

The Surrey County Council Developer Contribution Guide

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SURREY

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Foreword

The 2017 Surrey Infrastructure Study established that Surrey authorities are planning to accommodate housing growth of on average 4,357 dwellings per year over the period to 2031. It was estimated that delivering the necessary infrastructure to support that growth comes with a £5.5 billion price tag, of which a potential funding gap of almost £2.5 billion exists.

Infrastructure providers and Surrey residents are adamant that development must assist in mitigating the impact of this growth. Surrey County Council (SCC) is a key infrastructure provider within the county. In an age of ever increasing demands on decreasing public funds, the authority considers it vital that development contributes to the infrastructure provision necessary for well planned growth.

The purpose of this guide is to set out clearly the County Council's expectations as to how development will need to contribute to mitigate the impacts on SCC infrastructure and services. Principles set out in the document are in the context of Section 106 (S106) agreements and will form the basis of pre-application advice provided by County Council officers.

Whilst nine of the Surrey authorities now charge the Community Infrastructure Levy (CIL), S106 agreements will continue to be required on larger or zero CIL rated sites across the county in order to ensure site level mitigation. They will therefore continue to play an important role in making individual developments acceptable in planning terms. In some cases developers may be liable to both pay CIL and enter into a Section 106 agreement for site specific requirements.

Areas of infrastructure provision to be covered in this guide are:

- Highways and Transportation
- Rights of Way
- Early years and Education (Primary and Secondary)
- Libraries
- Sustainable drainage and Suitable Alternative Natural Greenspaces
- Fire and Rescue
- Adult Social Care

The guide does not specify every form of contribution that may be required to make a development acceptable in planning terms, it simply deals with those areas for which the County Council is responsible.

In a small number of cases it may be necessary for the County Council to assess the need for developer contributions for other County Council services such as Post 16 Education, Special Educational Need and Disability (SEND) provision or Waste Management and Recycling. In specific cases additional facilities may be required due to the scale of development when considered against existing provision in the locality. In such situations applications will be considered on a case by case basis.

The County Council will also work to support Local Planning Authorities (LPAs) in requiring developers to comply with responsibilities such as meeting the costs of protecting archaeological remains or historic buildings or protecting biodiversity. Developer guidance is available on the [Surrey County Council website](#) which details how biodiversity can be incorporated into developments.

Originally published in 2018, this guide has been updated in 2020 to reflect legislative changes.

1. Developer contributions – the legal context

1.1 Section 106 Agreements

This form of planning obligation is an agreement made under Section 106 of the Town and Country Planning Act 1990 between a local authority and a developer. It is attached to a planning permission to make acceptable development which would otherwise be unacceptable in planning terms. A S106 must be directly relevant to the proposed development.

In April 2010 a number of measures within the Community Infrastructure Levy Regulations came into force, including restrictions around the use of planning obligations. The legal tests under which a S106 agreement can be used are set out in regulation 122 and 123 of the Community Infrastructure Levy Regulations as amended. Planning obligations should only be sought where they meet all of the following tests:

- necessary to make the development acceptable in planning terms
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development

As of 1 September 2019 Community Infrastructure Levy amendments came into force removing the S106 pooling limit. This change meant that local authorities are now able to use five or more S106 contributions to fund a single infrastructure project. It also enabled LPAs to use both Section 106 contributions and CIL to fund the same piece of infrastructure.

1.2 The Community Infrastructure Levy

The Community Infrastructure Levy (CIL) is a planning charge, introduced by the Planning Act 2008, as a means for local authorities in England and Wales to help deliver infrastructure to support the development of their area. It came into force on 6 April 2010 through the Community Infrastructure Levy Regulations 2010. The levy is a local charge that local authorities in England and Wales can choose to charge on new developments in their area to contribute to infrastructure provision. CIL was introduced to address the broader impacts of development.

The charge adopted is a rate per square metre levied on the gross internal floorspace of the net additional liable development. In setting a CIL charge, the LPA must have appropriate evidence detailing what infrastructure is needed to support development in their area. This will include detail on the projects that need funding and identification of funding secured. This evidence base will quantify the funding gap in the area and the County Council submits information to this process in order that the impacts development will have on their infrastructure and services are captured. For the charge setting process the LPA needs to provide evidence to demonstrate that CIL is not set at a rate that deters development from coming forward because it is too high.

In agreeing the CIL rate to be adopted at examination, a key consideration is the balance between securing additional investment for infrastructure to support development and the potential economic effect of charging CIL upon development within the authority. CIL was never intended to address the entirety of the infrastructure funding gap.

LPAs distribute CIL receipts to fund strategic infrastructure required to support growth in their area. The formal process for doing this varies between authorities in Surrey. CIL was introduced with the

intention that receipts should be used by the relevant infrastructure providers to fund projects identified to justify the CIL charge adopted.

Developers wanting to understand how their CIL liable development is contributing to infrastructure improvements in the area will need to contact the relevant LPA for information. CIL charging authorities are required to produce and publish a Regulation 62 CIL monitoring report annually which sets out information on CIL receipts and spending allocations. These are to be replaced by annual infrastructure funding statements setting out how much money has been raised through developer contributions (both through CIL and Section 106 obligations) and how it has been spent. Authorities must produce their first statement by 31 December 2020. It should also include information on the projects which the authority intends to be funded by CIL.

As set out in the legislation a local meaningful proportion of CIL collected (between 15-25%) is required to be spent in the area where development took place. Again the process for this allocation varies, although in parished areas it is managed by the Parish Council.

2. Surrey County Council and Section 106 agreements

2.1 Pre-application

The first point of contact to discuss a specific application is normally the relevant Surrey LPA, all of which offer a range of pre application services. However, there are occasions where developers require information or guidance in respect of the likely S106 requirements for a particular development in advance of the preparation of a planning application and as a result direct contact with the relevant team or officer within the County Council takes place.

