



**Draft Supplementary
Planning Document**
Contributions to Lifelong
Learning from
Development – Library Services

March 2007

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CONSULTATION ON THE DRAFT SPD

This Draft Supplementary Planning Document (SPD) on *Contributions to Lifelong Learning from Development – Library Services* is placed on public consultation for six weeks from Monday 12 March 2007 until 5.00pm on Monday 23 April 2007. Comments can be made online (<http://www.barnet.gov.uk/index/council-democracy/consultations.htm>) and should be sent to:

Planning Policy Team
Planning and Environmental Protection Service
Building 4
North London Business Park
Oakleigh Road South
London
N11 1NP

Or email to forward.planning@barnet.gov.uk

In order for the council to respond speedily, the use of the Representation Form and the electronic submission of comments is strongly encouraged.

Further copies of the Supplementary Planning Document (SPD) and associated Sustainability Appraisal (SA) are available from the council's website and at all local libraries in the borough.

WHAT HAPPENS NEXT?

The council will produce a report summarising the main issues raised following the public consultation. The report will set out the council's response to each representation and will be submitted for approval by the cabinet before adoption. The council will inform people who have made representations of its proposed response prior to the cabinet meeting.

FOREWORD

The purpose of this document is to act as supplementary guidance and advice to:

- Policy CS2 – Community and Religious Facilities – Planning Obligations
- Policy IMP1 – Priorities for Planning Obligations

of the London Borough of Barnet's *Unitary Development Plan* (2006). It covers the issues related to the provision by the London Borough of Barnet of library and related cultural/learning facilities and the role of planning obligations in achieving this.

Planning obligations, also known as Section 106 agreements, are legal contracts between Local Planning Authorities and property developers that are drafted as part of the process of an applicant obtaining planning permission. Section 106 agreements are a means of ensuring that developers contribute to the cost of providing the infrastructure and services that are needed as a result of their development activity. Government policy has created a tightly-drawn planning obligations regime, including a series of policy questions (known as 'the necessity test') which collectively require a local authority to be sure that the planning obligations it proposes are necessary, planning-related, specifically related to the particular development and reasonable.

This document reflects Barnet's vision that it will provide library services which are:

- **Carefully planned**, welcoming, user friendly places that encourage intellectual discovery and investigation, and offer a range of services using innovative delivery mechanisms such as 24-hour online access.
- **Inclusive**, reflecting the socio-demographic profile of catchment areas, which continue to serve traditional users while attracting new customers, and particularly give greater emphasis to children's services.
- **Highly accessible** in terms of location, of high quality and sustainable design, so that they encourage civic pride – such as in town or city centre buildings – but are linked to wider areas so that they play a full role in the regeneration process.
- **Well-equipped**, with sufficient space to house extensive archives, reference collections, local history materials and a wide range of books and audio-visual resources while also providing spaces for community meetings, exhibitions, events and functions, coffee bars or 'home-from-home' reading rooms and the siting of large-scale information and communications technology (ICT) equipment.
- **Multi-functional in their ethos**, able to join together with partners such as health authorities, social services, children's services, schools, arts and museum facilities and religious organisations.

This SPD is subject to a Sustainability Appraisal (SA) which sets out the likely significant social, environmental and economic effects of the measures it is seeking to implement. The SA has appraised the SPD and any reasonable alternatives to it, providing the 'baseline' against which the effects of the SPD can be considered; the SA is also subject to consultation.

