The purpose of this document

The Planning Obligations Framework and Guidance policy document outlines Northamptonshire County Council’s (the County Council’s) approach to developer contributions via planning obligations, through Section 106 agreements. It does so by setting out the circumstances in which the County Council will request contributions. The document provides guidance on the level and type of contribution that developers will be expected to make towards infrastructure provided by the County Council that is necessary to achieve sustainable development.

The Framework and Guidance provides developers, local planning authorities and residents with essential information on the likely impact of new development, and on the infrastructure and community facilities that are the responsibility of the County Council. By doing so, it will provide greater certainty for residents and developers before a planning application is submitted or a site is purchased so that the cost implications of enabling infrastructure and complying with planning policy are understood and fully taken into account.

The policy is published in order to provide a consistent and transparent approach to planning obligations for County Council services so communities are able to see and understand how development is making a fair and positive contribution in their area. The policy is also available for local planning authorities (LPAs) as a guide and evidence base which can be utilised to discharge their planning functions.

The Planning Obligations Framework and Guidance policy document does not cover services provided by the LPAs such as affordable housing. It also does not cover services that are not in the remit of the County Council, such as the Police Force.

The Planning Obligations Framework and Guidance document is an adopted internal policy of the County Council which has undergone formal consultation. It is an update of the Northamptonshire County Council Creating Sustainable Communities: Planning Obligations Framework and Guidance document which was adopted in March 2011.

The Planning Obligations Framework and Guidance document is capable of being a material planning consideration in the determination of planning applications and the development of planning policy.
Policy context
The term ‘planning obligations’ is used in this document to describe the whole range of matters covered by developer contributions; legal agreements for financial contributions, maintenance payments, and the provision of infrastructure and buildings.

A fundamental principle of planning obligations is that they are not used to ‘buy’ a planning permission, nor should they be used as a means of taxing a developer. Therefore a development which is unsuitable in planning terms cannot be made acceptable by applying developer contributions to the scheme.

Neither can planning obligations also be sought or used to mitigate an existing problem in the area; they can only be sought against a future need that would be created by the proposed development.

National Planning Policy
The 1990 Town and Country Planning Act (as amended by the Planning and Compensation Act 1991) established the statutory framework for developer contributions in the form of Section 106 planning obligations. The Act provides that a planning obligation may:

- be unconditional or subject to conditions;
- impose any restriction or requirement for an indefinite or specified period;
- provide for payments of money to be made, either of a specific amount or by reference to a formula, and require periodical payments to be made indefinitely or for a specified period.

When considering planning applications for development, local planning authorities should consider whether unacceptable development could be made acceptable through the use of planning conditions or obligations. Where it is not possible to use planning conditions to address unacceptable impacts only then should planning obligations be used. Planning obligations can only be sought where they meet the three tests which are set out in Regulation 122 of the CIL Regulations.

Policy INF1 states:
“Where development generates a need for new infrastructure developers will need to demonstrate that provision will be made to meet the necessary requirement arising from that development within an appropriate timescale.”

Policy INF2 states:
“New development will only be permitted if the necessary on and off-site infrastructure that is required to support it, and mitigate its impact, is either already in place, or there is a reliable mechanism in place to ensure that it will be delivered.”

The Northamptonshire Core Strategy includes Policy 6: Infrastructure Delivery and Developer Contributions, which states:

“Planning permission will be granted for development in accordance with phasing in the Core Spatial Strategy, subject to solutions to infrastructure constraints being resolved, or by interim measures or phasing conditions where appropriate. Developers will either make direct provision or will contribute towards the provision of local and strategic infrastructure required by the development either alone or cumulatively with other developments.”

The Planning Obligations Framework and Guidance document is intended to complement the policy guidance provided by both Core Strategies whilst also providing a reference point for Local Planning Authority Developer Contributions Supplementary Planning Documents, with regard to County Council provided infrastructure.

Community Infrastructure Levy
The Community Infrastructure Levy (CIL) was introduced under the Planning Act 2008 and came into force in April 2010. CIL is essentially a pre-set charge that can be applied to all new developments that create new floorspace over a minimum size. The CIL charge is then spent on infrastructure (such as roads, schools, green spaces and community facilities) that is required to support the delivery of new development in line with a local authority’s development plan. The government has set a date by which CIL ought to be introduced of 1st April 2015, after which (regardless of whether a CIL is introduced in an LPA area) the use of Section 106 planning obligations will be restricted in use to 5 obligations for any individual project.

In two tier authority areas such as Northamptonshire, CIL is to be set by the ‘charging authorities’ i.e. the District or Borough Councils. The CIL is to be based upon each local development plan which sets out the scale and location of development, and the infrastructure requirements for at least the next 15 years. In order to establish a charging schedule, charging authorities have to identify the total infrastructure funding gap that CIL will support, striking a balance between the desirability of funding infrastructure and its effects on the economic viability of development in their area.

The County Council has been involved in every stage of the process to date, and will continue to play a key role in the roll out of CIL across the county. This involves responding to draft charging schedules, viability evidence and infrastructure plans to ensure that Northamptonshire’s infrastructure demands are reflected accurately. The role of the County Council as a major local infrastructure delivery agent will be vital in the allocation of CIL receipts going forward.

Section 106 contributions will continue to have a role in the future regardless of whether or not CIL is introduced in any part of the county. However, where CIL is active, any S106 contribution will only be requested due to very site specific matters. This document will therefore act as a basis for all S106 requirements in the interim period before CIL is adopted, and any S106 requirements that are requested afterwards.

Each Local Planning Authority also has a requirement to produce a Local Plan which details their approach to planning obligations. This will include a local infrastructure schedule, with funding sources and responsibility for delivery identified also, S106 contributions will have an important part in contributing towards infrastructure delivery and therefore this guidance document will form part of the required evidence base.

The need for County Council guidance
The level and step change of development proposed in Northamptonshire requires a comprehensive approach to the delivery of infrastructure. The County Council is responsible for transport (including roads), schools and other infrastructure (including waste management, fire and libraries). Indeed, transport and schools alone typically account for at least half of infrastructure costs associated with new development. Without appropriate levels of funding from new development (via planning obligations), and indeed mainstream public sector sources, the County Council will not be able to deliver the infrastructure and services to support new development. This infrastructure is essential to creating sustainable communities.

The County Council needs to provide guidance to the local planning authorities (LPAs) on the implications of new development on this infrastructure to inform their determination of planning applications, planning policy formulation, and decisions taken by a range of public and private sector interests on infrastructure and investment prioritisation.
Scrutiny review

In September 2008 the County Council’s Scrutiny Management Committee agreed to carry out a review on the use of developer contributions in Northamptonshire. The reasons for this review included:

- The level of growth due to take place in Northamptonshire in the near future and the need to ensure that both the demands on local infrastructure and the resources resulting from this growth are managed as effectively as possible.
- The opportunity for Overview and Scrutiny to review local processes in light of a recent study by the Audit Commission into how effectively local authorities used developer contributions and an internal audit of the systems used by the County Council.
- The need to take account of prospective changes to national policy relating to the use of developer contributions currently under consideration by Government.

This review was reported in April 2009. A key recommendation of the Scrutiny review was that the County Council establish a central function to manage and co-ordinate developer funding and Section 106 activity.

Part 1: The County Council’s Approach

Key principles underpinning the County Council’s approach

Developer contributions will be negotiated by the County Council with the aim of mitigating the impacts of development on local communities, achieving sustainable development and maintaining the quality of local facilities. In this context, the County Council approach to planning obligations should be seen not only as a means of mitigating the impact of a development, but also a mechanism for achieving positive planning by ensuring that development complements and enhances the social, environmental and economic requirements of the local community.

The following principles underpin the County Council’s approach:

1. Openness - It should be informed by consultation with key interests.
2. Fairness - Developers should reasonably be expected to pay for, or contribute to, the cost of infrastructure which would not have been necessary but for their development.
3. Customer focus - A single approach will be taken to negotiations involving the County Council to ensure a seamless service to customers.
4. Consistency - A consistent and transparent approach will be taken towards the requirement for and calculation of development contributions for County Council provided and/or commissioned services normally based on a consistent cost base.
5. Evidenced - It should be based on ‘impact’ and informed by local evidence.
6. Integrated - Wherever possible, practical and viable opportunities for integrated service planning, best practice and the highest environmental and other standards should be identified and promoted.
7. Accountability - It should be a signatory to Section 106 agreements involving the services it provides and/or commissions.
8. Properly resourced and managed - Contributions should include management costs.
9. Flexible - It should be able to inform a Community Infrastructure Levy if/when this is introduced.
10. Fit for Purpose - It will be kept under review with a full review taken within three years of adoption.

The following sections provide more detail on the County Council’s approach, applications and the development of planning policy.
Thresholds
The County Council will not seek contributions from developments of 10 dwellings or less in accordance with the November 2014 update of the National Planning Practice Guidance.

