CABINET ITEM COVERING SHEET PROFORMA

AGENDA ITEM

REPORT TO CABINET

16 MAY 2013

REPORT OF CORPORATE MANAGEMENT TEAM

CABINET DECISION

Corporate Management and Finance – Lead Cabinet Member – **Councillor David** Harrington

Arts, Leisure and Culture – Lead Cabinet Member – Councillor Ken Dixon Access and Communities – Lead Cabinet Member – Councillor David Coleman Children & Young People – Lead Cabinet Member – Councillor Ann McCoy

ASSET REVIEW, SCHOOL CAPITAL AND SITE DISPOSAL PLAN

1. Summary

This report provides an update on the EIT Asset Review and the Schools Capital Investment Strategy building on earlier reports to Members. It also presents recommendations for a Site Disposal Strategy.

Following the second phase of consultation on options for the Library Service, the report provides a summary of the consultation results and recommends proposals for delivery of the strategy.

The report highlights ongoing progress in rationalising the office accommodation estate and presents an option for consideration following an exercise to review the future of the Education Development Centre Site.

An update is also provided on work that Catalyst are undertaking with respect to community asset transfer, including recommendations with respect to development of a Community Building Trust.

2. Recommendations

- 1. Cabinet are asked to note the findings of the Public Consultations, feedback and Equality Impact Assessments and agree the implementation of the following changes to the delivery of individual libraries based on these conclusions:
 - In Billingham it is recommended that:
 - a. the two existing libraries be merged into one as part of the Town Centre combined library and customer service building,

- b. Bedale Library building be offered for expressions of interest in community asset transfer,
- c. Roseberry Library site be incorporated into the redevelopment of Billingham Town Centre.
- At Egglescliffe, it is recommended that the existing service be maintained at the current site, open for a minimum of 17 hours per week, and that the use, cost and co-location options should be reviewed for this site in 2014.
- At Roseworth, it is recommended that the library building be closed and the service relocated at the Redhill Children's Centre in a shared building, open for a minimum of 17 hours per week.
- At Thornaby Westbury St Library, it is recommended that the library building be closed and the service relocated at the Riverbank Children's Centre in a shared building, open for a minimum of 17 hours per week, and that the use, cost and co-location options should be reviewed for this site in 2014.
- At Fairfield, it is recommended that the existing service be maintained at the current site, open for a minimum of 22 hours per week, and that the use, cost and co-location options should be reviewed for this site in 2014.
- In the six town centre libraries, it is recommended that weekend opening hours be adjusted to realise staffing efficiencies in line with the preferences and views expressed in the public consultation responses.
- In those areas where library service hours will reduce or where buildings will be amalgamated, it is recommended that existing mobile library and housebound services will be reconfigured to enable those most vulnerable to continue to use the service.
- 2. Endorse the principle of development of a Community Building Trust and, subject to satisfactory development of a business plan, agree the consequential asset transfer of the buildings outlined in the report. Also, that Ragworth Neighbourhood Centre be advertised as being available for asset transfer following expressions of interest being received.
- 3. That the update to the Schools Capital Investment Strategy be noted and the approach agreed
- 4. That the Site Disposal Strategy be agreed, including the recommendations for specific sites as follows:
 - a. That the preferred solution for the Education Centre Site is conversion to a primary school to support the need for additional pupil places in that area with a small proportion of the site released for disposal. This is subject to a detailed feasibility exercise and to identification of funding and would also release the current Crooksbarn site for disposal.
 - b. The Norton School Site be utilised to create a hub of playing pitches in line with the Playing Pitch Strategy in addition to a development site. This would also release sites at Darlington Back Lane and Yarm Road, a proportion of which would be sold to fund the developments.

- c. Agree the demolition of the buildings on the Blakeston School Site and the release of the footprint as a development site for disposal. The costs of demolition to be funded from the sale receipt.
- d. Agree that the buildings no longer required on the site of Billingham Campus School be demolished and the site be approved for development and disposal. The costs of demolition to be funded from the sale receipt.
- e. That the former school field of Frederick Nattrass is made available for affordable housing.
- 5. That the position on the provision of further affordable housing be noted and that a further report be brought in due course.
- 3. Reasons for the Recommendations/Decision(s)

Implement proposals for Library Strategy and Community Assets and agree land disposal plans.

4. <u>Members' Interests</u> (the text below is fixed and should not be altered by the author, however, extensive guidance on the <u>Members' Code</u> of conduct is available to officers if required)

Members (including co-opted Members) should consider whether they have a personal interest in any item, as defined in **paragraphs 9 and 11** of the Council's code of conduct and, if so, declare the existence and nature of that interest in accordance with and/or taking account of **paragraphs 12 - 17** of the code.

Where a Member regards him/herself as having a personal interest, as described in **paragraph 16** of the code, in any business of the Council he/she must then, **in accordance with paragraph 18** of the code, consider whether that interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the Member's judgement of the public interest and the business:-

- affects the members financial position or the financial position of a person or body described in **paragraph 17** of the code, or
- relates to the determining of any approval, consent, licence, permission or registration in relation to the member or any person or body described in paragraph 17 of the code.

A Member with a personal interest, as described in **paragraph 18** of the code, may attend the meeting but must not take part in the consideration and voting upon the relevant item of business. However, a member with such an interest may make representations, answer questions or give evidence relating to that business before the business is considered or voted on, provided the public are also allowed to attend the meeting for the same purpose whether under a statutory right or otherwise (paragraph 19 of the code)

Members may participate in any discussion and vote on a matter in which they have an interest, as described in **paragraph18** of the code, where that interest relates to functions of the Council detailed in **paragraph 20** of the code.

Disclosable Pecuniary Interests

It is a criminal offence for a member to participate in any discussion or vote on a matter in which he/she has a disclosable pecuniary interest (and where an appropriate dispensation has not been granted) **paragraph 21** of the code.

Members are required to comply with any procedural rule adopted by the Council which requires a member to leave the meeting room whilst the meeting is discussing a matter in which that member has a disclosable pecuniary interest (**paragraph 22** of the code)

AGENDA ITEM

16 MAY 2013

REPORT OF CORPORATE MANAGEMENT TEAM

CABINET DECISION

ASSET REVIEW, SCHOOL CAPITAL AND SITE DISPOSAL PLAN

SUMMARY

This report provides an update on the EIT Asset Review and the Schools Capital Investment Strategy building on earlier reports to Members. It also presents recommendations for a Site Disposal Strategy.

