



BROMLEY CIVIC CENTRE, STOCKWELL CLOSE, BROMLEY BRI 3UH

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DATE: 10 March 2015

To: Members of the  
**RENEWAL AND RECREATION POLICY DEVELOPMENT AND SCRUTINY  
COMMITTEE**

Councillor Ian F. Payne (Chairman)  
Councillor Peter Dean (Vice-Chairman)  
Councillors Douglas Auld, Nicky Dykes, Alexa Michael, Neil Reddin FCCA,  
Michael Rutherford, Michael Tickner and Angela Wilkins

Non-Voting Co-opted Members  
Precious Adewunmi, Bromley Youth Council

A meeting of the Renewal and Recreation Policy Development and Scrutiny  
Committee will be held at Bromley Civic Centre on **WEDNESDAY 18 MARCH 2015**  
**AT 7.00 PM**

MARK BOWEN  
Director of Corporate Services

*Copies of the documents referred to below can be obtained from*  
<http://cde.bromley.gov.uk/>

## **PART 1 AGENDA**

**Note for Members:** Members are reminded that Officer contact details are shown on each report and Members are welcome to raise questions in advance of the meeting.

### **STANDARD ITEMS**

- 1 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS**
- 2 DECLARATIONS OF INTEREST**
- 3 QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC  
ATTENDING THE MEETING**

In accordance with the Council's Constitution, questions to this Committee must be received in writing 4 working days before the date of the meeting. Therefore please ensure questions are received by the Democratic Services Team by 5 pm on Thursday 12 March 2015.

- a **QUESTIONS FOR THE RENEWAL AND RECREATION PORTFOLIO HOLDER**
- b **QUESTIONS FOR THE CHAIRMAN OF RENEWAL AND RECREATION PDS COMMITTEE**

**4 MINUTES OF THE RENEWAL AND RECREATION PDS COMMITTEE MEETING HELD ON 29 JANUARY 2015 (Pages 5 - 28)**

**5 MATTERS ARISING FROM PREVIOUS MINUTES AND UPDATES**

*There are no outstanding matters arising from previous meetings.*

**6 RENEWAL AND RECREATION PDS COMMITTEE WORK PROGRAMME (JUNE 2015-MAY 2016) (Pages 29 - 34)**

**HOLDING THE RENEWAL AND RECREATION PORTFOLIO HOLDER TO ACCOUNT**

**7 PRE-DECISION SCRUTINY OF RENEWAL AND RECREATION PORTFOLIO REPORTS**

The Renewal and Recreation Portfolio Holder to present scheduled reports for pre-decision scrutiny on matters where he is minded to make decisions.

- a **BUDGET MONITORING 2014/15 (Pages 35 - 44)**
- b **CAPITAL PROGRAMME MONITORING - 3RD QUARTER 2014/15 & ANNUAL CAPITAL REVIEW 2014 TO 2018 (Pages 45 - 52)**
- c **LIBRARY SERVICE STRATEGY - UPDATE (Pages 53 - 84)**
- d **TOWN CENTRE MANAGEMENT INITIATIVE FUND 2015-16 (Pages 85 - 100)**

**POLICY DEVELOPMENT AND OTHER ITEMS**

**8 TOWN CENTRES DEVELOPMENT PROGRAMME UPDATE (Pages 101 - 120)**

**9 PLANNING PERFORMANCE (Pages 121 - 126)**

**10 CHAIRMAN'S ANNUAL REPORT 2014/15 (Pages 127 - 130)**

**PART 2 (CLOSED) AGENDA**

**11 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006, AND THE FREEDOM OF INFORMATION ACT 2000**

The Chairman to move that the Press and public be excluded during consideration of the items of business listed below as it is likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

**Items of Business**

**Schedule 12A Description**

**12 EXEMPT MINUTES OF THE RENEWAL AND RECREATION PDS COMMITTEE HELD ON 29 JANUARY 2015** (Pages 131 - 132)

Information relating to the financial or business affairs of any particular person (including the authority holding that information)

**13 HOUSING ZONE BID** (Pages 133 - 144)

Information relating to the financial or business affairs of any particular person (including the authority holding that information)

**14 SITE G - REVISED DEVELOPMENT OPTIONS** (Pages 145 - 186)

Information relating to the financial or business affairs of any particular person (including the authority holding that information)

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## **RENEWAL AND RECREATION POLICY DEVELOPMENT AND SCRUTINY COMMITTEE**

Minutes of the meeting held at 7.00 pm on 29 January 2015

### **Present:**

Councillor Ian F. Payne (Chairman)  
Councillor Peter Dean (Vice-Chairman)  
Councillors Douglas Auld, Nicky Dykes, Alexa Michael,  
Neil Reddin FCCA, Michael Rutherford, Michael Tickner  
and Angela Wilkins

Precious Adewunmi

### **Also Present:**

Councillors William Huntington-Thresher and Peter Morgan

#### **57 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS**

An apology for lateness was received from Councillor Rutherford.

#### **58 DECLARATIONS OF INTEREST**

No declarations of interest were received.

#### **59 QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING**

#### **60 QUESTIONS FOR THE RENEWAL AND RECREATION PORTFOLIO HOLDER**

Prior to hearing the oral questions, the Portfolio Holder made a statement which he hoped would allay some of the concerns shared by members of the public. He commented that the art collection at the Museum comprised 1,600 paintings, prints and drawings, most of which were not currently displayed. After rationalisation, the remaining pieces would be displayed around the Council, other Council-owned buildings and at Central Library. The important Lubbock collection would be exhibited in Central Library and funds would be provided to change parts of the display bi-annually. Temporary space would also be made available at the Library to accommodate exhibitions for special events such as the Battle of Britain celebration or for school projects.

The Council had an obligation to continue caring for and maintaining the building until it was newly occupied. In this respect the building would be properly guarded, protected and maintained.

The Portfolio Holder responded to 17 oral questions and 14 written questions. These can be viewed at Appendices 1 and 2 respectively.

In summing up, the Chairman reported that having to find £60m in the next four years was a serious challenge for the Council. However, this matter was not being taken lightly and great importance was placed on liaising with all interested organisations and volunteers. He urged members of the public to write to him with any further questions they may have.

**61 QUESTIONS FOR THE CHAIRMAN OF RENEWAL AND RECREATION PDS COMMITTEE**

No questions were received.

**62 MINUTES OF THE RENEWAL AND RECREATION PDS COMMITTEE MEETING HELD ON 18 NOVEMBER 2014 AND MATTERS ARISING**

**RESOLVED** that the Minutes of the meeting held on 18 November 2014 be confirmed and signed as a correct record.

**63 RENEWAL AND RECREATION PDS COMMITTEE WORK PROGRAMME (MARCH 2015)**

**Report CSD15/018**

Members considered the Committee's work programme for the final meeting of the Municipal Year (March 2015).

**RESOLVED** that the work programme for the final meeting of the Municipal Year (March 2015) be agreed.

**64 PRE-DECISION SCRUTINY OF RENEWAL AND RECREATION PORTFOLIO REPORTS**

**64a BUDGET MONITORING 2014/15**

**Report FSD15004**

Members considered the latest budget monitoring position for 2014/15 based on expenditure and activity levels up to 30 November 2014. The total portfolio budget showed a projected underspend of £9k.

Members also considered the level of expenditure and progress with the implementation of the selected projects within the Member Priority Initiatives.

Referring to the Summary of Major Variations (para. 5.6, page 27), the Head of Finance agreed to obtain further details and update Members on the subject matter of the public inquiry to which the legal expenses related.

It was reported that the projected surplus for income from major planning applications indicated that the number of planning applications being submitted had increased. Additional staff had been employed to manage the workload.

The underspend on staffing referred to in paragraph 5.3 (page 26) was linked to culture staff and reduced the overall deficit. The savings from the closure of the Bromley Museum would ensure that the budget would be balanced from 2015/16.

**RESOVLED that:-**

- 1) the Portfolio Holder be recommended to endorse the latest 2014/15 projection for the Renewal and Recreation Portfolio; and**
- 2) the progress of the implementation of the Renewal and Recreation projects within the Member Priority Initiatives be noted.**

**64b CAPITAL PROGRAMME MONITORING - 2ND QUARTER 2014/15**

**Report FSD14085**

On 26 November 2014, the Executive received the 2<sup>nd</sup> quarterly capital monitoring report for 2014/15 and agreed a revised Capital Programme for the four year period 2014/15 to 2017/18. The report highlighted changes agreed by the Executive in respect of the Capital Programme for the Renewal and Recreation Portfolio and outlined progress achieved as at the end of the first half of 2014/15.

**RESOLVED that the Portfolio Holder be recommended to confirm the changes agreed by the Executive in November 2014.**

**64c A NEW APPROACH FOR BROMLEY MUSEUM**

**Report DRR14/116**

As part of the £60 million savings required to be made within the next four years, the Executive Committee at its meeting on 14 January 2015, had identified the museum service as a budget cut for 2015/16. In this respect, R&R PDS Members considered a new approach to providing an improved quality heritage offer for residents, without an ongoing revenue requirement.

One Member commented that the necessity to find savings had led to the unfortunate consideration of this matter. However, accommodating the Museum at Central Library which was situated in a good central location and

provided disabled access, would attract more footfall to Bromley town centre. After rationalisation, it was important to ensure that as many items as possible were accessible to view. One possible solution was to display some artefacts and paintings in houses and buildings open to the public, as well as in schools and other libraries.

The Chairman confirmed that the Lubbock Gallery would display more artefacts from the Lubbock collection than are currently on display in the Avebury Gallery at the Priory.

Members were informed that some of the 20,000 objects and paintings should not have been acquisitioned as they were irrelevant to the local history of the Borough and in this respect, a rationalisation process would be undertaken. Many options existed for exhibiting the artwork; 50 pieces were currently on display in the Princess Royal University Hospital in Farnborough. Artefacts identified for disposal could be offered back to the donor, offered to other museums, given to schools or other not-for-profit community organisations and as a last resort sold. The procedure for rationalisation would be properly carried out following Museum Association guidelines.

Visiting Ward Member Councillor William Huntington-Thresher iterated Members' disappointment that Members were required to consider this matter due to the Council's current financial position. He stated that clear consideration must be given to the future use of the building bearing in mind the Council's policy of creating a vibrant, thriving town centre; in this respect, employment or community use of the building would be beneficial. Planning permission for a change of use would be required.

Councillor Huntington-Thresher suggested that a working group comprising the Council and volunteers from local history organisations be formalised, to liaise on setting up mini displays for the new Museum.

As the Priory car park was the only off-street parking at that end of Orpington High Street, Councillor Huntington-Thresher considered it imperative that the current car park remain available for public use during the evenings to support the restaurant trade.

Members shared the Ward Member's views and concerns. It was agreed that a formal group of volunteers to work with the Council, be established as soon as possible.

A top firm of agents would be instructed to sell the building and it was hoped that it would not remain boarded up for a long period of time.

Members agreed that Central Library was a more suitable location for the Museum and due to a lack of funds, the Priory building deserved more care and maintenance than the Council could provide. Concerns around access to schools and the curation of items would be properly dealt with. The proposals considered by Members were the start of a brand new and exciting chapter for Bromley Museum.



**RESOLVED** that a working group comprising the Council and volunteers from local history organisations be formalised, to liaise on setting up mini displays for the new Museum.

It was **FURTHER RESOLVED** that the Portfolio Holder be requested to recommend that the Executive Committee agree to the following approach as set out in the report:-

- (1) The Priory be declared surplus to operational requirements with effect from 1 April 2015 and authority be given to offer the property for sale on the open market.**
- (2) Members to comment on the outcome of the consultation at the Executive meeting to be held on 11 February 2015 and subject to any issues that may arise during consultation, endorse the proposal to close the museum service.**
- (3) The Executive approve the allocation of £395k from capital receipts for the relocation of exhibitions and to add the scheme to the capital programme.**

## **65 DRAFT 2015/16 BUDGET**

### **Report FSD15005**

Members considered a draft 2015/16 Budget for the Renewal and Recreation Portfolio incorporating future cost pressures and initial draft budget saving options as reported to the Executive on 14 January 2015.

The Executive requested individual PDS Committees to consider the proposed initial draft budget savings and cost pressures for their Portfolio and requested that Member comments be reported back to the next meeting of the Executive prior to Members making recommendations to Council on 2015/16 Council Tax levels.

During consideration of the variations compared with the 2014/15 budget (page 61), it was confirmed that the inflation figures were based on a 2% increase per annum.

The words 'impact of 2.0% Council Tax Increase' (page 61), pertained to a 2% Council Tax increase per annum.

The New Homes Bonus was created as an Investment Fund to generate income and was treated as a one-off payment as future funding may be dependent on the outcome of the General Election in May 2015. This would be a decision for the Executive or Full Council to take.

**RESOLVED that:-**

- (1) the financial forecast for 2016/17 to 2018/19 be noted;**
- (2) the initial draft savings options proposed by the Executive for 2015/16 be noted;**
- (3) the initial draft 2015/16 Budget be considered as a basis for setting the 2015/16 Budget; and**
- (4) Member comments on the initial draft 2015/16 Budget be provided to the February meeting of the Executive.**

**66 ARTS IN BROMLEY**

**Report DRR14/117**

Members considered a report which provided an overview of the arts provision within Bromley that was supported by the Council along with other key organisations involved in delivering arts across the Borough.

Whilst it was acknowledged that organisations such as the Beckenham Theatre and Bromley Little Theatre also contributed to the provision of arts, those listed in paragraph 3.3 (page 73) were the key organisations with whom the Council liaised to provide such provision.

One Member praised the Bromley Youth Music Trust as being a very dynamic service and one which was much appreciated. A significant amount of funding had been granted to set up a music centre at Langley Park Boys School and it would be disappointing if services of this kind were terminated due to budget cuts. Members were informed that a fundraising person had been taken on in an attempt to boost the organisation.

**RESOLVED that the report be noted.**

**67 THE FUTURE OF ANERLEY TOWN HALL**

**Report DRR15/002**

Members considered a report which outlined the current position at Anerley Town Hall and identified options for its future.

A short video about the activities and events offered at Anerley Town Hall (ATH) was shown to Members.

The Chairman thanked the CPCDT for submitting the video and commented that as a community hub, the high percentage of activities carried out was fantastic.

Ward Member Councillor Wilkins commented that ATH was a beautiful and unique building. She stated that the business aspect at the centre was not currently vibrant with occupancy in late November being recorded at 64%. Two rooms were unrentable due to underpinning issues and there were problems in resolving the subsidence issues. No wi-fi was installed (a must for modern-day business). There had been no rent increase since 2008. If funding could be obtained, there was huge potential to build a bigger and better business centre. With so many young people in the Borough, it made sense for the Council to consider this matter further.

Members were informed that the installation of a new telephone system was now an urgent requirement.

Advertising for the Business Centre was undertaken via an internet advertising agency.

In considering the options put forward, it was noted that if a 40 year lease was granted (Option B), it would be the responsibility of the Trust to market and develop the Centre and would give it time and opportunity to expand and grow.

It was agreed that neither retaining the existing site nor demolishing it were viable options. Whilst it was possible for Option C to be given some serious consideration, Members agreed that Option B was the way forward.

**RESOLVED to recommend to Members of the Executive that Option B be adopted.**

## **68 TOWN CENTRE MANAGEMENT UPDATE REPORT JANUARY 2015**

### **Report DRR15/003**

Members considered an update on Town Centre Management and business support activities which had taken place since the previous update in November 2014. The report also summarised priorities for the period up to the end of March 2014.

Referring to the Local Parades Improvement Initiative Fund (page 114), it was agreed that officers would look into a Member request for a Christmas tree to be provided at Heathfield Road, Keston for the duration of the 2015 Christmas period.

In regard to the Bromley Town Centre market, it was reported that both a market research agency and a specialist markets consultancy had been appointed and work was due to begin shortly. Progress would be reported back to Members.

Members were pleased with the completion of the Bromley North Village improvement works. The Bromley Town Ward Member reported an significant

increase of vibrancy and life in the area. An astonishing 20,000 people had attended Christmas events in the Town Centre.

Whilst the good news of a decrease in vacant units in Bromley was noted (page 114), the downward trend for Beckenham and Penge was disappointing as was the figure for Orpington which remained at 15%. It was reported that some charity shops were struggling to pay rent as well as paying staff who were not all volunteer workers.

**RESOLVED that the key developments and activities within the Town Centre Management and Business Support Team be noted.**

## **69 TOWN CENTRES DEVELOPMENT PROGRAMME UPDATE**

### **Report DRR15/005**

Members considered the progress achieved in delivering the Town Centres Development Programme.

With regard to Site C: Town Hall (page 125), it was reported that Cathedral Group had submitted an application which was currently going through the Council's planning process.

Councillor Dykes thanked officers for discussing the upcoming meeting on the proposals for Site G with herself and Councillor Rutherford. The Chairman requested a pre-meeting with Councillors and officers before the next residents meeting took place.

As Chairman of the Town Centre Member Working Party for Beckenham, Councillor Tickner reported that a lot of progress had been made at meetings in regard to the Beckenham Major Scheme. However, a problem existed with works to realign the traffic at Beckenham Junction due to the reluctance of BT to move cables. It was vital that improvements were made to enable the better flow of traffic for heavy goods vehicles. Consultations with interested parties were due to be held shortly. The Director of Environment and Community Services agreed to look into this matter and report back to Members.

Officers reported that cables were currently being moved and implementation of the programme was imminent.

A report on budget, timetable and consultation would be submitted to the Beckenham Town Centre Member Working Group.

Tenders had been received for the commissioning of a design team to prepare outline designs for the Bromley town centre improvements to the pedestrian High Street (paragraph 3.6, page 125). The selection process would take approximately 12-16 weeks, following which a start date would be finalised.

**RESOLVED that progress on the delivery of the Town Centres Development Programme be noted.**

**70 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006, AND THE FREEDOM OF INFORMATION ACT 2000**

The Chairman moved that the Press and public be excluded during consideration of the items of business listed below as it was likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

**71 EXEMPT MINUTES OF THE RENEWAL AND RECREATION PDS COMMITTEE HELD ON 18 NOVEMBER 2014**

**RESOLVED that the exempt Minutes of the meeting held on 18 November 2014 be confirmed and signed as a correct record.**

**72 A NEW APPROACH FOR BROMLEY MUSEUM**

**DRR14/118**

In addition to Item 6c - A New Approach for Bromley Museum (page 39), Members were requested to consider the financial implications in regard to the future of the Priory.

**RESOLVED that the report be noted.**

**73 THE FUTURE OF ANERLEY TOWN HALL**

**DRR15/002**

In addition to Item 9 (page 77), Members were requested to consider the financial implications in regard to the future of Anerley Town Hall.

**RESOLVED that the report be noted.**

The meeting ended at 9.00 pm

Chairman

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## ORAL QUESTIONS TO THE RENEWAL AND RECREATION PORTFOLIO HOLDER

### Questions from Ms Gillian Hughes, lead petitioner

*Q1. What provision are you making for continuing the education and outreach services currently offered to the young people of Bromley by Bromley Museum?*

#### Portfolio Holder's Response

Considerable thought has been given to how the Council can best provide access to the museum collections without a revenue budget to support them, which is why the recommendation includes the allocation of £395k of capital receipts which will pay for the installation of two high quality exhibitions in Central Library, the digitisation of the collection, a refurbished community exhibition space, online independent learning material, and promotional material for the borough's whole heritage offer. It is anticipated that by moving the museum exhibitions to central library, visits will increase from 19k per annum to over 200k per annum. School parties will be welcome to visit the new exhibitions in the Central library, although, it will not be possible to provide a dedicated member of staff to support visits to the exhibitions. The Central Library and Local Studies have a schools programme in place, so the exhibitions will become part of this offer.

#### Supplementary Question

*Many schools benefit from a service which sees museum artefacts brought into schools for educational purposes. Will the educational aspect be taken into consideration?*

#### Portfolio Holder's Response

Unfortunately, the Council's present budgetary position does not allow for such a service in the future. Maybe this is something which could be undertaken by volunteers.

*Q2. If the Council had pursued the HLF funding, would the criticisms referred to in 3.5 of the Report (Report No DRR14/116) have been addressed?'*

#### Portfolio Holder's Response

Yes, if funding had been pursued.

### Supplementary Question

*Raising the lack of HLF funding as an argument to close the museum is rather disingenuous wouldn't you agree?*

### Portfolio Holder's Response

Yes.

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### **Questions from Mr Phil Waller, Orpington History Organisation and Chair of the Bromley Heritage and Arts Forum**

*Q1. Does the Council consider that every avenue has been explored and exhausted in providing a credible Museum Service, potentially reduced but not shoehorned into the Central Library with no Curator or Museum Specialist to look after what is an extensive and important large collection of important artefacts?*

### Portfolio Holder's Response

Yes the Council has explored all avenues for keeping a museum service at the Priory with a reduced revenue budget. The business planning work carried out as part of the HLF bid showed that even if the Priory is refurbished and additional income streams are created, such as a café, the revenue costs of managing and maintaining the museum in the Priory building cannot be covered. Additionally a successful community interest company who declared an interest in the Priory during the recent stakeholder consultation determined after scrutinising the figures, that the cost of the capital works required to bring the Priory to a standard that allowed a range of activity to take place and increased access, prohibited the development of a community facility in this building. Central Library has been identified as the best place for the museum exhibitions given it is the home of Local Studies and Archives and the museum exhibitions can benefit from the library's resources without ongoing costs.

*Q2. It is all of our duty, residents and Authority alike, to protect the Priory Buildings. What could happen now will be irreversible. Can the Council absolutely ensure that the Priory as a building will be protected in transition IF the plans proposed are taken ahead?*

### Portfolio Holder's Response

Part of the reason that only a part year revenue saving will be achieved in 2015/16 is because there will be security costs incurred to protect the building in the interim period, until the building is sold. Additionally staff from the Leisure and Culture team will regularly visit the Priory and the store, and there will be other activity on site such as contractors digitising the collection which will contribute to its security. The Council recognises the importance



of keeping the building secure and protected during the transition period and has allowed for this in its budgets. The Property team would use English Heritage's best practice guidance for safeguarding vacant buildings to inform how this transition is managed.

#### Supplementary Question

*Does the Council have a preference or criteria as to who could buy the Priory?*

#### Portfolio Holder's Response

The Priority will not necessarily be offered to the highest bidder. All bids would be considered on their own individual merits.

*Q3. If proposals proceed could I have some assurance that a conversation will be had with BHAF in considering resourcing some of the activities within the constitution of the Forum because without BHAF you will have no formal Heritage and Arts Network in the Borough.*

#### Portfolio Holder's Response

BHAF is recognised by the Council as an important representative body. A member of staff from the Leisure and Culture team would like to attend your meetings going forward if BHAF is amenable to this. Monies have been allowed in the £395 capital budget requested to promote and publicise BHAF, local interest groups and other heritage activity in the borough, so that more residents access heritage events and are aware of the groups they can become a part of. The Council anticipates working with BHAF to ensure the publicity produced best achieves these aims.

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#### **Question from Ms Christine Hellicar, Bromley Borough Local History Society**

*Q. What assurances can the Council give that it values Bromley's rich heritage and will provide funding for a museum service of 21st century standard that does not consist merely of unchanging displays but is professionally curated, properly managed and engaged with the community to benefit present and future generations?*

#### Portfolio Holder's Response

The Council recognises Bromley's rich heritage and that it is valued by residents. This is why the recommendation includes the allocation of £395 capital receipts which will largely pay for the installation of two high quality exhibitions in Central Library. These new exhibitions will be professionally

designed and curated, with the exhibition artefacts chosen and themes developed with input from local interest groups and residents. The results will be exhibitions of a far higher standard than currently exist at Bromley Museum for the benefit of all. These exhibitions will be permanent. The whole collection will be digitised so that the public can access information about the wider collection which will not be on display. If possible we would like to enable special interest groups to access the store based collection if they wish to put temporary exhibitions on for example in the community exhibition space at Central Library which will be refurbished as part of this project. This will only be able to happen if these groups work with us.

#### Supplementary Question

*Will the Council consider providing sufficient funds to enable the museum service to continue for one year thus retaining its officially recognised status and set up a working group of Councillors, officials and members of the Bromley heritage and arts voluntary sector to explore ways and means of maintaining a viable, cost-effective service including investigating the imaginative solutions implemented by other councils facing similar problems.*

#### Portfolio Holder's Response

We will look at that.

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#### **Questions from Claire Madge**

*Q1. Who will rationalise the Bromley Museum Collection if you make all staff redundant (point 3.21)?*

#### Portfolio Holder's Response

The report sets out the approach to rationalising the current collection, and in doing so identifies as part of the capital costs the costs of achieving this. Rationalisation is required to make space to properly store the rest of the collection. There are artefacts within the collection that are not relevant to Bromley and should not have been acquisitioned.

*Q2. Who will carry out environmental monitoring of the store which houses the collection?*

#### Portfolio Holder's Response

The store will be monitored by staff from the Local Studies and Archives.

#### Supplementary Statement

*Skills and expertise for dealing with paper archives are not the same as those needed for handling artefacts.*

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**Questions from Ms Janet Clayton, Chairman, Orpington and District Archaeological Society**

*Q1. Following any closure of the Priory, the museum store - in an isolated building which has already experienced water leaks - will not be monitored by curatorial staff; how will the Council ensure that the collection is not damaged or vandalised, and is accessible in future to researchers/the public?*

**Portfolio Holder's Response**

The museum store will be monitored by the Head of Local Studies and Archives, liaison over access will be via the Local Studies and Archives team and will be dependent on available resources at a given time.

**Supplementary Question**

*Will the Council ensure that sufficient resources are available to keep the building safe and secure?*

**Portfolio Holder's Response**

Yes.

