe routes to school might be needed to be provided to encourage parents and their children to walk or cycle to school.

6.4.4 The net capacity of the catchment area school, the average projected pupil numbers (informed by data collected annually from General Practitioner Register showing all children aged 6 and under living in any given school catchment area) and the identified pupil yield of a development will all be considered to determine how many places, if any, will be available and therefore, whether or not a developer contribution would be required. To give a fuller understanding when considering the projected pupil numbers, the County Council will have regard to the school roll across the coming years (for which data is available).

6.4.5 Where an Academy or a Free School is already in existence, its capacity and numbers on roll will be included in the assessment of places available across an area. Where a development or population growth has resulted in the need for places in the local school and the local school is a Free School or an Academy, the County Council may seek to commission additional places there using s106 contributions.

6.4.6 Dedicated nursery accommodation does not contribute to a school's net capacity measurement, and existing nursery provision across the maintained, private and voluntary sectors in an area will need to be assessed to determine whether additional places are required as a result of housing development. Contributions will be sought where existing capacity is insufficient to accommodate the expected pupil yield.

6.4.7 Temporary accommodation at any school will be excluded from the net capacity calculation. Moreover, the existence of temporary accommodation would suggest that the school is already under some pressure in terms of available places and it is clearly not designed as a long-term solution.

6.4.8 Where a school's roll is reducing and there is potential for its closure, the County Council will take account of proposed development in an area prior to making decisions on the school's future. However, the County Council will not retain a school simply because there is potential

for development. Even where land has been formally allocated for housing, some proposed developments take many years to come to fruition, and the County Council's primary responsibility must be to ensure that all children continue to receive a high quality education, whilst also ensuring that public funding is used efficiently. Likewise, a school which is failing educationally or is functionally and economically obsolete (i.e. at the end of its design life) will not be retained indefinitely on the basis that development may occur in the future. Where closure is an option, the County Council will liaise with the relevant Local Planning Authority to determine the likelihood and timescale for future housing development so that a considered view can be taken as to whether a school or its buildings should be retained.

6.4.9 When planning permission is in place, and where a school is closed that would otherwise be the destination of children from any new development, the County Council may, if appropriate, retain the buildings until such time as they are required for the educational needs of those living in any new development. However, it is important to note that the County Council would seek to have any security and other revenue costs paid by the developer as part of their contribution, and would also seek to make any improvements to the building to make it fit for purpose via a contribution from the developer ahead of the building being required to be put back into school use.

6.4.10 For the avoidance of doubt existing spare capacity will not be automatically available to accommodate the pupil yield from new housing development. In assessing spare capacity, the County Council will take account of other permitted development, housing allocations, and where appropriate, other proposed developments which may be in the planning pipeline. The 5 year supply of housing land documents will aid this process.



## 6.5 Stage 3 - Establishing the Nature and Level of Contribution Required

### New School Provision

- 6.5.1 Where a housing development or the cumulative impact of a number of housing developments in an area give(s) rise to the need for a new school, the County Council will look to the landowner/ developer or consortium of landowners/ developers to provide (free of charge to the County Council) a complete new school and site as part of the development site or in a location considered to best meet the need arising from the new development.
- 6.5.2 Normally the County Council will require the school and site to be provided by the landowner/ developer on a “turn key” basis to the County Council’s specification and satisfaction based upon DfE guidance on school accommodation. This requirement will be based on but not limited to Building Bulletins 98 (secondary schools) and 99 (primary schools) or successor documents or guidance published at the appropriate time (i.e. when the capacity is required).
- 6.5.3 Alternatively the County Council may require the landowner/developer or a consortium of landowners/developers to provide or fund the full cost of a suitable school site and to fund the full cost of providing the new school to the required standard at the appropriate time.
- 6.5.4 In general, the County Council will assume that the minimum size for a new primary school would be one form of entry (210 places plus a nursery) with a maintained nursery also provided as part of the school development (assuming that sufficient nursery capacity does not exist elsewhere in the area in the private or voluntary sectors). In the case of a proposal or series of proposals that generate a significant pupil yield the County Council would seek the provision or the full cost of a new primary school (including land). The normal threshold for new school provision will be a pupil yield of 150 or more. However the provision of a new school may be required in the case of pupils yields that are below this level, where the County Council consider it necessary. This will be the
- case where it is considered that providing school places for such a pupil yield cannot be reasonably met through the extension or remodelling of existing schools. It is assumed that a new primary school will be single storey construction unless otherwise agreed by the County Council.
- 6.5.5 In some cases, therefore, it would be necessary for the contribution sought to provide additional places beyond the pupil yield calculation, but which will produce manageable class groups. For example, if a development were to yield 180 primary-age children, they could be accommodated in 6 classes of 30. The result, however, would be to require mixed-age teaching at the school and is likely to require changes in class structure each year. It would not be possible for the school to operate separate classes for each individual year group and, as children progress through the school, it is almost inevitable that a different mix will be required each year; this places an added burden on the school’s management team, on individual teachers and would result in discontinuity for children. In this case, therefore, the County Council would seek the full cost or provision of a 210-place school incorporating 7 classrooms to ensure that each cohort could be taught separately, without the need for mixed-age classes.
- 6.5.6 It is unlikely that a complete new secondary school would be required unless the expected pupil yield of a development or series of developments is 600 pupils or more.
- 6.5.7 Any school site must be: of an appropriate size<sup>1</sup>; regularly shaped; level; fully serviced (drainage, utilities including ICT, roads etc, built to adoptable standard or adopted); free from contamination, adverse ground conditions, or other development constraints such as archaeology, ecology (protected species), tree preservation orders, restrictive covenants etc; and located within the development or such other location mutually agreed with the County Council and the Local Planning Authority. The proposed school site should, as a general rule, be for the exclusive use of the school.

<sup>1</sup> Information with respect to appropriate site sizes are contained within DfE Building Bulletins 98 (secondary schools) and 99 (primary schools) or their successor document.

6.5.8 Where developer/landowner(s) are required to provide or fund the full cost of a new school, in addition to the provision or the full cost of a suitable site, the County Council will, as a general rule, require the actual or estimated cost of the development of the new school to be used to determine the contribution, subject to appropriate indexation to reflect the cost at the time the school is built. In the absence of actual costs, the landowner/developer may either provide the County Council with a specification and cost plan, based on the Royal Institution of Chartered Surveyors (RICS) Building Cost Indices (published by the Building Cost Information Service) or such other appropriate construction cost indices, for approval or, alternatively, request that the County Council prepares the specification and cost plan. The landowner/developer will be required to pay the County Council's reasonable costs associated with approving the specification and cost plan or for procuring a specification or cost plan on the same basis. As an alternative, the landowner/developer may agree the County Council's estimate for the provision of such facilities. Contributions will be required in advance of expenditure or work commencement.

6.5.11 It may not always be practicable or desirable to utilise development contributions to provide additional capacity at the school closest to the development. For example, the school site nearest to development may be fully developed, or the expansion of the school may result in an overdevelopment/loss of essential school facilities. In these cases contributions would be sought towards the cost of providing additional capacity through extensions, refurbishment and/or remodelling of existing schools where the need would be best met. The use of contributions would be monitored by the County Council.

6.5.12 Where a school is in a rural location and additional capacity is required but cannot be provided at the school due to site or other constraints, a contribution may be sought towards the provision of school transport and additional capacity at another nearby school which has capacity or may be expanded to provide such capacity. This is to ensure sites are sustainable. As part of this process consideration would be given to the nearest available school and to where children travel to already. The calculation of school transport will be based on that set out in the Highway's and Transport Section of this document. This is not the desired approach however, and should not be considered as appropriate mitigation in every circumstance and should be viewed as a last option.

