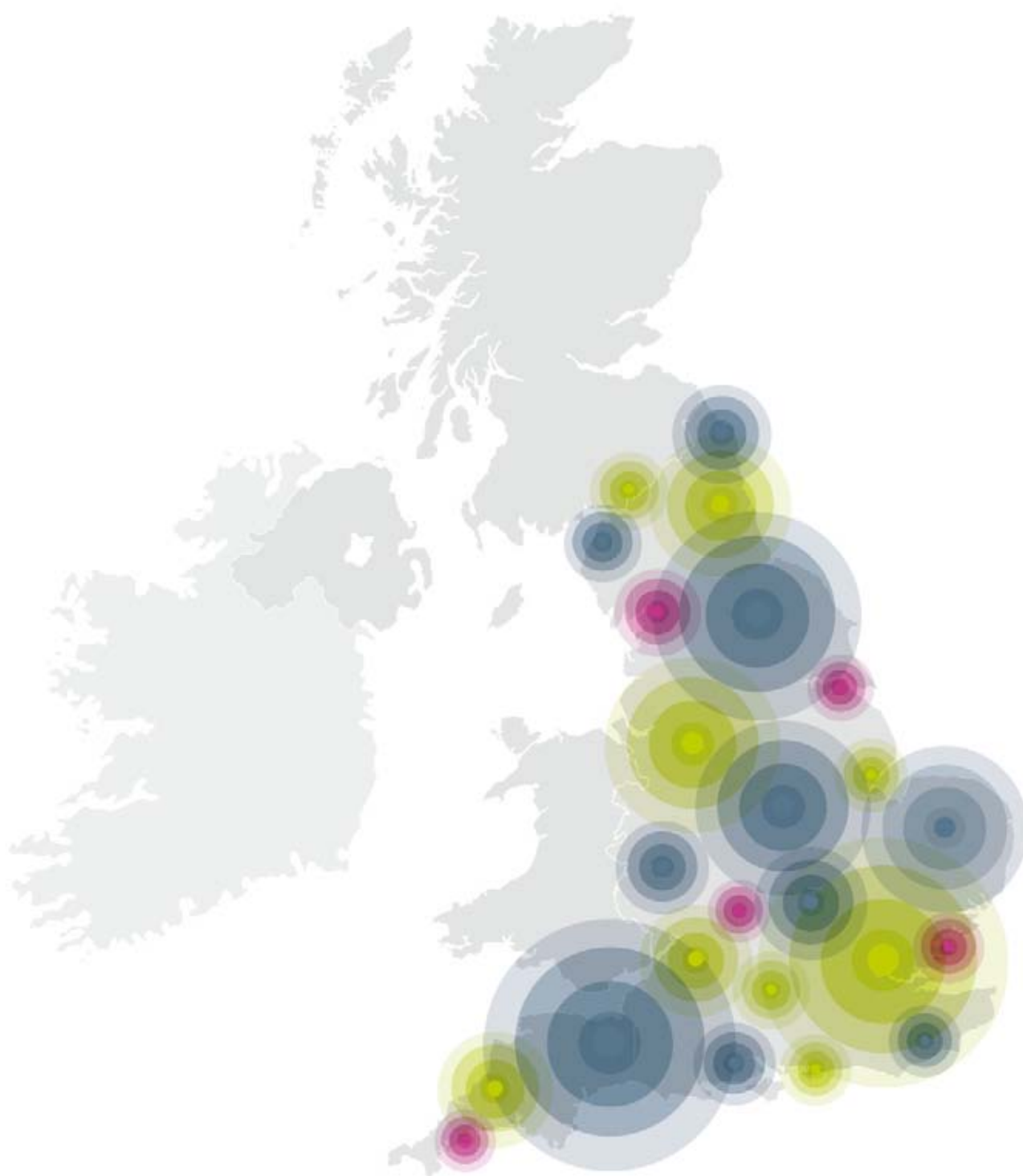


# Public Libraries, Archives and New Development

A Standard Charge Approach  
May 2010





**'It is recommended, where a need has been established, that local planning authorities adopt a minimum standard charge of £105 per person in new housing for library provision, and £22 per person in new housing for archive provision, in negotiation with developers'**

MLA, May 2010

**We would urge local authorities to consider more frequently the possibility of including provision for library development in section 106 agreements with developers**

Third Report of Culture Media and Sport Select Committee for Session 2004-05, Public Libraries, HC 81-1, TSO, London, March 2005

**The use of '...formulaic and standard charge approaches to planning obligations' are encouraged by the DCLG in advice in Circular 5/05**

ODPM (2005) Planning Obligations, Circular 5/05, London, TSO



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# Part 1: Public Libraries

## Public libraries and the building of communities

Local authorities have a duty under the 1964 Public Libraries and Museums Act to provide a comprehensive and efficient library service to all who live, work or study in the area.

Public libraries are at the heart of communities. They provide free access to books and information services, and the internet, as well as opportunities for learning and leisure. Local authorities must ensure that their libraries provide the quality of service that people need, expect and will use.

In many areas experiencing housing growth or regeneration, existing library buildings and library services will need to be upgraded or replaced. Many library services are being developed in partnership; co-located in shared premises.

There is a range of sources of possible funding for such developments, including local authority capital budgets, growth area or growth point funding, and other funding such as lottery or regeneration funds.

An additional source of funding towards mitigating the impacts of new development is the use of planning obligations. The statutory basis for contributions from development towards the provision of community infrastructure is set out in Section 106 of the Town and Country Planning Act 1990 (as substituted by the Planning and Compensation Act 1991).

