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DATE: 7 June 2023

RENEWAL, RECREATION AND HOUSING INFORMATION BRIEFING

Meeting to be held on Thursday 15 June 2023

This briefing will only be debated if a member of the Committee requests a discussion be held, in which case please inform the Clerk 24 hours in advance indicating the aspects of the information item you wish to discuss. In addition, questions on the briefing should also be sent to the Clerk at least 24 hours before the meeting.

QUESTIONS ON THE INFORMATION BRIEFING

The Briefing comprises:

- 1 DIGITAL INFRASTRUCTURE WORK PLAN UPDATE (Pages 3 - 12)**
- 2 HOUSING ALLOCATIONS REVIEW BRIEFING PAPER (Pages 13 - 18)**
- 3 PROVISION OF LIBRARY SERVICE - CONTRACT PERFORMANCE REPORT (Pages 19 - 44)**
- 4 LEISURE CENTRE REDEVELOPMENT UPDATE REPORT (Pages 45 - 52)**

Members and Co-opted Members have been provided with advanced copies of the briefing via email. The briefing is also available on the Council website at the following link:

<http://cds.bromley.gov.uk/ieListMeetings.aspx?CId=559&Year=0>

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

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Report No.
HPR2023/025

London Borough of Bromley

PART ONE - PUBLIC

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

Date: **Thursday 15 June 2023**

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

Title: **DIGITAL INFRASTRUCTURE WORK PLAN UPDATE**

Contact Officer: Ose Akpom, Economic Development Manager
E-mail: ose.akpom@bromley.gov.uk

Chief Officer: Director of Housing, Planning, Property and Regeneration

Ward: All Wards

1. Reason for decision/report and options

- 1.1 The Digital Infrastructure Work Plan (DWP) was adopted by the Council in February 2021 (Report No. DRR20/017 approved by the Executive on 10th February 2021). This report provides an update on progress of digital connectivity within the borough.
- 1.2 A 'for information' update on the Digital Infrastructure Work Plan is provided to RR&H PDS quarterly.

2. **RECOMMENDATION(S)**

This information report is to provide an update only.

That Members of the Renewal, Recreation and Housing PDS:

- 2.1 Review the content contained within the report, which sets out progress in relation to the delivery of the Digital Infrastructure Work Plan within the borough.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Improved digital infrastructure will create opportunities with regards to work, education and access to public services. This will be supported by ICT training for residents at the Council's libraries and resource shops.
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Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority (delete as appropriate):
 - (1) For children and young People to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (3) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper.
 - (4) For residents to live responsibly and prosper in a safe, clean and green environment great for today and a sustainable future.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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Financial

Cost of proposal: No Cost

2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: Culture and Regeneration – Economic Development
 4. Total current budget for this head: £127k
 5. Source of funding: Existing Revenue budget. Future investment will be sourced from grant funding
-

Personnel

1. Number of staff (current and additional): 1
 2. If from existing staff resources, number of staff hours: 28 p/w
-

Legal

1. Legal Requirement: None
 2. Call-in: Not Applicable – No Executive decision.
-

Procurement

1. Summary of Procurement Implications: None
-

Property

1. Summary of Property Implications: None
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: Digital connectivity is a growing necessity and the proposals support digital inclusion. With better access to high speed, reliable broadband or mobile connections; residents and businesses can access public/Council services more conveniently/efficiently or purchase goods online at a lower cost. People can work from

home, reducing the necessity for travel and commuting to minimise their carbon footprint. Businesses can grow, become more productive and make goods available online. The improved digital infrastructure will also support any future developments to improve the management of Council services such as libraries, environmental monitoring for air quality, flooding, pedestrian flow or parking spaces.

Impact on the Local Economy

1. Summary of Local Economy Implications: A significant positive impact on the local economy is anticipated, due to the improved digital connectivity for residents, businesses & visitors; including additional digital infrastructure investment attracted to Bromley. These measures will serve to future-proof Bromley.
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Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: Being digitally inclusive means barriers to digital access that can cause digital poverty and negatively impact health & well-being, are removed for all social groups; so that access to use of information & communication technologies are experienced by all. This includes access to civic participation, education, healthcare, skills, training, home-working; as well as the purchase of goods conveniently online at a lower cost and generally communicating with others (particularly those who are vulnerable, isolated and quarantining family and friends).
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Customer Impact

1. Estimated number of users or customers (current and projected): All persons in Bromley who use internet or mobile products and services including in the workplace and at home.
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: N/A – This is an information only update on the approved Digital Infrastructure Work Plan.

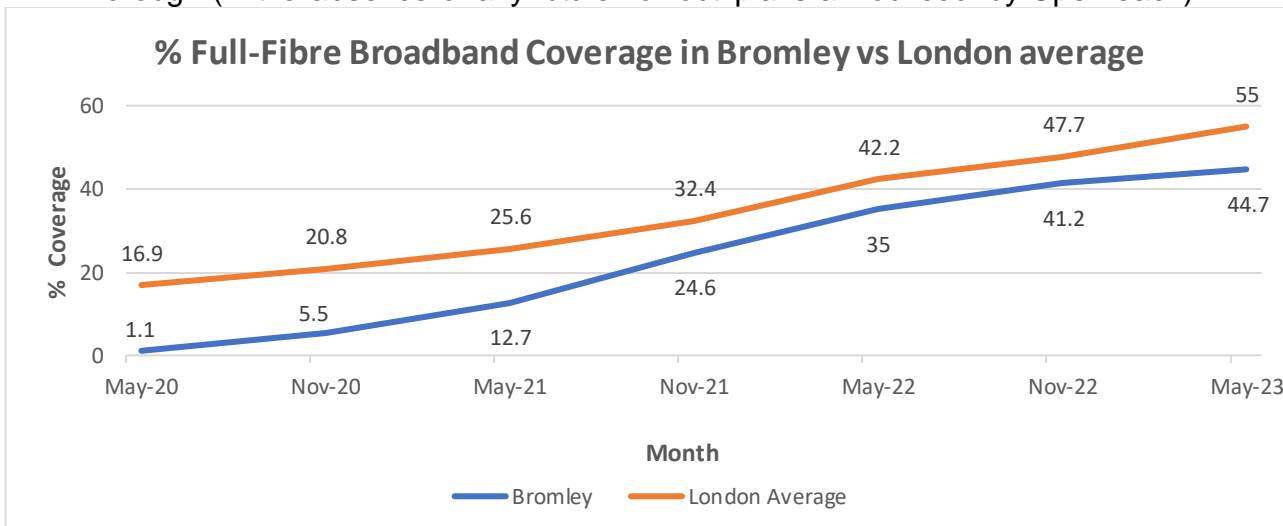
3. COMMENTARY

- 3.1 In February 2021, members of the Executive approved the Digital Infrastructure Work Plan (DIWP), which sets out a way to move forwards and improve Digital Connectivity within the borough in support of the government's aims for the benefit of Bromley residents and businesses.
- 3.2 Digital connectivity is critical for the ongoing social and economic prosperity of Bromley. Interventions continue to be made by the Council through the DIWP, in order to support the roll-out of gigabit capable connectivity (internet speeds of over 1 gigabit per second), notably through facilitating the development of:

- Full-fibre to the premises broadband (FTTP)
- 4G and 5G mobile networks

Full-Fibre To The Premises Broadband (FTTP)

- 3.3 The Council's Memorandum of Understanding (MOU) with Openreach has expedited their initial 'Fibre First' commercial roll-out, which has resulted in the upgrade of 5 local exchanges in Bromley (i.e. Farnborough, Orpington, Biggin Hill, Chislehurst and Hayes Common) to full-fibre to the premises broadband. The 4 remaining local exchanges (ie. Bromley Central, Beckenham, Sydenham and West Wickham) were not announced for upgrade during this initial roll-out by Openreach.
- 3.4 Publicly available data on full-fibre broadband coverage across the borough (from the ThinkBroadband website), currently shows an increase from 1% in May 2020 (prior to the MOU and Openreach rollout) to almost **45%** in May 2023 (an increase of over 3% during the past several months since November 2022). The corresponding average coverage across London during the same period, shows an increase from 17% in May 2020 to almost 55% in May 2023. This highlights the significant progress made in Bromley over the past 3 years to narrow the gap in coverage with other boroughs.
- 3.5 However, it should be noted that the rate of increase in the deployment of full-fibre broadband within Bromley has shown a recent reduction, in comparison with previous figures reported and the London average overall (see graph below). This decreased level of activity coincides with the completion of the initial full-fibre roll-out programme by Openreach. It also suggests that alternative approaches should be adopted to implement the required connectivity across the Borough (in the absence of any future roll-out plans announced by Openreach).



Source: ThinkBroadband

- 3.6 Momentum on full-fibre broadband infrastructure needs to be maintained in Bromley to keep pace with other London boroughs, who have benefited from additional infrastructure networks from alternative providers. For example, in other boroughs where Councils maintain ownership of their social housing units, they are more readily able to provide the necessary master wayleave agreements for their residential buildings. Consequently, this has encouraged investment in full-fibre upgrades to multi-dwelling units/MDUs by other providers such as Community Fibre. Unlike some other boroughs, nearly all the full-fibre broadband availability in Bromley so far, is due to the initial Openreach rollout programme (Openreach provides approximately 50% of the full-fibre coverage by providers across the London boroughs).
- 3.7 Another key contributing factor that has led the deployment of significant amounts of full-fibre broadband infrastructure in other boroughs, has been the development of their **dark-fibre** (private) network infrastructure. This has been enabled through grant funding made available to Councils for investment in their public sector assets (e.g the Strategic Infrastructure Pool/SIP & Strategic Investment Fund/SIF). The additional full-fibre broadband infrastructure capacity produced from the dark-fibre in turn generates additional commercial investment to further expand the network for the benefit of other businesses and residents. This is because the dark-fibre extensions led by the boroughs themselves resolve financial viability issues for the providers in geographical areas that are harder to reach.
- 3.8 Council officers have been working proactively with the broadband network infrastructure build teams at Openreach to identify any multi-dwelling units or commercial business/industrial parks in their planning stages. The objective is to investigate local sites that may be potential candidates for future upgrades, as part of their multi-dwelling/occupancy unit roll-out plans. Any additional infrastructure deployed at these sites will also provide opportunities for other service providers to offer their services through the Openreach open access arrangements in place.
- 3.9 In addition to facilitating opportunities for negotiations taking place between infrastructure providers and the local social housing landlords of multi-dwelling units/MDUs (residential blocks); the Council has also been continuing to engage with Community Fibre in relation to their recent proposal to upgrade **approximately 50,000** single-dwelling units/SDUs (houses) in key areas across Bromley during this initial year of their SDU programme. The aim is to ensure that relevant Council teams continue to support Community Fibre to deploy the enhanced digital infrastructure to homes, along with any local businesses that may benefit from the new infrastructure, as quickly as possible. Community Fibre are proposing to make use of the existing Openreach ducts and poles network infrastructure where possible. This will be facilitated by the current Openreach Physical Infrastructure Access/PIA open access arrangements in place; which will minimise the amount of additional civil/construction works and disruption experienced. Discussions are also taking place to investigate the upgrade of broadband infrastructure at sites with higher concentrations of businesses (eg local business/industrial parks and town centres).
- 3.10 The Council has recently submitted a proposal to GLA to access up to **£1m** from their Strategic Investment Fund (SIF). The funding is available to target investment by broadband infrastructure providers to develop full-fibre infrastructure by connecting Council sites, or building assets via a local **dark-fibre** network. It will also enable the identified infrastructure provider to commercialise the additional full-fibre capacity and passive infrastructure deployed under this project. This will stimulate further commercial investment to increase the coverage for residents or businesses. The project will increase the speed and connectivity at key Council owned sites to improve productivity, increase the range of digital services, reduce costs and future-proof the Council to make better use of Smart/IOT technology. It will also help to increase the general full-fibre footprint across the borough and address gaps in connectivity at key or strategic locations. The project is subject to approval by GLA (anticipated in May 2023), along with a review of the committee report on SIF by the RRH PDS Committee in June; prior to