*Q2. The Grade-2\* Priory building is of national significance; it has already suffered vandalism (lead stripped from roof, water leaks); if closed, how will the Council ensure it is protected so that key features (including irreplaceable timber-framing, ornamental plasterwork, parquet flooring, fireplaces etc) are not damaged or destroyed?*

**Portfolio Holder's Response**

Consideration has already been given to protection of the building when the museum closes. There will be activity for a period of time as the museum is emptied, but the Council's Property Team are aware of the issues and will take steps to protect the building during the same period. English Heritage guidance on safeguarding historic buildings when not in use will be followed.

**Supplementary Question**

*Is the Council satisfied that sufficient resources are available?*

**Portfolio Holder's Response**

Yes.

*Q3. Why not retain at least one curatorial post to provide professional care and interpretation of both displayed and stored items, including the important Lubbock collection, since without such input the benefits of Bromley's rich heritage cannot be maximised and is at risk for the future?'*

Given the continuing economic pressure placed on the Council and the requirement to reduce expenditure by around £60m over the next four years, the Council is faced with taking a significant number of difficult decisions, as such and the Council is unable to commit revenue budgets going forward to support this service area.

Supplementary Question

*Is this something that can be considered again in the future?*

Portfolio Holder's Response

Yes, if the Council's financial position improves.

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**Questions from Mr Michael Meekums, Volunteer Co-ordinator for Bromley Museum**

*Q1. Will there be the opportunity for volunteers to help out at the new museum?*

Portfolio Holder's Response

The Council recognises the importance and the role that volunteers play and is keen to utilise volunteers across a broad range of services and the use in this particular area is something that will be taken up with the Head of Local Studies and Archives and new volunteering opportunities explored further.

Supplementary Question

*Would it be possible to design exhibitions to enable them to be changed?*

Portfolio Holder's Response

Part of the Lubbock exhibitions will be changed twice a year. With advice from historic organisations and the use of volunteers, it may be possible to change other parts of the exhibitions however, the narrative for the local history exhibition will limit the extent to which artefacts can be rotated. The temporary exhibition space will allow more objects to be displayed.

*Q2. How will the children of the borough be able to undertake the national and local History curriculum if there is no museum education officer?*

Portfolio Holder's Response

The current service has not provided a local history curriculum service to all schools in the borough and it may be that by having a more central location that the museum exhibitions and local history collection is utilised by more schools in the future.

*Q3. Will the Council consider keeping the museum at the Priory until a purchaser has been found to take on the Priory building?*

Portfolio Holder's Response

No.

Supplementary Question

*Who will be responsible for maintaining the building once the exhibits have been moved?*

Portfolio Holder's Response

This is the duty of the Council and we will do whatever is necessary.

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**Questions from Ms Juliet Wood**

*Q1. Has the Council sought professional guidance from those with experience in selling unusual, listed buildings as regards the time it will take to sell and the likely price?*

Portfolio Holder's Response

The Council has provided professional advice to Members on the implications of disposing of the Priory on the open market and has provided a range of indicative values. This is set out in the Part 2 paper on the agenda as it is deemed to be commercially sensitive. English Heritage guidance on selling historic buildings will be utilised by the Property team.

*Q2. Have the school teachers who petitioned and wrote letters expressing concern over access to an ongoing education service been consulted as to whether the proposed museum facility will adequately replace the interactive and tailored education service currently offered?*

### Portfolio Holder's Response

No they have not been consulted, but we are aware from correspondence that they do not believe that the proposals will adequately replace the current service they receive. However, it is not all schools that benefit from this service.

### Supplementary Question

*Two exhibitions per year will not reflect the current school curriculum. How will the new offer bring more educational value?*

### Portfolio Holder's Response

It won't be any worse, in fact there will be better temporary exhibition space available which could be used for education purposes.

*Q3. Has an opinion been sought from practicing museum professionals (who are independent of the proposal before Council) as to the impact on engagement levels of an online collection and a static '10 star object display?*

### Portfolio Holder's Response

The proposals arise out of the original museum design and exhibition work that was undertaken by an independent museum exhibition specialist to support the original lottery application. There will be far more than 10 artefacts on display. The Lubbock Gallery will display more Lubbock collection artefacts than are currently on display at the Priory. The specialists contracted to develop the new exhibitions will work with the community to ensure the chosen objects and the exhibition interpretation attracts a wide audience. In addition to the two permanent exhibitions monies from the £395k will be used to create a new refurbished community exhibition space which will hold temporary exhibitions at Central Library.

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**WRITTEN QUESTIONS TO THE RENEWAL AND RECREATION  
PORTFOLIO HOLDER**

**Questions from Councillor William Huntington-Thresher**

*Q1. What steps will be taken to protect the Priory, both inside and out, from 1 April 2015?*

**Portfolio Holder's Response**

The Council's property team are aware of the proposals to declare the Priory surplus to operational requirements and for the building to be disposed of on the open market. They will as part of this process determine what additional security measures will be required to protect the building during this process. A budget has been identified to ensure that any additional security measures can be funded. English Heritage best practice guidance will be utilised.

*Q2. What insurance or other arrangements will be put in place to reinstate the Priory should it deteriorate after 1 April 2015?*

**Portfolio Holder's Response**

The building will remain on the Council's insurance until the point of disposal.

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**Questions from Ms Cassie Moran**

*Q1. How would Bromley Council explain their decision to sell the Grade 2\* listed Priory to future generations who, having weathered short term economic constraints, will be deprived in the long term of public access to the borough's prime heritage asset?*

**Portfolio Holder's Response**

Given the continuing economic pressure placed on the Council and the requirement to reduce expenditure by around £60m over the next four years the Council is faced with taking a significant number of difficult decisions. As such the Council is unable to commit revenue budgets going forward to maintain and conserve the Priory building and therefore the building does not benefit from being in local authority ownership. Any proposals by a purchaser to change the building will require Listed Building Consent and its important historic features should therefore be safeguarded. The importance

of the Priory is recognised, and how the building is marketed will be given due consideration.

*Q2. As results from the Council's 'Our Budget, Your Views' survey showed heritage to be a high priority for residents, and the public response to the Priory Revisited HLF bid consultation showed that residents feel strongly that the borough should provide a good quality heritage and cultural offer, how will Bromley Council ensure that it will continue to provide good and facilitated access to the museum collection and provide good quality learning about local history?*

#### Portfolio Holder's Response

Considerable thought has been given to how the Council can best provide access to the museum collections without a revenue budget to support them, which is why the recommendation includes the allocation of £395 capital receipts which will pay for the installation of two high quality exhibitions in Central Library, the digitisation of the collection, a refurbished community exhibition space, online independent learning material, and promotional material for the borough's whole heritage offer. It is anticipated that by moving the museum exhibitions to central library visits will increase from 19k per annum to over 200k per annum.

*Q3. How will Bromley Council protect and enhance the nationally significant Lubbock collection, as well as the museum's collection of almost 20,000 artefacts?*

#### Portfolio Holder's Response

One of the new exhibitions will be dedicated to the Lubbock collection, and there will be more artefacts from the collection on display in the new exhibition than there are currently at the Priory. The second exhibition space will showcase the most important and interesting artefacts from the rest of the local history collection. These new exhibitions will be professionally designed and curated, with the exhibition artefacts chosen and themes developed with input from local interest groups and residents, and interpreted to a higher standard than at Bromley Museum now. Artefacts not on display will remain secure in the stores in Priory gardens.

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#### **Questions from Mr Stewart Vassie, Joint Chair of The Friends of the Priory and Gardens, Orpington**

*Q1. Will Cllr Morgan explain how if, as he states, the Council is too poor to be able to undertake a 25 year Heritage Fund commitment. How will it afford to maintain the other heritage sites in Orpington?*



### Portfolio Holder's Response

The Council recognises Bromley's rich heritage and that it is valued by residents, but, a significant part of our duty is also to balance the public purse and hence take difficult decisions. This is why the recommendation includes the allocation of £395 capital receipts which will largely pay for the installation of two high quality exhibitions in Central Library. These new exhibitions will be professionally designed and curated, with the exhibition artefacts chosen and themes developed with input from local interest groups and residents. The results will be exhibitions of a far higher standard than currently exist at Bromley Museum for the benefit of all. These exhibitions will be permanent. The whole collection will be digitised so that the public can access information about the wider collection which will not be on display. We will be continuing to support the Crofton Roman Villa in Orpington.

*Q2. If the Council is too poor to be able to fund a professional curator for Bromley museum, who is qualified to handle and maintain the artefacts it presently owns?*

### Portfolio Holder's Response

The Head of Local Studies and Archives who has considerable experience in managing the Local Studies archives in the Central Library.

*Q3. As there is no qualified heritage official on the Council staff or on the Council, how does the R&R Committee evaluate its heritage priorities?*

The Council will continue to work with all of the Heritage Groups in the borough as well as statutory bodies such as English Heritage. There is a Conservation Officer at The Council based within the Planning Section.

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### **Questions from Mr Lyulph Lubbock**

*Q1. I have made representations (e-mail, 23/1/15) to Cllr Carr, Cllr Morgan and Colin Brand about the implications - generally and specifically for the Lubbock collection and look forward to their detailed response; can I also be assured my e-mail has been made available to Committee members before the meeting?*

### Portfolio Holder's Response

It is recognised by the Council that the Lubbock collection is of national importance and that it is not currently being exhibited to its best advantage, limiting public access and understanding. The proposal as set out in the report will allow more of the Lubbock collection to be on permanent public display than at present and for the collection to be more accessible and engaging, through new interpretation and a high quality exhibition.

*Q2. Would the Committee please respond to my representations about the care and security of items (including those in the Lubbock Collection) which will remain in store, particularly the Grisct paintings; will satisfactory curatorial and conservation provisions be made?*

Portfolio Holder's Response

The museum store will continue to be maintained and will be overseen by the Head of Archives and Local Studies.

*Q3. Would the committee please respond to my representations about the proposed new exhibition, namely the lack of future outreach, lack of future professional input and static nature leading to diminishing public interest?*

Portfolio Holder's Response

Significant thought has been given to how the Council can best provide access to the museum collections without a revenue budget to support them. The report includes a recommendation on the allocation of £395k of capital receipts which will, in addition to funding the exhibition, will also fund on line independent learning material, the digitisation of the collection which will be publicly accessible, and promotional material for the borough's whole heritage offer. In addition to the permanent exhibitions there will be a refurbished community exhibition space for temporary exhibitions, and consideration is being given to display more of the art collection at Council owned buildings across the borough. Furthermore, it is anticipated that by moving the museum offer, the displays will potentially be viewed by in excess of 200,000 people against the 19,000 that currently visit the museum.

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**Questions from Ms Carol Pitman**

*Q1. If the Council does sell the Priory Building, can it ensure that it would continue to be accessible to the public, delaying sale (if necessary) until an appropriate buyer is found, with Council reserves covering interim costs, if this could reasonably provide better financial ,and non-financial, value for council taxpayers?*

Portfolio Holder's Response

If the decision is taken to move the exhibition to the Central Library, it is envisaged that the museum will close by the 1<sup>st</sup> April 2015. During the interim period between closure and the opening of the new exhibition, there is a substantial amount of work to do in terms of the emptying the museum and rationalising the collection in preparation for the new exhibition which will take place at the Priory site.

*Q2. The sale of the Priory building would prioritise short term budgetary requirements over long term benefits to the community. In its cost-benefit analysis of the sale of the building, what non-financial costs were identified, and how does the Council intend to mitigate the effect of those costs and social effects?*

Portfolio Holder's Response

The proposal set out in the report seeks to contribute to addressing the long term financial pressures facing the Council which are likely to continue for some time. The proposal also recognises that for some time now there has been an overwhelming dissatisfaction with the quality of the current museum and its offer, with limited visitor numbers. We sought to originally address this via an innovative Heritage Lottery Fund application, but the revenue implications of pursuing this route were prohibitive. The proposal as set out, allows for a high quality exhibition offer, backed by an on line educational resource and promotional material to promote the broader heritage offer in Bromley, whilst simultaneously addressing the need to reduce revenue budgets. , the Council has explored all avenues for keeping a museum service at the Priory with a reduced revenue budget. The business planning work carried out as part of the HLF bid showed that even if the Priory is refurbished and additional income streams are created, such as a café, the revenue costs of managing and maintaining the museum in the Priory building cannot be covered. Additionally a successful community interest company who declared an interest in the Priory during the recent stakeholder consultation determined after scrutinising the figures, that the cost of the capital works required to bring the Priory to a standard that allowed a range of activity to take place and increased access, prohibited the development of a community facility in this building

*Q3. In the rationalisation the museum's collection of 20,000 objects and paintings, how much weight will be given to the importance of keeping the items for the benefit of future generations, how much to the ongoing maintenance costs of the collection, and is the rationalisation expected to raise revenue?*

Portfolio Holder's Response

Firstly it is important to say that the Council recognises the importance of keeping its current collection for the benefit of future generations. The rationalisation programme is unlikely to generate revenue, if items are considered inappropriate to keep in the collection, they should first be offered back to the original donor and then potentially if this is not successful to another local museum, before any external disposal is considered. There are objects in the collection which are not related to Bromley and should not have been acquisitioned. The Museum Association's guidance on honing collections and disposing of artefacts will be followed.

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Report No.  
CSD15040

London Borough of Bromley

PART 1 - PUBLIC

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**Decision Maker:** Renewal and Recreation PDS Committee

**Date:** 18 March 2015

**Decision Type:** Non-Urgent                      Non-Executive                      Non-Key

**Title:** **RENEWAL AND RECREATION PDS COMMITTEE WORK PROGRAMME (JUNE 2015-MAY 2016)**

**Contact Officer:** Lisa Thornley, Democratic Services Officer  
Tel: 020 8461 7566 E-mail: lisa.thornley@bromley.gov.uk

**Chief Officer:** Mark Bowen, Director of Resources

**Ward:** N/A

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1. Reason for report

1.1 This report updates the Committee's work programme.

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2. **RECOMMENDATION**

2.1 The Committee is invited to review its work programme for the Municipal Year June 2015-May 2016).

### Corporate Policy

1. Policy Status: Existing policy. PDS Committees are encouraged to review their work programmes.
  2. BBB Priority: Excellent Council.
- 

### Financial

1. Cost of proposal: No cost
  2. Ongoing costs: N/A.
  3. Budget head/performance centre: Democratic Services
  4. Total current budget for this head: £373,410
  5. Source of funding: Existing 2014/15 revenue budget
- 

### Staff

1. Number of staff (current and additional): There are 10 posts (8.75 fte) in the Democratic Services Team.
  2. If from existing staff resources, number of staff hours: Preparation of the Work Programme report can normally be expected to take 2-3 hours
- 

### Legal

1. Legal Requirement: No statutory requirement or Government guidance.
  2. Call-in: Not applicable. PDS Report.
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Borough-wide
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.
2. Summary of Ward Councillors comments: N/A

### 3. COMMENTARY

3.1 Each PDS Committee has a responsibility to develop and review its work programme balancing the key roles of:

- Holding the Executive to account;
- Policy development and review; and
- External scrutiny.

3.2 The Committee is invited to consider its work programme having regard to guidance at Section 8 of the Scrutiny Toolkit and in consultation with the Renewal and Recreation Portfolio Holder and Chief/Senior Officers.

3.3 The Committee's Work Programme for the new Municipal Year 2015/16 is attached at **Appendix A**. It is anticipated that meetings will take place in June 2015, September 2015, November 2015, January 2016 and March 2016. The exact dates will be confirmed when the Programme of Meetings is considered by the General Purposes and Licensing Committee at its meeting on 26 March 2015.

<b>Non-Applicable Sections:</b>	Policy/Financial/Legal/Personnel
Background Documents: (Access via Contact Officer)	Previous Work Programme reports.

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Report Title	Report Author	PH Decision (Yes/No)	Referred	
			From	To
<b>Renewal and Recreation Policy Development and Scrutiny Committee – June 2015</b>				
Appointment of Co-Opted Member	LT	No		
Matters Arising from Previous Meetings	LT	No		
R&R PDS Work Programme	LT	No		
R & R Budget Monitoring	CM	Yes		
Outcome of re-tendering process for Churchill Theatre	KM	No		
Town Centre Management Update Report	MP	No		
Town Centres Development Programme Update	KM	No		
<b>Bromley Economic Partnership – Unknown</b>				
<b>Renewal and Recreation Policy Development and Scrutiny Committee – September 2015</b>				
Matters Arising from Previous Meetings	LT	No		
R&R PDS Work Programme	LT	No		
R & R Budget Monitoring	CM	Yes		
Town Centre Management Update	MP	No		
Town Centres Development Programme Update	KM	No		
<b>Bromley Economic Partnership – Unknown</b>				
<b>Renewal and Recreation Policy Development and Scrutiny Committee - November 2015</b>				
Matters Arising from Previous Meetings	LT	No		
R&R PDS Work Programme	LT	No		
R & R Budget Monitoring	CM	Yes		
MyTime Active Annual Report	JG	Yes		
Town Centre Management Update Report	MP	No		
Town Centres Development Programme Update	KM	No		
<b>Bromley Economic Partnership – Unknown</b>				

Report Title	Report Author	PH Decision (Yes/No)	Referred	
			From	To
<b>Renewal and Recreation Policy Development and Scrutiny Committee - January 2016</b>				
Matters Arising from Previous Meetings	LT	No		
R&R PDS Work Programme	LT	No		
Budget Monitoring	CM	Yes		
Draft 2016/17 Budget	CM	No		
Town Centre Management Update Report	MP	No		
Town Centres Development Programme Update	KM	No		
<b>Renewal and Recreation Policy Development and Scrutiny Committee – March 2016</b>				
Matters Arising from Previous Meetings	LT	No		
R&R PDS Work Programme	LT	No		
R & R Budget Monitoring	CM	Yes		
Town Centre Management Update	MP	No		
Town Centres Development Programme Update	KM	No		
Chairman's Annual Report	Chairman	No		
<b>Bromley Economic Partnership – Unknown</b>				

To Be Scheduled

- 1 Individual reports on Growth and Delivery Plans for Biggin Hill, Cray Valley and Bromley Town Centre.

Report No.  
FSD15026

London Borough of Bromley

PART 1 - PUBLIC

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**Decision Maker:** Renewal & Recreation Portfolio Holder

**For Pre-decision Scrutiny by the Renewal & Recreation PDS Committee**

**Date:** 18<sup>th</sup> March 2015

**Decision Type:** Non-Urgent Executive Non-Key

**Title:** BUDGET MONITORING 2014/15

**Contact Officer:** Claire Martin, Head of Finance  
Tel: 020 8313 4286 E-mail: [claire.martin@bromley.gov.uk](mailto:claire.martin@bromley.gov.uk)

**Chief Officer:** Marc Hume, Director of Regeneration and Transformation  
Nigel Davies, Executive Director of Environment and Community Services

**Ward:** Boroughwide

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1. Reason for report

This report provides an update of the latest budget monitoring position for 2014/15 for the Renewal and Recreation Portfolio based on expenditure and activity levels up to 31st January 2015. This shows a projected under spend of £135k for the total portfolio budget.

It also reports the level of expenditure and progress with the implementation of the selected projects within the Member Priority Initiatives.

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2. **RECOMMENDATION(S)**

2.1 The Portfolio Holder is requested to endorse the latest 2014/15 budget projection for the Renewal & Recreation Portfolio.

2.2 Note the progress of the implementation of the Renewal and Recreation projects within the Member Priority Initiatives.

### Corporate Policy

1. Policy Status: Existing policy. Sound financial management
  2. BBB Priority: Excellent Council.
- 

### Financial

1. Cost of proposal: Estimated cost N/A
  2. Ongoing costs: Non-recurring cost.
  3. Budget head/performance centre: Renewal & Recreation Portfolio Budgets
  4. Total current budget for this head: £13.6m
  5. Source of funding: Existing revenue budgets 2014/15
- 

### Staff

1. Number of staff (current and additional): 215.5ftes
  2. If from existing staff resources, number of staff hours: N/A
- 

### Legal

1. Legal Requirement: Statutory requirement. The statutory duties relating to financial reporting are covered within the Local Government Act 1972; the Local Government Finance Act 1998; the Accounts and Audit Regulations 1996; the Local Government Act 2000 and the Local Government Act 2002
  2. Call-in: Call-in is applicable
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): The services covered in this report affect all Council Taxpayers, Business Ratepayers, those who owe general income to the Council, all staff, Members and Pensioners.
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A.
2. Summary of Ward Councillors comments:

### **3. COMMENTARY**

- 3.1 The 2014/15 projected outturn is detailed in Appendix 1, with a forecast of projected spend for each division compared to the latest approved budget and identifies in full the reason for any variances.
- 3.2 Costs attributable to individual services have been classified as “controllable” and “non-controllable” in Appendix 1. Budget holders have full responsibility for those budgets classified as “controllable” as any variations relate to those factors over which the budget holder has, in general, direct control. “Non-controllable” budgets are those which are managed outside of individual budget holder’s service and, as such, cannot be directly influenced by the budget holder in the shorter term. These include, for example, building maintenance costs and property rents which are managed by the Property Division but are allocated within individual departmental/portfolio budgets to reflect the full cost of the service. As such, any variations arising are shown as “non-controllable” within services but “controllable” within the Resources Portfolio. Other examples include cross departmental recharges and capital financing costs. This approach, which is reflected in financial monitoring reports to budget holders, should ensure clearer accountability by identifying variations within the service that controls financial performance. Members should specifically refer to the “controllable” budget variations relating to portfolios in considering financial performance. These variations will include the costs related to the recession.

#### **Chief Officer Comments**

- 3.3 Overall, the controllable budget for the Renewal and Recreation Portfolio is projected to be underspent by £65k.
- 3.4 As part of the budget setting process for 2014/15 a budget savings target of £150k was included in the culture budget. To date, £90k savings have been identified and an under spend within staffing has left a net balance of £40k. Further savings have now been identified to ensure that the culture budget will be balanced from April 2015 onwards.
- 3.5 The full years savings of £300k built into the library budget will not be realized until April 2015 due to two factors; the first is that a detailed consultation has been undertaken during the last few months with both the public and the library staff over options for reducing opening hours and the second is that in order to achieve the reduction in staffing, it is necessary to install the RFID system in the remaining 9 libraries. This installation will be completed during the next month and therefore only part year savings of £100k will be achieved for 2014/15. Recent vacancies have resulted in the staffing budget being £20k lower than previously expected. The overall net deficit projected for the service has therefore been reduced to Dr £180k.
- 3.6 The overspend of £220k within Recreation is more than offset by an underspend of Cr £285k within Planning.

#### **Member Priority Initiatives**

- 3.7 Council on 26<sup>th</sup> March 2012 approved the setting aside of £2.260m in an earmarked reserve for Member Priority Initiatives. The Renewal and Recreation Portfolio is responsible for the delivery of three initiatives as detailed below: -

## Member Priority Initiatives

	Original Allocation £'000	Adjustment £'000	Revised Allocation £'000
Investing in small shopping parades	250	0	250
Beckenham Town Centre public realm improvements	250	-150	100
Support tackling youth unemployment amongst young people	500	-260	240
	<b>1,000</b>	<b>-410</b>	<b>590</b>

- 3.8 £150k of the sum for Beckenham Town Centre has been set aside to match fund the capital scheme and £260k of the tackling youth unemployment project has been transferred to the Phase 2 project which will be delivered by the Bromley Education Business Partnership.

## 4. POLICY IMPLICATIONS

- 4.1 The Resources Portfolio Plan for 2014/15 includes the aim of effective monitoring and control of expenditure within budget and includes the target that each service department will spend within its own budget.
- 4.2 Bromley's Best Value Performance Plan "Making a Difference" refers to the Council's intention to remain amongst the lowest Council Tax levels in outer London and the importance of greater focus on priorities.
- 4.3 The four year financial forecast report highlights the financial pressures facing the Council. It remains imperative that strict budgetary control continues to be exercised in 2014/15 to minimise the risk of compounding financial pressures in future years.
- 4.4 Chief Officers and Departmental Heads of Finance are continuing to place emphasis on the need for strict compliance with the Council's budgetary control and monitoring arrangements.

## 5. FINANCIAL IMPLICATIONS

- 5.1 Although the overall budget shows an underspend of £135k for 2014/15, the controllable budget for the Renewal and Recreation Portfolio is projected to be under spent by £65k based on financial information available as at 31st January 2015. Some of the major variations are summarised below with more detailed explanations included in Appendix 1.
- 5.2 A surplus of income of £240k from planning applications and pre-application meetings is projected as activity has increased. Following several recent departures across planning, there is a projected underspend of £7k. Other surplus income of £40k is partly offsetting an increase in legal costs of £75k for specialist advice required for a public enquiry and an overspend of £30k mainly relating to staff advertising/recruitment.
- 5.3 The £60k carried forward for the preparation of the Borough's Local Plan will not be spent this financial year as the examination of the plan in public will now not take place until Spring 2016. A request will be made to the June Executive to carry the unspent £60k in order to meet the future costs of the examination in public and to undertake any further evidence work required.
- 5.4 Other variations include a net underspend for salaries within Renewal (Cr £18k) and a minor underspend within the non-chargeable service for Building Control (Cr £25k).
- 5.5 To date, only £90k of the £150k budget savings have been achieved within culture, which has meant that an overspend of £60k is projected. An underspend on staffing has reduced this overspend to £40k. Further savings have been identified to ensure a balanced budget from April 2015.
- 5.6 As a detailed consultation was carried out with the public and library staff during the last few months, and the fact that the Radio Frequency Identification Data system (RFID) has yet to be

installed in the remaining 9 libraries, the savings target of £300k will not be met during this financial year. It is estimated that £100k part year saving will be realized and that the full £300k will be achieved from April 2015. Due to a few recent vacancies, the staffing budget is expected to be £20k lower than previously projected. The overall net deficit for libraries is therefore expected to be Dr £180k.