Following the second phase of consultation on options for the Library Service, the report provides a summary of the consultation results and recommends proposals for delivery of the strategy.

The report highlights ongoing progress in rationalising the office accommodation estate and presents an option for consideration following an exercise to review the future of the Education Development Centre Site.

An update is also provided on work that Catalyst are undertaking with respect to community asset transfer, including recommendations with respect to development of a Community Building Trust.

RECOMMENDATIONS

- 1 Cabinet are asked to note the findings of the Public Consultations, feedback and Equality Impact Assessments and agree the implementation of the following changes to the delivery of individual libraries based on these conclusions:
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 - c. Roseberry Library site be incorporated into the redevelopment of Billingham Town Centre.
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- At Thornaby Westbury St Library, it is recommended that the library building be closed and the service relocated at the Riverbank Children's Centre in a shared building, open for a minimum of 17 hours per week, and that the use, cost and colocation options should be reviewed for this site in 2014.
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- In the six town centre libraries, it is recommended that weekend opening hours be adjusted to realise staffing efficiencies in line with the preferences and views expressed in the public consultation responses.
- In those areas where library service hours will reduce or where buildings will be amalgamated, it is recommended that existing mobile library and housebound services will be reconfigured to enable those most vulnerable to continue to use the service.
- 2 Endorse the principle of development of a Community Building Trust and, subject to satisfactory development of a business plan, agree the consequential asset transfer of the buildings outlined in the report. Also, that Ragworth Neighbourhood Centre be advertised as being available for asset transfer following expressions of interest being received.
- 3 That the update to the Schools Capital Investment Strategy be noted and the approach agreed.
- 4 That the Site Disposal Strategy be agreed, including the recommendations for specific sites as follows:
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 - b) The Norton School Site be utilised to create a hub of playing pitches in line with the Playing Pitch Strategy in addition to a development site. This would also release sites at Darlington Back Lane and Yarm Road, a proportion of which would be sold to fund the developments.
 - c) Agree the demolition of the buildings on the Blakeston School Site and the release of the footprint as a development site for disposal. The costs of demolition to be funded from the sale receipt.
 - d) Agree that the buildings no longer required on the site of Billingham Campus School be demolished and the site be approved for development and disposal. The costs of demolition to be funded from the sale receipt.
 - e) That the former school field of Frederick Nattrass is made available for affordable housing.

5. That the position on the provision of further affordable housing be noted and that a further report be brought in due course.

DETAIL

Background

- 1. Members will be aware of previous reports outlining the approach to building assets and investments in schools capital and reports were presented to Cabinet in November 2012 and June 2012 respectively.
- 2. The reports sought approval to explore options and opportunities relating to the utilisation of assets in the context of ongoing service reviews and opportunities for Community Asset Transfer, including the creation of a Community Asset Trust and agreed that a second phase of consultation be undertaken on proposals with respect to the Libraries Service. This report provides an update on progress and recommendations regarding the creation of a Community Building Trust and also presents information on the outcomes of the second phase of consultation on the Libraries Review, together with associated recommendations.
- 3. This is the fourth in a series of reports on the EIT Asset Review. The Review has financial savings targets of £250,000 in 2012/13 and £1,000,000 per annum thereafter. The target for 2012/13 was achieved and savings earmarked to date in respect of 2013/14 amount to £683,000 (full year effect of £821,000). The recommendations set out in this report will deliver significant additional savings.
- 4. The Report also presents an update to the Schools Investment Strategy and sets out a strategy to deal with the surplus land assets that have been identified through the work of the Asset Review and the Schools Investment Strategy.

OFFICE ACCOMMODATION

- 5. Significant progress continues to be made in reviewing the office accommodation portfolio. Billingham Council Offices occupy the site of the planned Library/Access to Services developments in Billingham Town Centre and have recently been vacated in readiness for the demolition which has now commenced. The new £2.7m facility is scheduled to open in winter 2014. Utilisation of office space will be kept under regular review, linking to the outcomes of forthcoming reviews of services.
- 6. The first phase of the EIT Review of Facilities Management led to the consolidation of responsibility for the Council's building assets in the Facilities Management Team within Technical Services, with responsibility for strategic asset management transferring to the Head of Finance and Assets. These arrangements are now well established and are delivering significant benefits. A second phase of the review has been incorporated within the Review of Assets and has concentrated on ensuring that value for money is achieved from facilities management arrangements/services. Consolidation of property related budgets is now in place meaning that financial responsibility is clearly linked to the Facilities Management Team.
- 7. The small number of cleaning staff not previously employed under Direct Services, have now been transferred to the line management of that Service. A transfer of line management for Caretaking Services (excluding those employed in schools) to Direct Services has also taken place, with initial annual savings of £15,000.

LIBRARIES

Introduction

- 8. A comprehensive public library service is a Local Government statutory requirement.
- 9. The Library and Information Service assets are:
 - 11 Static Libraries
 - Mobile Library Service with 2 vehicles (outlying districts, schools, residential care homes and individuals who are housebound or carers)
 - 1 Neighbourhood Centre Library run by the Community Officers)
 - 2 Prison Libraries (SLA with HMP OLIS contract)
 - 1 Hospital service (using volunteers)
 - 1 Bibliographical Service area (Thorndale Centre)
- 10. New technology is increasing the range of materials available and providing new methods of access. Many Library functions can now be incorporated into other public service delivery points and a growing number can be delivered online.
- 11. The physical stock of books, the free internet access, and the expertise of professional librarians makes it essential, however, that we maintain a network of library sites.
- 12. In September 2011, Stockton Borough Council Cabinet approved a differentiated Library Service model where some sites will have a larger range of products and services and be open longer hours, whilst others will be reduced. Where services might reduce, the Council has committed to maintaining a staffed presence.
- 13. In December 2011 Cabinet agreed to explore co location of Fairfield, Roseworth, Thornaby Westbury Street, Egglescliffe, and Billingham Bedale Libraries, and to consider options to improve the 'town centre' or hub sites.