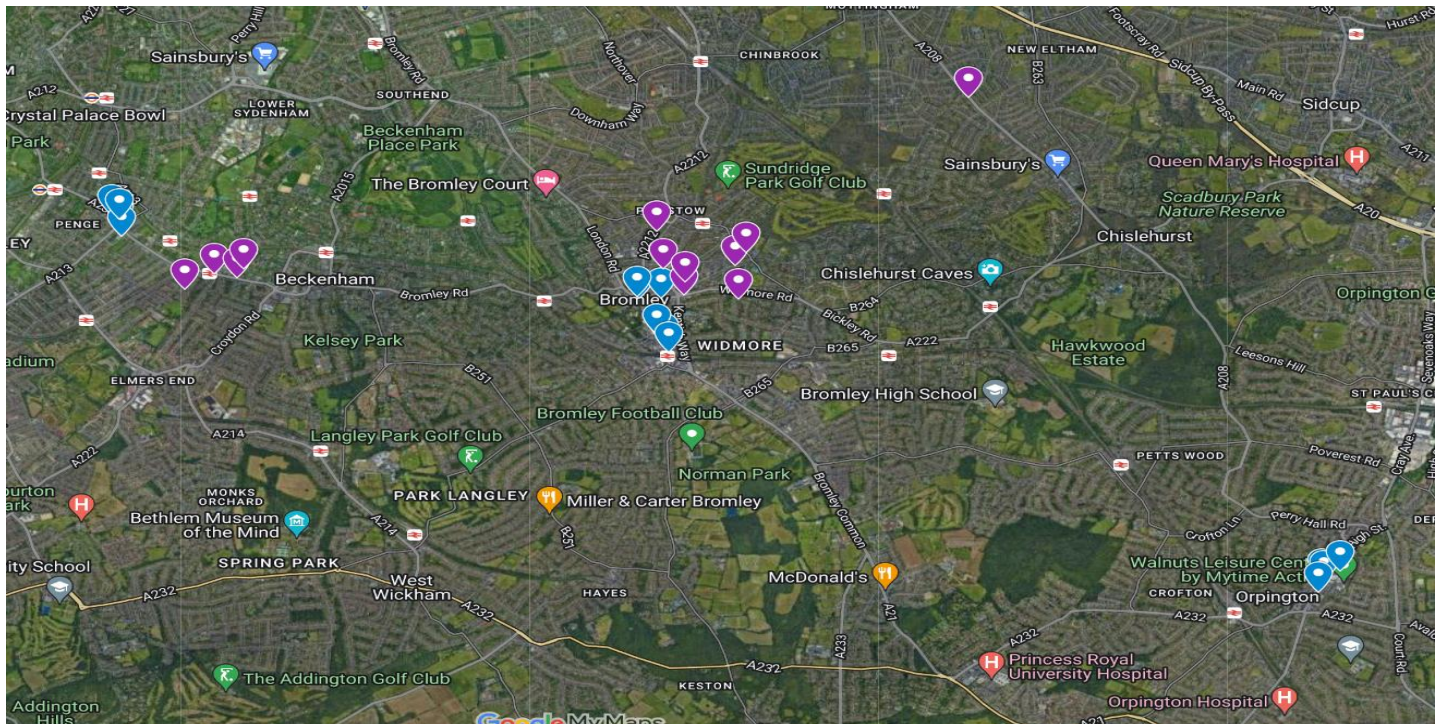
approval by Executive Committee in July 2023.



3.11 The findings from the recent BDUK Public Review/Consultation (Project Gigabit) about gigabit broadband availability across London have been recently published. The results confirm the many **premises at key postcode locations in Bromley** previously identified and reported by the Council (and other local stakeholders) as having gaps in gigabit coverage, in response to the consultation. These ‘Gigabit White’ **premises** at these postcode locations are currently identified for additional full-fibre broadband investment by BDUK, since there are presently no plans for full-fibre upgrades by infrastructure providers within the next 3 years. However, some premises at other local postcode locations have been identified as ‘Gigabit Under Review’; as there are current or planned commercial broadband coverage by providers (but their build plans have not been verified by BDUK as yet).

4G & 5G Mobile Networks – Small Cells on Lamp Columns Infrastructure

3.12 To attract MNOs to improve mobile coverage in the borough, Bromley was one of the first local authorities to develop its own Bromley Digital Infrastructure Toolkit, which includes an Open Access agreement (in line with the Digital Infrastructure Toolkit published by DCMS). There are currently agreements between Bromley and 4 mobile small cell infrastructure providers (i.e Freshwave, Cellnex, BT/EE and Ontix). The deployment is totally commercially driven and depends on the demand expressed by the MNOs to mobile small cell infrastructure providers.

3.13 The **14** original 4G/5G mobile small cells were deployed by Freshwave at high street locations in 3 local town centres (i.e Bromley Town Centre, Penge and Orpington) during the initial year in 2021/22. The latest **13** 4G/5G mobile small cells are presently being deployed by Freshwave to increase the coverage and capacity across town centres (including Beckenham town centre) by July 2023. The map below shows the location of the 4G/5G mobile small cells.



Key	
4G/5G Mobile Small Cells Existing (14)	
4G/5G Mobile Small Cells In-progress (13)	

3.14 The Council has received a total of **£15,350** in income from Freshwave for the deployment of the above 4G/5G mobile small cells (in accordance with the guidance from DCMS). The breakdown is as follows:

- a one-off expression of interest fee of **£3,100** in FY 2021-22 (i.e £1,700 project co-ordination fee plus £1,400 which is based on £100 per piece of apparatus/small cell initially proposed),
- a recurring annual income of **£4,200** for the initial 14 cells in FY 2021-22 (i.e £300 for the 1st cell on an urban column site and £250 for the 2nd cell on an urban column site)
- a recurring annual income of **£4,200** for the initial 14 cells in FY 2022-23
- a recurring annual income of **£3,850** for the latest batch of 13 cells in FY 2022-23

4G & 5G Mobile Networks – Macro Cells on Masts & Towers Infrastructure

3.15 Cellnex UK have recently obtained planning approval to install **2 new masts** in the Anerley/Penge area. The aim is to improve 4G/5G mobile connectivity for both mobile phone users on Network Rail mainline trains (e.g London to Brighton Mainline railway), as well as residents and businesses in the surrounding area. This follows earlier engagement with the Council, including support from the Economic Development and Planning teams. Further to the initial guidance received, pre-applications for the required infrastructure were submitted by Cellnex UK in March 2022. The pre-application report recommendations were addressed, prior to the submission of the full planning applications in February 2023 with the approvals granted in April 2023.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

- 4.1 Improving digital connectivity throughout the borough will increase the availability of online services to a wider audience, including those vulnerable adults and children.
- 4.2 Improving the reliability and speed of broadband connections, particularly in wards where there are indices of deprivation including to public services, will support better access to online services. This will be supported by ICT training for residents at the Council's libraries and resource shops

5. TRANSFORMATION/POLICY IMPLICATIONS

- 5.1 Making Bromley Even Better Priorities supported include: (i) For children and young People to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home; (ii) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices; (iii) For people to make their homes in Bromley and for business, enterprise and the third sector to prosper; (iv) For residents to live responsibly and prosper in a safe, clean and green environment great for today and a sustainable future; (v) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents

6. FINANCIAL IMPLICATIONS

- 6.1 There is no direct financial implication to this report, the report is for information and provides progress updates on the Digital Infrastructure works

7. LEGAL IMPLICATIONS

- 7.1 Members of the Renewal, Recreation and Housing PDS are requested to review this report, which sets out progress in relation to the delivery of the Digital Infrastructure Work Plan within the borough of Bromley. In accordance with Part 4 of the Constitution, the Terms of Reference of this Committee includes, “The development of the Council’s plans within the policy framework that make up this portfolio and exploring whether such plans are being achieved effectively.”
- 7.2 The Digital Infrastructure Work Plan (DIWP) is comprised of the Bromley Digital Infrastructure Toolkit and a Memorandum of Understanding with Openreach which detail the policies and processes to facilitate deployment of digital infrastructure in the borough. There are no immediate procurement issues as LBB are conferring rights rather than procuring services.
- 7.3 The property agreements that the Council agree with communications network operators which give them rights to access its land and buildings for network installation and maintenance are regulated by the Electronic Communications Code (the Code), as set out in Schedule 3A of the Communications Act 2003. Any works and improvements must also comply with any relevant highways, planning and other legislation.

8. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

- 8.1 Digital connectivity is a growing necessity and the proposals support digital inclusion. With better access to high speed, reliable broadband or mobile connections; residents and businesses can access public/Council services more conveniently/efficiently or purchase goods online at a lower cost. People can work from home, reducing the necessity for travel and commuting to minimise their carbon footprint. Businesses can grow, become more productive and make goods available online. The improved digital infrastructure will also support any future developments to improve the management of Council services such as environmental monitoring for air quality, flooding, pedestrian flow or parking spaces.

Detail here any environmental, social or economic implications that have been considered as part of this proposal. This section should consider requirements of the 2012 Public Services (Social Value) Act if procuring goods or services. Authors should detail how the recommendations in this report will lead to a positive impact in terms of the Council’s Carbon Reduction ambitions.

9. IMPACT ON THE LOCAL ECONOMY

- 9.1 A significant positive impact on the local economy is anticipated, due to the improved digital connectivity for residents, businesses & visitors; including additional digital infrastructure investment attracted to Bromley. These measures will serve to future-proof Bromley; since a healthy economy is becoming increasingly hinged upon digital infrastructure that enables businesses or residents to access fast, reliable and high-capacity internet, which facilitates increased productivity, alongside a wider range of services/applications. Moreover, research has shown that access to affordable gigabit capable connections could see SME productivity increase by 7-10%. Federation of Small Businesses (FSB) found that 94% of small business owners rate a reliable broadband connection as critical to the success of their business. With house prices already affected by connections to higher broadband speeds (and increased agile/home-working); it is expected that demand for faster connections will affect where people choose to live and work, or where businesses/developers choose to invest. Mobile broadband is generally associated with positive impacts, such as higher GDP, along with increased employment. Increased broadband speeds could add £17 billion to UK output by 2024.

10. IMPACT ON HEALTH AND WELLBEING

10.1 Digital connectivity is a growing necessity, with better access to high speed and reliable broadband and mobile connections, residents can access public services more conveniently and purchase goods online at a lower cost. People can work from home, reducing the necessity for travel and commuting; business can grow, become more productive and make goods available online. Improved connectivity is also linked to improved tourism, as people can find out more information about local places, share experiences on social media. With services (including the Council's) increasingly moving online, access to fast and reliable internet connections is a social issue as well as an economic one, with insufficient provision of infrastructure having potentially detrimental effects on individuals and households. Being digitally inclusive means barriers to digital access are broken down for all social groups and access to use of information & communication technologies are experienced by all. This includes access to civic participation, education, healthcare, skills, training and generally communicating with others. Greater digital connectivity allows for enhanced communication with potentially vulnerable, isolated and quarantining family and friends. Exclusion of any of these can cause significant and obvious social disadvantages, known as digital poverty. Official guidance from Ofcom has also been published clarifying the nature of the mobile technology in use and its compliance with guidelines on International Standards (which have also been endorsed by Public Health England).