## Providing Additional Capacity at Existing Schools

6.5.9 Where housing developments or the cumulative impact of a number of housing developments in an area give rise to the need for extensions, refurbishment and/or remodelling to provide additional capacity (including nursery capacity, as appropriate) at existing schools. The County Council will look to the landowner/developer or a consortium of landowners/developers to fund the full cost of providing the additional capacity at existing schools at the appropriate time, including the cost of acquiring additional land if necessary.

6.5.10 Where developers/landowner(s) are required to fund the cost of additional capacity at existing schools, the County Council will, as a general rule, require the full actual or estimated cost of the specific additional capacity to be used to determine the contribution. This would be subject to appropriate indexation to reflect the cost at the time the additional capacity is built. The basis for considering this will be broadly the same as in 6.5.8 above.



## Alternative Means of Contribution Calculation

6.5.13 Where additional school capacity is to be funded by the landowner/developer, if practical to identify costs, the County Council will seek that the developer/landowner to fund the full actual cost of new provision or a detailed estimate (as set out above). Where it is not practical for such information to be derived (e.g. in the case of some outline or smaller scale proposals or in the absence of detailed assessment of what works can be done at a school – determining the nature of the preferred alterations can take some time), the County Council will use Department for Education (DfE) construction cost multipliers<sup>1</sup> (as amended/available/appropriately updated) to determine the cost of providing additional school places and thus the level of contribution to be provided. These multipliers are linked to location factors, which adjust the base multiplier to reflect the differing costs of building nationwide.

6.5.14 In these occasions the cost of the additional school places will be calculated as follows:

Contribution = Pupil Yield x DfE primary and/or secondary cost multiplier at the time the additional places are calculated.

The multipliers exclude ICT equipment, site abnormalities, site acquisition, VAT and other associated costs. Where appropriate these costs will be sought in addition to the multiplier applied.

## Cumulative Development

6.5.15 For cumulative, separate proposed developments that impact on school places and that are to come forward in conjunction, contributions will be sought that are proportionate to the cost of additional facilities and the expected pupil yield from each individual development.

### Figure 7 Cumulative Development - Example

Development A – Pupil Yield = 25 primary-age pupils  
 Development B – Pupil Yield = 50 primary-age pupils  
 Development C – Pupil Yield = 100 primary-age pupils  
 Total Pupil Yield = 175 primary-age pupils

1. Existing local primary school(s) assessed as requiring an additional 90 places to accommodate all pupils arising from the three developments. Where actual costs or a cost plan is available the cost multiplier will be determined by dividing the actual cost of funding additional capacity by the number of additional spaces required. Alternatively, in the absence of such actual cost information, the DfE multiplier may be utilised:
  - Developer A Contribution: (DfE multiplier x 90 places) x (25/175) = £A
  - Developer B Contribution: (DfE multiplier x 90 places) x (50/175) = £B
  - Developer C Contribution: (DfE multiplier x 90 places) x (100/175) = £C
2. New 1-form-entry (210 place) primary school required; estimated cost, £Y:
  - Developer A Contribution: £Y x (25/175) = £A
  - Developer B Contribution: £Y x (50/175) = £B
  - Developer C Contribution: £Y x (100/175) = £C

## Other Important Considerations

6.5.16 Where the effect of a new housing development requires the provision of temporary education accommodation pending delivery of a new school/extension, the full cost of providing this will be required from the developer/landowner.

6.5.17 Relevant to all contributions towards the provision of education infrastructure (new schools and extensions) it should be noted that the most up to date information will be used when each assessment of contributions is made. If an estimate is made prior to submission of a planning application, this may need to be revised when the application is submitted, especially when more accurate cost information becomes available. All costs will be assessed as and when applications are submitted.

6.5.18 The County Council on occasion may reserve the right to use the funds paid for providing additional capacity at existing schools to help fund the provision of new schools (or vice versa as the case may be) should this be considered a more appropriate course of action. This would be set out in the s106.

<sup>1</sup> In 2013 The DfE Multiplier shall mean sums of £12,051.00 for each primary place and £18,188.00 for each 11-16 secondary place at base index of 190 (DTI Public Sector Index and a location factor of 1.02). The DfE Multiplier shall be adjusted to the index level of the DTI Public Sector Tender Price Index published at the appropriate time. This will be updated in April of each year and will be made available by the County Council.



## 7. Social Care Provision

### Headlines

- The County Council is responsible for the provision of social care for adults and children in Cumbria.
- Where it is considered that, due to their design, new homes would increase the need and cost for adaptations or care at home to meet needs; the County Council would seek a contribution towards such necessary services.
- Where there is considered to be a shortfall in the availability of extra care housing locally, the County Council would seek a contribution towards the provision of additional Extra Care Housing to address the impacts created by new development.
- In the case of certain proposals the County Council would wish to see the provision of Changing Places toilets or a contribution towards their delivery elsewhere.

These matters are detailed below.

7.1 The Cumbria County Council Plan sets out the aspiration for Cumbria to be a place where people can enjoy an independent and healthy life. This aspiration reflects Cumbria County Council responsibilities around the provision of social care for adults and children in Cumbria. New developments may create heightened demand for statutory services. Given this it is considered appropriate that new developments contribute towards the provision of infrastructure and services required to meet demands created by that development in the form of adaptations, support at home or residential care where appropriate.

## 7.2 A - Housing Design and Adaptations

### Background

- 7.2.1 Housing is a vital component of community care and the key to independent living. In order to support people to live as independently as possible there is a need for agencies to work collaboratively in planning and the use of resources. The promotion of health, wellbeing and independence are themes currently embedded in Government policies relating to health services, public health and social care.
- 7.2.2 There is a requirement to design communities that promote active ageing and sustainability to ensure that people of all ages, with disabilities, are included as active citizens; and to meet the needs of the population as they age. Additionally, there is a housing equality duty on Local Authorities, with further duties on housing providers and developers, under the Equality Act 2010.
- 7.2.3 Lifetime Homes Standards (Lifetime Homes), seek to enable 'general needs' housing to provide, either from the outset or through simple and cost-effective adaptation, design solutions that meet the existing and changing needs of diverse households.



7.2.4 Housing that is designed to the Lifetime Homes Standard will be convenient for many occupants, including some (but not all) wheelchair users and disabled visitors, without the necessity for substantial alterations. Lifetime Homes are not however, a substitute for purpose-designed wheelchair standard housing. Many wheelchair users will require purpose-designed wheelchair housing. Planners and providers should therefore ensure that good provision is made to meet this need and these requirements are over and above those of Lifetime Homes.

## Legal Duties of CCC and Working with Partners

7.2.5 The promotion of health and well-being throughout life, including the independent living of the elderly, is an important role of the County Council. Delivery of suitable housing that meets the needs of all in the community will be important in achieving this aspiration.

7.2.6 The provision of social services is governed by law. That law consists of primary and secondary legislation (i.e. Acts of Parliament and Rules and Regulations) together with government guidance which must be followed by local authorities save in exceptional circumstances.

7.2.7 In some cases Local Authorities have a duty to act which means that they must do so; in others they have a power to act, i.e. the law enables them to do something but does not compel them so to do.

7.2.8 'The National Health Service and Community Care Act' (1990) states that it is a duty for Local Authorities to assess people for social care and support who appear to be in need of community care. This is to ensure that people who require community care services, or other types of support, receive the services and support they need. The local authority has a duty to meet assessed eligible needs.

7.2.9 The Chronically Sick and Disabled Persons Act 1970 places a duty on social service authorities to:

- arrange practical assistance in the home; and
- any works of adaptation or the provision of additional facilities designed to secure greater safety, comfort or convenience.

7.2.10 In practice, making arrangements to provide major adaptations to properties is undertaken by District and Borough Councils using Disabled Facilities Grants (DFGs). The current legislative framework governing DFGs is provided by the Housing Grants, Construction and Regeneration Act (1996).

