

SUPPLEMENTARY PLANNING GUIDANCE

PLANNING OBLIGATIONS: RECREATION FACILITIES

APRIL 2000

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(Adopted at Planning & Transportation Committee on 30th March 2000)

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1.0 Planning Background

1.1 The Department of the Environment, Transport and the Regions' Planning Policy Guidance Note 17 and Circular 1/97 offer advice on planning obligations, whereby development supports the provision of on or off site recreation facilities, contributes to nearby sport, recreation or open space provision, or makes alternative provision when open space is lost. The requirement for reasonable amounts of open space or sporting, or recreational, facilities is established as legitimate and obligations can be sought to secure the objectives of the local plan.

1.2 PPG 17 indicates that one of the functions of a local plan is to assess local recreational needs, identify deficiencies, and ensure that provision is properly co-ordinated with other forms of development. PPG 12 (Development Plans and Regional Planning Guidance) establishes that "where a planning authority expects developers to enter into planning obligations on a regular basis, in relation to similar types of development, they should set out their policy in their local plan".

1.3 This supplementary planning guidance is principally intended to amplify how the section 'Planning Obligations' of Poole Local Plan (paras.11.67 - 11.75, including Policy L21) is to be implemented.

2.0 Local Recreational Needs

2.1 PPG 17 encourages close liaison between the planning and recreation departments of local authorities and indicates that local plans should have regard to the district sports and recreation strategies which the Sports Council has asked local authorities to draw up.

2.2 The Leisure and Recreation Chapter of the Local Plan and the Council's recently adopted Leisure Strategy (Towards 2000: A Leisure Strategy for Poole) have therefore been developed in tandem. They have both been the subject of public consultation and express local recreational needs following comprehensive survey work.

2.3 The principal conclusions of the work undertaken are:

Water Recreation - although the Harbour is a unique recreational asset and demand is likely to grow considerably, improved access and the provision of facilities are required to encourage activities in accordance with the Poole Harbour Aquatic Management Plan;

Open Space - the Borough has a good overall standard of provision but much of the open space is peripheral, natural in character and unevenly distributed. Few of the open spaces are of structural significance, many are tired and in need of improvement, and a high proportion do not provide for a variety of recreational experiences.

Outdoor Recreation - the overall provision of playing fields has changed little since 1976 and the stock is over used and in need of improvement. In addition to improved facilities for specific sports in accordance with local need and Sports Council strategies, it is necessary to make better use of existing facilities through the further introduction of floodlighting and all weather surfaces.

Indoor Recreation - despite improvements in recent years, Sports Council recommendations indicate that Poole is under-provided, with a requirement for new and enhanced facilities, together with more intensive use of existing facilities.

Children's Play - provision is well below NPFA standards and does not always provide for safe, exciting, creative and independent play. Mixed use of fixed play areas is high and market research suggests that dissatisfaction exists with regard to the diversity of provision. Demand for more sophisticated facilities suggests a need for strategic play areas and indoor multi-activity centres.

3.0 The Impact of Residential Development

3.1 In recent years only developments large enough to support the provision of open space within the boundaries of the development have been required to contribute. In this way significant areas of open space have been provided in the new residential estates of Canford Heath, Creekmoor, Merley and Bearwood. Much of this open space has been of amenity value but it has not always resulted in necessary improvements to the stock of playing fields; has not contributed to the provision of built facilities; and has not always been appropriate for casual play.

3.2 Where small in-fill developments have taken place additional pressure on recreational facilities has occurred without any contribution to new or improved provision. The Borough's rapid growth can be largely attributed to green field development but, with a tightly drawn Green Belt, future residential provision will take the form of in-fill development which would not normally justify the inclusion of open space or other facilities on site.

3.3 It is recognised that a new dwelling does not result in a net population increase equivalent to its occupancy rate. Average household size is falling and a proportion of new residential development will accommodate demand generated by the existing population. Hence, a calculation of the likely demand for recreational facilities arising from new development should have regard to these changes. Average occupancy forecasts, based upon the 1991 Population Census, have been calculated as follows:

Table 1: Past and Projected Household Occupancy Rates

	1991	2001	2011
All properties	2.41	2.28	2.20
Houses	2.62	2.43	2.39
Flats	1.66	1.54	1.57

3.4 The 1991 Census revealed that there were 54,200 households in Poole, of which 77.9% resided in houses and 22.1% in flats. Given that household occupancy rates differ between houses and flats (Table 1), it is important to take account of this ratio when calculating the net population increase.

3.5 County Council population forecasts and Structure Plan residential requirements are:

Table 2: Population Growth Forecasts and Dorset Structure Plan Dwelling Provision

Year	Population increase	New dwellings (gross)	New dwellings (net)	Population increase per dwelling	Population increase (%)
1994- 2011	+7,500	9,500	7,806	0.96	5.44

Source for Tables1 & 2: Dorset County Structure Plan Population Projections and Structure Plan Housing allocations. (Note: the household size projections for houses and flats in 2001 and 2011 are based upon the differences in occupancy recorded in the 1991 Census.)

3.6 In order to ensure that contributions are sought only for the need generated by new dwellings, the costs presented in this Supplementary Planning Guidance have been based upon the **net population increase per dwelling** up to the Year 2011. This takes account of:

- the average occupancy rates of houses and flats forecast for 2011 (see Table 1);
- the estimated population increase between 1994 and 2011; (see Table 2);
- the net number of additional dwellings arising from Dorset Structure Plan's housing figure of 9,500 for 1994-2011 (see Table 2); and
- the relative proportion of households in houses and flats identified in the 1991 Census of Population (see paragraph 3.4).