Library Consultation Stage One

14. In the summer of 2012, the Council conducted a 6 week general consultation on people's views on which elements of the service were most valued. Over 1200 responses were received from a broad cross section of the community. The key messages rated as most important a wide ranging and up to date book stock (73.7%), well trained and friendly staff (72.6%) and flexibility in accessing the service locally (50.8%).

Library Consultation Stage Two

- 15. Stage two of the library consultation took place between January 10th and April 4th 2013. A questionnaire was produced containing questions relating to each element of the phase 2 scenario approved by Cabinet for consultation in November 2012 This was available as a printed document and also as an electronic questionnaire on the Stockton Borough Council Consultation web pages. These were made available in all public library service points and through Preston Hall Museum.
- 16. "Drop in" sessions were planned at each library and held during February 2013 and a Saturday morning session was held at the Tesco store in Stockton to make residents aware of the consultation. Articles were placed in Stockton News and letters sent via

- the Education email system to all schools. Library activity groups and stakeholders were also informed of the process
- 17. 1870 responses to the Questionnaire were received either in hard copy or through the electronic version. All responses have been loaded into the electronic system and a full set of results are now available. Both closed questions and open ended comments were possible in the consultation. Over 1650 comments were recorded in the open ended sections of the questionnaire. A full set of results is contained in the Final Report for the consultation, attached at **Appendix 1**.
- 18. The overall message received from the Consultation has been of agreement to the principle of the scenarios proposed. In all cases, comments have shown a considerable general support for the library service and its facilities locally, a concern at the potential reduction of services and opening hours, but a realisation that the retention of at least some local access to the service would be valuable.

Equality Impact Assessments

- 19. Equality Impact Assessments have been undertaken for each of the community libraries affected directly by the proposals for co-location and reduced service provision. The same process will be applied to any further adjustments to Town Centre Library opening hours.
- 20. In the five community libraries considered for merger, co-location or reduction in hours, the changes would be particularly likely to affect older people and those with disabilities. Steps would be taken to make full use of the housebound library service and the mobile library to assist this group of people in those areas most affected.
- 21. Similarly, the reduction in access to library service may also affect children and young people across the five community libraries who will not be able to access resources to support school work so readily. Any co-located services will need to be carefully planned to allow the reduced service to cater for local needs as far as possible.
- 22. In the Thornaby (Westbury St) area in particular, specific challenges will be experienced in providing access for children and young people to quality information and reading resources at times when they need to access them. Educational attainment levels in this area of the Borough are lower than in others and a significant impact may be felt here.
- 23. Similarly, in the same area of Westbury St, the library is used more significantly by BME women for a number of reasons. The library is seen as a safe and respectable place to visit and as a hub where other services can be accessed.
- 24. Visitor figures as Thornaby Library (Westbury St) tend to be higher than loan figures due to the usage by both children and young people for ICT and by BME women for reading of materials on the premises. Visitor figures for last year were 62,544, with 25,063 book issues.

Conclusions on the scenarios for future delivery of library services

Stockton and Thornaby Central Libraries

25. At both Stockton and Thornaby Central Libraries, views were sought on patterns of opening times to assess if there was potential to make efficiencies through reductions or re-allocation of hours.

26. Consultation results showed in both cases that respondents would favour keeping existing opening hours as a preference, but if changes were made, that Sunday openings were considered less important. Earlier closing on late nights was unpopular but reduction of frequency of late night openings was felt to me more attractive if changes were to be made.

Ingleby Barwick Library

27. No specific changes where proposed to the "Town Centre" library at Ingleby Barwick although 148 responses to the open ended comments section focused mainly on opening hours and a general support for the service in the local area. 63.2% agreed that the service should remain as present but continue to seek better premises.

Norton Library

28. A general support for the proposal to retain the current level of service at Norton Library (71%) and for the improvement of the building was recorded in the Consultation responses. There were 140 comments made through the open ended feedback section mainly concerned with the proposed refurbishment, access to ICT and opening hours

Yarm Library

29. Responses to the questions regarding Yarm Library also showed a clear support (76%) for the principle of retaining the branch as a "Town Centre" site and for refurbishing and improving the facilities there. There were 176 responses to the open ended feedback question and these centred on refurbishment and improvement of facilities and services at Yarm as well as improved opening hours.

Roseberry and Billingham Libraries

30. Stage two of the Consultation sought views on the proposed merging of Billingham Library (Bedale Avenue) and Roseberry Library into a new purpose built facility shared with the Customer Service Centre in the refurbished town centre. An artists impression of this exciting new facility is attached at **Appendix 2**. There was a general support (60.5%) for this principle although of the 184 comments received in the open ended question section, many were concerned about the residents in the Old Billingham area. Respondents commented on the accessibility of the new facility for people who might find it harder to make their way to the town centre and it is therefore recommended that increased mobile library cover be extended to this area. It is also recommended that the Bedale Library building be advertised for expressions of interest in community asset transfer, with the site of Roseberry Library being incorporated within plans for redevelopment of Billingham Town Centre.

Fairfield Library

31. At Fairfield Library, no immediate opportunity has been identified to allow co-location of the library with another facility. The scale of usage would require a considerable space to accommodate the current business and although the potential to develop a shared site with the nearby Ian Ramsey School was initially considered, financial constraints have not allowed this to go further.

- 32. For this reason, the option for consideration was to retain the current building but to realise the savings through a reduction of opening hours by 50%. This would allow 22 hours of public opening hours.
- 33. Of all the proposals included in the second stage of the Library Consultation, those which concerned Fairfield Library drew the most dramatic results. The branch is considerably busier than the rest of the (non town-centre) community libraries and has a higher level of activities due to the heavy usage it attracts. 41.5% of those who responded disagreed with the proposal and were concerned about the reduced level of service that the proposals implied. 37.5% agreed with the proposal. There were 416 individual comments recorded in the open ended question section of which 174 were concerned with the proposed opening hour reduction and 148 which argued for the retention of the current level of services.
- 34. The "Drop in" session at this library attracted over 75 people who echoed the views detailed in the questionnaires received. A full set of notes was recorded for this session and these are available as part of the full Final Report for the Consultation. Subsequent items of individual correspondence were received with regard to the proposals at Fairfield.
- 35. Local residents have questioned the level of business enjoyed here in comparison to a number of "Town Centre" libraries where business is less or close to comparison. The cost per visit at Fairfield is considerably lower than those of the other community libraries across the Borough.
- 36. It is recommended that the hours are reduced at this branch as per the consultation but that every effort is made to exceed those minimum hours whenever possible and to find alternative facilities where co-location might allow longer opening within the same resource base. The use, cost and co-location options should be reviewed for this site in 2014.