### The evolving pattern

Modern and attractive public library facilities should be:

- located in highly accessible locations, such as town and neighbourhood centres
- located in close proximity to, or jointly with, other community facilities and services such as health or education
- integrated with the design of an overall development, in mixed use schemes; providing an active frontage to public areas, and clearly defined and attractive entrances, accessible to all users including those with a disability, and
- of suitable size and standard for intended users (1, 2 and 3).

Modern public libraries are no longer just places of function – storing this or lending that – they are places of information, and share exploration and learning, using all forms of media. These roles are reflected in the need for a wider range and new configurations of resources, activity areas and learning facilities within modern library buildings.

Libraries need to be able to respond to change both day to day (they must be flexible) and over time (they must be adaptable). Access for all members of the community being served will need to be inclusive and holistic in any modern library service provision.

The services and facilities you might expect to find in a modern public library are shown below. The precise mix will depend on local community needs and other assessments of local library authorities.

## Elements of public library service

### Public space

- Reception area: staff workstations, refreshments, shop, cloakrooms, toilets, baby care facilities.
- Open access to books and other print collections, newspapers, journals, local studies library and resources.
- Networked PCs with internet access and IT support, computer training area.
- Dedicated areas for priority audiences – such as children or young people – or for priority services such as quiet study, group or family learning.
- Seminar room, flexible multi use space (including exhibition space).
- Some libraries will be built in partnership in co-located facilities – combined with sport, health, education, council information, community facilities or information services. In such cases some spaces will be attributed to the library, others will be shared.

### Non-public space and services

- Staff offices, project staff and volunteers, cloakrooms and rest room-kitchen.
- Staff workrooms, for administration, support and preparatory activity.
- Permanent and temporary storage.
- Plant room, equipment storage.
- Computer server room, security offices, cleaners store.

### External

- Service vehicle and large groups access (eg minibuses) and on site waste storage.
- Car and cycle parking.
- Attractive landscaping and signage.
- Space for related outdoor activity such as storytelling, reading groups, and performance.

## Other elements of core public library services

Other core elements of public library services include mobile library services and outreach. Information points and remote access terminals may be located in both urban and rural areas, particularly where library services are shared with others. Examples of this include services in supermarkets, pubs, community centres, and listed buildings which operate as tourist attractions.

# Planning obligations and standard charges

Planning obligations take the form of legal agreements negotiated between local authorities and those with an interest in a piece of land. Government policy on the use of planning obligations (see Circular 5/05 Planning Obligations) is that they may only be sought by a local planning authority if they meet all of the following tests; a planning obligation must be:

- relevant to planning
- necessary to make the proposed development acceptable in planning terms
- directly related to the proposed development
- fairly and reasonably related in scale and kind to the proposed development, and
- reasonable in all other respects.

National policy is that planning obligations are intended to make acceptable development which would otherwise be unacceptable in planning terms. For example, where a policy in the development plan specifies the need for library provision in association with specified categories of development, then a planning obligation can make a proposed development, which does not offer library infrastructure, accord with policy. Planning obligations may be used to help mitigate the impact of a development where the proposal would generate additional needs that are not provided for in the application. Government guidance, in Circular 5/05, instances contribute towards ‘additional or expanded community infrastructure’ made necessary by new development (4).

Formulae and standard charges are quantitative indicators of the level of contribution likely to be sought by a local planning authority towards infrastructure necessitated by new development. The guidance encourages local authorities to use such approaches, where appropriate, to help speed up negotiations, ensure predictability and make the process of negotiating contributions more transparent. Standard charges and formulae should reflect the actual impacts of development and should not be applied in blanket form regardless of actual impacts (4).

A standard charge will only be justified where there has been an additional need created by new development. In areas where the current supply of library buildings and space is above the standards adopted by the authority, then a request for contributions may not be appropriate. Also, where ‘difficult to develop’ sites are involved, the standard charge may be reduced or waived by negotiation with the local planning authority.

A recent national survey shows a number of local authorities have successfully used standard charge approaches to secure contributions towards public library provision in their areas over recent years.

National consultation with stakeholders on the form and size of a possible library standard charge has received a range of positive responses. Annex A gives more details of the England wide survey carried out.

This standard charge approach has been extensively piloted in South East England, and has been adopted by a number of local authorities within and outside the region.

The Audit Commission, in a series of reports entitled Securing Community Benefits through the Planning Process, has produced guidance to local authorities promoting the more effective use of planning obligations (5).

# Calculating standard charges

The two main parameters of a standard charge for public libraries are:

- a **space standard** by the local authority; the national survey suggests that approved space standards tend to vary between 25 and 35 sq metres per 1,000 population. MLA recommends a figure of 30 sq metres per 1,000 population as a benchmark for local authorities, and
- a **construction and initial fit out cost**; these can vary by site and area; taking the authoritative RICS (Royal Institution of Chartered Surveyors) Building Cost Information Service data, the national average, and currently recommended benchmark figure, is £3,514 per sq metre.

## Benchmark calculation

In order to reflect local circumstances, local planning authorities should take advice from their Chief Library Officer on relevant space standards and building costs.

A calculation using the benchmark figure above suggests a cost of £105,420 (30 x £3,514) per 1,000 people, or £105 (rounded) per person in new housing. This figure would then need to be related to the estimated occupancy of new dwellings in proposed housing schemes to arrive at a contribution figure.

These figures do not include any land purchase costs or VAT.