Surrey County Council, through their Transportation Development Planning Team, provides a [chargeable pre-application service](#) in relation to highways and transportation matters. All other pre-application enquiries in relation to SCC planning obligations should, in the first instance, be directed to the Council's Infrastructure Agreements & CIL Manager who will liaise with the relevant service colleagues. Email enquiries should be directed to paul.druce@surreycc.gov.uk.

The County Council's role is to advise the LPAs of the impact that the development would have on County Council infrastructure and services. At a strategic level Surrey County Council's Spatial Planning Team will also work closely with Local Planning Authorities to ensure infrastructure requirements are identified through the Local Plan process. Where S106 contributions are sought, Surrey County Council will provide the necessary evidence to demonstrate that the need identified is due to the impact of the development concerned and that the contributions sought, and the projects that the contributions will be directed to, meet the requirements of the CIL regulations.

The LPA has the ultimate responsibility in determining whether the infrastructure contributions sought are reasonable and accord with the requirements of the CIL Regulations, in addition to balancing the viability of the development against the infrastructure requirements

2.2 Viability

In line with the NPPF, LPAs must weigh up the infrastructure requirements arising from a development against viability issues when determining a planning application.

Where the County Council has submitted what the LPA consider to be a compliant request for a contribution but the issue of viability is raised and upon considering the viability appraisal the conclusion is reached that the contribution cannot be supported, the County Council may consider taking a number of actions:

- Engagement with LPAs and developers to work toward securing the prioritisation of County Council planning obligations whilst recognising any financial constraints upon the development. This could be through approaches such as flexible trigger points for payment of or phased payments of contributions.
- For large sites where phasing may be required, the County Council will work with LPAs to agree deferred obligations to enable the possibility of achieving necessary contributions should market conditions improve over the period of development
- Possible objection to the application if nil or reduced contributions would mean that the development is considered unacceptable in planning terms. If failure to provide for contributions are considered a reason for refusal, Surrey County Council would provide all necessary evidence and supporting statements to assist at any subsequent appeal or legal process.

2.3 Legal agreements

Surrey County Council will expect that the applicant for planning permission is responsible for the cost of producing any legal agreement, including the legal or other charges Surrey County Council will seek in negotiating and completing a S106 Agreement or Undertaking.

An undertaking to pay the Council's legal costs prior to drafting the S106 agreement will be required from the applicant. Legal costs must be paid in full by the applicant before completion of the S106 Agreement. There will be a minimum charge of £750, with the total cost based on the hourly rate of SCC Legal officers. Further information on hourly rates is available through environmentlegal@surreycc.gov.uk.

As part of the legal process Surrey County Council will require evidence of land ownership to be provided. The developer will also be required to notify SCC in writing when development commences and when triggers for payment or provision of infrastructure are reached. Notifications must be sent to paul.druce@surreycc.gov.uk. Security provision or bonds may also be required in advance in situations where large S106 payments or in kind infrastructure are negotiated as part of the infrastructure package.

2.4 Indexation

In order that contributions are secured to reflect any future cost inflation they will be index-linked appropriately within the legal agreement. Surrey County Council expect that indexation will run from the date of the resolution to grant planning permission, up until the date of payment. The County Council will apply indexation to all contributions (on an upward basis only). The appropriate index used will vary depending on the type of contribution.

2.5 Payment

Surrey County Council will expect that any monies for SCC S106 requirements agreed through the legal agreement will be paid directly to the County Council. In any situations where monies are collected by the LPA for transfer to SCC, it is expected that any interest on late payments collected in relation to SCC requirements will be forthcoming in addition to the contribution.

In certain cases phased payments may be appropriate, these being assessed on a case by case basis.

2.6 Monitoring compliance

Surrey County Council may request a contribution for the purpose of monitoring compliance with a specific obligation contained in the agreement, which due to its requirements is considered to be both reasonable and proportionate. This may, for example, be based on the number of payment triggers to be monitored. Payment of any monitoring fee will be required upon commencement of development.

2.7 Status of this guide

This document aims to set the benchmark for obligations that may be sought in relation to County Council infrastructure and has been produced to inform both developers and LPAs. The County Council encourages Surrey districts and boroughs to endorse the guide and make reference to it in the production of Local Plan evidence base studies, determination of planning applications and any updated planning obligation SPDs.

This guidance should be read alongside Local Plan policies and any accompanying Supplementary Planning documents produced by Surrey LPAs.

3. Surrey Local Planning Authorities

LPA	CIL – residential rates	Developer contribution SPD
Elmbridge	Introduced April 2013. Adopted rate £125 per sqm residential (C3)	2020 Development Contributions SPD
Epsom & Ewell	Introduced April 2014. Adopted rate £125 per sqm for residential (C3)	2014 Revised Developer Contribution SPD
Guildford	Not adopted	2017 Planning Contributions SPD
Mole Valley	Introduced January 2017. Adopted rate £175 (built up areas) and £250 (rural areas) per sqm for residential (C3)	
Reigate & Banstead	Introduced April 2016. Adopted rate applies to specified zones and ranges from zero rated CIL areas to £200 per sqm for residential (C3)	2016 Developer Contribution SPD
Runnymede	The Council submitted its CIL draft charging schedule and supporting evidence on the 4 September 2020 to an independent CIL Examiner. The examination was held in October 2020.	2020 Draft Infrastructure Delivery and Prioritisation SPD
Surrey Heath	Introduced December 2014. Adopted rate includes a zero rated area and two zones ranging from £55 and £95 per sqm if providing their own SANG and £180 or £220 per sqm if not.	2014 Infrastructure Delivery SPD
Spelthorne	Introduced April 2015. Adopted rate applies to specified zones and ranges from £40 to £60 per sqm for residential subject to affordable housing policies. Zones range from £100 to £160 for sites of under 15 units not subject to affordable housing policies.	
Tandridge	Introduced December 2014. Adopted rate £120 per sqm for residential (C3)	2015 Planning obligations and CIL guidance
Waverley	Introduced 1 st March 2019. Rate applies to specified zones and ranges from £372 to £395 for sites of over 10 units and £435 to £452 per sqm for sites of 10 or less units. There is also a zero rated strategic site and CIL rates for older person housing ranging from £100 to £268 per sqm.	2008 Planning Infrastructure Contributions SPD
Woking	Introduced April 2015. Adopted rate £75 per sqm in the town centre, Maybury and Sheerwater and £125 per sqm for remaining residential (C3).	