7.2.11 Mandatory DFGs are available from Local Authorities in England. They are subject to a means test, and provide essential adaptations to give disabled people better freedom of movement into and around their homes and to give access to essential facilities within the home.

7.2.12 Section 24(3) of the 1996 Act imposes a duty on local housing authorities to consult welfare authorities in coming to a view on whether the proposed works are 'necessary and appropriate'. In Cumbria, as elsewhere, Occupational Therapists employed in social care teams will refer appropriate cases to District and Borough Council Housing teams for DFGs following an assessment of need.

7.2.13 Despite the significant role of District Councils and Disabled Facilities Grants in supporting the needs of clients who require adaptations to their properties, ultimately the 'welfare duty' for meeting assessed needs remains with the County Council. In situations where DFG funding is delayed, the County Council is required to provide appropriate support in the form of increased care packages, possible admission to a care home or direct funding of adaptations. There is a clear link between housing design and the need for increased social care support.



7.2.14 Set out below is a table of spend on DFGs for each District with an average cost in the end column.

**Table 1 DFG Cost Information**

	<b>Grant *10/11</b>	<b>Actual Spend 10/11</b>	<b>No. of Cases</b>	<b>Ave Cost</b>
Allerdale	£399,000	£1,034,000	127	£8,142
Barrow	£399,000	£850,000	152	£5,592
Carlisle	£663,000	£2,100,000	256	£8,203
Copeland	£210,000	£750,000	76	£9,868
Eden	£158,000	£359,000	57	£6,298
South Lakeland	£226,000	£480,000	69	£6,957
<b>Cumbria Total</b>	<b>£2,046,000</b>	<b>£5,573,000</b>	<b>737**</b>	<b>£7,562</b>

\* Government funding

\*\* 7% of the total cases are for adaptations for children, 83% for adults, the vast majority of whom are over 65.

Based on the above assessment, in 09/10 the average DFG adaptation cost for Cumbria came to £7,562.

7.2.15 Homes that are designed to Lifetimes Homes standards or incorporate key elements of these standards are easier and cheaper to adapt to enable people with disabilities to continue to live there. Moreover, adaptations to properties that are not designed with a view to accessibility often fall short of achieving their full impact i.e. they may enable access into the property but retain inadequate circulation space.

7.2.16 Poorly adapted properties can contribute to increased levels of dependence which impact on the wellbeing of the individual, their carers and families and ultimately require social care support funded by the County Council.

### Figure 8 Example of cumulative social care costs for someone who needs additional personal help to maintain hygiene when they are no longer able to access a bathing facility

Average cost of support at home care in 2010 = £14.50  
x 6.5 hours = £94.25 per week

This would equate to £24,505 over a five year period or  
£4,901 per annum.

7.2.17 The most frequently requested adaptations are stairlifts and level access showers, usually both facilities. Housing design that incorporates a straight staircase and a site for level entry shower facilities adjacent to ground floor toilet facilities will support the provision of the most frequently requested adaptations in the most cost effective way. The benefits of incorporating these design elements include:

- Homes that better meet the needs of residents as their requirements change.
- Improved use of DFG funding by District and Borough Councils as efficiencies will accrue from fitting straight stairlifts rather than curved rail stairlifts - The fitting of straight stair lifts are considerably cheaper than the curved and have the potential to be reused.
- Improved use of DFG funding by installing level access shower facilities in a pre-determined environment which is within or adjoining the existing ground floor WC area of the property making adaptation easier, more cost effective and promoting greater independence.
- Overall reduced demand on County Council social care resources through the reduced demand for personal care support and care home services by promoting greater independence, safety and wellbeing in the home environment.

### Requirements of Policy

7.2.18 Financial contributions would be sought where it is considered that by reason of a development's design, its adaptation to meet the needs of those with a physical disability would be significant and it is likely that the provision of increased home caring services would be needed. Contributions may be sought from proposals containing 60 or more dwellings. This reflects the County Council definition of a strategic planning application within a Key Service Centre.

7.2.19 In contrast, **new homes that contribute to reduced care or adaptation needs through the provision of key design elements would not be expected to provide a contribution.** Contributions would not be sought from those homes that provide.

## Contributions

7.2.21 Where a contribution is sought via a S106 Agreement, the level of contribution would be based on a standard calculation.

### Figure 9 Design Mitigation

Sufficiently wide and straight staircases to accommodate a stairlift without significant alteration and reinforcement (Lifetime Homes Criteria 12 Part A – with a requirement that the stairs also be straight) and sufficiently large entry level WC facilities that can easily incorporate a level entry shower (Lifetime Homes Criteria 10) .

### Figure 10 Formula Calculation

$$\text{Contribution} = (a) \times (b) \times (c)$$

a = Dwellings that do not provide the required design mitigation.

b = Prevalence of adult physically disabled Cumbria County Council Adult Social Care service users within Housing Market Area in 2010

c = Average cost of DFG adaptation at £7,562

7.2.20 In addition to the above; specialist housing for the elderly/disabled would be deducted from the proportion of homes from which a contribution would be sought.

7.2.22 Information on the prevalence rates of adult social care service users for each of Cumbria's housing market areas (see Appendix 4) are set out in Table 2 below (this contains baseline information from 2010 and projections provided by Cumbria Observatory - please note the increased uptake of services projected over coming years):

**Table 2 Adult Social Care Service Users**

	Physically Disabled Service Users			Rate per 1000 pop		
	2010	2020	2030	2010	20120	2030
Alston Moor	56	70	83	33	39	44
Carlisle	2003	2430	2867	35	39	44
Carlisle Rural East	689	847	1012	33	37	41
Carlisle Rural West	242	297	354	37	41	46
Cartmel Peninsula	414	531	637	51	59	66
Central Lakes	504	637	755	32	38	43
Cockermouth	209	257	304	32	38	43
Dales	91	114	135	31	37	41
Eden Valley North	706	901	1079	33	40	46
Eden Valley South	410	522	624	29	34	39
Kendal	837	1045	1232	38	45	51
Kendal Rural	604	755	891	31	36	41
Millom	170	211	256	27	31	36
North Lakes	364	453	539	27	32	37
North Lakes East	122	157	188	26	31	36
North Lakes West	242	303	362	28	34	39
Ulverston and Furness	621	781	924	39	46	52
West Lakes	163	205	253	25	29	34
Wigton	262	320	376	26	30	34
Whitehaven	1116	1387	1687	26	30	36
Workington and Maryport	1598	1955	2296	32	38	43

### Figure 11 Contribution Calculation - Example

- a) A 100 unit scheme is proposed in Carlisle. Of the 100 units proposed 80 do not contain straight and sufficiently wide staircases and sufficiently large entry level WC facilities that can easily incorporate a level entry shower.
- b) In 2010 0.035 of adults within the Carlisle HMA use Cumbria Council care services.
- c) Average cost of DFG adaptation

Based on this a contribution would be sought on the following basis:

Contribution = (80) x (0.035) x (£7,562) = £21,174 contribution.

7.2.23 Contributions received would be managed to:

- Supplement DFG funding; or
- Support packages which will include care at home and/or adaptation and equipment.

7.2.24 Contributions from individual proposals will be used within the local housing market or Local Planning Authority area in which the proposed development is to be located.

## 7.3 B – Extra Care Housing

### Legal Responsibilities

7.3.1 Cumbria County Council has a duty under the 1948 National Assistance Act (Section 21(1)) to provide residential accommodation to some adults over 18 years old who through age, illness, disability or any other circumstances are in need of care and attention that would otherwise be unavailable to them.

7.3.2 It is important to note that; over the past 25 years or so, extra care housing has been seen as a modern alternative to residential care, where people rent, part own, or purchase outright a property (usually a flat or bungalow) within a scheme of several such properties where the provision of on-site, 24/7 care and support is an integral element. Such schemes may be developed by Local Authorities in partnership with local housing associations and care providers, or may be developed by private companies to meet the needs of local communities, and to provide an alternative to traditional residential care services.

