

Securing developer contributions for Arts and Museums using a Standard Charge Approach

Advice note for local authority planners

This summary paper explains how arts and museums can fit into local planning developments, and the basis on which developer contributions could be calculated for new or improved facilities as a result of housing growth or regeneration plans. It is important to discuss these opportunities with local authority members, with responsibility for planning and culture/heritage, as well as with your colleagues in the culture/heritage departments. This will involve taking time to ensure that arts and museum managers in your authority understand the planning system and what is required of them to help integrate arts and museums into it; and that you have a clear idea of the contribution arts and museums make and the forms of provision they take.

Arts and museums in 'Sustainable Communities'

High quality arts and museum facilities are an essential component of sustainable communities offering community interaction, building a sense of place, inspiring learning and supporting skills. There is also strong evidence that arts and museums play a vital part in social and economic regeneration: the UK's creative industries employ 1.8 million people, making up 7.3 percent of the country's economy.

Arts Council England [ACE] and the Museums Libraries and Archives Council [MLA] wish to ensure that the needs of arts and museums are taken more fully into account in the planning of new developments and in regeneration. Through the Living Places Partnership they have been involved in developing advice on the links between culture and spatial planning. The resulting *Culture and Sport Planning Toolkit* has recently been completed and can be accessed at: www.living-places-org.uk.

The Toolkit demonstrates how needs for cultural facilities can be assessed, benchmarks and standards for provision set, and finance secured. The aim is to encourage and develop standard charge approaches:

- To assist in cultural infrastructure planning generally;
- For inclusion in Development Plans and Supplementary Planning Documents;
- For charging schedules to be used as part of the Community Infrastructure Levy (CIL); and
- As baselines for negotiation with developers at site level.

Arts and museum provision – the evolving pattern

The recent pattern of provision is for modern, high quality and accessible facilities which are well designed and integrated into wider local developments. Arts venues and museums provide spaces for putting on public performances or exhibitions, for safeguarding and interpreting collections as well as spaces for education, learning and community activities. These roles are reflected in the need for a wider range of facilities and new configurations. Facilities need to be flexible to meet the needs of diverse audiences, changing patterns of use and the demands of different uses and collections. The precise mix in any area - including shared or multi-use facilities - will depend on community needs identified in strategic and local assessments. More accessible and welcoming arts and museum facilities will be created most often by the upgrading, conversion or extension of existing facilities. This may involve:

- Building extensions and the reconfiguration of site layouts to improve storage for collections, maximise gallery, performance, rehearsal and/or production space to aid circulation and orientate public access better within the context of surrounding townscape or open space;
- The reorganisation of internal space within an existing building envelope to allow for greater levels of public access, improved flexibility of space to cater for

community involvement and educational need; larger or more flexible auditoria, exhibitions space and back of house functions;

- Improvements to ensure that buildings are highly accessible to all users;
- Improvements to buildings, layout and public space to make facilities more energy efficient and sustainable; and commercially successful;
- Location in close proximity to, or jointly with, other community facilities or services such as schools or libraries; and
- Space for a range of production, education and rehearsal uses, in addition to that for public performance and;
- A concentration on improved fit out and display, often using ICT within existing gallery space, or more technologically advanced production facilities.

Community-based arts and museum provision takes many forms. Four main categories of provision, within which there are broadly similar cost and space requirements, have been identified. These are: Type 1: Galleries housing permanent collections and temporary exhibitions; Type 2: Multi-use arts venues and theatres; Type 3: Production, rehearsal and education space for arts; and museums.

Formulae and standard charges in the context of developer contributions

Formulae and standard charges in the context of planning obligations are quantitative calculations and measurements of the level of contribution likely to be sought by a local planning authority to mitigate the specific impact of a development where it generates additional needs e.g. for community infrastructure including arts facilities and museums. The Government have encouraged the use of formulae and standard charges to help expedite Section 106 negotiations.

The Community Infrastructure Levy (CIL) is a new charge which local authorities will be empowered, but not required, to charge on new development. CIL proposals allow for charging schedules to be drawn up which will cover the infrastructure requirements to deliver the policies in Local Development Frameworks (LDFs). In contrast to the system of planning obligations, CIL therefore relates to the development of an area rather than to impacts of individual developments, thereby opening up the opportunity for more holistic infrastructure planning and funding. CIL will take account of overall viability and will cover elements of infrastructure that cannot be funded by other means.

How to make standard charges work for arts and museums

The **LDF core strategy** is a means for '*orchestrating the necessary social, physical and green infrastructure required to ensure that sustainable communities are created*' (DCLG, PPS 12 Local Spatial Planning, 2008).

In this context local authorities are now charged with a systematic process of infrastructure planning and delivery to accompany the LDF. An important result of this will be regularly updated infrastructure schedules including evidence, inter alia, of social and community needs. **Arts and museums fall into this category.** This evidence of need forms part of the delivery strategy which includes regularly updated infrastructure schedules. The range of relevant actions in the context of growth and regeneration may include:

- Providing new or enhanced (conversion, extension or refurbishment) arts and museum facilities to cater for additional use and demands;
- Improving the size and/or quality of existing arts and museums buildings to cater for additional use and/or to address environmental efficiency;

- Taking opportunities to make joint provisions on school, FE or HE sites; and/or
- Promoting other joint use provisions as public service needs and demands evolve.

Service providers, including those responsible for arts and museums, will therefore be challenged to **list their requirements** in the context of spatial plans for their areas. This is further discussed in Planning Advisory Service advice on *Infrastructure Planning and Delivery* (PAS 2009), and Section 4 of the *Culture and Sport Planning Toolkit* which describes the appropriate process for this form of assessment of space needs and costs. (see www.living-places-org.uk)

Benchmarks for Arts and Museums Provision

The two main parameters defining a benchmark for arts and museum provision are a space standard for arts and museum facilities expressed as metre squared by 1,000 population, and a construction and fit out cost per metre squared for each type of facility. Extensive survey work established the following benchmarks which could be used to develop a standard charge for securing developer contributions:

- **The benchmark for space**
 - ⇒ for arts facilities is 45 square metres per 1,000 population.
 - ⇒ for museums is 28 square metres per 1,000 population.
- **The benchmark for construction and fit out costs**
 - ⇒ for galleries with permanent collections and temporary exhibitions is £3,400 /m²;
 - ⇒ for multi-use arts venues and theatres is £3,700 /m²;
 - ⇒ for education, production and rehearsal space for arts is £2,280 /m²;
 - ⇒ for museums is £3,250 /m².

The benchmarks are estimates based on an average of a range of authorities. The figures cover directly publicly supported facilities, and Accredited museums, not every local facility, and do not dictate any specific form of provision.

The benchmarks can be used if you are planning: mixed use facilities; an arts space within a building with a different primary function, such as a school; or facilities which have an impact across local authority boundaries, such as growth point areas.

Assessing needs and listing infrastructure

ACE and MLA will use the benchmarks defined above as a broad indication of likely needs for arts and museum infrastructure associated with growth. The benchmarks outlined above should be seen as starting points for negotiation with developers. They should be translated into local benchmarks by local authorities, supported by local evidence of need, and the derivation of local costs. This will include an assessment of; the location, size, and services offered by arts venues and quantitative and qualitative assessments of their current adequacy; and an assessment of needs and opportunities taking account of estimated population increases or changes in the distribution of population in areas.

Further details on these benchmarks and the full guidance 'Arts, Museums and New Development: A standard charge approach' can be found at: www.living-places.org.uk.