11. CUSTOMER IMPACT

11.1 All persons in Bromley who use internet or mobile products and services including in the workplace and at home.

Non-Applicable Headings:	Personnel Implications; Ward Councillor Views; Procurement Implications; Property Implications
Background Documents: (Access via Contact Officer)	Digital Infrastructure Work Plan (Report No. DRR20/017) - Tuesday, 2nd February 2021

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Report No.
HPR2023/043

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: RENEWAL, RECREATION AND HOUSING PDS COMMITTEE

Date: Thursday 15th June 2023

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

Title: HOUSING ALLOCATIONS REVIEW BRIEFING PAPER

Contact Officer: Lynnette Chamielec – Assistant Director of Housing
Tel: 0208 313 4009 E-mail: Lynnette.chamielec@bromley.gov.uk

Chief Officer: Sara Bowrey, Director of Housing, Planning and Regeneration
Tel: 0208 313 4013 Email: sara.bowrey@bromley.gov.uk

Ward: All

1. Reason for report

- 1.1 The current Allocation Scheme was first published in 2012, amended in 2015 and the last formal update made in 2017 following the introduction of the Homelessness Reduction Act (2017). In order to ensure that the Scheme is contemporary and meets all current legislative requirements a review of the Council's Allocations Scheme was approved in November 2022.
 - 1.2 In order to let accommodation, the Council Bromley currently operates a choice-based lettings system with some direct lets. A review of this system is also being undertaken in conjunction to the Allocation Scheme review.
 - 1.3 This report provides an update on progress made, proposed delivery model and indicative project delivery timescales.
-

2. RECOMMENDATION(S)

- 2.1 That Members of the Renewal, Recreation and Housing PDS Committee note the content contained within the report.

Impact on Vulnerable Adults and Children

1. Summary of Impact: The Allocation Scheme ensures that the Council is able to meet its statutory responsibilities in respect of housing. That priority for housing is fairly and consistently prioritised in accordance with all legal and statutory responsibilities.
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Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority (delete as appropriate):
To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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Financial

1. Cost of proposal: Not Applicable:
 2. Ongoing costs: Not Applicable:
 3. Budget head/performance centre: Operational Housing
 4. Total current budget for this head: £7,262k
 5. Source of funding: 2023/24 revenue budget
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Personnel

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

1. Legal Requirement: None, information item.
 2. Call-in: Not Applicable: Information Briefing
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Procurement

1. Summary of Procurement Implications: None, information item.
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Property

1. Summary of Property Implications: None, information item.
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: None, information item.
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Customer Impact

1. Estimated number of users or customers (current and projected): More than 5,000 households' approach with housing difficulties which could lead to homelessness each year. At present there are just under 3000 households included on the Housing Register. There are currently approximately 1500 households in Temporary Accommodation these are predominantly located outside the borough. This includes c.1,100 households in costly nightly paid Temporary Accommodation. It costs the Council an average of £7,110 per household in Nightly Paid accommodation, this in turn puts a strain on LBB's budgets which impacts on other services.
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: This is an information only update however all Councillors will be able to participate in the formal consultation once it goes live.

3. COMMENTARY

3.1 The Council has engaged Campbell Tickell in order to provide consultancy services and make recommendations.

To date the work completed so far includes:

An inception meeting which explored the position Bromley is in.
A gap analysis of the current allocation scheme.
Initial meetings with Legal Services, the Comms Team and Senior Managers within Housing.
A series of policy discussions with the service including discussions around inclusions, exclusions, banding and resources.
Drafting of the proposed Scheme commenced w/c 22/05/23
Delivery Timeline Finalised – provided in Appendix 1.

3.2 A lawful and contemporary Allocation Scheme and an associated method for allocation is essential in allowing the Council to not only meet its statutory responsibilities but also in allowing us to manage expectations, make best use of resources, minimise use of temporary accommodation and encourage engagement with other Housing Providers.

3.3 Campbell Tickell have carried out a gap analysis of the existing Allocation Scheme and have identified a number of areas that require updating and amending. These include:

- Legislative updates – such as the Data Protection Act 2018 and contained within the General Data Protection Regulation 2018 (GDPR) and the Domestic Abuse Act 2021.
- Requirements for tenants as the Council now once again has its own housing stock and tenants.
- Adjustments to the priority awarded to homeless households in order to support a reduction in the use of temporary accommodation.

3.4 Discussions have been held by Officers as to the merits of the existing Choice Based Lettings Scheme. In May 2023 Campbell Tickell carried out research:

- They contacted 64 local authorities across the SE England.
- 5 have yet to respond.
- 59 responded and 56 of them use choice-based lettings
- 3 do not use choice-based lettings.

3.5 Whilst officers were keen to explore a direct let only method the evidence gathered would suggest that this is very labour intensive and is not an approach favoured by the majority of Housing Providers. However a hybrid of both direct offers and choice based lettings when an applicant bids for accommodation is feasible. Direct offers require the Council to give the applicant choice based in their application; such as areas of preference and property type. Offers are based on these preferences and refusals often lead to discussions on the suitability of the offer which can be time consuming. With a staff team already stretched, this was felt possible for the top band and even the one under it, allowing officers to target moves for those in the greatest need but not for all 4 bands.

- 3.6 Whilst the Council now owns accommodation once more the numbers at this stage are very small and it will be a number of years before these increase. The number of new lets and relets expected over the next 10 years will not be considerable. The current allocation scheme does not allow applicants who are adequately housed to be included on the Housing Register, and the service does not believe this should change. However as a landlord, the Council must consider what opportunities it allows to its own tenants for social mobility.
- 3.7 As part of the Scheme review consideration will also need to be given to the Council's Housing IT systems and their ability to support any proposals. Further details will be made available to Members in due course.
- 3.8 The current staffing team is incredibly lean. The initial review of the Scheme has identified areas of potential opportunity and risk which will need to be considered in line with the resourcing available to proactively manage the function of the Scheme going forward. For example, the Housing Register team currently consists of 2 x Housing Register Officers and a Team Manager. There are 6 Allocations Officers (one of whom is on a fixed term contract which expires in late 2023) and a Team Manager. Greater resourcing within these areas would allow for a robust annual review of all those included on the Register, greater pre-allocation checks to ensure that any changes of circumstances are correctly addressed and enhanced support and assistance to ensure that offers are made and accepted.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

- 4.1 More than 5,000 households' approach with housing difficulties which could lead to homelessness each year. There are currently approximately 1500 Bromley households in Temporary Accommodation these are predominantly located outside, the borough. This includes c.1,100 households in costly nightly paid Temporary Accommodation. It costs the Council an average of £7,110 per household in Nightly Paid accommodation, this in turn puts a strain on LBB's budgets which impacts on other services.
- 4.2 Included in the review of the Allocations Policy, officers will complete an exercise to assess the impact of any changes to our live waiting list and undertake an Equality Impact Assessment.

5. TRANSFORMATION/POLICY IMPLICATIONS

- 5.1 In accordance with the Housing Act 1996 Housing Authorities are required to have an Allocation Scheme for determining priorities and for and for defining the procedures to be followed in allocating housing accommodation; and they must allocate in accordance with that scheme. This is required regardless of whether or not they own their own housing stock or contract out the delivery of any of their allocation functions.

6. FINANCIAL IMPLICATIONS

- 6.1 No direct financial implications to this report, this report is for information and asks members to review the contents. The report sets out the progress made so far on the review of the Council's Allocations Policy.

7. LEGAL IMPLICATIONS

- 7.1 Every local housing authority in England must have a scheme (their "allocation scheme") for determining priorities, and as to the procedure to be followed, in allocating housing accommodation. The scheme must comply with requirement set out within part VI of the Housing Act 1996 and have regard to statutory guidance. When an updated scheme is produced, by the external consultants commissioned to undertake the work, it will need to be reviewed to ensure legal compliance.

Non-Applicable Headings:	Procurement Implications, Property Implications, Carbon Reduction/Social Value, Personnel
Background Documents: (Access via Contact Officer)	[Title of document and date]

PROPOSED TIMELINE

Date	Meeting	Action
16th May 2023	PSG Meeting	To confirm preferred approach for way forward e.g. blended CBL approach or direct offer only. Also to identify and establish ongoing resource.
20th May	N/A	CT to provide market research supporting information to aid decision making.
2nd June	N/A	Final presentation to be circulated to members via DS
15th June	RR&H PDS	Paper to be made available to Members.
16th June	N/A	CT to provide first draft allocations policy
19th June	N/A	First draft to be issued to legal for due diligence and approval
26th June	N/A	Final draft policy received back from Legal.
28th July	N/A	Paper and draft allocations policy to be issued to Democratic Services for circulation
9th August	Executive	To seek approval to proceed with consultation
**8 Weeks consultation – Commence 14th August – Closes 9th October **		
** 2 weeks to review findings of consultation, produce final document and covering report**		
3rd November	N/A	Final documents to be sent to democratic services for circulation to members
15th November	RR&H PDS	Approve final documents
17th November	N/A	Documents to be provided to democratic services for circulation to executive
29th November	Executive	Approval of final documents
1st December	N/A	Documents to be provided to democratic services for circulation to Full Council
11th December	Full Council meeting	Final approval
1st January-31st March	N/A	IT/Recruitment/Staff training/Website/Communications
1st April 24	N/A	GO LIVE

Report No.
HPR2023/024

London Borough of Bromley

PART ONE - PUBLIC

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

Date: **Thursday 15 June 2023**

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

Title: **PROVISION OF LIBRARY SERVICE - CONTRACT
PERFORMANCE REPORT**

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Chief Officer: Director of Housing, Planning, Property and Regeneration

Ward: All Wards

1. Reason for decision/report and options

- 1.1 In line with Contract Procedure Rules 23.2-6 this information briefing provides an update to Members on the performance of Greenwich Leisure Limited (GLL) relating to the provision of the Library Services Contract. The value of the contract over a ten-year period is currently £41,260,703.
 - 1.2 The report details how the contract has delivered the service in line with the contract specification and includes full analysis of the key performance indicators since the last report was presented in November 2022.
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2. **RECOMMENDATION(S)**

- 2.1 The Renewal, Recreation & Housing Policy, Development and Scrutiny Committee is asked to note the performance of the Contractor since the last service performance report was presented in November 2022.

Impact on Vulnerable Adults and Children

1. Summary of Impact: The contract has been designed to ensure that the existing levels of service are protected with scope for ongoing development to improve the outcomes for vulnerable adults and children.
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Transformation Policy

1. Policy Status: Existing Policy:
 2. Making Bromley Even Better Priority (*delete as appropriate*):
 - (1) For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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Financial

1. Cost of proposal: No Cost:
 2. Ongoing costs: Not Applicable:
 3. Budget head/performance centre: Libraries
 4. Total current budget for this head: £5.17m
 5. Source of funding: Revenue budget 2023/24
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Personnel

1. Number of staff (*current and additional*): 2.08 FTE (Client Team)
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Statutory Requirement: 1964 Public Libraries Act
 2. Call-in: Not Applicable: No Executive decision.
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Procurement

1. Summary of Procurement Implications: The Libraries contract is compliant with 23.2 of the Council's Contract procedure rules.
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Property

1. Summary of Property Implications: The Libraries works programme will address the backlog maintenance at Libraries currently not under development to improve the condition of the network of Libraries
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: Working with GLL our libraries contractor we have sought to reduce, reuse, and recycle where possible, Changes include the cleaning company moving to a green regime, by selecting environmentally friendly cleaning products. Library refurbishments are sustainable including eco refit options where possible.
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Impact on the Local Economy

1. Summary of Local Economy Implications: Libraries are proven to have an impact on the Local Economy particularly post Covid. The majority of Bromley libraries are located on or close to high streets, the presence of libraries makes people feel more positive about their local environment.
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Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: Libraries are proven to have a positive impact on health and wellbeing and are uniquely placed to make a difference to their local communities. Bromley Libraries deliver a wide range of activities for all ages which combat loneliness and social isolation which link into the Council's Loneliness Strategy.
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Customer Impact

1. Estimated number of users or customers (*current and projected*): 31,224 registered users used their library card to borrow an item in a library branch in 2022 representing 9.5% of the Bromley population. This does not include customers who used the library solely for purposes such as studying, activities or using public PCs
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Ward Councillor Views

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

3. COMMENTARY

- 3.1 This report provides an analysis of the performance of Greenwich Leisure Limited (GLL) relating to the delivery of the Library Service Contract. Performance data is included for Quarter 2 July-September 2022 and Quarter 3 October-December 2022: however, the commentary covers a longer period until April 2023.
- 3.2 The GLL Libraries contract commenced on 1st November 2017 and is now in its sixth year of a ten-year contract term with the option of a further five years by mutual consent. The contract includes specific provision for scrutiny twice a year with the last report presented in November 2022. The Library Service contract requires that the performance of the contractor is reviewed by the Council on an ongoing basis to ensure both value for money and continuous high standards of service are maintained.
- 3.3 Since the last report in November 2022 GLL are now offering a full pre-COVID service in terms of opening hours, services, and activities. A key aim of this contract is for Bromley Libraries to promote enjoyment of reading and sharing of books to increase the number of items issued. Recent statistics show that Bromley is now the highest issuing authority in London
- 3.4 The services managed by GLL as defined in the contract and service specification include
- The frontline operational/virtual library service
 - Strategic management specialist and support functions
 - Bromley Historic Collections
 - Facilities management including cleaning and security

Service Performance

- 3.5 The Client Team measure performance of the library service contract using 26 bespoke Key performance indicators (KPIs) with financial penalties for breaches. An additional quarterly KPI reporting system is also in place. As part of the performance monitoring system, additional Monitoring notices can be issued should further investigation be required on any KPI incident.
- 3.6 Failures of service performance are managed through a points-based Performance Adjustment (PA) system which are awarded if a standard identified by a KPI is not met. KPI incidents and their mitigation are discussed at monthly contract monitoring meetings with GLL and dealt with on a case-by-case basis. The invoice for the preceding month is reviewed and agreed based on KPI performance during the previous month. See Appendix 1 for a summary of reports covering the six-month period from July-December 2023.

