

CABINET	AGENDA ITEM No. 6
24 NOVEMBER 2014	PUBLIC REPORT

Cabinet Member(s) responsible:	Cllr Lucia Serluca, Cabinet Member for City Centre Management, Culture and Tourism Cllr Nigel North, Cabinet Member for Communities and Environment Capital	
Contact Officer(s):	Ricky Fuller, Strategic Commissioning and Transformation Adrian Chapman, Communities and Targeted Services	Tel 452482 Tel 863883

REVIEWING PETERBOROUGH LIBRARY SERVICES AND COMMUNITY CENTRES

R E C O M M E N D A T I O N S	
FROM : The Head of Strategic Commissioning and The Assistant Director for Communities and Targeted Services	Deadline date : 24 November 2014
<p>For Cabinet:</p> <ol style="list-style-type: none"> 1. To review and approve the results from the public consultation on the use of libraries and community centres and to consider how the responses inform the Council's spending plans for 2015 – 2016; 2. To approve the proposed approach to supporting community centres in the future, to secure a sustainable network of effective and efficient centres through a new model for community centres as detailed in 6.5. 	

1. ORGIN OF THE REPORT

1.1 This report is submitted to Cabinet following a referral from CMT on 11th November 2014.

2. PURPOSE AND REASON FOR REPORT

- 2.1
- (a) To allow Cabinet to consider the responses to the recent city-wide consultation on people's use of our libraries and community centres;
 - (b) For Cabinet to consider how these results will feed into the Council's spending plans for 2015 – 2016;
 - (c) For Cabinet to consider a different approach for community centres, including new criteria to guide decisions about future management arrangements.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 'To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	YES	If Yes, date for relevant Cabinet Meeting	
Strong and Supportive Communities Scrutiny Committee	18th Nov 2014 & Feb 2015 (Anticipated)		
Date for relevant Council meeting	N/A	Date for submission to Government Dept <i>(please specify which Government Dept)</i>	N/A

4. LIBRARIES AND COMMUNITY CENTRES

- 4.1 An eight-week consultation took place between 4th August and 26th September 2014 to understand which libraries and communities centres people use around Peterborough, when and how often they use them and what they use them for. In total, 5,110 responses were received during the consultation period.
- 4.2 A weekly email update was sent by Councillor Lucia Serluca, Cabinet Member for City Centre Management, Culture and Tourism, to all 57 councillors asking them to encourage residents in their ward to complete the consultation questionnaire. In addition, Councillor Serluca and council officers attended a number of meetings to talk about the consultation including Peterborough Youth Council (16 Sept), Parish Council Liaison Group (24 Sept) and Community Action Peterborough (26 Sept).
- 4.3 The Council also consulted with all parish councils and clerks, registered community and resident groups, faith and community groups, voluntary sector partners such as the disability forum, Age UK and Peterborough Citizens' Advice Bureau and MPs.
- 4.4 In addition, the Council met with the management committees of the community centres to gather information about what the centres are used for, how they are managed, which sections of the community use them and when they have activities available. In total, 91% of the community centres participated in the fact finding exercise.

5. LIBRARIES

- 5.1.1 Libraries are a statutory service under the Public Libraries and Museums Act 1964 which requires the Council as the library authority to provide a **comprehensive and efficient library service**. We are required to consult on any changes recommended for service delivery and it is essential that the public are consulted before any service changes are adopted.
- 5.1.2 The way customers use the library service is changing. Technology means that customers are doing a lot more things for themselves. According to management information held by Vivacity, 90% of book loans in Peterborough's libraries are now done through self-service kiosks. 51% of library members currently borrow books on a regular basis and 49% of members are using the libraries for a range of other activities. Staff now spend more time supporting customers to use computers, or supporting groups meeting in libraries, than they do dealing with 'traditional' library enquiries. The challenge the library service faces is how to provide an excellent, accessible, modern library service, with declining resources.
- 5.1.3 The Peterborough library service currently operates through 10 fixed buildings, a mobile library and an at-home service run by a team of volunteers who take books to those with mobility problems. In the city centre, Central Library is open 40 hours per week. Bretton, Werrington, Orton and Dogsthorpe are open 29 hours a week. Eye, Stanground, Thorney and Woodston are open 21 hours per week. The new Hampton library is open for 75 hours a week (21 hours with Library staff and 54 hours through self-service).