Calculating the impact of new development
The County Council will review all applications to assess the impact of the proposal on services and infrastructure which are its responsibility. Sparse capacity in existing infrastructure provision should not be credited to earlier developers, therefore judgements on existing capacity will take account other permitted development in the area, as well as development identified in the Local Plan.

The County Council will use, where applicable, established “cost multipliers” (e.g. Department for Education pupil place costings), to provide a consistent and accurate response to planning applications. These cost multipliers provide a standard cost for infrastructure based on the mitigation requirements for that development.

To calculate the impact new development will have on services which are delivered or commissioned by the County Council it is important to understand the number of people a new development is likely to attract or generate. Therefore in 2014 the County Council commissioned a Population Forecasting Study to determine the number and breakdown of school pupils living in a range of recent housing developments across the county. The survey also provided data on the number of adults. It is recommended that this data is refreshed every 5 years. The headline population production ratios can be found below, with the full document available on the County Council’s website - www.northamptonshire.gov.uk

Population Generation from new development

<table>
<thead>
<tr>
<th>People per dwelling ratio</th>
<th>1 bed</th>
<th>2 bed</th>
<th>3 bed</th>
<th>4+ bed</th>
</tr>
</thead>
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<tr>
<td>1.23</td>
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<th>2 bed</th>
<th>3 bed</th>
<th>4+ bed</th>
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<table>
<thead>
<tr>
<th>Adults per dwelling</th>
<th>1 bed</th>
<th>2 bed</th>
<th>3 bed</th>
<th>4+ bed</th>
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</table>

Requirements to mitigate the impact of development
The County Council’s requirements will be informed by strategies for specific service areas (e.g. education, highways and transport, and libraries), which have and will be produced to take account of planned growth and will be updated when required to support infrastructure delivery plans that inform the Core Spatial Strategies. The requirement for contributions will also be based on the local circumstances and take account of existing capacity within the infrastructure, e.g. if there is adequate capacity within a primary school to accommodate a development taking account of planned growth for that area no primary education contribution would be sought.

Integrated service planning
As a commissioner and provider of a wide range of services, often in partnership with other agencies, the County Council is acutely aware of the benefits of a more integrated approach to service planning in particular promoting shared-use of facilities and employing the use of accessibility planning tools.

Location of facilities
Wherever possible, provision should be made on-site for facilities required through a planning obligation. However, there will be cases where this is neither practical, appropriate or within the local policy context. In these instances, the County Council will require financial contributions towards providing (or contributing towards the provision of) these facilities at an appropriate and locally agreed alternative location.

The County Council will work with the local planning authorities to identify and promote opportunities for integrated service planning through new development.

In-kind/financial contributions
Where in-kind contributions are proposed rather than financial contributions, the County Council will base consideration of the offers on whether it is better placed to provide the infrastructure at similar or better value for money and at the desired standard of quality and in terms of any risks involved. One-off and phased payments/ contributions where payments, or the scale of the facilities, are modest in relation to the size of the development and where the timetable for the delivery of the obligation is relatively short, the County Council will seek the use of one-off payments or provision to make the discharging of obligations more straightforward and help keep administrative costs down for all parties.

For development where payments and provisions are phased over a period of time, the County Council will work with the applicant and the determining local planning authority to ensure payment or in-kind obligations will be delivered in a timely manner to mitigate the impact of the associated development. The agreement of payment phasing will be to ensure clarity and certainty of the delivery of infrastructure for the developer, the local community, the County Council and others.

The County Council does not support significant payments linked to the final stages of development because of the associated uncertainties and risks involved for all parties.

Where phased payments are used one of the following methods of indexation will be used to ensure that the payment is proportionate to the infrastructure to be delivered:

- Royal Institute of Chartered Surveyors (RICS) Building Cost Information Service (BCIS) “All in Tender” Index: www.bcis.co.uk
- Spon’s Architects and Builders annual Price Book, containing up to date construction price information: www.ricsbooks.com/spons

The choice of indexation will be the County Council’s and based on those most relevant to the service area.

The use of phased payments over time will require a longer-term relationship with the developer or their successors in title. The County Council will use its Section 106 monitoring systems, and liaison with local planning authorities, communities and developers, to alert parties to outstanding contributions.

The timing of phased payments is crucial to the delivery of infrastructure. Where upfront enabling infrastructure is necessary, the County Council will seek a proportion of the total planning obligations on commencement of the development. The remaining payments should be linked to time or delivery milestones, whichever is the sooner, and agreed by all parties. This will help to improve viability of individual developments while still providing greater certainty, and ensure the ability to deliver infrastructure in time to mitigate the impact of the development.
Maintenance payments

Where an asset is intended for wider public use, the costs of subsequent maintenance and other recurrent expenditure associated with the developer’s contributions should normally be shared with the County Council or the authority in which the asset is vested.

Where contributions to the initial support of new facilities and services are necessary, these will reflect the time lag between the provision of the new facility and the development’s generation of public sector funding e.g. via council tax, or its ability to recover its own costs e.g. in the case of privately-run bus services.

The County Council will encourage, where possible, the costs of maintaining a facility over time to be made as a one-off payment, or a ‘commuted sum’, even though costs will arise over a specified period of time. This will give greater certainty for future funding of the facility and save costs by ensuring that the developer does not have to be tied into making relatively small payments over a period of time and by reducing administration costs.

Pooled contributions

Where the combined impact of a number of developments creates the need for infrastructure, services or facilities it may be reasonable for the developers’ contributions to be pooled. Where development has an impact, but does not sufficiently justify the need for a discrete piece of infrastructure, the Council may seek contributions to specific future provision as long as the need is demonstrable, for example, in the case of a fire station, or strategic highway requirements. This allows for infrastructure to be secured in a fair and equitable way.

When determining pooled contributions the County Council will use evidence, such as assessments of the impacts of the developments involved and estimated costs of mitigating them, to justify both the need for, and level of, contributions.

On such an occasion where a number of developments will be expected to contribute to the provision of infrastructure, facilities or services the financial contribution will be ring-fenced for the identified pooled infrastructure.

As stated in the National Planning Practice Guidance - Community Infrastructure Levy Para.099, after April 2015 the regulations restrict the use of pooled contributions towards items that may be funded via CIL. At that point, no more may be collected in respect of a specific infrastructure project or a type of infrastructure through a section 106 agreement, if five or more obligations have already been entered into since 6 April 2010. Where a section 106 agreement makes provision for a number of staged payments as part of a planning obligation, these payments will collectively count as a single obligation in relation to the pooling restriction. The County Council will continue to work with Local Planning Authorities in order to ensure that S106 agreements continue to be used according to planning law, and where appropriate, to mitigate the impact of development.

Grampian conditions

The County Council will, wherever possible, avoid the recommendation of Grampian conditions. However, on major applications the use of these conditions may be necessary to ensure a new development does not impact negatively on the local community, ahead of infrastructure provision.

The County Council will consider the use of conditions where the obligations have been negotiated and there is general agreement between the applicant and local planning authority as to what the requirements of a Section 106 obligation will be.

The County Council will only consider this approach where the expected delay before the agreement can be signed is too long, given that the applicant needs the assurance of having a planning permission before proceeding with land acquisition or disposal, or finalising a sale subject to conditional contract. The final decision as to whether to use a Grampian condition is for the Local Planning Authority to make. The County Council will continue to advise the Local Planning Authority when required to do so.
Performance bonds or ‘sureties’

The County Council will use performance bonds (also known as sureties), in the context of obligations, as an effective tool to transfer the risk of under-delivery of obligations where appropriate. These are commonly used for carrying out highway infrastructure works. Performance bonds ensure that in the event that the agreed obligations or works are not delivered (for example in the case of under-performance or financial default) the necessary finances are provided to compensate where the terms of the Section 106 agreement provide for this.

Development Viability

The County Council will expect clear, transparent and independent evidence to be provided where viability is cited by a developer as a reason for not providing contributions to the levels set out in this framework. This could involve the developer adopting an ‘open book’ approach. The County Council will also consider commissioning its own advice on viability for developments where viability is cited as an issue.

Nevertheless, the County Council considers that the costs incurred in delivering a sustainable, high quality development, as set out in this document, are reasonable and should be met for the development to be acceptable.

Unilateral Undertakings

Where only the applicant needs to be bound by a planning obligation and not the County Council, instead of agreeing obligations through the standard process of discussion (negotiation and agreement), it may be acceptable for the developer to make a unilateral offer or ‘unilateral undertaking’ to settle obligations relevant to their planning application.

Standard Information

The Audit Commission report states “planning obligations have often been blamed for slowing down the development control process, but our fieldwork found many examples where this was not the case. It found that with well organised policy and procedures, planning obligations can be completed within the 8 and 13 week timescales for a straightforward planning application”.

