



# DEVELOPER CONTRIBUTIONS EVIDENCE BASE

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## 1. Purpose of this document

- 1.1 This Developer Contributions Evidence Base document informs Section 12. 'Planning Obligations, Community Infrastructure Levy and Development Viability' of the Joint Local Plan Supplementary Planning Document (the JLP SPD). It presents methodologies to help identify the costs of mitigating the impacts of new development proposals on infrastructure, which itself helps guide the negotiation of planning obligations and the apportionment of Community Infrastructure Levy funds.
- 1.2 This Evidence Base covers the adopted JLP Plan Area which includes Plymouth, South Hams and West Devon councils. As far as possible and where appropriate, a consistent approach across the 3 authorities, and with it the Policy Areas of the JLP, has been sought. This has not always been possible. Plymouth City Council (PCC) is an urban unitary authority whilst South Hams District Council (SHDC) and West Devon Borough Council (WDBC) are largely rural districts. As such, evidence and methodologies may differ. Additionally, in South Hams and West Devon, developer contributions towards key infrastructure types such as Transport, Education, Health, Recycling Centres are the responsibility of Devon County Council (DCC) and will be subject to separate processes, not covered in this document.
- 1.3 There has been collaborative working with Devon County Council in the preparation of this document. This has been crucial in relation to the Plymouth Policy Area of the JLP in particular, where developer contributions will be sought by Devon County Councils and collected by South Hams Council for infrastructure provision inside Plymouth, e.g. education or transport infrastructure to support development in the urban fringe.
- 1.4 The evidence presented in this document is based on available data at the time of writing. This includes details of infrastructure needs as identified at Annex 1 of the JLP and in the Infrastructure Needs Assessment which formed part of the evidence base for the JLP and is updated as and when required. Updated Evidence Base reports will be prepared from time to time, and will be published on the Council's websites.
- 1.5 In respect of the use of this document in negotiating planning obligations, it should be noted that simply because a specific developer contribution has been identified in relation to mitigating an infrastructure impact, it does not necessarily follow that the councils will seek to negotiate the contribution. The document is intended as an aid to the negotiation process. Planning obligations will be negotiated on a case-by-case basis and will need to meet the requirements of Regulations 122 of the Community Infrastructure Regulations April 2010 (as amended), including the effects of the [Community Infrastructure Levy \(Amendment\) \(England\) \(No. 2\) Regulations 2019<sup>1</sup>](#) which came into force on 1 September 2019.

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<sup>1</sup><https://www.legislation.gov.uk/uksi/2019/1103/contents/made>

- 1.6 In particular, the councils must be satisfied that a planning obligation is necessary to make the development acceptable in planning terms; that the mitigation measures are directly related to the impacts of the development; and, are fairly and reasonably related in scale and kind to the development. It should also be noted that, in the case of re-developed sites, consideration will be given to existing or former development in the calculation of developer contributions, e.g. where existing housing is to be demolished and replaced by new housing then the developer contribution will be based on any net gain in housing numbers.
- 1.7 The evidence base focuses on developer contributions towards the following infrastructure types:
- Transport improvements, including strategic transport projects to address the cumulative impacts of growth, public transport provision, local highway and sustainable transport and behaviour change measures;
  - Education – early years, primary, secondary, post 16, SEN provision;
  - Health and wellbeing;
  - Green and open space – including strategic spaces needed to address the cumulative impacts of the growth of the city, as well as local spaces to meet community needs for recreation and play;
  - Sports and recreation infrastructure, including playing pitch provision; and,
  - European Marine Site - impact mitigation measures.

Infrastructure type	Approach	
	PCC	SH/WD
Transport	PCC – case by case basis	DCC – case by case basis
Education	JLP wide approach to costs of provision based on DfE guidance (N.B. PCC applies by bedroom numbers; DCC applies flat rate for 2+ bedrooms)	
Health	JLP wide approach to costs of provision (N.B. PCC applies contributions towards Wellbeing Hubs; DCC applies towards primary care provision)	
Green and open space; sport and recreation	JLP wide approach on PPA and TTVA basis – costings may differ	
European Marine Site	JLP wide approach on PPA and TTVA basis – costings may differ	

- 1.8 Affordable housing contributions / provision are covered at Section 4. 'Housing' of the Joint Local Plan Supplementary Planning Document (the JLP SPD).
- 1.9 Other potential developer contributions, such as for the loss of employment land; replacement tree planting; public realm; community facilities; travel plans; air quality improvements; bio-diversity net gain, fluvial and surface water flood risk

management measures, low carbon and carbon off-setting and others, may also be sought on a bespoke, case by case basis.

- 1.10 The contributions received will be pooled towards measures needed to mitigate the impacts of the development, and will be inclusive of all fees and costs.

## **2. Transport**

### **2A – Plymouth City Council**

- 2.1 Development that generates a transport need will have an impact on the city's local and strategic transport infrastructure that is likely to require mitigation. As the population of the JLP Plan Area grows as a result of new housing development and as new commercial development attracts new customers, so there will be an increase in trip generation and the demand for travel. The scale of growth necessitates major infrastructure investments to provide greater real travel choices with more reliable journey times across all modes of transport, alongside smarter choices measures to encourage people to try alternative means of sustainable transport.
- 2.2 In order to deliver sustainable development, the adopted JLP makes provision for a range of infrastructure and facilities to be delivered alongside the growth in housing and other development. Delivering this infrastructure in a planned and timely manner, enables development to happen when needed, and helps to protect communities.
- 2.3 Policy SPT9 of the JLP sets out the strategic principles for transport planning and strategy and this is reinforced at Policy DEV29 which states that development will be required to contribute positively to the achievement of a high quality, effective and safe transport system in the Plan Area, and promote sustainable transport choices and facilitate sustainable growth.
- 2.4 Measures to mitigate the impacts of new development can be met by reducing the demand for travel or reducing/removing the additional impact on the transport network. This might take the form of undertaking on-site measures or, contributing to demand management, e.g. sustainable travel solutions or travel planning, where it can be shown that this has a positive impact. Measures can also involve increasing network capacity through improvements or new provision, and providing walking and cycling facilities and subsidies for new public transport services to help establish sustainable travel behaviours from the outset. Where public transport contributions are sought, this will be inclusive of the costs of concessionary fares associated with those routes.
- 2.5 The transport infrastructure required to meet the growth aspirations of the JLP was identified in the accompanying Infrastructure Needs Assessment (INA) evidence base, as submitted at July 2017 (and periodically updated as new information emerges).

- 2.6 As at September 2019, there are over 140 transport infrastructure projects in the INA for the Plymouth Policy Area of the JLP with a total value of over £740m. Of these, 90 are 'key' infrastructure projects (defined as being strategic critical, local critical or strategic necessary), mostly new highway infrastructure, valued at £540 million over the period 2014 – 2034. It should be noted that not all projects have been costed, especially those that are medium or long term and therefore this figure is likely to be an underestimate of what is required.
- 2.7 The Plymouth Policy Area includes development sites in the urban fringe of Plymouth, e.g. at Sherford or Woolwell, but most of the required off site transport infrastructure falls within the Plymouth built up area. Behavioural change has been factored-in in determining the level of new transport infrastructure required to support Plymouth Policy Area's growth as part of the JLP. It may be considered appropriate that a proportion of the total developer contribution sought is used towards behavioural change measures to ensure that transport impacts are mitigated in the most sustainable way.
- 2.8 Apportioning this infrastructure investment across the levels of development proposed in the Plan is the starting point for negotiations about transport developer contributions. Although transport infrastructure has a number of established funding sources, including grants, historically approximately 25 per cent of transport scheme funding has come from developer contributions, principally from S106. Whilst this will never be enough, it does acknowledge that the scale of developer contributions should not affect the viability of development overall. It reflects the impact that new development has on increased travel demand but also acknowledges that the transport measures help to deal with the impact of natural growth. It is right that developers should continue to contribute, as one of the ways that they can mitigate the impacts of their developments.
- 2.9 Using this same proportion of the key infrastructure provision would equate to approximately **£135 million** spread across the quantum and types of development proposed in the JLP.
- 2.10 Additionally, it is estimated that around 80 per cent of developer contributions should be sought from new residential development with 20 per cent from commercial development, which equates to **£108 million** from new residential development; **£27 million** from new commercial development.