5.7 The table below summarises the main variances: -

<b>Summary of Major Variations</b>	<b>£'000</b>
Income from non-major planning applications	Cr 115
Income from major planning applications	Cr 40
Legal expenses for public enquiry	75
Surplus income from pre-application meetings	Cr 85
Surplus across other planning income streams	Cr 40
Net overspend on staffing/recruitment costs	23
Underachievement of budget savings within culture	60
Underspend on Culture staffing	Cr 20
Underachievement of budget savings within library service	180
Borough's Local Plan	Cr 60
Other minor underspends within Renewal and Building Control	Cr 43
	<b>Cr 65</b>

5.8 Appendix 2 shows that £424k has been spent or committed out of the £590k set aside for the three projects within the Member Priority Initiatives. A further £166k is expected to be spent in 2015/16. It also has comments on the progress of each of the schemes.

<b>Non-Applicable Sections:</b>	Legal, Personnel
Background Documents: (Access via Contact Officer)	2014/15 budget monitoring files within ES/R & R finance section

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## Renewal and Recreation Budget Monitoring Summary as at 31.01.2015

2013/14 Actuals £'000	Division Service Areas	2014/15 Original Budget £'000	2014/15 Latest Approved £'000	2014/15 Projected Outturn £'000	Variation £'000	Notes	Variation Last Reported £'000	Full Year Effect £'000
	<b>R&amp;R PORTFOLIO</b>							
0	<b>Commissioning Fund</b>	0	0	0	0		0	0
0	Commissioning Fund	0	0	0	0		0	0
	<b>Housing Strategy &amp; Development</b>							
Cr 16	Housing Strategy & Development	Cr 14	Cr 14	Cr 14	0		0	0
<b>Cr 16</b>		<b>Cr 14</b>	<b>Cr 14</b>	<b>Cr 14</b>	<b>0</b>		<b>0</b>	<b>0</b>
	<b>Planning</b>							
Cr 23	Building Control	12	12	Cr 13	Cr 25	1	Cr 24	0
Cr 165	Land Charges	Cr 168	Cr 168	Cr 168	0		0	0
492	Planning	649	652	470	Cr 182	2	Cr 195	0
1,119	Renewal	1,093	1,208	1,130	Cr 78	3	Cr 30	0
<b>1,423</b>		<b>1,586</b>	<b>1,704</b>	<b>1,419</b>	<b>Cr 285</b>		<b>Cr 249</b>	<b>0</b>
	<b>Recreation</b>							
2,029	Culture	1,902	1,918	1,958	40	4	40	0
4,882	Libraries	4,656	4,914	5,094	180	5	200	0
243	Town Centre Management & Business Support	240	250	250	0		0	0
<b>7,154</b>		<b>6,798</b>	<b>7,082</b>	<b>7,302</b>	<b>220</b>		<b>240</b>	<b>0</b>
<b>8,561</b>	<b>Total Controllable R&amp;R Portfolio</b>	<b>8,370</b>	<b>8,772</b>	<b>8,707</b>	<b>Cr 65</b>		<b>Cr 9</b>	<b>0</b>
9,276	<b>TOTAL NON CONTROLLABLE</b>	2,577	2,601	2,531	Cr 70		0	0
2,215	<b>TOTAL EXCLUDED RECHARGES</b>	2,275	2,261	2,261	0		0	0
<b>20,052</b>	<b>PORTFOLIO TOTAL</b>	<b>13,222</b>	<b>13,634</b>	<b>13,499</b>	<b>Cr 135</b>		<b>Cr 9</b>	<b>0</b>

## Reconciliation of Latest Approved Budget

£'000

## Original budget 2014/15

13,222

Repairs &amp; Maintenance

17

Local Plan Implementation

60

Business Support Scheme - Grant Related Expenditure

23

Business Support Scheme - Grant Related Income

Cr 23

Discretionary rate relief returned to the General Fund

Cr 6

Radio Frequency Identification Data

275

Increase in annual insurance premiums

7

Allocation of Merit Awards

4

Biggin Hill Development

55

Latest Approved Budget for 2014/15

13,634

## **REASONS FOR VARIATIONS**

### **1. Building Control Cr £25k**

For the chargeable service, an income deficit of £80k is anticipated based on information to date. This is being more than offset by a projected underspend within salaries of £100k arising from reduced hours working / vacancies, and £4k within running expenses. In accordance with Building Account Regulations, the net surplus of £30k will be carried forward via the earmarked reserve for the Building Control Charging Account.

Within the non-chargeable service, as a result of delays in not appointing to vacant posts, there is a projected underspend of £25k.

### **2. Planning Cr £182k**

Income from non-major planning applications is £98k above budget for the first ten months of the year, and a surplus of £115k is projected for the year. For information, actual income received for April to January is £125k higher than that received for the same period last year.

For major applications, £277k has been received as at 31st January. Planning officers within the majors team have estimated that from the additional potential income that may be received in the coming months, around £63k will be received by year-end. This allows for delays in some of the income being received, as well as other items not being received at all. A surplus of £40k is therefore projected for major applications at this stage of the year.

There is projected surplus income of £85k from pre-application meetings due to higher than budgeted activity levels.

Across other income streams, there is a projected income surplus of £40k. £10k of this relates to the discharge of planning conditions and £30k is within street naming & numbering largely due to several one-off items received to date in 2014-15.

Following several recent departures across the service, there is a projected underspend on staffing budgets of £7k

Within legal expenses, there is a projected overspend of £75k. This is the combination of appeal costs where claims have been submitted to the Council following successful appeals e.g. Conquest House, and the costs of a public enquiry for The Porcupine, where costs are being incurred for consultants to provide specialist advice.

There is an overspend across other running expenses of £30k which mainly relates to staff advertising / recruitment costs to fill vacant posts that are needed to meet the additional work due to the increase in the number of planning applications received.

#### **Summary of variations within Planning:**

		<b>£'000</b>
Surplus income from non-major applications	Cr	115
Surplus income within major applications	Cr	40
Surplus pre-application income	Cr	85
Surplus across other income streams	Cr	40
Underspend within staffing	Cr	7
Overspend on other running expenses		30
Overspend on legal expenses		75
<b>Total variation for planning</b>	<b>Cr</b>	<b><u>182</u></b>

### **3. Renewal Cr £78k**

Within salaries, there is a projected net underspend of £18k. This has arisen due to a combination of departing staff being replaced at the lower end of the salary scale, and a secondment to Resources not being back-filled for 6 months.

The Executive agreed to carry forward £60k in June 2014 for the preparation of the Borough's Local Plan (LP). This was intended to fund the examination of the plan in public and associated work which are now due to take place later than expected - potentially not until 2016/17. However, the precise timing of the examination is determined by the Planning Inspectorate and is therefore outside the Council's control. A request will be made to the June Executive to carry forward the unspent £60k in order to meet the future costs of the examination in public and to undertake any further evidence work required.

#### **4. Culture Dr £40k**

A budget saving of £150k was built into the culture budget for 2014/15 in anticipation that a review of the service would deliver the necessary savings. To date only £90k savings have been identified, leaving a budget gap of £60k. Further savings have been identified to ensure a balanced budget from April 2015.

There is a projected underspend within staffing budgets of £20k due to recruitment delays, reducing the overall net deficit for the service to Dr £40k.

#### **5. Libraries Dr £180k**

As part of the budget setting process for 2014/15, savings of £300k were built into the library budget. Detailed consultations have taken place with both staff and the public over the last few months about options to reduce opening hours. The installation of the Radio Frequency Identification Data system (RFID) in the remaining 9 libraries will be undertaken in the next two months and it is expected that only part year savings of £100k will be achieved this financial year. The full £300k savings will be achieved from April 2015.

Due to a few recent vacancies, the staffing budget is expected to be £20k lower than previously expected. The posts have been covered by casual staff until the positions are filled. The overall net deficit projected for the service has therefore been reduced to Dr £180k.

#### **Waiver of Financial Regulations**

The Council's Contract Procedure Rules state that where the value of a contract exceeds £50k and is to be exempted from the normal requirement to obtain competitive quotations, the Chief Officer has to obtain the agreement of the Director of Resources and Finance Director and (where over £100,000) approval of the Portfolio Holder, and report use of this exemption to Audit Sub committee bi-annually. No waivers over £50k have been approved since the last report to the Executive.

#### **Virements Approved to date under Director's Delegated Powers**

Details of virements actioned by Chief Officers under delegated authority under the Financial Regulations "Scheme of Virement" will be included in financial monitoring reports to the Portfolio Holder. Since the last report to Executive, no virements have been actioned.

**Analysis of Members' Initiatives - Earmarked Reserves @ 31 Jan 2015**

Item	Divison / Service Area	Responsible Officer	Allocation £'000	Total spend during 2012/13 & 2013/14 £'000	Spend to Date 2014/15 £'000	Commitments & planned expenditure £'000	Total spend & commitments £'000	Balance available £'000	Comments on Progress of Scheme
Investment in small shopping parades	Recreation - Town Centre Management & Business Support	Martin Pinnell	250	144	57	45	246	4	All of the fund is now allocated to projects - the remaining balance of £4k will be allocated and spent in 2015/16.
Tackling youth unemployment	Recreation - Business Support	Hannah Jackson	240	18	26	34	78	162	This is a 3 year project. Estimated spend for 2014/15 is £60k and for 2015/16 £162k. A sum of £260k has been transferred for the delivery of Phase 2 of the project.
Beckenham Town Centre public realm improvements	Planning - Renewal	Kevin Munnely	100	100	0	0	100	0	£100k allocation fully spent. Balance of £150k has been transferred for match funding for the Beckenham Town Centre Improvement Capital Project.
<b>TOTAL</b>			<b>590</b>	<b>262</b>	<b>83</b>	<b>79</b>	<b>424</b>	<b>166</b>	

Report No.  
FSD15018

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** RENEWAL & RECREATION PORTFOLIO HOLDER

**Date:** For pre-decision scrutiny by the Renewal & Recreation PDS Committee on 18th March 2015

**Decision Type:** Non-Urgent Executive Non-Key

**Title:** CAPITAL PROGRAMME MONITORING - 3<sup>ND</sup> QUARTER 2014/15 & ANNUAL CAPITAL REVIEW 2014 TO 2018

**Contact Officer:** Martin Reeves, Principal Accountant  
Tel: 020 8313 4291 E-mail: martin.reeves@bromley.gov.uk

**Chief Officer:** Director of Finance

**Ward:** (All Wards);

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1. Reason for report

On 11th February 2015, the Executive received a report summarising the current position on capital expenditure and receipts following the 3rd quarter of 2014/15 and presenting for approval the new capital schemes supported by Council Directors in the annual capital review process. The Executive agreed a revised Capital Programme for the five year period 2014/15 to 2018/19. This report highlights changes agreed by the Executive in respect of the Capital Programme for the Renewal & Recreation (R&R) Portfolio. The revised programme for this portfolio is set out in Appendix A, detailed comments on individual schemes are included at Appendix B and the new schemes approved for this Portfolio are set out in paragraph 3.6.

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2. **RECOMMENDATION(S)**

**The Portfolio Holder is asked to note the changes agreed by the Executive on 11<sup>th</sup> February 2015.**

## Corporate Policy

1. Policy Status: Existing Policy: Capital Programme monitoring and review is part of the planning and review process for all services. Capital schemes help to maintain and improve the quality of life in the borough. Affective asset management planning (AMP) is a crucial corporate activity if a local authority is to achieve its corporate and service aims and objectives and deliver its services. The Council continuously reviews its property assets and service users are regularly asked to justify their continued use of the property. For each of our portfolios and service priorities, we review our main aims and outcomes through the AMP process and identify those that require the use of capital assets. Our primary concern is to ensure that capital investment provides value for money and matches the Council's overall priorities as set out in the Community Plan and in "Building a Better Bromley". The capital review process requires Council Directors to ensure that bids for capital investment provide value for money and match Council plans and priorities.
  2. BBB Priority: Excellent Council; Supporting Independence
- 

## Financial

1. Cost of proposal: £10k in 2018/19 for new scheme (feasibility studies)
  2. Ongoing costs: Not Applicable
  3. Budget head/performance centre: Capital Programme
  4. Total current budget for this head: £7.9m for the R&R Portfolio over five years 2014/15 to 2018/19
  5. Source of funding: Capital grants, capital receipts and earmarked revenue contributions
- 

## Staff

1. Number of staff (current and additional): 1 fte
  2. If from existing staff resources, number of staff hours: 36 hours per week
- 

## Legal

1. Legal Requirement: Non-Statutory - Government Guidance
  2. Call-in: Not Applicable
- 

## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): N/A
- 

## Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments: N/A

### 3. COMMENTARY

#### Capital Expenditure

3.1 A revised Capital Programme was approved by the Executive on 11th February, following a detailed monitoring exercise carried out after the 3rd quarter of 2014/15. The Executive also considered and approved new capital schemes supported by Council Directors in the annual capital review process. This report identifies changes relating to the R&R Portfolio and the table in paragraph 3.2 summarises the overall position following the Executive meeting.

#### Capital Monitoring – variations agreed by the Executive on 11th February 2015

3.2 The base position prior to the 3<sup>rd</sup> quarter's monitoring exercise was the revised programme approved by the Executive on 26<sup>th</sup> November 2014, as amended by variations approved at subsequent Executive meetings. Changes to the R&R Portfolio Programme approved by the Executive in February are shown in the table below and further details are included in paragraphs 3.3 to 3.6. The revised Programme for the R&R Portfolio (including new schemes) is attached as Appendix A and detailed comments on individual schemes are included at Appendix B.

	2014/15	2015/16	2016/17	2017/18	2018/19	TOTAL 2014/15 to 2018/19
	£000	£000	£000	£000	£000	£000
Programme approved by Executive 26/11/14	6,520	2,223	1,545	10	0	10,298
Bromley Museum at the The Priory (Exec 22/07/14)						
- withdrawn Lottery funding bid	-2,032	-241	0	0	0	-2,273
Approved Programme prior to Q3 Monitoring	4,488	1,982	1,545	10	0	8,025
<u>Variations approved by Executive 11/02/15</u>						
Deletion of residual budgets (see para 3.3)						
- Penge/Anerley Libraries - 46 Green Lane	-49	0	0	0	0	-49
- Newstead Wood Tennis Centre	-60	0	0	0	0	-60
Schemes rephased from 2014/15 into later years (see para 3.4)	-125	125	0	0	0	0
Total Q3 Monitoring variations	-234	125	0	0	0	-109
New schemes (see para 3.6)	0	0	0	0	10	10
<b>Revised R&amp;R Capital Programme</b>	<b>4,254</b>	<b>2,107</b>	<b>1,545</b>	<b>10</b>	<b>10</b>	<b>7,926</b>

#### 3.3 Deletion of residual balance for completed schemes (£109k reduction):

At the February meeting of the Executive, Members approved the deletion of residual budgets totalling £109k in respect of two schemes in the R&R Portfolio that reached completion in 2014/15. This included £60k on Newstead Wood Tennis centre and £49k on the new Penge/Anerley Library at 46 Green Lane.

#### 3.4 Schemes rephased from 2014/15 into later years

In the final outturn report to the meeting in June 2014, the Executive was informed of the final outturn for capital expenditure in 2013/14 and noted that the overall level of unanticipated slippage into later years £8.4m (£5.4m of which was due to delays in completing the acquisition of High Street properties). Slippage of capital spending estimates has been a recurring theme over the years and Members were pleased to note that improvements made in 2011/12 following a review of the system of capital monitoring and for estimating the phasing of expenditure were continuing to result in a more realistic approach towards anticipating slippage.

Some £0.9m of the overall slippage from 2013/14 into 2014/15 related to R&R Portfolio schemes and this was analysed in the 1<sup>st</sup> quarter's monitoring report to the PDS Committee meeting in September 2014. After allowing for minor adjustments that were not re-phased, a total of £865k was re-phased into 2014/15, and £300k was re-phased from 2014/15 into later years. In the 2<sup>nd</sup> quarterly report to the PDS Committee in January, Members were advised that £1,172k had been re-phased from 2014/15 into later years by the Executive in November and, as is shown in the table in paragraph 3.2, a total of £125k was re-phased by the Executive in February to reflect revised estimates of when expenditure on R&R schemes are likely to be incurred. This is itemised in the table below and comments on scheme progress are provided in Appendix B.

Capital Expenditure – Rephasing in Q3 monitoring	2014/15 £000	2015/16 £000
Biggin Hill Leisure Centre	-95	95
Bromley MyTime Investment Fund	-30	30
<b>Total R&amp;R Programme rephasing</b>	<b>-125</b>	<b>125</b>

## Annual Capital Review – new scheme proposals

- 3.5 In recent years, we have steadily scaled down new capital expenditure plans and have transferred all of the rolling maintenance programmes to the revenue budget. Our general (un-earmarked) reserves, established from the disposal of our housing stock and the Glades Site, have been gradually spent and have fallen from £131m in 1997 to £42m (including unapplied capital receipts) as at 31<sup>st</sup> March 2014. Whilst opportunities to dispose of property assets are being rigorously pursued, the level of receipts is not as high as in the past and new capital spending will effectively have to be met from our remaining revenue reserves.
- 3.6 As part of the normal annual review of the Capital Programme, Council Directors were invited to come forward with bids for new capital investment. Invest to Save bids were particularly encouraged, but none were received, and it is assumed that any such bids will be submitted in due course through the earmarked reserve that was created in 2011. Apart from the normal annual capital bids relating to school and highway schemes, two bids were approved with a total value of £1.02m, all of which will require funding from the Council's resources. None of these related to this Portfolio, but the 2018/19 annual provisions for feasibility studies (£10k) on potential new schemes was approved and have now been included in the Capital Programme.

## Post-Completion Reports

- 3.7 Under approved Capital Programme procedures, capital schemes should be subject to a post-completion review within one year of completion. After major slippage of expenditure in recent years, Members confirmed the importance of these as part of the overall capital monitoring framework. These reviews should compare actual expenditure against budget and evaluate the achievement of the scheme's non-financial objectives. No post-completion reports are currently due for the R&R Portfolio, but this quarterly report will monitor the future position and will highlight any further reports required.

## 4. POLICY IMPLICATIONS

- 4.1 Capital Programme monitoring and review is part of the planning and review process for all services. The capital review process requires Chief Officers to ensure that bids for capital investment provide value for money and match Council plans and priorities.



## 5. FINANCIAL IMPLICATIONS

5.1 These were reported in full to the Executive on 11th February 2015. Changes agreed by the Executive for the R&R Portfolio Capital Programme are set out in paragraph 3.2.

<b>Non-Applicable Sections:</b>	Legal and Personnel Implications
Background Documents: (Access via Contact Officer)	Departmental monitoring returns January 2015. Approved Capital Programme (Executive 26/11/14). Capital Q3 monitoring report (Executive 11/02/15). Capital appraisal forms submitted by Chief Officers in November 2014. Report to Council Directors' meeting 10/12/14

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## Appendix A

RENEWAL & RECREATION PORTFOLIO - APPROVED CAPITAL PROGRAMME 11th FEBRUARY 2015										
Code	Capital Scheme/Project	Total Approved Estimate	Actual to 31.3.14	Estimate 2014/15	Estimate 2015/16	Estimate 2016/17	Estimate 2017/18	Estimate 2018/19	Responsible Officer	Remarks
		£'000's	£'000's	£'000's	£'000's	£'000's	£'000's	£'000's		
<b>LIBRARIES &amp; MUSEUMS</b>										
941826	Central Library/Churchill Theatre - chillers and controls	460	3	7	450	0	0	0	Colin Brand	Postponed to coincide with the Theatre's dark period
941528	Bromley Museum at the The Priory	195	139	56	0	0	0	0	Colin Brand	Extension of existing museum into former Orpington Library site; £1,980k HLF funding
941535	Penge/Anerley Libraries - 46 Green Lane	669	72	597	0	0	0	0	Colin Brand	Development of new Library (Executive 06/02/13)
941537	Anerley Town Hall - Library Provision	41	0	41	0	0	0	0	Colin Brand	Approved by Executive 22/07/14
TOTAL LIBRARIES & MUSEUMS		1365	214	701	450	0	0	0		
<b>LEISURE TRUST CLIENT - RECREATION</b>										
941885	Biggin Hill Leisure Centre	5181	5086	0	95	0	0	0	Colin Brand	Supplementary estimate £143k (Executive 24/10/12)
941527	Pavilion Leisure Centre - redevelopment & refurbishment	4975	4892	83	0	0	0	0	Colin Brand	Approved by Council 29/6/10
941892	Newstead Wood Tennis Centre - refurbishment	50	0	50	0	0	0	0	Colin Brand	£50k from Pavilion underspend
941887	Bromley MyTime Investment Fund	1806	544	330	932	0	0	0	Colin Brand	Revenue contribution to capital works
TOTAL LEISURE TRUST CLIENT - RECREATION		12012	10522	463	1027	0	0	0		
<b>OTHER</b>										
917000	Feasibility Studies	50	0	10	10	10	10	10	Colin Brand	
941530	Bromley North Village Public Realm Improvements	6667	3648	2899	120	0	0	0	Kevin Munnely	Renewal and improvement of Bromley North; £3,300k TfL; £1,829k GLA Outer London Fund; £38k private sector; £1,500k Capital receipts. Rephased £180k from FY15/16 and FY16/17 back to FY14/15
941534	Outer London Fund - Round 2	0	2	-2	0	0	0	0	Kevin Munnely	
941891	Crystal Palace Park Subway	58	0	58	0	0	0	0	Colin Brand	£29K English Heritage, £29K LBB funded
941894	Crystal Palace Park Improvements	2160	0	125	500	1535	0	0	Colin Brand	£160k LBB £2m GLA funded (Executive 22/07/14)
TOTAL OTHER		8935	3650	3090	630	1545	10	10		
<b>TOTAL RENEWAL &amp; RECREATION PORTFOLIO</b>		<b>22312</b>	<b>14386</b>	<b>4254</b>	<b>2107</b>	<b>1545</b>	<b>10</b>	<b>10</b>		

## Appendix B

### RENEWAL & RECREATION PORTFOLIO - APPROVED CAPITAL PROGRAMME 11th FEBRUARY 2015

Code	Capital Scheme/Project	Actual to 31.3.14 £'000's	Approved Estimate Nov 2014 £'000's	Actual to 13.02.15 £'000's	Revised Estimate Feb 2015 £'000's	Responsible Officer Comments
<b>LIBRARIES &amp; MUSEUMS</b>						
941826	Central Library/Churchill Theatre - chillers and controls	3	7	16	7	Postponed pending consideration of future of the building. Project is expected to commence in Q2 2015 to coincide with the Theatre's dark period. Small overspend now anticipated in 2014/15, which will be met from 2015/16 budget.
941528	Bromley Museum at the The Priory	139	2088	56	56	Extension of existing museum into former Orpington Library site. In light of the continuing financial pressure, the heritage lottery fund application was withdrawn (Executive 22/07/14) and we do not expect further invoices.
941535	Penge/Anerley Libraries - 46 Green Lane	72	646	580	597	Development of new Library £718k (Executive 06/02/13). Project has finished and are waiting for final invoices. The final account has been agreed at £669k. Deletion of £49k
941537	Anerley Town Hall - Library Provision	0	41	3	41	Approved by Executive 22/07/14 - Purchase and installation of libraries hardware at Anerley Town Hall, and anticipate the project to be completed by end of March.
TOTAL LIBRARIES & MUSEUMS		214	2782	655	701	
<b>LEISURE TRUST CLIENT - RECREATION</b>						
941885	Biggin Hill Leisure Centre	5086	95	0	0	Project is nearly finished. Rephased remaining balance to FY15/16 for the outstanding retention, as it is unlikely final payment will be released in FY14/15
941527	Pavilion Leisure Centre - redevelopment & refurbishment	4892	83	0	83	Scheme will be completed soon, pending the outstanding latent defect issues. Responsible Officer has advised that since Quarter 3 capital monitoring report approved by Executive 11/02/15, all the minor issues have now been rectified. However the glass shower cubicles and recent water leaks to the Male Shower areas are preventing the project from being fully completed to our satisfaction. Therefore the retention is unlikely to be release to contractor before year end.
941892	Newstead Wood Tennis Centre - refurbishment	0	110	50	50	Funded from £50k underspend in the Pavilion scheme. Project completed in FY14/15. Deletion of £60k.
941887	Bromley MyTime Investment Fund	544	360	0	330	Members approved the release of £330k to upgrade facilities at Beckenham Spa (R&R PDS 18/11/14). This includes upgrade on changing facilities, reconfigure reception area and additional gym equipment. Responsible officer advised that £330k improvement works will be completed in FY14/15. Rephased £30k into FY15/16
TOTAL LEISURE TRUST CLIENT - RECREATION		10522	648	50	463	
<b>OTHER</b>						
917000	Feasibility Studies - Other	0	10	0	10	
941530	Bromley North Village Public Realm Improvements	3648	2899	2448	2899	East Street completed to North Street and remaining section on schedule will be completed in FY14/15. Thames Water main replacement completed in High Street North.
941534	Outer London Fund - Round 2	2	-2	-2	-2	
941891	Crystal Palace Park Subway	0	58	46	58	Approved by Executive in 16/07/14; £29k grant funding from English Heritage.
941894	Crystal Palace Park Improvements	0	125	69	125	Approved by Executive 22/07/14 £2,160k (£2m GLA, £160k LBB) GLA funding can only be used for capital works - improving the park landscape. The initial £160k feasibility works are funded from capital receipts
TOTAL OTHER		3650	3090	2561	3090	
<b>TOTAL RENEWAL &amp; RECREATION PORTFOLIO</b>		<b>14386</b>	<b>6520</b>	<b>3266</b>	<b>4254</b>	

Report No.  
DRR15/024

London Borough of Bromley

## PART ONE - PUBLIC

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**Decision Maker:** Renewal and Recreation Portfolio Holder

**Date:** For Pre-Decision Scrutiny by the Renewal and Recreation Portfolio on  
Wednesday 18th March 2015

**Decision Type:** Non-Urgent Executive Non-Key

**Title:** LIBRARY SERVICE STRATEGY - UPDATE

**Contact Officer:** Colin Brand, Assistant Director Leisure and Culture  
Tel: 0208 313 4107 E-mail: colin.brand@bromley.gov.uk

**Chief Officer:** Nigel Davies, Director of Environment and Community Services

**Ward:** (All Wards);

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1. Reason for report

1.1 The Renewal and Recreation PDS Committee on 18<sup>th</sup> November 2014 considered a Report on the new Library Service Strategy, including proposals for the development of community managed libraries and the exposure of the core library offer to the market for market testing.