Roseworth Library

- 37. At Roseworth, the library is delivered currently from a purpose built facility close to the neighbourhood shopping centre. Redhill Children's Centre is located at the other end of the parade of shops and would offer the potential to accommodate a co-located branch library.
- 38. Initial work has been undertaken to assess the costs of converting a space at the front of this building to provide a number of linked areas to house the public branch library. The building would offer enough space to house a reduced size library presence with access to information and communication technology and Radio Frequency Identification self service book issuing facilities.
- 39. The proposed area at the front of the building would allow security of children attending the Nursery, Creche and Children's Centre services but would offer parents the opportunity to visit the library at the same time. There is a real potential for a colocation of the public library service at this site and it may be possible to offer more than the minimum 17 hours of opening which the reduced budget has been based on due to the configuration of the building. It is therefore recommended that this colocation be agreed. It is also recommended that options for the current building be considered as part of the ongoing review of assets.
- 40. Although only 48% of respondents agreed to the principles of the proposal, only 20% disagreed and there were a significant number of people who neither agreed of

- disagreed. There were 192 comments received through the open ended question section in the Consultation and these focused mainly around opening hours (130), and a general support for the service (51) and the local staff (29). Many also commented on the contribution the library makes to local community life (21).
- 41. Around ten people attended the "Drop In Session" at this library and their views largely echoed the themes identified in the questionnaire responses. Some items of individual correspondence were also received with regard to this library.

Thornaby Library (Westbury St)

- 42. Recent investment in the library in Thornaby Town Centre has created a vibrant and successful facility, integrated with Customer Contact Services. Since it's re-design and re-opening in 2009, Thornaby Central Library has offered increased access to ICT, books and, with its extended opening hours, has seen membership and usage double. In 2012/13 there were 165,000 visits to the integrated facility.
- 43. At Thornaby Library (Westbury St) the proposal under consideration was to co-locate the current library into a shared building to realise efficiencies. The present branch library operates from a purpose built facility on Westbury St. It is sited amongst shops and other facilities forming a small neighbourhood centre.
- 44. Initial work has been carried out, in liaison with 4Children, who now operate Riverbank Children's Centre, to assess the potential for the co-location of the library facility into this building. A small area to the rear of this building has been suggested by staff at the Riverbank Centre and an initial assessment this space has been undertaken by Library Service officers.
- 45. Results from the consultation have shown a split view as to the public acceptance of this proposal. 36% agreed with the proposal and 34% did not. There were 194 comments recorded in the open ended question section which referred mainly to the proposed merger in another building (51) and the opening hours (39) that this would allow as a consequence. There were also a significant number of comments around access to information and communications technology, which is used heavily at this branch (24).
- 46. 26 people attended the "Drop in " session at Thornaby Library and the message recorded there were focused mainly on the use of the building by school children for home work and ICT support or by older people who found it difficult to access services at a distance. A number of individual responses have been received through correspondence including letters from pupils at classes from the Village Primary and Harewood Primary schools.
- 47. Despite the concerns raised and the likely impact on specific user groups highlighted in the EIA, we believe there is still a business case for the relocation of Westbury St activity into the Riverbank centre. However, in light of the constraints of space and access in Riverbank, and the need to explore possibilities for closer collaboration with the children's centre activities, the use, cost and co-location options should be reviewed for this site in 2014. It is recommended that options for the current building be considered as part of the ongoing review of assets.

Egglescliffe Library

48. At Egglescliffe Library, no immediate opportunity has been identified to allow colocation of the library with another facility. The current branch is less than 1 mile from

- the library at Yarm and located in a small neighbourhood centre alongside local shop and a small part time community centre.
- 49. Of those who responded to the consultation, 47% agreed with the proposals to colocate but retain the current building with reduced hours. 194 responses were made to the open ended feedback question and of these, most commented on proposed opening hours levels (97). There were many comments which called for the building not to be closed (36) and support for the service (36) and staff (36)in general.
- 50. In light of the ongoing search for alternative facilities in this area, the use, cost and colocation options should be reviewed for this site in 2014.

Financial

- 51. The developments recommended for implementation would generate annual savings of £350,000. When added to the savings of £47,000 per annum already achieved this would equate to an annual saving of £397,000, in line with the target saving from this aspect of the EIT Review of £400,000.
- 52. Co-location will require a level of capital investment and the agreed strategy commits to funding of the co-location developments and a level of improvements to existing town centre libraries. This will now be progressed and funding has been identified in the Council's MTFP to support the delivery of the Asset Review and will be available for this purpose.

COMMUNITY ASSETS

- 53. The Report to Cabinet in December 2011 outlined that a number of community buildings are currently owned and managed by the Council, with their operations funded from Council resources. No formal lease arrangements are in place, but in most instances management committees oversee the activities in the centres and retain the majority of room hire income. These facilities are:-
 - Ragworth Neighbourhood Centre
 - Elmwood Youth and Community Centre
 - Grangefield Youth and Community Centre
 - Robert Atkinson Youth and Community Centre
 - Long Newton and Elton Youth and Community Centre
 - Stillington Youth and Community Centre
- 54. The Report explained that in the majority of cases there was a demonstrable community need for a facility in the local area, but that the operation of these facilities involves a substantial annual subsidy of £360,000 from the Council. It was therefore proposed that consultation be undertaken with management committees with a view to removing the Council subsidy over a three year period. Options to be considered were to include that of community asset transfer.
- 55. The Council has an agreed approach to Community Asset Transfer, which is encapsulated in the agreed Strategy Document "Let's Share". The Strategy was subject to substantial consultation with the voluntary and community sector and has been widely publicised. A number of buildings have previously been offered by the Council as being available for asset transfer and a relatively small number of expressions of interest have been received to date. In summary:

• New Life Family Centre, Billingham Organisation developing Business Plan

Primrose Hill Community Centre
Expression of Interest received,

being advertised

from existing management committee

Thornaby Family Centre
Short Term Lease agreed

Wrensfield Offices
Property flooded and now considered

unsuitable for asset transfer

98 Dovecot Street Provisional sale agreed

• 66 Dovecot Street Organisation developing Business Plan

Bedale Library Speculative Expression of Interest

received in advance of outcome of

Libraries Review

56. The relatively small number of expressions of interest received to date may reflect some caution and hesitancy by community organisations in terms of the responsibilities inherent in asset transfer. Even where expressions had been received, progress has been slow and none have progressed to final transfer. In this context the development of a Community Asset Trust Model was considered as being a means of delivering the benefits of asset transfer within a more structured framework.