### **New housing development**

- 2.11 The JLP identifies the provision of 19,000 new homes in the Plymouth Policy Area from 2014 - 2034. £108 million divided by 19,000 homes is equivalent to an indicative figure of £5,684 per house, taken to be a 3 bedroom dwelling. This can then be factored up and down by average household size from 1 bed

to 5+ bedroom dwellings; and to include a figure for HMO / student bed space. Applying £5,684 for a 3 bedroom house, then this results in the following:

Dwelling size	Average house size	%	Contribution per dwelling
1 bedroom	1.33	51	£2,899
2 bedroom flat	1.86	71	£4,036
2 bedroom house	2.45	93	£5,286
3 bedroom	2.63	100	£5,684
4 bedroom	2.85	108	£6,139
5+ bedroom	3.13	119	£6,764
HMO/student bedspace	1	38	£2,160

### **New commercial development**

- 2.12 The JLP refers to 375,206 square meters (equating to approximately 82 ha. of land required) of employment floorspace within the Plan Area, of which 291,400 square meters falls in the Plymouth Policy Area, within the plan period.
- 2.13 £27 million divided by 291,400 is equivalent to £93 per square meters or £9,300 per 100 square meters. This indicative figure will be used in developer contribution negotiations to mitigate against the impact of new commercial development. However, it is recognized that some commercial uses, such as retail, will result in higher levels of trip generation than others. As such, developer contributions will be negotiated on a case by case basis and it is possible that some uses will generate higher asks whilst others will be lower than the indicative figure.

Commercial use	Indicative contribution per 100 sq.m
All commercial uses	£9,300

- 2.14 The impact of each development will clearly vary, and each negotiated contribution will need to comply with the three statutory tests. Some sites may have higher impacts than others, and this will be a function of the nature and quantity of development proposed, and the extent and state of the transport network over which the development is likely to impact. Hence some sites may need contributions higher than this and some lower.
- 2.15 For example, a site which is reliant on a transport intervention being in place before it can commence would be expected to make a significant contribution to the funding of that scheme. However, another site may only have impacts on parts of the network that are further away, and consequently the contribution to the improvement of those parts of the network would be less.

### **2B – South Hams and West Devon**

- 2.16 Refer to separate guidance provided by Devon County Council

### 3. Education infrastructure

#### 3A – Plymouth City Council

- 3.1 As the population of the JLP area grows, so too will the demand for education. The scale of growth through to 2034 will necessitate expanded and potentially new school, early years and Special Educational Needs provision.
- 3.2 Plymouth City Council has worked together with Devon County Council to establish an approach that strives for consistency across the JLP area, whilst reflecting the needs of an urban city and rural district areas. Devon County Council is the Education Authority for South Hams and West Devon. Both Plymouth City Council and Devon County Council have statutory responsibility for the provision of education infrastructure.
- 3.3 Recent Ministry for Homes, Communities and Local Government Planning Practice Guidance (September 2019) relating to Planning Obligations encourages councils to fund schools and other education buildings through developer contributions. This guidance is available at:  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/793661/Securing\\_developer\\_contributions\\_for\\_education.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/793661/Securing_developer_contributions_for_education.pdf)
- 3.4 Paragraphs 007 and 008 say local authorities should, ‘agree the most appropriate developer funding mechanisms for education, assessing the extent to which developments should be required to mitigate their direct impacts’. The Planning Practice Guidance also states that central government funding for schools is ‘reduced’ to ‘take account of developer contributions, to avoid double-funding of new school places’.
- 3.5 Subsequent guidance from the Department for Education (Securing developer contributions for education, November 2019) is available at:  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/793661/Securing\\_developer\\_contributions\\_for\\_education.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/793661/Securing_developer_contributions_for_education.pdf)
- 3.6 This reinforces the message that new school places necessitated by development should be funded through developer contributions.
- 3.7 Where a need is identified, education infrastructure contributions may be sought for the following areas:
- Early Years 0-5;
  - Primary Schools;
  - Secondary Schools;
  - Post 16;
  - Special Educational Needs (SEN); and,
  - Sustainable Travel.
- 3.8 This approach for calculating education developer contributions seeks to:

- Make development acceptable in terms of education – by ensuring that the need for additional pupil places generated by new development is mitigated;
- Ensure education and childcare requirements are justified and directly related to development proposed;
- Take account of committed and planned development;
- Recognise available capacity in existing provision; and,
- Avoid unacceptable travel distances to provision.

### **Calculating education infrastructure mitigation costs**

- 3.9 The contribution sought for addressing impacts on education capacity will be assessed on the net increase in the number of new school places generated by a development and the resulting capital cost to accommodate the increased demand.

### **Establishing pupil numbers arising from new development**

- 3.10 To establish the impact of existing and new development proposals on education facilities it is necessary to identify the likely number of pupils that will be generated.

- 3.11 Plymouth City Council has worked alongside Devon County Council to identify appropriate pupil generation figures. Using empirical research undertaken by Devon County Council (see Appendix for more details), it has been established that, on average, a 'family dwelling' generates approximately the following:

<b>Age range</b>	<b>Pupil ratio</b>
0 to 1	0.07
2 to 4	0.11
5 to 11 (Primary School age)	0.25
12 to 16 (Secondary School age)	0.15
17 to 18 (post 16)	0.06

- 3.12 Early Years provision (0-4) would have a pupil ratio of 0.09 (an average of 0.07 and 0.11).

- 3.13 Applying the above to different bedroom numbers results in the following recommended pupil ratios:

<b>Bedrooms</b>	<b>Early years</b>	<b>Primary</b>	<b>Secondary</b>	<b>Post 16</b>
2	0.07	0.22	0.12	0.04
3	0.09	0.25	0.15	0.06
4+	0.11	0.28	0.18	0.08

- 3.14 The DfE is currently producing a detailed methodology for calculating pupil yields which will be published in due course. Once published, the pupil ratio multipliers outlined above will be reviewed to ensure consistency with any national approach which may emerge.

- 3.15 In total, the city council estimates that approximately 3.7 per cent of the school population in Plymouth requires specific Special Education provision, in the main delivered through a local Special School. Special Educational Need pupils are currently showing a year on year increase.
- 3.16 It should be noted that affordable housing is included in education capacity and contribution calculations, as it generates a need for additional education facilities within a specific locality. In addition, the empirical evidence on which future requirements are based, takes account of education requirements associated with affordable housing.
- 3.17 Student accommodation, holiday homes and housing designated for older people will be excluded, assuming a condition to restrict occupation is attached to any planning permission.
- Establishing baseline school capacity**
- 3.18 When assessing the contribution appropriate from each planning application or development proposal, Plymouth City Council will factor in any current spare capacity in existing education and early years provision within the locality. When calculating the existing spare school places, two key factors will be incorporated:
1. The number of existing spare school places there are within the locality (or across the city in the case of Secondary provision), adjusted with an assessment of the likely places that are expected to be taken up by children in future years based on the number of known 0 – 5 year olds (who are in many instances already attending early years providers) for primary provision and known primary numbers for secondary provision.
  2. The number of school places taken up by existing but yet to be implemented planning permissions (factoring in capacity provided by developer contributions).
- 3.19 This approach will also be followed when considering baseline capacity for SEN.
- 3.20 When calculating the existing spare early years places, the capacity within schools, childminders, day nurseries and preschools will be considered and adjusted with an assessment of the likely places that are expected to be taken up in future years based on projections using data on live births secured from the NHS.
- 3.21 If insufficient capacity is identified in this process, then it is assumed that need will be met at the next nearest appropriate provision to the development site which does have uncommitted capacity, taking into account any additional costs associated with the need to provide school transport for pupils.
- 3.22 Plymouth City Council will seek contributions from developers where pupils arising from the development cannot be accommodated within existing capacity.

- 3.23 Additional facilities will either be provided through the expansion of an existing provision or through the development of a new provision – this will be determined by the circumstances of the nearest provision and the scale of the development on a case by case basis, taking account of wider development allocations. In respect of Special School places, it is recognised that it is possible provision will not necessarily be within close proximity. This may also require the provision of school transport.

#### Calculating the developer contribution

- 3.24 The Department for Education report (Securing developer contributions for education, November 2019) provides guidance on the costs of provision, with para 15. advising that the assumed costs of mainstream school places are based on national average costs published annually in the DfE school place scorecards (<https://www.gov.uk/government/collections/school-places-scorecards>), adjusted to reflect costs in the region, using BCIS location factors (0.99 regional factor for the South West). It also advises that the per pupil cost of early years provision is assumed to be the same as for a primary school; that further education places provided within secondary sixth form will cost broadly the same as a secondary school place; and, that special school (SEN) are set at four times the cost of mainstream places to reflect the need for more space per pupil.