On the basis of these factors, the projected net population increase per dwelling up to the Year 2011 will be:

- **Houses:** 1.04 persons per dwelling; and
- **Flats:** 0.67 persons per dwelling.

3.7 No new greenfield sites will be allocated during the period to 2011 and, where in-fill residential developments are not large enough to support on-site facilities the relevant net population increase per dwelling will be used as a basis for estimating the extent of any planning obligation required.

4.0 Local Plan Policy

4.1 Policy L21 of the adopted Poole Local Plan indicates that:

‘RESIDENTIAL DEVELOPMENT SHOULD MAKE APPROPRIATE PROVISION FOR RECREATION FACILITIES DIRECTLY RELATED TO, AND NECESSARY FOR, THE DEVELOPMENT, HAVING REGARD TO THE TYPE, LOCATION, SCALE AND CUMULATIVE IMPACT OF THE DEVELOPMENT PROPOSED:

THE COUNCIL'S OPEN SPACE STANDARDS ARE:

AMENITY OPEN SPACE	- 0.8 HECTARES PER 1,000
CASUAL AND EQUIPPED CHILDREN'S PLAY	- 0.6-0.8 HA PER 1,000
YOUTH AND ADULT OUTDOOR PLAY	- 1.6-1.8 HA PER 1,000
TOTAL	- 3.2 HECTARES PER 1,000

AMENITY OPEN SPACE AND PROVISION FOR CASUAL PLAY WILL BE PROVIDED ON-SITE IF THE DEVELOPMENT IS OF A SIZE SUFFICIENT TO JUSTIFY THE PROVISION OF AN AREA OF AT LEAST 0.2 HECTARES. WHERE THE AREA OF OPEN SPACE IS LESS THAN THIS, AND IN THE CASE OF EQUIPPED CHILDREN'S PLAY, YOUTH AND ADULT OUTDOOR PLAY AND OTHER RECREATION FACILITIES, PROVISION WILL BE OFF-SITE.'

4.2 The range of provision referred to in Policy L21 is based upon the National Playing Fields Association's (NPFA) standards. Where a planning obligation is incurred the funds accumulated will be used to meet the recreational needs established in the Local Plan and the Leisure Strategy, the level of contribution being restricted to the relative impact of the development. The latter is defined by the net population increase associated with it (paras. 3.6 and 3.7 above).

5.0 What Will be Provided?

5.1 In principle, new residential development which introduces a demand for recreational facilities should make appropriate provision for such facilities to meet its needs. The costs identified in **Table 4** (section 8.0) represent the likely value of provision on-site of the different types of facility. These costs are based on net demand arising from each dwelling rather than the actual likely number of occupants in each dwelling. Hence, they take account of the fact that a proportion of new dwellings will be required to meet the demand from the existing population arising from a reduction in average household size.

5.2 On-site provision should be made where the size of the site and level of development proposed is sufficient to justify this. Where smaller sites are involved, it will not be possible for on-site provision to be made. It is appropriate, therefore, that a contribution which is consistent with the costs identified in Table 4 be made towards off-site provision.

Open Space

5.3 Where appropriate, contributions will be used for the acquisition and laying out of new areas of open space (see Policy L3 of Poole Local Plan). Where the development is in an area which is not served by a proposed new open space but will result in additional pressure on existing open spaces requiring improvement, funds will be accumulated for necessary enhancements (see para.11.23 and Policy L4 of the Local Plan).

Children's Play

5.4 Contributions will be used for the provision of new equipped play areas, the enhancement of existing nearby play areas or the provision of strategic play facilities. (See Policy 3.4 iv of Towards 2000 A Leisure Strategy for Poole.)

Active Recreation

5.5 Youth and adult outdoor play, major built facilities, water-based recreation and strategic play facilities are usually provided with a Borough-wide catchment area. Proposed provision to meet local needs is set out in paras.11.24-11.59, including Policies L5-L16, and in Towards 2000, particularly Policy 3.1 ("Facilitate Participation in Recreation"). The basis of the strategy is to make necessary new provision and the best use of existing facilities, ensuring that they meet the minimum standards of the relevant official bodies and those expected by users, and to protect existing provision and meet local need.

Strategy for Provision

5.6 The strategy for provision may be summarised as:

- Facilitate participation in recreation;
- Protect and provide a green environment;
- Achieve objectives in a sustainable way;
- Achieve objectives in a way that puts people first, delivers equality of opportunity and promotes Poole;
- Maximises efficient use of resources.

6.0 Types of Development which generate demand for Recreational Facilities

6.1 Contributions should only be sought in cases where proposed additional dwellings will result in a net increase in demand for recreational facilities. Hence, if the residential accommodation is used for a purpose which is unlikely to generate demand for recreational facilities (such as a nursing home), or if there is no net increase in residential units, then a contribution would not normally be sought. **Appendix C** gives details of specific examples in order to demonstrate whether or not a contribution is appropriate. **Table 3** gives a summary of appropriate cases.

