Hampshire County Council

# Hampshire Library and Information Service Developer Contributions Policy

## Securing Developer Contributions towards Hampshire Library and Information Service

## December 2011

## 1 Introduction

1.1 The aim of this policy is to outline the County Council's approach to securing developers contributions towards the Library and Information Service in order to ensure that the impacts of development upon the service are adequately mitigated.

## 2 Background

2.1 Financial contributions, otherwise known as Planning Obligations, are commonly secured under Section 106 of the Town and Country Planning Act 1990. This section provides for payments of money, either of a specific amount or by reference to a formula, and require payments to be made indefinitely or for a specified period. It is under this guidance that the Hampshire Library and Information Service wish to secure financial contributions towards improvements to infrastructure.

## 3 Community Infrastructure Levy Regulations 2010

3.1 The Community Infrastructure Levy (CIL) Regulations 2010 include provisions to limit the use of planning obligations in two stages. The first stage came into effect in April 2010 and the second stage will come into effect in April 2014 or when a local planning authority within Hampshire start to operate a CIL.

3.2 Regulation 122 of the CIL Regulations came into effect in April 2010 and states that, in order to constitute a reason for granting planning permission, planning obligations must be

- (i) Necessary to make the developments acceptable in planning terms
- (ii) Directly related to the developments and;
- (iii) Fairly and reasonably related in scale and kind to the development

This regulation brings into statute the guidance contained within Circular 05/2005, the guidance document on planning obligations which was issued by the Office of the Deputy Prime Minister.

3.3 Regulation 123 will come into effect in April 2014 or when a local planning authority within Hampshire starts to operate a CIL, whichever is sooner. The regulation restricts the use of planning obligations as a means of securing financial contributions towards a specific scheme or infrastructure type if the said scheme or infrastructure type appears on a CIL charging schedule.

3.4 This policy has been developed to meet the requirements of Regulation 122 of the CIL Regulations for the period up until April 2014, or until a CIL is introduced, and is intended to provide guidance for local planning authorities so that they might include Library infrastructure improvements on their CIL charging schedules in order to comply with

Regulation 123 and ensure that funding can continue to be collected towards the improvements required to libraries as a result of development.

## 4 Hampshire Library and Information Service (LIS)

### 4.1 Vision

4.1.1 *"A creative service at the heart of Hampshire communities which prides itself on meeting their evolving needs for reading, information, learning and enjoyment."*

4.1.2 LIS aims to provide access to books, information and learning for people and communities to develop their skills, knowledge and confidence and to encourage lifelong reading enjoyment. Materials are provided in a variety of formats and technologies, both physical and virtual, that respond to the needs of the local community.

### 4.2 Service provision

4.2.1 LIS currently operates 50 libraries, 3 Discovery Centres and 4 mobile libraries. The libraries fall into five categories

(i) Discovery Centres – located in major towns, opening 50 hours plus a week, providing a full library service, access to public IT, access to e-resources and provision of a wide range of activities for the community such as performance, visual arts or museum related events.

(ii) Large libraries – located in large towns or urban areas, opening 40 hours plus a week, providing a full library service, access to public IT, access to e-resources and providing space for a range of activities for the community.

(iii) Medium libraries – located in small towns and large villages, opening 35 plus hours a week, providing a full library service, access to public IT, access to e-resources and providing a limited space for community activities and events.

(iv) Small and neighbourhood libraries – located in villages, part time opening hours (varying between 10 hours and 35 hours a week), providing a limited library service in terms of range of stock and limited IT access.

4.2.2 LIS also operates 4 mobile libraries visiting rural and semi rural communities at least 2 miles from the nearest library.

### 4.3 Standards

4.3.1 As a library authority LIS has a statutory duty to provide a public library service that is "comprehensive and efficient ". All comers are allowed access to each of the libraries and mobiles in Hampshire.

