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**Decision Maker:** **EXECUTIVE**

**For Pre-Decision Scrutiny by the Renewal, Recreation and Housing PDS Committee on 23 January 2023**

**Date:** **Wednesday 8 February 2023**

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

**Title:** **FUTURE OF COMMUNITY RESOURCE CENTRES**

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

**Ward:** Mottingham; St Paul's Cray;

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1. Reason for decision/report and options

- 1.1. Due to a number of factors, mainly problems with the current buildings, the future of the outreach service currently provided by two community resource centre facilities at Cotmandene (CCRC) and Mottingham (MCLS) has been under review. A number of alternative locations have been explored for relocation with the views of users and non-users captured.
- 1.2. This report asks the Executive to agree to the relocation of the service into two Libraries within the borough under the expected management of Greenwich Leisure Limited.

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2. **RECOMMENDATION(S)**

Members of Renewal, Recreation and Housing are asked to review the report and make any comments available to the Executive.

**Members of the Executive are asked to agree to:**

- 2.1. The permanent relocation of the outreach services at Cotmandene Resource Centre to St Paul's Cray Library, including the transfer of management services to GLL by way of a Change Control Note to GLL's overarching contract and the secondment and/or TUPE of staff depending on the consultation outcome.

- 2.2. The temporary relocation of the outreach services at Mottingham Learning Shop to Mottingham Library, with one day a week session at St Edward's Church, subject to a twelve month trial, to be reviewed after 6 months. These services are to be transferred to the management of GLL rather than the Council by way of a Change Control Note to GLL's overarching contract and will include the secondment and/or TUPE of staff.
- 2.3. Delegate any further decisions on the transfer to GLL to the Director of Corporate Services in consultation with the Portfolio Holder for Renewal, Recreation and Housing.
- 2.4. The disposal of the Cotmandene building for sale or rent subject to a further report from Property.
- 2.5. Noting that the expected capital cost of the move is £594k, which is within the OPR allowances for the two library sites, and that the budget is approved as part of the OPR process with a requirement for this project to report to the OPR board until completion.

## Impact on Vulnerable Adults and Children

1. Summary of Impact: The preferred options offer potential for improvement including opportunities for partnership working increasing the reach of the service.
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## Transformation Policy

1. Policy Status: Existing Policy
  2. Making Bromley Even Better Priority
    - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence, and making choices.
    - (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

1. Cost of proposal: Estimated Cost: £594k
  2. Ongoing costs: Recurring Cost: No impact on revenue
  3. Budget head/performance centre: Community Resource Centres
  4. Total current budget for this head: £207k
  5. Source of funding: Existing controllable revenue budget 2022/23 and OPR budget.
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## Personnel

1. Number of staff (current and additional): 3.62 FTE
  2. If from existing staff resources, number of staff hours: 135
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## Legal

1. Legal Requirement: Non-Statutory - Government Guidance
  2. Call-in: Applicable Executive decision
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## Procurement

1. Summary of Procurement Implications: The service can be transferred to GLL subject to approvals and a change control process.
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## Property

1. Summary of Property Implications: The relocation has been driven by the condition of the current buildings. The Mottingham Learning Shop lease is coming to an end and therefore a new location needs to be identified for this service. Both the Mottingham and Cotmandene buildings have suffered from flood damage with Cotmandene closed by sewage damage and the service currently operating from St Paul's Cray Library.
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## Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: None
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### Customer Impact

1. Estimated number of users or customers (current and projected): This is a valuable frontline service. The service is still recovering from the impact of Covid-19 however figures from January – July 2022 suggest that this year is on track to deal with 41,500 enquiries, the highest level ever recorded this year.
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### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Ward Councillors support the retention of this service which supports the most vulnerable residents and accept the need to seek alternative accommodation for the service. The St Pauls Cray ward Councillors are supportive in principle to the service re-locating to St Pauls Library as long as the range of services on offer from the current sites are fully replicated and improved and the library building re-furbished. The Mottingham ward Councillors have concerns about the move and have requested that it is trialled in the first instance. Their full comments are set out at the end of this report.

### 3. COMMENTARY

#### Background

3.1. The Community Resource Centres are also known as the 'Learning Resource Centres' and the 'Learning Shops'. The service is currently delivered from two permanent sites in the Borough, positioned in areas of high levels of unemployment and social deprivation. The centres are:

- Cotmandene Community Resource Centre (CCRC)
- The Mottingham Community and Learning Shop (MCLS)

Cotmandene Community Resource Centre (CCRC) is situated at 64 Cotmandene Crescent and is Council owned. The Mottingham Community and Learning Shop (MCLS) occupies premises at 1-2 Cranley Parade which is leased from L&C Investments Ltd.