INTRODUCTION

Libraries at the Heart of the Community

- i. Significant numbers of new homes are likely to be built in Barnet in the coming years. The Mayor of London's *London Plan* sets a target of 19,600 additional homes to be created in the borough between 2007/8 and 2016/17, an annual target of 1,960 new homes. To accommodate these new homes whilst maintaining and improving the area as a successful suburb will require significant investment in our 'social infrastructure'.
- ii. The increase in population resulting from development is expected to place serious pressures on library services, which are already required to meet all the requirements of Barnet's diverse community. Whilst the ongoing cost of serving new residents should in principle be met from the additional revenues collected through Council Tax, the initial, one-off costs cannot be met in this way. Developers' contributions are therefore needed to ensure service provision mitigates the impact of their property development activity.
- iii. Barnet Council has high aspirations for the provision and delivery of a comprehensive and efficient library service. Its aim is to open up the world of learning to the whole community using all media – including books but also encompassing information and communications technology (ICT) – to support people's educational, recreational, cultural and information needs.
- iv. Barnet has a network of 16 fixed-site libraries, which cover a spectrum from small, local outlets through to large libraries serving a wide catchment area, with commensurately increasing facilities. Together, they deliver a comprehensive range of services, with some opening seven days per week, including evenings. In addition there is a purpose built, fully accessible mobile library which visits street sites, schools and sheltered housing across the borough every week and which is focused on areas that are relatively isolated and not within the vicinity of a fixed-site library. Furthermore, under the Home Library Service initiative, the library service reaches out to those who are unable to travel from home unaided. Some libraries provide a variety of other community services: in Grahame Park and East Barnet, training is available for computer and other learning skills to everyone over 16 years. Grahame Park also has a Family Learning Centre and a Homework Centre where help is on hand to parents to assist children with their school work.
- v. Barnet Council is planning to transform its approach in order to provide a wider range of services, similar to those currently offered at the larger libraries, at more locations. This will include the provision of better facilities for children and young people, and facilities to support wider community learning. As part of the transformation of the service, some of the fixed-site libraries that are difficult to travel to are likely to be moved to more accessible locations with extended opening hours.
- vi. This Supplementary Planning Document (SPD) sets out in detail the council's expectations of how planning applicants for housing and commercial development

will be able to contribute to the achievement of these objectives, and how they can assist the borough to help the increasing population fulfil its potential.

- vii. The council's broad aim is to give children an excellent start in education, enable young people to equip themselves with life and work skills and encourage adults to achieve their full potential through continuing learning. Therefore, this document is part of a series of Supplementary Planning Documents which it will produce laying out its policy covering **lifelong learning**. The council is preparing further SPDs covering issues such as the contributions from development towards the provision of school places and for employment and training initiatives.

1 Legislative Framework and Policy Context

1.1 Planning

The statutory basis for contributions from development towards the provision of community facilities is set out in Section 106 of the Town and Country Planning Act 1990 (as substituted by the Planning and Compensation Act 1991), and Circular 2005/05 – *Planning Obligations*. The circular explicitly highlights the use of developers' contributions to mitigate the impacts of new development where "...it would give rise to a need for additional or expanded community infrastructure"; outlines the need to look at the impacts from development cumulatively and the potential for the pooling of contributions; and encourages the development of "formulaic and standard charges" to assess the extent of contributions from developers. It also advises local authorities to lay out in their Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) their generic and detailed planning contributions policies.

The *London Plan* (2004) and the *Sub-Regional Development Framework for North London* (2006) both point out the need for the provision of 'social infrastructure' to meet needs arising from new housing development. The London Borough of Barnet's *Unitary Development Plan*, adopted in May 2006, includes reference to the requirement for financial contributions to be made to provide for such services. The council adopted an overarching SPD on *Planning Obligations* in 2006, which further elaborated upon this policy (for further policy guidance, please refer to Appendix 3).

The South East Museum, Library and Archive Council (SEMLAC) suggests local planning and library authorities adopt a minimum library tariff of £90 per person in new housing as a starting point for their negotiations with developers.

1.2 Other Statutory Requirements

As a library authority, Barnet Council has a statutory duty to provide a public library service and to ensure that it is "comprehensive and efficient". The Public Library Standards (PLS) which came into force on 1 April 2001 define nationally what a comprehensive and efficient library service should be. They establish an entitlement to a minimum level of library provision which is accessible to every person who lives, works or studies within the area of a library authority. They also provide a widely recognised benchmark against which individual service users and communities can measure their needs and expectations (see Appendix 1 for full details of the PLS).