4.3.2 LIS is measured against a number of benchmarks for quality of service which together constitute a nationally recognised acceptable level of service. Additional development will have a direct effect on a number of these measures including:
Total material acquisitions per 1000 population
Available IT time in libraries per 1000 population

4.3.3 The Museum, Library and Archive Council (MLA) Standard Charge approach recommends for libraries a minimum standard space of 30 $m^2$ per 1000 population (MLA council report "Public Libraries, Archives and New Development: a Standard Charge approach" 2008)

## 5 Why are contributions required?

5.1 Development will increase the number of potential library users which the authority has a statutory obligation to support in accordance with standards and benchmarks. This will increase the financial burden on the public purse.

5.2 LIS has a small capital budget (£18,000 for 2012/13, £83,000 for 2013/14) with which to fund improvements to libraries, but this is not sufficient to fund all of the improvements that will be necessary as a result of development. Alternative sources of funding available to LIS tend to be opportunistic, such as recent Lottery Funding which was achieved through a successful bid to the Community Libraries Project. Revenue costs of providing service will come from council tax, but infrastructure costs cannot be met this way and therefore contributions from developers will be sought for service improvements appropriate to the scale and nature of the development. These improvements will range from enhancement of stock and IT facilities to the extension of existing buildings or provision of new buildings. IT facilities includes self service checkout machines and the equipment and software for providing public IT access. These IT facilities are essential for making the service more efficient and to provide the public with access to the full range of services offered by the library, many of which are online.

5.3 Smaller developments may be required to make contributions to additional stock or extra public IT access. LIS operates as a single stock unit, with stock accessible through all libraries, so new stock would not necessarily be located permanently in the library closest the development. In addition LIS provides a well used virtual library service and increased use of this as a result of new developments may require purchase of additional licences for on-line reference material and purchase of additional e-book stock.

5.4 New developments which include the provision of extra-care housing for elderly or disabled people may require extension of the housebound or mobile library service and / or purchase of specialist stock such as Large Print or audio books. Similarly new developments providing housing for young families may require purchase of stock and IT provision for children.

## 6 Model for identifying contribution required

6.1 As mentioned in paragraph 3.3, obligations must be directly related to the development and fairly and reasonably related in scale and kind to the proposed development. In order to meet these requirements LIS has chosen to use a spreadsheet model that will identify the nearest library to a development and indicate what contribution will be required to accommodate the additional library users generated. Appendix 1 describes how the model works.

6.2 Based on the MLA recommended standard of 30 sq m floor space per 1000 population, the model takes into account the floor space of each library, the forecasted changes in population over the next 5 years, the net increase in population from the proposed development and uses this information to calculate whether a contribution is required and the size of the contribution. Many libraries in Hampshire do not meet the standard floor space recommendation. LIS recognises that in some of these cases, depending on the library, the best solution for resolving insufficient capacity is not always to increase library floor space by new builds or extensions. There may be other options available for making better use of existing space, such as removing the need for a counter by introducing self-service technology and improving shelving layout. The model, therefore, allows LIS to decide on an individual basis how best to improve the library in order to mitigate the impact of development – whether it is through improvements to the buildings or simply making better use of space and providing additional IT and new stock.

6.3 In order to satisfy the test which requires obligations to be “directly related to the development” LIS will seek contributions only to the library nearest to the development, providing it is within a defensible distance threshold of it and is therefore likely to be used by its residents. The distance thresholds have been determined from the catchments of the libraries, worked out from library membership data. They are 8.5 km for Discovery Centres, 7.5 km for large libraries, 4.4 km for medium libraries, 5.1 km for small libraries and 3.7 km for neighbourhood libraries.