Table 3: Summary of Demand for Recreation Facilities based on Accommodation Type

	Major Built Facilities	Youth & Adult Outdoor Play	Equipped Children's Play	Casual Play	Amenity Open Space
Houses	•	•	•	•	•
Flats	•	•	•	•	•
Bed-sits	•	•	X	X	•
Hostels	•	•	X	X	•
Sheltered accommodation	•	•	X	X	•
Very sheltered accommodation	X	X	X	X	X
Rest/nursing/ similar institutional homes	X	X	X	X	X
Student accommodation	•	•	X	X	•
No net gain in units	X	X	X	X	X

WHERE:

- Provision or contribution for net additional units provided may be sought;
- X Provision or contribution not necessary;

DEPENDING ON LOCAL CIRCUMSTANCES.

7.0 The Interpretation of Policy

7.1 The Local Plan policy requires the provision of necessary recreation facilities. It does not require that a commuted sum be paid. However, if the necessary facilities cannot be provided on-site, and this will often apply in the case of in-fill development, the Council may refuse planning permission for development on justifiable land use grounds. Under such circumstances the Council will seek a commuted sum to enable the development to go ahead.

7.2 The standard commuted payment figures set out in this Supplementary Planning Guidance will not be applied uncritically. The policy does not represent a development levy and the sum required may vary according to the particular circumstances of the proposed development.

Catchment for different types of facility

Major Built Facilities and Youth/Adult Outdoor Play:

7.3 Major built facilities and youth and adult outdoor play have a borough-wide catchment and so would provide a recreational resource for all parts of Poole. Consequently, new residential accommodation would be expected to place a demand on such facilities regardless of its location in Poole (assuming that the type of residential development would generate demand - see Table 3).

Equipped Children's Play:

7.4 It is important that equipped children's play areas are reasonably close to their users as it is unlikely that young children will be able to make use of such facilities if they are too far away. The catchment of equipped children's play areas ideally should extend no more than 400 metres from the facility to ensure it is capable of being used.

Casual Play and Amenity Open Space:

7.5 Casual play areas are areas of land that are capable of hosting informal play, such as ball games. Amenity open space contributes to the visual character of an area and may allow for activities such as walking, but may not be capable of hosting informal play. It does, however, share certain characteristics with casual play in that it is relatively informal and may be distributed in an irregular way - sometimes in isolated parcels or alternatively forming part of

larger, perhaps formal, recreation sites. In many cases casual play and amenity open space will be part of the same site and it may be difficult to distinguish between the two as the amenity open space may serve to enhance the opportunity for casual play and vice versa. For this reason contributions received for the casual play and amenity open space components may be used for both or either type of facility as appropriate (see Table 4).

7.6 The majority of casual play areas and amenity open space will not have a borough-wide catchment. It is assumed that such facilities will serve the ward within which they are located (this may be further if near to the ward boundary). In some cases, however, strategic outdoor facilities with a borough-wide catchment may also serve a more informal role as casual play and amenity open space (as distinct from their role as strategic recreation facilities) for residents beyond the ward in which these strategic facilities are located. This informal role places additional demand upon these resources.

7.7 Market research and customer feedback surveys have revealed that the strategic outdoor facilities of Upton Country Park, Poole Park and the beaches experience significantly different visitor numbers between wards in Poole. These use levels are quantified as percentages below:

Site	Hierarchy of Use by Ward	Usage Distribution
Upton Country Park	Hamworthy, Broadstone, Canford Heath, Harbour, Creekmoor and Canford Magna	12%
	Alderney, Bourne Valley, Canford Cliffs, Newtown, Penn Hill and Oakdale	4%
Poole Park	Hamworthy, Harbour and Oakdale	15%
	Alderney, Bourne Valley, Canford Cliffs, Newtown, Penn Hill, Broadstone, Canford Heath and Creekmoor	5.5%
Beaches	Canford Cliffs, Penn Hill and Parkstone	10%
	Alderney, Bourne Valley, Newtown, Oakdale, Hamworthy, Broadstone, Canford Heath, Harbour and Creekmoor	7%

7.8 The contribution that the three strategic outdoor facilities make to the needs of the wards referred to in paragraph 7.7 serves to meet part of their casual play and amenity open space requirements. In consequence, it is appropriate that, for those wards referred to, a proportion of the developer contributions, equivalent to each ward's percentage use level, should be used for improving the three strategic outdoor facilities. To ensure that this does not impinge unnecessarily upon the provision of appropriate ward-based casual play and amenity open space facilities, the proportionate contribution will be limited to a capped amount for each of the three strategic outdoor facilities.

When is development exempt from making a contribution towards equipped children's play, casual play and/or amenity open space?

7.9 The first issue that needs to be considered is whether or not the type of residential development places a demand upon recreational facilities. Table 3 shows the type of residential development for which a contribution will be sought.

7.10 Once it is established that a contribution will be sought, the amount per unit will depend on the type of dwelling (e.g. house, flat or bedsit) and the opportunity to provide facilities that are capable of meeting its requirements. In the case of youth and adult outdoor play, water based recreation, strategic play and other built facilities it is assumed that a Borough-wide catchment applies. Therefore a full contribution will be sought. In the case of equipped children's play, casual play and amenity open space, catchment areas will be more localised (other than in respect of strategic open space). The interpretation and assessment of appropriate catchments for equipped children's play, casual play and amenity open space will be considered as follows:

Equipped Children's Play:

- i) In cases involving applications within the catchment area of an existing equipped children's play area, **contributions will be sought** where investment in new facilities and equipment is necessary to ensure that the play area is capable of meeting future demand. As a general guide, the catchment area of play areas is about 400 metres' walking distance away.
- ii) If the site is not within the catchment of an existing equipped children's play area but an opportunity exists to provide new facilities, then **a contribution will be sought**.

iii) In determining whether (i) or (ii) applies, the Local Planning Authority will take account of information provided by Leisure Services regarding the catchment of existing play areas, and proposals and/or opportunities for new play areas.

iv) Areas where contributions are sought generally will include locations either deficient of equipped children's play facilities or with facilities insufficient to cater for their catchment. In the case of the latter, new development would place a burden upon those facilities if improvements were not to be made.