3.2. The service offers a unique triage service in the heart of the community where customers can seek advice and guidance on any issue. The informal approach generates trust and removes barriers. Customers can 'drop in' without an appointment or filling in a form and receive on-the-spot help or a referral to other services. The service aims to create better life outcomes for local residents by providing support on mental health, loneliness, and social isolation, specifically with access to benefit, job-seeking, and housing advice, as well as training and education. The Resource Centres are preventative services that reduce the likelihood of support being required from other Council departments.

3.3. The existing buildings in Mottingham and Cotmandene are no longer suitable for the service due to ongoing leaks and flood and sewage damage which has caused considerable disruption to the service. Additionally the lease at Mottingham is coming to an end on the 24<sup>th</sup> March and the service will have to vacate. Therefore, new locations need to be urgently found for the delivery of this vital frontline service.

3.4. There is a time pressure to make decisions on the new locations as Cotmandene has had to close due to a sewage leak (the service has moved temporarily to the nearby St Paul's Cray library), and the current lease for Mottingham has expired despite attempts by Property to negotiate an extension since summer 2021. In Mottingham the landlord pushed for a significantly higher rent, which Property colleagues advise is beyond a reasonable rate for the class of use. Subsequently the Mottingham site was put on the market by the landlord and remaining in the current building under a business-as-usual arrangement is not an option with the exit date for the service now confirmed for the 24<sup>th</sup> March 2022. The ICT suite is currently unavailable for use due to serious damage caused by the second latest flood. The staff office is currently damaged by the latest flood which occurred during the closed period over the Christmas break.

#### Regeneration Strategy and the benefits of co-location

3.5. The direction for the service was set out in the 2020 ten-year adopted Regeneration Strategy under the priority 'Supporting new and existing communities' which set out the aspiration to renew community facilities and explore opportunities to bring them together.

3.6. The strategy recommends a review of the locations and to pursue opportunities for colocation where appropriate to enable better ways of working, increased hours, reduced lone working, and improved safeguarding.

#### Options for the future of the service

3.7. A report was taken to the Renewal, Recreation & Housing Policy Development and Scrutiny Committee on 16<sup>th</sup> November 2022 on the future of the outreach service delivered from the two

Community Resource Centres. Members agreed to retain the service and for officers to explore potential options for relocating the service and at the same time conducting research on the user patterns in the two communities which includes soundings from users and non-users.

### Potential sites for the re-location of Cotmandene Community Resource Centre

- 3.8. All sites shown on the map in Appendix 2 - Figure 1 were considered as potential sites for relocation. Of these mapped locations, St Paul's Cray Clinic and Cotmandene Children and Families Centre were not scoped out further due to lack of space and safeguarding issues which could result from co-locating with a children's service. The following four sites were considered for the relocation of Cotmandene Community Resource Centre (CCRC) due to their close proximity to the current service location.
- Sanderson Hall Mickleham Road, BR5 2RN (Distance from CCRC 0.2 miles)
  - St Paul's Cray Library, Mickleham Road, BR5 2RW (Distance from CCRC 0.1 miles)
  - Kings Church, 159 Chipperfield Road, BR5 2PZ (Distance from CCRC 0.1 miles)
  - St Barnabas Church, Rushet Road. BR5 2PU (Distance from CCRC 0.2 miles)
- 3.9. Sanderson Hall is not a Council owned or leased property which is the preferred option. It is a registered charity managed by a committee of volunteers and held in trust for the people of St Paul's Cray. It is in high demand within the local community and is used regularly for children's events, sports classes, parties, quizzes, and meetings which impact on its availability and suitability for a permanent location for the Service. The cost of space hire would be £15 per hour, the smaller room which would be suitable is not available during the current operating hours of CCRC and is available during afternoon periods only. It would not be possible to configure the space to our requirements.
- 3.10. St Paul's Cray Library is Council owned and currently leased to Greenwich Leisure Limited (GLL) as part of the ten-year libraries contract. The library occupies a single storey building situated on an open site. It is not adjacent to the local shops but does benefit from being on a direct bus route and free on-road parking. Since September 2022 the CCRC has been operating from St Paul's Cray Library due to the sudden closure of CCRC due to a sewage leak. Whilst a limited service is currently available it has demonstrated the synergy between both services and demonstrated potential for co-location.
- 3.11. Kings Church is a Christian Church situated in nearby Mickleham Road and is not Council owned or leased. It has a number of meeting rooms for hire. The most suitable would be the training room which seats 30 people. The hourly hire rates are comparable with others in the area and the hall hire costs are £35 per hour. As this space will be hired by other community groups/residents it would not be possible to configure the space or to set up and store IT equipment. Availability and options are limited due to the high levels of usage and number of bookings.
- 3.12. St Barnabas is a Church of England Church which is currently owned by the Archdiocese of Rochester. Hire costs are £90 for a three-hour booking plus a £60 deposit. The same issues set out in 3.11 would apply in relation to storage and configuration of the space. There is currently no availability for block bookings at the church due to its popularity and the high number of existing bookings.
- 3.13. As part of the research to support the re-location, which is analysed further in Appendix 1, customers were asked if they had any suggestions for a new location. Of the five suggestions received all had been previously considered with the exception of the Oasis Community Hub in St Marys Cray and the Co-Op supermarket. Of these two the option to re-locate to the Oasis Community hub was further investigated. The co-op is not considered a suitable location as