Annex B gives more detail on how the standard charge has been calculated.

## The regional level

It will normally be appropriate to use a cost figure that takes account of different building costs, at least at regional/sub regional level, in any standard charge calculation. Annex C applies the RICS regional adjustment factors to the building costs for public libraries, and these give a range of possible contribution levels attuned to more local conditions.

In many cases the differentials between regions are not large. It is, however, important to keep any standard charge figures updated for inflation, preferably on an annual basis.

## Applying standard charges

Local authorities should consider application of the standard charge approach:

- to all new housing sites from one new unit upwards, and
- to sites for affordable or local needs housing, student halls of residence, and residential homes and sheltered housing, the residents of which will also make use of public libraries (see the worked example).

Standard charges should:

- be updated annually to reflect building and equipment cost inflation, and
- form part of a Supplementary Planning Document, produced as part of the Local Development Framework, by the authority.

A suitable policy for the provision of cultural and community infrastructure, in step with new development, should be included in the Local Development Framework.

# Assessing need and lists of costed infrastructure

The publication of a standard charge must be accompanied by an assessment of the adequacy of existing public library provision and services. This should include:

- an assessment of existing provision including mobile services (in the case of built provision this may take the form of an assessment of the sq metres provided per 1,000 population for each geographical library catchment), and
- a statement of which library buildings and services are at capacity given the adopted space and other standards, and where therefore new development would place additional pressures on facilities which need to be mitigated.

The production of a costed programme, listing the elements of new and enhanced provision will be required. This could specify the library catchments in which standard charge payments may be appropriate and those where they will not be needed. Maps of the relevant catchments of libraries could be produced to guide the contributions process.

## Worked example

Scheme for 500 new homes in South East England made up of:	Assumed occupancy (persons)	Total assumed occupancy (persons)
300 open market, 2-4 bed	3.0	900
50 open market, 1 bed	1.5	75
100 affordable, 2-4 bed	3.0	300
50 affordable, 1 bed	1.5	75
		<b>Total = 1,350</b>

Contribution towards public library provision therefore  $1,350 \times £105$  per person (using south east regional multiplier of 1.08; see Annex C) = £153,090. (This could be used, for example, towards upgrading a public library in the local catchment, or building an extension to an existing library with upgraded IT facilities).



## Pooled contributions

The standard charge approach is well suited to permit the ‘pooling’ of contributions, so that contributions from a number of small sites can be assembled together for meaningful enhancements to library provision in the appropriate catchment. The example below relates to a small scheme of the type falling under this heading. The contribution of £1,340 (12 x £105 benchmark figure) could be used for IT provision, the reorganisation of library space within buildings and other refurbishments to increase public access.

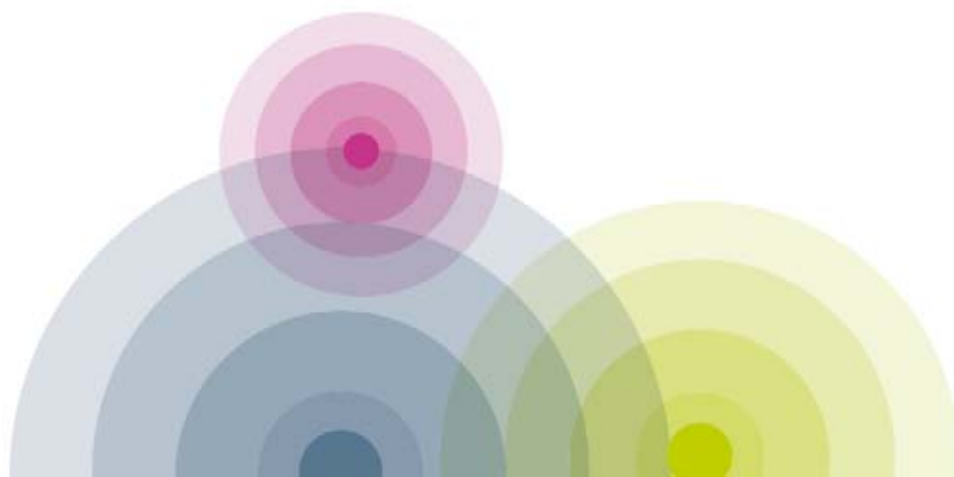
Scheme for four 2 bed flats in south east England	Assumed occupancy (persons) of each flat	Total assumed occupancy of persons
	3	12

A number of examples of planning obligations for large and small developments are listed in the *Designing Libraries* website ([www.designinglibraries.org.uk](http://www.designinglibraries.org.uk))

## Additional information

The following should also be noted:

- The benchmark charge is for guidance; local and more detailed work may establish needs which may suggest more precise figures, distinguishing between situations for example where city centre redevelopments or historic building conversions, or major town centre or small community libraries, are involved.
- The standard charge relates solely to the mitigation of demands placed on public libraries by the occupants/users of new development. It does not contribute towards works to make up for past deficiencies in local library provision.
- The standard charge does not dictate that provisions are made in any particular form, for example either as free standing or joint service provision buildings or as mobile or other provision; this would be for local authorities to decide according to local needs and circumstances.
- Local guidance will also need to allow for the standard charge to be negotiable for sites with particular difficulties, such as redevelopment and brown field sites, where circumstances may suggest alternative approaches.
- Approaches to the development of standard charges related to employment uses and student accommodation are given in Annex D.