Casual Play and Amenity Open Space:

v) Casual play and amenity open space are likely to serve local need or will be part of formal facilities (such as sports pitches) or natural resources (such as beaches). As part of the Council's Leisure Strategy there is a 10-year rolling programme of necessary investment to ensure that such facilities are capable of meeting the future needs of the Borough. Contributions for casual play and amenity open space will be sought where there is an identified need for investment in facilities that fall within the catchment of the development site. As a guide, the catchment will usually be the relevant ward boundary, although in some cases development proposals will be within the catchment area of casual play and amenity open space facilities of other wards, for example if the proposal is adjacent to a ward boundary or where strategic facilities (Upton Country Park, Poole Park and the beaches) will serve the casual/amenity space needs of the development (see paragraphs 7.6-7.8).

vi) Improvements to existing proximate facilities to allow for casual play or to enhance the "green" environment where in-fill development increases density may be appropriate and necessary. In determining this, the Local Planning Authority will have regard to the Leisure Strategy and Leisure Services' identified list of ward-based casual play and amenity open space areas.

8.0 The Level of Contributions

8.1 A breakdown of the costs for different types of facility is shown in **Table 4**. The contribution by type of dwelling takes account of the net population increase shown in paragraph 3.6.

Table 4: Breakdown of Recreational Contributions

	Major Built Facilities	Youth/adult Outdoor Play	Equipped Children's Play	Casual Play	Amenity Open Space	Total (excluding administration charges)
Contribution per person	£115.00	£33.00	£385.00	£634.00	£1,006.00	£2,173.00
Contribution per Flat	£77.00	£23.00	£258.00	£424.00	£674.00	£1,456.00
Contribution per House	£120.00	£36.00	£400.00	£658.00	£1,046.00	£2,260.00

8.2 An administrative charge will be added to the contributions identified in Table 4. This will be set at:

- i) 1% of the total contribution where payment is received in full on or before the issuing of the planning consent;
- ii) 1.5% of the total contribution where payment is the subject of a legal agreement, to be paid in full at an agreed future date; and
- iii) 2% of the total contribution where the proposal is the subject of a legal agreement which involves a phased payment over more than one instalment,

subject to a maximum capped limit of £1,000 per application in each case.

8.3 **Appendix A** gives a 'quick reference' guide on how to use this Supplementary Planning Guidance. **Appendix B** explains how the scheme will be administered.

8.4 Leisure Services will conduct an annual review of expenditure priorities as part of the ten-year rolling programme of recreation provision. Such priorities will be presented to both Culture and Leisure Committee and Planning and Transportation Committee. The review should take account of:

- the amount collected for each type of facility (based on Borough-wide, Ward-based and local facilities);
- schemes which have been completed or are being implemented; and
- new identified priorities.

The Recreation Facilities: Planning Obligations SPG will be amended on an annual basis (where necessary) to take account of the review of expenditure priorities once these have been approved by the relevant committees.

APPENDIX A

Summary Guide of How to Use this Supplementary Planning Guidance

1. How much should the contribution be per unit of accommodation?

Table 4 of the SPG summarises how the cost of recreational contributions has been broken down into component elements. From this it will be possible to add up the costs which apply to suit particular circumstances.

2. How is it decided whether or not a contribution should be sought?

Figure 1 overleaf illustrates the process involved in determining whether or not a contribution should be sought. **Table 3** in the SPG provides a quick reference of where contributions should and should not be sought. **Appendix C** gives examples of how the contributions will apply.

The SPG has taken account of:

- household occupancy rates (see **Table 1** in the SPG);
- population forecasts (see **Table 2** in the SPG);
- Projected net population increases for houses and flats (see **paragraph 3.6** in the SPG);
- the ratio of houses to flats (see **paragraph 3.4** in the SPG);
- Dorset Structure Plan housing provision for Poole for 1994-2011 (see **Table 2** in the SPG); and
- Poole's Leisure Strategy and associated cost priorities.