- 57. A report to Cabinet in November 2012 identified that, following a successful bid to the Transforming Infrastructure Fund, Catalyst have utilised the funding to procure a package of support to take forward the development of a Community Asset Trust model. The use of such a trust would potentially provide the benefits of asset transfer, while retaining the use of community buildings by management committees where appropriate. The key aim is to equip communities to develop, run and deliver sustainable community assets. The Catalyst consultant, in partnership with representatives from SRCGA and the Tees Valley Rural Community Council (TVRCC), has been undertaking a series of awareness raising events and discussions with the community and voluntary sector.
- 58. The Council has also been successful in bidding to become one of 6 authorities participating in the DCLG's Multiple Asset Transfer Demonstration Programme, hosted by the Asset Transfer Unit. Although this Programme does not provide funding, it does allow opportunity to access specialist advice on such issues as TUPE and Legal Documentation and Procurement.
- 59. Their work on a community asset trust model has led the Catalyst Board to the conclusion that development of a Community Building Trust, using the governance framework of a company limited by guarantee with charitable status, can deliver a sustainable model for the future management of community building assets. Under this model specific community assets would be transferred to the Community Building Trust to be operated and managed by that organisation. The Community Building Trust would be formed as a Charitable Incorporated Organisation (CIO) and as a separate legal entity to Catalyst. It is anticipated that existing management committees and the Council would have representation in the governance structure.

Benefits would include:

- Protection of long term future of assets
- Access to grant funding
- Financial benefits of charitable status e.g. NNDR/VAT
- Opportunities to maximise usage and income via centralised booking system
- Reduced cost structure
- Potential training opportunities
- A vehicle for future transfers
- 60. Catalyst have developed a draft business plan involving individual management committees for the formation and future operation of a Community Building Trust.
- 61. In their business planning process, Catalyst have considered which community assets could be brought together to form a viable Community Building Trust. They have requested that the Ragworth Neighbourhood Centre be considered for transfer into the Trust. Their business plan has therefore been prepared on the basis of the following buildings being transferred to the Trust:-
 - Ragworth Neighbourhood Centre
 - Robert Atkinson Youth and Community Centre
 - Elmwood Youth and Community Centre
 - Grangefield Youth and Community Centre
 - Stillington Youth and Community Centre
- 62. A further expression of interest has also been received in respect of the Centre and, in line with the agreed strategy, it is recommended that the property be advertised as being available for asset transfer with a deadline for any further expressions of interest of one month. The organisations will then be invited to submit a business plan and the findings would be subject to a further report to Cabinet.
- 63. The management committees of the four youth and community centres have worked with Catalyst and the Council and have been generally supportive of the developments to date subject to final ratification by individual committees once the final structures and arrangements are known. In line with the principles of the agreed Asset Transfer Strategy we would expect that their anticipated agreement to inclusion within the Community Building Trust to mean that there would be no requirement to advertise them more widely as being available for asset transfer.
- 64. This option would protect these assets for use by their communities, while delivering significant savings to the Council.
- 65. It is expected that annual savings amounting to £360,000 can ultimately be generated by the model set out above. However, it would be necessary to provide tapered financial support over the first three years to facilitate progression to the new model. Further detailed work would be required with respect to Staffing issues (TUPE) and Legal arrangements.
- 66. Discussions have taken place with representatives of the Management Committee of Long Newton and Elton Youth and Community Centre and these discussions have also included representatives from Catalyst and TVRCC. The Management Committee have recognised that usage of the facility is declining and also that the Centre is in close proximity to The Wilson Centre, which also provides community

activities in a more modern facility. The management committee have concluded that an asset transfer would not be appropriate and that options to reduce costs or increase income are limited. In these circumstances they would wish to work with the Council with a view to integrating the existing activities within the Wilson Centre followed by a managed closure of the building in the summer of 2015. The land/building would then be available for disposal. The management committee intend to consult within the community on this option, with the support of TVRCC.

SCHOOLS INVESTMENT STRATEGY

Update on Current Investment Strategy/Agreed Developments

Priority Schools Building Programme

- 67. Stockton were successful in respect of four schools in bidding to the Priority Schools Building Programme (PSBP) namely, Ian Ramsey CE VA Secondary School, Mandale Mill Primary School, Grangefield Secondary School and St Michaels RC VA Secondary School. The Programme will largely be delivered via an updated form of PFI. Ian Ramsey CE School, however, was one of 42 schools nationally that were identified as having significant urgent works which would be funded by Capital Grant. Detailed information on how the revised PFI arrangements will operate in practice is still awaited.
- 68. The scheme to rebuild Ian Ramsey CE VA School is scheduled to commence in summer 2013, with the new school facilities being available from September 2014. This scheme is being delivered directly by the Education Funding Agency (EFA) and is funded by capital grant.
- 69. Mandale Mill Primary School in Thornaby will be the next school in the Borough to be rebuilt under the PSBP. This will create a 60 PAN school on the existing site. This will be a PFI scheme and timescales are currently being developed.
- 70. It is disappointing to report that the PSBP schemes to redevelop Grangefield and St Michael's secondary schools will not start on site until around 2017. EFA have advised that their engagement with these schools will commence in 2015, but the timescales for procurement mean that actual delivery is unlikely to commence until 2017 or 2018.

Academy Capital Developments

71. The Council has led on the procurement and project management of three major Academy developments on behalf of the Education Funding Agency. The £18m Northshore Academy development incorporating a MyPlace youth facility is now complete and the new buildings opened on 15th April. The investment of £5.8m in Thornaby Academy is also progressing well and will be complete in summer 2013. A third scheme at Freeborough College, Brotton was also successfully project managed by the Council on behalf of the EFA.