there is no space within the store or carpark from which to replicate the services currently available at CCRC.

The Oasis Community Hub is a council owned building situated within the St Marys Cray primary academy which is 1.6 miles away from the current CCRC and is a 31-minute walk. A bus journey between both sites would require a 12-minute walk to the R4 bus stop. After a 5-minute journey on the R4 bus, a further two-minute walk would be required upon alighting. The site is situated in the ward of St Mary Cray. Investigations have shown that this location is not available as is needed to deliver statutory services so will not be further progressed.

- 3.14. The Link Youth Centre was suggested as an alternative venue by Councillors. The Link site is 0.5 miles away from the CCRC which equates to an eight-minute walk. Investigations have shown that this space is currently not available as it is currently used by other Council services and there is no capacity to house the CCRC.

#### Potential sites for the re-location of Mottingham Community & Learning Shop

- 3.15. Initially the following sites were considered for the relocation of Mottingham Community & Learning shop (MCLS)

- St Edward's Church, SE9 4AA
- Castlecombe Youth Centre-Castlecombe Road SE9 4AT
- Geffery's Hall, 27 Nunnington Close, SE9 4TA
- Mottingham Community Centre: Kimmeridge Road SE9 4EB
- Mottingham Library-31 Mottingham Road, SE9 4QZ

Of these four options all remain within the Mottingham Estate area with the exception of the Library which is 0.8 miles away. See Appendix 2 - Figure 3 for a map which shows the distance between both sites and other local services. Mottingham Community Centre has been discounted as a suitable location as the majority of the hire space is occupied by a day nursery so there is not sufficient space from which to deliver the service and co-locating with a children's service would present safeguarding issues.

- 3.16. St Edward's Church is 0.1 miles away from the existing MCLS site. Whilst the site is not suitable as a permanent home for the service early discussions have taken place with St Edward's Church about the possibility of using the space one day a week as an outreach site. There is synergy between the range of services provided at MCLS and the foodbank and programme of community events provided by the church. The Church trustees (PCC) are supportive of a sessional/part time service being provided from the Church buildings.
- 3.17. Castlecombe is an LBB owned property which is located 0.2 miles away from MCLS. Whilst this site would be a suitable location for the service due to its position on the estate, further enquiries have found it to be unavailable as it is currently occupied by another Council Service. The occupier is the Home and Hospital Tuition Service (HHTS). A separate project is underway to potentially move HHTS from its two current locations to a new permanent base at a closed Youth Centre. This project is currently only at the feasibility stage and therefore the building is not available for other services within the next 18 months at least. The condition of the building means that investment will be needed in the short and longer term.
- 3.18. Mottingham Library is 0.8 miles away from the existing MCLS. Therefore, some residents currently using the MCLS would have further to travel to access the service at this location. The journey between the two sites equates to an 18-minute walk, a 4 minute drive, or a 9-10 minute journey on either the 124 or 126 bus routes which includes a 4 minute walk to reach the bus stop from the Learning Shop and a 2-minute walk after alighting at the library. The site is Council-owned and there is space to collocate the MCLS with the library subject to remodelling.