The County Council will support the use of standardised planning obligation-related documents to help improve efficiency. These include:
- Standard heads of terms for the Section 106 agreement or unilateral undertaking
- Model clauses for Section 106 agreements
- Standard forms for the provision of key information

Section 106 Management

The County Council will ensure that monitoring and financial systems are in place to ensure all contributions are tracked over time and information on their spending is readily available. The County Council will produce annual monitoring reports outlining the moneys agreed, received and spent and development facilitated. The costs of Section 106 management will be incorporated within the payments to the County Council.

Review

The County Council will put in place measures to monitor the effectiveness and efficiency of this framework. The intention is that it will be reviewed within three years of adoption.

Contact details

The County Council’s initial point of contact for new development is the development management function (developmentmanagement@northamptonshire.gov.uk). This provides a single point of contact when dealing with the County Council. The service also provides planning related expertise, advice and support to colleagues across different service areas and supports infrastructure delivery planning activity.

County Council services

This guidance note indicates where the County Council will seek contributions from development and on what basis.

The guidance note focuses on the following County Council provided and/or commissioned services:
- Schools
- Transport
- Waste Management
- Fire and Rescue
- ‘Community Services’ including libraries, archives, social care facilities and neighbourhood renewal

In addition to these there are number of other service areas that impact on County Council service delivery that are appropriate for the consideration of planning obligations. These may be provided partly by the County Council in conjunction with other public sector bodies. Such examples include support to the voluntary sector, community facility provision, sport, public art and affordable housing. For instance, if insufficient housing is provided that is suitable for the elderly population this has knock-on impacts for County Council services.

The County Council will continue to work with others, primarily the local planning authorities, to set out a clear and transparent approach to planning policy and obligations for these services.

 Whilst this framework concentrates principally on development (i.e. residential and commercial development) where the County Council is not the local planning authority, many of the principles set out in the report are appropriate to all development.
Schools provision

The County Council has a statutory responsibility for education provision in the county for children between the ages of 5 and 16 years and for places for 16-19 year olds in sixth forms and sixth form colleges. In addition there is a statutory responsibility to provide pre-school places (e.g. play group, and/or Nursery provision) for children aged three and over.

The County Council will only seek contributions from residential developments towards schools (i.e. contributions will not be sought from other forms of development).

Maintaining school places

Developer contributions will usually be required for:

(a) Extending and/or improving existing schools and pre-school provision that serve the development; and/or

(b) The building of a new school or pre-school facility where there is a significant housing proposal (see new school costs below).

When building a new school the County Council will consider the wider community use of both the school buildings and playing fields.

The County Council in assessing future spare capacity in the catchment area will take into account:

- Other permissions as well as permitted development in the area, as well as
- Those sites identified in the Local Plan.

Existing capacity at local schools (including free schools) is taken from the County Council’s records at the time of enquiry/application and is based on the most recent formal pupil count at the school.

The County Council’s consideration of whether developer contributions towards education provision are required will be informed by the projected capacity figures as reported to the Department for Education (DfE) in the Annual Surplus Places Return. Empty places at a school do not necessarily equate to there being sufficient capacity at that school, as it is generally accepted that that schools should not operate at 100% of their capacity.

The County Council will seek education contributions taking into account a 5% surplus capacity incorporated into projections to ensure parental choice is maintained.

It should be noted that temporary mobile classrooms will not be counted towards the net capacity of the school. Therefore those schools where there are temporary mobile classrooms present will normally be considered as being at, or over capacity, and as such developer contributions will be sought.

Contributions will not be sought from the following:

- One-bedroom dwellings or one-bedroom flats
- Student accommodation
- Other specialist housing where it can be demonstrated that the accommodation will not be occupied by children

Objections

If there is insufficient capacity to accommodate the increase in pupils likely to be generated by a development (and the development, either by itself or with other developments, cannot enable the necessary additional provision) the County Council will object to the development unless it is satisfied that suitable alternative provision can be made elsewhere.

Contributions towards new schools

For large scale developments which require the provision of a new school(s) to mitigate its impact on local school capacity, developers will be expected to provide a fully serviced site free of charge, the building costs including site infrastructure and playing fields, and the full capital costs of education equipment. The need for a new school will be informed by predicted pupil generation figures and the capacity of existing schools.

Contributions will be sought based on the estimated cost of the provision of a new school. This will be informed by the costs for other recently built schools that meet the minimum design standards for schools and best practice. Where a number of sites are contributing to a new school, each site will be required to pay a proportionate amount of the total cost, including land and design.

In a situation where the capacity of a new school will also be used to serve the existing community needs, the developer will be expected to provide the land and the education contribution which is proportionate to the serve the expected number of pupils which will be generated from that development.

The site should be agreed with the County Council. Sites for new schools should be in accessible locations, such as close to a neighbourhood centre within new housing development and in line with the current site size guidance in Department for Education & Skills (now DfE) ‘Building Bulletin 98’ (for secondary schools) and ‘Building Bulletin 99’ (for primary schools) and suitable for its purpose. As well as detailing the size of the buildings and playing fields required, these bulletins also include detail on the design and layout of the school, including classroom sizes, access to the buildings, the need for the buildings to be flexible and adaptable, as well as the requirement to meet BREEAM very good at least. In addition, new schools should consider “Building Bulletin 100”, specifically the need for sprinklers to be included in all new schools. Accessibility planning tools and techniques will be used to evaluate the suitability of potential sites.
Highway and pedestrian access must be to adoptable standard prior to opening and the site should be transferred to the County Council at the earliest opportunity (1 year after first occupation at latest).

The opening date for all new schools is to be September. This will either be the first September after the completion of 300 dwellings or a specified date whichever is the later.

A new primary school should be within 400 metres of the housing it is designed to serve. This helps to ensure walking and cycling to school. Schools should be located centrally within the development, ideally close to the local centre. Schools should not be located on a cul-de-sac and should have space for parents to drop-off and pick-up close to the school, on the same side as the school, and ideally so they do not have to turn in the road. There should be separated pedestrian and vehicle access to the school as well as good pedestrian and cycling routes to school. No parking should be provided on site for parents. Locations close to local centres are encouraged. There should be room provided for coaches to access the school to pick children up for trips etc. Playing-fields should be co-located with the school buildings.

The site should be flat, for both use of the playing fields and disabled access, and well drained. Ideally they should be protected from the wind and should avoid proximity to noise or smells. The location and design of the building should facilitate community use.

Provision of the school and associated facilities by the developer will be considered in appropriate circumstances. These will be to agreed specifications, with design and build costs also paid by the developer. The agreement will be insured by a bond. Specifications will need to meet the current Department for Education (DFE) guidance and best practice for the type of school as well as latest government advice on design and environment.

The County Council will work with other service providers to ensure that local educational facilities are built to serve a multifunctional purpose if needed to meet a wider community need.

The use of DFE cost multipliers/pupil place is inappropriate for new schools as these figures do not reflect the real costs e.g. include associated central facilities and land. This is why overall costs are to be used.

The building costs will be index-linked in accordance with Building Construction Industry Standards. Land costs will be valued at the level agreed in a Certificate of Appropriate Alternative Development (Section 17, Land Compensation Act 1961) or other agreed valuation of the land.

Extended services

All schools are expected to provide extended services. The Government define extended services as:

- A varied range of activities including study support, sport and music clubs, combined with childcare in primary schools;
- Parenting and family support;
- Swift and easy access to targeted and specialist services;
- Community access to facilities including adult and family learning, ICT and sports grounds.

These will often be provided beyond the school day but not necessarily by teachers or on the school site.

The extended services approach encourages multi-agency partnership working in order to ensure that children, young people and their families can access the services that they need more easily. Ideally this should be locally either through a school, children’s centres or other local community venue. These areas of work require additional facilities to be provided as part of the specification for new schools.

The core offer for extended services requires schools and their partners to consider five broad areas of work:

- Childcare - linked to the LA's statutory responsibility to ensure a sufficient supply of childcare for those who require it;
- Parent Support - including access to information advice and guidance, family learning opportunities and parenting classes;
- Swift and easy access to specialist services such as speech and language, family support, mental health etc;
- A varied menu of study support activities including sports, arts & ICT;
- Community Use of school facilities including access to adult and community learning, integrated local services and wider community access.

The Population research undertaken enabled “Pupil Generation” figures to be derived for different types of housing. Contributions towards extensions to schools are then derived using the cost of pupil places standards adopted by the DFE for determining capital allocations to local authorities (See table 2.4).