3. Is the proposal exempt from making a contribution?

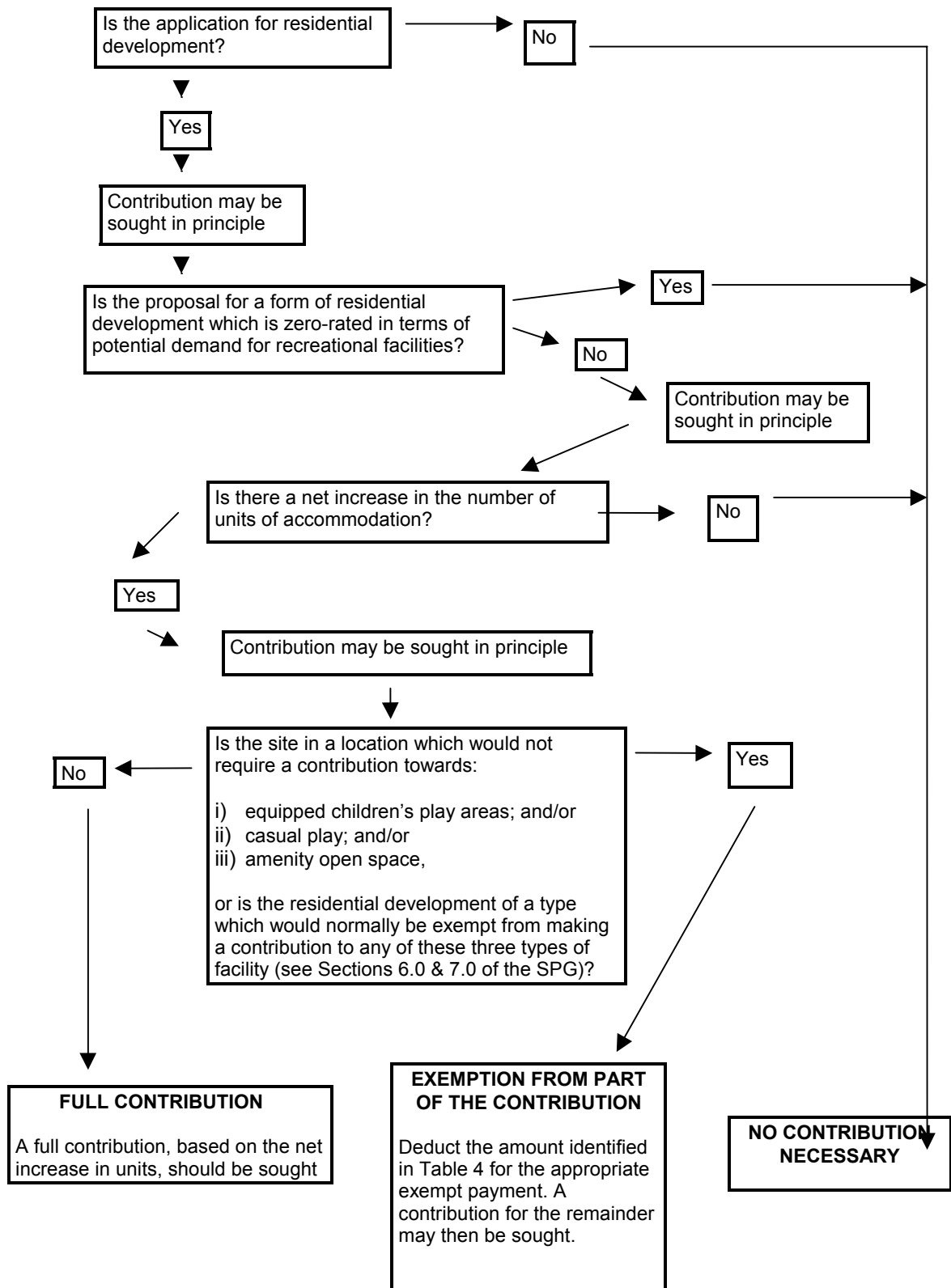
If the development is of a type which would not place a demand upon recreational facilities, it is considered to be zero-rated (see **Section 6.0** and **Table 3** of the SPG and **Appendix C**). If this is the case, a contribution need not be sought.

If the proposal does not result in a net increase in units, then a contribution need not be sought. For example, the demolition of a house and its replacement with a new house would not attract a contribution.

4. Is the proposal exempt from part of the contribution?

If the proposal results in a net gain in the number of units and is of a type which places a net additional demand upon existing facilities, then a contribution should be sought. In practice, this will normally involve making a contribution towards major built facilities, youth and adult outdoor play and strategic facilities. There may be cases, however, where a contribution is not needed for more local facilities (i.e. equipped children's play, casual play and amenity open space). This can be determined by having regard to the type of residential development (see **Table 3**) and information provided by Leisure Services in relation to catchment areas and those facilities requiring improvement (see **Section 7.0** of the SPG). If a contribution is not required for equipped children's play, casual play and/ or amenity open space, then the appropriate amount for each facility shown in **Table 4** should be deducted from the total per unit.