- 3.19. Geffrey's Hall is a community building owned by Clarion Housing and operated by Central Eltham Youth Project. It is situated in Nunington Close 0.4 miles away from the current MCLS. The journey between both buildings would take approximately 9 minutes by foot or a 2 minute drive with no direct bus route between the two sites. There is already great synergy between the services delivered at Geffrey's Hall which include a community pantry, welfare management and debt advice and social gatherings. Discussions are underway to obtain costs and potential for renting a very small office there which would have a separate private entrance from which to operate a sessional service. However the space available is too small for the full service to run from this location permanently and it is not within the Estate community.
- 3.20. As part of the information gathering process customers were asked if they had any further suggestions against a stipulated set of criterion for a new location for MCLS. Four locations were received, three had previously been considered and the option of the function rooms at Mottingham Sports ground has now been scoped out below.
- 3.21. Foxes Field/Mottingham Sports Ground is one mile away by car from the current MCLS and the fastest route by car takes four minutes. It is not as easily accessible by public transport which would require a three-minute walk from MCLS to the 124 bus which takes three minutes. After alighting a seven-minute walk is required to access the Sports Ground. The walking distance between both sites is 0.8 miles and takes an estimated 15 minutes. Although the sports ground is Council owned it is managed by idverde. There is no dedicated space suitable for offices at the sports ground however there is a function room that could be hired on a sessional basis. Mottingham Sports Ground is not considered as a suitable option for the permanent relocation of MCLS.

#### Results of research, staff discussions, and user and non-user surveys

- 3.22. The Council conducted a research exercise between 7<sup>th</sup> and 23<sup>rd</sup> December 2022 to gather the views of users of the service and interested non-users. The Council published a survey online plus paper copies were distributed to the Community Resource Centres. In addition, four face to face drop-in focus sessions were run, two at each service location by Council officers. A full research analysis report can be read in Appendix 1.
- 3.23. The research exercise contained a question on the postcode of the person completing the survey. This was analysed within the report. CCRC's current postcode is BR5 2RG. Just under three quarters of those who answered shared the same prefix (BR5). The postcode for MCLS is SE9 4DZ. Nearly two thirds of respondents indicated that they shared the same postcode. Appendix 2 - Figure 2 maps the user postcode locations for CCRC, Figure 4 maps the postcode locations for MCLS
- 3.24. A significant concern of those who gave their opinions was the location of any proposed new sites for each centre. Many wished for the centre to remain in the same building while others requested it stay in the local area due to the locality of the community that has been built up by the service, the need for the service in the areas and concerns about the accessibility of new sites to current users. Over half of users indicated walking as their primary mode of transport to the centres, and over two fifths reported having a condition which negatively affected their ability to perform day-to-day activities including personal mobility.
- 3.25. When asked about the selected alternate co-location sites for the two centres, it was found that there was a higher overlap of users with services nearest by distance to the two Centres. In Mottingham users of MCLS had a notable preference for Beaconsfield/Kimmeridge Road area, with overlapping usage with the nearby Clinic and Community Centre.
- 3.26. In Cotmandene the preference was also for the same road where CCRC is currently located in Cotmandene Crescent. Additionally CCRC users expressed a preference for St Paul's Cray



Library as a potential co-location option, though it should be noted that the outreach service was temporarily run from the same building during the time of the consultation.

- 3.27. Users were complementary when surveyed on overall satisfaction. An average of 4.58 out of 5 stars was the rating given for satisfaction of the service provided by the resource centres and 89% of users found the opening hours suitable to their needs. In free-form answers and during face-to-face discussions, individuals described the service (and the staff that run it) as 'life-saving'. They also enjoyed benefits such as reduced social isolation, access to computer facilities, surgeries with local MPs and police along with personal help and advice when needed.
- 3.28. When asked about which services respondents used most from the current range of services, the top three selected were drop-in advice or appointments, outreach services and the use of the computer suite. All three indicate repeated usage of the centres which is corroborated by the fact that over half of respondents indicated that they visited daily or weekly.
- 3.29. When asked how the service could be improved, many respondents reiterated the desire for the centres to remain on the same site or locally. Increasing collaboration with additional service partners (including other Council-run help services) and providing more classes and sessions was commonly suggested as was increasing the number of staff or volunteers present in the Centres.
- 3.30. Additional public suggestions included local knowledge of additional potential co-location sites, provision of sharing of space with new services such as a community fridge/food bank. Other improvements to the current environment and furniture were suggested along with increasing outreach/marketing awareness of the service in the local community.