Cost of school place by

<table>
<thead>
<tr>
<th>Units to generate 1 pupil</th>
<th>Early Years</th>
<th>Primary</th>
<th>Secondary</th>
<th>Sixth Form</th>
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<td>3 bed</td>
<td>4+ bed</td>
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<td>Sixth Form</td>
<td>33.33</td>
<td>14.29</td>
<td>11.11</td>
<td></td>
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</tbody>
</table>

Taken from 2014 Population Forecasting Study
Education/children’s services contributions arising from affordable housing

The approach set out applies to both housing schemes where affordable housing forms a component part of a larger market housing development and to those schemes which are 100% affordable housing.

The County Council’s approach is that it will seek education contributions on the whole housing site including any component of the proposal which may be developed for affordable housing. The reasons for seeking such contributions are:

• Affordable housing may involve a variety of tenure types, for example rented, shared equity or cheaper market housing. The 2014 Northamptonshire Population Forecasting Survey found that on average affordable housing has a significantly higher pupil production ration when compared with similar privately owned housing; and

• Those families moving into a new affordable development will almost certainly have vacated a home elsewhere, which could in turn be occupied by another family containing children. This means the new development could lead in net terms to more families in the area and more children attending local schools.

Other sources of funding

It is clear that public funding sources are becoming tighter. The County Council will continue to work to maximise income from other funding sources to enable schools capital projects to occur. However it is not responsible to assume that any Government funding will be provided towards the cost of additional school places. As a result the County Council will always seek to ensure that developers provide the full costs of any additional school places required, that are related to their development.

School transport

Where it is not possible to provide secondary school places within a reasonable walking distance of the new development or via a safe route, an additional contribution will be required if the implementation of a new school transport route is required to safely transport children to school. This contribution will be in addition to any pupil places contribution and will pertain to the cost of providing a new transport route for the number of additional pupils for a defined period of time. This situation may also apply during early phases of a major development ahead of the delivery of a local school.

Safer routes to school

The County Council will seek to ensure the provision of walking and cycling routes between new sites and local schools. Financial and offsite works may be required to make the routes to the school safer.

Viability

Where viability is an issue for a development and is evidenced clearly, the County Council is prepared to work with the developer and the Local Planning Authority in order to reach a mutually agreeable solution. Notice of such issues should be given at the earliest opportunity.

Post-CIL Implementation

Where CIL has been adopted from April 2015 and beyond, the County Council expects to generate planning contributions for education infrastructure through a combination of S106 and CIL funding. This will be dependent on what is stated regarding education on the Local Planning Authority’s Reg. 123 list.
Transport and Highways

As the Transport and Highways authority, the County Council needs to identify the improvements necessary to accommodate the growth allocated within the county.

It is proposed that the contribution from developers towards transport infrastructure will be identified through a Transport Assessment process and will be made up from all or some of the following components:

- Contributions to strategic infrastructure
- Contributions to town/area infrastructure
- Contributions to or Delivery of site specific measures
- Contributions to, or Service Level Agreements for, public transport
- Contributions to travel plan monitoring and where appropriate, the management and delivery of approved travel plans by the County Council.

The County Council will refer applicants to the national guidance produced by the Department for Transport (DfT) and its own Northamptonshire Transportation Plan (2012) and associated Daughter Documents for consideration of impact of the development and likely mitigation. Local transport and highways requirements are also set out within each Local Planning Authority’s Local Plan, as well as the Joint Core Strategies for Northamptonshire. The County Council also recommends pre-application discussions with Northamptonshire Highways Development Control officers to ensure that Transport Assessment will meet requirements.

Transport Policy for Northamptonshire

The Local Transport Plan for Northamptonshire published in April 2012 is the “Northamptonshire Transportation Plan”. Transportation is not an end in itself. The movement of people and goods takes place not for its own sake, but to fulfil the diverse needs and desires of the public. Therefore the County Council’s transport policies are similarly promoted for their effect on other specific goals, priorities and objectives, rather than as an end in themselves.

Northamptonshire Transportation Plan Vision

For Transport and Travel to contribute towards making Northamptonshire a great place to live and work, through creating tangible transport options to satisfy individual needs and to encourage more sustainable travel. The transport system will provide fast and efficient movement of people and goods, and will be accessible for all. Expanding networks and capacity of networks in Northamptonshire will be fully integrated into new developments and regeneration areas to support more sustainable communities.

Economic growth and prosperity is a top priority for Northamptonshire and connectivity has a vital role to play in encouraging businesses to locate to the area, and getting people to work and services such as education and health, as well as to leisure activities and for shopping. Improved technology and local accessibility will reduce the need to travel, whilst supporting economic growth, within a low carbon environment and Northamptonshire will become an exemplar for the latest developments in information technology, fuel technology, and new forms of transport.

The county council will work in partnership with all stakeholders and the wider community to deliver this transport vision and strategy.

This transportation plan needs to be both aspirational and realistic at the same time. Current economic climates mean that transport is certainly in a more austere time than in the last 15 to 20 years and this plan needs to reflect that but at the same time still plan for future growth.

The overall aim for this Transportation Plan is: ‘Northamptonshire Transportation - Fit for ... Purpose’

The aim ‘fit for purpose’ means creating a network that delivers exactly what Northamptonshire needs to be able to function plus what it needs to be able to grow, no more and no less.
This overarching aim can then be broken down into six objectives that have been chosen to guide this Transportation Plan. These objectives have been drawn up to reflect the issues which have been identified as locally important through consultation, while at the same time reflecting wider national and local policy context. These objectives have been deliberately chosen to reflect the main impacts that transport can have on the wider community, rather than being linked to particular schemes or measures. They form the basis upon which the policies and programmes contained in this Plan have been developed.

1. **Fit for the Future** - creating a transport system that supports and encourages growth and plans for the future impacts of growth, whilst successfully providing benefits for the County.

2. **Fit for the Community** - through the transport system help to maintain and create safe, successful, strong, cohesive and sustainable communities where people are actively involved in shaping the places where they live.

3. **Fit to Choose** - ensuring that the people of Northamptonshire have the information and the options available to them to be able to choose the best form of transport for each journey that they make.

4. **Fit for Economic Growth** - creating a transport system that supports economic growth, regeneration and a thriving local economy and successfully provides for population and business growth.

5. **Fit for the Environment** - to deliver a transport system that minimises and wherever possible reduces the effect of travel on the built, natural and historic environment.

6. **Fit for Best Value** - being clear about our priorities for investment and focusing on value for money by prioritising what we spend money on and how it can be beneficial for the county as a whole and search for alternative sources of funding.

**Daughter Documents**

The Northamptonshire Transportation Plan (2012) is supported by a series of daughter document see figure 1. This suite of documents will include strategies or plans covering a range of transport themes and also detailed geographic strategies or plans for the Northamptonshire’s main towns and will contribute solutions towards the achievement of the overall objectives of the Northamptonshire Transportation Plan.

**Thematic Strategies**
- Road Freight
- Parking
- Bus
- Rail
- Walking
- Cycling
- Air Quality
- Road Safety
- Smart Travel Choices
- Highway Management
- Major Roads
- Highway Development
- Management

**Town Strategies**
- Brackley
- Corby
- Daventry
- East Northamptonshire
- Kettering
- Northampton
- Towcester
- Wellingborough

Figure 1: Northamptonshire Transportation Plan Document Framework

The Northamptonshire Transportation Plan fits in with the Northamptonshire Arc, helps to deliver the Core Spatial Strategies in West and North Northamptonshire and supports the work of the Local Enterprise Partnerships, namely Northamptonshire Enterprise Partnership (NEP) and South East Midlands Local Enterprise Partnership (SEMLEP).
Sustainable Transport

This authority supports a movement towards walking, cycling and the use of public transport away from the private car, as this will reduce congestion whilst having a positive effect on health and the environment.

The County Council expects developments to produce a travel plan in line using local and or Government guidance. The DfT have highlighted the importance of travel plans through ‘Making Residential Travel Plans Work: Guidelines for new development’. This highlights the main objectives of a travel plan, which includes lowering car travel and encouraging more sustainable modes and development, as well as providing guiding principles and a checklist for what should be addressed in a travel plan. The County Council sets out plans in the Smarter Travel Choices Strategy, daughter document to the Northamptonshire Transportation Plan (2012). The travel plan provision will be secured, where appropriate, through a planning obligation in agreement with the Local Planning Authority and the County Council.

A key element in supporting sustainable transport is good public transport and walking and cycling connectivity into and around a new development and into established local areas. Presence and promotion of infrastructure and services is essential in encouraging its use, particularly for shorter trips, and achieving modal shift.

Public rights of way

The County Council has a duty to sign and maintain 3,750 km Public Rights of Way (PROW). The County Council also has responsibility for Long Distance Paths, Permissive Access and for developing new access opportunities. New development may directly affect routes through for example:

• Requiring those that exist to be moved or adopted;
• Creating the need for new ones; or
• Requiring existing ones to be improved.