- 3.25 The cost of pupil places in Plymouth using this approach is set out below:

Education infrastructure	Plymouth cost per place informed by DfE guidance
Early Years New Build	£19,417
Early Years extension	£16,432
Primary New Build	£19,417
Primary extension	£16,432
Secondary New Build	£23,725
Secondary extension	£22,513
Post 16	£23,725
Post 16	£22,513
SEN New Build	£86,284
SEN extension	£78,668

- 3.26 The table below applies the number of pupils generated from 2, 3 and 4+ dwellings and relates them to the cost of providing early years, primary, secondary and post 16 provision to show an indicative cost per dwelling. No figure is shown for SEN provision as this will be calculated on a case by case basis. The potential, indicative mitigation cost per dwelling:

Education	Bedrooms	Indicative cost per dwelling		Pupil ratio
		New build	Extension	
Early Years	2	£1,359	£1,150	0.07
	3	£1,748	£1,479	0.09
	4+	£2,136	£1,807	0.11

Education	Bedrooms	Indicative cost per dwelling		Pupil ratio
		New build	Extension	
Primary	2	£4,272	£3,615	0.22
	3	£4,854	£4,108	0.25
	4+	£5,437	£4,601	0.28
Secondary	2	£2,847	£2,701	0.12
	3	£3,559	£3,377	0.15
	4+	£4,270	£4,052	0.18
Post 16	2	£949	£900	0.04
	3	£1,424	£1,351	0.06
	4+	£1,898	£1,801	0.08

- 3.27 The new build or school expansion rate per pupil will be applied to each pupil for whom new capacity will need to be secured. Plymouth City Council, working with Devon County Council, will use the BCIS All in Tender price index to calculate uplift for inflation to the point that the mitigation payment is made, the base date being March 2019 (Q1 2019 index value = 322).
- 3.28 In accordance with DfE guidance, contributions towards Early Years provision will be sought at the same build cost rate as primary places. All new primary schools should incorporate early years provision.
- 3.29 Informed by DfE guidance, the rate required for Special Education places is estimated at 4 times the cost of mainstream places. The cost per place rates for SEN provision do not distinguish between primary or secondary but rather uses an average of the two.
- 3.30 Where it is necessary to build a new school or early years provision in order to provide places, a proportional contribution, directly related to the scale of development, will be sought towards the cost of land acquisition. Alternatively, suitable land may be set aside by the developer or the developer may provide the facility.
- 3.31 The cost of home to school transport, where applicable, will be based on actual costs on a development by development basis. In the main these costs will be based on existing routes already serving the area in accordance with the council's approach to entitlement to school transport.

#### **Payment triggers**

- 3.32 As a general rule, Plymouth City Council will seek financial contributions towards education provision to be paid in the following instalments:
- 50 per cent payment on commencement of the development
  - 50 per cent payment on occupation of 50 per cent of dwellings.
- 3.33 Payment of financial contributions in advance of the triggers outlined above will be welcomed. Later triggers may be accepted if developers demonstrate a valid

reason for a delayed payment. Equally the Council may seek contributions to be paid at an earlier date if the circumstances require it.

## **APPENDIX A – Background to methodology assumptions**

### **Pupil generation**

- 3.34 The pupil yields used to identify the number of pupils generated by each development are based on empirical research undertaken by Devon County Council based upon a door to door survey of new housing completed and occupied in all District Council areas in 1999. This survey included both market and affordable housing. This identified an occupancy level of 0.072 0-1 year olds; 0.108 2, 3 and 4 year olds; 0.25 primary age children; and, 0.18 secondary age children. Based on this, the same indices are used for early years and primary (0.25) with 0.15 at secondary level and 0.06 at post 16. Approximately 1.5 per cent of children were found to require a specialist place.
- 3.35 An analysis in 2009 of the completed housing in the Kings / Clyst Heath area in Exeter, and the number of pupils known to be living there, confirmed that the above indices were appropriate for applying to new housing developments. In 2015, a further analysis at Cranbrook suggested these indices are prudent.
- 3.36 The areas surveyed, including more recent analysis, are considered to be consistent with those found in Plymouth and therefore appropriate for use there.
- 3.37 Plymouth City Council, working with Devon County Council, will keep the rates under review as nationally, other Local Authorities have reported higher indices.
- 3.38 The DfE is currently producing a detailed methodology for calculating pupil yields which will be published in due course. Once published, the multipliers outlined above will be reviewed to ensure consistency with any national approach which may emerge.

### **3B – South Hams and West Devon**

- 3.39 Refer to separate guidance provided by Devon County Council.
- 3.40 The Devon County Council approach to the provision of education infrastructure is set out in the Education Infrastructure Plan 2016 – 2033 which can be viewed here: <https://www.devon.gov.uk/planning/planning-policies/pupil-place-planning>

## **4. Health infrastructure**

### **4A – Plymouth City Council**

- 4.1 New development, in particular housing development, leads to population growth which places additional pressures on existing health services including primary care such as general practice, community pharmacy, dental, and optometry services and secondary care through hospitals and specialists. Student housing will also add to these pressures. Whilst health services are in receipt of Government block funding, a combination of an ageing population and medical advances in

particular is placing significant financial pressures on health and social care services. Consequently, in order to mitigate the impacts, it is considered appropriate that new housing development should make a contribution towards necessary improvements in the city's health infrastructure.

- 4.2 The preferred approach for the use of developer contributions is to invest in the city's network of Wellbeing Hubs (see APPENDIX B for more details). Wellbeing Hubs enable more people to be healthy and stay healthy by enhancing self-care and community resilience, empowering communities to take active roles in their health and wellbeing. This is consistent with the Devon STP strategic priority to enhance self-care and community resilience. Wellbeing Hubs will contribute to the improved resilience of existing primary care services.
- 4.3 The methodology for calculating appropriate levels of developer contributions is based on costs that would otherwise be sought from development towards direct improvements to primary care infrastructure, in particular GP facilities. As such, the calculation of the cost of GP facilities is used as a proxy to determine the value of the contribution towards the network of Wellbeing Hubs across the city. The approach to the calculation of the cost of GP facilities is consistent with that currently used across the Districts within Devon County Council.

### **Calculation of developer contributions**

#### **New housing development**

- 4.4 For new housing development, the calculation is based on a combination of average household size and new dwelling size (number of bedrooms) data, to provide an indicator of population increase, together with estimated cost of primary care space data, as below:
1. Calculate the expected population increase resulting from the development (including affordable units).  
Average household size ranges from 1.33 for a 1 bedroom dwelling to 3.13 for 5+ bedrooms. Where the mix is not known, an assumed average of 2.2 people per household is used until further detail is available.
  2. Calculate the amount of additional Primary Care Space that would otherwise be required as a result of the population increase.  
NHS England has published 'size and space standards' which set out the appropriate size of GP premises (m<sup>2</sup> Gross Internal Area) in relation to the number of patients to be accommodated at the premises. These standards are given in Table 1 below. The table also shows the corresponding Gross Internal Area per patient (in m<sup>2</sup>):

<b>No. of patients</b>	<b>GIA</b>	<b>GIA per patient</b>
0-2,000	199m <sup>2</sup>	0.1m <sup>2</sup>
2,001-4,000	333m <sup>2</sup>	0.08m <sup>2</sup>
4,001-6,000	500m <sup>2</sup>	0.08m <sup>2</sup>
6,001-8,000	667m <sup>2</sup>	0.08m <sup>2</sup>

No. of patients	GIA	GIA per patient
8,001-10,000	833m <sup>2</sup>	0.08m <sup>2</sup>
10,001-12,000	916m <sup>2</sup>	0.08m <sup>2</sup>
12,001-14,000	1000m <sup>2</sup>	0.07m <sup>2</sup>
14,001-16,000	1083m <sup>2</sup>	0.07m <sup>2</sup>
16,001-18,000	1167m <sup>2</sup>	0.06m <sup>2</sup>
18,001-20,000	1250m <sup>2</sup>	0.06m <sup>2</sup>

Table 1: NHS size and space standards

The size standards have been produced by the NHS as part of a document entitled 'Premises Principles of Best Practice Part 1 – Procurement and Development' which is yet to be published. The space standards are used with Health Building Note 1-01 which is used within this methodology to determine costs.

In most instances, GP premises would fall within the range 2,001 – 12,000 patients giving an average requirement of 0.08m<sup>2</sup> per patient.

- Calculate the cost of new healthcare premises.  
Cost guidance is based on a Healthcare Premises Cost Guide (HPCG) published by the Department of Health. This provides a cost per square metre for building and engineering services for different healthcare departments based on overall gross internal area for real, built schemes. The methodology for costings can be found in the HPCG4 (2010). Table 2 below identifies the 2010 HPCG costs per m<sup>2</sup> for 'Facilities for primary and community care services' (as covered by Health Building Note 11-015). Costs are based on new-build, two-storey premises operating independently on a greenfield site. The figures given are based on a Median Index of Public Sector (MIPS) of 480.