KPIs

- 3.7 There were 27 recorded KPI breaches in the reporting period between July-December 2022 which amounted to a total of 705 performance adjustment points for which the financial value would be £29,273.80 if applied. No monitoring notices were issued during this period
- 3.8 Of the 27 instances incidents (one recorded per day of closure), 15 were related to KPI 1 - Library opening hours. Of these 2 were related to staff sickness from heat exhaustion in the summer, 1 related to COVID sickness, 2 related to gas leaks, 1 due to evacuation due to a false use of a fire call point. The remaining closures were related to heating issues and internal temperatures becoming too low – 3 days closure at Southborough due to a decommissioned boiler, 2 days at St Paul's Cray due to an extended power cut to the area, 2 days at Beckenham due to heating system not working for extreme temperatures, and 2 days at Mottingham following theft of gas pipes from an external boiler.

- 3.9 The remaining 12 incidents related to IT failures. Most notably 8 penalties were recorded at Central in October due to multiple system failures traced back to a power surge in the building. Across 4 days both WiFi and public PCs were unavailable and required extensive co-operation from external suppliers and their engineers. Of the remaining 3 penalties, 3 were PC outages caused by work performed by BT outside library premises, and 1 related to a technical issue related to logging on to public PCs.

Mitigation

- 3.10 Following investigation and review of all incident reports, the Client accepted the mitigation for all closures and late openings as they were all attributed to Force Majeure. All cases of building closures were both unavoidable and the correct course of action to protect the health and safety of staff and users. Several were related to heating issues within the library buildings for which maintenance liability sits with LBB as set out in the contract, exacerbated by extreme weather conditions in summer and winter. As highlighted throughout this report approval is being sought from Members to progress the libraries works programme to take forward the library building repair programme avoiding unexpected closures. There are currently 100 unresolved tasks relating to building issues at libraries awaiting resolution by the LBB property team
- 3.11 Additionally, mitigation was accepted relating to all IT issues as these were also proven to be outside the direct control of the service provider. The multiple issues at Central Library were as the result of a power surge and were immediately reported by GLL who worked jointly with Sky and VCG on a resolution.

Benefits and Quality

- 3.12 The commissioning of the Library Service was carried out initially with the goal of maintaining and improving the delivery of this statutory service whilst achieving lower revenue costs (namely through business rates exemption and economy of scale savings) which the contract delivers. Throughout the contract term to date, GLL has demonstrated that it is in the main successfully managing the service while keeping the Councils costs down. Taking this approach has enabled Bromley Council to retain a high-quality library service which continues to develop and improve, avoiding more extreme service reductions that other authorities have taken.
- 3.13 GLL remains the UKs largest provider of Library Services which has ongoing benefits for Bromley including their quick response to the COVID pandemic creating Library Without Walls (GLL) a high-quality online offer GLL were able to quickly plan and deliver activities for the Queens Platinum Jubilee on behalf of the Council. As mentioned above GLL are eligible for economy of scale savings which include stock purchasing due to the size of their organisation.
- 3.14 Every year Chartered Institute of Public Finance and Accountancy (CIPFA) request data from each public library service in the UK provide a suite of annual data, such as performance and finance, for comparison with similar local authorities. For the 2021-22 period, Bromley Libraries issued the most books out of any reporting London Borough (central and outer boroughs). Nationally, Bromley's libraries achieved the 7th most visits per 1,000 population and Bromley Central Library was recorded as the 9th busiest.
- 3.15 Another key benefit is the knowledge and expertise that the GLL Management team bring to the Bromley Libraries Partnership. There have been some internal changes to the GLL staffing structure due to the departure of Diana Edmonds as National Director of Libraries though she remains at GLL as a project consultant. Rebecca Gediking moves from her role as Head of Bromley Libraries to an interim national role as Head of Libraries covering all GLL library partnerships and will continue to work with Bromley libraries on a strategic level. Sally Adcock previously Bromley Libraries Sector Manager has been appointed as interim Head of Bromley Libraries. The Client Team will work closely with Rebecca and Sally to develop the partnership.

Monitoring and Quality Control

- 3.16 The Libraries Client Team continues to demonstrate that it can successfully manage, monitor, and oversee ongoing development of the contract on an ongoing basis. The focus for both the Contractor and the Client Team is to fully restore service usage levels to pre-Covid levels and to further develop the service which requires a collaborative approach. All contract milestones relating to service planning have been fully met during this monitoring period. This includes both monthly contract review meetings and milestone review at six and twelve months. These are a hybrid of face to face and online meetings as appropriate.
- 3.17 The Client Team undertakes additional internal monitoring processes to keep the contract on track highlighting any operational issues as they happen. Headlines relating to the development and performance of the Library Service are provided in weekly divisional updates to the Director of Housing, Planning & Regeneration. A highlight report summarising workstreams related to both the performance and development of Bromley Libraries are sent fortnightly to the Portfolio Holder for the Renewal, Regeneration & Housing.
- 3.18 The Client Team carries out unannounced spot checks on all libraries to ensure that the required standards of the contract are being met. Aspects of the service which are checked include the cleanliness and appearance of the library, quality of stock, staffing levels and ICT equipment which includes public PCs and self-service kiosks. Findings and observations are documented, and issues identified are cross checked against GLL incident reports to ensure that they have been accurately reported to the Council. Any findings which require further explanation are raised at the monthly contract review meetings.

Operational Risk

- 3.19 The main operational risk to the contract is identified as force majeure which relate to issues beyond the control of the Contractor. The enforced closures of all libraries during lockdown periods are examples of this. Both GLL and the Council continue to monitor and update their risk registers and strategic planning documents to include the impact of potential new force majeure incidents to protect service levels from disruption.
- 3.20 The contract risk register includes the operational risk attached to the condition of library buildings which has resulted in unplanned closures as set out in the KPI log. A Landlord/Tenant split was agreed under the contract terms. GLL is fully compliant with their responsibilities, however there is an extensive backlog of maintenance issues which have led to unplanned temporary closure of libraries as set out in paragraph 3.11. Approval is being sought to commence the Libraries Works Programme to address the works identified by the Council as part of the operational property review (OPR). This will improve the condition of library buildings and will mitigate against the risk of sudden closures.

SERVICE PROFILE/DATA ANALYSIS

Issues and Visits

- 3.21 Overall monthly issues of items of all types show continuous increases, both compared to pre-COVID levels and against the previous year. Between July-December 2022, Bromley Libraries issued 842,014 items including books & audiobooks, eBooks & eAudiobooks via the Libby app, and eMagazines/eNewspapers through the Newsreader app. This is an increase of 15.9% against the equivalent period in 2019, and 10.3% against 2022. Issues of physical items from branches represented 83.5% of all issues in this period recorded and saw a 3.7% increase against 2019 despite the shift of customer trends towards digital items following the pandemic
- 3.22 Visits to libraries are continuing to recover to pre-COVID levels. Between July-December 2022 visits reached an average of 77.3% of 2019 levels, totalling 521,335 across all branches in this

six-month period. An upwards recovery trend has been observed continuously over time since the last COVID-related closure in Mar 2021. Bromley Libraries saw an early lead compared to the national average of recovering visitor numbers early in the pandemic.

- 3.23 Preliminary data from the latest quarter Jan-Mar 2023 show a similar trend to the above – Issues are 17.2% higher than in 2019 and 14.1% higher than in 2022 for the equivalent period. Visits recovery has reached 81.6% for the quarter passing 80% for the first time since March 2020. 2022 CIPFA Statistics published show Bromley to be the highest issuing library service in London having now overtaken Wandsworth which is also operated by GLL.

Digital issues

- 3.24 Prior to the pandemic, regularly monitored statistics included visits and item issues per branch, usage of public PCs and the home library service. The shift to a more extensive online offer during lockdown added a new suite of measurable performance issues including Facebook page views, videos and posts. Bromley libraries have now returned to full business as usual monitoring once again focuses on the offline offer
- 3.25 The temporary shift of focus onto the digital aspects of the library, including improved provision and awareness of eBooks, eAudiobooks, and eNewspapers and Magazines, witness a notable expansion in usage during-and-after the pandemic. The share of total issues across the service from the digital library saw an increase from 6.2% to 16.1% between 2019 and 2022 (Jul-Dec). In this six-month period 2022, the digital 'Library Without Walls' issued 265,000 items making it the second most issuing 'library' in Bromley, under Bromley Central.
- 3.26 In-branch, public PCs are made available to anyone with a library card, plus free Wi-Fi for everyone. In this six-month period public PCs were saw a total of 31,900 hours of usage across 39,400 sessions. Additionally self-service kiosks are available in each library to allow users to take out and return books on their own. 75.5% of all issues in-branch were made using self-service technology.

Activities & Events

- 3.27 The libraries events programme offers activities and reading groups for both children and adult age groups. The children's programme ran over 1,900 events with 26,000 attendees between July and December, including a significant surge in August in line with the annual Summer Reading Challenge. The regular children's programme includes activities such as Baby Rhyme Time, Story Time, Lego Club, and Craft Club. One-off events are also held including class visits, author events, puppet shows, and holiday-themed events. The regular adult programme includes Coffee Morning, Social Saturdays, Craft sessions and Tea and Topics. Around 50 Teenage and Adult reading groups meet in branches with 300 total participants monthly.
- 3.28 The Summer Reading Challenge, themed 'Gadgeteers' in 2022, was hosted over the summer holidays and included a plethora of bespoke activities for children including craft activities (making a windmill, design an marble maze, bookmark and card making, cake decorating, shadow telescopes), author events (Peter Bentley, Alex Dalose-Koya), art-based events (Painting in the Garden, Summer Art Club, creative colouring) and building- or gadget-based fun (How to be a spy, code breaking, build a Lego robot). Nearly 4,200 children participated in 2022, with 1,800 completing the reading challenge.
- 3.29 As part of the libraries' commitment to support sport in non-traditional spaces, Exergame Obie projectors have been installed at Mottingham and Penge libraries, due to successful funding bids from London Sport. Between the installation of the projector at Penge Library in mid-February and the end of March 2023, GLL achieved the target of 24 sessions and exceeded the target by attracting 125 unique participants. As part of the Council's cultural events programme,

three launch sessions of the equipment were run with sports author Eve Ainsworth, which was attended by 67 children from local schools. The equipment will remain in place at Penge Library and be used as part of the regular programme of activities

- 3.30 Other visiting authors include Lemn Sissay, Marie-Claire Amuah, Venessa Taylor, Chitra Soundar, Sandra Agard, Jenny Dalton, and Alom Shaha. National events observed by the activities programme included National Coding Week (from 19th Sep), Black History Month (October), Libraries Week (from 3rd Oct) and National Poetry Day (6th October). Central Library hosted The World of Peter Rabbit Storytime Trail in the 5th floor large hall space in December and January which was visited by a total of 2,190 people which included story boards, shared stories and themed crafts.