5.1.4 The mobile library makes 103 stops across Peterborough, covering villages out as far as Burghley House. It also supports nine 'micro-libraries' in a variety of places, from the Stagecoach bus garage to the Perkins' canteen. Libraries offer a range of services including books, newspapers and magazines; DVDs; free access to the internet via public computers and events and activities for children, families and adults. A request service is also offered for any book that is either still in print or likely to be held in a library in England.

5.1.5 In addition to the buildings-based and home delivery services, there is also 24/7 access to online digital services such as e-books, e-audio and information databases.

5.2 LIBRARIES – FINDINGS FROM THE CONSULTATION

5.2.1 The consultation ran for eight-weeks was available online via both the Council and Vivacity websites. Paper copies were also available from the Town Hall and Bayard Place receptions and every library and community centre. A large amount of work was undertaken to reach a wider audience so that we could consider the views of as many residents as possible.

5.2.2 All 20,000 library card users who Vivacity hold email addresses for were sent an email about the consultation on two separate occasions. In addition, all 1,500 members of the Citizens' Panel were asked to complete the questionnaire and an email was sent to the head teachers of all schools in the city to cascade throughout their schools.

5.2.3 In total, 5,110 responses were received to the consultation (the highest response rate to a consultation exercise received in recent years).

The full results of the consultation are attached at Appendix A and B.

The question 'what is most important to you about a library service?' received three strikingly significant responses:

- The books on the shelves (87.2% said extremely important)
- The location (70.4% said extremely important); and
- Access to information (55.6% said extremely important)

5.2.4 The consultation has shown that libraries are an overwhelmingly a local service, with 75% of library users travelling less than 2 miles to use a library, and 43% of library users walking to the library (rising to 90% for the users of Eye and Thorney library).

5.2.5 The public were also asked what factors would encourage more use of the library service, with accessing the library building outside normal hours receiving the highest response: 35.4% of respondents said this would be extremely important and 39.1% said it was quite important.

5.3 THE COST OF THE LIBRARY SERVICE

5.3.1 The Council is reviewing how it delivers every aspect of its business – both statutory and discretionary services – in the lead-up to agreeing a budget for 2015/16. This is against the backdrop of significant reductions in funding from Central Government, meaning the Council needs to secure savings totalling £22 million.

The library service as managed by Vivacity cost **£1,518,549** to deliver¹. This is made up of:

5.3.2

	Cost
People	-£1,013,526
Materials / book fund	-£271,218
Buildings	-£233,805
Total	-£1,518,549

5.4 LIBRARIES – NEXT STEPS

5.4.1 Given what we now know about how people use libraries, both nationally and locally, and the costs that are associated with libraries (as detailed above) we will explore how we can design different delivery models for libraries that would secure a financially sustainable offer, meet the needs of the public and fulfil the council's obligation under the Public Libraries and Museums Act 1964.

5.4.2 We will take into account the responses to the consultation as we explore:

- How technology can support extended access to libraries outside normal hours;
- Whether other services can be delivered from libraries to further improve access to information;
- Whether the current libraries are in the right locations to provide a comprehensive service.

Advice on the way forward will be presented to Cabinet in the New Year.

Cabinet will be asked to consider how to secure the future delivery of the library service for Peterborough and to approve a second public consultation on the way forward.

5.4.3 The timeline is outlined below:

Item	Dates 2014/15
Strong and Supportive Communities Scrutiny Committee: consultation results	18 th Nov
Cabinet: consultation findings	24 th Nov
Corporate management team meeting	16 th Dec
Cabinet papers: ways forward for Peterborough libraries	9 th Jan
Cabinet discussion of future library model (and permission for second consultation)	19th Jan
2 nd Consultation starts	19 th Jan
Strong and Supportive Communities Scrutiny Committee	Feb
2 nd Consultation ends	Noon 20 th Mar
Final consultation analysis	20 th Mar
Vivacity staff briefings	13 th Mar
Cabinet supplementary paper of final consultation results, and cabinet decision on the way forward	23rd Mar

¹ Full-year costs for 2013/14

6. COMMUNITY CENTRES

6.1.1 Peterborough currently has 52 community centres, the largest number of community buildings for a City this size in the UK. 33 operate in council-owned or leased premises, and are run by volunteer groups.