Type	2010 HPCG (based on a MIPS index of 480) per m <sup>2</sup>			
	Public space	Staff space	Clinical space	Overall space
Primary Care (including GP surgeries)	£2,060	£1,820	£2,160	£2,040
Extended Primary Care	£1,870	£1,650	£2,210	£1,990
Community Hospital	£1,840	£1,620	£2,440	£2,200

Table 2: 2010 Healthcare Premises Cost Guidance for 'facilities for primary and community care'

The MIPS index upon which these figures are reported is no longer published. Accordingly, it is recommended by the Department for Business Innovation and Skills (now the Department for Business, Energy and

Industrial Strategy) that the PUBSEC index should be used as an alternative. Using a conversion factor of 2.778, MIPS 480 is equivalent to PUBSEC 173.

As at September 2016, it was reported by the Building Cost Information Service (BCIS) that the PUBSEC 'reporting level' is 195 (a 12.7 per cent increase from the 2010 index). Taking this increase into account, figures adjusted from the HPCG 2010 figures are presented in Table 3:

Type	Adjusted HPCG (based on a PUBSEC index of 195) per m <sup>2</sup>			
	Public space	Staff space	Clinical space	Overall space
Primary Care (including GP surgeries)	£2,322	£2,051	£2,434	£2,299
Extended Primary Care	£2,107	£1,860	£2,491	£2,243
Community Hospital	£2,074	£1,826	£2,524	£2,479

*Table 3: Adjusted Healthcare Premises Cost Guidance for 'facilities for primary and community care'*

4. Calculate the value of developer contributions:

Table 4 below shows the value of developer contributions for various dwelling sizes, using the information identified at steps 1-3 above. An average GIA of 0.08 per m<sup>2</sup> has been used together with the overall primary care space cost of £2299 per m<sup>2</sup>, i.e. for 1 person,  $2299/0.08 = 184$

Dwelling size	Average household size	Contribution (£)
1 bedroom	1.33	245
2 bedroom flat	1.86	342
2 bedroom house	2.45	451
3 bedroom	2.62	482
4 bedroom	2.85	524
5+ bedroom	3.13	576
Per bed space (other residential)	1	184

*Table 4: Developer contribution per dwelling*

Based on the above, an example housing development would be as follows:

100 houses comprised of 30 x 2 bed houses; 40 x 3 bed houses; 30 x 4 bed houses.

2 bed 30 x £451 = £13,530 (based on 30 x 2.45 x 451)

3 bed 40 x £482 = £19,280 (based on 40 x 2.62 x 482)

4 bed 30 x £524 = £15,720 (based on 30 x 2.85 x 524)

Total = £48,530

In this example, a health developer contribution of £48,530 would be sought towards the network of Wellbeing Hubs across the city.

#### **Purpose Built Student Accommodation**

4.5 Developer contributions towards purpose built student accommodation is calculated at an average household size of 1 per bed space. To allow for 40 week occupation, the calculation is reduced to 0.8.

4.6 Based on the above, an example purpose built student accommodation development would be calculated as follows:

100 bedspace purpose built student accommodation development.  
 $100 \times 0.8 \times 184 = £14,720$

4.7 In this example, a health developer contribution of £14,720 would be sought towards the network of Wellbeing Hubs across the city.

#### **APPENDIX B - Background information on Wellbeing Hubs:**

##### **Devon STP Integrated Care Model (ICM):**

4.8 Plymouth City Council and the Devon CCG have a long and established record of cooperation and collaboration. Since December 2016, partners in the health and care system across Devon have been working with a shared purpose to create a clinically and financially sustainable health and care system that will improve the health, wellbeing and care of the population. There are four strategic priorities:

- Enable more people to be healthy and stay healthy
- Enhance self-care and community resilience
- Integrate and improve community services and care in people's homes
- Deliver modern, safe and sustainable services

##### **Wellbeing Hubs:**

4.9 Wellbeing Hubs are an integral part of the ICM, with a focus on prevention, early intervention, empowering communities and providing support for those in need. The vision for Wellbeing Hubs is to develop 'a network of integrated resources working together to enable and support people in the local community to live independently and make life choices that will improve their health and wellbeing'.

4.10 Wellbeing Hubs will:

- Offer services provided by community members, volunteers, paid staff across public, private, and community / voluntary sectors
- Communicate and work together to provide joined up, quality, consistent information and support for individuals to promote wellbeing, independence, recovery and reablement.
- Make sense locally; the Hub will reflect the local population's needs, and work with the different networks in different neighborhoods

- Make the best use of available estate
- Be accessible and inclusive e.g. Dementia Friendly

- 4.7 The integrated resources would include (but not be limited to);
- Housing, benefits, debt, health and social care advice and advocacy
  - Healthy Lifestyles and health and wellbeing promotion (e.g. smoking cessation)
  - Counselling, befriending and other mental health support
  - Long-term conditions (physical and mental) self-management education, and 1 to 1 support
  - Employment, education, training, volunteering, learning and digital inclusion
  - Social, arts, crafts and peer support activities
- 4.8 The Wellbeing Hubs will be underpinned by a comprehensive social prescribing service, supporting people identified as in need to access the right support for them, as well as staff trained in brief interventions and MECC (Making Every Contact Count), and an IT system containing all the relevant information required, providing a 'virtual hub' with an online advice and information offer that can be accessed from anywhere. Some Wellbeing Hubs will take a lead on specific groups or topics city-wide; for example, veterans' health, accelerating mental health needs, carers' health, learning disabilities and sensory impairment. Support provided includes:

#### **Social Prescribing**

- 4.9 Social prescribing schemes offer a range of benefits to the healthcare system (as well as benefits to the individual), through reductions in demand. The total value of all benefits accruing to all stakeholders gives a very supportive picture of social prescribing. To estimate the potential benefits in Plymouth, we have referred heavily on evaluation of the Rotherham Social Prescribing Service, which found significant reductions in the use of acute hospital services:

#### **Signposting and support**

- 4.10 The Health and Wellbeing Hubs will offer a wider offer of signposting and community engagement than simply social prescribing. The evidence base is less strong for this, since the definition of the intervention tends to be broad.
- 4.11 As an estimate, the impact of this support in terms of NHS use might be 10-20 per cent of that from social prescribing; but this is still considerable as numbers of people accessing these services will be larger once each hub is up and running. Footfall will vary in each hub but we know that the Jan Cutting HLC has a footfall of around 750 per week; given that there are differing patterns of attendance, an estimate of annual footfall is at least 3000 people.

### **Behaviour change**

- 4.12 Behaviour change will be an important part of the work of Wellbeing Hubs. The four behaviours that we focus on are those which cause the most disease and disability in our populations; alcohol, diet, physical activity and smoking.