For more information on this please refer to the Government publication; CLG, DH/CSIP (2008), More Choice, Greater Voice: a toolkit for producing a strategy for accommodation with care for older people.

### Calculating Need for Extra Care Housing

7.3.3 In November 2009 Cumbria County Council used independent consultants (Planning4Care – Care Equation and Oxford Consultants for Social Inclusion) to provide an accurate demand analysis of the requirements within Cumbria for the provision of residential care and extra care housing.

7.3.4 Table 3 below shows the total predicted numbers aged 65+ with moderate care needs or above in 2009 and 2019 based on the 2009 baseline, together with the projected future requirement for extra care housing in Cumbria.

7.3.5 Currently there is a significant shortfall in provision and no capacity to meet the requirements created by new development. The further development of extra care housing is a priority for Cumbria County Council Adult Social Care as stated in the Commissioning Strategy for Older People and their Carers 2009-19, and the Cumbria County Council Extra Care Housing Strategy 2011- 2029.

7.3.6 Bidding for public subsidy to support the delivery of extra care housing schemes is often unsuccessful, and has led to very slow growth in the number of extra care housing properties available across Cumbria. As of March 2011 Cumbria is still 1,662 properties short of the estimated demand that will exist by the year 2019 (with just 188 units completed).

7.3.7 In order to improve the rate of development Cumbria County Council consider that Local Planning Authorities should ensure that extra care housing is planned for as part of their Local Plans. It is considered that as extra care housing should be delivered in those settlements which are sustainable enabling the occupiers to gain access to services, but also to help retain access to other social networks. Cumbria County Council is happy to work with Local Planning Authorities when considering the location of proposals, which it is considered could be readily accommodated as an element within strategic scale developments. Given the existing shortfall in supply there will be very limited capacity to meet demands created by new housing development.

**Table 3 Total predicted numbers aged 65+ with moderate care needs or above in 2009 and 2019**

District	Extra Care Provision March 2011	Conservative estimate of ECH required (2009) Source "Planning4Care"	Conservative estimate of ECH required (2019) Source "Planning4Care"
Cumbria	188	1465	1850
Eden	31	110	150
Carlisle	48	265	340
Copeland	22	210	275
Allerdale	0	300	380
Furness	42	320	390
South Lakeland	45	255	320

## Requirements of Policy

7.3.8 The above demonstrates that there is insufficient Extra Care Housing to meet existing needs across Cumbria. Given this, there is no capacity to meet the demands created by additional housing. Additional housing will bring with it additional population, and this is anticipated to increase demand for the provision of Extra Care Housing.

7.3.9 In order to mitigate the effects of new development, contributions towards the provision of additional Extra Care Housing units would be sought from sites containing 60 or more residential units where:

- There is shown to be no available Extra Care Units over and above the baseline requirements (of the appropriate tenure) identified in the Planning4Care report (or subsequent related evidence) to meet the needs of the development.

7.3.10 The threshold of 60 units reflects the County Council's definition of a strategic planning application within a Key Service Centre.

## Contributions

7.3.11 The means of calculating contributions is based on consideration of the capital investment required to develop an extra care housing scheme along with associated communal facilities. Local experiences highlight how such costs can come in between approximately £108,000 to £150,000 per Extra Care Housing unit, with cost depending on local variables.

7.3.12 The capital cost of building extra care housing schemes that are developed in partnership between local authorities and housing associations are generally met through a combination of funding sources:

- Capital investment from the registered provider developer. Typically this investment will be proportional to the rental income realised by properties for rent within the scheme over a 20-25 year period.
- Capital investment from the registered provider developer proportional to the likely capital receipts that would be realised from any property within the scheme that is for outright sale, or part rent / part buy.
- Capital investment – public subsidy – usually obtained via a successful competitive bid for national capital funds held by the Homes and Communities Agency.

7.3.13 The level of public subsidy required will vary from scheme to scheme depending on factors such as, land costs; the tenure mix applied to the scheme (number of properties offered for sale / part ownership) and the market value of local property in the area in which the scheme is developed. Consideration of recent schemes around Cumbria suggests a public subsidy in the region of £56,300 (per unit) is needed to allow delivery of affordable units.

7.3.14 Any contribution would be proportional to the anticipated level of service demand created by number of additional population associated with a development that may require extra care housing. Such funding would be used to aid delivery of necessary affordable extra care housing having regard to a general assumption that in line with the recommendations of the Planning4Care report; 50% of Extra Care Units would be affordable rented and 50% would be for sale.

7.3.15 To ensure any contributions sought are reasonably related in scale and kind to the development the impact of additional housing on the requirement to provide extra care units has been calculated using available evidence. The Planning4Care report highlights a minimum requirement for 1,465 ECH units for older people in Cumbria in 2009, when this figure is divided by the estimate of 222,488 households in Cumbria in 2011 (based on 2011 CACI data) it quantifies as a requirement for about 0.0066 ECH units per household.

7.3.16 Utilising this calculation of 0.0066 ECH units per household, and the typical equity shortfall identified (£56,300 divided in half to reflect the anticipated 50/50 tenure split on site), an appropriate level of contribution can be calculated.

### Figure 12 Formula Calculation

a) x b) x c) x d) = Contribution

- a) Number of homes proposed where there is a shortage of Extra Care Housing
- b) 0.0066 ECH units required per home
- c) £56,300 (typical equity shortfall per unit)
- d) 0.5 reflecting the expected 50:50 split of affordable rented and sale on site

### Figure 13 Contribution Calculation - Example

A 100 unit scheme is proposed. There is no surplus extra care housing over and above identified requirements. Based on this a contribution would be sought on the following basis:

Contribution = 100 (homes) x 0.0066 x £56,300 (average subsidy shortfall) x 0.5 = £18,579 contribution (e.g. £186 per unit)

7.3.17 Contributions from individual proposals will be used to help with the delivery of affordable ECH units within the local housing market or Local Planning Authority area in which the proposed development is to be located.



## 7.4 C – Changing Places Toilets

7.4.1 In addition to care in the home or standalone facilities, it is very important that disabled people are able to have their needs met outside the home. An area of particular importance in respect to the welfare of the disabled relates to the availability of suitable toilet and changing facilities for both the resident and visitor population. It is considered that certain forms of development should provide suitable changing facilities to meet the needs of all in the community.

7.4.2 People with profound and multiple learning disabilities, as well as other serious impairments such as spinal injuries, muscular dystrophy, multiple sclerosis or an acquired brain injury, often need extra facilities to allow them to use toilets comfortably. Changing Places toilets are different to standard disabled toilets with extra features and more space to meet these needs.

7.4.3 People with profound and multiple learning disabilities cannot use standard accessible toilets. Standard accessible toilets do not provide changing benches or hoists. Most are too small to accommodate more than one person. Without Changing Places toilets, the person with disabilities is put at risk having to be changed on toilet floors.

7.4.4 Government policy promotes the idea of ‘community participation’ and ‘active citizenship’, but for some people with disabilities the lack of a fully accessible toilet denies them this right.

7.4.5 Each Changing Places toilet provides<sup>1</sup> :

- a height adjustable adult-sized changing bench;
- a tracking hoist system, or mobile hoist if this is not possible;
- adequate space in the changing area for the disabled person and up to two carers;
- a centrally placed toilet with room either side for the carers;
- a screen or curtain to allow the disabled person and carer some privacy;
- wide tear off paper roll to cover the bench;
- a large waste bin for disposable pads; and
- a non-slip floor.

7.4.6 The Changing Places website provides a searchable map to help people find out where the nearest facilities are and where future Changing Places toilets are planned - [www.changing-places.org/](http://www.changing-places.org/).