Adopted CIL rates are subject to indexation.

4. Highways and Transportation

Surrey's roads are some of the most congested in the country. The County Council, in its capacity as a local highway authority, is a statutory consultee on planning matters and LPAs are required to consult on planning applications that they receive which have road transport implications. SCC's Transport Development Planning (TDP) considers applications against the following national, county and local policy and other guidance:

- At the national level the key transport policies and principles are set out in the National Planning Policy Framework (NPPF) and accompanying guidance. The NPPF includes policies on transport matters, as part of its overall goal of achieving 'Sustainable Development'. The NPPF states that development proposals generating significant levels of movement should be supported by Transport Assessments (TAs) or Transport Statements (TSs), as well Travel Plans (TPs), as appropriate. Transport issues should be considered from the earliest stages of development proposals and developments should cost effectively limit significant transport impacts, include safe public realm designs, be accessible and provide access for all members of society. The NPPF sets out that development proposals 'should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe'.
- At County Council policy level the Surrey Transport Plan 2011 - 2026 (LTP3) includes local policies and objectives to manage the transport impact of development as part of the wider goal of delivering 'sustainable development'.
- The County Council also works with LPAs to develop district and borough wide Local Transport Strategies which identify existing and future transport issues locally. The Forward Programme that accompanies each strategy details potential schemes required to mitigate and support growth.

When responding to a planning application TDP may raise no objection or consider the development acceptable with or without conditions. It may also be necessary for a Travel Plan to be put in place. To enable developers to overcome any objections, the County Council may require mitigation measures in the form of financial contributions towards the delivery of transport infrastructure or works to the highway.

In some cases TDP recommend to the LPA that the application be refused if the residual highway impact is severe, or if it results in an unacceptable impact on highway safety. In such situations, TDP will prepare and submit evidence to defend its recommendation for refusal. Where the Council recommends that the LPA should refuse a planning application based on those recommendations, officers will defend that refusal at any subsequent appeal, provided that the objections have not subsequently been overcome.

The Surrey County Council [Transport Development Planning Good Practice](#) Guide provides further detail on the areas covered within this chapter.

4.1 Assessing need

The need for additional transport and highways infrastructure, facilities and services will be assessed on an individual basis related to the development proposed. TDP will take account of the existing site, its authorised uses, the wider context in transport terms, the type and scale of development proposed and how the measures proposed will contribute to the overall objective of achieving sustainable movement and mitigating the impact of the development.

Although some developments may require on-site infrastructure only, off-site mitigation measures may also be required particularly in the case of large-scale, strategic developments. These can be in the form of improvements to the highway network, providing new roads, footpaths and cycleways, bus priority measures, enhanced or additional public transport services and bespoke travel plans.

The motorway and trunk road network are the responsibility of Highways England and SCC will not normally provide comment on these.

4.2 Transport Assessments and Transport Statements

The NPPF and the accompanying National Planning Practice Guidance (NPPG) set out that larger scale development proposals should be supported by Transport Assessments (TAs) and Transport Statements (TSs). The NPPG suggests that LPAs should determine the need for a TA or TS on a case by case basis considering:

- The transport policies in the Local Plan
- The scale of the proposed development
- The potential for additional trips to be created, over and above what existing or previous land uses might have produced
- The existing transport infrastructure availability and its available capacity
- Any nearby environmentally sensitive areas
- The impact on other priorities / strategies
- The cumulative impacts of multiple developments
- If there are any particular impacts that should be assessed.

In response, the County Council has established the following threshold levels which may trigger the need for a TA or TS:

- Retail developments over approximately 800 sqm gross floor area
- Employment developments over approximately 1500 sqm gross floor area
- Residential developments including 50 or more new homes
- Non-residential institutions and assembly or leisure developments over approximately 500 sqm gross floor area
- Developments creating 100 or more vehicle parking spaces
- Developments located in areas where there is poor or substandard existing transport infrastructure
- Developments involving the large-scale import or export of materials, plant or products by road
- Developments involving substantial numbers of heavy goods vehicle movements

Irrespective of these indicative triggers, it is recommended that developers make early contact with the County Council to hold [pre-planning discussions](#) about the need for and the scope of TAs and TSs to accompany individual development proposals.

4.3 Travel Plans

A travel plan is a document which provides a strategy for reducing car use to a development site, combined with a package of measures for implementing the strategy. They are required through the planning process for a broad range of land uses, including residential, retail, employment, education, leisure and health. Travel plans feature in both local and national transport policy and Surrey LPAs require that movement generating developments should include Travel Plans to promote sustainable travel.

The [2018 Travel Plans – a good practice guide for developers](#) (TPGPG) sets out what Surrey County Council expects from development-related travel plans. The document includes development scale thresholds above which a travel plan should be produced. For C3 residential developments this threshold is 80+ dwellings. The guide provides full details of thresholds based on size and land use. The requirements apply to both new developments and extensions of existing sites and is based on the Department for Transport's Guidance on Transport Assessments (March 2007). In cases of extensions to existing sites, a travel plan will usually only be requested if the area of new development exceeds the threshold.

Applications are assessed on an individual basis, so other factors may require the submission of a travel plan, for example:

- Developments likely to have an adverse effect on heritage, conservation or air quality management areas
- Developments likely to exacerbate on-street parking, congestion and safety problems
- Phased developments where the initial phase doesn't reach the specified threshold but future phases will reach/exceed the threshold
- A material change in type of travel / reasons for travel, even though there may not be an increase in development

Travel plans can be secured by planning condition, Section 106 Agreement or Unilateral Undertaking. The method for securing travel plans will depend on the size and complexity of developments, with each planning application assessed separately to determine the most suitable way of securing the travel plan.