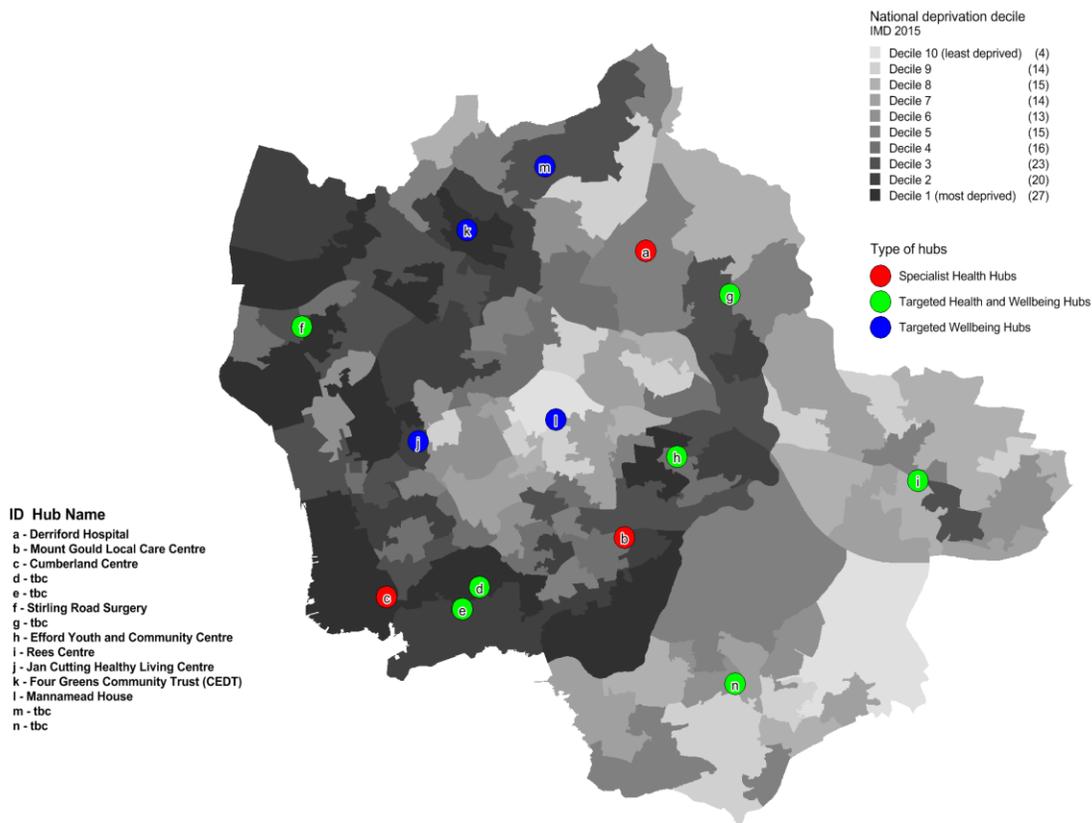
### **Advice and Information**

- 4.13 Though there is no robust cost saving data available for information and advice, there is a simple logic model which suggests that this service is worthwhile. Each quarter, 2500 people are supported with some information and advice. 50-150 are complex issues and there is evidence of multiple issues being resolved. For example, around £1 million of benefit payments that have not been reaching the right individual have been achieved, often for people and families who are disabled. This is likely to make a significant difference to their lives, and is highly likely to result in improvements to the management of their condition, which in turn reduces healthcare need.
- 4.14 The network of integrated resources will cover 4 tiers;
- **Specialist Health Hubs** - Places where people already go for medical interventions; people will be supported and signposted into services that can help them to address some of their wider needs which would not be met through a medical intervention, with the aim of improving their health and wellbeing, helping them to manage the health condition and preventing the onset of others.
  - **Targeted Health and Wellbeing Hubs** - Places where Primary Care (particularly GP practices) can be brought together with wellbeing and social care, providing a comprehensive offer of health and wellbeing under one roof. (This requires new build or refurbishment of premises to provide better integration of services)
  - **Targeted Wellbeing Hubs** – Places where people and services naturally congregate, where wellbeing and social care services will be brought to local communities. Links to Primary Care will be strengthened particularly through social prescribing.
  - **Universal Tier** – Places where people go for other services. The ambition here is to ensure that all community assets (libraries, primary care, churches and other community groups) are able to carry out brief interventions with people, and signpost them onto the best service and/or the local Hub to meet their needs. (Making Every Contact Count model). The robust use of ICT is key here; we have a 'Plymouth Online Directory' which is currently being improved to include better, more accessible engagement tools, simple, clear access to advice and information and better reporting to assist with maintenance and to gain insight on usage. We also have a volunteering website 'Our Plymouth' which will link in closely and provides a social network style platform to foster social engagement and increase awareness of wellbeing services.

## 4.15 The current list of Hubs is as follows:

Name	Description	Estimate opening
<b>Specialist Health Hubs</b>		
Cumberland Centre	The Cumberland Centre is an Urgent Treatment Centre including locality mental health teams, which will incorporate the full range of Wellbeing Hub Services; it also has a large GP Practice and a pharmacy within the same complex.	March 2019
Mount Gould Local Care Centre	Mount Gould is subject to a master planning exercise which will result in more acute services being delivered here and will include GPs and wellbeing services.	October 2019
Derriford Hospital	Derriford Hospital is a large teaching hospital serving Plymouth and nearby areas of Devon and Cornwall. It is a regional trauma centre and also provides tertiary cardiothoracic surgery, neurosurgery and renal transplant surgery for the South West Peninsula. Many people attending hospital have the capacity to benefit from the services being offered as part of Wellbeing Hubs, and being able to start to support people during an attendance or an admission is likely to help their health and wellbeing as well as having the potential to reduce demand on the hospital.	TBC
<b>Targeted Health and Wellbeing Hubs</b>		
Ocean Health (Stirling Road)	Ocean Health is GP Practice, in a deprived area. The Wellbeing element of the hub will be delivered across 3 locations in a hub-and-spoke manner; the GP practice, the local library (St Budeaux) and in Barne Barton Pharmacy (Barne Barton is an isolated deprived area).	March 2019
City Centre	In early stages of planning, it is hoped to develop a GP practice, Dental surgery and Wellbeing Hub in a city centre building which is about to undergo comprehensive refurbishment. This may also include relocation of an existing Young People's support services providing much better facilities. The area in the city centre is easily accessible and regularly used by our most in-need communities; it is also close to other facilities such as pharmacy, Council 'First Stop Shop', a Memory Café (dementia support) and the local market. We are also working to develop a dental practice led by the social enterprise connected with the Peninsula Dental School.	March 2020
Estover	Building yet to be identified, will work with GPs and Livewell Southwest to identify a building	March 2020
Efford TBC	Council owned Youth and Community Centre, OPE plan to redevelop site as a health and wellbeing hub including a GP practice and pharmacy, youth and wellbeing facilities	March 2020

Name	Description	Estimate opening
Stonehouse	A 'Complex Lives' hub, based in one of our most deprived areas, which will provide services for people and families with significant health, social and wellbeing challenges (such as the homeless and those with substance misuse issues). This will include a GP practice with specialist skills working with this group. Being led by CVS.	TBC
Rees Youth Centre, Plympton	Discussions are underway around the development of a 'Primary Care Home' Wellbeing Hub to explore further the potential of this model of healthcare for potential spread across the city. This is based in one of our less deprived areas, so offers less opportunity for reducing inequalities but does offer potential for shifting demand to lower cost services. Timeline to be confirmed	TBC
Plymstock TBC	To be confirmed	TBC
<b>Targeted Wellbeing Hubs</b>		
Jan Cutting Healthy Living Centre	Wellbeing Hub in a deprived area, providing full range of support to the local community. Includes Head Space, an out-of-hours service for people who consider that they are approaching a mental health crisis. This runs in a non-clinical setting with a safe, calm and structured environment, with the goal of de-escalating crises.	OPENED March 2018
Four Greens	A Community Economic Development Trust in a deprived part of the city, already includes a Children's Centre and community activity; is now developing an offer for people with long-term conditions including time banking, education, peer support; is a target area for the National Diabetes Prevention Programme.	12 October 2018
Improving Lives, Mannamead	A Wellbeing hub with a specific remit to work across the city to promote and improve the health of some specific groups in the population who are in need, including veterans, carers, people with learning disabilities and those with Sensory disabilities.	27 October 2018
Southway TBC	Building yet to be identified, possibly the Council Community Centre and Children's Centre.	March 2020



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## 4B – South Hams and West Devon

Refer to separate guidance provided by Devon County Council

### 5. Green and open space, sport and recreation

#### 5A Plymouth, South Hams and West Devon Councils

- 5.1 Developer contributions have an important role to play in ensuring that the green infrastructure impacts and needs of new development are met. The Plymouth and South West Devon Joint Local Plan (the JLP), supported by the various Open Space Assessments building on the 2010 Plymouth Green Infrastructure Delivery Plan, provides a strong local policy and delivery justification for the use of planning obligations in relation to both local and strategic green infrastructure impacts.
- 5.2 Each new home potentially has an impact on the city's existing green infrastructure, or creates a need for new green spaces. Developer provision of, or contributions to, green infrastructure delivery and/or management may therefore be necessary to make the development acceptable in planning terms.

- 5.3 Figure 3.2 of the JLP sets out measures against which the sustainability of development can be assessed including in relation to the quantity, quality and accessibility of green space across the JLP area.
- 5.4 The Plymouth Policy Area Open Space Assessment (POSA) defines Accessible Natural Greenspace as Amenity Green Space, Parks and Gardens, and Natural and Semi-natural green space within the PPA and sets the following quantity standards for its provision:

Type of open space	Quantity standard (ha per 1,000 population)
Amenity Green Space	1.44
Parks and Gardens	1.15
Natural and Semi-natural green space	2.5
<b>Total accessible natural Greenspace</b>	<b>5.09</b>
Allotments	0.15

*Table 1: Quantity standards for PPA Green space provisions*

- 5.5 The Plymouth Play assessment 2017 sets out the following Play Space provision standard for the Plymouth Policy Area.