6.1.2 The following buildings are council owned or leased and have been subject to this review:

Bedford Hall	Hampton Community Room	Orton Goldhay Community Centre	Stanground Community Centre
Belsize Community Centre	Hampton Vale Community Centre	Orton Wistow Community Centre	St John's Hall
Bluebell Community Centre	Herlington Community Centre	Parnwell Community Centre	The Fleet
Copeland Community Centre	Hodgson Community Centre	Paston & Gunthorpe Community Centre	The Riverside Pavilion
Dogsthorpe Community Centre	Loxley Community Centre	Pyramid Centre	Walton Community Centre
East Community Centre	Matley Community Centre	Saxon Community Centre	Werrington Village Centre
Eye Community Centre	Millennium Centre	South Grove Community Centre	
Gladstone Park Community Centre	New England Complex	Southfields Community Centre	
Glington Village Hall	Newborough Village Hall	Stafford Hall	

6.2 COMMUNITY CENTRES – FINDINGS FROM THE CONSULTATION

6.2.1 The consultation findings has given the Council an evidence base regarding how people use (or would use) these community centres and what they value about them.

6.2.2 The full results of the consultation are attached at Appendix A and B.

6.2.3 However, unlike the very strong messages that residents have sent in response to the question, 'what is most important to you about a library service?' the same question 'what is most important to you in a community centre?' has elicited a much broader range of views.

6.2.4 Nevertheless the consultation has shown the social value many community centres have as places where a very wide range of activities are accessed and appreciated. Notable findings are listed below:

- Most responders visit their community centre once a week (34.5%).
- The highest type of usage is related to social events (43.8%) followed by community centres as polling stations (36.8%). The lowest specified usage is in

respect of commercial hire (3.0%).

- The age group which has used a community centre the most within the last 12 months is the over 65's, with the lowest usage among younger people aged 16 to 24 year olds.
- The majority of those respondents who have used community centres in the last 12 months said that they travel less than one mile to get to their centre.

6.2.5 In parallel with the consultation, analysis of local and national changes in the management and use of community centres has been undertaken, alongside a detailed review of activity in each centre in Peterborough. Visits were conducted with each organisation who run a community centre to collate and gather information on the usage of each centre. This information has been vital to understanding how each centre is used and the opportunities for different delivery models.

6.2.6 It is noted that although the council does collect information regarding community centres, this is the first time the council will have a complete over view of activity and service delivery area.

6.3 COMMUNITY ASSOCIATION AUDIT

6.3.1 A comprehensive audit was carried out with 30 of the associations who run a Council owned or leased community centre building. The audit reviewed the association's governance arrangements, utility costs and expenditure, policy audit and an over view of the association's activities, clubs and usage.

6.3.2 The associations greatly differ in usage and governance, there is no consistency in operations or level of dependency upon the Council. However it is noted that all associations visited do provide activities and/or services that have positive social impact.

6.3.3 For the purpose of this report a summary of activities has been produced and categorised as below:

Activity Theme	no of groups/clubs
Health and Wellbeing	49
Sports	48
Under 5's & youth groups	39
Special Interest groups	33
Education	26
Over 55 clubs	21
Leisure actives (games)	20
Governance	14
Church groups	12
Disability groups	3

6.3.4 Health & Wellbeing and Sports activities (including dance) have the largest number of different groups and clubs.

6.4 COST OF COMMUNITY CENTRES

6.4.1 The community centres listed in the table above in section 6 are all either owned or leased by the Council and managed by community volunteers who are members of a Community Association. The Council does not provide a staffing resource to any of the community centres. It does however support the running of some of the community centres through a

combination of contributions towards:

- Rent or lease costs
- Utilities and insurance
- Buildings maintenance and repairs

6.4.2 The table below summarises Council expenditure to support community centres in 2013/14.

Theme	Total cost of service
Rent or lease	-£16,029
Utilities	-£3,035
Insurance	-£15,843
Maintenance	-£95,264
Total	-£130,171

6.5. COMMUNITY CENTRES – NEXT STEPS

6.5.1 Having reviewed what people have said about how they use community centres, and having looked in some detail at the buildings themselves, we would like Cabinet to approve the development by officers of a new delivery model for community centres to deliver the following objectives:

- To offer improved facilities that directly meet local need;
- To meet the council's commitment to localism;
- To achieve financial efficiencies and self-sufficiency

6.5.2 The starting point is that some community centres:

- could run effectively now as community-owned/managed resources without the need for continuing Council involvement;
- are used by groups that lack either/both the capacity/capability to take on the responsibility for the buildings – but a third party could broker the arrangements on their behalf;
- may not have a viable long-term future.