1.2 The Portfolio Holder subsequently agreed:

1) The strategic approach in relation to the libraries:-

- the development of community managed libraries (Burnt Ash, Hayes, Mottingham, Shortlands, Southborough and St Paul's Cray) as set out in paragraph 3.19 of the report ; and
- market testing the core library offer.

2) Officers be authorised formally to consult with library users and staff on the proposals and the outcome of the consultation be reported back to a meeting of the Renewal and Recreation PDS Committee in March 2015.

1.3 This report provides Members with the outcome on the consultation with staff, library users and residents that has now been completed and provides further recommendations for the implementation of the Library Strategy.

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## **2. RECOMMENDATION(S)**

- 2.1 That the Renewal & Recreation Policy, Development and Scrutiny Committee note the content of this report and provide comments to the Renewal & Recreation Portfolio Holder.**
- 2.2 That the Portfolio Holder for Renewal and Recreation agrees that Officers:**
  - 2.2.1 Commence the procurement process for the Community Management of the six community libraries as detailed in section 3.7.3 of this Report.**
  - 2.2.2 Enter into discussions with the London Borough of Bexley to develop a joint procurement strategy for the Library Service.**
  - 2.2.3 That officers subsequently undertake a soft market testing exercise for the library service and undertake further consultation on the results of the soft market testing with library staff, library users and residents, and bring a further update report back to this Committee.**

## Corporate Policy

1. Policy Status: New Policy:
  2. BBB Priority: Vibrant, Thriving Town Centres:
- 

## Financial

1. Cost of proposal: Estimated one off cost of £30k and potential annual savings of £250k
  2. Ongoing costs: Recurring Cost Potential annual savings of £250k from establishment of 6 community libraries.
  3. Budget head/performance centre: Library Service
  4. Total current budget for this head: £4.7m and £21k
  5. Source of funding: Existing controllable revenue budget 2015/16 and Commissioning Fund
- 

## Staff

1. Number of staff (current and additional): 111 ftes
  2. If from existing staff resources, number of staff hours:
- 

## Legal

1. Legal Requirement: Statutory Requirement
  2. Call-in: Applicable:
- 

## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): 2,000,000 library visits per annum
- 

## Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments:

### **3. COMMENTARY**

3.1 The Library Service Strategy report which was considered by the Policy and Development Scrutiny Committee and the Portfolio Holder for Renewal and Recreation 18<sup>th</sup> November 2014, highlighted the continued financial constraints faced by the Council, and as a consequence the necessity for consideration to be given to the most cost-effective and efficient way of managing the borough's library service going forward.

3.1.1 The Library Service Strategy highlighted that changes should be considered in terms of a strategic approach across the 14 libraries that make up the library network, rather than in isolation library by library. Following consideration of the report by the Policy and Development Scrutiny Committee the Portfolio Holder subsequently agreed the strategic approach being proposed and for Officers to consult formally with library users and staff on the proposals, with the outcome of the consultation being reported back to a meeting of the Renewal and Recreation PDS Committee in March 2015.

3.1.2 This report provides Members with the outcome of the consultation with staff, library users and residents that has now been completed, and provides further recommendations for the implementation of the Library Strategy.

#### **Consultation with staff**

3.2 In line with the proposals set out in the Library Service Strategy report which was considered by the Renewal and Recreation Holder on the 18<sup>th</sup> November 2014, Officers undertook formal consultation with library staff on the proposals and report back to this Committee in March 2015.

3.2.1 The Library Service staff were notified on 10 November 2014 of the Library Service Strategy report which was considered by Committee on the 18th November 2014. Formal consultation commenced with staff on 19 December 2014 and ended on 31 January 2015.

3.2.2 There were six formal consultation meetings held with library staff at various locations during January 2015. A meeting with the Trade Union and staff representatives was held on 16 January. In addition a meeting was held on 29 January with the Shared Library Service staff. The meetings were well attended with 95 staff present representing 73% of the library service staff. Staff were encouraged to respond to the consultation document. At these meetings staff were informed of the Council's overall budget and that the Council is reviewing all services and considering market testing these services in a move to becoming a commissioning authority in line with the Council's Corporate Operating Principles. At the time of finalising this report no formal comments had been received from the trade union side.

3.2.3 Library staff raised a number of questions during the consultation process. A detailed report into the outcome of staff consultation including the questions raised by staff and management's response to those questions is included in Appendix 1. There were a number of questions and themes that came out of the staff discussions at these meetings and these have been summarised below:

Who would run the Community Managed Libraries and what would happen if there was no interest from the community groups?

What about the opening hours in the Community Managed Libraries?

What support would the Community Managed Libraries receive from the Council?

Would Community Managed Libraries be expected to undertake activities?

What does the Council have to provide in terms of a library service

The on line customer survey does not give customers an alternative choice?



How will the market testing process for the core libraries be undertaken and why would an organisation want to tender for the library service?

In the Community Managed Libraries how will volunteers access the data base and what happens to the stock?

Are there any models where staff have taken over running libraries?

Why is there is a split of 6 Community Libraries and 8 Core Libraries?

Human Resources Issues - A number of HR related issues/questions were asked and a representative from HR was at every meeting to respond to these questions.

### **Consultation with library users and residents.**

- 3.3 The consultation with library users and residents was made up of three parts:
  - 3.3.1 An online self-completion survey that ran from Monday 1 December 2014 to Monday 2 February 2015 inclusive, along with paper surveys that were available inside the boroughs libraries with identical questions to the on line survey questionnaire
  - 3.3.2 Focus groups at each of the 6 community libraries where proposals for community management are being considered
  - 3.3.3 Feedback from library users and residents who were aware of the proposals directly to officers and ward members
  - 3.3.4 Strands 1 and 2 were undertaken by JB Market Research, and independent market research company who worked with officers and developed the methodology and the survey questionnaires, organised the online survey and the paper surveys, and managed and facilitated the focus groups.

### **On-line self-completion questionnaire and paper questionnaire.**

- 3.4 Methodology
  - 3.4.1 The questionnaires for the online and paper survey were identical, and therefore the data files from both methodologies have been merged together to form one set of survey results. There were 1,837 respondents who completed a questionnaire with 1,256 responses received online and 581 questionnaires completed on paper. This represents around 3.0% of the 66,000 active users that use the boroughs libraries at least once a year.
  - 3.4.2 The consultation exercise was publicised with features being run on two occasions in the local press along with a poster campaign in the libraries. It was additionally promoted on the front page of the Councils website, and on the libraries page within the website. An extended time period was allowed for the consultation process to try and ensure there was a good level awareness of the consultation and to provide an opportunity for people to participate.
  - 3.4.3 The consultation was deliberately restricted to one application per computer or device, this was to ensure that the survey was not deliberately skewed by individuals submitting multiple entries to bias the results. There is a chance that some people may have completed a paper and an online response on more than 1 computer or device and also that people who do not have cookies set on their computer (most people have them set) could have completed the online survey more than once, but there is no way of stopping this in relation to any online survey.

- 3.4.4 Many households now have more than one computer or device so there was an opportunity for more than one family member per household to complete the on-line survey, and additionally paper surveys could be completed in the libraries.
- 3.4.5 There were also some controls at the libraries in respect to people completing the questionnaires again to try and ensure that the survey was not skewed by multiple entries from individuals. A record of people who had received a questionnaire was kept by library staff and the questionnaires were not allowed to be taken away from the library to stop them from being photocopied. The returned questionnaires were not marked up in any way by the library staff and so were completely anonymous. The paper questionnaires allowed one response per person to be submitted.
- 3.4.6 The benefit of the online methodology is that respondents are required to answer each question before they can move on to the next, whereas, with the paper questionnaires respondents often don't answer all of the questions leaving incomplete surveys.
- 3.4.7 Officers received feedback from a 6 respondents stating that requiring respondents to answer all questions on the on line survey introduced bias, notably around Question 8.
- 3.4.8 Question 8 asked respondents to choose what they considered to be the best option in respect to type of management they were supportive of for the community managed libraries. The question when being completed online required an answer as the Council wished to hear the views from all respondents in determining which would be the preferred management option from everyone who is completing the survey.
- 3.4.9 The concern raised was that respondents that were not in favour of the overall community management principle felt that by answering this question it was implying they were in favour of the overall principle. The previous question, question 7, however had specifically asked about the overall principle of community management which included the options 'do not support' or 'strongly oppose' community management. If either 'do not support' or 'strongly opposed' was selected there was also an option to suggest alternative proposals. There was therefore within the survey an opportunity for everyone completing the survey to oppose the proposed community managed options and to provide alternative proposals.
- 3.4.10 This point is further highlighted when the responses to individual questions are considered later in this report.
- 3.4.11 Respondents were asked to identify which of the borough's libraries they 'use most often' and this has been used as the basis for further analysis - by grouping together the results from respondents who most often use one of the '6 Community Libraries' and grouping together the results from respondents who most often use one of the '8 Other Libraries' in the borough (Central, Beckenham, Orpington, Biggin Hill, Chislehurst, Petts Wood, Penge and West Wickham Libraries). Some mention is made of these two groupings in this report.
- 3.4.12 Of the total 1,837 respondents, 642 respondents said that they most often use one of the '6 Community Libraries', some 1,183 said that they most often use one of the '8 Other Libraries' and the remaining 12 did not use any of the boroughs 14 libraries.
- 3.4.13 The percentages do not always add to 100% due to rounding. In many questions, respondents were asked how supportive they were of certain ideas or possibilities. Those who answered either 'strongly support' or 'tend to support' were considered to be 'supportive' and those who answered either 'do not support' or were 'strongly opposed to' have been grouped together in the results as being 'not supportive'.

3.4.14 The key aims of the survey were to find out:

- How much did respondents feel the proposed changes might affect them or their organisation
- How did respondents feel about the overall proposals for the library service at the end of the survey, having had more time to consider all of the facts and options

3.4.15 The questionnaire contained background information for respondents to read in relation to: the savings that the Council needs to make; the notion of Community Management and a list of the 6 proposed Community Libraries; the 3 Community Management options being considered; Library Service Commissioning of the core library offer; and the opportunities to renovate and improve the authority's library asset stock. The Library Service Strategy Committee Report from November 18<sup>th</sup> 2014 was also available online as background information.

3.4.16 The full reports from JB Research, including the cross tabulations results, can be accessed via the Contact Officer.

### **Survey Results**

3.4.17 Below are the key findings from the survey:

#### **Supportive or Unsupportive of Community Management in Principle**

3.4.18 Respondents were asked, in principle, to what extent they support the Council seeking Community Management options at the 6 proposed Community Libraries, to ensure that as many of them as possible remain open. Just over a third, 37%, said that they 'tend to support' the Council's proposals in principle and a further 21% said that they 'strongly support' them, making a total of 58% who indicated that they were 'supportive' of the Council's proposals in principle.

3.4.19 Some 14% of respondents said that they, in principle, 'do not support' the Council's proposals to seek Community Management options at the 6 Community Libraries and a further 22% said they were 'strongly opposed to' them. In total therefore, 36% were 'not supportive' of the Council's proposals in principle. The remaining 6% answered 'don't know' to this question.

3.4.20 Those respondents who answered either 'do not support' or 'strongly opposed to' were asked an open-ended question as to whether they could suggest any alternative proposals that the Council may consider to make the necessary savings. Appendix 2 provides a summary of these responses and the full responses can be obtained through the contract officer.

3.4.21 When considering the results of those respondents who said that the library they 'use most often' was one of the '6 Community Libraries', some 24% said that they 'strongly support' the Council's proposals and a further 29% said that they 'tend to support' the proposals, representing 53% of them being 'supportive'. A detailed breakdown of the respondents who said that the library they 'use most often' was one of the '6 Community Libraries' is shown in Table 1 below:

Counts Break % Respondents	Q2. Which library do you use most often						
	Total	Burnt Ash	Hayes	Mottingham	Shortlands	Southborough	St Paul's Cray
Base	621	48	194	108	131	92	48
<b>Q7. To what extent support the Council seeking Community Management options at the 6 Community Libraries</b>							
Strongly support	152 24%	8 17%	58 30%	12 11%	40 31%	19 21%	15 31%
Tend to support	177 29%	20 42%	54 28%	17 16%	43 33%	31 34%	12 25%
Do not support	87 14%	7 15%	22 11%	18 17%	17 13%	15 16%	8 17%
Strongly opposed to	181 29%	11 23%	52 27%	57 53%	28 21%	22 24%	11 23%
Don't know	24 4%	2 4%	8 4%	4 4%	3 2%	5 5%	2 4%

3.4.22 Across the results for each of the '6 Community Libraries', the lowest incidence of support came from those respondents who said that they most often used Mottingham Library with 11% of them saying that they 'strongly support' and 16% saying they 'tend to support' the Council's proposals to seek Community Management options at the 6 Community Libraries, totalling 27% who were 'supportive'. See Table 1 above.

3.4.23 In relation to each of the 5 other Community Libraries, there was greater support. Of the respondents who said that they used Shortlands Library most often, 64% were 'supportive' and this represented the highest incidence of support amongst the users of the 6 Community Libraries. The percentage that was 'supportive' amongst those who most often used the other 4 Community Libraries varied between 55% (Southborough) and 59% (Burnt Ash) by comparison. See Table 1 above.

3.4.24 The results to the same question amongst the respondents who said that the library they 'use most often' was one of the '8 Other Libraries', 60% of them were 'supportive' with 19% saying that they 'strongly support' the proposals and a further 41% saying that they 'tend to support' the Council's proposals to seek Community Management options at the 6 Community Libraries.

### Which Community Management Model Favoured

3.4.25 Respondents were asked which of three Community Management options they favoured for the six Community Libraries. The 3 Community Management models provided were:

- Asset Owning - a completely independent community library, with no staffing or funding assistance from the Council, which owns its own premises, sometimes after asset transfer from the Council. There is no ongoing Council funding.
- Community Managed - this is community led and largely community delivered, rarely with paid staff, but often with some form of ongoing Council support (mainly in the provision of book stock) and the library often remains as part of the public library network. There is a low level of ongoing Council funding.
- Commissioned Community - the library is commissioned and fully funded by the Council but delivered by a non-profit making community organisation. The community organisation can be existing or newly created. There is a high level of ongoing Council

funding. This option may not provide the required savings to the Council and this option therefore may lead to the closure of up to 3 of the 6 Community Libraries in the borough, or, a further reduction in the opening hours of the libraries across the Borough network.

- 3.4.26 The 'Community Managed' option was considered most suitable by 51%, just over half of all respondents. The 'Commissioned Community' option was considered to be the better of the three by 43% and the 'Asset Owning' model was favoured by only 6% of respondents. (Note as per sections 3.4.7 – 3.4.9) that these figures include the preferences of on-line respondents who may have already stated that they did not agree to the overall principle of community managed libraries),
- 3.4.27 Of the respondents who said that the library they 'use most often' was one of the '6 Community Libraries', they equally favoured the 'Commissioned Community' and the 'Community Managed' options with 48% of them selecting each option. Just 4% favoured the Asset Owning model.
- 3.4.28 There was a strong preference towards the 'Commissioned Community' option amongst those who said that the library they 'use most often' was Mottingham Library with 76% of them favouring this option. Those who said that the library they 'use most often' was Southborough Library were next most likely to favour the 'Commissioned Community' model with 52% of them doing so.
- 3.4.29 Least likely to favour the 'Commissioned Community' model were respondents who said that the library they 'use most often' was St Paul's Cray Library with just 34% of them favouring it - they were the most likely to favour the 'Community Managed' option with 64% of them selecting this option as their preference, followed by some 58% of those who said that the library they 'use most often' was Shortlands Library. Least likely to favour the 'Community Managed' option were those who said that the library they 'use most often' was Mottingham Library with only 22% of them favouring it.
- 3.4.30 Of those respondents who said that the library they 'use most often' was one of the '8 Other Libraries', some 53% favoured the 'Community Managed' option and 41% favoured the 'Commissioned Community' option. Just 7% favoured the Asset Owning model.

### **If Community Management Arrangement Could Not be Secured**

- 3.4.31 Respondents were then asked about their preference should a Community Management arrangement not be secured within a year to run any number of the proposed Community Libraries because the Council would not then be able to maintain the current opening times across the 6 Community Libraries. In response to this, 83% of respondents indicated that should this situation arise, they would prefer to 'keep all Community Libraries open but reduce the opening hours across the library network, with the busier libraries having the longer opening hours'.
- 3.4.32 Some 11% of respondents said they would prefer the option of 'the closure of the Community Library(s) for which a Community Management arrangement could not be secured, to concentrate resources into fewer better equipped main libraries' and 6% said that they had 'no preference' as to which of the two options was adopted.
- 3.4.33 Amongst those respondents who said that the library they 'use most often' was one of the '6 Community Libraries', 91% favoured the option of 'keep all Community Libraries open but reduce the opening hours across the library network, with the busier libraries having the longer opening hours' in comparison to being the favoured option amongst 79% of those who said that the library they 'use most often' was one of the '8 Other Libraries'.

## **Widening Community Libraries to Other Borough Libraries**

- 3.4.34 When asked how supportive they were of the notion that the Council 'widens the idea of Community Libraries' to other libraries, beyond the six already mentioned, more respondents were negative towards this idea than were positive. Overall, 32% said that they were 'strongly opposed to' this idea and a further 31% were said that they 'do not support' it, making a total of 63% who were 'not supportive' of this idea.
- 3.4.35 'Tend to support' was the response given by 21% and a further 7% said that they 'strongly support' the idea that the Council 'widens the idea of Community Libraries' to other libraries, beyond the six already mentioned. Therefore, 28% of respondents were 'supportive' of this idea. The other 10% of respondents answered 'don't know' to this question.
- 3.4.36 Respondents who said that the library they 'use most often' was one of the '6 Community Libraries' tended to be more 'supportive' of this idea, with 8% saying that they 'strongly support' it and a further 27% saying that they 'tend to support' the idea, totalling 35% who were 'supportive'.
- 3.4.37 Of those respondents who said that the library they 'use most often' was one of the '8 Other Libraries', some 24% were 'supportive' of this idea with 6% saying that they 'strongly support' it and a further 18% saying that they 'tend to support' the idea that the Council 'widens the idea of Community Libraries' to other libraries, beyond the six already mentioned.

## **Who Might Run the Libraries?**

- 3.4.38 Respondents were most likely to favour the libraries being 'run directly by the Council' when asked how they favoured this in comparison to other types of provider or arrangement. Second most likely to be favoured was the idea of the libraries being run though 'a shared service with another Council or in partnership with another Council', followed by the libraries being run by 'a trust or charitable provider' and the least likely to be favoured by far was the idea of the libraries being run by 'a private sector organisation or a commercial provider'.

### Run directly by the Council

- 3.4.39 In relation to the libraries being 'run directly by the Council', 53% of respondents said that they 'strongly support' this arrangement and a further 30% said they 'tend to support' this, representing 83% of respondents who were 'supportive' of this way forward.
- 3.4.40 Only 6% of respondents said that they 'do not support' and 7% said that they were 'strongly opposed to' the library's being 'run directly by the Council', thereby representing 13% of respondents who were 'not supportive'. The 'don't know' response option was only selected by 4% of respondents.

### A shared service with another Council or in partnership with another Council

- 3.4.41 When asked how they felt about the libraries being run though 'a shared service with another Council or in partnership with another Council' some 14% of respondents said that they 'strongly support' this idea and exactly half, 50%, said that they 'tend to support' it, equating to 64% of respondents being 'supportive' of 'a shared service with another Council or in partnership with another Council'.
- 3.4.42 Some 28% of respondents were 'not supportive' of the idea of the libraries being run though 'a shared service with another Council or in partnership with another Council' with 17%

saying that they 'do not support' and 11% saying that they were 'strongly opposed to' this idea. The other 8% of respondents answered 'don't know' to this question.

#### A trust or charitable provider

- 3.4.43 In relation to the idea of libraries being run by 'a trust or charitable provider', 10% of respondents said they 'strongly support' this idea, followed by a further 47% who said that they 'tend to support' it, so that overall 57% of respondents were 'supportive' of the libraries being run by 'a trust or charitable provider'.
- 3.4.44 Some 35% of respondents were 'not supportive' of libraries being run by 'a trust or charitable provider', 21% said that they 'do not support' the idea and a further 14% said that they were 'strongly opposed to' the idea. The remaining 8% answered 'don't know' to this question.

#### A private sector organisation or a commercial provider

- 3.4.45 The least favoured option was that of the libraries being run by 'a private sector organisation or a commercial provider' with just 3% of respondents saying that they 'strongly support' this idea and 13% saying that they 'tend to support' it, totalling 16% of respondents who were 'supportive' of this idea.
- 3.4.46 Over three quarters, 77% of respondents were 'not supportive' of libraries being run by 'a private sector organisation or a commercial provider', 32% said that they 'do not support' the idea and a further 45% said that they were 'strongly opposed to' the idea. The remaining 6% of respondents answered 'don't know' to this question.

### **Relocation and Redevelopment Possibilities**

#### Redeveloping current library sites potentially in partnership with a third party

- 3.4.47 Respondents were asked how they felt about the possibility of 'redeveloping current library sites, potentially in partnership with a third party' to which 15% said that they 'strongly support' this option and a further 37% said that they 'tend to support' the idea, representing just over half, 52%, of respondents who were 'supportive' of this idea.
- 3.4.48 Of the remaining respondents, 9% said 'don't know', 21% said that they 'do not support' this idea and the remaining 19% said that they were 'strongly opposed to' this idea equating to 40% of respondents being 'not supportive' towards the possibility of 'redeveloping current library sites, potentially in partnership with a third party'.

#### Moving the library to an existing, accessible venue, near to the current site

- 3.4.49 When asked how they felt about 'moving the library to an existing, accessible venue, near to the current site', 51% were 'supportive' of this idea, specifically 10% said that they 'strongly support' it and 41% said that they 'tend to support' this option.
- 3.4.50 Some 42% were 'not supportive' of the idea of 'moving the library to an existing, accessible venue, near to the current site' as 24% said that they 'do not support' it and a further 18% said that they were 'strongly opposed to' the idea. The other 7% answered 'don't know' to this question.

### Co-locating the library to a new location with another Council or community service

- 3.4.51 There was less overall support from respondents towards the idea of 'co-locating the library to a new location with another Council or community service' with 30% being 'supportive' of the idea. Some 7% of respondents said that they 'strongly support' this idea and a further 23% said that they 'tend to support' it.
- 3.4.52 Whilst 8% said they 'don't know' about the idea of 'co-locating the library to a new location with another Council or community service', 62% demonstrated that they were 'not supportive' with 34% of respondents saying that they 'do not support' this idea and 28% saying they are 'strongly opposed to' this option.

### **How Proposed Changes Would Affect You or Your Organisation**

- 3.4.53 Overall, 39% of respondents said that the proposed changes would affect them or their organisation 'a lot' and 29% said that the proposed changes would affect them or their organisation 'a little'.
- 3.4.54 Some 11% indicated that the proposed changes would 'not' affect them or their organisation and the remaining 22% answered 'don't know' to this question.
- 3.4.55 The results to this question amongst those respondents who said that the library they 'use most often' was one of the '6 Community Libraries' were as follows: some 59% said that they or their organisation would be affected 'a lot', some 27% said that they or their organisation would be affected 'a little' by the proposed changes, only 2% said that they or their organisation would 'not' be affected by the proposals and the remaining 12% answered 'don't know'.
- 3.4.56 Amongst those respondents who said that the library they 'use most often' was one of the '8 Other Libraries' the results were: some 27% said that they or their organisation would be affected 'a lot', some 30% said that they or their organisation would be affected 'a little' by the proposed changes, some 15% said that they or their organisation would 'not' be affected by the proposals. The remaining 28% selected the 'don't know' option to this question.

### **Given that the Council Needs to Save £60 Million over the Next four Years, How Do You Feel About the Overall Proposals for the Library Service**

- 3.4.57 The final opinion based question asked respondents how they felt about the overall proposals having answered all of the questions and having had time to reflect more on the details.
- 3.4.58 Some 51% at the end of the survey were 'not supportive' of the Council's overall proposals with 28% saying that they 'do not support' them and a further 23% who said that they were 'strongly opposed to' the Council's overall proposals.
- 3.4.59 Overall, 43% of respondents said that they were 'supportive' of the Council's overall proposals with 5% saying that they 'strongly support' them and an additional 38% saying that they 'tend to support' the Council's overall proposals. The other 5% of respondents said 'don't know' to this question.