	Quantity standard (ha per 1,000 population)
Play space	0.08

*Table 2: Quantity standards for PPA Play Space provision*

- 5.6 In relation to sport provision within the Plymouth Policy Area the JLP and the Plymouth and South West Devon Sports and Leisure Facilities Plan 2016 to 2034: Assessment report require the following for sport provision within the Plymouth Policy Area:

Type of open space	Quantity standard (ha per 1,000 population)
Playing Pitches	0.79
Wet Sports Facilities	0.0107
Dry Sports Facilities	0.0490
Outdoor Sports Facilities	0.0951

*Table 3: Quantity standards for PPA Sports provision*

- 5.7 The Thriving Towns and Villages Open Space, Sport and Recreation (OSSR) Study has determined quantity standards of green and open space, sports, play and recreation provision based on an audit of need and provision. These standards are shown in Table 4 below:

Type of open space	Quantity standard (ha per 1,000 population)
Accessible Natural Greenspace (may be parks and gardens or amenity greenspace depending on local circumstances)	1.91

Playing Pitches	1.27
Playing Pitches – changing rooms	0.006
Play Facilities (equipped and to be buffered in accordance with FIT guidance)	0.09
Wet Sports Facilities	0.0101
Dry Sports Facilities	0.0449
Outdoor Sports Facilities (tennis courts and bowling greens)	0.046
Allotments	0.15
Greenways	As required to provide effective links between destinations
Cemeteries and Churchyards	As defined by Town/Parish level need
Civic Space	Developments of 50+ dwellings may seek to incorporate new civic spaces in line with quality and accessibility standards.

*Table 4: Quantity standards for open space, sport and recreation provisions*

- 5.8 Besides the above standards the JLP designates a number of Strategic Green Spaces (SGSs), which will assist in mitigating any potential recreational impacts on the South Dartmoor Woods SAC and protected landscapes. The LPAs will take a pro-active approach towards delivering and improving these SGSs:
- Sherford Community Park will be delivered as part of Sherford New Community.
  - Woolwell Community Park will be delivered as part of Woolwell new community as set out in JLP policy PLY44
  - Central Park, Saltram Countryside Park, Derriford Community Park and The Plym Valley SGSs will be delivered through a number of funding streams which will include developer contributions from development within the PPA towards specific improvement projects within these green spaces in line with the below charging schedule. These SGSs are essential to deliver sustainable Development within the PPA.

- 5.9 Mitigation of greenspace impacts of development can be either on-site or off-site, depending on the circumstances of the case. (see Table 5). Reflecting the rural nature of the TTVA (i.e. where a minor development can apply significant pressure on existing facilities or the need new facilities), contributions towards improving existing/new facilities may be sought for developments of 5-10 dwellings.

OSSR Type	Number of dwellings				Comments and minimum size for on-site provision
	5-10 (applies in TTVA only)	10-49	50-199	200+	
	N/A	Off Site	Off Site	On Site	<b>PPA:</b> Projects will be identified for each S106 request

OSSR Type	Number of dwellings				Comments and minimum size for on-site provision
	5-10 (applies in TTVA only)	10-49	50-199	200+	
PPA only - Amenity Green Space		On Site	On Site		
PPA only - Natural and Semi-natural green space		Off Site	Off Site	On Site	<b>PPA:</b> Projects will be identified for each S106 request
		On Site	On Site	On Site	
TTVA only - Accessible Natural Greenspace	Off Site	Off Site	Off Site	On Site	<b>TTVA:</b> Refer to South Hams/West Devon Green Infrastructure Framework and Town/Parish OSSR Plans for information on projects in locality, and to Greenspace Audit. No fixed minimum size but facility must function well and be an integral part of design and layout
	On Site	On Site	On Site		
Playing Pitches	Off Site	Off Site	Off Site	Off Site	Will need to meet minimum Governing Body standards. See Sport England “Comparative sizes of Sports Pitches and Courts”
			On Site	On Site	
Play Spaces / Provisions for children and Young People	Off Site	Off Site	On Site	On Site	While in general LAPs are not supported, in the 10-49 range the Councils may consider a split of LAP on site and off site contribution to a LEAP (if there is evidence of local need), or a sole off-site contribution to LEAP. Minimum size for onsite LAP is 100m <sup>2</sup> (excluding buffer zone) and has to demonstrably work in design and functional terms. Small, isolated LAPs will not be supported and off site provision may be sought in lieu. Minimum size for onsite LEAP is 400m <sup>2</sup> (excluding buffer zone).
		On Site			
Allotments	Off Site	Off Site	Off Site	On Site	<b>TTVA:</b> normal minimum is 6 plots giving 0.18ha. Smaller sites may be considered where local
			On Site		

OSSR Type	Number of dwellings				Comments and minimum size for on-site provision
	5-10 (applies in TTVA only)	10-49	50-199	200+	
					circumstances provide opportunities <b>PPA:</b> new allotments areas shall be no smaller than 0.5ha
Greenways (TTVA) and Green Corridors (PPA)	Off Site	Off Site	Off site	Off site	<b>Each development will need to deliver a well-connected development incorporating where appropriate green connection to the wider town and landscape</b> <b>TTVA:</b> Off-site contributions towards greenway/recreational links may be sought reflecting both objectives and specific projects identified in the South Hams/West Devon Green Infrastructure Framework and Town/Parish OSSR Plans <b>PPA:</b> S106 request will depend on the site location
Sport and Leisure Facilities	Off Site	Off Site	Off site	Off site	<b>TTVA:</b> As defined by Town/Parish level need (including Neighbourhood Plans/Town or Parish OSSR Plans) <b>PPA:</b> As identified in the relevant strategy
Cemeteries and Churchyards	Off Site	Off Site	Off site	Off site	<b>TTVA:</b> As defined by Town/Parish level need <b>PPA:</b> As identified in the relevant strategy
Parks and Gardens	Off Site	Off Site	Off site	Off site	<b>TTVA:</b> Developments in Area Centres may be required to contribute to improving quality and accessibility to existing parks and gardens in those towns <b>PPA:</b> Developments may be required to contribute to improving quality and accessibility to existing parks and gardens. Where development is of a sufficient scale and a local
			On Site	On Site	

OSSR Type	Number of dwellings				Comments and minimum size for on-site provision
	5-10 (applies in TTVA only)	10-49	50-199	200+	
					need is present on-site provision may be sought.
TTVA only - Civic Spaces	Off Site	Off Site	Off Site	Off Site	TTVA: Developments may be required to contribute towards enhancing and improving accessibility to existing civic space. Developments of 50+ dwellings may seek to incorporate new civic spaces in line with quality and accessibility standards.
			On Site	On Site	

Table 5: On site Provision or Off Site Financial Contribution

- 5.10 Table 6 sets out the quantity of Green and Open Space, Sport and Recreation Measures provisions per 1,000 population and per person, and offsite financial contribution per m<sup>2</sup> and per person for the Plymouth Policy Area.

Green and Open Space, Sport and Recreation measure	On site provision		Off-site financial contribution		Comment
	ha/1,000	m <sup>2</sup> /person	£/ha	£/person	
Amenity Green Space	1.44	14.4	202,741.32	291.95	These costs are based on exemplar PCC street services costings
Parks and Gardens	1.15	11.5	473,840.28	544.92	These costs are based on exemplar PCC street services costings
Natural and Semi-natural green space	2.5	25	83,395.88	208.49	These costs are based on exemplar PCC street services costings
Playing Pitch	0.79	7.9	709,746.84	560.70	These costs are based on previous SPD costs adjusted for inflation
Allotments	0.15	1.5	104,719.00	15.71	These costs are based on exemplar PCC street services costings
Play Spaces (equipped area only, not including buffer)	0.08	0.8	2,865,127.50	229.21	These costs are based on previous SPD costs adjusted for inflation

Green and Open Space, Sport and Recreation measure	On site provision		Off-site financial contribution		Comment
	ha/1,000	m <sup>2</sup> /person	£/ha	£/person	
			£/m <sup>2</sup>	£/person	
Outdoor Sports Facilities (tennis courts, outdoor bowls)	0.0951	0.951	175	167	Standard calculated based on assessment of existing facilities (Appendices 5 and 6), and costs from Sport England Quarterly Costs (2 <sup>nd</sup> qtr, 2016). Requirements to be based on evidence of local need/deficiencies as identified Neighbourhood Plans.
Green Corridors					Each development will need to deliver a well-connected development incorporating where appropriate green connection to the wider town and landscape. S106 request will depend on the site location
Cemeteries and Churchyards					As identified in the relevant strategy
TOTAL			<b>£2,017.98</b>		This is the per person cost of capital provision of these standards of open space. This cost applies to provision of new open space/facilities or enhancing existing facilities (notably outdoor pitches or play which may often include provision of new facilities). Contribution per person is taken to be a reasonable

Green and Open Space, Sport and Recreation measure	On site provision		Off-site financial contribution		Comment
	ha/1,000	m <sup>2</sup> /person	£/ha	£/person	
					measure of the impacts of a proposed development, irrespective of whether new provision or improvement of existing facilities is required.

Table 6: Standards for on-site provision or off site financial contribution in the PPA

- 5.11 Table 7 sets out the quantity of onsite OSSR provisions per 1,000 population and per person, and offsite financial contribution per m<sup>2</sup> and per person for the Thriving Towns and Villages area.