### The Current Situation

7.4.7 Currently there is just one publicly accessible Changing Places toilets facility in Cumbria. By comparison, active development has taken place in the north-east of England with 11 Changing Places toilets within a 5-mile radius of Newcastle city centre. The shortage of spaces presents difficulties to the resident and visitor community alike.

### Requirements of Policy

7.4.8 It is clear that Cumbria has significant deficiencies in respect to the provision of changing places in the County. It is considered reasonable that given the shortage of facilities, new development for certain uses that generate significant visitors may be sought to provide such facilities.

7.4.9 The type of development that would be suitable for Changing Places toilets include:

- Leisure Centres;
- Shopping Centres;
- Large stores and supermarkets;
- Entertainment venues;
- Bus and Railway stations;
- Hospitals;
- Churches;
- Sports facilities;
- Business Centres; and
- Libraries.

7.4.10 As part of this process, it is anticipated that during the design of large scale retail, leisure, community or tourist development, opportunity should be taken to provide a suitable changing places toilet as part of the of scheme. If these features are not incorporated, then a financial contribution may be sought for off site provision.

7.4.11 The provision of more Changing Places toilets will open up public places to people that would otherwise not be able to go there and enable them to participate in.

<sup>1</sup> The Sport England Accessible Sport Facilities guide 2010 has a plan and dimensions of a Changing Places toilet British Standard BS8300 [www.sportengland.org/facilities\\_planning/design\\_guidance\\_notes.aspx](http://www.sportengland.org/facilities_planning/design_guidance_notes.aspx)



## 8. Safer Stronger Communities

## 8.2 Fire and Rescue Service

### Headlines

- The County Council has responsibilities around fire fighting and helping to ensure community safety is maintained.
- Where there is considered to be insufficient fire fighting infrastructure available to meet the needs of development, the County Council may require the provision of contributions to mitigate the effects of development.
- Where it is considered that a proposal presents community safety risks, the County Council may seek a contribution towards an appropriate community safety initiative.

These matters are detailed below.

8.1 The Cumbria County Council Plan sets out the aspiration for Cumbria to be a place where people are safe from harm. This aspiration reflects the County Council's role as the Fire and Rescue Authority which gives it significant responsibilities in the area of fire safety together with a more general Local Authority role in helping to ensure community safety is achieved. In line with this, where it is considered that by reason of its nature or design a proposal presents a particular risk, the County Council will seek the provision of appropriate mitigation through the planning system.

### The role of the Fire and Rescue Service

8.2.1 Cumbria Fire and Rescue Service (CFRS) has a statutory duty to respond to emergencies, along with additional responsibilities under The Fire and Rescue Services Act 2004. This identifies the duties and powers of fire authorities as being to:

- fight fires;
- promote fire safety;
- protect people and property from fires;
- rescue people from road traffic incident;
- deal with other specific emergencies, such as flooding or terrorist attack; and
- do other things to respond to the particular needs of their communities and the risks they face.

8.2.2 The Act sets out both the duties and powers under which water for fire fighting should be provided. It requires that the Fire and Rescue Authority take all reasonable measures to ensure provision of an adequate supply of water for use in case of fire.



## Current Situation

8.2.3 In providing a fire and rescue service, Authorities are required to agree their own emergency cover standards, pre-plan their response and weight of attack to fires. When doing so they should take into account the risk to life, the type and construction of buildings, and the availability of water supplies for fire fighting purposes for the area of risk.

8.2.4 Supporting the fire service, legislation recognises the important role of water industry. The obligations on the water industry are contained in the Water Industry Act 1991, supplemented by further directions and regulations e.g. the Water Supply (Water Quality) Regulations 2000 and Water and Sewerage Services (Customer Service Standards) Regulations 1989. This Legislation requires that Water Companies:

- Provide water constantly in mains and other pipes that have fire hydrants fixed on them at a pressure that will reach the top most storey of every building in the Undertakers Area.
- Allow any person to take water for fire fighting purposes from any pipe to which a fire hydrant is fixed. The Fire and Rescue Authority, or the person requesting the apparatus, is liable for the costs of this work.
- Water Companies do not have powers to require developers to size mains for fire fighting purposes.

8.2.5 Provision of Water for Fire Fighting (2007) was produced following recognition nationally that Water Companies and Fire and Rescue Service need to co-operate effectively to ensure that both can meet their respective statutory obligations in the most economic, efficient and effective manner possible. The fundamental issue in achieving the efficiencies envisaged in the guidance is to move to a transparent and robust risk based method of matching the risk with an adequate supply of water for fire fighting.

8.2.6 Historically the supply of water for fire fighting has been achieved through the provision of hydrants. The hydrants were commonly spaced at intervals of 90 to 180 metres in built up areas, but in remote areas there could be much longer distances between them. The definition of an adequate supply has been, and remains, ill defined. There is a realisation that there must be a limit to the amount of water that can be extracted from the water supply infrastructure as such there is a finite amount of water that can be supplied from any hydrant, even on the larger mains.

8.2.7 The provision of water for fire fighting has become an increased risk to the CFRS due to the commercial pressures placed upon the water undertakers. Water undertakers have reduced the pressure in their mains to the minimum statutory levels to reduce the amount of water lost from leaks. This has had a dramatic effect on the quantity of water available for fire fighting purposes. This has the potential to conflict with that of local fire authorities undertaking their statutory duties under the Fire and Rescue Services Act 2004.

8.2.8 CFRS has approximately 14,000 hydrants throughout the County. Over half of these hydrants are fed by mains of 75mm or less which results in insufficient pressure or flow to deal with a fire situation.

8.2.9 Flow and pressure tests have been carried out on hydrants located on larger diameter mains and the results have shown that expected output cannot be gauged on mains size alone, there are complex hydraulic and physical characteristics that influence the output, nevertheless, it is acknowledged that where there is adequate pressure larger diameter mains can deliver a greater flow of water.

8.2.10 The provision of facilities for fire-fighting are covered under The Building Regulations 2000. Fire safety is covered in Part B, the requirements of which seek to provide appropriate means of early warning of fire and appropriate means of escape; to reasonably inhibit the spread of fire within the building and from one building to another; and to provide reasonable access and facilities for the Fire and Rescue Service. It is for the Building Control Body to determine, in consultation with the relevant Fire and Rescue Authority where necessary, what will be required to meet the functional requirements of the regulations on a case by case basis.

8.2.11 To ensure infrastructure is in place to meet the needs of new development, it will be important that schemes look to incorporate or provide the necessary fire fighting facilities and infrastructure.

## Assessing Schemes

- 8.2.12 Through the planning process CFRS should be consulted on all commercial and industrial developments and all residential schemes that require extension to the existing water mains infrastructure. CFRS will require that the developer ensures that there will be sufficient water for fire fighting available to meet the potential risk of fire.
- 8.2.13 When consulted on a planning application, CFRS will consider proposals on an individual basis. Through this process regard will be given quantity of water available from hydrants and main sizes. Where it is considered that proposed facilities are not sufficient to meet the potential requirements of a development CFRS may request the provision of mains of a size over and above the minimum requirements of building regulations. The required flow rate will be based upon the guidance provided in 'The National Guidance Document on the Provision of Water for Firefighting, 7th Edition 2007' produced by the Local Government Association and Water UK.
- 8.2.14 Moreover, the fire service may also request that further features relating to fire safety be included as part of the design of a scheme where considered appropriate. Such additions may include:
- Access to surface water collection areas (if available and appropriate);
  - Requirements for static tanks; and
  - Improved fire precautions and/or enhanced fire warning/suppression systems.