## **Are you involved with a group of friends or an organisation that might be interested in managing a Community Library**

- 3.4.60 A total of 109 people responded to this question with 11 people saying they were definitely interested and 98 saying they would possibly be interested. Nearly all respondents supplied their contact details, and Officers will follow this up subject to Members agreeing to the proposals.

### **Focus Groups**

#### 3.5 Methodology

- 3.5.1 A total of 12 focus groups were held at the borough's libraries in January 2015. Two focus groups were held at each of the 6 libraries for which the London Borough of Bromley is considering Community Management. The libraries are: Burnt Ash, Hayes, Mottingham, Shortlands, Southborough and St Paul's Cray.
- 3.5.2 Each focus group lasted approximately one hour and was moderated by JB Market Research Services. Group 1 at each library was held from 11.30am-12.30pm and Group 2 from 2.30pm-3.30pm (apart from Mottingham Library where instead of an afternoon group, an evening group was held from 6.30pm-7.30pm).
- 3.5.3 The participants were recruited in each library at random during the week before the relevant focus groups were held. There was no previous notification given or any process for identifying people to be included or excluded. This was to ensure that the sample selected provided genuine representation of the views of a wide range of randomly selected library users on the Groups, rather than from people who specifically wished to attend the focus groups to express their views and self-selected to be part of the groups. No incentive payment was offered.
- 3.5.4 The aim of the groups was to gain greater insight into many of the questions asked in the simultaneous online and paper survey, both of which were self-completion and ran from 1 December 2014 to 2 February 2015.

### **General Awareness of Changes to Library Services Around the Country**

- 3.5.5 Across the groups, awareness of changes to library services across the country varied greatly.
- 3.5.6 In some groups, none of the participants had heard anything about any discussions or changes to library services elsewhere in the country (both groups at St Paul's Cray Library), in some groups a few of the participants had heard (both groups in Southborough, Hayes and Burnt Ash Libraries), and, in other groups, all of the participants voiced a general awareness of discussions or changes to library services around the country (both groups at Mottingham and Shortlands Libraries).

### **Reasons Cited by Participants as to Why Their Local Library is so Important to Them**

- 3.5.7 Across all 12 groups many of the same things were raised in several groups as important to participants in relation to their local library. The responses have been grouped together and the following gives a flavour, not an exhaustive account, of what was seen as important across many of the groups.

- **Convenient:** local, close, in walking distance, near the shops, on a bus route, ideal location, parking outside (where applicable), easy to get here (other libraries are further away, difficult to get to by bus or car - especially for the elderly, disabled or those with young children, don't have parking, have to carry books, have to pay to get there)
- **Staff:** helpful, enthusiastic, professional, knowledgeable, experienced, highly trained, well informed, excellent, polite, efficient, friendly, they have commitment and competence, can order books, put in so much effort, nothing is too much trouble, know their customers, can help with the computers, have built up a range of activities, run the library well, have the skills to run so many different activities
- **Community Facility:** an 'integral part', the 'hub', the 'heart' a 'focal point' of the community, a place to meet people, interact and make friends, a really useful 'information hub', makes people less isolated, needed for people who can't go far, very important for the young, disabled and elderly, too special to lose, serves a wide age range, a way to access the community
- **Education:** nurseries, primary and secondary schools use the library, it benefits education, encourages children to read, helps children develop a love of reading and books and that 'books do exist', popular with children, children and grandchildren use the library, children can do their homework in the library, teachers can borrow books for six weeks at a time
- **Activities:** reading groups, talks, events, exhibitions, book competitions, cater for all ages, there's a good range, they are well attended (also Councillor Surgeries and Police Drop-In Sessions at Mottingham)
- **Ambiance:** homely, has a nice feel, safe, small, cosy, pleasant, has soul, an oasis, peaceful, quiet, warm, well lit, intimate, nice atmosphere, feels comfortable coming in, friendly as staff know you by name (Central Library is overwhelming, unfriendly, almost sterile, impersonal, bigger, noisy by comparison, Petts Wood Library is gloomy, Biggin Hill Library is very hectic)
- **Books:** the lending books, the variety of books, stock share scheme in operation with other London boroughs and the wider area so it's part of something bigger, the reference books, can borrow books instead of buying them
- **Computers:** the computers themselves, computer lessons, the printers, the internet
- **Other:** photocopying, faxing, newspapers, CDs, digital [talking] books, CDs

**Supportive or Not Supportive in Principle that the Council is Considering Community Management Options for 6 of its Libraries - to Ensure that as Many of Them as Possible Remain Open**

3.5.8 In 6 of the 12 groups, all of the participants were 'supportive' of the Council's proposals but many had provisos as follows:

(Hayes Group 2) All 7 were 'supportive' as 'an absolute last resort if it's that or closing the library'

Mottingham Group 1 All 8 were 'supportive' with the proviso that there would be 'a qualified professional paid person that oversees the library'

Shortlands Group 1 All 6 were 'supportive' and added 'because we want to keep the library open'

Shortlands Group 2 All 7 were 'supportive' and further qualified their feelings by stating 'if the alternative is closure' but with the proviso that they needed more information and wanted the Council to consider other options aside from the three presented

Southborough Group 1 All 8 were 'supportive' with 'reservations' with the proviso that they needed more detailed information, that there were some grey areas lots of questions yet to be asked and answered

Southborough Group 2 All 11 were 'supportive' and qualified 'if it's the only way to keep the library open' with the proviso that the Council seeks a better option aside from the three currently on the table

3.5.9 In 4 groups, all of the participants were 'not supportive' of the Council's proposals:

Burnt Ash Group 1 All 8 were 'not supportive'

Hayes Group 1 All 9 were 'not supportive'

Mottingham Group 2 All 8 were 'not supportive'

St Paul's Cray Group 2 All 6 were 'not supportive'

3.5.10 In 2 groups there was a mixed response towards the Council's proposals with some participants being 'supportive' and others 'not supportive' (and 1 participant was 'undecided):

Burnt Ash Group 2 Of the 7 participants: 6 were 'not supportive' and 1 was 'supportive'

St Paul's Cray Group 1 Of the 7 participants: 4 were 'not supportive', 2 were 'supportive' and 1 was 'undecided' (1)

3.5.11 The comments made by participants across all of the groups have been grouped together under common headings and included the following, some are concerns and others are suggestions.

- **Voluntary staffing and current staff:** Key issues: training; long term commitment; finding volunteers, volunteers couldn't replace the professionalism and expertise of the current paid staff; mix of paid and voluntary staff e.g. charity shops have a paid manager to organise the volunteers, participants didn't want to lose the current staff, abilities of volunteers particularly older ones, data protection issues, fire regulations, health and safety, public liability, background checks,
- **The long term viability of Community Management / Reversible:** if it doesn't work 'once it's gone, it's gone', would the library shut in 12 months if a community group couldn't balance the books, If it's too expensive for the Council to run, it's too expensive for anyone else to run, issues around longevity of commitment and sustainability
- **Charge More Council Tax:** increasing Council Tax which they noted had remained stable for many years
- **Save money in other areas of the Council apart from the library service:** the savings they are trying to make are not a vast amount in the overall scheme of things, Why are they making savings in the libraries when other savings could be made, It's the most essential resource we've got here to take people out of poverty, the 'cost' of not having the libraries will be far greater for the community than the financial savings made, save on salaries within the Council, make cuts from the top downwards
- **Save money in different ways within the library service:** reduce opening hours or days in the bigger and other branch libraries (apart from the 6 being looked at) in order to save money

- **Increase revenue in different ways within the library service:** lease out the top floors of Central Library, a possible annual membership fee per adult member, levy a borrowing fee for books, commercial sponsorship, have advertising in the library, sell e-book readers, the Council could look to generate income rather than make savings
- **Long term plans for the libraries:** what's the long term agenda for the libraries from the Council's perspective?
- **Ambiance:** under Community Management the library would 'change too dramatically' and it would 'change the feel', Consistency is a welcoming thing, would the community feel be 'lost'
- **(Hayes only) Generate money from the Hayes Library building itself:** generate an income from the two flats upstairs within the building, possibly a volunteer run tea shop
- **Operational costs and concerns:** would independent Community Library have links with the national library network / London Library Consortium. Issues around maintenance. Costs of books and staff are mentioned in the information supplied, business rates, would people fundraise, would a membership scheme be introduced
- **Need more specific and detailed information:** more information would enable us to have a better discussion, what are the running costs of a library, how much does this library cost to run in comparison to Central, footfall data, what proportion of the population use the library, more information in plain English, number of adult library members, we need to know more from library staff about their roles in detail, plus other information requests included 'fixed scenarios regarding opening times' and 'concrete proposals' for the 'Community Managed' and 'Commissioned Community' options
- **Public Libraries and Museums Act 1964:** 'Councils must assess local need and provide a service to meet that need' and "We want and need this local library to meet local need"
- **London Borough of Bromley:** In 2011, LBB made a commitment to its library service

### The 3 Community Management Options

3.5.12 Participants were asked to give their thoughts on the three different Community Management options that the Council is considering for the six libraries in question. Participants had been given some background information on the three options to read in advance, at the time of being recruited.

- 1 group favoured the 'Community Managed' option (Hayes Group 2)
- 1 group favoured the 'Commissioned Community' option (Mottingham Group 1)
- 5 groups were split as to whether they favoured the 'Community Managed', the 'Commissioned Community' option or none of the options (Mottingham Group 2; Shortlands Group 1; Shortlands Group 2; St Paul's Cray Group 1; St Paul's Cray Group 2)
- In 5 of the 12 groups, none of the options were favoured by any of the participants (Hayes Group 1; Burnt Ash Group 1; Burnt Ash Group 2; Southborough Group 1; Southborough Group 2)

## Extending Community Libraries to Other Libraries

- All participants in 5 of the groups thought extending the idea of Community Libraries beyond the six in question was a good idea. They were keen that the libraries were 'treated the same'.
- All participants in 5 of the groups felt this was not a good idea
- The participants of 2 groups were split as to whether or not extending the idea of Community Libraries beyond the six in question was a good idea.
- Both of the groups in Mottingham added here that Chislehurst Library is never under review.

## Attitudes Towards Different External Providers

3.5.13 When asked about how they felt about **a trust or charitable provider** running their local library, here is a selection of reactions from across the libraries:

- Would volunteers be reliable, consistent, committed (St Paul's Cray Group 2)
- There would be a loss of the professionalism and knowledge of the current staff (Burnt Ash Group 1)
- "What would be the advantage to a charitable trust to run it" (Hayes Group 2)
- "How would it work" (Mottingham Group 2)
- "Where's this mythical organisation going to come from" (Shortlands Group 1)
- "I'd have fewer concerns than if a private company came along" (Southborough Group 2)

3.5.14 Here is a selection of reactions from across the libraries to **a private sector organisation or a commercial provider** running their library:

- "They'd do more of the things they want to do to make money and less of the things library users want" (Hayes Group 2)
- "They might come in and start up and then be off once they can't make a profit" (Southborough Group 1)
- "How do you make money from a library service" (Mottingham Group 1)
- They would probably charge for the use of computers and borrowing books (St Paul's Cray Group 1)
- "You'd lose the depth of knowledge that the professional staff have" (Shortlands Group 1)
- "Would any company be attracted to it" (Burnt Ash Group 1)

3.5.15 A selection of reactions to libraries being run through **a shared service with another council or in partnership with other Council's**, this was received in a less negative way than the former two types of provider were:

- "The Council would retain professionalism, control and responsibility" (Burnt Ash Group 1)
- "How would that work so far as we were concerned and in a small library" (Hayes Group 1)
- "It already happens now" (Shortlands Group 2)
- The Bexley arrangement has not been good from Bromley's point of view (Southborough Group 1)

- “How would it save money” (Mottingham Group 1)
- “It would be good to know if it’s working elsewhere, so we can judge” (St Paul’s Cray Group 1)

### Effects of Changes to the Library Service on Participants

- 3.5.16 Across the 12 groups, some participants indicated that they could adapt and plan around a reduction in hours “If it closed another day, I’d come on a different day” and “A reduction in opening hours is better than no library at all”.
- 3.5.17 The following concerns were expressed in relation to the impact that any changes to the library service might have on participants.
- **Convenient:** we might lose the convenience of a local library, it is two bus rides away to the nearest library to St. Paul’s Cray, the disabled, elderly and people with buggies who may find it awkward to get to the other libraries, we don’t want to have to go to another library, “I might not go to another library”, “I would have to pay the bus fare to another library”, going into Bromley to Central can take a large part of the day
  - **Paid Staff and Volunteers:** the current staff can help with the computers, would the volunteers have computer knowledge, there should always be a paid permanent knowledgeable member of staff, could volunteers run the activities, volunteers are unlikely to be reliable and have the same skills as qualified library staff, who the volunteers might be and how they would be selected – if the choice of volunteers was too politically sensitive it won’t work
  - **Community Facility:** the library is important to the community, the community would be ‘deeply affected’ if it wasn’t here, “It’s a meeting point for a lot of people”, has been part of the community for a long time, important for all age groups
  - **Library Usage:** some people might stop using the library, might stop coming if they see it closed a couple of times, might stop coming if it was run by volunteers, different sectors of the population like to use the library at different times of day, “It needs to be consistently open or you get out of the habit of coming”
  - **Education:** schools would have to adjust the times when they visited the library, there might be less time for children of all ages to visit the library, the importance of the library to education, the children, schools and nurseries would lose out
  - **Activities:** events, talks and groups might - cease, disappear, become less popular, fall apart
  - **Books:** would the stock be replaced less often, would the book stock in terms of number of books and range of books in the library stagnate further than it has recently
  - **Computers, Internet and Printers:** who would manage the computers if they broke down, “They think every child has a computer at home but they haven’t” and “They might have a computer but not necessarily the internet or a printer” (both comments made at Paul’s Cray Library)
  - **Other:** what will happen to the Home Library Service, the library needs to be open all day on Saturdays and co-ordination of nearby library’s opening times is needed to ensure they are closed on different weekdays

- Group 1 at Mottingham summed up succinctly with the fact they were concerned that all services offered by the library in addition to the 'core service of lending of books' could fritter away.

### **Supportive or Not Supportive of the Overall Proposals for the Future of the Library Service**

- In 4 groups, all of the participants were 'not supportive' of the Council's overall proposals (Burnt Ash Group 1; Hayes Group 1; Mottingham Group 2; St Paul's Cray Group 2)
- In 4 groups, all of the participants were 'supportive' (Hayes Group 2; Shortlands Group 1; Shortlands Group 2; Burnt Ash Group 2)
- In 2 groups, all of the participants would not be drawn to directly answer this question: (Mottingham Group 1; St Paul's Cray 1)

3.5.18 In summary, the following were highlighted by participants both during and at the end of the discussions in one or more groups as messages the participants wished to convey to elected Members:

- The participants were passionate about their 'local' library and the convenience of it
- Were glad for the opportunity to meet and discuss
- Further consultation is needed
- More specific and detailed information is needed in order to fully consider the principle of Community Libraries and the three Community Management options (Mottingham Group 1 and Shortlands Group 2 made very specific requests)
- Concerned about voluntary staffing
- Concerned about the current staff
- Concerned about the long term viability of Community Management
- Save money in other areas of the Council apart from the library service
- Save money in different ways within the library service
- Increase revenue in different ways within the library service
- Operational concerns in general and also within the wider library network
- Increase Council Tax (Burnt Ash Groups 1 & 2, Hayes Group 2)
- Concerned about the long term plans for the libraries
- Concerned about the impact on the community
- Concerned about impact on education, the activities in the library and library usage, the access to and rotation of books, access to and maintenance of the computers, access to the internet and printers, the general ambiance within the library if it was run by volunteers, what would happen to the Home Library Service, co-ordination of library opening times so that nearby libraries are closed on different weekdays and are open all day on Saturdays
- Hayes Library is in a Listed building and was left to the people of Hayes (and has 2 flats which could be let out on the first floor)
- St Paul's Cray Library is in a deprived area

3.5.19 One particularly recurrent theme which does not necessarily stand out in the above, is that many groups mentioned the need for a professional paid qualified member of library staff to co-ordinate and manage the volunteers and oversee the smooth running of the library, often citing charity shops as a prime example, having a paid manager with voluntary staff.

3.5.20 Several groups referred to their local library as being so much more than 'a room full of books'. The final sentiment of one female participant "We want the library open and with paid [professional] staff".

## **Relocation and Redevelopment Possibilities**

### **3.5.21 Redeveloping current library sites, potentially in partnership with a third party**

- Respondents were asked how they felt about this, to which 15% said that they 'strongly support' this option and a further 37% said that they 'tend to support' the idea, representing just over half, 52%, of respondents who were 'supportive' of this idea.
- Of the remaining respondents, 9% said 'don't know', 21% said that they 'do not support' this idea and the remaining 19% said that they were 'strongly opposed to' this idea equating to 40% of respondents not being supportive of this idea.

### **3.5.22 Moving the library to an existing, accessible venue, near to the current site**

- When asked how this felt about this, 51% were 'supportive' of this idea, specifically 10% said that they 'strongly support' it and 41% said that they 'tend to support' this option.
- Some 42% were 'not supportive' of the idea as 24% said that they 'do not support' it and a further 18% said that they were 'strongly opposed to' the idea. The other 7% answered 'don't know' to this question.

### **3.5.23 Co-locating the library to a new location with another Council or community service'**

- There was less overall support from respondents with 30% being 'supportive' of the idea. Some 7% of respondents said that they 'strongly support' this idea and a further 23% said that they 'tend to support' it.
- Whilst 8% said they 'don't know' about the idea, 62% demonstrated that they were 'not supportive' with 34% of respondents saying that they 'do not support' this idea and 28% saying they are 'strongly opposed to' this option.

## **How Proposed Changes Would Affect You or Your Organisation**

3.5.24 Overall, 39% of respondents said that the proposed changes would affect them or their organisation 'a lot' and 29% said that the proposed changes would affect them or their organisation 'a little'.

3.5.25 Some 11% indicated that the proposed changes would 'not' affect them or their organisation and the remaining 22% answered 'don't know' to this question.

## **Given that the Council Needs to Save £60 Million over the Next 4 Years, How Do You Feel About the Overall Proposals for the Library Service**

3.5.26 The final opinion based question asked respondents how they felt about the overall proposals having answered all of the questions and having had time to reflect more on the details.

- Some 51% at the end of the survey were 'not supportive' of the Council's overall proposals with 28% saying that they 'do not support' them and a further 23% who said that they were 'strongly opposed to' the Council's overall proposals.
- Overall, 43% of respondents said that they were 'supportive' of the Council's overall proposals with 5% saying that they 'strongly support' them and an additional 38% saying



that they 'tend to support' the Council's overall proposals. The other 5% of respondents said 'don't know' to this question.

- When considering the results of those respondents who said that the library they 'use most often' was one of the '6 Community Libraries', 5% said that they 'strongly support' the Council's overall proposals and a further 29% said that they 'tend to support' the proposals, representing 34% of them being 'supportive'.
- The results to the same question from the respondents who said that the library they 'use most often' was one of the '8 Other Libraries' showed that 48% of them were 'supportive' with 5% saying that they 'strongly support' the proposals and a further 43% saying they 'tend to support' the Council's overall proposals to seek Community Management options at the 6 Community Libraries

3.5.27 To ensure that the Council is compliant with its statutory obligation and following the advice provided by the DCMS, a full assessment of the available data and information has been produced to ensure that the Council's definition of a "comprehensive and efficient" library service has taken into consideration the key information available about need in the community.

### **Feedback from library users and residents**

3.6 Feedback from library users and residents who were aware of the proposals was also made directly to officers or Members. There was a total of 35 letters or e mails received which have been forwarded to the PDS Chairman for his consideration. 20 of these were in respect to Mottingham Library, and there were 3 each were in respect to Shortlands and St Pauls Cray. The key issues raised are summarised below:

- **The value of the community libraries:** Key issues: Vital to the well-being of the community, accessible to all, more than just a place for books, the value of the staff their skills and knowledge, educational value for all ages but particularly children, supporting people particularly those who are disadvantaged, safe and welcoming atmosphere, easy to get to for local people, the value of the services provided – activities and events, used by schools, community libraries serve areas of deprivation, access to computers valuable and could be lost
- **The sustainability of the Community Management model.** Key issues: Is the model sustainable, where are other examples of where this has worked, against the overall principle.
- **Role of volunteers.** Key issues: where are the volunteers found from, sustainability of using them, loss of skills and expertise, the principle of using volunteers is not acceptable, can't replace paid staff.
- **Concerns over private companies running the library service.** Key issues: Against or ideologically opposed to the principle, where do they make their profit from, replacement of trained staff by untrained volunteers, staff on zero hours contracts, staff reduced, additional / higher charges will be made, service will not be as good.
- **Consultation process:** Key issues: process flawed – issues over Question 8, issues over how the volunteers were selected for the Focus Groups, only 1 response per household allowed. Question 11 difficult to understand.

- **Consider all Libraries not just Community Libraries.** Key issues: Community libraries should not be looked at in isolation, look at all the same and share the burden. Do not single out community libraries for closure.
- **Do not close libraries:** Key issues: concerns over closure of community libraries, closure through privatisation, look at other savings or arrangements
- **Raise Council tax to pay for library service or use reserves**
- **Keep the Status Quo:** Key issues: Happy with the current arrangements why change, find other ways to meet financial problems.

### Conclusions from Consultation

#### 3.7 Community Managed Libraries

3.7.1 It is clear from the outcomes of the consultation that the issues around the community of management of libraries are many and complex. A number of respondents highlighted that they have some significant issues regarding community management of libraries, and many communities expressed their concerns and fears over such an approach. 58% of people who completed the questionnaires however were supportive of the Council's proposals in principle to develop community management across the 6 identified libraries and 36% were not supportive. The lowest incidence of support came from Mottingham where 27% of respondents were supportive of the principle of community management.

3.7.2 It should be noted that there are many different models for the Community Managed libraries and these can be adapted and developed in conjunction with local views, needs and aspirations. This detail of work has yet to be undertaken by the Council. It is clear that further dialogue and discussion is required with local communities and stakeholders in the development of any future proposals to determine the most suitable model for each library and the community that it serves. It is also worth highlighting that within any community management arrangements the Council is intending that the library would remain part of the Council's statutory provision. The Council would continue to provide staffing support, expertise and the library could still be linked to the Library Management System. Additionally the Council will provide support, assistance and guidance to any voluntary or community organisation or partner expressing an interest in operating a community library and will extend the procurement timetable accordingly to support this.

3.7.3 An indicative timetable for the development of Community Libraries is set out below. Although in principle, the procurement of a community run library is very similar to the standard authorities' procurement process, acknowledgment has to be given to the fact that those responding to the process may not have the initial experience to fully engage with the process. As such sufficient time has been built into the programme to allow for this and for officers to work with interested groups to enable the best development of their ideas.

<b>COMMUNITY MANAGEMENT PROCESS TIMETABLE</b>	<b>INDICATIVE KEY DATES</b>
Agree documentation for Procurement Process – Expression of Interest (EOI) stage	April 2015
Process publicity announced via advert and press release	April 2015

Closing date for EOIs	May 2015
Preparation of further detailed information for next stage of process	June 2015
Evaluation and scoring of EOIs	June 2015
Report back to Members on outcome of EOI	July 2015
Despatch of phase 2 documents for business planning	August 2015
Initial meeting with groups	August – November 2015
Follow up meetings with groups	August – November 2015
Deadline for receipt of business plans etc	December 2015
Evaluation and scoring of business plans	January 2016
Interviews	January 2016
Interview scores and business plan scores finalised and normalised	February 2016
Groups notified of outcome of process	March 2016
Public announcement of outcome of selection process	March 2016
Negotiations on detail of lease and SLA – Property and Legal	April 2016
Lease and SLA finalised by Legal	April / May 2016
Formal signing and appointment	May 2016
Go live	June 2016

### **Market Testing of the core library offer**

- 3.7.4 The results from the consultation questionnaires showed that people were more supportive of a service run directly by the Council (supported by 83% of respondents) or of a service run through a shared service with another council or in partnership with other Councils (supported by 64% of respondents). People were less supportive of libraries run by a trust / charitable provider (supported by 57% of respondents) or by a private sector organisation / commercial provider (supported by 16% of respondents). These responses are broadly reflected in the feedback from the focus groups.
- 3.7.5 Within any arrangements for the delivery of the core library offer, even if it not retained in house, the Council would still have overall control of the library service through the management and the development of the service requirements that the Council would seek to have delivered through a service specification. This point did not seem to be recognised

within all of the responses, and it is acknowledged that perhaps further information regarding the detail of these types of arrangements may have proved useful to the respondents.

- 3.7.6 Given that maintaining the service in house is unlikely to produce any savings, the Council is proposing to enter into discussions with the London Borough of Bexley and through a joint procurement strategy to undertake a soft market testing for the library service. This would include the operation of the 8 libraries within the core library offer and also the management of the 6 libraries where community management options are to be explored.
- 3.7.7 A joint procurement exercise would provide economies of scale to both authorities and accords with the procurement proposals that Bexley are currently developing. There are already a number of existing arrangements between that two authorities that make this an attractive option to both authorities such as the current arrangements to deliver a shared back office service and management functions, along with shared service arrangements for computer and IT systems. Additionally the joint procurement process would be for a larger contract for neighbouring boroughs which should provide greater scope for savings in both the procurement process and the resultant contract award.
- 3.7.8 In response to the concerns raised by the consultation exercise that has just been undertaken, it is proposed that after the initial soft market test exercise is undertaken that a further consultation is undertaken with library service staff, library users and local communities to further clarify arrangements and to gauge reaction to the service proposals being developed. The Council would at this stage in the process, be proposing that there are no changes to the current front line service that is specified for future delivery, and that levels of current provision are therefore maintained.
- 3.7.9 The proposed consultation exercise should enable the Council to provide a more detailed and clearer picture around future service delivery proposals and models, and to address many of the questions raised within the current consultation exercise. The results of this further consultation will be reported back to Members before any further decisions are made regarding the future of the Library Service.
- 3.7.10 Should Members agree to further explore a joint procurement exercise with the London Borough of Bexley then the following is the anticipated timetable:

<b>MARKET TESTING OF THE CORE LIBRARY OFFER TIMETABLE</b>	<b>INDICATIVE KEY DATES</b>
Commencement of joint working with Bexley	April / May 2015
Market research and soft market testing exercise	May - August 2015
Further staff and public consultation	September 2015
Update report to Committee	October 2015
Subject to Committee approval:	
Development of a full specification	November 2015 – February 2016
OJEU notice published with PQQ	April 2016

Invitation to tender issued	July 2016
Tender returns	October 2016
Consultation with staff	November – December 2016
Award contract	January 2016
Commencement of new arrangements	July 2017

#### **4. POLICY IMPLICATIONS**

- 4.1 This delivery of the Library Strategy is entirely consistent with the Councils objectives around Vibrant and Thriving Town Centres and well as being in line with the Councils broader financial strategy and its stated ambition to becoming a commissioning authority.