Where detached ways are proposed, it is in the public benefit that they be dedicated as public rights of way. Increased use will be made of off-site routes requiring enhanced maintenance incurring cost to the County Council. Therefore, where proposed development is likely to have an impact on PROW, the County Council will seek to negotiate a contribution.

Post-CIL Implementation

Where CIL has been adopted from April 2015 and beyond, the County Council expects to generate planning contributions for large scale strategic transport and highways infrastructure (e.g. A45 Northampton Growth Management Scheme) through CIL funding. Planning contributions for site specific transport and highways infrastructure will continue to be generated through S106 agreements.

Procedures

The County Council’s general approach is that it is not considered appropriate to set a threshold level over which development will contribute towards transport measures. Therefore all new development is liable to pay a contribution towards the transport mitigation measures proportionate to the impact of the development on the local infrastructure, which should be established through a Transport Statement or Assessment.

Site specific transport measures

The County Council will continue to negotiate site specific measures on a case by case basis. These are measures that the development requires to enable it to go ahead. These could be on-site e.g. public transport infrastructure or off-site e.g. alterations to a local junction. These measures should be provided by the developer and, where appropriate, will be secured by planning conditions and Section 278 agreements rather than through a planning obligation.

It is the preferred option of the County Council that planning obligations should take the form of a contribution from the developer towards the necessary infrastructure and services to enable the County Council to deliver the infrastructure at the appropriate time. In certain circumstances, and by agreement with the County Council, a developer may provide the infrastructure themselves using appropriate Section 278 agreements.

The County Council recognises that not all transport contributions will be able to be made up front due to the cost of infrastructure. However, the preference is for contributions to be phased ahead of the impact of the development to ensure infrastructure is in place when it is required. The phasing of payments will be dependent on the need for infrastructure to mitigate the development as it is built out. The County Council will continue to work with the local planning authorities to ensure that the phasing of transport schemes and other interventions is in line with local development strategies for that area. Where contributions are phased, the contribution will be index linked to an appropriate Price Index (Building Cost All Tender Price or Retail Price).

Creating Sustainable Communities: Planning Obligations Framework and Guidance Document January 2015
Waste management (household waste and recycling centres)

Improvements and additions to existing household waste recycling centres (HWRCs), (including replacement and extensions to existing static sites, additional sites and other building works), may be necessary in order to accommodate additional waste from new housing development. New residential development proposals will therefore be considered individually to assess their impact on the household waste recycling facilities serving the area within which the waste would be generated, taking into account other development that is already permitted and allocated in the Local Plan.

Prospective developers should be encouraged to ensure that the occupants of new dwellings are able to minimise the amount of waste they produce. Storage space should always be provided for recyclable materials and, wherever practicable, facilities should be provided for home composting. Where appropriate, and subject to consultation with the local District or Borough Authority, medium sized housing developments should include local recycling collection points and the inclusion of a neighbourhood recycling centre may be justified in larger developments.

SPD requirements

The Development and Implementation Principles Supplementary Planning Document (SPD) was adopted in March 2007. It identifies principles and provides guidance to support:

- Minimisation of development related waste;
- Provision of waste management facilities with other development;
- Innovative sensitive design of minerals and waste development; and
- Responsible stewardship which provides beneficial after-use of minerals and waste development.

The SPD is applicable to all development (in relation to the minimisation of development related waste, and the provision of waste facilities with other development), as well as minerals and waste development (in relation to development design and site restoration, after-care and after-use) within the Northamptonshire area.

Post-CIL Implementation

Where CIL has been adopted from April 2015 and beyond, the County Council expects to generate planning contributions for strategic waste infrastructure (e.g. waste transfer stations) through CIL funding. Planning contributions for site specific waste infrastructure will continue to be generated through S106 agreements.
The Fire and Rescue Service works on an integrated, countywide structure. Where a need for supporting infrastructure in relation to a proposed development is identified, a proportional contribution towards the cost of the infrastructure will be required.

The contribution will be based on the capital cost per dwelling in relation to the projected dwellings generated by the proposed development. The Contributions collected will be allocated to specific service/facility improvements which will be related to the development in question.

The County Council has a statutory duty to ensure efficient and effective fire and rescue provision and that the service contributes effectively to the wider community safety agenda. The County Council has an adopted response time to emergencies of 8 minutes. This response time takes into account a risk management plan work based on the mobilisations of services to respond to calls based upon existing population and location of existing fire stations.

Maintenance of the current level of fire and rescue provision across the county is required to maintain the ability to continue to meet the adopted response times into the future. New developments place additional demand for fire and rescue resources and therefore the County Council have developed a clear and transparent basis for seeking to mitigate this impact.

Contributions are based on an activity factor, i.e., the percentage of time spent on a particular activity for instance; 61% of fires attended by the service are residential with the remainder occurring in non-residential developments. This is reviewed annually and will be updated accordingly.

The main capital cost is to provide sufficient fire station capacity. There are currently 22 fire stations in Northamptonshire, each covering on average 13,541 dwellings. In order to maintain the current level of service, for each additional 13,541 dwellings, an additional fire station or equivalent increase in capacity of existing stations, fully equipped, is required.

Non residential

Currently the 22 fire stations cover 20,102 non-domestic premises. This means that each station on average covers 914 premises. The average property floorspace is 968 sq m. The per sq m contribution is therefore calculated using the capital costs of providing extended/new fire provision, taking into account the 39% activity factor for Non Residential property and the number of premises the fire service covers.

Fire hydrant provision

In addition to this capital cost, the County Council requires fire hydrants to be installed within all developments. On average, 1 fire hydrant is needed for every 50 properties or 5,000 sqm of non-residential property (although a risk based assessment will be required to confirm this) and the cost to install a fire hydrant is £892. This equates to a cost of £18 per dwelling or £18 per 100 sq m.

Post-CIL Implementation

Where CIL has been adopted from April 2015 and beyond, the County Council expects to generate planning contributions for strategic fire and rescue infrastructure (e.g., fire stations) through CIL funding. Planning contributions for site specific fire and rescue infrastructure will continue to be generated through S106 agreements. Fire hydrants will be delivered through planning conditions.

Whilst this capital contribution can be secured through a planning obligation, it is the preference of the County Council that fire hydrants should be designed into the development at the masterplan stage and implemented through a planning condition. Below is a suggested standard condition for securing fire hydrants:

No development shall take place until a scheme and timetable detailing the provision of fire hydrants and their associated infrastructure has been submitted to and approved in writing by the Local Planning Authority. The fire hydrants and associated infrastructure shall thereafter be provided in accordance with the approved scheme and timetable.

Reason

To ensure adequate water infrastructure provision is made on site for the local fire service to tackle any property fire.
Cultural services

“Toward a Standard Charge for Culture in North Northamptonshire” outlines the areas where benchmark charges, based on National standards, have been developed. These include:

- Museums
- Art spaces
- Libraries
- Archives
- Community and village halls
- Public art

This document outlines specific policy for County Council services (Libraries and Archives). The County Council acknowledges the importance of the cultural infrastructure for creating sustainable communities and enhancing the experience of new residents, and supports the need for a range of cultural services to be considered when looking at planning obligations from new developments. The County Council will work with the local planning authority to ensure that provision for cultural infrastructure is taken into account in planning obligations.

Libraries

Where a new development will generate additional need and library space requirement, contributions will be sought towards the capital costs of providing new, extended and/or improved library facilities. The County Council has developed a Library Strategy to 2021. This examines the improvements required across all library provision in the county to support the delivery of growth and will act as further local needs guidance for developers. However, the needs of the library services relating to new development proposals will have to be assessed individually and in context.

The County Council has adopted the National Library Tariff formula produced by the Museums Libraries and Archives Council (MLA). This includes:

- A minimum standard of 30 sq metres of new library space per 1,000 Population.
- A construction and initial equipment cost on a per sq metre (adjusted to reflect Northamptonshire building costs)

The starting point for the calculation is the building cost derived from the Building Costs Information Service (BCIS) of the Royal Institution of Chartered Surveyors. The figures are based on the updated costs of accepted tenders for 98 public library schemes across England over recent years and are published quarterly. The capital costs includes:

A. Northamptonshire adjusted model building costs (98% of national figure per sq m)
B. External works, car parking, hard standing, landscaping, security fencing, signage (assume 15%)
C. Design costs (assume 15% of cost of A + B)
D. Fitting out costs, including initial book etc stock and IT (88% of capital costs of A + B)

A cost is derived based on the local requirements. If the library needs capacity improvements and these can be delivered within the fabric of the building then just the fitting out costs D are used, if a physical expansion is required then all costs A - D are used. This then provides a per person cost.

The person generation factor is then applied to determine the number of persons a development is expected to generate. This is based on the housing size mix proposed in the application and the information from the latest population generation surveys (See Appendix 1).