## Part 2: Archives

### Archive services and the building of communities

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

An archive is a place where records that have a permanent or continuing value are selected, preserved and made available for use. Such records may be generated by individuals, families, businesses and institutions. They include manuscripts, files, books, photographs, maps, plans and drawings, sound and moving images and digital records. As important components of cultural infrastructure, archives contribute to sustainable communities by:

- shaping the shared sense of national, community and individual identity that creates the framework for our democracy and accountability, gives people a frame of reference for their place in society, and helps them to understand how their location, community and family have developed
- providing a stimulating environment for individual, family and lifelong learning, informal education, academic and personal research and outreach activities that stimulate an interest in people, places and our shared histories and experience, and
- sourcing evidence that demonstrates the integrity and judgement of public and private decisions and actions which lasts longer and is more reliable than individual memory. Archives thus support evidence-based policy making and accountability and have an impact on the lives of individuals by providing authentic and reliable evidence of past actions (6).

Some 99 percent of visitors agree that archives contribute to society by preserving our heritage and culture, and the same proportion strongly agree that archives strengthen family and community identity (7).

Archive services are used by between five and seven percent of the adult population, depending on the region, and over 20 percent of these are first time visitors each year (8). Archives are a growth industry, with visits growing by 50 percent in the 10 years to 2004 (9). Many visit archives for family history research, and some 10 percent of those visiting archives do so in connection with their employment.

In many areas experiencing housing growth or regeneration, existing archive buildings and archive services will need to be upgraded or replaced. Provision could be through refurbishment, extension or replacement of buildings and associated services. In addition, some archive services are being developed in partnership; co-located in shared premises.

## The evolving pattern

Archive services are often provided by counties, because they reflect inherited administrative structures. Some county authorities also serve the needs of nearby unitary authority areas through service agreements. In addition to providing direct access to records, local authority services play a key role in supporting and developing communities to look after and celebrate the history, stories and memories they own. There are believed to be 5,000 community archive groups in the UK influencing the lives of over one million people (10).

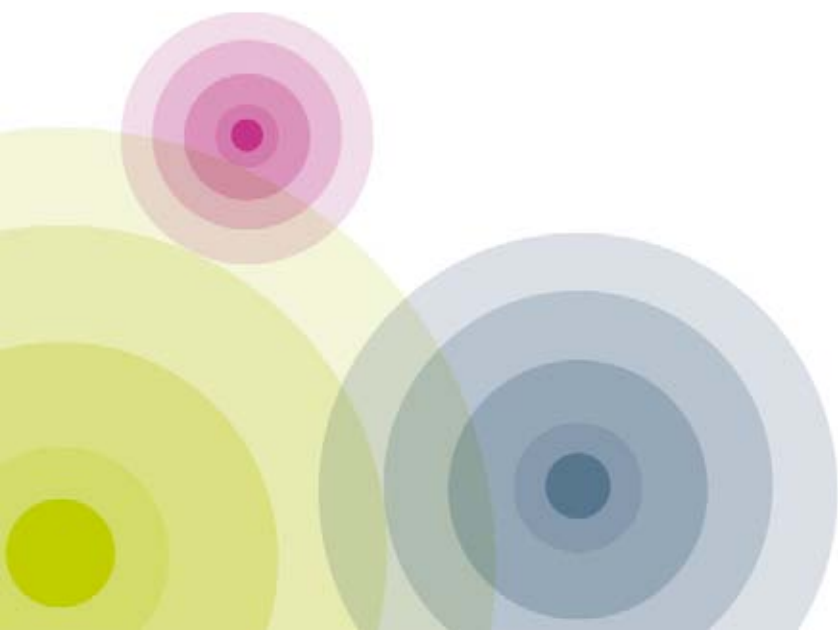
The pattern generally is of a centralised storage facility, with space for people to consult archive material. Most of these facilities also have seminar space, and dedicated areas for use by visiting groups, such as school children. There is also a need for space for conservation work, and for sorting archive material. A reception area, sales space, and exhibition space are also normally provided. Typical elements of an archive facility, based on recent work by the National Archives, are shown below (11). Government policy emphasises the improvement of services in partnership to secure sustainability. This is not about imposing solutions, but identifying ways forward that are appropriate to the local context (6).

In the last 10 years, traditional archive service provision has been radically extended by digital access. For half of those using such online resources for the first time, it is their first contact with archives. This is creating a new market, with a different profile, to that for on-site visits (12). Improvements in digital access are also changing the pattern of use of site-based facilities, with a reported increase in targeted enquiries and enhanced efficiency of visits.

The explosion in digital access is resulting in archive services offering more PC-based information for users. In addition, for those that have no personal access to the internet, a devolved network of information points is being provided. This may comprise computers at public libraries, community halls or in other accessible locations.

However, there is little current evidence that online use will replace user needs for site-based central archive facilities. The process of creation of digital records in the normal course of an authority's business also brings with it further responsibilities for archive services in managing those records.

The services and facilities you might expect to find in a modern archive service are shown below. The precise mix will depend on local community needs and other assessments of local archive service authorities.



## Elements of archive service space

### Public rooms

- Reception area, WCs, coats, bags, café/kitchen, first aid, shop/marketing.
- Search rooms, reference area, library materials, catalogues, microfilms/PCs, hard format, audio visual, outsize maps.
- Exhibition.
- Conference/lecture/education; audio visual, family history lecture.