FIGURE 1: HOW TO ASSESS WHETHER A CONTRIBUTION SHOULD BE SOUGHT FOR RECREATIONAL FACILITIES



APPENDIX B

HOW THE SCHEME WILL BE ADMINISTERED

1. When an application is submitted (or where pre-application discussions are held), it should be possible to determine whether or not a contribution is necessary and, if so, for which aspects of recreational provision a contribution might be expected. This will be based upon the type of housing (for example sheltered housing), the type of dwelling (i.e. flats or houses), the proximity of the site to certain types of facility, and the number of units. The determination of this will usually involve staff from the service units of Planning Design and Control, Economic Development and Strategic Planning, and Leisure.
2. In cases where dwellings are lost as part of residential redevelopment, contributions will be calculated according to the net increase in units and the type of units lost and gained. For example, where 6 houses replace 2 houses, the calculation will be based on a net gain of 4 houses.
3. The Local Plan (para.11.73) indicates that special needs housing may be exempt from the need to provide for certain types of recreational facilities. For example, sheltered housing would not normally be expected to provide for children's or casual play.
4. There may be circumstances where valuable amenity features should be retained within a development even where they do not amount to the usual minimum of 0.2ha. In these cases an exception can be made with these lesser areas counting against the overall requirement.
5. In cases where there is an existing outline planning permission and either a reserved matters or a revised outline application is submitted, the policy will only be applied to any net increase in the number of units allowed by the existing permission. When lapsed or about-to-lapse permissions are the subject of applications for renewal, the new policy will be regarded as a legitimate material change of circumstances and will be applied. (Note: an 'about-to-lapse' application is one that is within 6 months of lapsing, so that renewal is a reasonable course of action. Longer than 6 months would normally be considered too long a period to accept a renewal because the original permission would still be capable of implementation or, in the case of an outline, having a reserved matters application submitted.)
6. The policy will normally be implemented through the mechanism of Section 106 Agreements drawn up on the merits of the application as a result of negotiation between the applicant and a Council team drawn from Economic Development and Strategic Planning Services; Planning Design and Control Services; Legal Services; Leisure Services; and Financial Services.
7. When Section 106 Agreements are drawn up they will have regard to the following:
 - i) On small sites, where the number of dwellings is known at the outset, payment will be made when the agreement is signed and the permission issued;
 - ii) On larger sites where the numbers are known the agreement will allow for payments to be phased as the development proceeds; and
 - iii) Where the number of units is not known at the outline stage, payment will be made on the submission of reserved matters (subject to any phasing arrangements which might be

appropriate under ii, above).

8. The calculated costs of providing for recreational facilities which are referred to in this Supplementary planning Guidance note include adoption and maintenance requirements for a limited period. The figures will be index linked and the SPG will be updated from time to time to take account of this. The Council will share the cost of preparing the Section 106 Agreement because it is being made in furtherance of Council policy.

9. Section 106 receipts are specifically covered within the Local Authority Capital Finance Regulations. They are not subject to the Capital Control Regulations and do not require any set aside against current or future credit liability. As such, the gross receipt can be used to discharge the purpose for which it was acquired (i.e. the provision of recreation facilities to satisfy the planning consent in accordance with Local Plan policy). All such income will be separately recorded in the Authority's accounts and held until such time as the expenditure is incurred. Such balances as may remain in the fund from one year to the next will automatically be carried forward so that there will be no requirement to match the receipt of the money and expenditure in the same financial year. However, receipts not spent for the designated purpose within a period of ten years will be returned to the developer.

Examples of how Recreational Contributions will Apply

1.0 Zero-Rated Development

1.1 A development would be 'zero-rated' if it were a type of residential use which normally would not generate any significant demand for recreational facilities. As a consequence, it would be exempt from the need to provide for recreational facilities.

Nursing Homes

1.2 A nursing home will cater for people who are in need of attentive care and whose physical mobility is likely to be restricted. Such uses would not place a significant demand upon the need to provide recreational facilities and so normally would be exempt from making provision for such facilities. There may occasionally be a need, however, to provide for amenity open space if on-site provision is minimal and where the opportunity to provide or improve nearby open space for the benefit of residents is feasible.

Very Sheltered Accommodation

1.3 Where the proposal is for very sheltered accommodation, demand for recreational facilities would be expected to be low and similar, perhaps, to a nursing home. There may be a requirement for open amenity space where this is not provided within the site but, in most cases, such uses will normally be treated as an exception.

2.0 Development which Does Not Result in a Net Gain of Units

2.1 Care needs to be taken in dealing with this category. A replacement of a single house through redevelopment and construction of a new house would result in no net gain and so would be exempt from making a contribution. The replacement of two flats with two houses, however, would result in a greater net population increase per dwelling.

Replacement of Dwellings with New Dwellings of the Same Type and Number

2.2 Replacing a single house with a new house, or four flats with the same number of new flats would result in a replacement of like for like. That is to say, the number of units and the unit occupancy rate of the types of dwelling would be the same both before and after development. Hence, no contribution would be necessary.

Replacement of Dwellings with the Same Number but a Different Type

2.3 If four flats are replaced with four houses, then there will be an increase in the net occupancy. Thus, a contribution should be sought to account for the difference. This would be calculated as follows:

£9,040 - £5,824 = **£3,216** total contribution sought for the replacement of four flats with four houses.

2.4 If four bed-sits are replaced by four flats, then the same occupancy would apply. Bed-sits would, however, be exempt from equipped children's play and casual play. Hence, the conversion needs to account for the additional demand placed upon these facilities.

3.0 Development which Places a Demand upon All Types of Recreational Facilities

3.1 This category applies to proposals which place demand on all recreation facilities. Allowances need to be made to take account of sites which are within the catchment areas of equipped children's play, casual play and amenity open space which have sufficient capacity to cater for the proposed development.

Windfall and Greenfield development

3.2 On sites where no residential units exist, new residential development will be expected to make provision for recreational facilities based on the total number of units provided.

Demolition of a house and replacement with flats/houses

3.3 In such a case it is the net increase in units for which a contribution would be sought. If one house is replaced by twelve flats, the total would be the sum of twelve times the cost for flats minus the cost sought for a house. In this way, the net gain is for eleven units but the calculation also takes account of the greater occupancy rate associated with houses.

3.4 If a single house is to be replaced by four houses, then the net gain is the sum of the cost of provision for three houses.