### Recommendations

- 3.31. The recommendations for the relocation of the Community Resource Centres are set out in detail below.
- 3.32. In summary the recommendation for Cotmandene is that the service is colocated with St Paul's Library and that the site is remodelled and maintenance undertaken to create a suitable space for the services to run in tandem from this site.
- 3.33. The recommendation for Mottingham is that the service is colocated with Mottingham Library on a trial basis for twelve months, with a review after 6 months. After this trial period depending on usage figures, in discussion with the Portfolio Holder, the works to Mottingham Library will proceed to enable the permanent colocation of the service, or the option of moving to Castlecombe will be re-examined depending on the status of the move of the tuition service.

### Cotmandene Community Resource Centre (CCRC)

- 3.34. Following the analysis of the survey data and feedback from staff, clients, and non-users of the service alongside initial analysis of the costs and assessment of the suitability of alternative Council owned/leased facilities, the recommendation is that Cotmandene should re-locate permanently into St Pauls Cray Library. This is due to its close proximity and easy walking distance to the current site. Customers have had the opportunity to experience how the service could operate from a co-located facility due to its temporary location in St Pauls Cray Library while work to repair the sewage leak damage at CCRC takes place. A refurbishment of the St Paul's Cray Library will be required, to deal with maintenance identified in the OPR condition survey and for remodelling of the space in order to re-locate the outreach service replicating the current service provision.

## Mottingham Community and Learning Shop (MCLS)

- 3.35. The survey responses for MCLS have been transcribed and analysed along with feedback and suggestions from staff, service users and local residents. Every effort was made to find a new permanent site on the Mottingham Estate, but no suitable buildings have been identified there that are currently available. Following the assessment of the available locations and analysis of the operating costs the key recommendation for MCLS is that the service should operate from two sites to ensure that some provision is available on the Estate for the community there.
- 3.36. Of all the options considered, Mottingham Library was found to be the most suitable available location at this time to be the primary location for the service. A refurbishment of Mottingham Library will be required, to deal with maintenance identified in the OPR condition survey and for remodelling of the space in order to re-locate the outreach service replicating the current service provision.
- 3.37. In addition to the library the proposed location for some sessional provision on the estate is St Edward's Church which is nearby to the existing MCLS site. The Church have agreed to explore this option and are costing out the proposal which would involve provision of the service one day per week with IT /phone available for use by Clients. In order to facilitate this arrangement which would benefit the local community the Church will not be applying the usual hire costs, instead there would be a contribution to the utility costs.
- 3.38. In order to facilitate the hybrid arrangement using sessional space at St Edward's Church alongside primary space at the library, suggested possibilities include the Friday morning foodbank session which is the busiest and the Tuesday morning Play n Stay toddler session and/or the Thursday morning brunch which is when the Church have support from their own volunteers. the Church would be able to accommodate a filing cabinet of MCLS papers and equipment in the new office space in the Church and sessional work alongside other projects on the site.
- 3.39. Given that ward councillors have concerns about the colocation with the library it is recommended that the works are not undertaken immediately at this site and that the colocation is trialled for twelve months with a review after 6 months, during which time the service will effectively 'camp' with the library so that usage can be monitored. At the end of the trial, in consultation with the Portfolio Holder, the works will either proceed making the colocation permanent, or the potential of Castlecombe as an alternative location will be re-examined. By this time the potential exit date of the tuition service from this site is likely to be better understood to inform the decision. To ensure that any opportunity to move to Castlecombe can be ceased without delay, depending on the outcome of the trial at the library, officers will work on the Castlecombe option, to understand viability, during the trial library period.

## Benefits of co-location with Library Service

- 3.40. Libraries have been identified as the preferred places for co-location as there is a natural synergy between the services provided by libraries and outreach services. Both are uniquely trusted by their communities and libraries also adopt a one stop shop approach to service delivery and provide information and guidance. Both services are currently working to support residents with rising energy bills both with practical help and advice.
- 3.41. It is recommended that in order to deliver the service efficiently from the two libraries, the resource centre service should be managed by Greenwich Leisure Limited (GLL) as an addition to the existing libraries contract which does allow for services to be added or removed. GLL has said that they would be interested in taking on the management of this service. However it may be in the first instance, whilst the Mottingham move is trialled, all staff across both sites are seconded rather than TUPED.