## Requirements of Policy

- 8.2.15 While features will generally be sought through the design process or condition. On some occasions, necessary mitigation measures may need to be secured through the use of a S106 secured planning obligation. This may occur in cases where there is a requirement for off-site infrastructure, due to the individual or cumulative effects of development or where it is considered that a planning condition would not suffice. Infrastructure that is sought would reflect the scale issues, and potential risks created by a development.
- 8.2.16 On very large scale developments that pose an especially high risk, costs associated with changes to crewing arrangements on existing fire stations or a contribution towards the development costs of new stations may be secured.
- 8.2.17 Contributions towards community safety initiatives such as home safety checks may also be sought where considered appropriate.
- 8.2.18 It is anticipated that the provision of infrastructure towards the provision of fire and rescue infrastructure would be considered through the Local Plan process and CFRS are happy to work with Local Planning Authorities in this regard.

## 8.3 Community Safety

### Background

8.3.1 Alongside the significant human consequences of crime, research undertaken by Victim Support indicates that in 2010 crime against individuals and households cost society in England and Wales an estimated £34 billion. Of this, an estimated £18bn was attributed to the physical and emotional impact on direct victims of crime. In the same year over £2bn was spent on health services as a consequence of crime and £4bn was attributed to the cost of lost output. Over £1bn worth of property was stolen, and more than £700m worth of property was damaged or destroyed.

8.3.2 Characteristic of this, within Cumbria, as well as the far reaching impacts on victims, the cost of crime can be estimated at tens of millions of pounds, with a significant proportion attributable to the type of offences that can be reduced through good design and appropriate mitigation measures.

8.3.5 The National Planning Policy Framework highlights the important role for planning in reducing the risk of crime. Crime prevention can be a material consideration in the determination of a planning application; Local Planning Authorities can refuse planning permission if a development is deemed to increase the risk or fear of crime. Local Planning Authorities should therefore seek to remove or mitigate the negative impacts of development on community safety and where appropriate, ensure that development contributes to measures that deter crime and antisocial behaviour.

### Assessing Schemes

8.3.6 All development should demonstrate how crime prevention measures have been considered. Good quality design and management offer the potential to reduce crime and provide safe and secure environments for communities.

8.3.7 The Safer Cumbria partnership will seek to give consideration to the impact of a proposed development on community safety. This consideration will be underpinned by data managed by Cumbria Constabulary. This data is updated monthly and is fully audited to standards set down by the Home Office. Having regard to evidence, when taking account the impact of a new development, consideration will be given to:

- what the development will be used for;
- how it is likely to affect community safety;
- the hours of use;
- the total floor space;
- the likely number of users and level of activity;
- the location in terms of public transport and accessibility, including fear of crime;
- how the building and design will affect the immediate area;
- existing safety measures; and
- other practical requirements such as car parks and open space.

8.3.8 Where potential crime and disorder implications are identified, priority will be to reduce the potential risk of crime through the design process, indeed there is an established practice of using ‘Secured by Design’. It is anticipated that generally speaking potential community safety issues can be addressed this way.

<b>Figure 14 Costs of Crime</b>	
<b>In anticipation of crime</b>	Security Expenditure Insurance administration
<b>As a consequence of crime</b>	Property stolen and damaged Emotional and physical impact Lost output Victim Services Health Services
<b>In response to crime</b>	Criminal Justice System

8.3.3 The Government has recognised the importance of partnership working in addressing crime and disorder but also the ability of well thought out development to reduce potential risks.

8.3.4 Under the Crime and Disorder Act 1998 Local Authorities are required to minimize the impact of development on community safety. The Act also encourages partnership working between authorities i.e. police and fire service. In Cumbria, Safer Cumbria represents such partnership working. Members of the partnership include the County Council, District and Borough Councils, Fire Service, Police Force, Police Authority, Primary Care Trust and Probation service.

## Requirements of Policy

8.3.9 Where it is clear that a development:

- may increase the risk of theft or burglary; or
- may increase the risk to public safety; or
- lead to an increase in vandalism or antisocial behaviour;

the development will be expected provide a contribution through a Section 106 Agreement towards the mitigation of the risk of crime identified. The mitigation required will have regard to those priorities set out in the Cumbria Community Safety Agreement<sup>1</sup>. This agreement is refreshed frequently, its priorities are currently:

- Violent crime – especially alcohol related violent crime;
- Anti-social behaviour including criminal damage;
- Domestic Violence;
- Reoffending - a priority for the Partnership, this would be addressed through the implementation of integrated offender management throughout the county; and
- Alcohol and substance misuse to be a partnership priority, tackled through close working with the appropriate agencies.

8.3.10 The level of any contribution sought will vary based on an assessment of how a proposal may increase the risk of crime and the mitigation steps that are required to alleviate that risk. Below, Figure 15 sets out the types of initiatives that a contribution may be sought to fund.

### Figure 15 Initiatives that may be funded by planning obligations

<b>Development type</b>	Types of initiative contributions may fund
<b>Night-time economy</b>	Test Purchasing Taxi Rank Wardens Mobile CCTV Drug Dog Operations Domestic Violence Initiatives Police Initiatives Targeted Public Awareness Campaigns
<b>Commercial</b>	Diversions Activities Police Initiatives Trading Standards Operations

## Commercial/Employment Development

8.3.11 Contributions from developers will be sought where there is evidence that a proposed commercial development will increase the risk of crime and/or anti social behaviour, or impact on feelings of public safety.

**Table 4 Risks Associated with Proposal Types**

Proposal	Rationale
All major proposals for leisure and entertainment facilities, including gyms, leisure centres and cinemas, that are likely to be open after 8pm.	The increased numbers of people in an area will lead to an increased risk of violent crime, alcohol fuelled behaviour, criminal damage and violent crime. Increased burden on Police and other criminal justice agencies.
Retail, hotel, office and other development that include the facilities listed above, or that are likely to significantly increase visitor numbers to the area.	
Developments such as supermarkets and petrol stations that are open late at night or 24 hours a day.	Increased risk of shop lifting, drive offs, increased access to alcohol, and increased risk of anti social behaviour. Increased burden on Policy and other criminal justice agencies.
Late night cafes, restaurants, pubs and nightclubs that can accommodate 40 or more people and attract custom after 8pm.	Increased footfall and availability of alcohol significantly increases the potential for anti social behaviour and violent crime. Increased burden on Policy and other criminal justice agencies.

1. The Agreement has been developed from the findings of the Cumbria Strategic Assessment and the strategic assessments of the four sub-county Community Safety Partnerships which were undertaken in 2010 and include direct consultation with the communities of Cumbria.

8.3.12 Where a proposal is considered likely to increase the risk of, or fear of crime, and through the design process/conditions issues identified cannot/have not been fully mitigated, a financial contribution secured through S106 Agreement may be sought to help mitigate the crime impacts identified.

8.3.13 Contributions from commercial proposals will be typically used to maintain a safe and secure environment for employees, visitors and the general public, together with other crime preventions initiatives relevant to the development proposed in line with the Community Safety Agreement.

## Residential Development

8.3.14 While contributions towards such initiatives would not be sought from residential proposals, it is hoped that as far as possible, such schemes look to respect important secured by design principles.





## 9. Contributions

### 9.1 Timing of Contributions

9.1.1 There can be no set rule for the timing of contributions and each case will need to be assessed on its own merits. It may be appropriate to seek a contribution prior to completion/sale of a development in order to ensure that infrastructure/services are available on occupation/use of the development. Alternatively, it may be appropriate for contributions to be phased over the life of a development or to be paid upon an agreed occupation trigger point being reached.

9.1.2 The provision of additional infrastructure will be required, at the very latest, to coincide with the need/demand. In the event that the landowner/developer is funding additional facilities, payment will need to be timed so as to enable the County Council to procure the delivery of the necessary infrastructure/services at the appropriate time.

9.1.3 The County Council will work with the Local Planning Authorities and be alive to with viability of developments, when identifying the most appropriate timing of contributions it has secured.