Bromley Historic Collections

- 3.31 The Museum Collection provided by GLL through Bromley Historic Collections (BHC) received full accreditation from Arts Council England. Following this in order to strengthen and develop the service, The Earth Museum who have delivered a number of projects for Bromley Historic Collections began a new partnership with BHC in November 2022 to lead on the development of BHC, provide ongoing support and to recruit a including appointing a new curator
- 3.32 A successful funding bid of £5,000 was received from The National Archives Testbed Funding Award for equipment and training in the process of 3D imaging, and hosting online, interactive versions of our exhibitions. BHC partnered with staff from Goldsmith's University to deliver the project. BHC will seek to progress future funding bids which develop and improve services.
- 3.33 Bromley Historic Collections is continuing to work with the Council's information management team to ensure the retention and storage of Council records and historic documents in line with recommendations made as part of the accreditation from The National Archives. BHC also continues to support those holding historic records across the Borough e.g. the parish records audit. In July 2022, the senior archivist completed an appraisal of historic documents at Camden Place, now Chislehurst Golf Club, before some elements of the collection were scheduled for transfer to the Wallace Collection.

Activities & Exhibitions-Bromley Historic Collections

- 3.34 Loan boxes continue to be a key part of BHC's outreach work. The Museum of London visited and provided advice and guidance on developing the loan box collection for schools which now include Titanic history information. The first of BHC's 'Museum on Tour' sessions took place in July 2022 at Chislehurst Library entitled, A Victorian Summer (using the Seaside loan box). At the end of March 2023, the temporary exhibition space displayed school loan boxes on Greeks, Tudors, and the Titanic and formed part of the BHC's participation in the Library Late event in April 2023.
- 3.35 Bromley Historic Collections took part in the Library Lates event in April 2023 which was part of the Mayor of London's programme to create Night-time Enterprise Zones supporting local high streets and the late-night economy in London. Tours of the BHC archives at Library Lates were fully booked. The museum team introduced QR codes and digital technology to provide more information about the exhibits in the collection and direct visitors around the displays in Bromley Central library. The Battle of Britain Lace was also on display in the local studies area. A few days later, at the High Street Fest, BHC engaged visitors with guessing games using artefacts and interactive bookmarks with QR codes which linked to information about Bromley.
- 3.36 There have been two exhibitions in the temporary exhibition area to commemorate recent Royal events, 'Royals throughout History' and 'Remembering the Queen' after the funeral of Queen

Elizabeth II in 2022. Bromley Historic Collection provided intergenerational activities using toys from the past to engage visitors at the Coronation screening in May 2023.

- 3.37 In November 2022, the Battle of Britain Lace Panel was accessioned to Bromley Historic Collection and the team been supporting LBB during the restoration, framing and installation of the lace panel which was presented to the Borough in the 1940s. The installation was fully completed in May 2023 and the lace panel is available to view in Bromley Central Library during normal library opening hours. BHC have provided information on the panel for visitors and will be including it in their education work with schools.

PLANS FOR ONGOING IMPROVEMENT IN PERFORMANCE

- 3.38 The libraries contract was designed to encourage the Service Provider to think innovatively and continually look for ways to develop and improve performance. Paragraphs 3.22-3.38 provide examples of the strong performance and growth of the service during the monitoring period. Plans for ongoing improvements in performance relating to the development are detailed below in paragraphs 3.39-3.46

Added value: supporting Council priorities

- 3.39 As libraries are a statutory service, there is scope for the Council to gain added value from the fourteen libraries operated by GLL by increasing and extending the range of services on offer. This includes co-location opportunities in library buildings providing space for other local authority and community partners and potentially generating income or reducing expenditure. There is further scope for libraries to be used on closed times/ times by other services. Two examples of this are Barclays bank hiring space in libraries to support residents needing access to banking (para 3.48) and the co-location of the Community outreach service to St Pauls Cray and Mottingham Libraries.

Economic Development

- 3.40 Library Lates was the first event in Bromley's Night-time Enterprise Zone (NTEZ) programme. Funding was received through a successful NTEZ bid by the Councils Economic Development Team to deliver three events, to improve footfall to the high street and bring more life to the town centre in the evenings. Working in partnership with the Council GLL delivered a successful event Library Lates on Thursday 27th April which ran from 6pm-10pm extending the library opening hours that day. The event was the first of its kind to take place in Bromley Libraries and was attended by 3,000 people. Highlights included Kate Lawler a local author, presenter and radio host who read from her latest book, before taking to the DJ booth for the silent disco. Some of the many activities available on the night included cocktail making masterclasses, Lego for adults, a market of local entrepreneurs, musical performances and heritage walks

Co-location of Community Outreach Services

- 3.41 Due to ongoing building issues at Cotmandene Community Resource Centre (CCRC) and Mottingham Community Resource Centre (MCLS) along with the expiry of the lease at MCLS which we were unable to renew, the Council has been exploring options for the long-term delivery of the Community Outreach Service. A decision was made at Executive in February 2023 to permanently co-locate CCRC to St Pauls Cray Library and to temporarily relocate MCLS to Mottingham Library. The preferred location for MCLS outreach is on the Mottingham Estate. The Outreach service provided from the library will be monitored to ensure reach to vulnerable residents, Council Officers continue to seek an alternative location on the Estate.

- 3.42 St Pauls Cray Library is currently being refurbished and re-modelled in order to accommodate both the Library Service and the outreach service currently provided at CCRC. These works are in line with the OPR condition survey. Improved facilities will include a disabled toilet and private meeting space and a re-modelled children's library. It is anticipated that the new located service will open in early July. The works required to Mottingham Library are on pause until the trial period is completed and a decision is taken on whether to permanently move to the resource centre to the library or not.
- 3.43 The co-location will extend the current opening hours to accommodate both part time services. The Council has requested that GLL change the opening times at St Pauls Cray Library to close on Monday and open on Friday instead. Contract procedures have been followed and the required notice period will be given to customers of the change in hours. An Equality impact assessment on the change to opening hours did not identify any negative impacts. The Library Service will be open on Tuesday, Thursday, Friday, and Saturday. The Community Outreach Service will operate on Monday and Wednesday when the library is closed, operating alongside the library service on Tuesday and Thursday. Consideration is being given to extending the Community Outreach Service to Saturdays to benefit the service users.

Reducing loneliness & isolation

- 3.44 The importance of activities to all age groups remains a priority for the library service with the aim of combatting social isolation and supporting the Council's loneliness strategy. GLL are a key partner in Bromley's Tackling Loneliness Action Group attending meetings with Bromley's Loneliness Team and other stakeholders. Library staff continue to make phone calls to members taking part in the Reading Friends scheme which aims to reduce loneliness in the community through reading and social connection
- 3.45 The Contractor is developing partnerships with key voluntary groups such as Community Links. Libraries also offer a 'place to be' whether it is reading a book or newspaper or doing a jigsaw puzzle. Warm drinks are offered during the winter months, ensuring that Bromley residents were supported in a safe space
- 3.46 A Library offer for refugees has been developed by GLL across its partnerships. This supports all refugees with books in their languages for all ages, and simplified library membership that doesn't require a fixed address (e.g. can be a hotel). Ukrainian Coffee Mornings for refugees and sponsors launched in July 2022 with 200 people attending the first session attendance at subsequent sessions has averaged at 50-100 people. GLL also offer private spaces for people who need to sit job interviews or contact family ('Room to Zoom' campaign)

Coronation Celebrations

- 3.47 GLL have previously worked on the Council's Platinum Jubilee celebrations and displayed books of condolences following the announcement of the death of HM Queen Elizabeth II. GLL took part in the Council's Coronation Celebrations leading on the children's poster competition. The overall winner received a certificate which was presented by the Mayor of Bromley at the Council's Coronation screening in the Queens Gardens. The winning entries were displayed on the electronic signage in the town centres. Library staff took part in the Coronation screening event, libraries also delivered their own activities and events on Coronation Day. Highlights included a puppet show and a talk for adults on Coronations from the past.

PLANS FOR ONGOING IMPROVEMENTS IN VALUE FOR MONEY

- 3.48 The contract encourages ongoing improvements in value for money which is achieved by introducing new services and modernising library buildings. St Pauls Cray Library is currently being refurbished and fully re-modelled in order to accommodate both the library service and the outreach service currently provided at Cotmandene Community Resource Centre see paragraphs 3.40-3.42. Other examples include Start Up Bromley spaces (see paragraphs 3.59-3.62.) GLL continue to develop this service demonstrating further value for money on the initial investment from ARG funding. Areas for future development of Start Up Bromley include the creation of a forum for all entrepreneurs in the Borough to further encourage networking
- 3.49 To improve services for customers, the contract allows for an ICT refresh in Year 6 of the contract which commenced November 2022. Bromley Council invested £515k into the ICT Refresh for which GLL acted as the project manager with collaboration with the Client. The project saw the purchase of a complete refresh of new public PCs and self-service kiosks, public tablets (Hublets) at 4 new libraries, Chromebooks to support Lego STEM learning activities, spare staff equipment, and renewing existing software. In addition, a new cloud printing service, updates to the Library App to allow self-service within library premises and upgraded fibre internet lines will be introduced to users later in the year pending staff training, marketing, and external infrastructure works.
- 3.50 In October 2022 Barclays Bank began providing weekly banking services from Biggin Hill Library following the closure of its Biggin Hill branch. This was extended to Petts Wood Library with Barclays staff holding weekly sessions on Thursdays. This service is a lifeline for residents requiring financial advice who may be unable to travel out of the local area, additionally provision of this banking advice service will attract new customers to libraries. Due to this growing partnership with Bromley libraries Barclays are keen to work with local communities. As the sponsor of the Premier League, they worked with Petts Wood Library staff on a promotional event in April 23 to celebrate the Premier League displaying the trophy in the library. Classes from local schools were invited to see the trophy and share sport related stories

Stock purchasing

- 3.51 In compliance with KPI 22 relating to stock purchasing, the ring-fenced stock fund budget remains at £450k per annum while other authorities are reducing their stock budgets, this is reflected in the popularity of stock Bromley libraries resulting in our top ranking in the CIPFA statistics for issues. The stock fund is maximised by the economies of scale savings GLL apply when purchasing stock for their five public library partnerships and prison libraries. The full amount was fully committed by the Councils year end. GLL is compliant in providing regular stock purchasing reports which give a breakdown of the stock purchasing fund demonstrating that it has only been used for the purpose intended. Appendix 2 provides a summary of the current stock spend up to Council's year end on 31st March 2023.
- 3.52 A stock plan setting out the allocation of stock spend for each financial year is submitted annually for GLL for approval from the Client Team with the 2023/24 stock plan recently accepted. The stock fund is allocated across a variety of physical stock categories ranging from Fiction and nonfiction for Children and adults to large print and reference items. Digital categories include the eBook, eAudio and eMagazine and newspapers. Allocations have varied during the pandemic when more online resources were purchased. The stock plan for this financial year has been based on post COVID trends. The allocation for the development fund category has been increased this year and will provide increased new stock for the new West Wickham Library and refurbished St Paul's Cray library.