6.5.3 The proposed approach (see Appendix C) will ensure that over the next 18 months the Council secures a sustainable set of arrangements.

6.6. COMMUNITY CENTRES - RISK AND ISSUES

6.6.1 All of the community centres currently supported by the Council are valued by the people who use them, even if there is limited use. Any closures that might make economic sense would need to be handled sensitively and tested also against any impact in terms of social value.

6.6.2 There is no immediate parallel pressure to resolve the future of community centres as with libraries and we are suggesting taking a slightly slower approach to this, with a view to having phases one and two of the community centre delivery model completed for March 2016 as outlined in Appendix C.

7. CONSULTATION

- 7.1 An eight-week consultation took place between 4th August and 26th September 2014 to understand which libraries and communities centres people use around Peterborough, when and how often they use them and what they use them for. In total, 5,110 responses were received during the consultation period.
- 7.2 A weekly email update was sent by Councillor Lucia Serluca, Cabinet Member for City Centre Management, Culture and Tourism, to all 57 councillors asking them to encourage residents in their ward to complete the consultation questionnaire. In addition, Councillor Serluca and council officers attended a number of meetings to talk about the consultation including Peterborough Youth Council (16 Sept), Parish Council Liaison Group (24 Sept) and Community Action Peterborough (26 Sept).
- 7.3 The Council also consulted with all parish councils and clerks, registered community and resident groups, faith and community groups, voluntary sector partners such as the disability forum, Age UK and Peterborough Citizens' Advice Bureau and MPs.
- 7.4 In addition, the Council met with the management committees of the community centres to gather information about what the centres are used for, how they are managed, which sections of the community use them and when they have activities available. In total, 91% of the community centres participated in the fact finding exercise.

8. ANTICIPATED OUTCOMES

- 8.1 Cabinet to note that the results from the public consultation on libraries and community centres and to also consider how these results will feed into the Council's spending plans for 2015 - 2016
- 8.2 The assessment criteria for community centres to ensure an effective community service continued to be delivered through community centres by either Community Asset Transfer or by other future management arrangements as detailed in Appendix C. The timelines are below:

Date	Aspect
January – April 2015	Due Diligence
April 2015 – March 2016	Transition period for co-located facilities and establishment of citywide Trust or equivalent
April 2016	Community Asset Review completed

9. REASONS FOR RECOMMENDATIONS

- 9.1
- a. To review and approve the results from the public consultation on the use of libraries and community centres and to consider how the responses inform the Council's spending plans for 2015 – 2016;
 - b. To approve the proposed approach to supporting community centres in the future, to secure a sustainable network of effective and efficient centres through a new model for community centres as detailed in 6.5.

10. ALTERNATIVE OPTIONS CONSIDERED

- 10.1 A 'do nothing' approach has been considered but discounted this on the grounds that the consultation undertaken suggests there is a strong case to bring greater coherence to our approach in delivering library and community centre services in the future.

11. IMPLICATIONS

11.1 Financial implications

The consultation will help inform the options for the council on the future of library services. It is anticipated that implementation of a new delivery approach would enable the Council to achieve budget reduction. The costs of any future consultations will be met from existing budgets.

11.2 Legal implications

The proposals set out in this report are consistent with both legislative requirements and the Council's support of local services.

The library service is a statutory duty on the Council under the Public Libraries and Museums Act 1964, which sets out that Council's must:

1. Provide a comprehensive and efficient library service for all persons in the area that want to make of it;
2. Promote the service;
3. Lend books and other printed material free of charge for those who live, work or study in the area.

The attached proposal and the impact assessment (available on the Council's website) sets out the potential impacts of the proposals. A further impact assessment will be carried out in Jan 2015.

12. BACKGROUND DOCUMENTS

- 12.1 Existing Council strategies, the Funding and Management Agreement dated 1 May 2010 between the Council and Vivacity, and published documents by the Arts Council and Cities outlook 2014.

13. APPENDICES

- 13.1 There are three appendices to this report:

- Appendix A - Understanding the value of our libraries and community centres Aug-Sept 2014 Main findings
- Appendix B – Questionnaire main findings.
- Appendix C - Community Centre review flowchart.

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