Primary Basic Need Capital Investments (Pupil Places)

72. The previous report to Members in June 2012 outlined an emerging picture of pressure in primary school places across a number of areas of the Borough, together with a

capital investment strategy targeted at addressing the most pressing issues. Significant investment was agreed in respect of the following schools:-

- St Francis of Assisi CE VA School, Ingleby Barwick
- Barleyfields Primary School, Ingleby Barwick
- Christ the King RC VA School, Thornaby
- St Marks CE Primary School, Stockton
- Junction Farm Primary School, Eaglescliffe
- 73. These schemes are now in the process of being designed and delivered, with all new facilities expected to be operational by the summer of 2014. In total this investment will increase the Primary Pupil Admission Numbers (PAN's) by 120. As highlighted above, Mandale Mill Primary School in Thornaby will be subject to a rebuild under the Priority Schools Building Programme. This will increase the PAN from 45 to 60.

Secondary School Capital Investments

- 74. A scheme to increase the capacity and size of Northfield School on one site in Billingham was previously agreed. This will enable the co-location of all pupils on to the Thames Road site. This scheme is progressing well and will be completed in August 2013.
- 75. Completion of the Scheme will free up the site of the former Campus School on the Marsh House Avenue site. The Report to Cabinet in June 2012 set out proposals for the future of the site and this is dealt with in more detail in respect of the Site Disposal Strategy below.

Schools Capital Planned Maintenance

76. A significant investment in the schools planned maintenance programme was delivered in 2012/13, with £2.5m invested in schemes to address prioritised condition issues across maintained schools. It should be noted that Voluntary Aided Schools and Academies are funded separately in this regard.

Update to Schools Investment Strategy

77. Following notification by the Department for Education of capital grant allocations for 2013/14 (and for 2014/15 in respect of Basic Need funding) a recommended update to the Schools Capital Investment Strategy is set out below.

Schools Maintenance

- 78. The EFA have implemented a national database of condition information which will be used to inform capital maintenance funding allocations from 2014/15. It is not yet clear how this will work in practice and this means that there is a significant degree of uncertainty with respect to future funding in respect of schools capital maintenance, making long term planning extremely difficult. In that context this report outlines a recommended approach which covers financial years 2013/14 and 2014/15, addressing the most pressing building condition issues in 2013/14 while retaining some flexibility for 2014/15 in recognition of the future uncertainty.
- 79. As highlighted in previous reports, Grangefield Secondary School has very significant maintenance issues, which have the potential to impact on the delivery of education from the existing school buildings. These condition issues faced by the School have

been recognised by it's inclusion in the PSBP, but as reported above, any new facility is unlikely to be delivered until at least 2017/18. Construction of a new facility under the PSBP will mean that the current school buildings will eventually be demolished, but the timing is such that the current school buildings will need to be maintained, safe and operational until 2017/18. It is also worth noting relevant that the School will convert to academy status in 2013.

- 80. The funding available for investment in schools maintenance is summarised below:
 - A balance of funding from the funds identified for planned maintenance in the previous year of £0.780m will be carried forward for use in 2013/14. The DfE capital maintenance funding allocation for 2013/14 is £2.070m. In addition, schools in Stockton agree to top slice Delegated School Grant to create a fund for utilisation on prioritised maintenance and for maintained schools this amounts to £0.625m. Therefore a total of £3.475m is available in respect of addressing prioritised condition issues in maintained schools.
 - A detailed update and review has identified prioritised maintenance schemes with a value of £1.750m for 2013/14. It is recommended that these are agreed and funded from the available balance, leaving £1.725m to be utilised in 2014/15. It is recommended that this sum be ring-fenced for use to address prioritised maintenance schemes in 2014/15. The position is summarised in the table below:

	£m
Balance B/F from Previous Year	0.780
Capital Maintenance Grant 2013/14	2.070
Delegated Schools Grant – Top Slice	0.625
Total Funding Available	3.475
Allocated to Priority Schemes 2013/14	1.750
Balance allocated to 2014/15	1.725

Primary School Places

- 81. A two year allocation covering 2013/14 and 2014/15 has been made by the DfE in respect of funding to address pupil place issues (Basic Need). This allocation uses as a baseline school capacities as at 2011/12 i.e. prior to the significant investments agreed by Cabinet in June 2012. Stockton's two year Basic Need allocation is £2.7m. The current School Investment Strategy relies on capital receipts. This is covered in subsequent paragraphs of the report and whilst current expectations are that the receipts will be sufficient to fund the plan, there may be timing issues. It is recommended that this be applied to manage the risk and release for future investment once there is certainty around the timing of receipts.
- 82. In March 2013 the DfE also announced an opportunity to bid for Targeted Basic Need Funding, which had been identified to address the most pressing basic need issues. The deadline for applications was 30 April. This funding is aimed at funding the provision of new, high quality school places in locations experiencing basic need pressures in order to prepare for further rises in pupil numbers. The Programme will provide additional support to those local authorities experiencing the greatest pressure on places through the funding of new academies and free schools, as well as enabling investment to permanently expand good and outstanding schools with high levels of demand.

- 83. Information on pupil projections has been updated to reflect the latest information, including the 2013 admission data. Members will also be aware of potentially significant housing developments across the Borough and the exercise ongoing to assess future housing requirements, and whilst this strategy and plan has incorporated some capacity, the extent and timing of developments may increase pressure further. This is something which will be considered further as details of preferred housing sites emerge
- 84. The Borough is divided into planning areas in terms of pupil projections. The key messages arising from the data are that additional pressures are forecast in the North Stockton Planning Area. Also that some emerging pressures are evident in Central Stockton, although provision remains sufficient at present. The position in Ingleby Barwick is that the existing primary school sites have been extended to their maximum realistic extent, based on current site limitations and additional primary school provision would require to be considered if any significant new housing developments are forthcoming. Provision of new housing at Wynyard would also require consideration of new primary school provision.
- 85. For the North Stockton Area, there are limited options for increasing capacity of schools to meet the forecast future demand on current sites. An approach has been received from the Governing Body of Crooksbarn Primary School requesting that a relocation to the Education Development Centre site be considered, which would allow an expansion to a two form entry school. Crooksbarn is a very popular school with applications significantly exceeding capacity and significant expansion is not possible on the current site. It would therefore be appropriate to consider under this option an expansion to 2 Form Entry (60 places) from c1.20 FE (36 places) currently. This would provide significant additional places for this area.
- 86. An initial assessment of the building space suggests that the EDC buildings would be large enough, but that expenditure would be needed to convert back to a usable school building. A detailed traffic assessment will be required as part of the options appraisal.