### Non-public rooms and services

- Staff offices, project staff and volunteers, staff WCs, rest room, kitchen.
- Staff workrooms, cataloguing.
- Permanent and temporary archival storage (25 years supply).
- Conservation and reprography; exhibition preparation, storage, photo digital processing, audio visual studio.
- Document reception, sorting, labelling, storage.
- Plant room, box store, equipment stores.
- Computer server room, security offices, cleaners store.

### External/other

- Car and cycle parking.
- Landscaping, external design elements to building/site.
- Contribution towards IT terminals and equipment, and floorspace they use, on dispersed sites.

Source (part): Kitching C, Archive Buildings in the United Kingdom 1993-2005, London, Phillimore, April 2007

## Funding archive provision

Local authorities have used a variety of sources of finance for archive provision. In many cases joint provision with other cultural services has helped reduce costs.

Sources of finance include:

### Local authority capital funding

This can be through such mechanisms as public debt finance (including Prudential borrowing, where Councils can borrow at preferential rates on the market); and the proceeds of land sales, particularly in conjunction with redevelopment schemes, for example.

### Growth area funding

Grants from the Growth Areas Fund, a scheme administered by the Department for Communities and Local Government. This covers the four main growth areas (Milton Keynes/South Midlands; Ashford; Thames Gateway and the M11 Corridor), CLG- approved growth points and the Eco Towns.

### Heritage Lottery

The Heritage Lottery Fund offers a range of grant programmes, awarding grants upwards of £3,000. We want to support innovative as well as tried-and-tested approaches, and welcome proposals that are pioneering in concept and delivery.

## Planning obligations

These take the form of legal agreements between the developers of housing sites and local authorities, these may be used to help mitigate the impacts of new development on an area, as government guidance states, ‘...where it would give rise to a need for additional or expanded community infrastructure’ (4).

Any planning obligation must satisfy the five policy tests relating to relevance to planning. They should be necessary to make the development acceptable in planning terms, be directly related, and fairly and reasonably related in scale and kind to the development, and be reasonable in all other respects.

The use of ‘*formulaic and standard charge approaches to planning obligations*’ are encouraged by CLG in recent advice in Circular 5/05 (4). **A standard charge will, however, only be appropriate where local authorities have assessed their archive needs in the context of growth and change in the areas proposed in the development plan, and have established the scale of any additional requirements.**

## Benchmark for provision

A survey of recent and current archive provisions, together with costings from some proposed schemes at an advanced stage of planning, are given in Annex F. They reveal a current and desired level of provision made up of:

- a benchmark of six sq metres of new or refurbished archive space per 1,000m population, and
- a construction and initial equipment cost of £3,600 per sq metre.

A calculation using the benchmark figure above gives  $(6 \times £3,600) = £21,600$  per 1,000 people or £21.60 per person). For a new dwelling occupied by 2.4 persons this would be £52.80.

## Examples

### Milton Keynes

The Milton Keynes Council approved Supplementary Planning Document on *Social Infrastructure* (2005) suggests new archive provision costing £2.5 million would be essential over the development plan period.

The Council accept that planning obligations will be only one source of funding, stating '...there are potentially national funding opportunities that could contribute a significant proportion of the development cost of these facilities. Funding provided in association with developer contributions will increase the likelihood of being able to draw on these funds'.

The SPD therefore proposes that developer contributions should only provide some 30 percent of the cost of archive facilities, at an average cost of around some £40 per dwelling. The cut off point for contributions in Milton Keynes is schemes of 10 dwellings or more.

### Oxfordshire

In Oxfordshire the County provides a central Museum Resource Centre. This provides public access to the heritage and local history collections for study and research as well as archaeology collections. It also provides key conservation advice and training for amateurs and small museums to look after their objects and collections.

The City of Oxford *Planning Obligations SPD* seeks contributions as follows, '...The MRC is operating at capacity and needs an extension to meet the demands arising from further development throughout the county. The provision of an extension largely depends on external (non-development related) funding. However a contribution towards the expansion will be required from residential development schemes of 10 dwellings or more'.

The cost of providing the extension is estimated at £2.6 – £3m, with the proportion of this due from development of around 20 percent; that is £600,000.

Divided by the number of dwellings envisaged in the development plan this gives a standard charge of £13 per dwelling. This is the equivalent of £7 for a one bed dwelling and £22 for a four+ bed dwelling.

## Part 3: The future

### Sustainability and moving forward

**Living Places** is an alliance of Government bodies who believe everyone should benefit from the arts, sport, public space, heritage, museums, libraries and archives, the built environment and the creative industries, regardless of where they live.

The programme seeks:

- to provide those people who are shaping communities with information, advice and support on the use of culture and sport to create better places, and
- to empower communities to make cultural and sporting activity and infrastructure a part of their lives.

Cultural infrastructure supports place shaping and this programme supports the inclusion of cultural provision into new communities at an earlier stage than is often the case. Living Places has developed a single portal for evidence and best practice. The website, [www.living-places.org.uk](http://www.living-places.org.uk), includes an archive of research, evidence and case studies to encourage wider adoption of culture and sport as tools to help build communities.

The Living Places website houses this and other material on standard charges, and additional cultural planning resources. These provide local government managers, developers and others with a single point of access to information and advice. In partnership with Living Places, MLA will:

- update the national and regional standard charge figures annually
- monitor the situation in respect of developer contributions for library and archive services and adjust guidance as appropriate
- assess progress in the use of planning contributions in this area
- collect good practice examples of local frameworks and local schemes
- give general advice to local authorities on issues surrounding developer contributions in the museums, libraries and archives sector, and
- disseminate this standard charge advice to audiences more widely.