OSSR Type	On site provision		Off-site financial contribution		Comment
	ha/1,000	m <sup>2</sup> /person	£/m <sup>2</sup>	£/person	
Accessible Natural Greenspace	1.91	19.1	14.31	273	These costs are based on exemplar PCC street services costings (reflecting a midpoint between the cost of amenity space and natural green space)
Playing Pitch	1.27	12.7	13.47	171	These costs are based on Sport England Quarterly Costs (2 <sup>nd</sup> Quarter 2019)
Playing Pitch Changing Rooms	0.006	0.06	3,467	208	Sport England Quarterly Costs (2 <sup>nd</sup> Quarter 2019)
Play Spaces (equipped area only, not including buffer)	0.09	0.9	287	258	These costs are based on previous PCC SPD costs adjusted for inflation
Outdoor Sports Facilities (tennis courts, outdoor bowls)	0.046	0.46	175	81	Standard calculated based on assessment of existing facilities (Appendices 5 and 6), and costs from Sport England Quarterly Costs (2 <sup>nd</sup> qtr, 2019).

OSSR Type	On site provision		Off-site financial contribution		Comment
	ha/1,000	m <sup>2</sup> /person	£/m <sup>2</sup>	£/person	
					Requirements to be based on evidence of local need/deficiencies as identified in Town/Parish OSSR Plans or Neighbourhood Plans.
Parks and Gardens					Developments in Main Towns may be required to contribute to improving quality and accessibility to existing parks and gardens. Off-site contributions would fall under the £/person rate applicable to Accessible Natural Space
Allotments	0.15	1.5	10.47	15.71	These costs are based on exemplar PCC street services costings
Greenways					Assumption is that on site access routes will connect to offsite routes and wider greenways network. Off-site contributions towards greenway/recreational links may be sought on a case by case basis reflecting both objectives and specific projects identified in the South Hams Green Infrastructure Framework and Town/Parish OSSR Plans.
Cemeteries and Churchyards					As defined by Town/Parish level need. Negotiations with respect to level of contributions would be undertaken where need is identified and on a case by case basis.
Civic Spaces					Developments may be required to contribute towards enhancing and

OSSR Type	On site provision		Off-site financial contribution		Comment
	ha/1,000	m <sup>2</sup> /person	£/m <sup>2</sup>	£/person	
					improving accessibility to existing civic space. Developments of 50+ dwellings may seek to incorporate new civic spaces in line with quality and accessibility standards.
TOTAL			<b>£1,006.71</b>		This is the per person cost of capital provision of these standards of open space. This cost applies to provision of new open space/facilities or enhancing existing facilities (notably outdoor pitches or play which may often include provision of new facilities). Contribution per person is taken to be a reasonable measure of the impacts of a proposed development, irrespective of whether new provision or improvement of existing facilities is required.

Table 7: Standards for on-site provision or off site financial contribution in the TTVA

- 5.12 Following the above and the evidence set out in the various Open Space Assessments, Tables 8 and 9 sets out the level of provision considered generally appropriate to mitigate greenspace impacts (note those facilities which would not be expected to be provided onsite have been omitted, as indicated in Table5):

Dwelling size	1 bed	2 bed flat	2 bed	3 bed	4 bed	5 bed
Average household size	1.33	1.86	2.45	2.63	2.85	3.13
Amenity Green Space (m <sup>2</sup> )	19.15	26.78	35.28	37.73	41.04	45.07
Parks and Gardens (m <sup>2</sup> )	15.30	21.39	28.18	30.13	32.78	36.00
Natural and Semi-natural	33.25	46.50	61.25	65.50	71.25	78.25

Dwelling size	1 bed	2 bed flat	2 bed	3 bed	4 bed	5 bed
green space (m <sup>2</sup> )						
Playing Pitches (m <sup>2</sup> )	10.51	14.69	19.36	20.78	22.52	24.73
Play spaces (m <sup>2</sup> )	1.06	1.49	1.96	2.10	2.28	2.50
Allotments (m <sup>2</sup> )	2.00	2.79	3.68	3.93	4.28	4.70

*Table 8: Onsite provisions (in m<sup>2</sup>) for each open space typology according to dwelling size in the PPA*

Dwelling size	1 bed	2 bed flat	2 bed	3 bed	4 bed	5 bed
Average household size	1.33	1.86	2.45	2.63	2.85	3.13
Accessible Natural Greenspace (m <sup>2</sup> )	25.4	35.53	46.8	50.23	54.44	59.78
Playing Pitches (m <sup>2</sup> )	16.9	23.62	31.12	33.4	36.2	39.75
Pitch changing rooms (m <sup>2</sup> )	0.08	0.11	0.15	0.16	0.17	0.19
Play spaces (m <sup>2</sup> )	1.2	1.67	2.21	2.37	2.57	2.82
Allotments (m <sup>2</sup> )	2	2.79	3.68	3.95	4.28	4.7

*Table 9: Onsite provisions (in m<sup>2</sup>) for each OSSR type according to dwelling size in the TTVA*

- 5.13 Table 10 sets out benchmark levels of contribution for offsite works in the Plymouth Policy Area where the necessary Green and Play Space and outdoor Sport measures cannot be delivered on-site according to dwelling size. Reference should be made to Table 5, and local circumstances when considering which provisions will apply, however a contribution will be sought for open space consisting of Accessible Natural Greenspace, Playing Pitches (and changing rooms), play spaces, outdoor pitches and allotments from all development of more than 9 residential units (where not provided onsite).

Dwelling size	1 bed	2 bed flat	2 bed	3 bed	4 bed	5 bed
Average household size	1.33	1.86	2.45	2.63	2.85	3.13
Amenity Green Space (£)	388.29	543.03	715.28	767.83	832.06	913.80
Parks and Gardens (£)	724.74	1,013.60	1,335.05	1,433.14	1,553.02	1,705.60
Natural and Semi-natural green space (£)	277.29	387.79	510.80	548.33	594.20	652.57

Dwelling size	1 bed	2 bed flat	2 bed	3 bed	4 bed	5 bed
Playing Pitches (£)	745.73	1,042.91	1,373.72	1,474.66	1,598.00	1,755.00
Play spaces (£)	304.85	426.33	561.56	602.82	653.25	717.43
Allotments (£)	20.89	29.22	38.49	41.32	44.77	49.17
Outdoor sports (£)	222.11	310.62	409.15	439.21	475.95	522.71
<b>TOTAL open space contribution</b>	2,684	3,754	4,944	5,307	5,751	6,316

*Table 10: Offsite provision (in £s) for each Green and Open Space, Sport and Recreation measures according to dwelling size in PPA*

- 5.14 Within the Plymouth Policy Area for the Delivery of Central Park, Saltram Countryside Park, Derriford Community Park and Plym Valley Strategic Green Spaces the above Open Space Contributions can be partially or wholly dedicated to any of the aforementioned Strategic Green Space as these green spaces are expected to deliver green space benefits for the city-wide population. Further the aforementioned Strategic Green Spaces consists of some or all of the above outlined Green Space typologies, where developer contributions will be sought for any of the aforementioned SGSs a specific improvement project will be specified.
- 5.15 For wet sports and dry sports facilities we will be taking a strategic approach and will only be seeking contributions on a case by case situation. Developer contributions will not be the sole funder of Wet and Dry Sports facilities. To reflect this, contributions from developers will be sought at 25 per cent of the total cost of provision per dwelling size (in £'s) as set out in the table below for the PPA, which will be used as a starting point for the negotiations.

Dwelling size	1 bed	2 bed flat	2 bed	3 bed	4 bed	5 bed
<b>Average household size</b>	1.33	1.86	2.45	2.63	2.85	3.13
Wet Sports (£)	624.17	872.91	1,149.79	1,234.27	1,337.51	1,468.92
Dry Sports (£)	561.64	785.45	1,034.59	1,110.60	1,203.51	1,321.75

- 5.16 Standard calculated using Sport England Facility Calculator which takes into account local population profiles and sports participation rates. Costs from Sport England Quarterly Costs (2<sup>nd</sup> quarter, 2019).
- 5.17 Table 11 sets out the level of contributions within the Thriving Towns and Villages Area where OSSR provision is to be made offsite according to dwelling size. Reference should be made to Table 2, and local circumstances when considering which provisions will apply, however the likelihood is that Accessible Natural Greenspace, Playing Pitches (and changing rooms), play spaces and allotment contributions will apply in all cases (where not provided onsite).