- 3.42. As the UK's biggest library provider, GLL has considerable experience in delivering a range of frontline services to customers operating libraries in Bromley, Dudley, Greenwich, Lincolnshire and Wandsworth. At their other partnerships, GLL also provide co-located services including Children's Centres.
- 3.43. Bromley libraries also offer an extensive programme for adults which combat social isolation and contributes to the Councils loneliness strategy including dementia support activities. Friday Friends, Social Saturdays and Knit and Natter also bring people together. Bringing in the knowledgeable Community Resource Centre staff into the libraries to deliver more services will provide a bigger social impact.
- 3.44. Co-locating community outreach services with libraries would improve the reach of the service as changes to opening times of the service could be extended and the service could once again be operated face to face as lone working would no longer be an issue due the presence of library staff, joint resources would benefit both services.
- 3.45. Moving to the libraries will require some capital investment and changes to how the services are run in order to enhance and improve both services but will also result in long term savings.

#### Benefit of partnership with St Edward's Church

- 3.46. The PCC (trustees) at St Edward's are keen to facilitate the partnership both because they want to support the work of MCLS due to its valued contribution to the community but also because this fits with other work ongoing with the TBB foodbank and Community Links Bromley (CLB) to develop enhanced services for those struggling financially St Edward's are seeking CLB funding as a partnership with other agencies to train volunteers to respond to problems relating to benefits, debt advice, housing and energy efficiency. If MCLS were also included in this partnership this would enhance the service significantly.

#### Revenue Costs

- 3.47. The current revenue budget for the delivery of the Community Resource Centres is £207,000. Greenwich Leisure Limited (GLL) our library service provider has provided a quote to run the service for the same amount. This includes the 5% management fee. Whilst there will be revenue savings at the sites due to reduced costs namely the £23.5k annual rent for the Mottingham site, there will also be a loss of income from room hire of £15.3k per annum.
- 3.48. The quote from GLL still needs to go through a negotiation period and officers will work to ensure that any costs in relation to the Mottingham service operating from St Edward's Church are absorbed as part of the £207k total revenue budget for the year. Discussions with St Edward's Church have confirmed that their PCC do not propose to charge rent but would seek only some contribution to any increased costs including heating, electricity and enhanced wi-fi provision. It is difficult at this stage to calculate precise costs however indicators suggest the cost may be around £50 per week. This equates to £2,500 per annum based on a two-week Christmas closure.
- 3.49. Moving the service to the libraries will mean that ongoing rental income could be generated from the Cotmandene resource centre site, or the site could be sold for a capital receipt. The ongoing maintenance costs of the existing Cotmandene and Mottingham resource centre sites will not be a cost for the Council to bear.

## Estimated Costs: Relocation of Community Resource Centres

3.50. GLL has obtained fixed price quotes for re-modelling the two sites which include the library OPR condition survey items required at this time.

3.51. The contractor's fixed price quote for GLL remodelling both sites as per the visuals prepared is £594k including contingency costs. This is within the OPR budget envelope for these sites.

## Condition Surveys and Operational Property Review

3.52. A review of the Council's operational property has been undertaken to identify the operational estate and understand the liability of it over a ten-year period together with the potential to undertake minor refurbishments where appropriate to minimise future liability.

3.53. The Property team has assessed the GLL works and confirmed that they deal with the maintenance issues that need to be addressed as per the condition surveys, and the cost of the works are within the budget assigned in the OPR.

## Next Steps

3.54. This report recommends that the resource centres move to the two libraries and works are undertaken at these libraries to resolve maintenance issues and remodel the spaces so that they are suitable for service colocation.

3.55. If approved, the work on St Paul's Library will be completed first. This will be followed by Mottingham Library after the trial period depending on the results. Temporary provision from Council premises and by phone will be offered while the building and refurbishment work is completed.

3.56. If the recommendations are agreed officers will begin the negotiation period with GLL in relation to outsourcing the management of the service and a service specification will need to be drawn up by the Council along with a set of performance indicators (KPIs) to monitor effective delivery and service standards. These will be reported in the regular bi-annual contract monitoring reports to ensure that high standards are maintained. There will be secondment and/or TUPE implications for staff that still need to be assessed.

## **4. IMPACT ON VULNERABLE ADULTS AND CHILDREN**

4.1 The findings of a preliminary equality impact assessment have indicated that the proposed service changes will have no negative impact on vulnerable adults, children, and young people. This is because the range of services provided at replacement sites would be targeted at the same demographic and would replicate those offered at the current resource centre sites. Should the recommendations in this report be approved, a full EIA will be conducted to mitigate any impact on existing communities particularly those at Mottingham where a change of location from the Estate is proposed. Mottingham ward Councillors have particular concerns about this and will in particular be scrutinising the full EIA. This work will inform the decision making at the end of the trial period at Mottingham library.