Building Improvements

- 3.53 Modern Library buildings provide more than books alone. They are social spaces bringing people together. This was demonstrated by their physical absence during COVID 19 as despite accessing books and activities online, customers were keen for their Library buildings to reopen to access study space, IT provision, workspace and activities and events. As highlighted throughout the report the library estate needs repair and investment. New and refurbished libraries provide purpose-built enhanced provision to meet post COVID needs of customers
- 3.54 Work to redevelop West Wickham Library is now underway on the current site as part of the Library and Housing scheme. It is anticipated that the project to redevelop the library will take approximately 18-24 months. The new extended library will include a café, fully accessible toilets, hireable community events space, outdoor space, and a classroom for children's events.
- 3.55 A temporary library service has been provided for residents at an art deco building in nearby Coney Hall at 77 Addington Road which has generated a great deal of interest. A High Street location was preferred but no suitable location could be secured due to the financial viability of the short-term lease the project required. The temporary library is well served by bus routes and residents have been signposted towards other nearby libraries and the Home Library Service as alternatives. Although the temporary library is smaller holding less stock it can accommodate some events and activities. Feedback from residents to date has been favourable.
- 3.56 When other libraries in the borough were refurbished or moved to a high street location their issues and visits increased. West Wickham Library is already situated in a prominent location adjacent to the high street and served by several bus routes. It is anticipated that the delivery of an extended range of services and increased stock will have a positive impact on usage and membership of West Wickham which is currently the fifth busiest library in the Borough.
- 3.57 The Libraries Works programme will address the library work stream resulting from the findings of the Councils Operational Property review (OPR). In the OPR there is a budget of 10.77m (plus £246k share from the external consultancy costs) to repair 11 of the 14 library buildings: Beckenham, Burnt Ash, Chislehurst, Hayes, Mottingham, Orpington, Penge, Petts Wood, Shortlands, Southborough and St Paul's Cray. Three library sites not included are Biggin Hill as the building is on a full repairing and insuring lease with My time who operate the leisure centre: Bromley Central Library which is subject to separate consideration and works on West Wickham Library has already commenced.

Start Up Bromley

- 3.58 Start Up Bromley is a free membership programme managed by GLL offering specialist facilities and support in town centre spaces for entrepreneurs and new business owners. The first year of the programme was funded by the Council's Additional Restrictions Grant (ARG). Members can attend workshops and networking events supported by an active business community across the Borough. To date the Start Up Bromley programme has attracted more than 420 members, including 43 new members in Jan-Mar 2023. The scheme offers business centres with sound-proofed office and meeting spaces in Bromley Central, Orpington and Biggin Hill libraries. In July 2022 Start Up Bromley extended the reach of its business rooms offering professional work and meeting space for hire to the wider Bromley community.
- 3.59 In November 2022 Start Up Bromley partnered with the British Library Business & IP Centre (BIPC) to further the support and resources provided to businesses and aspiring entrepreneurs in Bromley. This growing National Network consists of 23 BIPC Regional library services and 90 BIPC Locals across the UK. Start Up Bromley was also allocated £80,000 from the UK Shared Prosperity Fund (UKSPF) allocation. This will enable the 1:1 bespoke support to businesses (including mentorship, expert advice in areas such as marketing, and business support services such as web design), which was ceased after the initial funded year to resume. This will provide additional support from a Business Advisor over 2 years from April 2023 until March 2025.

3.60 In September 2022 Start Up Bromley worked with Orpington 1st & Lollipop Events allowing Members to showcase their food businesses at the Flavours of Orpington Food Festival. In March 2023 Start Up Bromley hosted its second business week, a mixture of webinars, expert-led workshops, training sessions, business mentoring opportunities and a business pitch competition. These took place in libraries in Greenwich, Wandsworth and Bromley reflecting a creative and wide-reaching commitment to support business communities in south London and surrounding areas. Further opportunities for Start Up Bromley members to showcase their businesses to the local community including the Christmas Market in December 2022 .16 local businesses took part in the event with over 300 people attending the event.

USER/STAKEHOLDER SATISFACTION

Complaints

3.61 The total number of complaints received about the library service in the six-month period from July-December 2022 was 22 an increase on the 5 received in the previous six-month period. All were received by GLL with none directly received by the Client Team. All complaints received a written response from GLL, and were discussed with the Client Team at the monthly contract monitoring meetings

3.62 Members have previously requested complaints to be provided in a format showing the top complaint themes as detailed below

Complaint Type	Number of Complaints	Libraries
Received by GLL		
Lack of toilet facilities	7 Complaints	7 x Central
Slow public computers	3 Complaints	2 x Mottingham 1 x Central
Car park inaccessible due to filming	2 Complaints	2 x Beckenham
Difficulty using public PC	2 Complaints	1 x Beckenham 1 x Central
Unable to book onto activity session	2 Complaints	2 x Central
Cancelled activities following the passing of the Queen	1 Complaints	1 x Central
Heating on too high	1 Complaints	1 x Chislehurst
Lift out of order	1 Complaints	1 x Central
Other users being disruptive	1 Complaints	1 x Central
Study room replaced with business lounge	1 Complaints	1 x Central
Website difficult to navigate	1 Complaints	1 x Central
Received by LBB		
<i>None</i>		

3.63 GLL responded to each complaint, including providing information on future bookable activities, or providing help and advice on using public PCs. The public toilets at Central are currently out of order, requiring significant foundational plumbing work by Council contractors to repair. In the case of the study room being replaced with a business lounge, this is in relation to the Start Up Bromley programme which offers a space for users of the business support service. The lounge was opened in June 2021. GLL contacted and provided apologies in the remaining cases where a resolution was not possible or required.

Customer Satisfaction

3.64 15 compliments for the library service were also received by GLL praising staff. This included thanking them for running activities such as the Social Saturday at Chislehurst and an author

event at Beckenham, as well as providing assistance using printing facilities, and for going above-and-beyond in answering a Local Studies query.

3.65 The annual User Satisfaction Survey was run online by GLL between October and December 2022 which attracted 185 responses. The Net Promotor Score - how much people would recommend using Bromley Libraries between -100 to +100 - measured 77, and the average rating of 'overall experience' was 4.73 out of 5. A suggested area for improvement was the development of provision of adult activities, which GLL intend to further develop. The range of activities for adults is set out in paragraphs 3.27 Analysis of user data has shown that the browsing habits and activity attendance in older adults have not returned to the pre COVID levels. It is hoped that an extended range of activities for adults may encourage library visits from new customers and those who have not returned after the pandemic. Next year the survey will be run over a longer period of time and be integrated with GLL's other library partnerships.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 Public libraries are uniquely placed to make a difference to their local communities bringing people together for social interaction by offering free opportunities to the community to learn new skills and make friends. GLL prioritises the needs of vulnerable adults and children and is committed to developing services for them and to continuing to look at funding opportunities to creatively develop and expand their offer. Bromley Libraries have demonstrated that libraries do not just provide books but also offer services that provide support during unemployment, mental health issues and a respite from loneliness and isolation. Bromley's Community Resource centres are based in St Paul's Cray and Mottingham libraries offering an extended service to those communities including help with benefits, housing queries and job-seeking

4.2 Support for dementia sufferers and their carers is a priority for the library service. Using funding from Bromley's cultural grant programme, GLL purchased a 'Magic Table'. The table which projects light is used in activities across libraries including coffee mornings providing support for dementia sufferers. Three groups have been established so far at Beckenham, Chislehurst, and St Paul's Cray. The 'Magic Table' is also being used to support library partnerships with Mencap at St Paul's Cray and Mottingham. Staff have received Dementia Friends training including using the 'Magic Table' as part of the Happiness programme provided by Social Ability which is an initiative helping to change the lives of people living with physical and cognitive challenges using interactive light technology

4.3 In February 2023, GLL launched a scheme to provide free SIM cards to residents on low incomes and those who are struggling with the cost of living. This is the result of a successful application to the Good Things Foundation and aims to prevent digital exclusion and isolation. The scheme offers a way for everyone to take part in basic online activities such as contacting loved ones, accessing job interviews, paying bills, and finding information. Anyone over the age of 18 and in receipt of benefits can apply directly to a library in Bromley.

4.4 GLL continue to be a social care partner and advocate of work with children looked after in Bromley. Lemn Sissay OBE was resident poet in Bromley libraries from May-October 2022 as part of the Borough's 'Inspire Bromley' cultural events. A key part of Lemn's residency was a targeted programme with looked after children and care leavers. Lemn worked with a group of young people to teach them the art of poetry and performance skills through a series of workshops. Following the workshops, the group went on to perform with Lemn at the YPoet Festival in July 2022. Lemn Sissay returned to Bromley in October 2022 to perform for in the Glades for local schools to celebrate National Poetry Day, and also gave a private performance for children looked after at Our House in the Civic Centre.

4.5 The Home Library Service is offered to those living at home and unable to visit a library and also to care home residents. A new marketing campaign was launched in Autumn 2022 to

promote 'Books and More to Your Door'. Home Library Champions were appointed in all libraries and leaflets sent out to doctor's surgeries to promote the service. Bromley Well's Dementia Choir attended an event at Central library to celebrate one volunteer's 30th anniversary volunteering with RVS who deliver books at home to Bromley residents.

5. TRANSFORMATION/POLICY IMPLICATIONS

- 5.1 Following pre-decision scrutiny, the Executive Committee approved the commissioning of the Library Service on 19th July 2019. This approach is consistent with the Council's stated ambitions around vibrant town centres, supporting independence, children and young people and an excellent Council under its vision for Building a Better Bromley.
- 5.2 The Council's corporate operating principles include the commitment that services will be provided by whoever offers customers and council taxpayers excellent value for money.

6. FINANCIAL IMPLICATIONS

- 6.1 The annual cost of the library services contract is met from the Library Service controllable revenue budget. For the year to 31 March 2024 this is £5.175m.
- 6.2 To improve services for customers, the contract allows for an ICT refresh in Year 6 of the contract which commenced November 2022. Bromley Council invested £515k into the ICT Refresh for which GLL acted as the project manager with collaboration with the Client.

7. LEGAL IMPLICATIONS

- 7.1 This Committee is requested to review and comment on the information contained within this report as to the recent performance of the library service contract provided by GLL. The Public Libraries and Museums Act 1964 created a statutory duty for local authorities "to provide a comprehensive and efficient library service for all persons."
- 7.2 The Council's Constitution, at Part 4 – Rules of Procedure, provides the terms of reference for the Renewal, Recreation and Housing Policy Development and Scrutiny Committee as it relates to renewal, recreation, and housing. Under these terms of reference, this Committee is responsible for receiving reports and making recommendations on performance monitoring of services falling within the remit of this portfolio which includes libraries, leisure, and culture, including theatres.
- 7.3 Contract Procedure Rule 23.2 provides that for all Contracts with a value higher than £500,000, or which are High Risk, an annual report must be submitted to the Portfolio Holder, the responsible Officers having submitted for consideration a formal Gateway Review, covering, as appropriate, the matters identified in the Council's standard Gateway Review Template for consideration as part of Contract Monitoring/Management requirements

8. PROCUREMENT IMPLICATIONS

- 8.1 In line with 23.2 of the Council's Contract Procedure Rules, an annual report must be submitted to the Portfolio Holder for all contracts with a value higher than £500k.

9. PROPERTY IMPLICATIONS

- 9.1 Paragraphs 3.52-3.56 of the report set out the Building Improvements that are currently underway. This includes works to extend and refurbish West Wickham Library and the co-location of St Paul's Cray Library and the Cotmandene Community Resource Centres. Paragraph 3.47 sets out the detail of the libraries works programme to address the backlog maintenance works

10. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

- 10.1 GLL aim to "reduce, always reuse, and recycle. The 2020 refurbishment of the Central Library gave GLL the opportunity to work towards an eco-refit top ensure that the library was as sustainable as possible which will be replicated in forthcoming building projects. Other changes including the cleaning company adopting a 'green regime' by swapping to environmentally friendly cleaning products. When refreshing IT provision all hardware is either reused or recycled has provided information to Bromley Council on libraries that would benefit from LED lighting programmes.