6.4 The new build and fitting out costs used in the model are based on the current cost of new provision in Hampshire as follows;

New build cost including fit out allowance: £1915 per $m^2$
Refurbishment cost including fit out allowance: £821 per $m^2$

6.5 Stock costs are based on the Holt Jackson book price index (March 2011) as follows;

Stock cost: £457 per $m^2$

(Stock cost based on library stock of a minimum of 1200 items per 1000 population, the average price of new items taken from the Holt Jackson review of new book prices paid by Public Libraries and the standard of 30 $m^2$ per 1000 population)

6.6 IT costs are based on current cost of IT provision to Hampshire libraries as follows;
IT cost: £66 per $m^2$.

6.7 It is intended that the policy will be review annually and the costs will be updated annually using the Retail Price Index (all items) (RPI) as appropriate.

6.8 As described in Appendix 1, the model is designed to calculate the contributions required for each individual development, taking into account resulting population changes, whether it falls within a library catchment, and the current provision at that library. Therefore each contribution required will be different. Examples of the levels of contribution which may be sought can be found in Appendix 2. Appendix 3 shows the list of libraries and improvements required.

## 7 Application of the Policy

7.1 The policy applies to residential developments (as defined by use classes C3 and C4) for developments where there is a net gain of 1 dwelling up to 3000 dwellings in size.

7.2 For developments of 3000 dwellings and over LIS needs to be involved in discussions with the Developer and the local planning authority on the options for library provision for the development.

7.3 The County Council recognise that, in some circumstances, it will not be economically viable for a development to make a financial contribution in accordance with the policy and therefore there will be scope to negotiate. However, the County Council will require the local planning authority to confirm that they are content for the development to come forward without securing financial contributions in order to make the scheme viable.

## 8 Mechanism for collecting contributions

8.1 LIS is pleased to work in partnership with local planning authorities to secure contributions towards improvements to libraries. LIS is therefore happy for the local planning authorities to secure and collect contributions on their behalf where the County Council will not be party to the Section 106 Agreement, provided that the contribution is calculated in accordance with the policy. Copies of all completed agreements should be forwarded to LIS and any contributions collected should be transferred to the County Council upon receipt.

## 9 Status of this document

9.1 This document is intended to be taken to the County Council's Executive Member for Culture and Recreation Decision Day on 9 December for approval. Costs have been updated to April 2011 prices.

Any enquiries about the content of this document should be addressed to:

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**APPENDIX 1**

**Description of Model and how it works**

1) The Model identifies the net increase in the on-site population assuming the proposed development is built out. The “net increase” takes account of any existing dwellings on the site that may be demolished to make way for the development. It also takes into account the predicted change in population in the library catchment area over the next 7 years.

2) Identifies the nearest library to the proposed development.

3) Assesses the current provision and identifies whether the existing facilities will be able to accommodate additional users generated by development.

4) Assesses the most appropriate way of improving the facilities so that the new users can be accommodated. This can be a replacement library, an extension to the existing library, refurbishment of the existing library, increasing the book stock or upgrading the IT system. There can also be a need for several of these changes, for example an extension to the building plus an increase in the book stock and upgrading of the system. Alternatively it may be that the existing facilities are sufficient and no improvements will be required. The Model includes an assessment of the adequacy of each existing library.

5) Calculates the amount of developer contributions required to mitigate the impact that will arise from, or be exacerbated by, the proposed development using the net increase in the on-site population from Step 2 and the County Council’s adopted quality and quantity standards and standard unit costs.

6) The Model will be updated regularly to ensure that when improvements are completed on a library and it meets standards no further contributions will be requested towards building work or refurbishment for that library.

**APPENDIX 2**

**Examples of contributions that may be secured**

As described in Appendix 1, the model is designed to calculate the contributions required for each individual development, taking into account resulting population changes, whether it falls within a library catchment, and existing provision in that library. Therefore each contribution required will be different.

**Example 1**

Development falling within the catchment of a library that is already at over capacity and will require contributions to a new building plus stock and IT to accommodate the residents of the development.

**Number of units planned**: **150** (15 x 1 bed, 37 x 2 bed, 53 x 3 bed, 54 x 4 bed or more)

**Contribution required**: **£29,889** (£199.26 per dwelling)

**Example 2**

Development falling within the catchment of a library that is already at over capacity and will require contributions to a new building plus stock and IT to accommodate residents of the development.

