



PROVISION for VILLAGE HALLS

in connection with new housing development

Adopted as a Supplementary Planning Document to the LDF



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1. Introduction

- 1.1 A village hall can be an invaluable asset to a rural settlement, providing a venue for a range of community uses including indoor sport and recreation activities. This is recognised by the Government in *Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation (PPG17)*, which advises that local authorities can set their own standards for the provision for recreational facilities such as village halls and include these within their Local Development Frameworks (LDF). These standards should then be used to ensure that the occupants of new houses have access to good quality village halls, in order to meet their recreational needs.
- 1.2 This leaflet sets out the **local** standards for the provision of village halls¹ in connection with new housing development in Harrogate District's rural areas². It provides information on the level of village hall contributions that will be sought from new residential developments, together with other explanatory advice. The level of contributions will be updated annually.
- 1.3 The leaflet is a Supplementary Planning Document (SPD) to the Harrogate District Core Strategy Policy C1: Inclusive Communities, the last paragraph of which states that:
"The Borough Council will expect developers to provide for and/or contribute towards the provision of community and other infrastructure needs generated directly by their development where this is necessary to make a scheme acceptable in planning terms."
- 1.4 The SPD forms part of the LDF. Preparation of the SPD has been undertaken in accordance with the Town and Country Planning (Local Development) (England) Regulations 2004, involving an Issues and Options consultation with developers and parish councils in June/July 2005 and a Preferred Options consultation with all LDF consultees in February/March/April 2006.

¹ The Council acknowledges that there are other existing venues in the District such as church halls and meeting rooms which perform similar functions to village halls. Where an existing similar venue meets, or has the potential to meet the village hall Vision (see paragraph 3.1), it will qualify for developer contributions made under this SPD.

² Defined as those areas of the District outside Harrogate, Knaresborough and Ripon

- 1.5 The Government requires SPDs to be subject to Sustainability Appraisal at all stages of preparation. This is to assess the environmental, economic and social impact of the strategies and policies contained within the SPD, to ensure that it contributes to the achievement of sustainable development. The Sustainability Appraisal of this SPD, and other supporting documents, is available on the Council's website (www.harrogate.gov.uk/ldf).
- 1.6 The six objectives of this SPD are to:
- Retain and improve access for all to sport and recreation facilities;
 - Integrate land-use and transport policies and locate new sport and recreation development where it is accessible to a range of transport modes;
 - Reduce crime, anti-social behaviour and the fear of crime;
 - Increase leisure opportunities for young people;
 - Improve accessibility to sport and recreation services to those groups and individuals with greatest social disadvantage; and
 - Help ensure that village halls in the District are of high quality and fit for purpose, so that they are able to provide facilities to meet the needs and aspirations of local communities.

2. When will this SPD be applied?

- 2.1 The Borough Council's standards for the provision of village halls will be applied to all applications for new residential development in the District's rural areas that result in a net gain in residential units. This includes proposals that involve:
- conversions
 - changes of use
 - flats
 - bedsits
 - sheltered and extra/close-care housing where the applicant has not completed an 'Extra Care Housing Pro Forma'
 - affordable housing⁴
 - self-catering holiday accommodation (that is capable of normal residential use)
 - agricultural workers dwellings
 - renewal of planning permission that has expired at the time of submission
 - revised planning permission (where the number of bedrooms increases as a result of the revision)
 - planning applications to make temporary dwellings permanent

- 2.2 The following forms of development will **not** be subject to the policy³:
- rest homes
 - nursing homes
 - extra/close care housing where the applicant has completed an “Extra Care Housing Pro Forma”
 - replacement dwellings
 - extensions
 - residential annexes
 - revised planning permission (provided that the number of bedrooms is not increased by the revision)
 - renewal of planning permission that has not expired at the time of submission
 - temporary dwellings

3. The Village Hall ‘Vision’

- 3.1 The Council has undertaken extensive consultation with local communities, to find out what the key functions and features of village halls are considered to be. The results of this consultation have been used to develop a ‘Vision’ for village halls in the District:

A Vision for Village Halls in the Harrogate District: A focal point for community activities for all age groups, providing a clean, warm, safe and well maintained facility that meets equality of access and health and safety standards and that includes a main hall, a meeting room, a kitchen, toilets, storage space, sufficient equipment, recycling facilities and appropriate car and cycle parking facilities.

- 3.2 The Vision represents a local quality standard for village halls in the District. It is against the Vision that the quality of every village hall in the District has been assessed. The results of this assessment are used to inform the allocation of developer contributions to enhance the quality of existing village halls in the District (see paragraphs 4.6 to 4.8 for further details).
- 3.3 Equally, where developer contributions are used to provide a new village hall (see paragraph 4.3), it is expected that the facility will be designed and built to reflect the Vision.