### 9.2 Use and Monitoring of Contributions

9.2.1 Cumbria County Council will use all contributions for the purposes negotiated and as set out in each relevant Section 106 agreement.

9.2.2 The County Council will maintain records of contributions received and how they are spent as far as possible.

### 9.3 Bonds

9.3.1 The County Council reserves the right to require landowners/ developers to provide appropriate bonds to protect larger contributions in Section 106 agreements, especially in relation to larger developments.

### 9.4 Charges

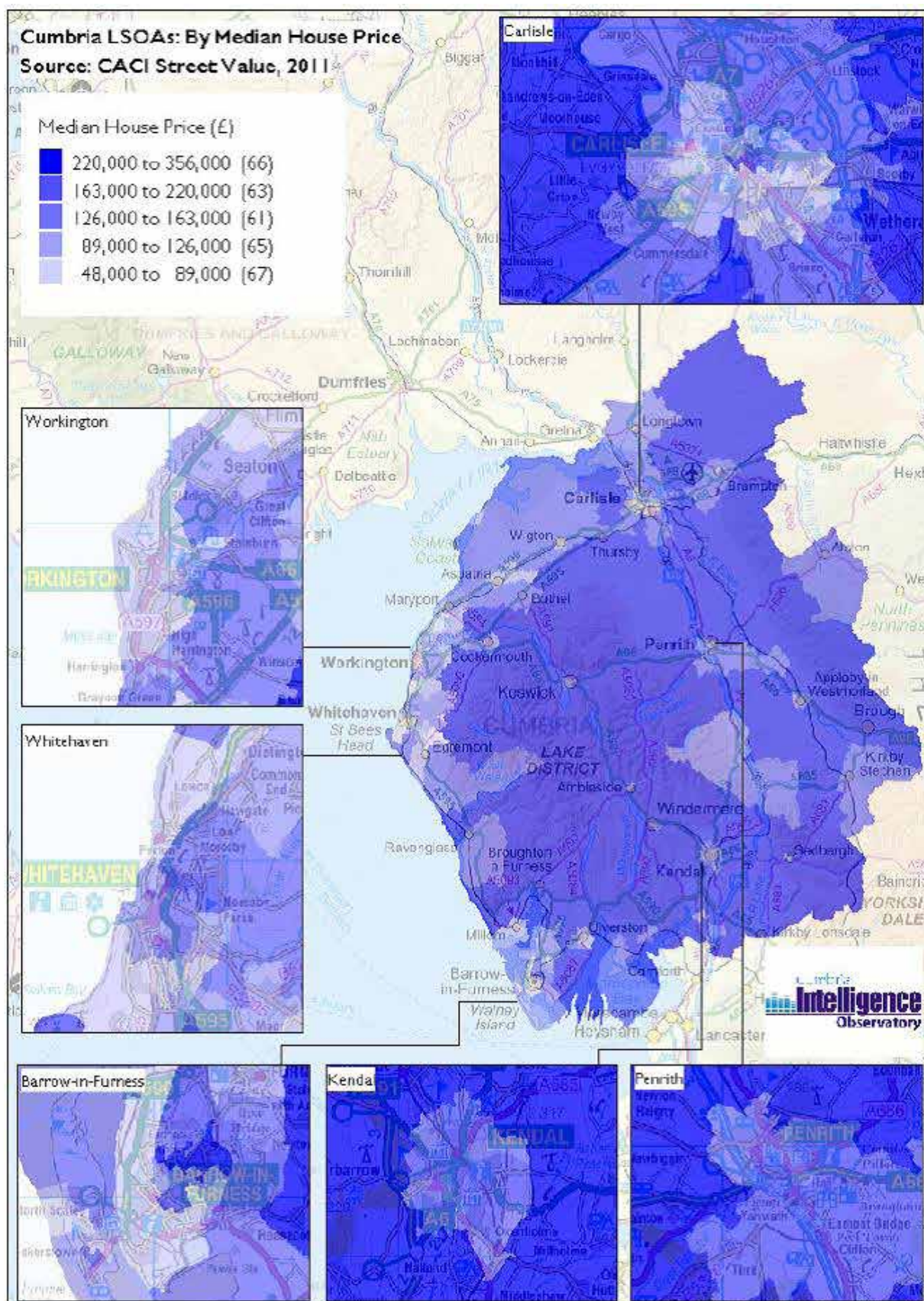
9.4.1 The County Council will look to the landowner/ developer to meet its reasonable costs incurred in negotiating and completing any required Section 106 agreement(s) and will require a solicitor's undertaking before any work is carried out in this respect.

9.4.2 Reasonable costs will include, but will not be limited to, the County Council's reasonable professional adviser costs, such as legal and surveyors' costs.

9.4.3 The County Council reserves the right to charge landowners/ developers for its reasonable costs in respect of the monitoring and administration of completed Section 106 Agreements/planning obligations.

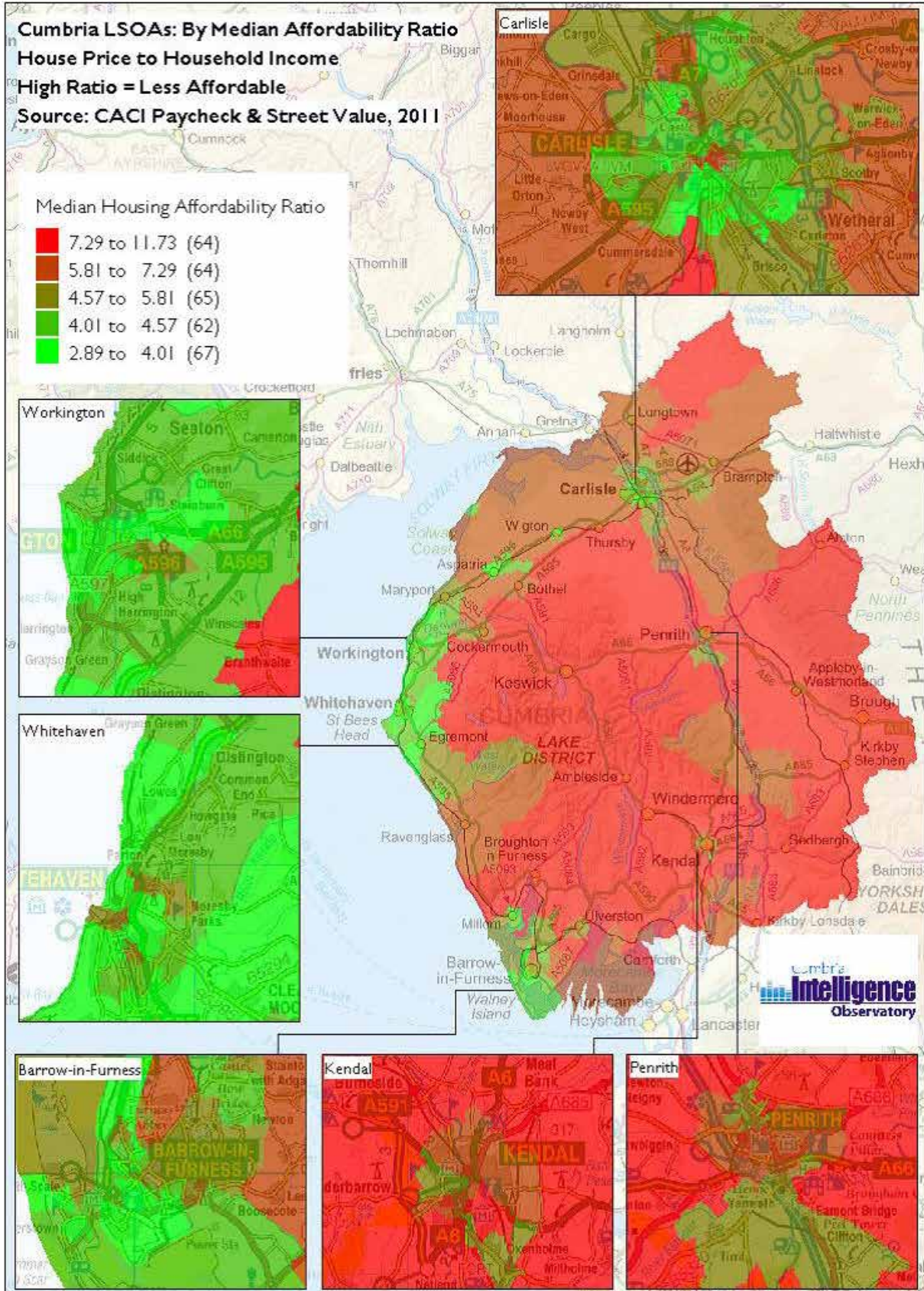


# Appendix 1 Median House Price, Cumbria's LSOAs, CACI Street Value, 2011



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# Appendix 2 Median Affordability Ratio, Cumbria LSOA's, CACI Paycheck and Street Value 2011