Change of use

3.5 Contributions are calculated on the basis of the net change in the number of dwellings by type. Some conversions, however, need further explanation:

i) A change of use from nursing home to flats or bed-sits represents a change from a zero-rated use to non-exempt residential uses. Therefore, the full contribution for the new use, varied according to the new residential type, should be asked for.

ii) An example has arisen in the past of a proposal to convert a single guest house into a pair of semi-detached houses. In this case, the building had originally been a pair of semi-detached houses but was subsequently converted to a single dwelling house before becoming a guest house. The Policy is aimed at providing for the expected increase in population from this point in time. An assumption could reasonably be made that the guest house was home to one family (leaving aside the guests) and the proposal for two semi-detached houses would be home to two families. Hence there would be a net increase of one house and a contribution should be made on this basis.

4.0 Developments which do not Place a Demand on all Types of Recreational Facility

Bed-sits

4.1 Bed-sits, whilst sharing certain characteristics with flats, will be less well-suited to residents with children due to the size and nature of accommodation. As a result bed-sits will be exempt from meeting a need to make provision for casual play and equipped children's play. They will, however, be expected to make adequate provision for major built facilities, youth and adult outdoor play and amenity open space, based on an average occupancy increase equivalent to a flat (i.e. 0.67 person per unit). For example, the contribution sought for a proposed conversion from a single house into five bed-sits would be based on the net gain of units (i.e. 5 bed-sits minus the contribution one house would make to major built facilities, youth and adult outdoor play and amenity open space):

£3,870 - £1,202 = **£2,268** for the conversion of a single house into five bed-sits.

Student accommodation

4.2 Recreation facilities at Bournemouth University's campus are poor and it is a reasonable assumption that students will use public facilities. Although, to some extent, the provision of

purpose-built student accommodation merely results in the relocation of students from private rented housing it must be remembered that capacity is being freed up as a result. Clearly, the demand for children's play or casual outdoor play arising from the provision of student accommodation is unlikely to be significant and so it would be reasonable to exempt such development from being expected to provide for these facilities. Additionally, if student accommodation is able to provide sufficient amounts of amenity open space on the site, the development would also be exempt from making a contribution towards this element. Given that units of accommodation in a hall of residence will share certain characteristics with bed-sits in terms of living space per person, it would be reasonable to assume the same net increase in occupancy (see para. 4.1 above).

Sheltered Accommodation

4.3 The marketing of these developments is increasingly aimed at a slightly younger age group, and the 'young' retired are increasingly mobile and active. Clearly, there is no requirement for children's play and casual outdoor play. However, the contributions towards built facilities and youth/adult outdoor play might reasonably reflect demand for, say, swimming, tennis and indoor/outdoor bowls. In addition, an appropriate contribution towards amenity open space where the location and lack of on-site provision demand it might reasonably be expected.

Note: the costs of contributions given as examples in Appendix C exclude administration charges.

CONSULTATION, REPRESENTATIONS AND RESPONSES

1. Background

- 1.1 This Supplementary Planning Guidance revises a previous version that was adopted in December 1998. The April 2000 version of the SPG has been the subject of extensive consultation prior to being adopted.

2. Consultation

- 2.1 On 3rd February 2000 Borough of Poole's Planning and Transportation Committee agreed a draft version of the revised SPG for public consultation purposes. The following consultation took place:
- Internal consultation: the Policy Directorate, all Council services, all Members.
 - External consultation: 202 letters sent to known interest groups, including: all Dorset local authorities, all known residents' associations in Poole, local developers and agents, and land owners, housing associations and housebuilders known to have an interest.
 - Publicity: A public notice was placed in the Advertiser. This is a free weekly newspaper that is delivered to every household in Poole.
- 2.2 Appendix D (i) contains copies of the consultation letter and public notice.

3. Representations and responses

- 3.1 All representations received by this Authority are summarised in Table 1. This also contains the response to those representations, together with the action taken.

Table 1

Source of Representation	Summary of Representation	Response	Proposed change
Maurice Dray	Para. 2.3: It is noted that open space is unevenly distributed.	Acknowledged.	No change.
	Para. 3.3: The large houses being built in Branksome Park, Canford Cliffs and Lilliput will surely result in more than 2.2 persons.	The figure of 2.2 persons relates to an average occupancy, projected forward to 2011. There will be variations between individual dwellings.	No change.
	Para. 7.7: There are no outdoor facilities in Branksome Park. Does this mean that developers do not pay any fees? If they are, where are they going to be spent?	Contributions are sought both to provide new facilities and to improve existing facilities. Development in Branksome Park would be eligible for making a contribution towards Borough-wide facilities, ward-based amenity open space, and for the improvement or provision of casual play/equipped play in the locality. For example, Canford Cliffs ward has a need for improvements to Branksome Chine, Canford Cliffs Chine, Evening Hill Viewpoint, and Sandbanks Gardens.	No change.
	Can a grassy verge be considered a recreational site?	Amenity open space can include areas that are not necessarily suited to formal or casual play. This might include landscaped areas. However, if the area is too small it would not generally be considered to be amenity open space. Hence, a small strip of verge adjacent to roads would not normally be considered to be a recreational site.	No change.
Douglas Cook, Society of Poole Men	The statistics in Section 3 of the SPG lead to the questioning of the Dorset Structure Plan's housing figures. An average occupancy of 2.2 per dwellings for 7,500 people would lead to a need for 3,410 dwellings - not 7,806. Further, the net population increases per dwelling are much less than 2.2. When will the new housing targets be revised?	It is not a matter for the SPG to question the validity of the Structure Plan. This point aside, the housing allocations are not calculated on occupancy alone. They must take account of other changes such reducing household sizes.	No change.
	NFPA should read NPFA.	It is accepted that this is an error and the change will be made.	Amend Para. 4.2 to read "NPFA" instead of "NFPA"