#### **5. FINANCIAL IMPLICATIONS**

- 5.1 The net controllable cost of the library service is £4.689m.
- 5.2 Should the six community libraries be established, the maximum full year saving that could be achieved, after allowing for the cost of the support team (£70k) is £250k. This is based on all of the community libraries being set up as asset owning community libraries rather than the community managed or commissioned community library models. It should be noted that only part year savings of up to £187k will be achieved in 2016/17.
- 5.3 Any potential redundancy costs as a result of the establishment of community libraries will be met from the central contingency provision for redundancy/early retirement costs arising from budget savings.
- 5.4 It should be noted that condition surveys for the community libraries may need to be undertaken at an estimated cost of £30k.

#### **6. LEGAL IMPLICATIONS**

- 6.1 There were a number of pieces of legislation that affected the authority's decision making on the delivery of a library service, in particular:
- 6.2 The Public Libraries and Museums Act 1964 requires the authority to provide a "comprehensive and efficient" public library service. The terms "comprehensive and efficient" are not defined within the Act; however the Act requires local authorities to provide, free of charge, access for people who live, work or study in their area to borrow or refer to books and other material in line with their needs and requirements.
- 6.3 The Equality Act 2010 further places a duty on a public body to carry out Equality Impact Assessments as soon as a new policy, function or service is considered.
- 6.4 The Local Government and Public Involvement in Health Act 2007 and the new Statutory Guidance for the Duty to Involve places authorities under a duty to consider the possibilities

for provision of information to, consultation with and involvement of representatives or local persons across all authority areas.

- 6.5 Counsels opinion on the strategy has now been sought to confirm that the approach set out in the Library Strategy does not create a situation whereby the Council could be challenged in the future over its duty to provide a Comprehensive and efficient library service.
- 6.6 The conclusion provided by Counsel is as follows:
- 6.6.1 “As a matter of principle, therefore, I consider that the ‘core proposal’ of eight libraries constituting the Council’s statutory service *ought* to satisfy the Council’s duty under section 7 of the 1964 Act, so long as a full evaluation of the needs and provision is carried out. There is no statutory requirement that more than 80% of the borough’s population live within 1.5 miles of their nearest library. In coming to its evaluation, the Council will need to consider whether the additional travelling time (whether by private car, or public transport) will enable reasonable access to the available libraries. I see no obvious reason why not, but this is a matter for the Council to consider having taken into account all of the relevant information.”
- 6.6.2 The Council will need to consider very carefully the cost-benefit of keeping within the statutory service the three community libraries at Mottingham, St. Paul’s Cray and Southborough: there is some vulnerability here from the public sector equality duty perspective. A detailed Needs Assessment has been carried out considering all the relevant matters.

## **7. PERSONNEL IMPLICATIONS**

- 7.1 If the proposal to develop community managed libraries and market test the core libraries is agreed there are 11FTE posts which would be deleted within the community libraries which would give rise to a redundancy situation in the service. In addition it is proposed that 2 posts will be created to support the community libraries, providing training, support and advice. These positions will be ring-fenced to existing library staff resulting in a net reduction of 9 FTE posts which will be managed in accordance with the Council’s Managing Change Procedures. To further mitigate the impact of redundancy it is proposed that any future vacancies will be filled on a on a temporary fixed term basis making it clear that there is no expectation of continuing employment beyond the end of the transitional period.
- 7.2 If the core libraries from London Boroughs of Bromley and Bexley are transferred to an organisation as a result of a joint procurement strategy then it is expected that the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) will apply.
- 7.3 The staffing implications set out in paragraphs 7.1 and 7.2 above were highlighted and discussed during the recent consultation process. Staff and their representatives have been advised of the contents of this report, along with the recommendations contained therein and if these are agreed the library staff and their representatives will continue to be engaged and consulted as early as practicable on the issues involved with due regard to the existing framework of employment law including TUPE.

<b>Non-Applicable Sections:</b>	[List non-applicable sections here]
Background Documents: (Access via Contact Officer)	<p>Renewal and Recreation Libraries Survey Outcome of Consultation – 10<sup>th</sup> July 2012.</p> <p>London Borough of Bromley CIPFA Comparative Profile Public Libraries.</p> <p>Bromley Library Service Proposal for Reorganisation - 1<sup>st</sup> April 2014 DRR14/024</p> <p>Bromley Library Service – Outcome of Consultation 23<sup>rd</sup> June 2014 DRR14/054</p> <p>Bromley Library Service – Outcome of Consultation 23<sup>rd</sup> June 2014 DRR14/054</p> <p>Library Service Strategy – Update 18<sup>th</sup> November 2014 DRR14/090</p>

## Appendix 1

### Proposed Library Service Strategy – Outcome of Staff Consultation

The purpose of this document is to set out the response to the staff consultation on the proposed Library Strategy. The Committee report to Members in November 2014 set out the strategy for taking the Library Service forward and proposed the development of 6 community managed libraries and market testing of the borough's core library offer. This document will be sent to all staff and will be submitted to Members as part of the report to the Renewal and Recreation PDS Committee on 18 March 2015 and the Portfolio Holder.

#### **Background**

As part of the budget setting process for 2015/16 and 2016/17 Members put forward a number of recommendations across a range of services in order to achieve the necessary budgetary savings required to achieve a balanced budget for 2015/16. This included the proposals set out in the Library Strategy report to R&R PDS on 18 November 2014 requiring officers to formally consult with library users and staff on the proposals and report back to Committee .

Library service staff were notified on 10 November 2014 of the report to the R&R PDS on 18 November 2014. The formal consultation commenced on 19 December 2014 and ended on 31 January 2015.

#### **Staff consultation**

There were 6 formal consultation meetings held with staff at various locations during January 2015. A meeting with the TU and staff representatives was held on 16 January. In addition a meeting was held on 29 January with the Shared Library Service staff. The meetings were well attended with 95 staff present which is 73% of the library service staff. Staff were encouraged to respond to the consultation document. At these meetings staff were informed of the Council's overall budget and that the Council is reviewing all services and considering market testing these services in a move to becoming a commissioning authority in line with the Council's Corporate Operating Principles.

At each consultation meeting the Head of the Library Service set out the background to the Library Strategy and the proposed strands which are 1. exploring community managed libraries with a proposed implementation date of April 2016, 2. to market test the delivery of the library service by 2017 and 3. to explore how the physical buildings can be improved by refurbishing existing buildings through, for example seeking interest from developers or co-locating with other suitable organisations.

There were a number of questions and themes that came out of the staff discussions at these meetings and these are listed below with management's response:-

**Question:- Who would run the Community Managed Libraries and what would happen if there was no interest from the community groups?**

Management response:- If the proposal is agreed to explore the option of community managed libraries then expressions of interest will be sought from community groups or organisations. There are different models that could be adopted. In other authorities there are examples of groups managing libraries without any paid staff and volunteers helping customers. In some models the community organisation has limited paid staff but these would not be Council employees. If there was no interest from the community then Members would need to decide how to progress this situation and discuss whether to include these libraries with the 8 core libraries constituting the statutory service. Staff were informed that at this time Members do not intend to close any libraries.

**Question:- What about the opening hours in the Community Managed Libraries?**

Management response:- The intention would be that the opening hours of the library would not be less than the current opening hours; a formal agreement with the community group/organisation would stipulate the



minimum opening hours. They can open up the library for more than the stipulated hours as has happened in other authorities with community run libraries.

**Question:- What support would the Community Managed Libraries receive from the Council?**

Management response:- Initially it is proposed that a small Support Team of two officers is set up to be the first point of contact for organisations running the individual libraries. They would provide training and support and monitor how the libraries are running. They would also liaise with Shared Service managers where specialist support is needed. Ultimately it is proposed that the contract for the 8 core libraries would include responsibility for the management of the community managed libraries. They would have responsibility to oversee them and ensure they were meeting the Council's agreement with regard to library services provided in these libraries and provide support.

**Question:- Would Community Managed Libraries be expected to undertake activities?**

Management response:- Community managed libraries would be expected to undertake library activities as part of the agreement, training would be given and performance would be assessed.

**Question:- What does the Council have to provide in terms of a library service?**

Management response:- The Council is legally required to provide a "comprehensive and efficient service". This statutory provision is not clearly defined but it is believed that it could be provided by the 8 core libraries. It certainly includes the provision of a free book lending service. .

**Question:- The on line customer survey does not give customers an alternative choice?**

Management response:- The survey is seeking views from customers on the proposals. The online survey allows respondents to indicate that they are strongly opposed to the proposals and to suggest alternatives. If customers complete a hard copy then they can also share their views on alternatives. In addition customers and staff have been given the opportunity to write directly to the Council with their views.

**Question:- How will the market testing process for the core libraries be undertaken and why would an organisation want to tender for the library service?**

Management response:- A specification will be drawn up and tenders invited through a procurement process. An organisation would be able to use the building perhaps for additional purposes, e.g. to deliver courses or other grant funded activities and this could be a form of income. There are several examples across the UK where organisations have taken on Library Services so there are organisations interested.

**Question:- In the Community Managed Libraries how will volunteers access the data base and what happens to the stock?**

Management response:- A version of our current Library Management System is available designed for use by volunteers and meeting data protection requirements. Customers may be signposted to the core libraries for other library services.

Depending on the model adopted library stock could be supplied to community managed libraries.

**Question:- Are there any models where staff have taken over running libraries?**

Management response:- There are examples in York and Suffolk.

**Question:- Why is there is a split of 6 Community Libraries and 8 Core Libraries?**

Management response:- Members wish to involve the community more and hope that there will be an interest from the local community in running and developing their own local services at community libraries. It is believed that the 8 core libraries, which provide the greatest range of services and are used by the most customers, are required to fulfil the Council's statutory obligations.

## **Human Resources Issues**

A number of HR related issues/questions were asked and a representative from HR was at every meeting to respond to these questions. It was explained to staff that there will need to be a restructure if the proposal is agreed and that the probable route would be for all staff to be in a selection pool and competitive interviews held. There are 11FTE posts which would be deleted within the community libraries. These staff would be in the selection pool along with the library staff in the core libraries. To mitigate the number of staff "at risk" of redundancy all vacancies, should the proposal go ahead, would be filled by temporary staff over the next year so that permanent positions would be available for existing permanent staff. In addition it is likely that 2 posts will be created to support the community libraries, providing training, support and advice. These positions will be available for permanent library staff to apply for meaning the net reduction would be 9 FTE posts.

A number of questions came up about TUPE arrangements should an organisation be interested in the core libraries. The general principles of TUPE were explained.

## **Trade Union and Departmental Representatives Consultation**

A meeting was held on 16 January 2015 and TU and staff representatives were informed of the proposals as set out in the Library Strategy. The meeting was informed of the Council's intention to improve the assets and discussed proposals for Chislehurst Library and possible work at St Pauls Cray which will be subject to consultation.

It was explained that at the time of the meeting there had been 800 on line responses (100 hard copies) from the public on the public consultation exercise. Concern was raised about the questionnaire used in the public consultation because on the on line survey there was not an option to disagree with the options proposed. However, members of the public have been invited to write in with comments and public notices have been put up across the borough and advertisements in the News Shopper to encourage other responses. It was also explained that the Council would not be reducing opening hours and a SLA would be entered into with Community groups expressing an interest to run libraries. Concern was expressed about volunteers and their commitment and ability to answer questions from the public. Management stated that It is proposed that there will be some support to the community managed libraries and some training for volunteers provided by the Council. The Head of the Library Service said there are good models around for the Council to consider if the proposals are agreed. Concern was expressed that community managed libraries were not stable and although examples were not given at the meeting UNITE said they would undertake some research. The meeting was informed that if the proposal went ahead there could potentially be a net loss of 9 FTE's in the Community Managed Libraries and the Council would try and mitigate these posts by only temporarily filling any vacancies going forward to protect permanent staff should the proposal be agreed. There was concern expressed about the monitoring arrangements and management confirmed that the scrutiny issue would be considered.

I would like to thank staff for the contributions to the consultation process.

Colin Brand  
Assistant Director, Culture

## Appendix 2

Respondents were asked, in principle, to what extent they support the Council seeking Community Management options at the 6 proposed Community Libraries

Those respondents who answered either 'do not support' or 'strongly opposed to' were asked an open-ended question as to whether they could suggest any alternative proposals that the Council may consider to make the necessary savings. Below is a summary of the comments received. They have been grouped as far as was practical to provide an overview of the key theme.

Overall there were 503 responses, some respondents made more than 1 suggestion and in such cases all suggestions were counted. The figures have been rounded and shown as a percentage of the overall responses.

<b>Suggestion / Comment</b>	<b>%</b>
Prioritise library service budgets over other services. Libraries are a more essential services than others that the Council provides, money is wasted on unnecessary projects such as town centre pavement improvements, hanging baskets etc.	15%
Generate income from library buildings – different commercial uses such as cafes, raise charges for services and include charging for books and room hire, generate sponsorship, work with partner organisations who could hire space.	12%
Raise Council Tax, (some suggested ring fence additional income to library budgets).	10%
General comments on the value of libraries in supporting communities, educational benefits particularly for children, social value, benefits of services offered (also noted that they support people in disadvantaged areas)	9%
Reduce staff and staff pay, particularly senior and middle management, reduce staff perks, pay for car parking etc.	9%
Reduce members and members pay and expenses and perks.	8%
Reduce / change the opening times of libraries to make the required savings	6%
Share the costs of the service over all libraries - do not differentiate between the 6 community libraries and the 8 core libraries, community libraries are as important as the larger libraries, spread the costs savings.	5%
Concerns over using volunteers – reliability, sustainability, skills, ability to deliver the current service.	5%
Integrate services, share services, co locate services	4%
Use reserves to keep libraries open	4%

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Report No.  
DRR15/025

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** PORTFOLIO HOLDER FOR RENEWAL AND RECREATION  
WITH PRE-SCRUTINY BY THE RENEWAL AND RECREATION  
POLICY DEVELOPMENT AND SCRUTINY COMMITTEE

**Date:** Wednesday 18 March 2015

**Decision Type:** Non-Urgent Executive Non-Key

**Title:** TOWN CENTRE MANAGEMENT INITIATIVE FUND 2015-16

**Contact Officer:** Martin Pinnell, Head of Town Centre Management and Business Support  
Tel: 020 8313 4457 E-mail: martin.pinnell@bromley.gov.uk

**Chief Officer:** Nigel Davies, Executive Director of Environment & Community Services

**Ward:** (All Wards);

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1. Reason for report

This report combines the regular update for Members on the activities of the Town Centre Management and Business Support Team, with an outline of the proposed Town Centre Management events and activities which are planned for the 2015/16 financial year. The report seeks approval to utilise the Town Centre Management Initiative Fund in support of Christmas lights funding and town centre events during the coming financial year.

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2. **RECOMMENDATION(S)**

The Renewal & Recreation Portfolio Holder is asked to:

2.1 Note the range of activities which have taken place during the last quarter of 2014/15 as provided in APPENDIX 1.

2.2 Note the amendments to the current Christmas lights policy, as outlined in paragraphs 3.4 – 3.6, and agree that up to £27k be set aside from the Town Centre Initiatives Fund 2015/16 for use on Town Centre Christmas Lights schemes as set out in paragraph 3.7.

2.3 Agree the schedule of Town Centre Management events and activities for 2015/16 outlined in paragraph 3.10, which will have a total net cost of £33k funded from the Town Centre Initiative Fund.

### Corporate Policy

1. Policy Status: Existing Policy
  2. BBB Priority: Vibrant, Thriving Town Centres
- 

### Financial

1. Cost of proposal: Estimated Cost: £60k
  2. Ongoing costs: Recurring Cost
  3. Budget head/performance centre: Town Centre Management Initiatives Fund
  4. Total current budget for this head: £60k
  5. Source of funding: Existing revenue budget for 2015/16
- 

### Staff

1. Number of staff (current and additional): 3
  2. If from existing staff resources, number of staff hours:
- 

### Legal

1. Legal Requirement: None : Discretionary activities
  2. Call-in: Applicable
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Approximately 2,000 town centre businesses, plus residents using town centres.
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

### 3. COMMENTARY

#### Introduction

- 3.1 The Town Centre Management (TCM) and Business Support service in Renewal & Recreation exists to maintain and enhance the competitiveness, attractiveness and vibrancy of the borough's town centres – and to support businesses across the borough. This involves working closely with town centre businesses, both directly and through business and traders groups, the Orpington Business Improvement District, and with other key town centre occupiers and service providers. The resources for the service are derived not only from Council budgets but also from income from business donations and sponsorship. Highlights of the TCM and Business Support work programme in Quarter 4 of 2014/15 is provided as **APPENDIX 1**.
- 3.2 The proposed work programme for the Town Centre Managers during 2015/16 will continue to involve a wide range of duties ranging from facilitation of some public events through to day to day assistance to town centre occupiers. Members are asked to take note that resources available are less than in earlier years due to the ending of the Mayor of London's Outer London Fund programme (which provided significant additional funding for events during 2012 and 2013). However, as the Bromley North Village works have now been completed and the Market Square is now available for promotions and occasional chargeable entertainment – income to the Town Centre Management team has recovered to the expected levels, and this is expected to be the case for 2015/16. Although the central part of the High Street is a subject of a proposed public realm project, and the Council's approach to the management and location of the regular market is under review, it is expected that any disruption related to these projects would only impact the ability of the Town Centre Team to generate income after the 2015/16 financial year. Therefore the budget available for Town Centre Initiatives will be £60k for 2015/16.
- 3.3 One of the key priorities for the TCM and Business Support service has been and continues to be the development of Business Improvement Districts (BIDs) in town centres. As Members are aware the Council has agreed to fund a project to introduce a BID to Bromley Town Centre, the bulk of this in the form of a grant to the Bromley BID Working Group. This has enabled the Working Group with support from a professional BID management company, to start the process of establishing a BID in this town centre, with a ballot planned for early November. Further details of progress on this and other key TCM projects is included in APPENDIX 1.

#### Christmas Lights

- 3.4 At the request of the Chairman of the R&R PDS Committee Officers undertook a short review of Christmas lights policy in early 2014. During this review larger businesses and business representative groups in the main town centres, particularly Bromley, Beckenham and Penge were consulted and some benchmarking with other areas undertaken. There continues to be reluctance amongst businesses to contribute to Christmas decorations, especially if they feel others are not contributing equally. Increasingly across London and the UK it is town centres with BIDs that continue to maintain Christmas lights. In our own borough, as agreed the Orpington 1st BID did bear the cost of installing the lights in 2014 and we would expect this to be the same for 2015. With the introduction of a BID in Bromley in April 2016 (contingent upon a successful ballot in November) we would likewise expect the responsibility for festive lights in Bromley town centre to be passed to the new BID. It is for Members to decide whether smaller town centres as yet without BIDs, such as Beckenham and Penge, should continue to be funded by the Council in future years.
- 3.5 In the year before the introduction of the BID it is suggested that the Council again funds the bulk of the costs for the displays in Bromley, Beckenham and Penge. After a thorough bench test of the existing lights (purchased in 2011) in early 2014, and their successful use during the

2014/15 season, it is expected that these will be re-usable for the Bromley, Orpington and Penge town centres for a further year – and so the costs will mainly be related to installation and de-installation only. However, there may be the need to purchase some new lighting to refurbish the in-situ tree lights in Bromley Town Centre. For Beckenham town centre, the Council does not own any lights, so if Members agreed to fund we would hire lights for the 2015/16 season as in previous years. Taking account of some additional costs related to tree lights in Bromley, a one year contract for maintenance and installation of the existing lights in Bromley and Penge, plus the hiring of lights in Beckenham would be expected to cost in the region of £25,000.

**Table 1 Expenditure on Christmas lights and sources of funding from 2010-2014**

Description	2010	2011	2012	2013	2014	Total	%
Total spent on lights and trees	71,600	147,000	31,000	33,100	26,100	308,800	
Business contribution	900	10,300	1,600	2,100	4,000	18,900	6.1%
Other contribution - including OLF	0	116,000	600	0	0	116,600	37.8%
Net cost to LBB	70,700	20,700	28,800	31,000	22,100	173,300	56.1%

- 3.6 As in previous years, each of the smaller town centres which host festive lights displays are expected to cover their costs through local fund raising. However, over a number of years we have offered to include the displays in the smaller towns in the borough-wide contract. The advantages of this is a potential saving due to some economies of scale and also the fact that on a Council contract VAT can be reclaimed by the borough – and the small towns therefore do not need to cover this in their contributions. However, each year a smaller number of the towns take advantage of this facility and there is a disproportionate cost to administrate in terms of officer time. It is therefore proposed to discontinue this practice, but for 2015 only to offer a small one-off donation to each of the four towns / parades who were involved in the contract in 2014 – to offset the additional VAT costs they will now need to find. In total we would envisage setting aside up to £1,300 to cover these donations.
- 3.7 In total the funding requirements for the 2014 Christmas Lights scheme project would therefore be approximately £26,800. Should Members be in support of the overall approach suggested, a budget of £27k will be allocated from the Town Centre Management Initiative Fund towards Christmas lights in the 2015-16 financial year, and officers will undertake a three written quotes process to procure a contractor to undertake this work for the 2015 season. Town Centre Managers will also seek to maximise contributions from local businesses towards the schemes to reduce the net cost to the Council.

## Events

- 3.8 Coordinating events for the general public aimed at increasing footfall and raising the profile of our town centres have always been a key part of the work of the Town Centre Management service. During 2014/15 a number of successful town centre events have taken place, mainly focussed around the Christmas season, funded from the Town Centre Management Initiative Fund and other sources including sponsorship from local businesses.
- 3.9 As in previous years the 2014/15 events brought additional vitality into each of the town centres. For example, the lights switch on combined with a Santa Dash event in Bromley on 30 November attracted over 20,000 people to the event, and footfall counts show an increase of over 200% compared with the previous Sunday. The events also encouraged visitors and shoppers to extend their 'dwell time', provided positive publicity for the town concerned, fostered



a greater sense of community and helped to promote local businesses, particularly those sponsoring or supporting the events.

- 3.10 Although the capacity to delivery major events remains restricted because of limited resources, due to an improved income expectation for 2015/16 Town Centre Managers will look to extend the number of events – to re-introduce at least one summer event in Bromley and Penge – and enhanced support for the seasonal Market days in Beckenham. In addition, officers will continue to support events in smaller town centres through advice and guidance to local groups.

**Table 2: Draft Council-funded Town Centre event programme 2015/16**

<b>Town</b>	<b>Approx. date</b>	<b>Event title</b>	<b>Description</b>	<b>Estimated total cost</b>	<b>Estimated partner contributions</b>	<b>Net cost to the Council</b>
Beckenham	May, July and September	Three Local Produce Markets	Entertainment and promotion to enhance Market on Beckenham Green	£6,000	£3,000	£3,000
Beckenham	5 Dec	Christmas Switch on	Christmas lights switch on, lantern parade and entertainment in High Street and Beckenham Green	£4,000	£1,000	£3,000
Beckenham	TBC	'Fiver Fest'	Supporting local businesses through marketing a special discount day	£1,500	£500	£1,000
Bromley	Early July	Wimbledon themed event	Tennis / Sports themed event possibly with large screen to coincide with final Wimbledon weekend	£16,000	£7,000	£9,000
Bromley	26 Oct – 12 Nov	Poppies display	Display of large poppies for period running up to	£3,000	£2,000	£1,000

			Remembrance Sunday			
Bromley	29 Nov	Christmas Parade / Santa Dash	Family event including Santa Dash, stage with entertainment and local performers, Christmas parade with reindeers, lights switch on and possibly fireworks	£16,000	£6,000	£10,000
Penge	6 June – 14 June	Penge Festival	Enhancements to Festival event to include VE Day Celebration, Cycle Cinema, Roller Disco, Historical Walks and Concerts.	£7,000	£3,000	£4,000
Penge	November TBC	Christmas event	Christmas themed event with entertainment, market, local theatre and children's rides / activities	£3,500	£1,500	£2,000
<b>TOTALS</b>				<b>£57,000</b>	<b>£24,000</b>	<b>£33,000</b>

3.11 The funded events programme would have a net cost to the Council of £33,000, and therefore this sum is requested to be allocated from the Town Centre Management Initiative Fund.

#### 4. POLICY IMPLICATIONS

The events and activities outlined above are aimed specifically at enhancing the vitality of town centres across the borough and as such contribute to the Building a Better Bromley key priority of Vibrant, Thriving Town Centres.

## 5. FINANCIAL IMPLICATIONS

5.1 For 2015/16 the Town Centre Management Initiative Fund budget is £60,000. This is cash limited which means that there has been no inflationary increase from the previous financial year.