2 Housing Development and Demand for Services

2.1 Measuring Demand

The council is required, therefore, by law to provide a minimum level of library provision. Where the development of new housing is likely to increase the

demand for these services, the council will seek, through the use of its planning powers, to require applicants to provide financial contributions (or otherwise help) to secure sufficient service provision to meet identified needs.

The level of contributions required from property developers will be based on the extent of development and the additional usage of services that is generated (assessed on the basis of the extra population that results). Contributions will be required from:

- All housing sites of one new unit or more
- All residential homes and sheltered housing, the residents of which will also make use of public libraries.

Individual schemes creating up to 1,000 dwelling units will normally not be likely to generate sufficient demand to require the provision of a **new** fixed-site library. However, the cumulative impact of small and incremental development will always result in additional demands being placed on library services and facilities. The demand generated by different types of dwelling units is summarised in Table 1 below.

Table 1: Demand Generated by Types of Dwelling Unit

	Private House	Private Flat	Affordable House	Affordable Flat
Number of Persons	2.5	1.4	3.2	1.8

3 Required Contributions

3.1 Key Cost Drivers

The cost of provision of new and extra library services has been estimated as £94 per person (see Appendix 2 for the derivation of the cost). This figure will be reviewed on an annual basis and planning applicants will be informed of the prevailing level.

This cost figure must be applied to the occupancy rate generated by different types of dwelling units (see Table 1) and the size of a development in order to determine the level of financial contribution required. Contributions will therefore be calculated according to the following formula:

$$\text{Contribution Required} = C \times Y \times N$$

Where:

C = Cost per person

Y = Average demand generated by a dwelling unit

N = Number of dwelling units.

The result is a fixed monetary value per unit, for each of the different types of unit. The data are summarised in Table 2 below.

Table 2: Monetary Contribution Per Unit by Dwelling Type

	Private House	Private Flat	Affordable House	Affordable Flat
Contribution	£238	£136	£288	£162

For student and other halls of residence, hostels and sheltered housing developments, the number of persons will be assessed as one person per room. However, the requirement for financial contributions from students' halls of residence will be abated by 50% to reflect the existence of college or other dedicated library facilities and the effect on municipal library usage.

3.2 Exemptions and Affordability

The council recognises the need to ensure that financial contributions are directly and reasonably related in scale and kind to proposed development and are reasonable in other respects. It will therefore consider the specific circumstances of development proposals and may accept variations in planning contributions where the proposed development is required to make significant financial contributions to, or investment in, other public infrastructure provision, affordable housing and/or other requirements which meet the council's wider planning and regeneration objectives. It will similarly consider applications including affordable housing where the council has nomination rights, which would house existing residents of the borough and therefore not create a net increase in demand.

4 The Use of Funds

Financial contributions will be used for a variety of service modifications, to maintain the library authority's existing performance and ensure that progress is made towards full compliance with national standards. Contributions will be expended on capital investment and to ensure there is sufficient and extra capacity – this might include, for example, but is not limited to:

- Feasibility studies and design work
- Adapting and extending buildings and facilities
- Providing new fixed-site or mobile libraries or more mobile library stops
- Purchasing new books, ICT equipment and other materials required as a direct result of the additional demand.

Planning contributions might also be used alongside other resources to provide multi-purpose facilities associated with lifelong and community learning.

As noted above, in areas where the cumulative impact of developments will create demand for provision, contributions might be pooled to address these needs.

4.1 Fixed-site Libraries & Multi-purpose Buildings

For larger scale developments of over 1,000 residential units or mixed use schemes involving a significant amount of housing, new library services will be required to be provided either on or off-site. The type and form of the provision of library facilities will depend upon the nature and the scale of the development and will be discussed by the council with the planning applicant.

Fixed-site libraries will always have to be provided in accordance with the latest standards. The location should ideally be within a highly accessible area of the borough, and have scope for future expansion to meet the long-term needs of the community.