**Number of units planned**: **1350** (135 x 1 bed, 337 x 2 bed, 473 x 3 bed, 405 x 4 bed or more)

**Contribution required**: **£268,790** (£199.10 per dwelling)

**Example 3**

Development falling within the catchment of a library that is already at over capacity but will only require contributions to refurbishment plus stock and IT in order to accommodate the residents of the development.

**Number of units planned**: **150** (15 x 1 bed, 37 x 2 bed, 53 x 3 bed, 54 x 4 bed or more)

**Contribution required**: **£18,427** (£122.85 per dwelling)

**APPENDIX 3**

## List of Libraries and improvements required

List will be updated regularly so that when improvements are completed on a library no further contributions from new developments will be requested towards building work and refurbishment for that library.

Where it is unlikely there will be sufficient contributions collected in a reasonable time period to support a new build or refurbishment this money will go towards stock or ICT that can be transferred at a later date to a new building

| Library | District | Current Gross Floor Space (sqm) | Improvement needed to cater for future development | Floor space required (sqm) | New Library/ Refurb | Cost of New Library/ Refurb | Cost of Library Specific ICT | Cost of additional stock needed | Total Cost |
|---|---|---|---|---|---|---|---|---|---|
| **Basingstoke Discovery Centre** | BDBC | 2813 | No | | | | | | |
| **Chineham** | BDBC | 498 | Yes | 1194 | New | £2,287,429 | £78,836 | £318,291 | £2,684,556 |
| **Kingsclere** | BDBC | 74 | Yes | 153 | New | £293,167 | £10,104 | £36,144 | £339,415 |
| **Overton** | BDBC | 70 | Yes | 151 | New | £288,227 | £9,934 | £36,793 | £334,953 |
| **South Ham** | BDBC | 656 | Yes | 1057 | New | £2,024,538 | £69,775 | £183,348 | £2,277,662 |
| **Tadley** | BDBC | 600 | No | | | | | | |
| **Whitchurch** | BDBC | 190 | No | | | | | | |
| **Alton** | EHDC | 740 | Yes | 1023 | Refurb | £840,055 | £67,532 | £129,427 | £1,037,014 |
| **Bordon** | EHDC | 371 | Yes | 504 | Refurb | £413,685 | £33,256 | £60,726 | £507,668 |
| **Grayshott** | EHDC | 112 | Yes | 233 | New | £446,904 | £15,402 | £55,466 | £517,772 |
| **Horndean** | EHDC | 169 | Yes | 509 | New | £974,812 | £33,597 | £155,398 | £1,163,807 |
| **Liphook** | EHDC | 221 | Yes | 254 | Refurb | £208,542 | £16,765 | £15,086 | £240,392 |
| **Petersfield** | SDNPA | 1194 | No | | | | | | |
| **Chandler's Ford** | EBC | 886 | No | | | | | | |
| **Eastleigh** | EBC | 701 | Yes | 1156 | New | £2,214,410 | £76,319 | £208,095 | £2,498,824 |
| **Fair Oak** | EBC | 76 | Yes | 256 | New | £490,049 | £16,889 | £82,214 | £589,152 |
| **Hedge End** | EBC | 186 | Yes | 985 | New | £1,886,658 | £65,023 | £365,234 | £2,316,916 |
| **Netley** | EBC | 121 | Yes | 330 | New | £631,318 | £21,758 | £95,362 | £748,438 |
| **West End** | EBC | 88 | Yes | 327 | New | £626,665 | £21,598 | £109,333 | £757,595 |
| **Fareham** | FBC | 2590 | No | | | | | | |