#### The Community Infrastructure Levy

The Government has announced that local authorities will, in future, be allowed to use standard planning charges (levied on most types of new development in their areas) to help pay for community infrastructure. The Community Infrastructure Levy (CIL), as the new system is termed, will need to be backed by costed listings of local infrastructure needs related to the growth envisaged in development plans. Planning charges will cover residential and commercial development subject to a minimum threshold and will normally be contained in an Infrastructure Delivery Plan linked to the Local Development Framework for an area.

The broad powers governing the CIL are contained in the Planning Act of November 2008. Draft regulations were published for consultation in July 2009 and the full regulations were brought into force in April 2010.

The impacts of any detailed guidance introduced for CIL will be taken into account in revisions to this advice.



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For further information on the standard charge for libraries and archives and assistance on their use and application, contact MLA in your region <http://mla.gov.uk/about/region>







## **Annex A: The national study of developer contributions for libraries**

The National Study was initiated in January 2007, following the successful introduction and use of a library 'tariff' (standard charge) for the South East region in 2006 (1). The Study aimed to devise a defensible standard charge to act as a guide for developer contributions to libraries in association with new development.

The study proceeded by:

- assessing the material which discusses evolving public library provision in the 21st century, and the roles of public libraries in the Government's sustainable communities programme
- carrying out a survey of all 149 public library authorities in England (counties, unitary authorities and London Boroughs) with questionnaires sent to both library and planning departments, and
- consulting widely on a draft document detailing the planned standard charge.

### **Other outcomes**

In addition to the document outlining the standard charge approach, a suite of other documents and material has been produced and can be accessed at <http://www.living-places.org.uk/culture-and-sport-planning-toolkit/tools-and-guidance/museums-libraries-and-archives-council/>. This includes:

- Briefing Paper 1; Delivering Planning Contributions for Library and Archive Provisions: An advice note for corporate and directorate management to explain the relevance of the standard charge and how it may introduced and managed
- Briefing Paper 2; Devising a Supplementary Planning Document for Library Contributions: An advice note for planners, showing how the standard charge approach may be fitted into the LDF process; detailing a suggested local planning framework, and model examples of existing documents, and
- Briefing Paper 3: Examples of Local Frameworks for Developer Contributions for Libraries: A set of examples of section 106 agreements and the library schemes that have benefited from them, detailing location, level and type of contribution and the use of the funds or other resources secured.

## **Annex B: Derivation of the standard charge for libraries**

### **Library space requirements**

An analysis of the figures used by local planning authorities from our national survey, suggests that most of the figures currently in use, for planning obligations purposes, are in the 22-35 sq metres per 1,000 population range. There has been a tendency for the figure to rise through time, not least because libraries are acquiring more functions, often at the behest of central government.

In 2001, the DCMS consulted on a net figure of 23 sq metres of new library space per 1,000 population as a potential public library standard. Applying a gross to net floor space ratio of 100/75 to the DCMS figure, would give a gross standard equivalent of 30.66 sq metres per 1,000 population. The Roger Tym and Partners report The Costs and Funding of Growth in South East England, took 32 sq metres per 1,000 population as its figure for estimating the costs of new public library infrastructure needs for the South East and Eastern Regions over the next 20 years.

Our England-wide survey, carried out as part of this study, asked planning and library authorities to comment on the adequacy/relevance of a proposed 30 sq metre space standard figure. The majority agreed with this figure, although a significant minority preferred a higher figure depending on their particular local circumstances. The recommended standard charge is therefore based on the 30 sq metres per 1,000 figure as a benchmark.

## Building costs

The starting point for the calculation is the building cost derived from the Building Costs Information Service of the Royal Institution of Chartered Surveyors. The construction cost figures are based on the updated costs of accepted tenders for 28 public library schemes across England over the last 15 years and are published quarterly. Initial fit out costs are averaged from a number of schemes across the country.

Mean building cost for public library building (BCIS)	£1,596 per sq metre
External works, car parking, hardstanding, landscaping, security fencing, signage (assume 15%) (+£239)	£1,835
Design costs (assume 15%) (+£275)	£2,110
Fitting out costs, including initial book etc stock and IT (88% of capital costs of £1,596)	£1,404
<b>Total</b>	<b>£3,514</b>

## Costs per person in new housing

The cost of 30 sq metres of library provision at £3,514 per sq metre is £105,420. The cost per person is therefore £105,420 divided by 1,000 persons = £105.42 per person, rounded to £105.

Note: These figures relate to the end of March 2010 and do not include land costs.

## Inflation estimates

From 2nd quarter 2010 to the end of the first quarter 2011, the forecast decrease in tender prices is -1.4%.

From the 2nd quarter 2011 to the end of the fourth quarter 2011 (9 months) the forecast increase in tender prices is +2.3%.

(See RICS (2010) Review of Building Prices, accessed 26 March 2010)

## Annex C: Regional application of standard charges for libraries

An adjustment to reflect different building costs in each region should be applied to create a local standard charge. Using data from the Building Costs Information Service of the RICS (March 2010) the figures in the following table are arrived at.