To benefit from economies of scale and to achieve greater social integration, it is now considered highly desirable to include library facilities with other community resources such as educational facilities, health services and recreational facilities. The provision of well-designed and a well-equipped multi-purpose buildings or building complexes, with shared facilities and staff to carry out multi-purpose duties, can also achieve significant savings for private sector property developers. Commonly, such co-location of facilities also decreases the running costs of such establishments to the public purse over the long-term.

4.2 Contributions Towards Mobile Library Services

Where new development includes the provision of sheltered housing units, old people's homes or day centres, contributions may be particularly required for the extension of the mobile library service to the elderly (especially if such developments are not within the vicinity of a fixed-site library).

In general, where the council considers the best means of delivering services to new developments is a mobile library, the landowner or developer will be required to provide:

- An area of land (of a sufficient size to fit the turning circle of a long vehicle) that is suitable for the hard-standing of a mobile library, with access to a power supply and telecommunications network
- A proportionate financial contribution towards the costs of providing the mobile library.

Occasionally, more than one way of meeting the mandatory standards of service provision will be identified; for example, the improvement of the mobile library in combination with an enhancement of facilities at fixed-site library nearby. Therefore, where the needs generated by a particular development proposal can be satisfied equally well by one or more alternatives, financial contributions will be sought towards the solution preferred by the council.

5 Practical Arrangements

5.1 Timing of Provision of Financial Contributions

The council will ensure that appropriate triggers are in place in any legal agreements to ensure that new lifelong learning and library provision is available on a timescale that realistically reflects the needs generated by development – in general, services should be in place upon the first occupation of new housing units.

Unless phased development is involved, all financial contributions should be provided on the commencement of development. In the case of phased development, the council will seek agreement to payments being made by the property developer in instalments (each instalment being due on the commencement of the construction of an agreed number of dwellings). On such major schemes, the developer will also be obliged to contribute to a feasibility study at a very early stage of the proposals, and to pay for the design work on the new facility. These costs will form part of the overall funding to be provided through a Section 106 agreement.

When a developer, in addition to financial contributions, is required to provide new facilities or to transfer land to the council, it will be obliged to make the transfer at no charge to the council and ensure that it is free from financial ties for a specified period.¹

5.2 Monitoring and Project Management

All Section 106 agreements will be logged and monitored and managed from the date of agreement until the full realisation of the funds owed. Developers should also note that there will be an additional contribution that will be required for this project management aspect of planning contributions administration (as described in the councils' adopted Supplementary Planning Document on *Planning Obligations*).

Particularly on large schemes, the council advises potential planning applicants to initiate early discussions about lifelong learning and planning contribution issues as part of the pre-application process.

The council will revise this document as and when necessary.

¹ The land, with planning permission for library services or unrestricted Class D1 use, must be fully serviced, and with access provided to the boundary to a standard specified by the council.

APPENDIX 1

Table A1: Public Library Standards (PLSS)

Criterion/Factor	Standard to be Achieved
PLSS 1 – Proportion of households living within specified distance of a static library ²	Standard for Outer London is 99% of population within 1 mile.
PLSS 2 – Aggregate opening hours per 1,000 population for all libraries	Standard is 128 annual hours per 1,000 population
PLSS 3 – Percentage of these libraries open more than 10 hours a week that have access to the internet (and online catalogues)	Standard is 100%
PLSS 4 – Total number of electronic workstations available to users per 10,000 population	Standard is six electronic workstations per 10,000 population
PLSS 5(i) – Percentage of requests for books met within 7 days	Standard is 50%
PLSS 5(ii) – Percentage of requests for books met within 15 days	Standard is 70%
PLSS 5(iii) – Percentage of requests for books met within 30 days	Standard is 85%
PLSS 6 – Number of library visits per 1,000 population	Standard for Outer London is 8,600
PLSS 7 – Overall adult user satisfaction taken from PLUS Survey	Standard is 94%
PLSS 8 – Overall children’s user satisfaction taken from the PLUS Survey (this is also a Young People’s Plan target)	Standard is 77%
PLSS 9 – Annual items added through purchase per 1,000 population	Standard is 216
PLSS 10 – Time taken to replenish the lending stock on open access or available for loan	Standard is 6.7 years