3 On 5 March 2008, the Council’s Cabinet Member for Planning and Transport agreed that the normal policy requirements for the provision of village halls will be waived in relation to applications for the development of 100% affordable housing schemes on ‘rural exception sites’.

- 3.4 This SPD aims to ensure that all existing and new village halls in the District which are provided or enhanced using developer contributions are easy and economic to maintain and reflect the Vision. To do so, each village hall should be provided or enhanced with regard to the following minimum size standards:

Hall Feature	Minimum Size
Main Hall	100 square metres
Meeting Room	38 square metres
Storage Space	17 square metres
Kitchen	10 square metres
WCs, Circulation Space and Ancillaries	36 square metres. WC facilities must comply with British Standard 6465. Provision should be made for separate male, female and disabled WCs.
Car Parking	Appropriate on-site facilities, including provision for disabled persons.
Cycle Parking	No minimum size standard, but provision required.
Recycling Facility	No minimum size standard, but provision required.

4. How will the policy operate?

- 4.1 The Council will provide developers with speedy advice on the village hall requirements that their proposals entail (including through the use of GIS). To help developers estimate their open space requirements, the Council intends to introduce an on-line calculation service.
- 4.2 The operation of the policy is broken into two stages:
STAGE 1: Does the housing development create a need for a new village hall?
- 4.3 The Council will firstly assess whether a **new** village hall needs to be provided as a result of the proposed housing development, by following stages A to E below. New provision should be linked to a proposal for a village hall in the LDF, or to a site with planning permission for a village hall.

- A. Estimate the number of residents living in the proposed development. This will be calculated by reference to the following assumed occupation rates for different sizes of dwellings:

No. of bedrooms	1	2	3	4	5+
Assumed no. of residents	1	2	3	4	5

When an application is received in 'outline' and the number and type of dwellings are unknown, the village hall requirement will be estimated by applying a minimum density of 30 dwellings/hectare gross housing development and an average household size of 2.39⁴. This is intended to provide an initial guide to the likely village hall requirement. The initial figure will in all circumstances be updated by a detailed calculation based on the number of bedrooms, once a reserved matters application is submitted.

- B. Identify the **existing** number of village halls within a 2 mile (3.2 km) radius ('as the crow flies') of the new housing development⁵.
- C. Estimate the **existing** residential population within the 2 mile radius⁶. Add this to the estimated population of the new housing development, to give a *total* population figure.
- D. Compare the **existing** number of village halls and the *total* population within the 2 mile radius with the following quantity standard:
- 1 village hall per 650 people.
- E. Assess whether the developer is required to provide/contribute towards providing a **new** village hall. A *new* village hall will normally be required if the quantity standard is deficient⁷ either (i) as a result of the proposed housing development, or (ii) because the proposed housing development adds to an existing deficiency. For example:
- (i) ● The estimated population of the new housing development is 20 people and the existing population within a two mile radius of the development is 640, giving a total population of 660 people.
 - There is one existing village hall within the two mile radius.
 - This gives a ratio of 1 hall per 660 people, which exceeds the quantity standard (1 per 650).

4 Average household size for the District, 2001 Census.

5 GIS is used to draw a catchment around the proposed development site, with a radius of 2 miles. GIS can then identify all village halls within the catchment.

6 Estimated using GIS.

7 i.e. It results in a ratio of 1 hall per 651 or more people.

- (ii) ● The estimated population of the new housing development is 50 people and the existing population within a two mile radius is 1350, giving a total population of 1400 people.
 - There are two existing village halls within the two mile radius.
 - This gives a ratio of 2 halls per 1400, or 1 hall per 700 people, which exceeds the quantity standard (1 per 650).

4.4 A requirement to make a developer contribution for a new village hall will normally only be waived if the quantity standard is not exceeded or is met.

4.5 Section 5 gives further details about the provision of new village halls.

STAGE 2: Does the housing development create a need to improve the quality of an existing village hall in the local area?

4.6 It may be the case that, when assessed against the quantity standard, there are enough village halls in the local area to meet the needs of the total population. In this situation, the Council may instead expect a developer contribution to enhance the quality of an existing village hall in the area, in line with the Vision.

4.7 Firstly, the Council will identify all village halls within a 2 mile radius of the proposed housing development which do not meet the 'quality standard' (as reflected in the Vision). The quality of every village hall in the District has been assessed against this standard and each hall has been given a 'quality score'⁸. The Council's intention is that all of the District's village halls should eventually achieve the quality standard (i.e. meet the Vision). A developer contribution to enhance an existing village hall will be required if there is a hall within a 2 mile radius of the proposed development that does not meet the quality standard.

4.8 There may be more than one village hall within the 2 mile radius that does not meet the quality standard. In such cases, the developer contribution will automatically be allocated to the village hall that is closest to the development site. However, if all village halls within the 2 mile radius meet the quality standard, then the developer contribution for enhancement will be waived.