11. IMPACT ON THE LOCAL ECONOMY

- 11.1 The recent Library Lates event attracted 3,000 people to the Central Library on Thursday 27th April. The average number of visitors to the library on a Thursday is circa 70. This event attracted a number of people to the town centre, with footfall in the High Street increased by 12.8%. There was increased spend through the Start Up Bromley programme and Churchill Theatre and the event raised awareness about existing library services and provided a great showcase for how the library could be used for a different purpose outside of its normal opening hours.
- 11.2 The success of the Start Up Bromley programme has been recognised with a further £80k of funding allocated from the UK Shared Prosperity Fund (UKSPF) to fund a Start Up Bromley Business Advisor for a 2-year period. A business support programme has also been funded as part of the UKSPF with libraries as an option as central delivery space. This programme will provide support to both existing and start-up businesses in the borough.
- 11.3 A Strategic Investment Fund (SIF) bid proposal has been developed to connect sites in the borough that currently do not have access to full fibre. One element of the proposal is to connect all 14 of the public libraries in the borough to the new dark fibre deployment. This will directly maximise the availability and benefit of full fibre capable broadband services to the users of the library, both residents and businesses. In addition to the direct benefits of maximising connectivity to the 14 public library sites for the public sector, the indirect benefit (of significant economic value) is that it will stimulate more commercial investment in the areas around those sites to deliver more gigabit capable connectivity. With the spread of the libraries geographically across the borough, this increases the reach for that investment, to address the breadth of the partial not-spots across the borough.

12. IMPACT ON HEALTH AND WELLBEING

- 12.1 Libraries are proven to have a positive impact on health and wellbeing and are uniquely placed to make a difference to their local communities. Post pandemic, GLL is maximising all available opportunities to support wellbeing. As demonstrated throughout this report, libraries deliver a wide range of activities for all ages which combat loneliness and social isolation. These link into the Council's Loneliness Strategy and are of considerable benefit to residents

13. CUSTOMER IMPACT

13.1 The 2021 Census identified that 333,000 people live in the London Borough of Bromley. There are currently 31,224 registered users who have used their library card to borrow an item in a library in 2022 representing 9.5% of the population of Bromley. This does not include customers who used the library solely for purposes such as studying, activities or using public PCs

Non-Applicable Headings:	[List any of headings 4 to 15 that do not apply.] 7-Personnel implications 15-Ward Councilors Views
Background Documents: (Access via Contact Officer)	DRR17/034 and DRR17/035 -Contract award for the Provision of Library Services-Parts 1 and 2 Reports to Executive Committee &Scrutiny Committee on 5 th July 2017

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Appendix 1: Key Performance Indicator Monitoring: July to December 2022 (Q2 & Q3 2022/23)

Monthly-Monitored KPIs

Month	Performance Adjustment Points Summary
July 2022	See detail below
August 2022	See detail below
September 2022	See detail below
October 2022	See detail below
November 2022	See detail below
December 2022	See detail below

Quarterly-Monitored KPIs

Quarter	Performance Adjustment Points Summary
Q2	None reported
Q3	None reported

Summary of Incidents:

Date	Duration of incident (service hours only)	Penalty accrued	Penalty Status	KPI Category	Branch	Description
Tue 12 Jul	2 days	£830.46	Not Applied	KPI 6 - Public IT	Central	Public PCs were unavailable for 2 full days following outage of data connection hosted by Sky. Sky engineers assessed issue remotely, then visited the site to restore the connection.
Tue 19 Jul	1 afternoon (from 1pm)	£1,245.69	Not Applied	KPI 1 - Opening Hours	West Wickham	Staff members were unwell due to extreme heat (red level Met Office hot weather warning). The library which does not have air conditioning was closed from 1pm to the end of the day.
Tue 26 Jul	20 mins	£622.85	Not Applied	KPI 1 - Opening Hours	Southborough	Staff member unwell with COVID and could not open branch in the morning. Replacement staff sourced from admin team and travelled to open branch at 9:50am.
Sat 13 Aug	30 mins	£622.85	Not Applied	KPI 1 - Opening Hours	Southborough	Both present staff became ill from heat exhaustion during heat wave. The Library closed for 30 mins then reopened at 2:50pm once replacement staff arrived.
Sat 03 Sep	20 mins	£622.85	Not Applied	KPI 1 - Opening Hours	Central	Library evacuated following false use a of a fire alarm call point. Library reopened at 2:25pm following reset of the alarm.
Thu 08 Sep	30 mins	£622.85	Not Applied	KPI 1 - Opening Hours	Central	Library closed from 6:30pm until usual closing time due to refrigerator gas leak. Sections of library were closed as gas smell spread but ultimately spread too far. Engineer visited at 9pm that night to remove source of gas leak.

Date	Duration of incident (service hours only)	Penalty accrued	Penalty Status	KPI Category	Branch	Description
Sat 08 Oct	1.5 days	£415.23	Not Applied	KPI 6 - Public IT	Burnt Ash	Users' library cards for logging into public PCs stopped working, identified later as connection issues. Issue identified and field support travelled to site to install solution. Discussions continued with tech suppliers afterwards to prevent issue in future.
Fri 07 Oct	4 days	£3,321.84	Not Applied	KPI 6 - Public IT	Central	Power surge/outage to multiple floors in the building knocked out Public PCs and public Wi-Fi. Engineers from GLL, KJEvans and Sky visited site over multiple days to assess and identify cause of issues. Discussions with Sky and VCG held to restore internet connections following identified damage to components. New equipment installed after 4 days, and public IT facilities restored.
Mon 17 Oct	1 day	£415.23	Not Applied	KPI 6 - Public IT	Biggin Hill	Public PCs were unavailable due to loss of connection on BT line. Sky engineer attended within hour to identify issue and GLL implemented a workaround solution to restore access for users.
Mon 21 Nov	10 mins	£621.62	Not Applied	KPI 1 - Opening Hours	West Wickham	As suspected gas leak was identified at the rear of the library. A gas network engineer attended quickly to investigate, capped off the gas meter, and confirmed the library was safe to open with ventilation. This resulted in a 10 min delay opening in the morning.

Date	Duration of incident (service hours only)	Penalty accrued	Penalty Status	KPI Category	Branch	Description
Wed 30 Nov	3 days	£7,459.43	Not Applied	KPI 1 - Opening Hours	Southborough	Both boilers had been decommissioned in July by LBB Facilities, with reassurances that one would be recommissioned in July, which completed in October. The gas supply however had been cut off. During this period cold weather without heating caused temperatures to drop below 12°C internally, making it unsafe for users and staff. The branch was closed until the boiler was successfully reconnected.
Mon 05 Dec	1 day	£2,486.48	Not Applied	KPI 1 - Opening Hours	St Paul's Cray	A power cut affecting the local area from 10am caused loss of heating within the building, during a period of cold weather. In a joint decision with LBB, the branch was closed until the end of the day. An engineer restored power to the area after 4pm the same day.
Sat 10 Dec	1 day	£2,486.48	Not Applied	KPI 1 - Opening Hours	St Paul's Cray	Another power cut affected the area, causing loss of heating once again inside the library. A joint decision to close the library was made, and power was restored by engineers after closing time that day.
Fri 16 Dec	1.5 days	£4,972.96	Not Applied	KPI 1 - Opening Hours	Beckenham	The heating system used within the library failed due to extremely cold external temperatures. Temperatures inside the library fell to dangerous levels and the branch was closed. An engineer attended the site and adjusted controls to reduce pressure on the system.

Date	Duration of incident (service hours only)	Penalty accrued	Penalty Status	KPI Category	Branch	Description
Fri 30 Dec	1.5 days	£4,972.96	Not Applied	KPI 1 - Opening Hours	Mottingham	The external boiler cupboard was broken into and the gas pipes connecting to the boiler were stolen on 16th Dec. New parts were required to be ordered and a temporary fix could not be put in place in the meantime. The library closed on 30th & 31st Dec when internal temperatures became too low.

Appendix 2: 2022/23 End of Year Stock Budget and Spend – March 2023

Budget	Budget name	Current Allocation £	Invoices paid to date (ex VAT)	Difference
AF	Adult Fiction	£28,000.00	£43,959.64	-£15,959.64
AFS	Adult Fiction (Supplier)	£45,000.00	£51,539.30	-£6,539.30
ALP	Adult Large Print	£4,500.00	£4,378.52	£121.48
ANF	Adult Non-Fiction	£58,000.00	£67,599.74	-£9,599.74
ANFB	Adult Non-Fiction Bestseller	£5,050.00	£3,513.12	£1,536.88
AUB	Audio Books	£15,000.00	£13,896.65	£1,103.35
BIB	Bibliographic Resources	£14,000.00	£13,878.00	£122.00
CD	Music CDs	£1,500.00	£2,037.53	-£537.53
CYAUB	Children's Audiobook	£3,000.00	£1,429.27	£1,570.73
CYEBO	Children's Ebooks	£3,000.00	£6,059.73	-£3,059.73
CYF	Children's Fiction	£25,000.00	£36,863.49	-£11,863.49
CYFS	Children's Fiction (supplier)	£30,000.00	£31,205.28	-£1,205.28
CYLP	Children's Large Print	£1,000.00	£1,327.00	-£327.00
CYNF	Children's Non-Fiction	£10,500.00	£14,513.83	-£4,013.83
CYNFS	Children's NF (Supplier)	£15,000.00	£15,448.52	-£448.52
DEBT	Debt Recovery	£1,000.00	£0.00	£1,000.00
DEVT	Development	£8,000.00	£7,606.00	£394.00
DVD	DVDs	£500.00	£688.85	-£188.85
DVDS	DVDs (Supplier)	£6,500.00	£5,813.52	£686.48
EAUD	E-Audio	£15,000.00	£11,293.13	£3,706.87
EBOO	E-Books	£23,000.00	£10,191.35	£12,808.65
ELIB	E-Library Contract (Overdrive)	£5,000.00	£4,000.01	£999.99
EMAG	E-Magazines	£14,900.00	£15,129.00	-£229.00

GRA	Grants & Subscriptions	£2,500.00	£2,082.40	£417.60
INONL	Online Resources	£45,650.00	£41,308.04	£4,341.96
INPER	Newspapers and Periodicals	£29,000.00	£26,273.18	£2,726.82
INREF	Reference Books	£900.00	£593.20	£306.80
INSUB	Subscriptions & SOs	£2,500.00	£2,986.74	-£486.74
LSCON	Local Studies Conservation	£5,000.00	£5,032.92	-£32.92
LSLOA	Local Studies Loan Collection	£0.00	£0.00	£0.00
LSOONL	Local Studies Online	£17,000.00	£16,964.91	£35.09
LSREF	Local Studies Reference	£2,000.00	£1,540.52	£459.48
REQ	Requests	£7,000.00	£4,695.09	£2,304.91
SEC	Stock Security	£0.00	£0.00	£0.00
SUP	Supplier Selection Fees	£6,000.00	£6,000.00	£0.00
Askews Prepaid invoices 21-22			-£19,848.48	£19,848.48
TOTAL Acquisitions budget		£450,000.00	£450,000.00	£0.00

Notes:

Soprano is the Library Management System used by GLL on which orders are placed

The Library Stock fund budget is spent April to March to be consistent with the Council's financial year and year end processes.

Some budgets are over committed because orders are placed three months in advance once publication dates are received. There are orders on the system for books which are not due to be published until the next financial year. Towards the end of the financial year the supplier cancels anything ordered more than six months ago which has slipped in publication date. The stock fund aims to be 10% over committed on physical stock fund.

Post Covid there has been some adjustment in spending based on customer habits which accounts for the difference from current allocation and actual spend

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Report No.
HPR2023/034

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: RENEWAL RECREATION AND HOUSING PDS COMMITTEE

Date: Thursday 15 June 2023

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

Title: LEISURE CENTRE REDEVELOPMENT UPDATE REPORT

Contact Officer: Max Graham, Regeneration Project Manager
Tel: 020 8461 7216 Max.graham@bromley.gov.uk

Alicia Munday, Head of Regeneration
Tel: 020 8313 4559 E-mail: Alicia.munday@bromley.gov.uk

Chief Officer: Director of Housing, Planning, Property and Regeneration

Ward: Orpington; West Wickham;

1. Reason for decision/report and options

- 1.1 This information briefing provides Members with an update on the feasibility work currently being undertaken for the redevelopment of the Walnuts and West Wickham Leisure Centres, following Executive's decision to fund the Operational Property Review works programme on 30th November 2022.
-

2. **RECOMMENDATION(S)**

- 2.1 The Renewal, Recreation and Housing PDS Committee are asked to note the contents of this information briefing.