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## Appendix 3 S278 Agreements and Commuted Sums

### S278 Agreements

1. Additional to requirements that may be secured by planning obligations alterations required to the layout or management of the highway network in connection with proposed developments can be secured through an agreement between the developer and the Highway Authority, drawn up under the terms in Section 278 of the Highways Act 1980.
2. This provides that a Highway Authority may, if they are satisfied it will be of benefit to the general public, enter into an agreement with any person:
  - a) for the execution by the Authority of any works which the Authority are or may be authorised to execute, or
  - b) for the execution by the Authority of such works incorporating particular modifications, additions or features, or at a particular time or in a particular manner,

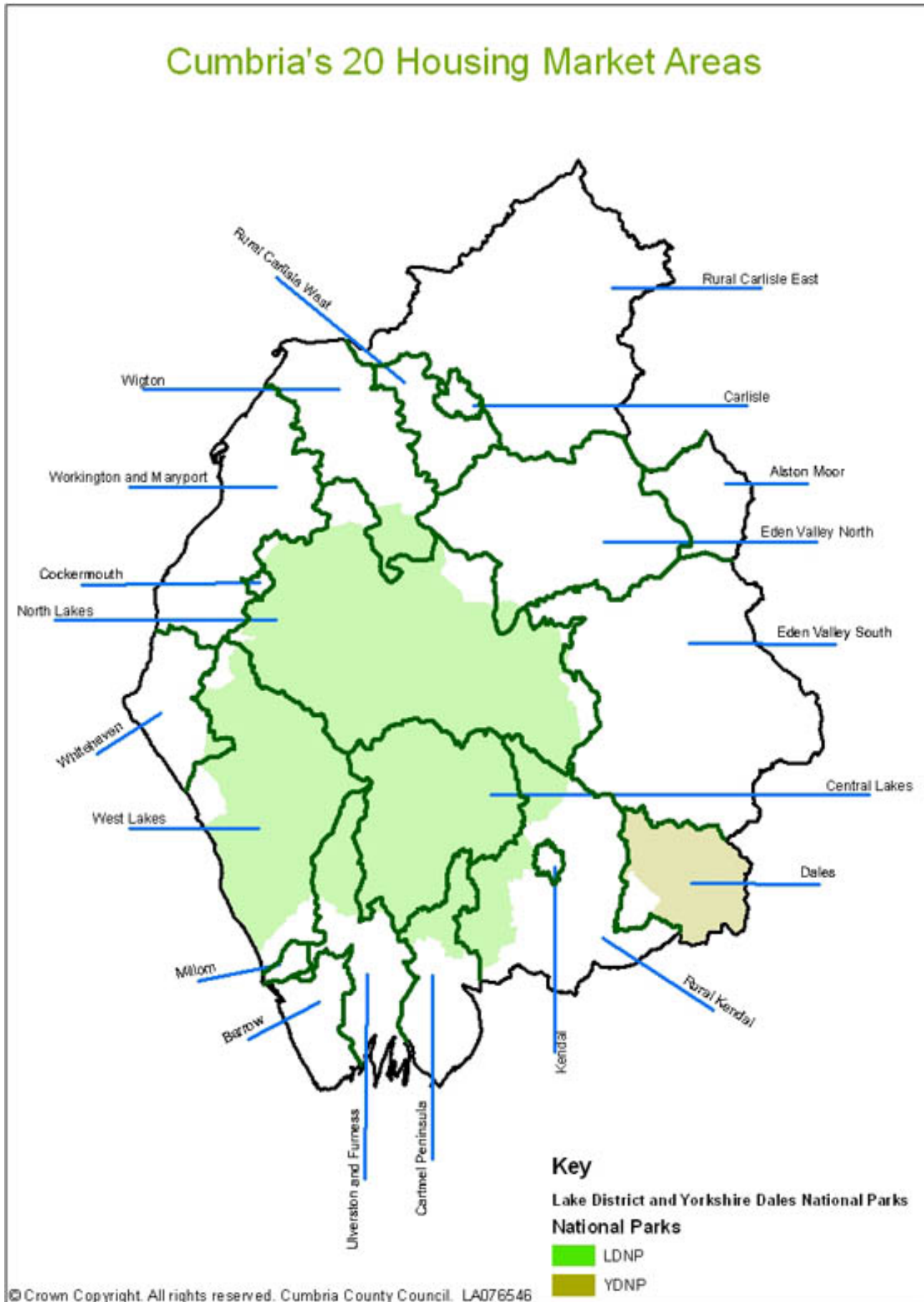
on terms that the person pays the whole or such part of the cost of the works as may be specified in or determined in accordance with the agreement. The cost of the works shall be taken to include:

- (a) the whole of the costs incurred by the Highway Authority in or in connection with:
    - (i) the making of the agreement;
    - (ii) the making or confirmation of any scheme or order required for the purposes of the work;
    - (iii) the granting of any authorisation, permission or consent required for the purpose of the work;
    - (iv) the acquisition by the Authority of any land required for the purpose of the works if it is in the public interest to do so; and
  - (b) all relevant administrative expenses of the Highway Authority including an appropriate sum in respect of general staff costs and overheads;
  - (c) a commuted sum, calculated by the Highway Authority to fund maintenance of the new or changed highway assets and energy costs, usually for a period of 30 years.
3. The Highway Authority is not able to provide guide prices for individual site specific schemes and, therefore, the developer/applicant is recommended to seek specific guidance on costing for any scheme from the Highway Authority or another appropriate source at an early stage in the development of the project and certainly before any planning application is made. Factors such as the requirement for land acquisition, or alterations to statutory undertaking plant need to be investigated and discussed with the appropriate bodies.

### Commuted Sums

4. Consistent with many other authorities around the Country, the Highway Authority has adopted the CSS (formerly County Surveyors Society) guidance entitled "Commuted Sums for Maintaining Infrastructure Assets" published in 2009.
5. Developers are required to pay a commuted sum towards maintenance of items that are required as a result of the development. Any net increase in asset; or increase in maintenance costs compared with conventional materials or items will be likely to attract a commuted sum. These sums will enable the Highway Authority to adequately maintain the works after completion, usually for a period of 30 years with the exception of highway structures, when the period of time and amount will be agreed on a case by case basis.
6. The requirement for commuted sums will be assessed for each site prior to the drafting of the Section 38 and Section 278 agreements and the sums will be additional to any transport infrastructure contribution made under Section 106 of the Town and Country Planning Act.

## Appendix 4 Cumbria Housing Market Areas







For more information please email:  
[spatial.planning@cumbria.gov.uk](mailto:spatial.planning@cumbria.gov.uk)

**If you require this document in another format (eg CD, audio cassette, Braille or large type) or in another language, please telephone [01228 226111](tel:01228 226111).**

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