⁸ The quality of each village hall will be assessed at least every five years.

5. Where are new village halls to be provided?

- 5.1 In the unlikely event that a housing development is large enough in itself to generate a need for a new village hall (i.e. because it has an estimated population of 650 people or more) then, wherever possible, the hall should be provided on-site. This is because it is normally the best and most practicable way to serve the recreational needs of the housing development. The village hall should meet the quality standard, as reflected in the Vision.
- 5.2 If it is not possible to make on-site provision in accordance with the Vision, or the proposed housing development is not large enough to generate a need for a new village hall in itself, but creates or adds to an existing deficiency in village hall provision, then a developer contribution will be required towards the new provision or enhancement of a village hall off-site, as described in section 4.0 above. In terms of off-site provision, a developer contribution will only be sought if it can be targeted to a site that lies within a 2 mile radius of the proposed housing development and is suitable to accommodate a village hall (e.g. because it has been allocated for such development in the Local Development Framework). Wherever possible, the site should be well related to public transport, cycle paths and pedestrian routes including public rights of way.

6. How are developer contributions for off-site provision or enhancement calculated?

- 6.1 The level of a developer contribution made off-site will always depend on whether a new village hall is to be provided or an existing village hall is to be enhanced. The former usually includes the cost of land acquisition. The costs shown in the table below are based on developer contributions per residential unit. Costs will be revised annually by the Retail Price Index (RPI) measure of inflation. They are based on January 2006 costs, increased in line with the March 2010 RPI rate, and have been rounded up or down to the nearest pound.⁹ The actual developer contribution required may vary slightly from those published here.

⁹ See Appendix 1 for details about how these costs are calculated.

No. of rooms of proposed dwelling	Enhance existing	New provision
1	£667	£680
2	£1,334	£1,360
3	£2,001	£2,040
4	£2,668	£2,720
5	£3,335	£3,400

6.2 Two worked examples for calculating developer contributions are provided in Appendix 2 of this leaflet.

7. How is the provision or enhancement of a village hall to be secured?

- 7.1 In providing or enhancing a village hall by way of a developer contribution, applicants have two options:
- A) Entering into a planning obligation in the form of a Section 106 Agreement with the Council, which will control the development and transfer of ownership of the land and building to the Council/Parish Council. You will need to appoint a solicitor to act for you and you will also have to make a contribution to the council's legal costs.
 - B) Completing a standard form Unilateral Undertaking supplied by the Council. This is the usual method of payment for small developments where the village hall is not being provided on-site. It is simple, quick and avoids the additional cost of drafting a Section 106 Agreement. A fee of £70 will be charged for this method to contribute towards the administration costs incurred. Payment of the administration fee is required no later than 2 months following the date of the unilateral undertaking or 2 weeks after the issue of the planning permission (whichever occurs later). Payment of the developer contribution is required prior to the commencement of the development.
- 7.2 The Council has a separate account set up especially for the provision and enhancement of village halls. These monies cannot be used for the funding of projects or schemes other than for village halls at specified locations. For example, developer contributions that have been made for the provision or enhancement of a village hall cannot be used instead to provide or enhance an area of public open space (or vice versa).

- 7.3 Monies will be safeguarded until such time as there are sufficient funds to undertake the necessary works. If the funds remain unspent ten years after completion of the development, they will normally be repaid to the applicant. The Council will only authorize the spending of funds to enhance an existing village hall if it has a minimum security of tenure of 10 years, at the time of spending¹⁰.

8. Further information

- 8.1 For further information about the operation of the village halls policy, please contact:

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¹⁰ If a hall has a minimum security of tenure of less than ten years at the time of applying to the Council for funding and there are exceptional circumstances to justify this expenditure, the final decision will be taken by the Cabinet Member for Cultural Services.

Appendix 1

Calculating a developer contribution for a village hall.

1. Cost of providing a new village hall

The formula below has been developed to calculate the level of developer contribution that will be required per person (bedspace) in order to provide a new village hall in the District. The cost will be updated annually by the Retail Price Index (RPI) measure of inflation.

Formula

A. Cost of building a new 'General Purpose Hall' ¹ <i>multiplied by:</i>	= £1,480.75 per sqm
B. Regional cost variation for North Yorkshire ² <i>multiplied by:</i>	= 1.3
C. Fees ³ <i>plus:</i>	= 12%
D. Land cost ⁴ <i>equals:</i>	= £44.00 per sqm
E. TOTAL cost per sqm of providing a new village hall in the District <i>multiplied by:</i>	= £2,199.97 per sqm
F. The minimum floorspace of a new village hall ⁵ <i>equals:</i>	= 201 sqm
G. The total cost of providing a new village hall in the District <i>divided by:</i>	= £442,194.37
H. The quantity standard <i>equals:</i>	= 1 hall per 650 people
I. TOTAL developer contribution required per person (bedspace)	= £ 680.30

1 Cost based on the Royal Institute of Chartered Surveyors publication 'Building Cost Information Services' (BICS), January 2006 rate of £1,178.00 per sq m. This provides guidance on general prices in the building industry and has been increased in line with the March 2010 RPI rate in the formula.