5.2 The following table summarises the proposed spending on this fund:-

<b>Town Centre Management Initiative Fund</b>	<b>£</b>
2015/16 Budget	60,000
<b>Proposed events and activities</b>	
Town Centre Events	33,000
Christmas Lights	27,000
<b>Total</b>	<u>60,000</u>

5.3 For 2015/16, the activities of the Town Centre Management and Business Support Team are financed through various funding streams, summarised as follows: -

Funding type	£'000
Town Centre Management Initiative Fund	60
Grant to Orpington BID	13
S106 contributions - Earmarked for Beckenham & Elmers End	48
S106 contribution - earmarked for Bromley Markets Review project	25
Earmarked reserve for Bromley BID project	110
Earmarked Reserve re Local Parade improvements	37
<b>Total</b>	<u><u>293</u></u>

<b>Non-Applicable Sections:</b>	Legal, Personnel
Background Documents: (Access via Contact Officer)	R&R PDS Report – Town Centre Management Initiative Fund 2014/15 (DRR14/030– 1 April 2014)

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### 1. Summary of activities January to March 2014/15

#### 1.1 Business Improvement Districts

- i. The **Bromley BID Working Group**, with the help of Central Management Solutions (CMS), completed the Feasibility Stage of the BID set up process in early February. This involved a review of the business rates data and a consultation survey of 11% of the businesses who may be expected to vote in the BID ballot and subsequently pay the BID levy. The purpose of the survey was not to ask whether the businesses were in favour of a BID but about what issues are important to them and what their priorities would be for any future BID. The results of this showed that the majority of those responding made the promotion and marketing of the town centre along with public events, the highest priority. Environmental quality and crime / anti-social behaviour issues, whilst considered important, were considered secondary to encouraging more customers and investors into Bromley. In parallel with the feasibility work, some discussions have taken place between the BID Working Group and the Council to start to put in place the key legal agreements which will underpin the future relationship between the Council and the BID. Discussions have also been ongoing with regards to the operation of the ballot and the development of a levy system in the event the ballot is successful.
- ii. In early March the BID Working Group launched an in-depth consultation which will seek to understand in more depth the issues for the town centre, and the aspirations of the businesses that could potentially be met through a BID. The consultation, which will engage with a minimum of 45% of the business rate payers, will also seek to gauge the response of the businesses to the concept of the BID – to get an early indication of likely support in a ballot. Alongside the consultation process the BID Working Group will be working with the Council to enhance and develop the database of business rates payers for the town to arrive at a voter list which can be used to run the postal ballot, which has a provisional closing date of 5 November. The results of the BID consultation will feed into a draft Bromley BID Proposal and Business Plan. It is expected that a copy of the BID Proposal and Business Plan will be submitted to the Council for approval to proceed to a ballot in June or July 2015.
- iii. The Council continues to maintain direct contact with the **Orpington 1st BID** Board through the attendance of non-voting members Cllr William Huntingdon-

Thresher and the Head of Town Centre Management & Business Support. Recent highlights of the BID programme include:

- Opportunity Orpington Business Expo (19/2) – one day expo to showcase the best of Orpington businesses. It was also an opportunity for the Council to field stands to promote business relevant services and plans for improving the public realm in the town centre.
- Orpington’s Finest business awards gala event (19/2).
- Love Orpington Wedding Fair (22/2)
- Launched Successful Mums business start-up course (started on 10/3) hosted at the Orpington 1<sup>st</sup> business hub.

## 1.2 Local Parades Improvement Initiative Fund

During the past 3 months work has been ongoing to implement improvement projects in various areas. Note that a number of projects agreed for some locations were not possible to complete due to a variety of factors beyond our control. Therefore a number of revised applications are in the pipe line.

- Penge – High street lamp column banners subject to planning approval.
- Chislehurst (Royal Parade) – project including lamp column banners, signage and planter being costed up.
- Clockhouse – proposed improvements were reviewed as lack of landlord response made them untenable. An amended application is to be submitted to include a plaque with local history depicted, subject to planning approval.
- Coney Hall – additional planter on order. Further work on resurfacing and tree planting awaiting possible parking changes.
- Sundridge Park – a new application has been submitted for authorisation, which includes park car park signage and additional Christmas lights.
- Hayes Village (The Street) – new application to be submitted to include bespoke cycle racks. Local identity signage outstanding.
- Hayes (Station Approach) – awaiting planning consent for community noticeboards, and bench by Iceland
- Keston – tree to be planted in memory of local resident, partly funded by the LPII. Officers are investigating the purchase of Christmas lights and refurbishment of the water fountain on the green.

Town Centre Managers have been assisting local groups to identify costs and explore feasibility for a variety of projects paid for through the Member Initiatives fund

allocation of £250k. Since the start of the programme (in 2012/13) £201k has been spent on projects in various locations. An additional £45k has been allocated to projects with £12k of this expected to be spent in this financial year and £33k in 2015/16. There is approximately £4k unallocated.

### **1.3 Bromley town centre**

The Bromley Town Centre Manager continues to lead on the second stage of a review of the operation, location and offer of the town's 3 day market funded from a section 106 allocation. A market research agency and a specialist markets consultancy were appointed in January to assist officers with the project. Market Research is currently underway with both shoppers and businesses in Bromley Town Centre being surveyed on various aspects of the market. Shoppers in outlying town centres are being surveyed about the Bromley town centre and its market. Market Traders are also being surveyed to capture their views. Once the results of the research have been analysed the market consultants will provide initial concept design and options for a new market configuration. The outcome of the review and options for the future shape, location and operation of the market will be reported to Members for a decision on implementation (which may require Capital funding) in the Summer.

During the past quarter the Town Centre Manager has also:

- Continued to re-establish communications with key businesses and stakeholders in the town centre, supported networking events and reinstated the regular monthly communications to local businesses.
- Provided ongoing support to the BID Working Group, particularly with the consultation stage, organising business workshops and communications to local businesses.
- Organised the Bromley North Village Spring Event (Saturday 21st March) to celebrate the completion of the Bromley North Village public realm improvements working with new and existing businesses to promote and encourage additional footfall to the area.
- Discussed potential projects and events for High Street Fund bid with Bromley North Village Town Team
- Finalised the editorial and free business listing for the new edition of the Bromley Town Centre Guide.
- Provided footfall and vacancy rates analysis to monitor the success of the Bromley North Village Public Realm Improvements. Vacancy rates before the works in Feb 13 were 8.1%, during the works in Feb 14 were 9.1% and when the works completed the vacancy rates reduced to 6.6%. Footfall in

Bromley North Village has increased 62% on a weekday and 49% on a Saturday (compared to 2011).

#### **1.4 Beckenham town centre**

The Town Centre Manager continues to support the Town Centre Team and the Beckenham Member Working Group, and has also been involved in planning and liaison regarding the public consultation exercise taking place during March. A number of short term improvements complementary to this scheme are in the process of being implemented following the allocation of £47k from a section 106 agreement., for example restoration work for the heritage pump on the High Street has been commissioned.

During the past quarter, the Town Centre Manager has also:

- Coordinated the development of the Purple Flag project – which is about developing a programme to promote improvements to safety in the evening economy in partnership with colleagues in Public Protection, licenced premises and other partners (e.g. Street Pastors). This included working on “Operation triangle” a successful operation to reduce late night anti-social behaviour over the Christmas / New Year period with street marshals, taxi marshals with support from local police and licencing.
- Developed and supported a programme of networking including breakfast meetings which have proved very popular, supported by Barclays. Series of evening and breakfast events planned for rest of the year.
- Enhancements to the Beckenham Business Association (BBA) web site
- Supported the BBA in outreach to retailers with the aim of increasing the number of high street businesses in the BBA membership on going

#### **1.5 Penge town centre**

During the past quarter the Town Centre Manager has:

- Continued to support the Penge Town Centre Team.
- Liaised with parking operator Blenheim centre to try to solve on going issues.
- Working on event plans with next event taking place on 21<sup>st</sup> March

#### **1.6 Events**



The last quarter of the year is traditionally quiet for public events – but on 21 March there will be two events, one in Bromley and the other in Penge.

The Bromley event will be a public celebration of the achievements of the Bromley North Village public realm improvement programme and will seek to spread the message that the quarter is open for business. The event (with a Spring theme) will include live entertainment, heritage trail walks, spring animal petting zoo, magician, balloon modeller and Morris dancers. Over 15 businesses from Bromley North Village have signed up to provide special offers and promotions to coincide with the event.

The Penge Easter event will comprise a local market, entertainment from local bands on stage, Easter egg hunt, petting farm, bonnet making, egg and spoon races, face painting, children's rides, hog roast and a 1940's DJ.

## **1.7 Business Support Programme**

- i. Town Centre Management has continued to work closely with various organisations to ensure that there continues to be a programme of support and networking opportunities for local businesses. The events are organised without any financial subsidy from the Council – but rely on offering third parties free use of space, promotion via our networks and officer time. Events taking place during the period include:
  - Joint event with the Institute of Chartered Accountants and Metro Bank on the theme of Fitness for your business – including content on business planning and HR
  - Business Planning Workshop with Action Coach as part of the Bromley Business GrowthCLUB
  - Writing for the web workshop as part of the Bromley Business GrowthCLUB
  - Promotion of the Council and its business relevant services at the Opportunity Orpington Expo
  - Growth Accelerator workshop – to provide a taster session and promotion for the Government's subsidised mentoring support service for high growth potential businesses
  - Started a series of low cost workshops entitled 'Getting You Up and Running' to support residents with plans to start in business.
- ii. Planning for the Bromley Means Business Expo on 16 June 2015, to be hosted in the Great Hall.
- iii. The bi-monthly Business e-Bulletin continues to be sent out every other month, with issues published in mid-January and mid-March. Additional interim emails

'Bromley Business Extras' are now also being sent out in-between times to promote Council supported business events and initiatives.

- iv. Liaised with BDUK and other parties to explore options for attracting external funding to facilitate the introduction of high speed broadband to some of the rural parts of the borough.

## **1.8 Business and Traders Group liaison**

In addition to the main town centre activities, the Town Centre Management team has maintained links, providing support and advice where required to a number of traders and town centre groups across the borough. As discussed in 1.1 the Town Centre Management team maintains direct links to the Orpington 1<sup>st</sup> BID through both formal and informal meetings.

## 2. Key priorities for the Town Centre Management & Business Support Team from January 2015 to March 2015

The Town Centre Management & Business Support team's main priorities for this period will be:

- 2.1 Continue to support the Bromley BID Working Group and CMS in engaging with businesses across the town centre to consult on a potential BID – including assisting with joint communications. Coordinating the Council's internal officer team in responding to the development of the BID – including agreement on protocols for the ballot, development of legal agreements and the framework for the levy billing process.
- 2.2 Support for the Beckenham Town Centre Team and the Beckenham Town Centre Working Group – including assisting with public consultation on the major TfL-funded scheme for Beckenham. The TCM will also support the Town Centre Team in delivery of the High Street Fund alleyway improvement project – which has been successful in being awarded £20k funding. Continue to work on the delivery of other interim improvement projects including stage cover and infrastructure on Beckenham Green.
- 2.3 Continue to coordinate the Purple Flag project to improve the safety of Beckenham's night time economy – including delivery of a workshop and night time audit.
- 2.4 Coordination of the second stage of the review of Bromley markets – including ensuring all survey data and supporting is available to the markets consultant, and overseeing their input into the review of future options.
- 2.5 Continue to deliver the agreed projects for the Local Parades Improvement Initiative (LPII) or where the originally agreed projects have not been feasible, to obtain authorisations for the re-allocation of any unspent funding to other LPII projects.
- 2.6 Planning and delivery of a programme of TCM-coordinated spring and summer events.
- 2.7 Begin delivery of the revenue elements of the New Homes Bonus funding allocated to Penge and Orpington for expenditure in 2015/16 and 2016/17 along with High Street Fund business support project for Orpington. The initial stages will include

consultation with stakeholders on the exact form of the support required and commissioning this programme.

- 2.8 Oversee the re-launch and promotion of the online Bromley Commercial Property Database.
- 2.9 Work with partner organisations to deliver a programme of support workshops and seminars for local existing businesses and start-ups, including the Business GrowthCLUB, ICEAW / MetroBank joint events and the Bromley Means Business Expo in June.
- 2.10 Maintain regular business communication channels and publications – including the business e-bulletin, website content, including a new Bromley Business Directory (for publication in late 2015). The team will continue to engage with businesses through attendance at various networking events, and also facilitate the Bromley Economic Partnership and the Commercial Property Agents Forum.

# Agenda Item 8

Report No.  
DRR15/028

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** Renewal and Recreation PDS Committee

**Date:** 18<sup>th</sup> March 2015

**Decision Type:** Non-Urgent                      Non-Executive                      Non-Key

**Title:** TOWN CENTRES DEVELOPMENT PROGRAMME UPDATE

**Contact Officer:** Kevin Munnelly, Head of Renewal  
Tel: 020 8313 4519 E-mail: kevin.munnelly@bromley.gov.uk

**Chief Officer:** Marc Hume, Director, Regeneration and Transformation

**Ward:** All Wards

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**1. Reason for report**

1.1 To update Members on progress in delivering the Town Centres Development Programme.

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**2. RECOMMENDATION(S)**

**Members**

2.1 Note the progress on the delivery of the Town Centres Development Programme.

### Corporate Policy

1. Policy Status: Existing Policy: Bromley Town Area Action Plan
  2. BBB Priority: Vibrant, Thriving Town Centres:
- 

### Financial

1. Cost of proposal: N/A
  2. Ongoing costs: Non-Recurring Cost:
  3. Budget head/performance centre: Renewal and Capital Programme
  4. Total current budget for this head: £133k, £164k, £135k, £10m, £1.871m and £125k
  5. Source of funding: Town Centre Development Fund, TfL funding, Investment Fund, Growth Fund, NHB top slice funding and High Street funding.
- 

### Staff

1. Number of staff (current and additional): 3
  2. If from existing staff resources, number of staff hours:
- 

### Legal

1. Legal Requirement: Non-Statutory - Government Guidance:
  2. Call-in: Applicable:
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Borough-wide
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Members comments have been sought
2. Summary of Ward Councillors comments: N/A

### **3. COMMENTARY**

#### **Development Programme**

- 3.1 As agreed at R&R PDS on 1 April 2014 this report provides updates on only those individual projects where progress has been made.

#### **Site G: West of the High Street**

- 3.2 The Executive agreed on 26th November 2014 to adopt a revised development approach for Bromley Town Centre. Part of this revised approach was to consider a revised phased development of Opportunity Site G.
- 3.3 A public meeting was held on 26<sup>th</sup> February 2015 with local stakeholders to provide an update and further details on the potential next steps the Council is considering in taking forward a phased development on Opportunity Site G. A set of slides from this meeting is attached as Appendix 1. The Executive will consider a further report on 24<sup>th</sup> March 2015 which will seek authority to market the revised development opportunity and a copy of this report is considered as a Part 2 item to this agenda.

#### **Site C: Town Hall**

- 3.5 The Cathedral Group submitted their planning application for the new hotel and residential scheme on 20<sup>th</sup> January 2015. This application is currently being processed and will be considered in the April Planning Committee cycle.

#### **Bromley Central Area High Street Improvements**

- 3.6 As part of the revised strategy for Bromley Town Centre, the Council has undertaken a procurement exercise and have awarded the commission to urban design architects, Studio Egret West. The team will prepare outline designs up to RIBA Workstage C for the pedestrianized area of Bromley High Street.
- 3.7 Following the development of the concept designs, the next stages would involve the consultation with a full range of stakeholders on the emerging designs and the completion of a series of technical studies, including a costed budget.
- 3.8 Funding for the design stage was approved by the Executive from the Economic Development Fund and will take approximately 12-16 weeks to complete. It is proposed that the outcome of this work is presented to the R&R PDS Committee for their consideration.

#### **Beckenham Major Scheme**

- 3.9 An important stage in the design development of the Beckenham town centre public realm scheme has been reached. Having agreed a set of clear objectives for the scheme, consultants have developed concept designs to deliver these objectives. This process has involved input from a wide range of stakeholders, including the Beckenham Town Centre Working Group.
- 3.10 A cost plan has been developed which shows what is affordable within the existing scheme budget. A traffic modelling exercise on the proposed improvements to key junctions has also been undertaken. Although still to be audited by Transport for London, the provisional results from the traffic modelling exercise confirm that the proposed new layouts for the High Street/Albermarle Road, Bromley Road/High Street and Thornton's Corner junctions are all acceptable in traffic terms.

3.11 The proposals are currently out to a public consultation exercise which will run from 2 to 27 March 2015 which includes the following events:

- **Public exhibition** – A public exhibition of the concept designs will be held at Citygate Church **from 11:30 am to 8 pm on Thursday, 12 March 2015**. The exhibition will be manned by staff from East Architects and officers from the Council;
- **Copers Cope Area Residents' Association AGM** – East Architects and officers from the Council will be attending the AGM on **18 March 2015**; and
- **Beckenham Business Association** – the meeting scheduled for **25 March 2015** will include an item on the concept designs.

3.12 In relation to the junction works at Rectory Road/Southend Road the Head of Highways has advised that both BT and UKPN will complete their service diversion works by 13<sup>th</sup> March 2015. Work can then commence on the junction realignment as approved. It is proposed that temporary materials will be used to complete the junction improvement works quickly and the scheme then upgraded once the final design for the overall scheme is approved..

#### **Proposed Beckenham Town Centre Conservation Area**

3.13 Following the formal consultation in October, the report on the outcome and recommending designation will be put before the next Development Control Committee on 24<sup>th</sup> March. It will be recommending that Manor Road will be omitted from the proposed boundary.

#### **Orpington Town Centre**

3.14 The Miller Development at the Walnut Shopping Centre for a cinema, gym and retail units is under construction and due to be completed May 2015. A planning application submitted by Miller Properties for a partial redevelopment of the adjacent Silver Lounge complex for use as a 61 bedroom Premier Inn Hotel is currently in currently being processed and it is anticipated by officers that this will be considered by committee on April 2<sup>nd</sup> 2015.

3.15 The Council is in ongoing discussions with Berkeley Homes following their planning application for the Old Police Station Site to maximise the opportunity to implement comprehensive public realm improvements to the Walnuts Centre. Officers anticipate that the application, consisting of a 9 storey development comprising of 83 residential units, a retail unit, a Wellbeing Centre and 45 car parking spaces for the residential units, may be decided before the end of March.

#### **New Homes Bonus Allocations Update**

3.16 In 2015-16 £70 million of London boroughs' New Homes Bonus allocation was top sliced and pooled for use on a programme of projects across London to be agreed by the London Enterprise Panel (LEP). The funding that each borough contributes to the top slice is expected to be returned to that community through this process. The funding was allocated to projects in line with seven LEP priorities. These are: Apprenticeships, Skills & Training; High Streets; Places of Work; Unlocking Development; Business Support; Digital, Creative, Science & Technology; and Resilience and Low Carbon.



3.17 Project proposals were considered and endorsed by the Renewal & Recreation PDS Committee on 2 September and submitted to the LEP for their consideration. These proposals were evaluated by the GLA to ensure conformity with the Strategic objectives for the LEP. The Council was advised on 21st of February 2015 that the submitted proposals had been approved by the LEP Board in accordance with the agreed funding split.

3.18 The table below shows the four projects and the agreed capital and revenue funding: -

<b>Project</b>	<b>Capital £'000</b>	<b>Revenue £'000</b>	<b>Total £'000</b>
Penge Town Centre/Crystal Palace	746	200	<b>946</b>
Orpington Town Centre	400	100	<b>500</b>
Biggin Hill Aviation Technology & Enterprise Centre	0	150	<b>150</b>
Lagoon Road industrial Estate Refurbishment	0	150	<b>150</b>
<b>Total Approved Funding from NHB</b>	<b>1,146</b>	<b>600</b>	<b>1,746</b>

### **Penge Town Centre Improvements and Business Support**

3.19 The £746k capital project comprises a package of predominately capital schemes that relate directly to priorities that have been identified from Penge Renewal Strategy. The projects proposed will complement existing programmes and bring forward projects that previously lacked identified funding. The main focus of funding will be on: Public realm improvements; Shopfront improvements; Business Support; and Wayfinding. There is also £50k of funding allocated for business support initiatives. These initiatives will complement what is currently on offer and will build upon the scheme delivered in Bromley as part of the OLF funding. It will include a shopfront improvement scheme and offer a programme of targeted support and mentoring.

### **Orpington - Place Making of the Walnuts Centre and Orpington Town Centre Enabling Business Support**

3.20 The focus of this predominantly capital project with approved funding of £400k, is on place making and enhancing the pedestrian experience of this section of the prime shopping areas to increase footfall. Improvements to cover 5,125sqm of the main Walnut Centre public areas including: Paving; Lighting; Treatment for trees/ new trees; New street furniture; Way finding; and new Market infrastructure.

3.21 It is recognised that in developing improvement plans for Orpington and Penge public realm projects, officers will need to ensure that any improvements will result in no net increase in revenue costs for the Council.

3.22 In addition to the capital funding, an amount of £300k of revenue NHB funding has been secured to provide business support to both the Penge and Orpington areas. This would involve shop front improvements and support to businesses, building on the scheme delivered in Bromley through the OLF funding. It would also include working with the Orpington First, who will offer a programme of targeted support and mentoring.

### **Growth Work Resources for Biggin Hill and Cray Corridor**

3.23 Revenue funding of £300k has been secured to finance the appointment of two development planners whose principal responsibilities will be to take forward the project work streams for both the Biggin Hill Aviation Technology and Enterprise Centre and Cray Corridor Estate renewal projects.

## **High Street Fund**

- 3.24 On 2 October the Mayor of London launched the High Street Fund prospectus. Up to £9m of Capital has been made available until March 2016 by the Mayor to support projects that help achieve his ambitions set out in Actions for High Streets. This is the latest in a series of funding rounds, which started in 2011 with Round One of Outer London Fund, aimed at helping London's high streets to grow and become more vibrant.
- 3.25 Project proposals were considered and endorsed by the Renewal & Recreation Committee on 18<sup>th</sup> November 2015. Following further development only one bid for £200k relating to Orpington was submitted in consultation with the Portfolio Member of Renewal & Recreation. This bid sought to extend the scope of the improvements planned under the NHB funding to the public realm in the Walnut Shopping area.
- 3.26 The High Street Fund has been significantly oversubscribed, as a result the GLA have sought to reduce the amounts awarded to successful bids. The GLA have confirmed that that an allocation of £125k of capital funding has been made to the Orpington project.

## **Next Steps**

- 3.27 Officers are now working with officials from the GLA to finalise grant agreements to cover both the NHB and HSF allocations. It is proposed that a formal Project Board is established for the NHB projects and detailed project plans drafted and approved. It is proposed that the Project Board will include the Portfolio Member for Renewal & Recreation and local ward Councillors. It is proposed that regular update reports will be brought back to the Executive and Renewal & Recreation PDS Committees.

## **4. POLICY IMPLICATIONS**

- 4.1 Work delivering the Town Centres Development Programme is entirely consistent with Policy Objectives set out in Building A Better Bromley 2011-2012 and the Renewal & Recreation Portfolio Business Plan 2013/14. The work of the Renewal team links to the Building a Better Bromley priorities by working towards the provision of Vibrant and Thriving Town Centres.

## **5. FINANCIAL IMPLICATIONS**

- 5.1 A sum of £233k was set aside by Members to fund the Town Centre Development Programme, including Site G. To date £161.3k has been spent or committed, leaving a balance of £71.7k available to fund specialist advice for the remaining part of the process.
- 5.2 On 26<sup>th</sup> November 2014 the Executive approved the establishment of the Growth Fund and allocated £10m of reserves to this Fund. Within this sum was a provisional allocation of £3m towards specific projects in Bromley Town Centre.
- 5.3 On 25<sup>th</sup> of March 2015 a report will go before the Executive seeking approval to use the remaining balance of £2.9m, £2.7m to fund the purchase of properties within the red line development site and up to £200k for specialist legal and development advice required to finalise a development agreement with a preferred partner.
- 5.4 At the 26<sup>th</sup> November Executive meeting, a sum of £135k was also set aside from the Investment Fund for Bromley Town Centre to meet the estimated feasibility costs of the proposed redevelopment programme. To date, nothing has been committed from this allocation.

- 5.5 The Council is expected to receive New Homes Bonus of £6,175k in 2015/16, of which there will be a top-slice of £1,746k allocated to the LEP. This report includes proposals to spend this top slice amount in accordance with the requirements of the LEP with proposals of £1,746k from the New Homes Bonus top-slice and High Street Funding of £125k, supported by the GLA.
- 5.6 The NHB top-slice funding has to be spent by the end of March 2017 and the £125k High Street funding needs to be spent by the end of March 2016.
- 5.7 The tables below summarise the project expenditure split between capital and revenue, and between the two financial years to 31 March 2017.

<b>Project</b>	<b>Capital £'000</b>	<b>Revenue £'000</b>	<b>Total £'000</b>
Penge Town Centre/Crystal Palace	746	200	<b>946</b>
Orpington Town Centre	525	100	<b>625</b>
Biggin Hill Aviation Technology & Enterprise Centre	0	150	<b>150</b>
Lagoon Road industrial Estate Refurbishment	0	150	<b>150</b>
<b>Total Approved Funding from NHB</b>	<b>1,271</b>	<b>600</b>	<b>1,871</b>
<b>Expenditure split between 2015/16 and 2016/17</b>	<b>2015/16 £'000</b>	<b>2016/17 £'000</b>	<b>Total £'000</b>
Capital expenditure	585	686	<b>1,271</b>
Revenue expenditure	300	300	<b>600</b>
<b>Total Expenditure</b>	<b>885</b>	<b>986</b>	<b>1,871</b>

- 5.8 As highlighted in 3.21 above, that officers will ensure that any improvements will result in no net increase in revenue costs for the Council for the Orpington and Penge public realm projects.
- 5.9 TfL have provided £164k funding during 2014/15 to enable the design and development phase of the Beckenham Project to be undertaken.