Source of Representation	Summary of Representation	Response	Proposed change
Society of Poole Men (cont'd)	Para. 7.6: The phrase “this may be further if near to the ward boundary” raises a question: further than what? Some facilities may serve more than one ward.	This means further than the ward within which the site is located, as stated in the preceding text of paragraph 7.6.	No change.
	It is suggested that the words “and will be assessed as below:” be added at the end of paragraph 7.10.	It is accepted that some amendment for clarity can be made.	Add the following to the end of paragraph 7.10: “The interpretation and assessment of appropriate catchments for equipped children’s play, casual play and amenity open space will be considered as follows:”
	It is important to administer the funds in an open manner to give confidence in the system. These should be used without undue delay. (An example of a scheme 15 years previously is quoted.) Appendix B needs to say where and when the income/ expenditure/ refund figures are shown or may be inspected by developers and residents alike.	It is accepted that openness about the collection, administration and spending of funds is important. The Local Authority has in place a structure for ensuring that this can be done in that funds received within the various catchments for different types of facility are related to particular identified schemes. At the same time all funds received for individual planning applications are recorded in their component elements for the different types of facility. However, the SPG is intended to give guidance on how the Council’s planning policy will be applied and so is not the appropriate mechanism for providing such details. As regards the time it takes to spend funds, the mechanism for collecting contributions under the provisions of Poole Local Plan has only been in place since 1995. The SPG states that contributions not spent within 10 years will be returned.	No change.

Source of Representation	Summary of Representation	Response	Proposed change
Goadsby & Harding	<p>An administration charge should not be added. The Local Authority's Legal Services already charges for the drafting of legal agreements and it should be taken that this includes the administration fee. Additionally, the applicant/agent should be allowed the opportunity to assist in drafting agreements to keep the fees to a minimum.</p> <p>It is the role of the local authority to determine land uses to serve the community. It should not perceive the processing of contribution agreements as a chargeable burden.</p> <p>The applicant has to pay a fee for processing the planning application. This should cover associated administrative charges.</p>	<p>Planning obligations bring with them specific administrative costs over and above the normal processing of planning applications and legal agreements. There is a need to manage a database, monitor the collection and spending of funds, provide receipts for money collected, prepare and send out invoices, and follow up funds that are outstanding. These aspects are distinct from the administrative processes normally associated with the registration and processing of planning applications or the preparation of legal agreements. The result of this is to place a significant additional administrative burden upon the planning service which arises from development that, without the provision of the obligations, would be unacceptable. It is considered appropriate, therefore, that a small administrative charge be applied where planning obligations are needed.</p>	No change.

Consultation letter sent to 202 (No.) interested parties:

Direct Dial: (01202) 633360
E-mail: @poole.gov.uk

Please ask for: Michael Garrity
Your Ref:
Our Ref: L1.1.1
Date: 10th February 2000

The Secretary
Poole Labour Association
22 Wimborne Road
Poole
Dorset

Dear consultee,

RE: SUPPLEMENTARY PLANNING GUIDANCE: PUBLIC CONSULTATION

As part of the process of producing the Borough wide Poole Local Plan, the Council also produced a range of supplementary planning guidance (SPG). This provides more detailed guidance on particular planning issues, but does not form part of the plan. Supplementary planning guidance covering Planning Obligations: Recreation Facilities is being updated and the opportunity exists for you to comment on this.

The SPG has been amended to bring it up to date with the Council's rolling programme of recreational priorities. The principal changes concern:

- the way in which financial contributions from residential developments towards casual play and amenity open space are to be used;
- up-dated contributions; and
- inclusion of an administration fee.

Copies of the recreation facilities SPG are available, free of charge, from Economic Development and Strategic Planning, Borough of Poole, Civic Centre, Poole, BH15 2RU (tel. 01202 633360). Comments on the supplementary planning guidance should be sent to the same address, to arrive no later than 13th March 2000.

Yours faithfully

For Chris Elton BA MA MPhil
Head of Economic Development and Strategic Planning

Public Notice placed in the Advertiser on 24th February 2000:

NOTICE OF PROPOSED REVISIONS TO SUPPLEMENTARY PLANNING GUIDANCE ON PLANNING OBLIGATIONS: RECREATION FACILITIES

Borough of Poole's supplementary guidance (SPG) on how new residential development should make appropriate provision for recreation facilities (entitled 'Planning Obligations: Recreation Facilities') is being reviewed and a draft version has been produced for public consultation purposes. The SPG provides detailed guidance on matters contained in the adopted Poole Local Plan, but does not form part of that plan. Copies of the consultation draft SPG on recreation facilities are available for inspection at: Economic Development and Strategic Planning Services, Civic Centre (2nd Floor), Poole, Dorset BH15 2RU (tel. 01202 633360 for free copy) between the hours of 8.30am and 5.15pm, Mondays to Thursdays, and between 8.30am and 4.45pm on Fridays. Any comments on the SPG should be made in writing and need to be received at the address referred to in this notice by Monday 13th March 2000 at the latest.