Dwelling size	1 bed	2 bed flat	2 bed	3 bed	4 bed	5 bed
Average household size	1.33	1.86	2.45	2.63	2.85	3.13
Accessible Natural Greenspace (£)	363	508	669	718	778	854
Playing Pitches and Changing Rooms (£)	504	705	929	997	1080	1186
Play spaces (£)	343	480	632	679	735	808
Allotments (£)	20.9	29.22	38.49	41.32	44.77	49.17
Outdoor sports (£)	107.73	150.66	198.45	213.03	230.85	253.53
<b>TOTAL open space contribution</b>	<b>1,339</b>	<b>1,873</b>	<b>2,467</b>	<b>2,648</b>	<b>2,869</b>	<b>3,151</b>

Table 11: Offsite provision (in £s) for each OSSR type according to dwelling size in the TTVA

- 5.18 For wet sports and dry sports facilities we will be taking a strategic approach and will only be seeking contributions on a case by case situation. Developer contributions will not be the sole funder of Wet and Dry Sports facilities. To reflect this, contributions from developers will be sought at 25 per cent of the total cost of provision per dwelling size (in £'s) as set out in the table below for the TTVA, which will be used as a starting point for the negotiations.

Dwelling size	1 bed	2 bed flat	2 bed	3 bed	4 bed	5 bed
<b>Average household size</b>	1.33	1.86	2.45	2.63	2.85	3.13
Wet Sports (£)	589.17	823.96	1,085.31	1,165.06	1,262.51	1,386.54
Dry Sports (£)	514.68	719.78	948.09	1,017.75	1,102.88	1,211.23

- 5.19 Standard calculated using Sport England Facility Calculator which takes into account local population profiles and sports participation rates. Costs from Sport England Quarterly Costs (2<sup>nd</sup> quarter, 2019)
- 5.20 Table 12 details annual and 20 year commuted maintenance sums for Green and Open Space, Sport and Recreation measures (per m<sup>2</sup>) for both the PPA and TTVA. The Costs are based on real life costing of PCC street services department.

<b>Green and Open Space, Sport and Recreation measures</b>	<b>Annual Cost/m<sup>2</sup></b>	<b>20 year cost/m<sup>2</sup></b>
Amenity Green Space (£)	1.64	32.84
Parks and Gardens (£)	2.72	54.45
Natural and Semi-natural green space (£)	1.51	30.21
Accessible Natural Greenspace (£, TTVA only)	1.58	31.52
Playing Pitches (£)	1.74	34.84
Play spaces (£) (These costs are based on previous PCC SPD costs adjusted for inflation)	26.69	533.8
Allotments (£)	0.43	8.6
Outdoor Sports Facilities (based on outdoor tennis court) (£)	2.50	50

*Table 12: Commuted maintenance sums for PPA and TTVA*

5.21 Further references:

- Plymouth Policy Area Open Space Assessment
- The Plymouth Play assessment 2017
- The Plymouth and South West Devon Sports and Leisure Facilities Plan 2016 to 2034: Assessment report
- West Devon OSSR Study (2017)
- South Hams OSSR Study (2017)
- Thriving Towns and Village OSSR Study (2017) – this combining the 2 quantity standards within the West Devon and South Hams OSSR Studies into combined standards for the TTV Policy Area, as reflected within this chapter and tables above.

**6. European Marine Site (EMS)**

**Article 1: Calculating the Contributions for Marine Recreational Impacts**

6.1 The Plymouth Sound and Estuaries European Marine Sites (EMS) Recreation Mitigation and Management Scheme represents the mitigation plan to manage the increased recreational impacts that would arise from the new dwellings from the JLP. This strategy is the most accurate and comprehensive expression of how the risks will be managed and is fully compatible with the requirements arising from the conclusion of the Habitat Regulations Assessment of the adopted Joint Local Plan as confirmed by the Inspector. This strategy spans the period up to the end of the Joint Local Plan Period and sets out how the pressures will be managed in-perpetuity, which is taken as being 80 years.

6.2 The Recreation Mitigation and Management Scheme identifies a range of activities and operations related to recreational pressure that threaten the favourable status of the European Marine Site (EMS). These plans are the most accurate and comprehensive expression of recreational management issues that these areas face, and form the basis for calculating the level of contribution required.

- 6.3 Contributions are based on costs over the plan period as well as for a further 80 years as under the Conservation of Habitats and Species Regulations 2017, mitigation needs to be provided for 'in perpetuity' which is accepted as 80 years.
- 6.4 The estimate for delivering the Mitigation and Management Scheme<sup>2</sup> during the required period is £6,271,423. As stated in the Habitat Regulations Assessment, and reflected in the JLP, the EMS Recreation Study #04<sup>3</sup> identified that the people living within 12.3km of the EMA boundary will, through their recreational activities, impact on the EMS. The projected housing numbers for all local planning authorities within 12.3km zone of influence has then been used to produce a cost per dwelling.
- 6.5 This cost per head is used to define the following contributions per dwelling:

<b>Total number of houses to be delivered within the 12.3km Zone of Influence</b>	<b>No houses</b>
Cornwall	1,200
Plymouth	8,241
South Hams	6,462
West Devon	985
<b>Total houses</b>	<b>16,888</b>

*Table 13: Numbers of houses to be built and cost of delivery of the EMS Recreation Mitigation and Management Scheme*

<sup>2</sup> [Plymouth Sound and Estuaries European Marine Site Recreation Mitigation and Management Scheme. 2019. Plymouth City Council.](#)

<sup>3</sup> Langmead, Tillin, Griffiths, Bastos, Milburn, Butler & Arnold. 2017. "EMS Recreation Study Document 04. Survey of recreational use within the Plymouth Sound and Estuaries European Marine Site: Scoping report and survey results." Marine Biological Association. 2017.

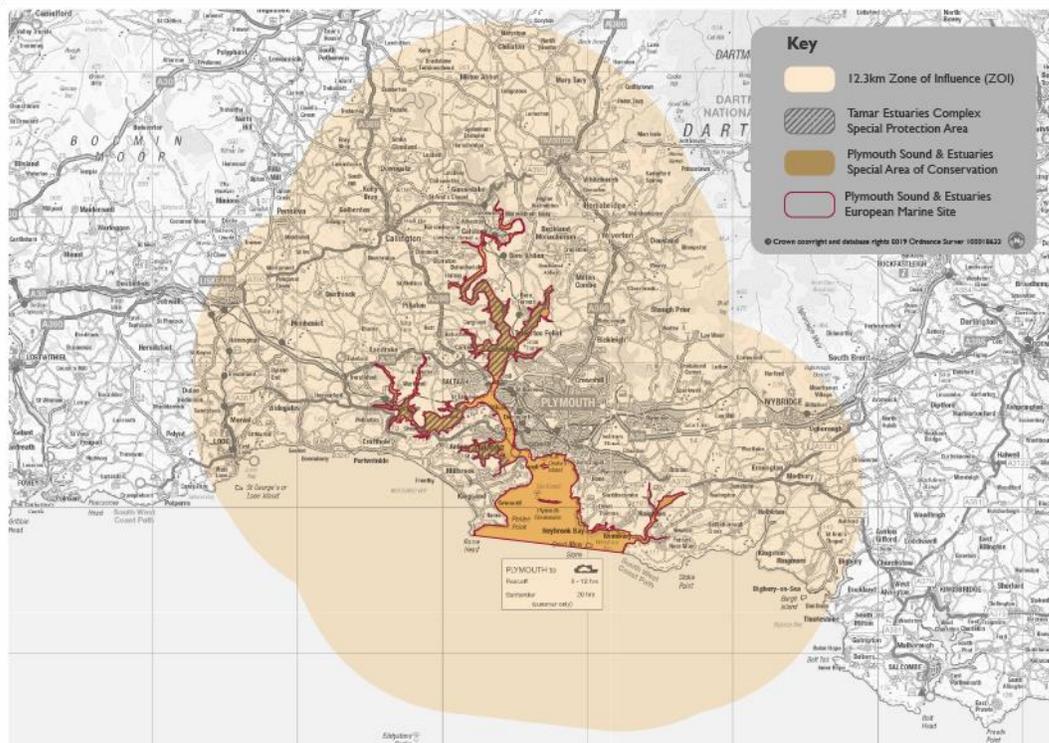


Figure 1: Zone of Charging of 12.3km

Cost for managing the EMS Recreational Impacts for the plan period and in perpetuity	<b>£6,271,423</b>
<b>Average cost per dwelling</b>	<b>£371.35</b>

6.6 This cost per dwelling is used to define the following contributions per dwelling based on housing data from Plymouth City Council for the period of 2006 - 2015 and on average occupancy figures from the 2001 Census data.

Size	Av household occupancy	Cost per unit £
<b>1 bedroom</b>	1.33	236.62
<b>2 bedroom flat</b>	1.86	330.92
<b>2 bedroom house</b>	2.45	435.89
<b>3 bedroom dwelling</b>	2.63	467.91
<b>4+ bedroom dwelling</b>	2.85	507.05
<b>Cost per head</b>		177.91

Table 14: Rates per size dwelling