APPENDIX 2

The cost of provision of new and extra library services has been estimated at £94 per person as a **minimum**. This is composed of a space standard, which determines how much library ‘space’ is needed for each extra person, and the cost of providing that library ‘space’. This excludes land costs. However, in appropriate circumstances, especially where the pressure from development necessitates the acquisition of land for a public library, the developer’s contributions towards the provision of land may be required (please refer to sections 4.1 and 4.2 above).

² Proportion of households living within a specified distance of a library, including those within ¼ of a mile of a mobile stop or one mile of “other service outlets”.

The Space Standard

Various studies show between 23m² and 38m² of library facilities are required for every 1,000 of the population. 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. For the purpose of this SPD, it has been decided to opt for the average of 30m² per 1,000 population as being the requirement.

Building Costs

The starting point for the calculation of the cost of a new library is the building cost data derived from the quarterly Building Costs Information Service (BCIS) survey by the Royal Institution of Chartered Surveyors. The figures below are based on the costs of accepted tenders for 97 public library schemes across England over recent years.³ They do not include the cost of land.

Table A2: Construction Costs of a Library as of Second Quarter 2006

Aspect of Work	Cost	Running Total
BCIS modal building cost for public library	£1,206 per metre ²	£1,206 per metre ²
South East regional adjustor [x 1.08]	£96 per metre ²	£1,302 per metre ²
External works, car parking, hard standing, landscaping, security fencing, signage [assume 15%]	£195 per metre ²	£1,497 per metre ²
Design costs [assume 15%]	£225 per metre ²	£1,722 per metre ²
Fitting out, including initial book costs etc. and provision of ITC [88% of capital costs of £1,497]	£1,318 per metre ²	£3,040 per metre ²
Total		£3,040 per metre²

Once inflation has been accounted for, the cost of building a library will amount to £3,147 per metre² in from April 2007 onwards. The cost of 30m² of library provision at £3,147 per metre² = £94,410. The cost per person would therefore be £94,410 divided by 1,000 persons = £94.41 per person, rounded to £94 per person.

APPENDIX 3

Key Elements of *Circular 02/05* Relevant to Lifelong Learning

The draft circular greatly strengthens the opportunity to argue for the provision of additional educational facilities or other community facilities related to new developments. Paragraph B15 states:

³ The figures relate to the second quarter of 2006, and would be uprated to account for inflation (by 3.5% for 2007/08).

If a proposed development would give rise to the need for additional or expanded community infrastructure, for example, a new school classroom, which is necessary in planning terms and not provided for in an application, it might be acceptable for contributions to be sought towards this additional provision through a planning obligation.

Maintenance payments are now explicitly acceptable:

Where justified, payment for the maintenance costs of providing services are now acceptable as part of S.106 funding. Paragraph B20 states:

...where contributions to the initial support (“pump priming”) of new facilities are necessary, these should reflect the time lag between the provision of the new facility and its inclusion in public sector funding streams...Pump priming maintenance payments should be time limited and not be required in perpetuity by planning obligations.

Pooled contributions and the cumulative effect of a number of schemes can be taken into account:

It is not just one-off, big developments that can have an effect on education delivery. A number of smaller schemes, when taken together, can have a significant effect upon the delivery of various elements of lifelong learning projects. Paragraph B22 states that:

...in some cases, individual developments will have some impact although insufficient to justify the need for a discrete piece of infrastructure. In these instances, local planning authorities may wish to consider whether it is appropriate to seek contributions to specific future provision...In these cases, spare capacity in existing infrastructure provision should not be credited to earlier developers.