### Regionally adjusted standard charge figures for public libraries

Area/Region	Regional building costs factor	£ sq metre building cost*	Total building and fit out costs (see below for explanation)**	Cost per person in new housing (rounded)
National	1.00	1,596	3,514	105
Northern	0.94	1,500	3,304	99
Yorkshire and Humberside	0.93	1,484	3,269	98
East Midlands	0.92	1,468	3,233	97
East Anglia	0.92	1,468	3,233	97
South East	1.06	1,692	3,727	112
Greater London	1.22	1,784	3,929	118
South West	1.01	1,612	3,551	107
West Midlands	0.94	1,500	3,304	99
North West	0.92	1,468	3,233	97

Source BCIS (2010) as above

\* Mean cost of building public libraries as at March 2010

\*\* This figure is calculated as below:

- A. Mean cost of public library building, with regional factor included.
- B. 15% added for external works, including car and cycle parking, hardstanding, landscaping, security and signage.
- C. 15% of A and B added for design costs.
- D. 88% of A +B for fitting out costs, including initial book stock etc and IT.

Any land costs or exceptional site factors would be additional to this calculation.



## **Annex D: Recommended library standard charges for employment uses and student accommodation**

The 1964 Planning and Museums Act requires local authorities to provide a comprehensive and efficient library service to all who live, **work** or **study** in the area.

Accordingly, a number of planning and library authorities have applied the standard charge methodology for employment and student accommodation uses.

### **Employment**

For employment the cost is normally assessed as follows:

- The number commuting into the area for employment expressed as a proportion of total employment in the area; (or the percentage of library membership from outside the local authority area).
- The level of occupancy of the relevant category of employment space (eg commercial, retail etc).

Small developments of less than 100 sq metres in size are normally excluded from such provisions.

#### **Example: London Borough of Hackney**

There were 91,645 jobs located in the Borough in 2001. Some 25,642 residents (28 percent of the workforce) both live and work in the Borough. Therefore 72 percent of employees travel into the Borough to work each day. The average cost per employee equates to the Hackney library standard charge per person multiplied by 0.72. ( $£69.16 \times 0.72 = £49.80$  (2006 figures)).

Source; London Borough of Hackney (2006) Planning Contributions Supplementary Planning Document, Approved November 2006.

#### **Example: West Berkshire Council**

The proportion of West Berkshire library members living outside the Authority area is 32 percent. The standard charge per person is £100.11. The standard charge for commercial uses is therefore 32 percent  $\times$  £110.11 = £32.04 per person. Number of persons is taken from surveys of recent occupancy levels of commercial space.

Source: Oxford City Council (2007) Planning Obligations Supplementary Planning Document, Adopted April 2007.

### **Student accommodation**

Library membership records show that students use the public library service as well as their own university or college facilities. This places additional pressure on the public library service. A number of local authorities therefore seek contributions in association with the development of new student accommodation such as halls of residence.

#### **Example: Oxford City Council**

Contributions are sought on the basis of one student per room in new halls of residence. The standard contribution (sought for housing) is reduced by 25 percent to take account of the use of education facilities and the students' period of residence in a year. In Oxford City the standard contribution for libraries is £84 per person, and that for student accommodation is  $(£84 \times 75/100) = £63$ .

Source Oxford City Council (2007) Planning Obligations Supplementary Planning Document, Adopted April 2007.

## Annex E: Archive facilities benchmark figures

County/Local Authority	Size of recently constructed or proposed facility (sq metres)	Population of area – 2005 ONS estimates	Sq metres per 1,000 population
Berkshire	3,220*	813,000	4.0
Oxfordshire	3,160	627,000	5.1
Essex	4,800	1,340,000	3.6
Kent	4,200**	1,370,000	3.1
East Sussex	4,083	498,000	8.2
Isle of Wight	1,225	140,000	8.8
Cumbria	3,025***	495,000	6.1
Lancashire	2,660 added to existing	1,156,000	NA
City of Hull	2,352†	249,000	9.5
Average			6.1 sq per 1,000

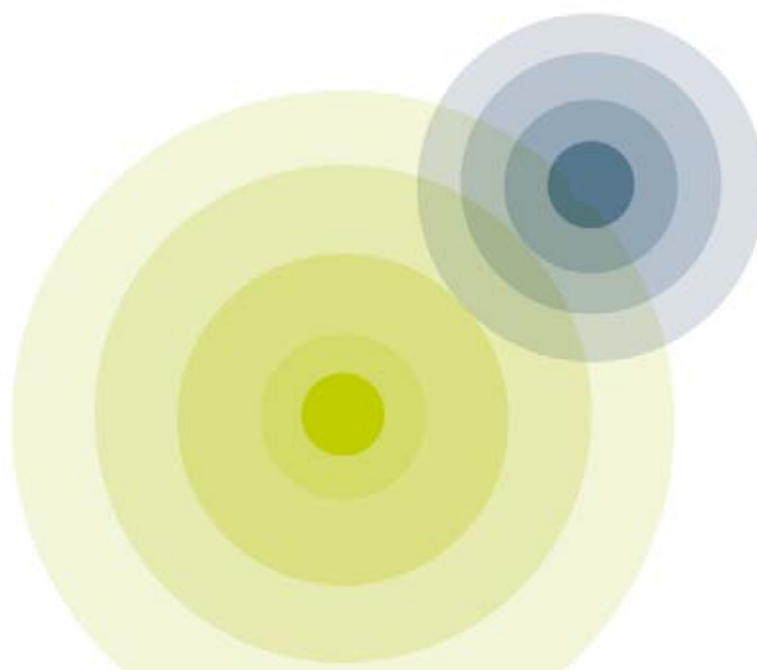
Source: Survey of archive professionals (2006), information from other new and proposed schemes collected by MLA.

\* 20% added to Berkshire estimates to reflect TNA schema.

\*\* 10% taken off for co-located library.

\*\*\* 10% taken off for other functions onsite.