Impact on Vulnerable Adults and Children

1. Summary of Impact: The Walnuts and West Wickham leisure centres are community leisure centres which are low cost to use compared to private sector provision.
-

Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority (*delete as appropriate*):
 - (1) For children and young people to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
-

Financial

1. Cost of proposal: Estimated Cost £27.1m
 2. Ongoing costs: Non-Recurring Cost
 3. Budget head/performance centre: C93630-68155
 4. Total current budget for this head: £27.1m has been indicatively assigned as part of the OPR
 5. Source of funding: Capital receipts
-

Personnel

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

Legal

1. Legal Requirement: The leisure centre sites are community assets
 2. Call-in: Not Applicable: No Executive decision.
-

Procurement

1. Summary of Procurement Implications: N/A
-

Property

1. Summary of Property Implications: The Walnuts and West Wickham leisure centres require major works to ensure that they are safe and can remain open to the public.
-

Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: The redevelopment of these sites creates opportunities to reduce future energy consumption.
-

Impact on the Local Economy

1. Summary of Local Economy Implications: A significant positive impact on the local economy is anticipated, due to the improved leisure facilities for residents, businesses and visitors to West Wickham and Walnuts centres.
-

Impact on Health and Wellbeing

1. Summary of Health and Wellbeing Implications: The leisure centres are crucial to the health and wellbeing of residents.
-

Customer Impact

1. Estimated number of users or customers (*current and projected*): In 2022 West Wickham had 107,212 users and the Walnuts had 118,015 users. It is expected that usage will increase by 30% following the major works.
-

Ward Councillor Views

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

3. COMMENTARY

- 3.1 In 2018, the Council made the decision to move all leisure centres to 40-year leases with Mytime Active. These were grouped in to two lots. Group 1, facilities are on Full Repairing and Insuring Leases (FRIL) and are now the responsibility of Mytime Active to manage and maintain, and attract a rental income for the Council. The Group 2 facilities whilst offered on a 40-year lease, remained the Council's responsibility to maintain given the condition of the buildings, with no rental income received from Mytime Active.
- 3.2 As part of the Council's Operational Property Review led by the Property division, condition surveys were undertaken on all the Council's properties. This included the Walnuts and West Wickham Leisure Centres which are both Group 2 facilities.
- 3.3 The surveys identified a significant back log of maintenance at both the Walnuts and West Wickham. However, given that both buildings are past the end of their design life, the use of funds to make basic yet costly repairs was not considered good value for money. This is because ultimately even if repairs are made the buildings cannot be sustained and further money would continue to be required in the near future to make good, and in the meantime the buildings are at constant risk of failing and of closure to the public. The Walnuts swimming pool has already been closed on a number of occasions due to the failed heating plant.
- 3.4 It should be noted that Planning law would not allow the closure of these two leisure sites and the use of the land for other purposes, such as housing. This is because Planning protects community assets. Therefore if the sites were not invested in and eventually closed the buildings could be moth balled but not developed and used for other purposes.
- 3.5 Therefore, the Operational Property Review assigned an indicative £27.1m plus £500k feasibility funding to fully refurbish and redevelop these two leisure centres. On 30th November 2022 the Executive agreed to fund the Operational Property Review (OPR) works programme, including this funding for the Walnuts and West Wickham leisure centres, and on 12th December 2022 this decision was approved by Full Council.
- 3.6 On 29th March 2023 the Executive agreed that officers could progress the OPR workstreams and proceed to procurement via the NHS SBS framework. Whilst this is the approach for much of the OPR programme which is being led by Property, the Walnuts and West Wickham Leisure Centre redevelopments, and the Library works are being managed separately by the Culture and Regeneration division. This report focusses on the approach being taken to the redevelopment of the Walnuts and West Wickham leisure centres.
- 3.7 Due to the nature of the sites as places of community use, with complex facilities including swimming pools, and their ability to generate an ongoing rental income for the Council if major works are undertaken, the following actions were identified as being required to take forward their redevelopment:
- Engagement with residents and stakeholders to discuss their priorities
 - Facilities modelling – predominantly looking at what facilities are available across the Borough and nearby to ensure we are meeting recommended levels of service
 - Surveys – to review what is possible on the sites and within the fabric of the existing buildings
 - Sustainability – operational model that ensures any investment becomes sustainable and generates a future income
- 3.8 Given the above, and the time pressures on the state of the existing buildings which could be forced to close at any time, the Council progressed swiftly and appointed Alliance Leisure

Services in January 2023 to provide a feasibility study and a detailed survey package for the Walnuts and West Wickham Leisure Centres. This package of works includes building surveys (beyond those performed as part of the Operational Property Review), design concepts, business planning and a public engagement exercise.

3.9 Alliance Leisure Services are a development partner that work exclusively with local authorities and leisure operators to improve or expand the leisure products and services offered.

3.10 This report provides Members with an update on where this work is to date.

PROGRESS TO DATE

3.11 To inform decision making the Council commissioned a detailed Indoor Sports Facilities Review, which whilst still in draft form and yet to be published, has confirmed the community need for both the Walnuts and West Wickham facilities in providing important access to sport and leisure activity. Additionally, the Council has commissioned Facilities Planning Modelling which looks at the impact of population growths and changes in demographics on the local need specifically in relation to swimming pool provision. Bromley's population is predicted to grow by over 6% over the next 10 years, with the biggest increase being in the older population (65+). It is important to ensure there is a good mix of facilities that supports people remaining active into older age.

3.12 An Online survey for both leisure centres was launched on Monday 27th February for six weeks collecting 3436 responses for The Walnuts and 2699 for West Wickham. The survey was designed to find out what residents, users and non-users of the facilities would like to see in the future. Given the public investment being proposed it is important to ensure facilities will be utilised to the maximum potential as well as gauge information that could be used for the business model and drive a rental yield.

3.13 To support this, the survey was specifically targeted on social media to those geographically located in the borough. Posters with QR codes, linking residents to the surveys, were produced and shared with libraries and the leisure centres for display. Digital versions of the posters were also produced displayed on JC Decaux screens. Accessible versions of the surveys, large print (visual difficulties) and easy read format (for those with learning difficulties) were produced and shared with libraries and leisure centres to be printed upon request. Alliance Leisure Services had staff members equipped with iPads inside and outside the leisure centres asking members of the public to complete the survey. Additionally, 21 focus groups have been completed as part of this package of works covering a range of different users and stakeholders.

3.14 Unsurprisingly the majority of those that took part in the survey said they wanted a redeveloped facility with less than half of users at both centres currently rating the centres as 'good' or better. However, what is important is that between 75-85% of users said they would use a redeveloped centre more often. These figures rose to 89-92% for non-users, evidencing that redeveloping these centres would increase activity levels within the borough.

3.15 The vast majority of users at both the Walnuts (97%) and West Wickham (88%) are residents of Bromley. There is an equally high number of non-users who are Bromley residents and would use the centres more often should they be developed.

3.16 86% of the Walnuts users and 74% of West Wickham users travel less than 15 minutes to use the centre, demonstrating that a redevelopment of these facilities would truly benefit those in the immediate locality of the centres.

3.17 Alliance Leisure's Opportunity and Competitor analysis has revealed that redeveloping the facilities would increase membership numbers, and thus membership revenue, by over £500,000 per year, supporting the Council's aims to draw a rental income from the facilities.

- 3.18 The number of pay-as-you-go users are also expected to increase following a redevelopment, providing additional income growth across both centres.
- 3.19 Both sites have over 250k under-14s within a 30-minute catchment, demonstrating the potential for a strong soft play offering at each site. West Wickham alone has over 100k under-14s within a 15-minute catchment.
- 3.20 Quality food and drink services provide modern leisure centres with a healthy source of income. Our survey found that there is strong demand for new and improved Café offerings at both centres, increasing the rental potential of each centre.
- 3.21 Alongside the survey, Architects GT3 are undertaking further surveys and preparing initial plans for the centres, which will be fed into the next report.
- 3.22 To support the sustainability strand of work, and to achieve the best business model, officers have held soft market testing events including meeting with operators interested in managing the redeveloped facilities.

NEXT STEPS & INDICATIVE TIMELINE

- 3.23 Regeneration officers are working with Procurement and Alliance Leisure to determine the most appropriate route to tender for the leisure operator of the redeveloped facilities. Officers hope to start the tender process this Autumn.

Analysis of public engagement and leisure strategy to achieve optimum service mix	May/June 2023
Detailed Surveys of Buildings undertaking	April-June 2023
Initial site plans drafted	July 2023
Initial costs appraisal within budget of what can be delivered	July 2023
Executive Approval for works and next phase of works, with agreement of operator model and likely rental yield for redeveloped centres	September 2023
Draft details plans	October -November 2023
Submit Planning Application and Building regs compliance	December 2023
Tender of Operator	October-January 2023
Tender of work contract with development agreement	
Works to commence on first site	January 2025
Works to be completed on first site	July 2026
Works to commence on second site	Autumn 2026

Works to be completed on second site	Summer 2028
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4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 Community leisure is an important affordable service which improves health and wellbeing outcomes for all.

5. FINANCIAL IMPLICATIONS

5.1 The total approved budget for leisure centres is £27.6m, of which £0.500m is set aside to cover delivery of the project, with the balance used to cover the works. The addition of this project to the capital programme, as part of the broader Operational Property Review, was approved by the Executive as part of Q3 monitoring at its January 2023 meeting.

5.2 There is therefore sufficient budget within the capital programme to meet the cost of this contract and any contingency required, and so there should be no impact to the revenue budget from the implications of this report.

6. LEGAL IMPLICATIONS

6.1 The Renewal, Recreation and Housing PDS Committee are asked to note the contents of this report. This Committee, in accordance with Part 4 of the Council's Constitution, is required to receive reports and make recommendations on performance monitoring of services falling within the remit of this portfolio which does include leisure and culture.

6.2 There are no immediate legal issues to address within this report.

7. PROCUREMENT IMPLICATIONS

7.1 This report seeks to provide an update with no decision sought on the feasibility work currently being undertaken for the redevelopment of the Walnuts and West Wickham Leisure Centres.

7.2 Any procurement actions resulting from the feasibility work must be to be compliant with both Public Contracts Regulations / Concession Contracts Regulations and Contract Procedure Rules.

8. PROPERTY IMPLICATIONS

8.1 The Operational Property Review programme identified major works were required to both Walnuts and West Wickham leisure centres if they are to remain open and in community use.

9. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

9.1 The major works to both sites create many opportunities to reduce energy consumption through improved layouts (separating wet and dry facilities); energy efficient boiler systems; improved insulation and double glazing; and

10. IMPACT ON THE LOCAL ECONOMY

10.1 The intrinsic impact of the development of leisure centres relates to increased footfall and increased health which enables more people to work or remain in work. This impact will only be maximised by securing local jobs, apprenticeships and training opportunities. The impact on the local economy also depends on supply chain opportunities for local SMEs. Therefore, the

relationship with the delivery partner, whether through lease or convening powers, is critical to the impact on the local economy.

11. IMPACT ON HEALTH AND WELLBEING

11.1 The redevelopment of the two leisure centres will have a significant impact on health and wellbeing and it is predicted that usage at the sites will increase by 30%.

12. CUSTOMER IMPACT

12.1 Currently users experience a poor service at times due to the poor state of the buildings. This includes the closure of the pools due to heating and ventilation issues, often without notice, and leaking ceilings which means sections of the buildings have had to be closed at times. The major works programme will ensure that customers have access to an improved leisure service experience.

Non-Applicable Headings:	Transformation/Policy implications; Personnel implications; Ward councilor views.
Background Documents: (Access via Contact Officer)	[List any documents used in preparation of this report - Title of document and date]