

Decision Maker: RENEWAL, RECREATION AND HOUSING PDS COMMITTEE

Date: Tuesday 13 November 2018

Decision Type: Non-Urgent Executive Non-Key

Title: PENGE AND ANERLEY LIBRARY CAPITAL SCHEME POST COMPLETION REPORT

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Chief Officer: Colin Brand, Director of Regeneration

Ward: Crystal Palace, Penge and Cator, Clock House

1. Reason for report

- 1.1 As part of the Capital Programme Procedures it is a requirement that schemes should be formally reviewed within one year of completion and the outcome of this review be brought to the Portfolio Holder for endorsement.

2. **RECOMMENDATION(S)**

- 2.1 That the Portfolio Holder endorses the findings of the Post Completion Review that has been carried out in respect of Penge & Anerley Libraries.

Corporate Policy

1. Policy Status: Capital Programme monitoring and review is part of the planning and review process for all services. Capital schemes help to maintain and improve the quality of life in the borough. Effective asset management planning (AMP) is a crucial corporate activity if a local authority is to achieve its corporate and service aims and objectives and deliver its services. For each of our portfolios and service priorities, we review our main aims and outcomes through the AMP process and identify those that require the use of capital assets. Our primary concern is to ensure that capital investment provides value for money and matches the Council's overall priorities as set out in the Community Plan and in "Building a Better Bromley".
 2. BBB Priority: Excellent Council
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Financial

1. Cost of proposal: N/A
 2. Ongoing costs: N/A
 3. Budget head/performance centre: Capital Programme
 4. Total current budget for this head: £673k
 5. Source of funding: Capital Receipts
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Staff

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; Non Statutory-Government Guidance
 2. Call-in: Non application
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Customer Impact

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

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

3. COMMENTARY

3.1 The Capital Programme Procedures require that a post completion review be carried out within 12 months of the completion of schemes that are included within the programme. This process is designed to determine the Authority's performance in the following key area;

- Were the original scheme objectives achieved?
- Were the scheme costs contained within the original budget?
- Did the scheme complete on time?
- What was the level of customer satisfaction from the end user with the overall process?

3.2 The information set out in the appendices shows the above information for Anerley Library and Penge Library, 46 Green Lane.

3.3 The scheme completed below budget, and the original contract programme was met. A full analysis of the project is contained within the appendix. On 11th July 2018, the Executive approved the deletion of £37k residual balance (£1k on Penge / Anerley Libraries scheme and £36k on Anerley Library Provision scheme).

4. POLICY IMPLICATIONS

4.1 One of the main aims of the Council's Asset Management Plan is to ensure that all the partners in the asset management planning processes are fully consulted on the process and its outcomes. Progression of amalgamating the former Anerley/Penge Libraries and providing improved Library facilities at 46 Green Lane contributes to the Building a Better Bromley to promote vibrant thriving town centres.

5. FINANCIAL IMPLICATIONS

5.1 This report provides information on a Post Completion Review that has been carried out in respect of Penge/Anerley Libraries. The total budget for the two schemes based on the estimated cost was £710k. £689k was approved by Executive on 6th February 2013 for Penge / Anerley Libraries, and on 22nd July 2014, Members approved £41k for the purchase and installation of Libraries hardware at Anerley Town Hall.

5.2 On 2 April 2014 Executive increased the Penge/Anerley Library scheme estimate by £29k following the award of works contract. Subsequently, on the 11 February 2015, Executive agreed to reduce the budget by £49k to £669k.

5.3 £13k of the cost for the purchase and installation of Libraries hardware at Anerley was met by the Penge / Anerley Libraries scheme. In total, £673k was spent on the two schemes. Following the completion of the schemes, the residual balance of £37k was deleted which was reported to Executive on 11th July 2018.

5.4 The table below summarises the financial outturn position of the scheme.

	£'000
Capital Estimate	
Penge/Anerley Libraries	689
Anerley - Library Provision	<u>41</u>
	730
Budget increase 1.4.14	29
Budget reduction 11.2.15	<u>-49</u>
	710
Final scheme costs	
Penge/Anerley Libraries	668
Anerley - Library Provision	<u>5</u>
	673
Balance (already removed)	<u><u>-37</u></u>

6. CONSULTATION

6.1 Ward member's views? Consultation with clients, end users, etc?

Full public consultation including exit surveys at both libraries took place in June/July 2012 to gauge reactions to the possibility of merging Penge and Anerley Libraries at a new location. Affected staff were also consulted regarding the proposed merger and move.