| **Lockswood** | FBC | 159 | Yes | 1368 | New | £2,619,433 | £90,278 | £552,444 | £3,262,155 |
| **Portchester** | FBC | 430 | Yes | 517 | Refurb | £424,769 | £34,147 | £39,933 | £498,849 |
| **Stubbington** | FBC | 437 | Yes | 444 | Refurb | £364,893 | £29,334 | £3,405 | £397,632 |
| **Bridgemary** | GBC | 570 | No | | | | | | |
| **Elson** | GBC | 558 | Yes | 729 | Refurb | £598,484 | £48,112 | £78,133 | £724,730 |
| **Gosport Discovery Centre** | GBC | 2157 | No | | | | | | |
| **Lee-on-the-Solent** | GBC | 246 | Yes | 476 | Refurb | £390,977 | £31,431 | £105,211 | £527,618 |
| **Fleet** | HDC | 1143 | Yes | 1361 | Refurb | £1,117,734 | £89,854 | £99,823 | £1,307,411 |
| **Odiham** | HDC | 242 | No | | | | | | |
| **Yateley** | HDC | 507 | Yes | 607 | Refurb | £498,536 | £40,077 | £45,805 | £584,418 |
| **Emsworth** | HBD | 128 | Yes | 314 | New | £600,525 | £20,697 | £84,815 | £706,036 |
| **Havant** | HBD | 794 | No | | | | | | |
| **Hayling** | HBD | 588 | No | | | | | | |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **Island** | | | | | | | | | |
| **Leigh Park** | HBD | 600 | Yes | 822 | Refurb | £675,010 | £54,264 | £101,536 | £830,810 |
| **Waterlooville** | HBD | 1661 | No | | | | | | |
| **Blackfield** | NFDC | 77 | Yes | 376 | New | £720,595 | £24,835 | £136,776 | £882,206 |
| **Fordingbridge** | NFDC | 207 | Yes | 290 | Refurb | £237,803 | £19,117 | £37,771 | £294,691 |
| **Hythe** | NFDC | 590 | Yes | 819 | Refurb | £672,719 | £54,080 | £104,831 | £831,630 |
| **Lymington** | NFDC | 865 | Yes | 960 | Refurb | £787,938 | £63,342 | £43,292 | £894,572 |
| **Lyndhurst** | NFNPA | 51 | Yes | 168 | New | £322,122 | £11,102 | £53,565 | £386,789 |
| **Milford on Sea** | NFDC | 73 | Yes | 146 | New | £278,805 | £9,609 | £33,174 | £321,587 |
| **New Milton** | NFDC | 501 | Yes | 742 | New | £1,420,853 | £48,969 | £110,119 | £1,579,941 |
| **Ringwood** | NFDC | 551 | Yes | 682 | Refurb | £559,667 | £44,992 | £59,725 | £664,384 |
| **Totton** | NFDC | 342 | Yes | 1005 | New | £1,925,150 | £66,350 | £303,128 | £2,294,627 |
| **Farnborough** | RBC | 1196 | Yes | 1108 | Refurb | £1,590,334 | £127,847 | £67,668 | £1,785,849 |
| **Rushmoor** | RBC | 1789 | No | | | | | | |
| **Andover** | TVBC | 924 | Yes | 2009 | New | £3,848,173 | £132,626 | £496,069 | £4,476,869 |
| **North Baddesley** | TVBC | 67 | Yes | 202 | New | £386,696 | £13,327 | £61,663 | £461,686 |
| **Romsey** | TVBC | 582 | Yes | 1092 | New | £2,091,927 | £72,098 | £233,248 | £2,397,273 |
| **Alresford** | WCC | 152 | Yes | 256 | New | £489,302 | £16,864 | £47,304 | £553,469 |
| **Bishops Waltham** | WCC | 184 | Yes | 516 | New | £988,944 | £34,084 | £151,916 | £1,174,944 |
| **Stanmore** | WCC | 52 | Yes | 315 | New | £604,087 | £20,820 | £120,397 | £745,303 |
| **Winchester Discovery Centre** | WCC | 1581 | Yes | 1980 | Refurb | £1,625,531 | £130,676 | £182,316 | £1,938,522 |

NB: All costs based on April 2011 Prices