Key Elements of the *London Plan* Relevant to Lifelong Learning

The Mayor’s *London Plan* regards communal and cultural facilities as key elements in making a successful, sustainable community function. Policy 3A.15 on the protection and enhancement of social infrastructure and community facilities explains that:

- UDP policies should assess the need for social infrastructure and community facilities in their area, including children’s play and recreation facilities, services for young people, older people and disabled people, as well as libraries, community halls, meeting rooms, places of worship and public toilets.
- Adequate provision for these facilities is particularly important in major areas of new development and regeneration - policies should seek to ensure that facilities are provided within easy reach by walking and public transport of the population that uses them. Indeed, the net loss of such facilities should be resisted.

Further, in paragraph 3.235, it goes on to state “Cultural facilities such as local theatres, tourist attractions and libraries are vitally important to all London’s town centres and central London”. Such facilities are especially valuable as a means of engaging younger people in wider community activities.

Barnet Council's UDP

The council's key priorities for planning obligations are as set out in Policy IMP1.

Policy IMP1 – Priorities for Planning Obligations

The council's key priorities for planning obligations will be for the provision of:

- Residential Development:
 - Improvements to public transport infrastructure, systems and services.
 - Educational provision in areas with existing shortages of school places or where the development will create such a shortage.
 - Affordable or special needs housing to meet identified local needs.
 - Where appropriate; highway improvements (including benefits for pedestrians and cyclists), environmental improvements; the provision of open space; and other community facilities.

In applying Policy IMP1, the range of planning obligations will be a matter for negotiation between the council and the developer. The guiding principle in this respect is set out in policy IMP2 – Use of Planning Obligations.

Policy IMP2 – Use of Planning Obligations

In order to secure the best use of land, the council will seek to ensure through the use of conditions or planning obligations attached to planning permissions, that new development provides for the infrastructure, facilities, amenities and other planning benefits which are necessary to support and serve it, and which are necessary to offset any consequential planning loss which may result from the development.

Policy CS2 of the UDP explains:

Policy CS2 – Community and Religious Facilities – Planning Obligations

The council will seek to enter into planning obligations, where appropriate, in conjunction with new developments, to secure the provision of community and religious facilities.

The commentary notes to the policy states:

Community and religious facilities are an important local resource which supports the development of communities. Facilities include community centres, places of worship, meeting halls and club houses for youth and social groups. School halls may also be used out of school hours for community purposes, as addressed by Policy CS5 in this chapter.

The council recognises that there is a need for a range of community and religious facilities in Barnet to support the requirements of different ethnic, religious, social and interest groups in the borough. The council will monitor and review provision of community and religious facilities in the

borough, and will encourage proposals for such facilities that meet identified needs.

[...]

Where new housing development creates a demand, where appropriate the council, will seek to enter into planning obligations with developers to secure the provision of community and religious facilities, or contributions towards their provision. Such opportunities are likely to arise in connection with large housing or mixed use commercial development schemes.

APPENDIX 4

Background Documents and Legislation

Town and Country Planning Act 1990 and 1991

Department of Communities and Local Government, Circular 2005/05, *Planning Obligations* (2005)

Greater London Authority, *London Plan - Spatial Development Strategy for Greater London* (2004)

Royal Institution of Chartered Surveyors, *Quarterly Review of Building Prices* (2006)

The South East Museum, Library and Archive Council (2006).

Department of Culture, Media and Sport, *Comprehensive, Efficient and Modern Public Libraries* (2001)

Department of Culture, Media and Sport, *Framework for the Future: Libraries Learning and Information in the Next Decade* (2003)

Building Futures [CABE and RIBA], *21st Century Libraries: Changing Forms, Changing Futures* (2004)

Further Sources of Information

London Borough of Barnet, *Unitary Development Plan* (2006)

London Borough of Barnet, *Supplementary Planning Document on Planning Obligations* (2006)

London Borough of Barnet, *Libraries Museums & Local Studies Team Plan* (2006)

London Borough of Barnet, *Position Statement* (2003)

London Borough of Barnet, *Library and Information Services Policies and Standards* (2002)