Non-Applicable Sections:	Legal, Personnel & Procurement Implications, Impact on Vulnerable Adults and Children
Background Documents: (Access via Contact Officer)	DRR14/071 Anerley Town Hall – Library Provision report to Executive 22 July 2014 DRR13/00102-Penge & Anerley Libraries-46 Green Lane. Part 2 report to Executive 6 th February 2013.

APPENDIX 1

Penge Library - 46 Green Lane and Library provision at Anerley Town Hall

Scheme Details

1. The scheme objective was to create a new modern Library with significantly upgraded facilities for the residents of Penge and Anerley at the 46 Green Lane site by merging existing library provision. This new library replaced the library buildings at Anerley Town Hall and Penge Maple Road sites. Following the merger of Penge and Anerley Libraries the scheme at Anerley Town Hall offered some replacement Library provision. This took the form of an automated locker allowing customers to collect pre-ordered books via self-service and to return items. This was installed along with 7 computers for public use providing internet access. In order to raise awareness of their installation, the replacement library facilities received extensive promotion. A marketing strategy was produced in partnership with Crystal Palace Development Trust to ensure that equalities groups within the Anerley Library catchment area were targeted to make them aware of the new facilities which were DDA compliant. A number of marketing tools were used including promotion on both CPCDT and Bromley Libraries websites. The new service was also posted on the Libraries social media including Facebook and Twitter. Additionally letters and posters were sent to schools, Children's Centres and Community Groups previously served by Anerley Library. Additionally drop-in IT sessions were arranged in conjunction with CPCDT to promote the services as widely as possible.

Scheme History

2. In February 2005 a review of the Library Service was commissioned which included the requirement to consider fitness for purpose, location and scope of current library buildings. It was proposed to replace both the existing Penge Library and Anerley Library with one library. The main driver for doing this was to transform facilities to significantly improve services, as the current facilities were inadequate, not DDA compliant and had limited scope to make improvements on the existing sites.

The review was reported to the Local Economy Portfolio Holder in October 2006 and included the recommendation to relocate and merge Anerley and Penge Libraries. When a suitable location was identified and secured at Green Lane, Penge in 2013 it was possible to bring the Council's long term plan to fruition. Transforming libraries at other sites had had a powerful effect on increased usage and uptake of the facilities as demonstrated by the successful opening of Biggin Hill in 2010 and Orpington Library in 2011. The Orpington development also saw the Library relocate from its original location with immediate impact. On 9th August 2014 both the existing Penge Library located in Maple Road and the existing Anerley Library located to the rear of Anerley Town Hall closed to the public. The new Library at 46 Green Lane Penge opened on 26th August 2014.

3. In response to comments received from existing Library users at Anerley during consultation, the Council agreed to test the need for some continued, limited library provision at the Anerley Town Hall site. The Crystal Palace Community Development Trust (CPCDT) agreed to host the Library facilities which consisted of
 - Bibliotheca Smart Locker
 - 7 Peoples Network computers.

The Library facilities were installed at Anerley Town Hall in June 2015.

Despite targeted promotion in the local Community only 14 items were borrowed from the locker in the first 12 months of operation. In contrast usage of the new Penge Library rapidly increased with a 23.7% increase of items borrowed in the first year compared to the two libraries combined in the previous year. This indicated that Anerley Library users had in fact transferred to the new, improved facilities at Green Lane.

The table below provides the details of the capital budget and spend: -

	Original Estimate £'000	Latest Estimate £'000	Actuals £'000	Variation £'000
Contract works	390.0	336.0	356.2	20.2
Library fit-out costs	203.0	162.0	151.4	-10.6
Smart lockers at Anerley Town H	41.0	41.0	18.0	-23.0
Other costs	36.0	109.0	126.1	17.1
Surveys & statutory costs	32.0	28.0	7.5	-20.5
Consultancy fees	18.0	30.0	10.1	-19.9
LBB project management fees	10.0	4.0	3.7	-0.3
	730.0	710.0	673.0	-37.0
deletion of residual budget	0.0	-37.0	0.0	37.0
	730.0	673.0	673.0	0.0

Running Costs

4. The ongoing revenue costs relate to the following areas at Penge Library

- Rent
- Utilities

At Anerley Town Hall

- MFD Printer hire.
- Excel Courier
- Smart Locker annual maintenance costs
- CPCDT admin costs

The running costs of the scheme reduced in 2017 when the facilities were removed from Anerley Town Hall

Scheme Objectives

5. The objectives of the scheme were

- To significantly upgrade the Library offer for the residents of Penge and Anerley by providing a modern state of the art library building at the Green Lane site in Penge with increased floor space and extended opening hours to replace the inadequate buildings at the Anerley Town Hall and Penge, Maple Road, sites.
- To provide considerably improved Library facilities for the wider community offering community space, additional computers, and a wider selection of stock.