## **5. TRANSFORMATION/POLICY IMPLICATIONS**

5.1 One of the key drivers for this service change is to achieve the best value for money and improvements to the service. It is anticipated that through the colocation opening hours and access to the service will be able to be improved, and lone working issues currently experienced will be resolved.

## **6. FINANCIAL IMPLICATIONS**

- 6.1 There is no revenue impact from the proposed recommendations, with the current existing £207k budget sufficient for the new GLL management fees and admin charges.
- 6.2 There will be a £594k requirement of capital funding for the refurbishment works of the two libraries in order to accommodate the resource centres, however there is sufficient budget within the OPR fund to meet this and any condition survey costs.
- 6.3 There are potential benefits from choosing the preferred option of relocating the centres, as the old sites can be sold and the capital requirement for refurbishing them are also not required, this potentially has a positive impact on the capital programme, as set out in the OPR, by reducing the call on funding which can be used to pay for the relocation.

## **7. PERSONNEL IMPLICATIONS**

- 7.1. There are currently 3.69 FTE staff currently employed across both Centres, the proposals for the re-organisation of the outreach service do not have redundancy implications as the current staffing levels will be retained and the service re-located. In line with the Councils procedures for managing change, if the recommendations in this report are agreed formal consultation will commence with staff, Trade Unions Staff Side secretary and Departmental representatives.
- 7.2. If Members agree to the preferred option which recommends delivering the service from St Paul's Cray and Mottingham libraries and transferring the outreach service provided by the Community Resource Centres to GLL, staff and their representatives will be engaged and consulted as early as practicable at the stage of the process going forward, subject to any commercially sensitive information. It should be noted that staff have already been involved in the survey work undertaken in November and December 2022 on colocation options.
- 7.3. Any staffing implications arising from the recommendations to transfer the service to GLL will need to be carefully planned and managed in accordance with Council policies and with due regard for the existing framework of employment law. Any transfer of the service will consider whether the Transfer of Undertakings (Protection of Employment Regulations 2006 (TUPE) would apply and also the consequential legal and financial implications arising from these proposals. Early legal advice based on the approach set out in the report indicates that TUPE is likely to apply in this case. Further legal advice will be sought throughout the consultation process particularly in relation to the potential initial secondment followed by TUPE.

## **8. LEGAL IMPLICATIONS**

- 8.1 This report requests Members to agree to the permanent relocation of the outreach services at Cotmandene Community Resource Centre to St Paul's Cray Library and a trial period of between 6-12 months for Mottingham Community & Learning Shop operating from Mottingham Library with a one day a week session at St Edward's Church. If this is agreed, then these services are to be transferred to the overarching GLL contract. The report also recommends the disposal of the Cotmandene building for sale or rent although this will be subject to a further report from Property.
- 8.2 There is no statutory duty on the Council to provide these specific services but, in support of its Social Care functions, the Council has an implied legal power to secure the provision of these outreach services
- 8.3 Members will note that officers are considering moving the service to GLL under its main contract with the Council. The contract with GLL is an above threshold services contract which was procured in accordance with the Public Contracts Regulations 2015. Any modification of this contract must accord specifically with Regulation 72 and the Council's Contract Procedure Rules

should the service be reconfigured as proposed in this report. Further advice should be sought from Procurement and Legal Services in this regard

- 8.4 Members will also note TUPE may apply should there be a service provision change. TUPE operates as a matter of law and officers should seek advice from HR and Legal Services, where necessary, as to the requirements to inform and consult should there be a transfer of undertakings