Travel plan progress is usually measured by comparing baseline travel data with the mode share targets set in each travel plan. Post occupation, accurate baseline data is usually required:

- 3 months after first occupation, for workplace and other travel plans; and
- At 50% occupation, for residential travel plans.

Following the occupation of a development the Council normally audits the site's travel plan performance report every other year. Officers liaise with the site travel plan coordinator to ensure that occupied developments reasonably meet their travel targets.

The County Council requires planning applicants to contribute towards the costs of auditing the reporting of travel plans for up to nine years after occupation. The auditing fee is a one-off payment. The TPGPG includes a scale of the fees that the council requires for auditing and enforcing development travel plans. Where an application is for a mixed development, the development type with the greatest amount above the threshold will be used to decide the fee.

Travel statements do not require monitoring to be submitted, so no auditing fee is charged.

4.4 Developer contribution

In LPAs that operate CIL, the County Council expects that many development related road transport improvements could be delivered via CIL receipts. This includes the delivery of small scale local highways schemes through the neighbourhood proportion of CIL collected. Surrey County Council has delivered works such as vehicle activated speed signs through this local proportion and will continue to work with Parish Councils and other groups on smaller highway or rights of way schemes that have been prioritised locally.

Where a development generates the need for a specific highways project as site specific mitigation, and it is not appropriate for that one development to deliver it in its entirety, it is appropriate for the County Council to secure financial contributions through a Section 106 agreement and procure the necessary works. S106 requirements could cover highway schemes, public transport improvements or rights of way projects.

In the case of developments where a complete scheme is required as physical mitigation for that specific site, it would be expected that a Section 278 Agreement would be the preferred route of delivery.

S106 Agreements can also be used to secure bus service provision. In the case of larger schemes where such provision might well be an integral element of their overall sustainability credentials, the establishing of a mechanism to fund buses in perpetuity would also be expected.

4.5 Highway Agreements

Upon the granting of planning permission, developers may need agreements with the County Council to build works on the public highway. Officers administer these works under section 278 of the Highways Act 1980 (S278s). Developers also approach the Council to adopt new housing estate roads as public roads. If a new road has sufficient public utility for it to be adopted, officers administer the works under section 38 of the Highways Act 1980 (S38s).

Developers' S278 and S38 works must meet the [Council's highway safety and construction standards](#), including so far as is practicable accommodating the needs of all members of society. Officers audit developer's highway agreement works and the County Council charges S278 and S38 agreement fees. Developers are currently charged 12% of the cost of the works, or a minimum £2500 fee, whichever is the larger sum. The council also requires S278s and S38s to be 100% bonded. If a developer does not complete works properly or performs badly, the council can use the bond to complete the S278 or S38 works, or otherwise restore the areas of the public highway affected.

The council also charges developers commuted payments for S278 and S38 works that involve Surrey in extra, special or expensive future maintenance. Surrey normally but not exclusively takes commuted payments for the following:

- Additional areas of road and footway,
- Extra street lights,
- New and upgraded traffic signals,
- Sustainable urban drainage systems,
- Trees and soft landscaping,
- Innovative or non-standard construction materials.

In addition to the above fees, charges are made for legal services, and for other matters relating to Traffic Regulation Orders, Traffic Signals Factory and Site acceptance tests and other one off costs.

5. Public Rights of Way

Surrey has almost 3450 kilometres of footpaths, bridleways and byways. The County Council is responsible for the management and maintenance of this network, and for the Definitive Map that is a legal record of the position and status of Rights of Way. The council's [Right of Way Improvement Plan](#) sets out how the network could be improved to reflect changing patterns of use and the changing requirements being placed upon it.

The revised NPPF provides strong support for the public rights of way network, setting out that 'Planning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails'.

Information is available on the [Surrey County Council website](#) for developers whose schemes are likely to impact on a public right of way. This includes details of the legal process required for temporary diversions or longer term closures, with the county council looking to keep disruption to the community to a minimum. The procedures for making changes to the rights of way network are complex and changes can not be made quickly, or be guaranteed. The legal process required is in addition to the planning consent process, with applications made to the Local Planning Authority. The granting of planning permission in itself does not authorise the alteration of a public right of way. The most common forms of public path orders include public path diversion orders, public path extinguishment orders or public path creation orders.

5.1 Assessing need

New development may have a direct impact on the public rights of way network in a number of ways:

- Requiring existing routes to be moved
- Creating the need for new routes
- Requiring existing routes to be improved, or given additional rights

Where development is likely to have an impact, the County Council may seek to negotiate a planning obligation to ensure that public rights of way are appropriate to accommodate additional usage or to provide safe connectivity of the network. Impacts will be assessed on a case by case basis.

5.2 New routes

The County Council must be satisfied that there is a need for a new or upgrade of a footpath or bridleway. Any required improvements may be secured either through a planning condition or by S106 linked to a public path creation agreement as appropriate. Delivery will either be by SCC following agreement of a S106 financial contribution or directly by the applicant to the standard required. Any structures required will need to go through an Approval in Principle process. Generic surfacing is likely to be delivered by SCC, particularly if it involves surfacing on sensitive sites or on land not within the control of the applicant by using the county council's Highway Authority powers.

Improvements required on existing routes can include widening of a public right of way to reflect increased use, upgrading from a footpath to a bridleway or changing to a cycle path. It can also mean sealing the surface to provide an all-weather surface.

To secure new or additional public rights of way it may be necessary for a landowner(s) to dedicate those rights. Under Section 25 of the Highways Act 1980 the County Council can enter into an agreement with the freeholder of the land to dedicate a footpath or bridleway within its area. The way may then become maintainable at public expense. Proposals with significant infrastructure will require consideration regarding the long-term maintenance responsibility. In such situations SCC may require a commuted sum for maintenance.

Once a route has been dedicated, it would be signposted and appear on Surrey's Definitive Map and Statement and other Ordnance Survey maps.