† allows for 70%/30% City/University breakdown of space use of total scheme of 3,360 sq metres.



## Other reading

### ***Museum, Library and Archive Provision and New Development in the South East (SEMLAC March 2005)***

This study focuses on developer contributions as a source of income in the context of predicted growth in the region. The aims are to:

- assess the current situation in respect of the use of developer contributions for the provision and upgrading of services in the region
- produce advice on how SEMLAC should promote effective provision in association with new development in growth areas and elsewhere, and
- collect examples of where developer contributions have been used to secure museum, library and archive provision.

### ***Securing Developer Contributions for Museum, Library and Archive Facilities in the South East: Guidance Note (June 2005)***

The aim of this guidance is to:

- alert local authorities, responsible for public libraries, museums and archives, to the opportunity represented by planning obligations to help secure resources for capital improvements in the context of accelerating growth in the region, and
- give details on how an effective framework for the delivery of planning obligations at a local level can be created.

### ***Arts, Museums and New Development: A Standard Charge Approach (ACE and MLA April 2009)***

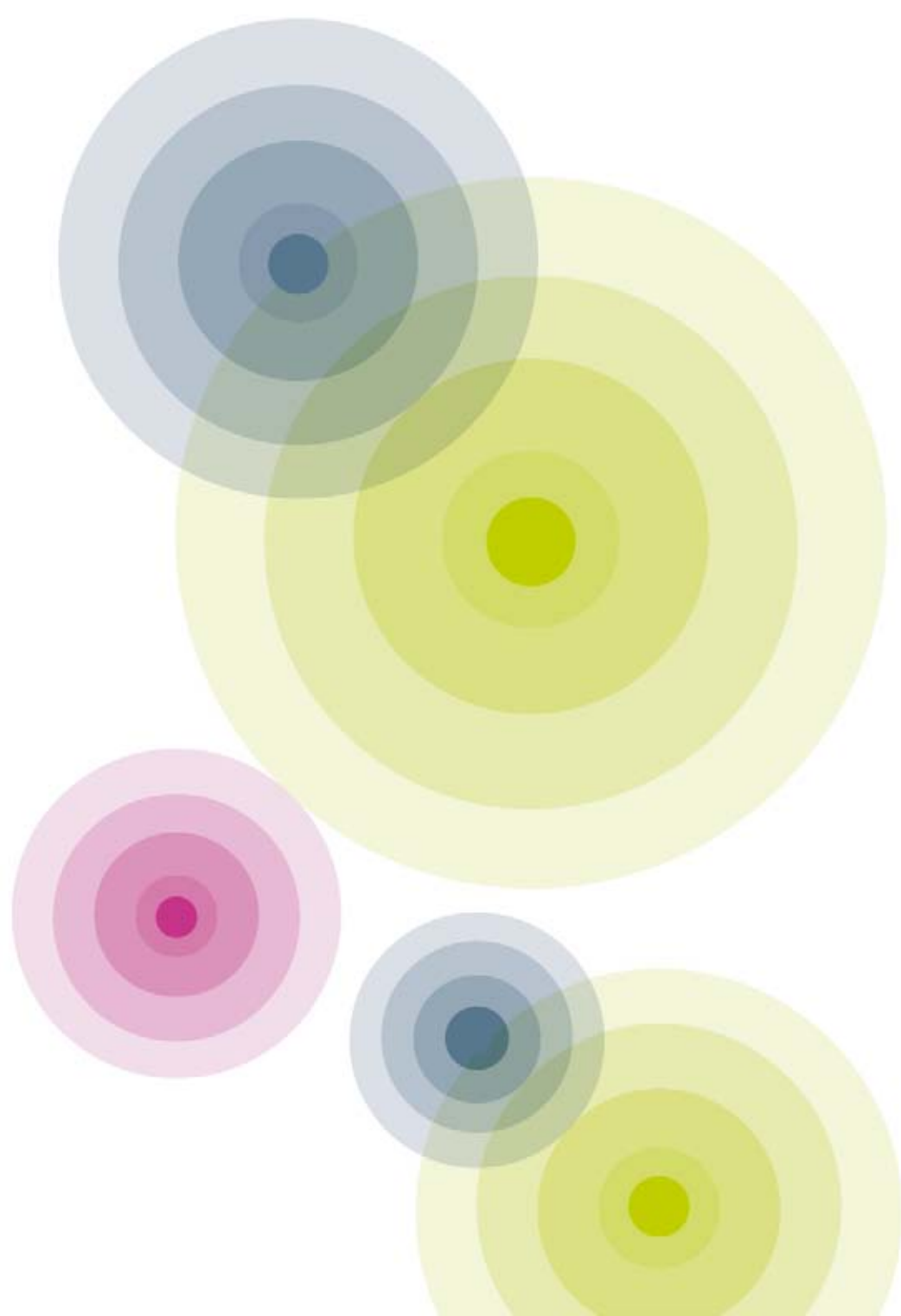
The aims of this study are to:

- promote a systematic approach to planning for arts and museums
- outline an accepted typology for cultural provision in this area, and
- recommend benchmarks, in terms of space and cost, for typical cultural provision in the context of growth and regeneration.

All are available on [www.living-places.org.uk](http://www.living-places.org.uk) for downloading.

## Acknowledgements

This document was written by Martin Elson, Emeritus Professor in Planning at Oxford Brookes University.



Leading strategically, we promote best practice in museums, libraries and archives, to inspire innovative, integrated and sustainable services for all.



The National Archives



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