New libraries

New library facilities may be required in one of two instances:

- The County Council has a target for 85% of the resident population to live within 2 miles of a static library. This will be maintained, where necessary, by sighting new libraries in new major developments.
- Where a library is within 2 miles of a new development, there may still be a requirement for a new library facility if the existing libraries in the area do not have space to expand, or if accessibility to these libraries is poor.

Where a new library facility is required on a new development, it is the preference of the County Council to have it co-located with other services. These could be any number of services including, but not limited to, schools, community halls or local health facilities. The site should also be located close to, or part of, the local centre. It will be necessary to refer to the Local Plans to determine the optimal spatial distribution of new libraries. Where a new library is required, the developer will be expected to provide a fully serviced site free of charge, the building costs, and the full capital costs of library equipment. The requirements of the library service will be appropriate to the location and size of the development.
Archives

Local authorities are required by The Local Government Act 1972 (s.224) to make proper arrangements for any documents that belong to, or are in the custody of, the council. The Public Record Act of 1958 places additional responsibilities for safe keeping upon local authorities who act as “Places of Deposit” for records covered by the Act. Other requirements with regard to access to information in records and archives have been placed on public bodies through the Data Protection Act 1998 and the Freedom of Information Act 2000 which came into force in 2005.

Archives are used by 5-7% of the adult population with this figure rising annually. Archives are an expanding resource with communities increasingly using them to provide information on family and local history and to develop community identity. They can be a positive tool for new developments in providing a focus for community development and an interaction with the existing communities.

The County Council will be establishing a service plan to highlight the impact of growth on the service and identify where new or expanded services are required to support growth in the county. The needs of the archive services relating to new development proposals will have to be assessed individually and in context.

The MLA provides a benchmark standard for Archives services and capital costs of expanding services:
- Benchmark of six square metres of new or refurbished archive space per 1000 population.
- Construction and initial equipment cost per square metre (at Northamptonshire costs).

Post-CIL Implementation

Where CIL has been adopted from April 2015 and beyond, the County Council expects to generate planning contributions for cultural services infrastructure (e.g. libraries) through CIL funding.
Social care

People who use social care services are by definition individuals vulnerable by their level of frailty, disability or ill health. This is accompanied by the need for specialist services and physical environments that enable normal living. Therefore the County Council believes that new developments need to ensure the availability of housing that is able to meet the needs of vulnerable people, the safety and accessibility of the community and community services for vulnerable people.

The total adult population of Northamptonshire is estimated to be 549,400 of which 118,100 people are aged 65 and over. One of the main challenges facing Northamptonshire in the future is the growth in the older people’s population. It is predicted that the over 65 population will increase by 25% by 2020. This is above the national average of 17% by 2020 (see Table 1). Northamptonshire’s ageing population and the migration of people of retirement age into the county is thought to be contributing to this upward trend.

### Table 1: Estimated population growth for Northamptonshire

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<tbody>
<tr>
<td>18-64</td>
<td>431,300</td>
<td>434,800 (0.8%)</td>
<td>439,700 (1.9%)</td>
<td>445,000 (3.2%)</td>
<td>449,400 (4.2%)</td>
</tr>
<tr>
<td>65+</td>
<td>112,900</td>
<td>121,500 (7.6%)</td>
<td>128,900 (14.2%)</td>
<td>135,300 (19.8%)</td>
<td>141,500 (25.3%)</td>
</tr>
<tr>
<td>90+</td>
<td>5,200</td>
<td>5,700 (9.6%)</td>
<td>6,300 (21.2%)</td>
<td>6,800 (30.8%)</td>
<td>7,400 (42.3%)</td>
</tr>
<tr>
<td>Totals</td>
<td>549,400</td>
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The potential market for care and support services is likely to be in the region of 25% of the County’s adult population, and likely to increase in the years to come (see Tables 1 and 2).

- Whilst access to services is mediated through the application of Fair Access to Care Services (FACS), this shows that only 2.4% of the adult population use Social Care services, equivalent to only 9.6% of the estimated potential population with a disability or mental health problem of 136,800.
- The majority of service users are located in and around the main urban centres. This is seen most clearly in the map of 18-64 year olds (Map 1).
- For 18-64 year olds, the estimated population change highlights that extra pressure may be on the areas where clients are highly concentrated. Northampton and Corby are forecasted to have the highest change in population and this is the area where currently the highest numbers of clients are located.
- For 65 year olds and over, the greatest change is estimated to occur in Daventry, South Northamptonshire and East Northamptonshire. This could require attention because currently here client levels are scattered, reflecting the rural nature of the districts. Therefore providing community-based services may be difficult but become a priority to reach all potential clients.
- The same is for clients aged older than 80 and 90. Whilst the majority of current clients are located in urban centres, the highest population change is estimated for more rural districts. For example in South Northamptonshire there is a 57.1% forecasted increase in population aged 90 and over, where current clients are sparsely located in the district. Therefore future services may need to be more tailored to reach future service users.
Table 2: Estimated population aged 18-64 in Northamptonshire with a disability or mental health problem

<table>
<thead>
<tr>
<th></th>
<th>2012 population</th>
<th>2014 population</th>
<th>2016 population</th>
<th>2018 population</th>
<th>2020 population</th>
</tr>
</thead>
<tbody>
<tr>
<td>People with moderate or serious learning disability</td>
<td>2,352</td>
<td>2,379</td>
<td>2,416</td>
<td>2,454</td>
<td>2,489</td>
</tr>
<tr>
<td>People with early onset dementia (aged 30-64)</td>
<td>182</td>
<td>184</td>
<td>188</td>
<td>194</td>
<td>202</td>
</tr>
<tr>
<td>People with common mental health disorder</td>
<td>69,610</td>
<td>70,109</td>
<td>70,873</td>
<td>71,663</td>
<td>72,443</td>
</tr>
<tr>
<td>People with moderate physical disability</td>
<td>33,997</td>
<td>34,260</td>
<td>34,821</td>
<td>35,519</td>
<td>36,177</td>
</tr>
<tr>
<td>People with serious physical disability</td>
<td>10,103</td>
<td>10,141</td>
<td>10,326</td>
<td>10,582</td>
<td>10,853</td>
</tr>
<tr>
<td>People with moderate or serious personal care disability</td>
<td>20,556</td>
<td>20,892</td>
<td>21,070</td>
<td>21,559</td>
<td>22,046</td>
</tr>
<tr>
<td>Totals</td>
<td>136,800</td>
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The County Council’s Planning Obligations Framework and Guidance ensures that new developments play a fair role in delivering the infrastructure and services required to facilitate and support new communities. It is the preference of the Council for local planning authorities and developers to address Social Care needs through the design of development through the following means:

- The level of Lifetimes Homes standards
- The integration of assistive technology within homes and the community
- Promotion of high BREEAM rating buildings to reduce future effects of fuel poverty on an ageing population
- Through the provision of social housing models of Extra Care and adapted accommodation with care support for people with disabilities

Principles

Vulnerable people will be supported to live in their own home throughout their life.

- Vulnerable people should not be forced to move from their chosen community due to the design limitations of their home or environment.
- Vulnerable people have a right to their own home and should not be forced to live with parents or in institutional care due to the lack of social or specialist housing.
- Design solutions should be developed to reduce the need for people to leave their homes and communities and move to residential care services.
- Local planning authorities and developers should work with the County Council to identify vulnerable groups and individuals and develop design solutions.

Existing market factors

The following are existing factors that need to be addressed:

- The Strategic Housing Market Assessments highlights the numbers of people with high needs as a result of frailty, disability or ageing. These are significantly higher in Northamptonshire than the national average.
- The availability of affordable and social rented accommodation is significantly below market requirements. This impacts on the availability of housing for vulnerable people and therefore the demand on social care funded residential services.
- Demographic growth will see increasing life expectancy. This will result in greater numbers of frail, disabled and older people.

New developments should not exacerbate existing problems. Therefore the County Council will look for new developments to address the above issues in the context of their new development.

It is the preference of County Council for local planning authorities and developers to address social care services through the design of development through the following means:

- The level of Lifetimes Homes standards.
- The integration of assistive technology within homes and the community.
- Promotion of high BREEAM rating buildings to reduce future effects of fuel poverty on an ageing population.
- Through the provision of social housing models of extra care and adapted accommodation with care support for people with disabilities.
- Working with County Council to identify the needs of vulnerable people and how developers can create living environments that enable these people to live in the community and not need residential care.

Lifetime homes

The type of service provided and the way they are delivered is changing. It is the preference of the County Council to move away from segregated residential care towards a community and home-based service. The needs of the individual are paramount, with care packages becoming more bespoke.

Developments should therefore look to apply Lifetimes Homes standards for all new housing. This will enable vulnerable people to remain in their homes for more of their life and therefore reduce the need for residential care and strengthen local communities.