Developers are encouraged to speak to the Rights of Way team at the earliest opportunity to prevent any problems in delivering an application. Enquiries should be directed to rightsofway@surreycc.gov.uk

6. Education

Surrey County Council has a statutory duty to ensure there are sufficient school places in the county to meet demand for resident children between the ages 5 and 16 years. The Council must therefore plan, organise and commission places for all state-funded schools in Surrey so that high standards are maintained, diverse school communities created and fluctuating pupil numbers are managed efficiently.

State schools across England are managed and funded in different ways. Schools funded by local authorities may take the form of community schools, foundation schools, voluntary-aided schools or voluntary controlled schools. Academies are managed by an academy trust, which operates outside of the direct purview of the relevant local authority. New schools are set up in the form of free schools, which operate in the same fashion as academies and are also funded directly from central government.

The County Council acts as a commissioner rather than a provider of new schools. Irrespective of the types of school involved, the County Council remains responsible for ensuring that there are sufficient state school places available within the county. It is therefore appropriate for the County Council to assess the requirements for school place provision to support housing growth within the county and to request S106 contributions to address deficits created.

6.1 Education and Planning

The NPPF reinforces the importance of the link between planning and education provision. Paragraph 94 sets out that 'It is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to the development that will widen choice in education'. The National Planning Policy Guidance (NPPG) on Planning Obligations expands on this by stating that plans should support the efficient and timely creation, expansion and alteration of high-quality schools, setting out the contributions towards education expected from development. Requirements should include all school phases age 0-19 years, special educational needs and both temporary and permanent needs where relevant.

The SCC School Commissioning Team works closely with LPAs and twice a year requests data on housing completions, permissions and longer term trajectories to inform school place forecasting and planning. The NPPG concludes that LPAs and Education 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 NPPG also clarifies the relationship between education funding and developer contributions. Paragraph 007 sets out that 'Government provides funding to local authorities for the provision of new school places, based on forecast shortfalls in school capacity. There is also a central programme for the delivery of new free schools. Funding is reduced however to take account of developer contributions, to avoid double funding of new school places. Government funding and delivery programmes do not replace the requirement for developer contributions in principle'. It also adds that 'when local authorities forward-fund school places in advance of developer contributions being received, those contributions remain necessary as mitigation for the development'.

In April 2019 The Department for Education published non-statutory guidance "[Securing developer contributions for education](#)" which aims to assist local authorities in securing developer contributions for education so that housing developers contribute to the cost of providing the new school places required due to housing growth. This guidance reinforces the need for developer contributions to include education of all phases (age 0-19) and special educational needs.

There is therefore a strong rationale for seeking developer contributions for education. The government Basic Need funding allocation is calculated based on analysis of the Surplus Places and Capacity Assessment (SCAP) returns submitted by Education Authorities to the Education & Skills Funding Agency and is provided on a rolling cycle. The SCAP forms show a clear Government expectation that, where additional capacity requirements are a direct result of housing growth, capital funding to support delivery should be sought via developer contributions. The SCAP return requires that expansion projects linked to housing development be recorded separately, including details of the levels (or anticipated level) of developer funding which will be secured.

6.2 Assessing need

Surrey County Council produces a [School Organisation Plan](#), which provides an overview of the availability of school places county-wide, as well as forecasts and detailed information at a LPA level. The plan provides further detail on the forecasting methodology and also the accuracy of

past forecasts. The forecast for future requirements will take into account birth rates, existing pupil numbers and existing housing data.

Schools operate most efficiently and effectively when full or nearly full. To this end, the council seeks to keep the number of vacant places (those that are surplus to requirements) to a minimum. The Audit Commission has previously recommended that there should be approximately a 5% surplus of places in an area to allow flexibility in responding to parental preference and to account for unexpected changes in pupil numbers (such as in year admissions). The County Council will not typically seek to add school places in an area where this would create a sustained long-term surplus of places significantly in excess of this amount.

New housing developments within the county result in an increase in the number of pupils that need a place at Surrey schools. The School Commissioning team makes use of typical child yield figures from new development that are widely used across local authorities. This makes assumptions around the number of children that a new housing development will generate and that will require additional provision. Dwellings that are considered to not generally accommodate school age children are excluded from calculations. This includes student and retirement accommodation.

The average yield figures established for relevant dwellings, where the housing mix is not known, are as follows:

Primary – yield factor of 0.25 equating to 25 primary age children per 100 dwellings

Secondary – yield factor of 0.18 equating to 18 secondary age children per 100 dwellings.

Where housing mix is known, the following specific yield factors are used:

Phase	Housing mix	Yield factor	Pupils per 100 dwellings
Primary	1 bed	0.05	5
Primary	2 bed	0.09	9
Primary	3 bed	0.3	30
Primary	4+ bed	0.43	43
Secondary	1 bed	0.01	1
Secondary	2 bed	0.07	7
Secondary	3 bed	0.19	19
Secondary	4 bed	0.36	36

6.3 What are S106 contributions required for?

S106 contributions are required to provide additional school places, which can be through expansion of an existing school or by establishing a new school. Only large strategic sites are likely to require the provision of a new school on site. However, a combination of large developments in one locality may prompt the need for a new school or alone would be likely to necessitate the provision of additional capacity at existing schools.

6.4 Expansion of existing schools

Work required to accommodate additional children within existing schools will vary and therefore developer contributions to enable the provision of additional capacity at any Surrey state funded schools (academies, free schools or maintained schools) could be used to fund a range of capital works, including:

- Additional classrooms
- Internal remodelling to create additional teaching space
- Additional toilet provision
- Additional staff space
- Additional group space
- Additional hall or sports hall space
- Expansion of kitchen or dining facilities
- Multi Use Games Area
- Expansion of specialist facilities – e.g. science labs, technology rooms
- Developing /improving/extending SEND facilities in a special school or within a mainstream school
- Extension of playground

The cost of each scheme and therefore any developer contribution required will be determined on a case by case basis. As a guide, a standard cost multiplier produced by the Department for Education (taking account of Surrey’s ‘location factor’) suggests a cost per additional school place as follows:

Cost to provide an additional primary school place £13,728

Cost to provide an additional secondary school place £20,685

6.5 New schools

As a general rule, when considering the need for the establishment of a new school, the County Council works on the basis of a minimum capacity of 2 Forms of Entry (420 places) at primary level and 4 Forms of Entry (600 places) at secondary level. These minimum thresholds are considered important in respect of ensuring that the school estate is financially sustainable and suitably flexible to accommodate fluctuations in demand. As such, the County Council would typically seek to address forecast increases in demand that fail to reach these thresholds via expansion of existing provision, wherever possible.