- To provide fully accessible fit for purpose Library facilities which are open for longer, fully accessible and DDA compliant as both old libraries were not fully accessible to disabled visitors.
- To improve Council facilities for local residents and businesses to enable them to pay their Council Tax and Business Rates in cash at the library Self Service Kiosk via provision of the My Community facility. It had been demonstrated that there was a demand for this service in the Penge area.
- To test the need for continued library provision at the former Anerley Library site. An automated locker enabling customers to collect pre-ordered books via self-service and to return items was installed at the Town Hall site with 7 computers for public use providing internet access and MS Office applications. This was comparable with the IT offer at the old Anerley Library.

Assessment of Scheme Success

6. The following scheme objectives were achieved

- A fully accessible locally run library offer was introduced in Anerley Town Hall following the closure of Anerley Library and the relocation of Library services in the area to the new Penge Library. This enabled customers to borrow reserved items and return items. 7 computers were installed for public use
- A new, modern Penge Library located at Green Lane opened in August 2014. Fully accessible to all with considerably improved facilities, the new library offers extended opening hours and is now open 43.5 hours each week, Monday-Saturday, to meet the needs of the Community including half day opening on Wednesday.
- The new Penge Library has improved the service across the areas of reader development, learning and information, computer access including Wi-Fi, through improved stock, improved facilities and an increase in the amount of events and activities.
- The new Penge Library has succeeded in becoming a community hub and has demonstrated significantly increased footfall with immediate effect. There was a surge of new members following the opening of the new Library. There were 9,552 visitors in September 2014, the first full month of opening, an increase of 32.57% on the same period the previous year. Visits for Quarter 3, October – December 2014, showed a 33.1% increase on the same period. The number of new Library members joining in the first month increased by 233.3%.
- Book issues in the first month were 17% higher than the total combined issues of the old Anerley and Penge libraries at the same point the previous year bucking the downward trend of issues across the rest of the Library Service. Nearly 69% of issues in September 2014 were made using the new self-service kiosks.
- Following the initial surge in items borrowed after the opening in August 2014, usage has been maintained at above the pre-merger levels as demonstrated in the table below.

Items borrowed

	Penge	Anerley	Combined
2013-14	29,874	28,467	58,341
2014-15	55,135	8,354	63,489
2015-16	66,076	-	66,076
2016-17	60,219	-	60,219
2017-18	62,501	-	62,501

- Regular activities for children take place at Penge Library including Chatterbooks, Stay and Play, Baby Bounce and Rhyme, Crafty Saturdays and Lego Club. Additionally the library hosts regular visits from schools and nurseries and offers additional promotional events e.g. World Book Day author events. In the first six months since the new library opened they hosted 75 children's events and 15 school visits. Attendance continues to be high with 580 children attending a library activity in the last six months.
- The Library offer for adults includes regular Computer Club sessions, Coffee Mornings, and both a daytime and evening reading group. Other activities which benefit the community include the Living Well dementia group and the English as second language (ESL) coffee morning.
- The My Community payment system for Council Tax provides a valued service to the local community and has been consistently well used since the date of installation. In the last year approximately £197,000 of Council Tax revenue has been paid in cash into the self-service kiosk despite the emphasis on the convenience of online payment as the Council's preferred payment option.
- Satisfaction levels have been demonstrated to be consistently high since the Library opened in 2014. Results from a 2015 CIPFA Public Library Users Survey for adults showed that 93% of users rated the library as very good/good. Results from the 2017 Children's PLUS Survey showed that 98% rated the library as very good/good. Additionally visitor figures demonstrate that the majority of users of the two libraries which the new library replaced are using the new Library. Many new people have become members of the new library, an increased number of people have attended events and the number of issues has increased demonstrating overall satisfaction with the new library.
- In view of the very high levels of usage of the new Penge library combined with the minimal use of the facilities provided at Anerley Town Hall, it was decided in conjunction with the Crystal Palace Community Development Trust to remove the equipment from Anerley Town Hall at the beginning of 2017. Postcode analysis of users of the new Penge library shows that in the months since February 2018 just under a quarter of them live in the Anerley, Crystal Palace and Norwood areas (i.e. nearer to Anerley Town Hall than Green Lane).

Assessment of Contract Efficiency

7. Contract period: 13 weeks
Start Date: 06.05.14
Practical Completion: 14.08.14
Over-run: 2 weeks

Outstanding Issues and Their Proposed Resolution

8. There are no outstanding issues.