Accessible communities

Estate planning and design needs to take into account vulnerable peoples’ needs. Walking, mobility scooters and wheel chairs are very important modes of transport for many vulnerable people. Communal areas need to be well lit, over looked by homes and have wide walkways for powered wheelchairs, cycles and pedestrians. Public toilet facilities need to ensure that they are able to meet the needs of people of all ages with complex and multiple disabilities. This will require full wash, change and feeding facilities within community centres.

Sustainable community infrastructure

Access to an appropriate mix of commercial, social and community infrastructure is of key importance. Many vulnerable people are not able to travel far and therefore receiving their service close to home is a key priority. The balance, accessibility and availability of services are a key component of supporting people at home. Accessibility planning tools and techniques should be used to provide a sustainable development.
Safe communities

Fear is a major cause of people seeking institutional care. This can be fear of falling, fear of isolation or fear of crime. Secured by Design must be implemented in a way that develops liveable solutions to promote a sense of community and community cohesion. Advice on this is provided in the Supplementary Planning Guidance (SPG) on Planning Out Crime.

Cost of new development on social care

The County Council will seek to deal with new developments in the manner outlined above. Through the implementation of Lifetime Homes standards, and involvement in the outlining of community facilities and master-planning of a new development, it is possible to mitigate the impact a new development has. However, some capital expenditure may be necessitated by new developments that do not follow this approach.

The County Council will seek to work with developers to ensure adequate design and facilities are included in new developments that will mitigate the impact on adult social care in the county. If it is clear that a development has not taken account of social care within its application the County Council will look to include costs for facilities for adult social care provision within the Section 106 agreement relating to that development.

Post-CIL Implementation

Where CIL has been adopted from April 2015 and beyond, the County Council expects to generate planning contributions for social care infrastructure (e.g. specialist care homes) through CIL funding.
Neighbourhood renewal

A new development has the potential to impact negatively on existing surrounding developments. The County Council, working with the local planning authorities, will seek to mitigate this impact through new development and minimise neighbourhood renewal challenges in specific areas, both those built as part of the development and those directly located next to it.

The preferred approach of the County Council towards issues affecting neighbourhood renewal is to support the local planning authority in addressing the issues in the planning and designing of new developments and through the master-planning process to avoid creating potential future areas of high deprivation at the outset.

A key feature of this is the community development approach whereby the local communities are involved in the design process and ensuring that there are good community networks and facilities. The adopted SPG on Planning Out Crime highlights spaces that could be used for anti-social behaviour and how these should be designed out of the development.

New developments can offer opportunities to both new and neighbouring residents. This can be done through simple design issues, such as encouraging walking; through developing programmes which enhance the skills of residents; and through Local Employment Agreements whereby the new business development includes a commitment to recruit from the local community.

The County Council will work with the developer and local planning authorities to ensure that new developments produce sustainable communities.

As the issues affecting neighbourhood renewal will not be relevant or consistent across all sites, the County Council will work with local planning authorities to identify any contributions that may be necessary on a site by site basis.
Other potential infrastructure considerations

Green infrastructure
The County Council will support the local planning authorities in requiring the developers to contribute towards the appropriate provision of green infrastructure as part of the development.

Biodiversity
The County Council has a duty to protect biodiversity. The County Council will support the local planning authorities in requiring the developers to contribute towards improving areas of open space and/or the creation of new habitats in order to maintain, enhance, restore or add to biodiversity interests, where they relate to new housing development. Such contributions towards biodiversity interests will assist local authorities discharge their responsibilities under the Section 40 of the Natural Environment and Rural Communities Act (2006).

Historic environment
Developers will usually be required to meet the costs of protecting or examining and recording archaeological remains or historic buildings through planning conditions or legal agreement. The County Council will support the local planning authorities in requiring the developers to meet these responsibilities.

Police
Northamptonshire Police have developed their own policy for mitigating the impact of new developments, and provide their own response on requirements for obligations to planning applications. The County Council works closely with the Police on planning application responses and will continue to do so. For information purposes a copy of the summary of the Police model used for calculating the Section 106 requirements is included in Appendix 2.

Training during construction
New development, particularly major developments, creates jobs which are important for the local economy. This includes during the construction phase. At this point there is also the opportunity to raise skill levels and job opportunities for local people which are fundamental objectives supported by the County Council.

The County Council supports the inclusion of training opportunities created as part of the construction of new developments and will support the Local Planning Authority in the use of Section 106, where appropriate, to enable this to happen. The County Council encourages developers to work with training programmes such as Construction Futures to establish a mechanism to ensure training spaces are provided as part of a new development.

Sports
The Northamptonshire Sports Partnership provides direct responses to planning applications. The County Council is part of the Sports Partnership and will look to support this organisation in ensuring that sports facilities are considered as part of planning applications. The County Council will also work with the Sports Partnership in looking at opportunities of co-location of services in new developments, where new or improved services are being considered as part of the application and where the applicable standards can be maintained.

Creating Sustainable Communities: Planning Obligations Framework and Guidance Document January 2015
Broadband

The Superfast Northamptonshire Project has ambitions to provide full coverage of superfast broadband to all residents and businesses of Northamptonshire by 2017. This requires new developments (both housing and commercial) to be directly served by high quality fibre networks. Supporting high quality communications infrastructure which provide a next generation network will bring a multitude of opportunities, savings and benefits to the county. It also adds value to the development.

There is increasing interest from major telecoms to deploy Next Generation Access to new developments. In order for the commercial communications market to be able to deploy to these new build areas, suppliers must be contacted and measures introduced at the earliest opportunity. Engagement at this early stage will ensure the required specification to enable fibre connectivity for all new developments in respect to receiving superfast broadband services is implemented.

It is advised that ducting works are carried out in co-operation with the installations of standard utility works. Any works carried out should be compliant with the Manual of Contract Documents for Highway Works—specifically Volume 1 Specification Series S00 Drainage and Ducts, and Volume 3 Highway Construction Details Section 1 – I Series Underground Cable Ducts (found at http://www.dft.gov.uk/ha/standards/mchw/index.htm). Contacts for Northamptonshire Highways are available on request from the Project Team.

Providing the infrastructure at this early stage will future proof Northamptonshire and ensure it’s at the leading edge of the global digital economy.

If the development proposal does not adequately address superfast broadband connectivity, the county council may request contributions to improve linkages to an available backhaul, exchange and the upgrading of an exchange where this has been identified as necessary to ensure superfast speeds can be provided.

It is the preference of the County Council that broadband connectivity should be designed into the development at the masterplan stage and implemented through a planning condition. Opposite is a suggested standard condition for securing broadband connectivity:

Residential

No dwellings shall be occupied until the appropriate telecommunication structures, ducting and connections are put in place to ensure that the development is able to receive superfast broadband speeds. The definition of superfast broadband speeds is based on Next Generation Access technical and access line speeds. Approval will be required by Northamptonshire County Council as the local body identified by Government for taking forward projects to deliver improved broadband in the area.

Reason

To ensure that the development is able to comply with the latest EU and national government targets for superfast broadband before dwellings are occupied. These conditions relate to internal telecommunications structures, ducting and connections.

For further information on the project please visit www.superfastnorthamptonshire.net or contact:
Ross Griffin:
Broadband Delivery Team
T: 01604 366641
E: rgriffin@northamptonshire.gov.uk
Monitoring, reporting, implementation and management

The County Council will ensure that its role in the development management process is maintained to a high standard. The roles of the development management function of the County Council is; to ensure a timely response to planning applications and queries, review accuracy of Section 106 agreements on behalf of the County Council, to continually maintain a Section 106 monitoring database. Produce regular reports, including reviewing the implementation and enabling activity that has been completed each year. To ensure this level of service is maintained and to support the implementation of the S.106 projects the County Council development management section assumes a 2% level of the project management fee included within the overall infrastructure costs, lowering to 0.5% for project spend over £2 million, these costs will be noted separately within the annual report.

The County Council will recharge its legal costs incurred in agreeing planning obligations and these are payable for work done regardless of whether agreements ultimately complete, legal work will be recharged on a time expended basis.

For further information regarding the framework and guidance note please contact:

developmentmanagement@northamptonshire.gov.uk
Ben Hunter  01604 366634
Mark Halsall  01604 367121
Appendix 1. Service area calculations guide 2014

This section provides a summary of the latest unit costs based on the approach outlined in Part 2 of the Planning Obligations Framework and Guidance document. These are the current day costs; the County Council will seek to use the most up to date costs available to them when responding to a planning application. This Summary document will be updated annually to ensure up to date costs are widely available to the public and developers.

Research undertaken in 2014 forms the basis for the contributions. This work enabled both Pupil and People Generation figures to be derived for different types of housing applications and the development of planning policy.