Even where no individual development itself delivers housing equating to the need for a new school, if the cumulative effect of forecast housing development in an area indicates the need for new school provision, it is possible that the County Council will seek to deliver such provision through “pooled” developer contributions. This could involve a mixture of S106 and CIL contributions from a range of sites. In such a scenario, the provision of land for a school within a development site could be used to (partially) offset the associated developer contribution requirement.

When assessing the site requirement for any new school, the County Council will take a lead from the guidelines set out in the relevant Department of Education Building Bulletin (currently BB103).

These guidelines set a “range” for optimal site areas, which the County Council will typically expect all new sites to sit within. The specific appropriate point in this range is likely to be dictated by the nature of the site, as well as the particular form of education and wider community provision proposed, with this being assessed on a case by case basis. In a similar fashion, the County Council would expect any new school facilities to align with the Building Bulletin floor area guidelines, as well as taking account of the particularities of the proposal in question.

6.6 Establishing a New School in the context of Residential Development

Current national policy dictates that where a new school is required there is a presumption for the establishment of a new free school. Free schools are funded directly from the Secretary of State and are therefore outside the direct purview of the local authority. Free schools operate under the same legal framework as academy schools, with the only distinction being the route through which the school is established.

Except in extremis the Council therefore has no ability to open new discreet schools as community schools. The Council, however, still holds the statutory duty to ensure a sufficient number of school places are provided, irrespective of the local school mix.

There are two principal routes that exist to enable the establishment of new schools within this context.

The Council is obliged to identify potential academy school sponsors for new provision that it identifies is necessary or respond to free school proposals where they are submitted directly to the Department for Education by the proposers. In either case, the Secretary of state would determine whether the new school should be approved. These routes are explained further below:

6.7 Free School Presumption Competition Route

Where a local authority identifies additional forecast demand that can be met by discreet new provision it can indicate to the Department for Education (DfE) that it will hold a competition to determine a preferred bidder to operate new provision. The County Council will indicate the specification of the new school, its size, location, age range, and key features that it would like to see included. This specification is provided to the ‘education market’ who can respond in the form of a bid to run the outlined provision. Only bodies with Academy Sponsor Status are eligible to enter a Free School Presumption Competition.

The County Council has the ability to assess those bids that are returned, and from those identify a preferred bidder. All of the information gathered during the competition is however passed to the Secretary of State in the guise of the Regional School Commissioner (RSC). This body is the statutory decision maker as to who will run the new provision, and whilst they are obliged to give weight to the Council’s preference, they are not bound by it. The competition process typically takes in the region of 6 months, from the invitation of bids, to the point of sponsor approval.

In this scenario the full capital cost, and accountability for providing the physical space for the new provision resides with the County Council. Where the additional demand is being driven by housing growth, the expectation would be that the Council would seek to recoup the cost via developer contributions.

In a planning scenario, a S106 agreement could be written whereby a school is provided as part of the agreement, the site and school is transferred to the County Council as appropriate, alongside which the Council would undertake the sponsor competition outlined above. The developer in this

instance need not have any involvement save for the obligations with the relevant planning agreement. The site would be offered to the successful sponsor with a 125 year lease.

6.8 National Free School Application Route

In a planning scenario a developer could engage, at the outset, with an academy sponsor who could submit a free school application directly to the Department of Education that related to the planning application, which included the provision of a new school as appropriate mitigation. The site in this instance could be transferred to the Department for Education, who would then subsequently grant the 125 year lease to the approved applicant.

Currently the DfE run 'waves' of opportunities for parties to apply to establish a Free School. Interested parties can submit documentation to be considered for approval to set up a free school. This application is considered by the RSC, who determines whether a bid is approved. The County Council is a consultee to this process and can state a view as to whether the new provision is needed or appropriate, but it is not the statutory decision maker. If approved the full costs and construction risk is held via the Education and Skills Funding Agency, although it would be likely to seek developer contributions in a similar fashion to that set out above. Again, there would be the potential for the developer to build the school in lieu of contributions, with this option having to be negotiated with the Education and Skills Funding Agency, on a case-by-case basis.

7. Early years and childcare

The Childcare Act 2006 places a duty on all local authorities in England to ensure there are sufficient childcare services for parents that want them. Surrey County Council therefore holds a statutory responsibility for securing certain elements of Early Years provision.

In recent years several additional responsibilities have been placed upon the County Council, including the responsibility for providing 15 hours of Free Early Education Entitlement (FEEE) for vulnerable 2 year olds and all 3 and 4 year olds. As of September 2017 SCC was also required to ensure up to 30 hours of childcare for children of working families. These requirements have brought challenges, both in identifying providers to create new FEEE places, as well as increased financial implications for the Council.

Early Years provision is through the private, voluntary and independent sector (PVI) as well as through facilities linked to Surrey state schools.

7.1 Assessing need

The Early Years & Childcare Service will only require developer contributions where there is a current or forecast lack of provision in the area of the proposed development, or the development is of such a scale to make this an issue. When assessing need, the County Council will look at provision for 2, 3 and 4 year olds. Given the duty to ensure diverse provision, unfilled places at one type of provider does not signify that provision in an area is sufficient.

Surrey County Council produces [Childcare Sufficiency Assessments](#) which include forecasts to indicate areas where current provision will not be able to meet future demand for early education. The projected need for early years places draws on population data, the early years census, Department for Education data for families eligible for FEEE, predicted eligibility for the extended entitlement (30 hours) and housing data which is considered against the audit of childcare and early education provision in order to identify deficits.