A high level feasibility review has identified that the following would need to be addressed:

- Major remodelling works
- Parent Drop Off
- External Play areas
- Existing condition issues
- 87. An initial estimate for these works was that the costs may amount to between £2.5m and £3m. In considering this option, a provisional bid has been made to the Targeted Basic Need funding stream outlined above. Should this be unsuccessful, funding would need to be considered as part of a future report. Where work has been undertaken in other schools across the Borough to increase capacity, the costs are broadly in line with this estimate.

Education Centre Site

88. A report to Cabinet in November 2012 recommended a decision to relocate services from the Education Development Centre in order to make savings and also to avoid repair and maintenance costs, and to undertake an options appraisal on the future of the site. In the context of the increasing pressure on school places, the preferred use

- of this site is to relocate Crooksbarn Primary School to increase pupil capacity. The costs of the maintenance are covered in the estimates outlined in paragraph 75.
- 89. If the EDC buildings were to be utilised for a relocated Crooksbarn School, then there would be an opportunity to develop the existing Crooksbarn site. If this option were to proceed, there is an area of the Education Centre site not required for the school and it is proposed that this, together with the ex Caretakers house, would be sold for development. Whilst this would reduce open space in that area, options to mitigate the loss are to be considered through open space created by the demolition of the residential block of King Edwin School, also located in the Norton area.
- 90. Any proposal to dispose of the existing Crooksbarn site would require Secretary of State consent. This would not be required for any disposal at the Education Centre although the intention to dispose of any open space would need to be advertised. Once there is clarity on the funding and the potential for the school to relocate then the disposal aspects of the sites will be confirmed.

Secondary Schools

- 91. Previous reports outlined the position in respect of Secondary Schools and there are no significant changes to that position at present.
- 92. It was recognised that the requirement for places in Billingham are projected to increase in future and expansion of St Michaels beyond 980 capacity is possible to 1,050, or possibly to 1,200. The current St Michaels site could accommodate a 980 or 1,050 place school, and potentially a 1,200 place school, although at 1,200 access may be required to be granted across SBC land. St Michaels will convert to academy status in 2013 and is already the subject of a successful bid for PSBP funding.
- 93. The impact of proposed housing developments in the Wynyard area may have an impact on the requirement for secondary school places and options will be considered.
- 94. Members will be aware, however, of the position in Ingleby Barwick where there are pressures on places in the area and where there is currently an application for a Free School which has progressed to pre-opening stage. The position on places will be reviewed once the outcome of these decisions is known.

Vocational Provision

- 95. Following the flooding of the premises occupied by the Pupil Referral Unit in Bishopton, the provision was relocated to the ex City Learning Centre premises on the Campus site in Billingham. This arrangement is working well and will now continue.
- 96. As previously discussed and covered further below, there is agreement to dispose of the campus site. There is however an excellent, and well used, sports facility and vocational training block and options are currently being explored to retain and use these facilities possibly through a partnership with the Schools, Colleges, The PRU and Northfield School to create a hub for vocational provision for disengaged learners. A bid has been made to the recently announced 16-19 Demographic Growth Fund.

2 Year Old Entitlement - Capital Allocation

97. A capital allocation has been received in respect of developments to support the entitlement of Two Year Olds to Nursery/Childcare provision. The Tilery area has been identified as having the highest need for such provision and a feasibility study is

therefore being undertaken on an option to expand provision at the Tilery Primary School Site, dovetailing with the existing school nursery provision. Capital grant of £391,000 is available.

SCHOOL DISPOSAL STRATEGY

- 98. In the report to Cabinet in June 2012, Members approved in principle the disposal of a number of ex school sites subject to examining:
 - Quantity of land available for sale
 - Level of community facilities on site and extent of use
 - Level and quality of open space and playing pitches
- 99. It was also agreed that further details would be provided to cabinet on each site prior to any recommendation for disposal.

The school sites are:

Norton Currently vacant

Northshore Academy (Blakeston) Vacant from May 2013 upon transfer to

new facility

Northfield (Campus) Vacant from August 2013 following

development of single site solution

(Capital receipt is linked to the development of single site at Northfield)

Frederick Nattrass School Field Not required for use by the School

- 100. A total sum of £4.8m is required from the sale receipts of these surplus school sites to fund the schools investment strategy. The cash flow aspect has been covered in the short term, but the sale receipts are required to be realised in due course.
- 101. It has previously been acknowledged that there are specific rules and restrictions applicable when disposing of school sites. In particular:
 - Consent is required from the Secretary of State to sell all school sites.
 - This will include consideration of playing field provision.
 - There is a need to demonstrate utilisation of resources with investment prioritised in:
 - Sport and leisure facilities
 - Education provision

The Norton School Site

- 102. Following the formation of the Northshore Academy, the Norton School was amalgamated with Blakeston School and relocated initially to the Blakeston School Site. The buildings were subsequently demolished and the site is now available for alternative use/development.
- 103. The Council's Playing Pitch Strategy sets out clear aspirations with respect to future provision of playing pitches, with a clear aim being to deliver a hub of good quality

playing pitches with associated changing provision. The site of the former Norton Secondary School is considered suitable as the hub for these developments. The advantages are as follows:

- It enables a number of teams (up to 8) to utilise one site which in turn enables SBC to rationalise its stock of playing pitches in central Stockton.
- Better football experience
- Changing facilities
- Maintenance costs will be reduced
- 104. High quality formal football provision (to Sport England Specification) would be provided on the site, together with a car park and changing facilities. Grant funding of £50,000 has been secured from Sport England as a contribution towards this proposal. Under the proposals, the plans for the site would also include the release of a proportion for housing development. The proposed residential development area is to the north west of the school site, with an access off Albany Road. This proposed point of access is adjacent to a road over bridge across a railway track bed now used as a footpath/cycleway (part of the national network). It is proposed to demolish the bridge and bring the cycleway up to road level with an "at grade" crossing. The cost of these junction works is significant and will require to be funded from the capital receipt.
- 105. Although the proposed residential development site only occupies an area equivalent to the former school built footprint it will be necessary to obtain Secretary of State approval for the disposal. It will also be prudent to advertise as a disposal of Public Open Space as the residential development site area is unfenced.
- 106. The informal playing pitches currently used (without associated facilities) at Darlington Back Lane and Yarm Road would be relocated to the redeveloped Norton School site in order to meet the aspirations of the Strategy. In order to fund the proposed strategy, the associated receipts from Darlington Back Lane and Yarm Road are required.
- 107. Without the receipts from the two associated sites the balance of the receipt would be significantly negative once the agreed contribution to the Schools Investment Strategy is accounted for and the Playing Pitch/Junction improvements funded. A third option would release the site for housing development, but without the associated playing pitch enhancements.
- 108. It is therefore recommended that the strategy for the site set out above be endorsed and that approval be given to the demolition of those blocks not required for future use. This to be funded from the sale receipts of the areas agreed for development.