## **9. PROCUREMENT IMPLICATIONS**

- 9.1 The report seeks a variation to the Library Services contract with Greenwich Leisure Limited (GLL) for the management of services in relation to the proposed relocation from the Community Resources Centres into the libraries at St. Paul's Cray and Mottingham at £207,000 per annum (whole life cost of £828,000).
- 9.2 The report further seeks an additional variation to the Library Services contract with (GLL) for the refurbishment works required to enable these services, as set out in the report above (Section 3.32 and 3.40), in relation to the proposed relocation from the Community Resources Centres into the libraries at St. Paul's Cray and Mottingham at a cost of £566,393.88 (£295,889.44 and £270,504.44 respectively).
- 9.3 The variation stated above can be completed in compliance with Regulation 72 of the Public Contract Regulations 2015. Subject to compliance with Regulation 72 of the Public Contract Regulations (which allows change to a contract without re-advertisement in Find a Tender Service (FATs) where the proposed change, irrespective of monetary value, is provided for in the initial procurement documents in a clear, precise and unequivocal option clause which specifies the conditions of use and the scope and nature of the change), the Council's requirements for authorising a variation are covered in CPR 23.7 and 13.1. For a contract of this value, the Approval of Executive following agreement with the Portfolio Holder, the Chief Officer, the Assistant Director Governance and Commissioning, the Director of Corporate Services and the Director of Finance must be obtained.
- 9.4 Following Approval, the variation must be applied via a suitable Change Control Notice, or similar, agreed with the Provider.
- 9.5 The actions identified in this report are provided for within the Council's Contract Procedure Rules, and the proposed actions can be completed in compliance with their content.

## **10. PROPERTY IMPLICATIONS**

- 10.1 The OPR identified maintenance backlog and refurbishment costings for both of these libraries with the agreed approach to prepare a specification of works for the Council's libraries to be refurbished within the constraint of the total identified refurbishment sum, and for said costs to then be approved by Members via an Award Report for said works.
- 10.2 However due to urgency of the need to move the Learning Shop product to these libraries the identified package of works is considered to be within the allocated potential budget sums and the works identified would have formed part of the refurbishment works and therefore by bringing these forward will not be abortive to any future refurbishment.

## **11 CUSTOMER IMPACT**

- 11.1 There is currently an estimated number of users and beneficiaries of this service (current and projected): Latest 2021 population figures for Bromley show there are 330,000 people living in the borough. In terms of service use. There were 40,984 Information, Advice and Guidance (IAG) enquiries to Community Outreach Centres in 2019/20 before COVID-19 closures. There

were 1,341,834 visits overall to Bromley Libraries in 2019/20. 25,010 visits to St Pauls Cray library and 21,757 visits to Mottingham Library.

## 12 WARD COUNCILLOR VIEWS

- 12.1 Ward Councillors have indicated their support for retaining this service which supports the most vulnerable residents and for exploring relocation options within their current communities. They understand the reasons why a move from both of the current sites is needed and accept the need to seek alternative accommodation for the service. The St Pauls Cray Councillors are supportive in principle to the service re-locating to St Pauls Library as long as the range of services on offer from the current sites are fully replicated and improved and the library building re-furbished.

Mottingham Ward Councillors fully understand the reasons why the MCLS needs to move, as a matter of urgency, from its current location and will reluctantly support the current proposal to de-camp to the Mottingham Village Library, as there appears to be no other location in the Ward suitable for a move at this time.

Ward Councillors are extremely concerned that this relocation has the potential to remove a highly-valued and well-used facility from the area in the Ward where it is most needed i.e. that area which is designated as 'an area of social and economic deprivation'. Research has shown that the needs of those who live in this area within the Ward (especially the elderly, vulnerable and children) are clearly different from the other areas of the Mottingham Community, particularly at this time of economic and financial pressure upon local residents.

Mottingham Ward Councillors would wish to see a concerted effort, on the part of Bromley Council, for a more permanent move back to the area where it is currently located, and see this proposed move to Mottingham Village as a temporary relocation and temporary solution to an urgent and unexpected problem with the MCLS's current base. They are aware that the Castlecombe Youth Centre is likely to become available within the next 18 – 24 Months and see this as an ideal location for a future MCLS service to the local community.

Ward Councillors have agreed, however, that should the move to the Mottingham Village Library prove to be overwhelmingly successful, within the 6/12 month trial dates, with data clearly showing conclusive evidence that the needs of those who currently use the MCLS facilities are indisputably being met, then they would give further consideration to this move becoming permanent.

Ward Councillors have also asked that the system of monitoring the usage of the facilities during the trial is robust, bearing in mind that, currently, a large proportion of those who use the existing Village Library, live in the Royal Borough of Greenwich and to a lesser degree those residing in Lewisham LB. This will ensure that the MCLS facilities are directed to the appropriate Bromley citizens. Furthermore Ward Councillors have requested that two days per week at the St Edward's Church be considered, rather than the single day.

<b>Non-Applicable Headings:</b>	11-Carbon reduction/Social Value Implications
Background Documents: (Access via Contact Officer)	HHPR2022/055-16 <sup>th</sup> November 2022 Future of Community Resource Centre's 2022