2 BICS (Jan 2006) advises a regional price variation for North Yorkshire of between 0.8 and 1.42. Harrogate Borough Council's Building Management Team advises to select a figure at the top end of this range, due to Harrogate District's comparatively high building costs.

3 Fees to cover architect, surveyor, structural engineer, building regs officer etc. Harrogate Borough Council's Building Management Team advises that 12% for fees is realistic for Harrogate District.

4 Harrogate Borough Council's Estates Team has recommended a land value of £44 per sqm.

5 201 sqm is the average floor space of the 3 most recently built village halls in the District, which also form the basis of the minimum size standards: Kettleing Millennium Hall; Coronation Hall, Milby; and Calcutt and Forest Moor Village Hall.

2. Cost of enhancing an existing village hall

The formula below has been developed to calculate the level of developer contribution that will be required per person (bedspace) in order to enhance an existing village hall in the District. The cost will be up-dated annually annually by the Retail Price Index (RPI) measure of inflation. The difference between this formula and the one used to calculate the cost of providing a new village hall is that it does not take land cost into account.

Formula

A. Cost of building a new 'General Purpose Hall' ¹ <i>multiplied by:</i>	= £1,480.75 per sqm
B. Regional cost variation for North Yorkshire ² <i>multiplied by:</i>	= 1.3
C. Fees ³ <i>equals:</i>	= 12%
D. TOTAL cost per sq ms of providing a new village hall in the District <i>multiplied by:</i>	= £2,155.97 per sqm
E. The minimum floorspace of a new village hall <i>equals:</i>	= 201 sqm
F. The total cost of providing a new village hall ⁵ in the District <i>divided by:</i>	= £433,350.37
G. The quantity standard <i>equals:</i>	= 1 hall per 650 people
H. TOTAL developer contribution required per person (bedspace)	= £666.69

Appendix 2

Worked Example 1: Providing a new village hall

Full application for 3 x 3 bed dwellings and 2 x 4 bed dwellings.

1. Assume a population of (3 x 3 persons) + (2 x 4 persons) = 17 people
2. Apply the quantity standards of 1 village hall per 650 people
 - 17 is less than 650. Therefore, there is no requirement to provide a village hall on-site.
3. Assess whether a contribution towards providing a new village hall off-site is required.
 - The existing population within a 2 mile radius of the proposed housing development is 638. This gives a total population of 655 (17 + 638).
 - There is currently 1 village hall within a two mile radius of the proposed housing development.
 - The proposed housing development will result in a ratio of 1 village hall per 655 people. This ratio exceeds the quantity standard (i.e. 1/650). A developer contribution towards new off-site provision is required.
4. Assess if there is a suitable site for new off-site provision within a 2 mile radius of the proposed housing development, to which a developer contribution can be allocated.
 - Yes, a site has been allocated in the Local Development Framework or has planning permission.

5. Calculate the developer contribution:

£2,040 x 3	= £6,120	(cost of new provision for a 3-bed dwelling x 3)
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£2,720 x 2	= £5,440	(cost of new provision for a 4-bed dwelling x 2)
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TOTAL DEVELOPER CONTRIBUTION = £11,560

Worked Example 2: Enhancing an existing village hall

Outline application for residential development on 0.5 ha.

1. Assume 15 dwellings are proposed based on 30 dwellings per hectare with an average household size of 2.39. The population of the development is therefore assumed at 36 people.
2. Apply the quantity standards of 1 village hall per 650 people
 - 36 is less than 650. Therefore, there is no requirement to provide a village hall on-site.
3. Assess whether a contribution towards providing a new village hall off-site is required.
 - The existing population within a 2 mile radius of the proposed housing development is 500. This gives a total population of 536 (15 + 500).
 - There is currently 1 village hall within a two mile radius of the proposed housing development.
 - The proposed housing development will result in a ratio of 1 village hall per 536 people. This ratio is lower than the quantity standard (i.e. 1/650). Therefore, a developer contribution towards new off-site provision is not required.
4. Identify the quality score of all village halls within a two mile radius of the proposed housing development.
 - There is only 1 village hall within this distance and it's quality score does not achieve the quality standard. Therefore, a developer contribution is required to enhance the quality of this village hall.
5. Calculate the developer contribution:
 $(£667 \times 2.39) \times 15 = £ 23,911.95$ ((developer contribution for a 1-bed dwelling x District's average household size) x no. of dwellings in the proposed development)

TOTAL DEVELOPER CONTRIBUTION = £23,911.95