The Early Years & Childcare Service makes use of typical child yield figures from new development that are widely used across local authorities. This makes assumptions for the number of children that a new housing development will generate and that will require additional provision. Dwellings that are considered to not generally accommodate children are excluded from calculations. This includes student and retirement accommodation.

The average yield figure established for relevant dwellings is as follows:

Early years – yield factor of 0.07 equating to 7 early years age children per 100 dwellings

7.2 What are S106 contributions required for?

To make sure there are enough funded early education places across Surrey, SCC will support the development of places in the maintained and PVI sector in the ward clusters with projected shortfalls of places. Actions include:

- Where new primary schools are planned, the need for early years places for 2, 3 and 4 year olds is considered alongside these plans and the development of nursery classes is included where a need can be evidenced
- Expansion on to infant and primary school sites where suitable space can be identified for a school run nursery provision to meet the sufficiency need in an area

- When community premises are identified, the Early Years team invite PVI childcare providers to submit a tender outlining how they can work in partnership with the Council and other early years providers to develop services.

The cost of each scheme and therefore any developer contribution required will be determined on a case by case basis. As a guide, a standard cost multiplier produced by the Department for Education suggests a cost per additional early years place of £9,615.

Larger developments may alone trigger the need for a new setting and in such cases a land contribution may be required. In some cases, it may be appropriate for the developer to provide buildings in lieu of a financial contribution. In such cases Surrey County Council will need to approve the specification of the building and also any provider and the form of provision.

8. Library provision

Local authorities have a statutory duty under the Public Libraries and Museums Act 1964 ‘to provide a comprehensive and efficient library service for all persons’ in the area that want to make use of it (section 7).

Within Surrey provision to meet this statutory duty ranges from Library Direct Services to flagship libraries in larger urban centres. The county has a network of 52 libraries, which are increasingly providing access to a wide range of services. There is ongoing work and consultation around proposals for transforming libraries and cultural services in Surrey.

Surrey libraries currently has three groups of libraries:

Band of library	Description	Number
Group A	Main town libraries	10
Group B	Town libraries	18
Group C	Community libraries	14
Community Partnered Libraries (CPLs)	Run by volunteers with support from the Community-led Services team	10
Total		52

These groups all offer a core set of services including book borrowing, free WI-FI, access to IT and a range of activities but with more variety and depth and supplementary services in the larger libraries.

8.1 Assessing need

Current levels of provision are linked to existing population levels and demographics of the catchment. Due to the population density of Surrey and the district and borough split, the catchment areas for libraries vary in different locations. In the north west of the county, there are many medium sized branches that cover overlapping areas with large mobile populations. In the south and west where it is more rural, the catchment areas span a wider area but not necessarily a larger population spread. Where possible the Library Service does use the national standard of 30m² net of public library space per 1000 population, particularly when assessing new locations and premises.

Housing growth within the county has an impact on the existing provision and developer contributions may be sought where there is expected to be significant growth. Where the existing library’s capacity would be exceeded, a contribution will be required.

8.2 What are S106 contributions required for?

The specific requirements will be determined on a case by case basis depending on the scale of housing proposed and the existing provision locally. Developer contributions may be required towards the provision of:

- Site or a building to enable relocation and expansion
- Modification, upgrading or extension of existing accommodation
- Co-location with other services
- Library fit out and additional stock
- Upgrading infrastructure related facilities such as IT

The Library service will look at the existing provision of library services within an area and will assess whether the new development impacts on an existing branch or requires service provision in a new location and what this level should be.

Work is carried out in partnership with SCC Property to calculate if an increase in provision can be supported on a long-term basis, particularly in staffing and property costs. Alternatively, size and service provision are analysed to see what improvements can be made to support an increase in use.

9. Sustainable Drainage Systems

Sustainable drainage systems (SuDS) are a natural approach to managing drainage on development sites, which work by slowing and holding back run off from the site. The NPPF (paragraph 165) requires that major development, which includes sites of 10 or more dwellings, should incorporate SuDS unless there is clear evidence that this would be inappropriate. It sets out that the systems used should:

- take account of advice from the lead local flood authority
- have appropriate proposed minimum operational standards
- have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development
- where possible, provide multifunctional benefits

Decisions about the suitability of sustainable drainage provision are made by the Local Planning Authority. However in its role as Lead Local Flood Authority (LLFA), Surrey County Council is a statutory consultee for surface water implications and SuDS proposals on all major applications.

To assist developers and their design teams in planning for SuDS, Surrey County Council working in partnership with the South East Seven, have prepared the guidance document – [Water People Places](#) as well as a SuDS [advice note](#).

A Surface Water Drainage Strategy Document is required to support each major planning application. Further information can be found in the SCC advice note, which sets out information to include in this document and a template [pro-forma](#) to accompany an application's drainage statement.

As LLFA Surrey County Council also offer a chargeable [pre-application advice service](#). Applicants are strongly advised to discuss their proposals at the pre-application stage to ensure that an acceptable SuDS scheme is submitted. All enquiries relating to this service should be directed to SuDS@surreycc.gov.uk

9.1 Maintenance

SuDS are a requirement of the NPPF and most LPAs require their inclusion in new developments through local policies in order to meet water quantity, quality, amenity and biodiversity requirements.

There is an overriding need to ensure that there is a viable option for the maintenance of SuDS to ensure that they do not fall into disrepair, which may result in flooding. As SuDS are holistic systems that often cater for private and highway water within the same features, it is Surrey County Council's position to adopt SuDS which manage private systems only in exceptional circumstances. This would be subject to SuDS being designed and built to the required standard and long term maintenance addressed through an up-front commuted sum payment. SuDS design should accord with the National SuDS standards and SCC advice. Agreement to adopt would be on a voluntary basis for the developer and the county council.