## **6 LEGAL IMPLICATIONS**

- 6.1 The Site G scheme and the Council's objectives will drive the procurement methods. It is likely that any process will need to be compliant with the Public Contracts Regulations 2015.
- 6.2 The Director of Corporate Services is satisfied that, since the changing situation in the Town Centre has rendered a single comprehensive redevelopment of Site G impossible, it is appropriate for the Council now to proceed on the basis of a phased redevelopment of Site G in order to pursue the objectives of the AAP.
- 6.3 In the coming months, agreements will be drawn up with London Councils and the GLA, agreeing the detailed delivery schedules, milestones, outputs and expenditure for all elements of the New Homes Bonus and High Street Fund allocations programme.

## 7 PERSONNEL IMPLICATIONS

- 7.1 It is intended to use part of the revenue funding from the New Homes Bonus allocation to appoint two development planners on fixed term contracts up to April 2017 to facilitate the delivery of the projects. There is an existing job description for Planners which is graded BR6 -BR13 and will be used to advertise these posts.
- 7.2 The posts will initially be offered to staff in the redeployment pool, before being advertised internally to all staff. If we are unable to recruit staff who are sufficiently skilled to undertake these roles, the posts will be advertised externally via the Bromley website.

<b>Non-Applicable Sections:</b>	Legal and Personnel Implications
Background Documents: (Access via Contact Officer)	NA

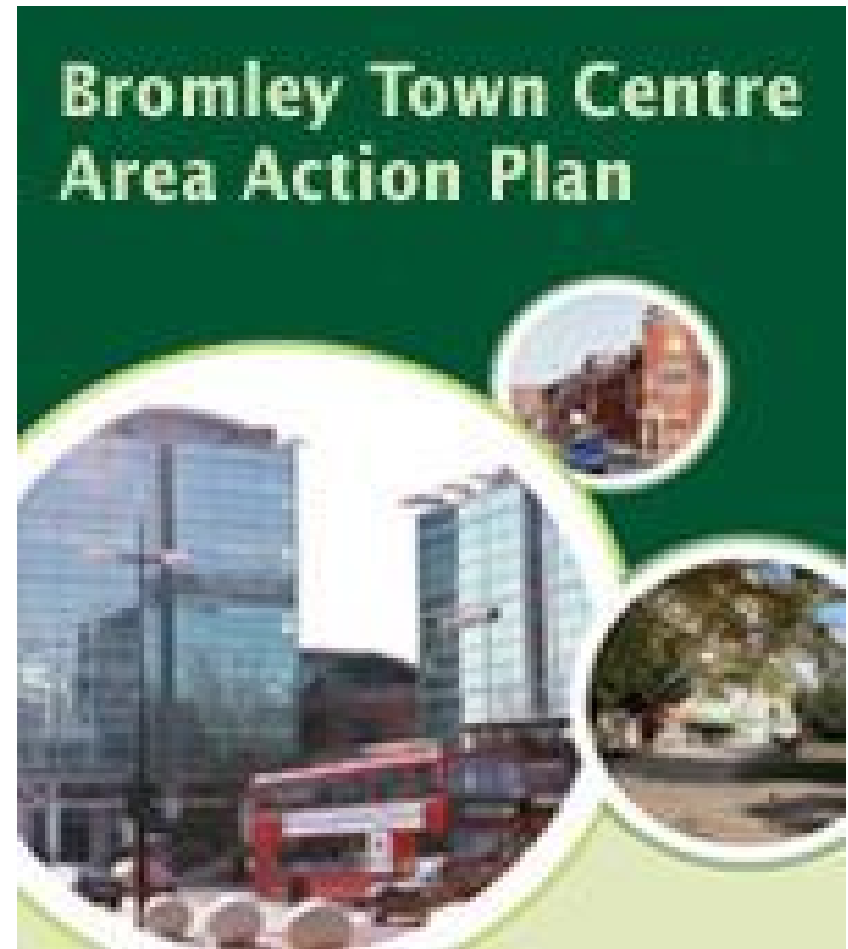


# Bromley – A Planned Approach To Development

## Site G Update

# A planned approach to development

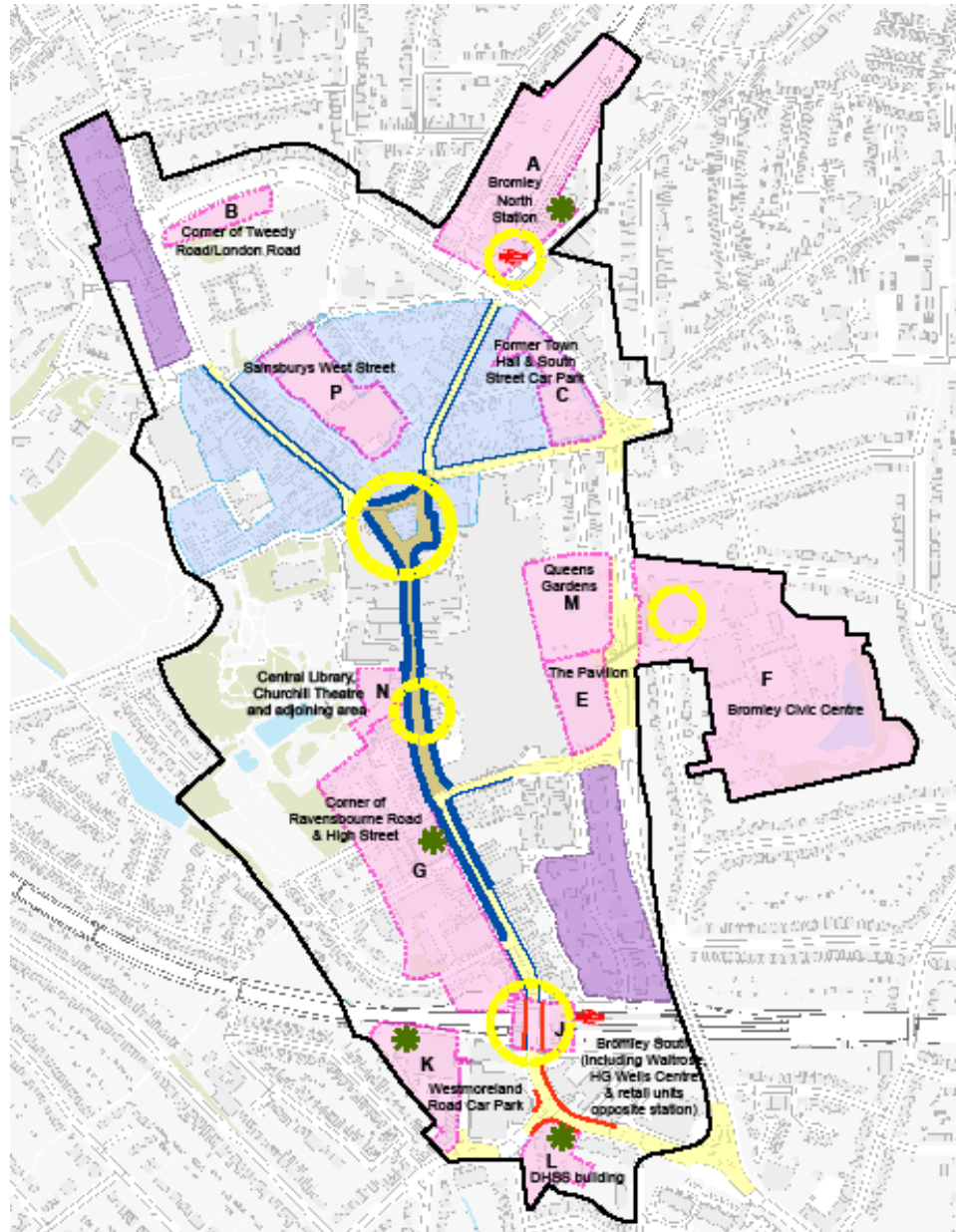
- Consists of 12 Opportunity sites, to be delivered over 3 five year phases throughout 2010-25.
- Sets the framework for long term planning & delivery.
- Underpinned by a full analysis and evidence base.
- Adopted following a Public Inquiry in Oct 2010.



# Bromley Town Centre Area Action Plan

Providing an additional:

- 42,000 sqm of retail floorspace
- 7,000 sqm of offices
- 5,000 sqm of leisure space
- 2,000 new homes
- 2,000 new jobs



# Progress To Date

- New £90m leisure quarter at Westmoreland Road (Site K)
- Planning permission granted for a mixed use office/residential scheme on 1 Westmoreland Road(Site L)
- Five new restaurants on the terrace adjacent to Queens Gardens.(Site M)
- Old Town Halls, a new £24m 4 star hotel, conference, leisure and residential scheme. (Site C)
- £5.5m public realm improvements to Bromley North Village;
- £2m Improvements to Bromley South Station (Site J);
- Planning permission granted for £17m investment in a new boutique cinema and internal restructuring at the Intu (Glades) shopping centre.



# Opportunity Site G - AAP Policy Objectives



- Major comparison retail expansion site 20,000 sqm
- **Up to 1,108 residential units**
- **5,000sqm food and beverage**
- **2,000 sqm community use**
- Up to 1200 car spaces

# Muse Development Proposal

- Initial soft market testing 2012.
- Formal Procurement 2012/13.
- MUSE Development Submission May 2013.
- Agreement to Develop Options July 2013.
- Formal Rejection of Option November 14.
- Review of Development Options.



# Revised Phased Development Plan

## Why is it needed ?

- Retail led scheme not viable given development costs and forecasted commercial returns.
- Ringers Road Development limits ability to deliver comprehensive redevelopment of Site G.

## Land Acquisition Approach

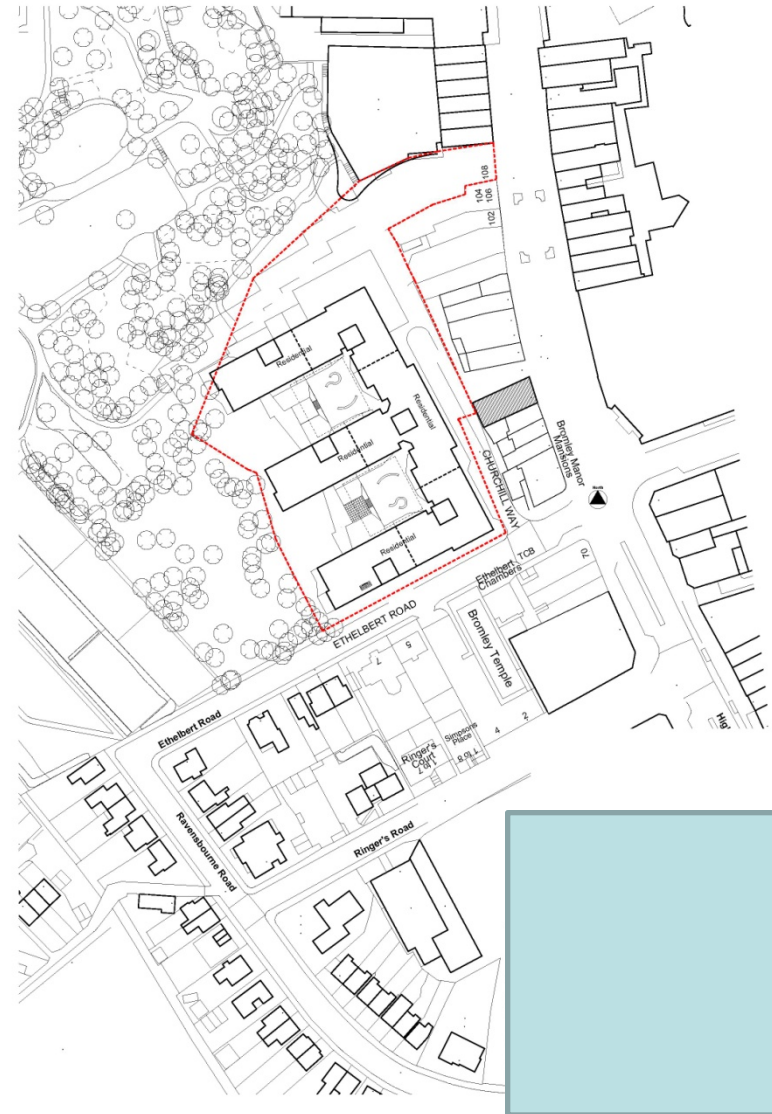
- 40+ Leasehold Interests, Town Church and 2 Commercial leases.
- If approved the Council will commit to purchase all land interests in red line site at market value.





# Revised Town Centre Development Strategy

- Retail expansion to focus on extension of INTU Centre.
- Phased Mixed/Residential development on Site G
- High Street Refurbishment
- **Key Development Objectives :**
  - Design Excellence
  - Enhanced Community facilities
  - Increased/enhanced Park Area
  - New town square
  - Enhanced access to Civic Facilities
  - Enhance Conservation Area
  - Range of Housing tenures
  - Integrated design and commercial floorspace
  - Active Community Engagement



# Next Steps and Indicative Timeline

- Executive Approval of Revised Development Strategy  
Spring 15
- Prepare Tender Documentation Summer 2015
- Executive Approval Autumn 2015
- Procure Development Partner Winter 2015
- Executive Approval of Scheme Spring 2016
- Submit Planning Application accompanied by an illustrative Master Plan for the rest of Site G and  
Prepare Compulsory Purchase Order Summer 2016
- Secure Planning Consent Spring 2017
- Compulsory Purchase Inquiry Autumn 2017
- Commence Development Spring 2018
- Completion Winter 2019

# Next Steps – Community Engagement

## Design Process

- Full engagement of the Community Stakeholders in any design development process, both pre & post planning.
- To include regular design workshops, newsletter and dedicated web page.
- Named officer responsible for Community Liaison.

## Acquisitions

- Allocated resource to deal with any property related queries and requests for sale of property interests at market rates.

**Section on Feedback from recent  
community workshop event from  
Tony Banfield Chairman of Bromley Society**

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Report No.  
DRR15/027

London Borough of Bromley

PART ONE - PUBLIC

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**Decision Maker:** **RENEWAL AND RECREATION POLICY DEVELOPMENT AND SCRUTINY COMMITTEE**

**Date:** **Wednesday 18 March 2015**

**Decision Type:** Non-Urgent                      Non-Executive                      Non-Key

**Title:** **PLANNING PERFORMANCE**

**Contact Officer:** Jim Kehoe, Chief Planner  
Tel: 020 8313 4794    E-mail: Jim.Kehoe@bromley.gov.uk

**Chief Officer:** Director of Regeneration & Transformation

**Ward:** (All Wards);

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1. Reason for report

Planning Performance issues were last reported to the Committee in November 2014. This report provides an update with progress on application processing and also refers to appeals and other issues raised by the Committee.

This report focusses on the following areas:-

- The Service by telephone;
- Planning application performance;
- Planning appeal performance.

---

2. **RECOMMENDATION(S) that:**

**Progress with Planning Application and Appeal Performance be noted.**

### Corporate Policy

1. Policy Status: Existing Policy
  2. BBB Priority: Excellent Council
- 

### Financial

1. Cost of proposal: Not Applicable
  2. Ongoing costs: Not Applicable
  3. Budget head/performance centre: Planning
  4. Total current budget for this head: £1.59m
  5. Source of funding: Existing Controllable Revenue Budget 2014/15
- 

### Staff

1. Number of staff (current and additional): 60fte (Excluding Building Control, Land Charges)
  2. If from existing staff resources, number of staff hours: 20
- 

### Legal

1. Legal Requirement: Non-Statutory - Government Guidance
  2. Call-in: Not Applicable
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): those projecting and commenting upon about 3,300 planning applications per year.
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: not applicable

## **2.1 Background**

Planning Performance issues were last reported to the Committee in November 2014. This report provides an update with progress on application processing and also refers to appeals and other issues raised by the Committee.

This report focusses on the following areas:-

- The Service by telephone;
- Planning application performance;
- Planning appeal performance.

## **3. COMMENTARY**

### **3.1 The Planning Service for telephone customers**

The new telephone system includes monitoring information. The performance over the year 2014 for the main enquiry number is about 75%. This demonstrates that the Planning's main enquiry team performance is close to the Council standard of answering 80% of calls within 30 seconds. In this period, the Planning team's performance was one of the highest measured performances in the Council.

The Planning main enquiry number (0208 313 4956) is the recommended first public contact point for Planning.

### **3.2 Planning Application Performance**

Planning application performance in the second half of 2014/2015 has improved relative to the first half, as shown in Appendix Two.

At the time of the last report to the Committee in November, we were about to reach the full staff complement after losing several staff in the summer. The fuller staffing level and the commitment of the teams has led to a performance improvement in the second half of the year, with the 'Major' and 'Other' categories much closer to the target. This is in the context of a 13% increase in applications determined compared with the year 2013/2014.

The Bromley rate of refused applications is around 25% compared with a national average of around 15%. No specific reason has been identified for this difference, which is a long term pattern. The most likely reason is the relatively demanding policies in the Development Plan.

At Planning Appeal, 44% of appeals were allowed in 2014/2015, compared with a national average of 34%. This is not an immediate problem but will continue to be monitored.

## **4. POLICY IMPLICATIONS**

None arising directly from this report

## **5. FINANCIAL IMPLICATIONS**

None arising directly from this report

## **6. LEGAL IMPLICATIONS**

None arising directly from this report

## 7. PERSONNEL IMPLICATIONS

None arising directly from this report

<b>Non-Applicable Sections:</b>	[List non-applicable sections here]
Background Documents: (Access via Contact Officer)	[Title of document and date]

## Appendix 1

### Planning Services Performance Levels

#### Telephone Customers:

The performance measure is to answer 80% of calls within 30 seconds.

<b>2014</b>	<b>Current Planning Performance</b>
2014/2015 to date	75.00%
Council Target	80.00%

## Appendix 2

### Planning Application Performance by Time Taken

<b>Year</b>	<b>Major</b>	<b>Minor</b>	<b>Other</b>
2014/2015 April - September	43%	42%	68%
2014/2015 October to date	55%	51%	75%
Target	60%	65%	80%

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## Chairman's Annual Report for the Renewal and Recreation PDS Committee

**Chairman:** Councillor Ian F Payne  
**Vice-Chairman:** Councillor Peter Dean

### 1. Introduction

The Committee will have met 5 times this municipal year. Each meeting has scrutinised the reports for decision by the Renewal and Recreation Portfolio Holder and considered policy development of key areas of the Portfolio. Alongside the elected Members on the PDS Committee we were also pleased to welcome a co-opted member from the Bromley Youth Council, Precious Adewunmi.

The Committee have monitored performance against the Renewal and Recreation Department's Building a Better Bromley priorities, namely

- Vibrant, thriving town centres
- Protection, conservation and enhancement of the natural and built environment
- Enhanced opportunities for leisure, recreation and the arts, and employment and skills

Areas that the PDS Scrutiny Committee have focused on are:

### 2. A new approach for Bromley Museum

As part of the £60 million savings required to be made within the next four years, the Executive Committee at its meeting on 14 January 2015, had identified the museum service as a budget cut for 2015/16. In this respect, R&R PDS Members considered a new approach to providing an improved quality heritage offer for residents, without an ongoing revenue requirement. Accommodating the Museum at Central Library which was situated in a good central location and provided disabled access, would attract more footfall to Bromley town centre.

After rationalisation, it was important to ensure that as many items as possible were accessible to view. One possible solution was to display some artefacts and paintings in houses and buildings open to the public, as well as in schools and other libraries. The Chairman confirmed that the Lubbock Gallery would display more artefacts from the Lubbock collection than are currently on display in the Avebury Gallery at the Priory.

Members were informed that some of the 20,000 objects and paintings should not have been acquired as they were irrelevant to the local history of the Borough and in this respect, a rationalisation process would be undertaken. A working group comprising the Council and volunteers from local history organisations is being formalised, to liaise on setting up mini displays for the new Museum. The proposals considered by Members were the start of a brand new and exciting chapter for Bromley Museum.

### **3. The future of Anerley Town Hall**

Members considered a report which outlined the current position at Anerley Town Hall and identified options for its future. The business aspect at the centre was not currently vibrant with occupancy in late November 2014 being recorded at 64%. Two rooms were unrentable due to underpinning issues and there were problems in resolving the subsidence issues. No wi-fi was installed (a must for modern-day business). There had been no rent increase since 2008. If funding could be obtained, there was huge potential to build a bigger and better business centre. With so many young people in the Borough, it made sense for the Council to consider this matter further.

In considering the options put forward, it was noted that if a 40 year lease was granted it would be the responsibility of the Crystal Palace Park Trust to market and develop the Centre and would give it time and opportunity to expand and grow. This was the preferred option chosen.

### **4. Library Service Strategy**

A library review had resulted in the closure of the Mobile Library and the merger of Penge and Anerley Libraries. Bromley Libraries opening hours were also reduced from 605 to 527.5 per week.

Due to the continued financial constraints faced by the Council, it was necessary for consideration to be given to the most cost-effective and efficient way of managing the borough's library service going forward. The report considered by Members outlined the strategy for taking the Library Service forward post completion of the baseline opening hours work stream. It also set out the detail behind the strategy which was underpinned by the development of community managed libraries and the exposure of the core library offer to the market for market testing.

### **5. Review of Bromley Town Centre Markets**

As requested by PDS Members in September 2014, a review of the current operation of the Bromley town centre market had been undertaken and proposals concerning its future development were submitted for consideration. The report also requested the drawdown of some initial seed funding to assist with development, planning and design costs.

It was resolved that the Portfolio Holder be recommended to authorise the drawdown of funds from a Section 106 Agreement earmarked for Town Centre improvements to assist with development, planning and design costs in support of proposed changes.

### **6. Town Centre Development and Planning**

Site A: Bromley North

Ongoing working with the Council to prepare, publish, consult upon and promote a new policy for the OSA site. It is proposed that this be dealt with in the forthcoming



Local Plan, as it is at an appropriate stage of development. Work had now been completed on the planned public realm improvements to Bromley North Village.

#### Site B: Tweedy Rd

The site remains being used as a (temporary) compound for storing materials and plant relating to Bromley North Village for a two year period.

#### Site C: Town Hall

Site allocated for a development comprising Hotel. Planning has now been submitted with the Council based on their proposal to convert the Town Hall to a hotel, conference centre and associated restaurants. They aim to open the hotel and conference centre in the Spring of 2016.

#### Site G: West of High Street

Major site in the AAP, officers are continuing to work with Developments on agreeing a viable scheme proposal and partnering arrangements that will deliver the Council's objectives.

#### Site K: Westmoreland Road car park

The proposal that Cathedral Group, as the developer, are working with includes a multi-screen cinema, 200 residential units, 130 bedroom hotel, restaurants and cafes, plus associated parking and public realm enhancements. Work is progressing in accordance with the programme plan and is due for completion by Autumn 2015.

#### Site L: Former DHSS

Telereal Trillium, the owners of the Crown Buildings have sold the site to the Education Funding Agency. The EFA are proposing to use the site to house a 3 form entry bi-lingual (French) primary school commencing in September 2014 as part of the Harris Academy Group.

## **7. Economic Development**

With the Government financial incentives impacting on the way Local Government will be funded in the future. It has introduced reforms to the collection and spending of business rates, with a focus on local retention (30%) to incentivise local authorities to financially bolster their economy and business rates base. In response to this and wider Planning issues the Council has aimed both at creating employment and economic growth in three growth areas, which are Bromley Town Centre, Biggin Hill and the Cray Business Corridor. The Homes Bonus for 2014/15 would total £1.74m for the Borough and would be used to fund projects for Penge Town Centre/Crystal Palace, place making at the Walnuts Centre and Orpington business enabling and support, Biggin Hill Aviation Technology and Enterprise Centre, and Lagoon Road Industrial Estate redevelopment.

## **8. Orpington Town Centre**

The owners of the Walnuts are on track to implement a comprehensive improvement programme for the Walnuts Shopping Centre which will see Crown Buildings redeveloped for additional retail floorspace and a cinema. The ballot of Business Rate payers to establish a Business Improvement District (BID) for Orpington town centre had been successful.

## **9. The Priory**

A number of surveys and investigations (including a full condition survey) revealed that there were a number of backlog maintenance issues affecting the total project cost of the work. As a result, project work has been delayed to enable a full range of options for the future of the Priory site to be considered and the business case for each of these to be reviewed so that a fully informed decision may be given full and proper consideration.

## **10. Beckenham**

Officers have been working on implementation of short term improvements to Beckenham Town Centre following the recommendations agreed by the Beckenham & West Wickham PDS Working Group. Funding has been successful to now commence a plan of improvements.

An update on the proposed Beckenham Town Centre Conservation Area Summary was considered. The Group heard that a consultation had been undertaken, regarding proposals for a conservation area in Beckenham. The response to this was generally positive. A report will go for decision to the Council's Development Control in early 2015.

## **11. Business Improvement District**

A Business Improvement District (BID) is now underway within Bromley Town Centre and looking to hold a vote in the Autumn of 2015.

Finally I wish to thank all the members of the Committee for an excellent year, a lot of work has been carried out, including lot of conversation and passion within this area of the Council. Also I would like to thank all the officers in the R&R Department, for not just their tireless work at the committee meetings, but the ongoing day to day work being carried out at a time of great pressure and economic challenge - you are all to be congratulated.

**Councillor Ian Payne**  
**Chairman, Renewal and Recreation PDS Committee**

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