Education

If contributions are required for education, in line with the approach included in the Framework guidance, contributions are derived using the cost of pupil places standards adopted by the Department for Education (DFE) for determining capital allocations to local authorities. The current DFE cost multipliers (adjusted for Northamptonshire) are:

- Primary school place: £12,412
- Secondary School Place (>16 years old): £18,703
- Sixth Form Place (16-18 years old): £20,284

Summary Table: Contributions towards local education authority provision from residential developments

<table>
<thead>
<tr>
<th>Dwelling size</th>
<th>2 bed</th>
<th>3 bed</th>
<th>4+ bed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early Years</td>
<td>£3,724</td>
<td>£3,972</td>
<td>£4,220</td>
</tr>
<tr>
<td>Primary</td>
<td>£1,614</td>
<td>£3,972</td>
<td>£4,592</td>
</tr>
<tr>
<td>Secondary</td>
<td>£561</td>
<td>£3,180</td>
<td>£4,115</td>
</tr>
<tr>
<td>Sixth Form</td>
<td>£609</td>
<td>£1,420</td>
<td>£1,626</td>
</tr>
</tbody>
</table>

Contributions towards Early Years and Childcare (LEA provision)

<table>
<thead>
<tr>
<th>2 bed</th>
<th>3 bed</th>
<th>4 bed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pupil per dwelling ratio</td>
<td>0.3</td>
<td>0.32</td>
</tr>
<tr>
<td>Contribution per residential uni</td>
<td>£12,412 x 0.3</td>
<td>£12,412 x 0.32</td>
</tr>
<tr>
<td>= £3,723.60</td>
<td>= £3,971.84</td>
<td>= £4,220.08</td>
</tr>
</tbody>
</table>

Primary School (4-10) – Pupil Generation

<table>
<thead>
<tr>
<th>2 bed</th>
<th>3 bed</th>
<th>4 bed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pupil per dwelling ratio</td>
<td>0.13</td>
<td>0.32</td>
</tr>
<tr>
<td>Contribution per residential uni</td>
<td>£12,412 x 0.13</td>
<td>£12,412 x 0.32</td>
</tr>
<tr>
<td>= £1,613.56</td>
<td>= £3,971.84</td>
<td>= £4,592.44</td>
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</tbody>
</table>

Secondary School (11-15) – Pupil Generation

<table>
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<tr>
<th>2 bed</th>
<th>3 bed</th>
<th>4 bed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pupil per dwelling ratio</td>
<td>0.03</td>
<td>0.17</td>
</tr>
<tr>
<td>Contribution per residential uni</td>
<td>£18,703 x 0.03</td>
<td>£18,703 x 0.17</td>
</tr>
<tr>
<td>= £561.09</td>
<td>= £3,179.51</td>
<td>= £4,114.66</td>
</tr>
</tbody>
</table>

Sixth Form (LEA provided) – Pupil Generation

<table>
<thead>
<tr>
<th>2 bed</th>
<th>3 bed</th>
<th>4 bed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pupil per dwelling ratio</td>
<td>0.03</td>
<td>0.07</td>
</tr>
<tr>
<td>Contribution per residential uni</td>
<td>£20,284 x 0.03</td>
<td>£20,284 x 0.07</td>
</tr>
<tr>
<td>= £608.52</td>
<td>= £1,419.88</td>
<td>= £1,825.56</td>
</tr>
</tbody>
</table>

Fire services

The costs of Fire Contributions to maintain the current standards across the county and will help fund new station facilities; from residential development will be calculated as follows:

Residential contributions

FS – is the cost to build a new fire station - £2,000,000
FA – is the cost of new fire appliances and equipment - £351,000
AF – is the activity factor - 61%
DP – is the average number of domestic properties – 13,541
Contribution £106 per dwelling (FS+FA x AF)/DP

Non residential contributions

FS and FA is as above.
AF – is the activity factor 39%
NDP – is the average number of non-domestic properties - 914
PF – is the average property floorspace - 968 sq m
Contribution £104 per 100m2 (FS + FA x AF)/NDP/PF

Fire hydrant costs

In addition to this capital cost, the County Council requires fire hydrants to be installed within all developments. On average, 1 fire hydrant is needed for every 50 properties or 5,000 sqm of non-residential property (although a risk based assessment will be required to confirm this) and the cost to install a fire hydrant is £892. This equates to a cost of £18 per dwelling or £18 per 100 sqm. However, it is the preference of the County Council to secure the hydrant provision via a planning condition.
Libraries

A. Northamptonshire adjusted model building costs (98% of national figure of £1,279 per sq m) - £1,253.42 per sq m
B. External works, car parking, hard standing, landscaping, security, fencing, signage (assume 15%) - £188.01
C. Design costs (assume 15% of cost of A + B) - £216.22
D. Fitting out costs, including initial book etc stock and IT (88% of capital costs of A + B) - £1,268.46
H. Total = £2,926

Standard of 30sqm x £2,926/1000 = £88 per person

<table>
<thead>
<tr>
<th>Dwelling size (beds)</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contribution per dwelling</td>
<td>£109</td>
<td>£176</td>
<td>£239</td>
<td>£270</td>
</tr>
</tbody>
</table>

For fitting out of library where construction of library has been delivered by developer or expansion is within the existing fabric of the library. 30 x £1268/1000 = £38 per person

<table>
<thead>
<tr>
<th>Dwelling size (beds)</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contribution per dwelling</td>
<td>£47</td>
<td>£76</td>
<td>£103</td>
<td>£117</td>
</tr>
</tbody>
</table>

Archives

The MLA provide a benchmark standard for Archives services upon which the charge is based:

Benchmark of six square metres of new or refurbished archive space per 1,000 population. Construction and initial equipment cost per square metre (at Northamptonshire costs). = £3,528 per Sqm

6 x £3,528/1000 = £21 per person cost

<table>
<thead>
<tr>
<th>Dwelling size (beds)</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contribution per dwelling</td>
<td>£26</td>
<td>£42</td>
<td>£57</td>
<td>£65</td>
</tr>
</tbody>
</table>

Adult Social Care

Current Supply and Demand

Map 1:
All current service users aged 18-64 years against the project population increase by 2020

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Table 1: Estimated population growth for Northamptonshire

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Population</th>
<th>Population</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>549,400</td>
<td>549,400</td>
<td>549,400</td>
<td>549,400</td>
</tr>
<tr>
<td>2014</td>
<td>431,300</td>
<td>434,800</td>
<td>439,700</td>
<td>445,000</td>
</tr>
<tr>
<td>2016</td>
<td>432,000</td>
<td>439,700</td>
<td>445,000</td>
<td>549,400</td>
</tr>
<tr>
<td>2018</td>
<td>437,000</td>
<td>445,000</td>
<td>449,400</td>
<td>549,400</td>
</tr>
<tr>
<td>2020</td>
<td>444,000</td>
<td>450,000</td>
<td>456,000</td>
<td>562,000</td>
</tr>
</tbody>
</table>

Projected population increase for 18-64 year olds by 2020

Source: Popp 2011

Creating Sustainable Communities: Planning Obligations Framework and Guidance Document
January 2015
Table 2 Estimated population aged 18-64 in Northamptonshire with a disability or mental health problem

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>People with moderate or serious learning disability</td>
<td>2,352 (1.1%)</td>
<td>2,379 (2.7%)</td>
<td>2,416 (4.3%)</td>
<td>2,454 (5.8%)</td>
<td>2,489 (5.8%)</td>
</tr>
<tr>
<td>People with early onset dementia (aged 30-64)</td>
<td>182 (1.1%)</td>
<td>184 (3.3%)</td>
<td>188 (6.6%)</td>
<td>194 (11.0%)</td>
<td>202 (11.0%)</td>
</tr>
<tr>
<td>People with common mental health disorder</td>
<td>69,610 (0.7%)</td>
<td>70,109 (1.8%)</td>
<td>70,873 (2.9%)</td>
<td>71,663 (4.1%)</td>
<td>72,443 (4.1%)</td>
</tr>
<tr>
<td>People with moderate physical disability</td>
<td>33,997 (0.8%)</td>
<td>34,260 (2.4%)</td>
<td>34,821 (4.5%)</td>
<td>35,519 (6.4%)</td>
<td>36,177 (6.4%)</td>
</tr>
<tr>
<td>People with serious physical disability</td>
<td>10,103 (0.4%)</td>
<td>10,141 (2.2%)</td>
<td>10,326 (4.7%)</td>
<td>10,582 (7.4%)</td>
<td>10,853 (7.4%)</td>
</tr>
<tr>
<td>People with moderate or serious personal care disability</td>
<td>20,556 (0.7%)</td>
<td>20,692 (2.5%)</td>
<td>21,070 (4.9%)</td>
<td>21,559 (7.2%)</td>
<td>22,046 (7.2%)</td>
</tr>
<tr>
<td>Totals</td>
<td>136,800</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
For further information, please contact:
developmentmanagement@northamptonshire.gov.uk
Ben Hunter 01604 366634
Mark Halsall 01604 367121