In other cases, LPAs will work with developers to agree an alternative SuDS adoption organisation, which could include a water authority or private management company. The LPA will work with the developer to agree the long-term maintenance of SuDS through a combination of planning obligation, planning condition and commuted sum payments. Whichever SuDS maintenance option is chosen, early engagement with the relevant adoption organisation and LPA is essential.

9.2 Commuted sums for SuDS

Whilst whole life maintenance costs of SuDS are accepted by the industry to be comparable to those of conventional drainage, the routine maintenance is often more frequent/expensive and the replacement costs less frequent/expensive. If adoption by SCC is agreed, the commuted sum should reflect this short term increase in cost. As vegetative SuDS features are expected to last longer before requiring replacement there is also an argument that the commuted sum period should be extended to include one replacement. The County Council will discuss SuDS adoption on a case by case basis. Fees and charges will increase annually in line with inflation and/or the cost of delivering the service.

10. Suitable Alternative Natural Greenspaces (SANGs)

Western parts of the county are home to the Thames Basin Heaths Special Protection Area (SPA), which is a network of internationally important heathland supporting rare birds such as the Dartford Warbler, Woodlark and Nightjar. To prevent harm to the SPA, new housing developments in impacted areas must provide Suitable Alternative Natural Greenspaces (SANGs). This is the name given to open space that is of a quality and type suitable to be used as mitigation by providing alternative open space to divert visitors from the SPA.

As a landowner, the County Council is in principle willing to play a role in supporting the delivery of avoidance strategies for the Thames Basin Heaths SPA and has adopted a policy for the creation of SANGs on County Council land. Where land owned by the County Council is requested for consideration as it appears to meet Natural England's criteria for use as a SANGs, suitability will then be assessed by SCC against considerations such as financial issues and biodiversity concerns. If, following the assessment process and political sign off, any SCC land progresses to SANGs designation, a charge per square metre will apply.

Currently the County Council has two SANGs sites on land within its ownership, one at Valley End, Chobham and a second at Bisley Common, Queens Road, Bisley. Both sites currently have capacity to support additional residential development in the area.

11. Fire Service

Developers will be expected to provide fire hydrants to the relevant water main for fire-fighting purposes to save life and property. The requirements are as follows:

Residential developments: All residential properties should be no more than 90m from a hydrant (90m should be measured along a route suitable for laying hose with no obstruction by structures or barriers).

All hydrants should be installed on a main no less than 90mm in diameter.

Commercial developments: To meet the functional requirements of the Building Regulations, the location and spacing of fire hydrants should comply with Approved Document B; B5. This specifies that buildings with a compartment size of 280 m² or more in area that are erected more than 100m from an existing hydrant will require additional hydrant provision as follows:

Buildings without fire mains – hydrants should be provided within 90m of entry point to building and not more than 90m apart

Buildings with fire mains – hydrants should be provided within 90m of dry fire main inlets

Where possible these will be located at main roads, feeder roads or road junctions where they are readily visible. The fire hydrants ought to be installed at the same time as the rest of the water infrastructure, ahead of any dwellings being occupied.

Adequate access for fire-fighting vehicles and equipment from the public highway must also be available and may require additional works on or off site, to comply with Building Regulations ADB B5. Further information relating to emergency service access can be found in the [Transport Development Planning Good Practice Guide](#)

Where there is a need for additional hydrants, developers should submit details of their proposals to provide compliant access to fire hydrants for Surrey Fire and Rescue Service approval. Enquiries should be directed to Fire.Planning@surreycc.gov.uk

Submission of proposals must take place in advance of the development commencing and dwellings should not be occupied until the hydrant (s) required to serve the development has been provided to the satisfaction of the Surrey Fire and Rescue Service.

Developers will be expected to initiate the installation of hydrants to BS750 through contact with the relevant water company and will incur all cost associated with the hydrant and its installation.

12. Adult Social Care

The NPPF requires Local Planning Authorities (LPAs) to plan for a mix of housing in order to meet the needs of different groups including, but not limited to older people and people with disabilities. LPAs assess the types, sizes and tenures of homes needed to meet the needs of the local community through their Strategic Housing Market Assessments (SHMAs). This evidence translates to Local Plan policies for specialist accommodation and allocations for specific provision.

Surrey's population is set to see a notable increase in the proportion of the population aged 65+. The County Council has specific duties to protect and support older people and those with disabilities and aims to work with the Surrey districts and boroughs through the planning process to achieve a varied housing stock to meet local needs.

The County Council promotes the need for flexible housing to support the changing needs of residents throughout their life and works with districts and borough to secure provision. Surrey County Council wishes to support residents who have or may develop care and support needs to be supported in their homes for as long as possible, reducing the need for residential care.

Increasingly the County Council has moved towards community and home-based services for the delivery of adult social care, with a desire that housing be "future proofed" to ensure it is adaptable.

These principles are reflected in a move away from residential care homes towards supported living, i.e. housing with varying levels of care, support or supervision available on site. There is a growing popularity in particular for extra care housing. This is similar to sheltered housing but with higher levels of personal care available, which can be arranged according to individual needs. Within Surrey there are not enough extra care facilities to meet demand and work is currently taking place to develop the number needed in the longer term.

It is the preference of the County Council for LPAs and developers to address adult social care needs through the design of development in the following ways:

- Provision of specialist forms of accommodation to meet the needs of specific groups within the community based on local housing needs. This is often for the more vulnerable members of society, including the elderly or those with physical or mental health issues.
- Through the provision of social housing models of extra care and adapted accommodation with care support for people with disabilities
- Requiring a proportion of affordable and market housing to be built to 'accessible and adaptable standards' as set out in Building Regulations Standards M4(2) and 'Wheelchair User Dwelling Standards' as set out in the standard M4(3)
- The integration of assistive technology within homes and the community
- Accessible communities and sustainable community infrastructure

Such aspirations are reflected in district and borough's Local Plan policies and site allocations.

The County Council expect to be consulted by LPAs at planning application stage on schemes that include residential care provision or specialist accommodation in order to advise on needs locally. The County Council actively encourages early engagement between developers and our adult social care team where elements of specialist accommodation or residential are being considered in an application.