The two associated sites are:

Darlington Back Lane Site

- 109. This site currently has a single football pitch, with no changing facilities or amenities. The proposal is to develop a housing site on the South Western portion of the site, with access off Darlington Back Lane. The majority of the open space would however remain and could be enhanced to mitigate for the loss of the developable part of the site.
- 110. The Countryside and Green Space Team are currently working on projects with ward councillors to enhance this site. This has resulted in the installation of a new play area and MUGA.

Yarm Road Site

- 111. This site currently has a single football pitch, with no changing facilities. It is understood that there is a possible ground condition issue to the north of the site.
- 112. It is proposed to retain the majority of the informal open space for use both for existing residents and for those new residents of the nearby Visqueen site. A S106 agreement from the housing development of the former Visqueen site has been earmarked to enhance the recreational value of this open space.

Blakeston School Site (Northshore Academy)

- 113. The Blakeston School Site was previously the location for the North Shore Academy, prior to their move to the new facilities on Talbot St/Norton Road. The Blakeston site is now vacant and temporarily secured.
- 114. The current school site includes an element of community provision, which was funded by NoF Spaces for Sports Grant. Information received from the Academy suggests that these facilities are not significantly used by the community other than by external groups who have indicated an intention to move to the new facilities at North Shore Academy once completed. The Academy would re-provide much enhanced facilities at their new site off Norton Rd.
- 115. It should be highlighted that the NoF funded community facilities are not located in a separate, discreet, building and are fundamentally part of the existing school structure. Therefore major capital investment of c£300,000 would be required to allow their retention. A suitable management arrangement and funding for running costs would also be required. In addition the retention of the facilities would impact on the development potential for the site which would reduce the anticipated capital receipt by around £300,000.
- 116. If the community facilities were to be removed, then it is recognised that the issue of possible grant claw-back would need to be addressed. A strong case would be made in mitigation that new and greatly enhanced community and sports facilities have been developed at the new Academy Site (including MyPlace). If enacted, the grant conditions would require repayment of part/all of the current market value and again a robust case would be made that the market value is effectively nil.
- 117. An option to acquire the old Roseworth Hotel site is being explored, with a view to using this space for the benefit of the community. Bringing this space back into usable public open space may also have the benefit of allowing a larger developable area at the Blakeston School Site.
- 118. The draft master planning exercise includes an element of the site earmarked for much needed cemetery facilities, an area for development which is expected to generate in excess of £500,000 after allowing for demolition costs, and also investment in the remaining open space. A traffic assessment has already been undertaken reviewing access off Junction Rd and an improvement scheme has been designed and agreed.
- 119. It is therefore recommended that the strategy for the site set out above be endorsed and that approval be given to the demolition of those blocks not required for future use. This to be funded from the sale receipts of the areas agreed for development.

Billingham Campus Site

- 120. This large site on Marsh House Avenue, Billingham, currently houses the following:
 - Ex Billingham Campus School (Now Northfield School)
 - Ex City Learning Centre
 - Technology Block
 - Sports Block
 - External Sports Areas
 - Playing Pitches/Open Space (currently fenced)
- 121. As outlined in paragraph 96 the Council is considering options to develop the Campus Site, retaining the Sports Block, CLC and the Technology Block for use by a "Vocational Campus" for disengaged learners. It is proposed that the remainder of the site be turned over to a mix of high quality public open space and residential development.
- 122. The value of the potential residential development areas of the Campus site has been assessed assuming retention of the Sports Block, CLC and Technology Block), together with a deduction with respect to demolition costs. Improvements to the remaining open space could include opening of the culvert and landscaping this green corridor. Setting aside a sum of for this purpose would leave a net estimated receipt sufficient to cover the required contribution to the Schools Investment Programme.
- 123. Secretary of State for Education approval would be required for any disposal at the Campus site. It would also be prudent to advertise as a disposal of Public Open Space.
- 124. The teaching blocks that will not be retained are due to be empty with effect from end July 2013. A request has been received from Billingham International Folklore Festival (BIFF) that they be allowed to utilise part of the site for a period of three weeks in August to house performers and to provide storage and practice space. The feasibility of this option is currently being reviewed. The implication being that it would delay any demolition by around one month.
- 125. It is therefore recommended that the strategy for the site set out above be endorsed and that approval be given to the demolition of those blocks not required for future use. This to be funded from the sale receipts of the areas agreed for development.

Frederick Nattress School Field

- 126. The site is owned by the Council and utilised by Frederick Nattress Primary School and is surplus to the requirements of the School. The School will shortly convert to academy status and current indications are that it will not be required for use by the academy trust. The site does not have a high development value and therefore no net capital receipt is anticipated.
- 127. Subject to it not being required by the academy, it is recommended that at least 50% of this site be made available for affordable housing development in line with the strategy set out below. Secretary of State for Education approval would be required for any disposal at this site.

Financial Summary - School Sites

128. A financial summary in respect of the recommended options is set out in the table below:

School Sites	Net Receipt (£)	Note
Total estimated receipt	4,915,000	Delivers Playing Pitch Strategy
Less Required to Fund Schools Investment Strategy	(4,800,000)	
Estimated Balance	115,000	

It should be noted that all receipts are estimated at this stage.

AFFORDABLE HOUSING DEVELOPMENTS

129. The Strategic Housing Market Assessment 2012 identified an annual affordable housing requirement of 560 units for the period 2012/2013 – 2016/17. The Council's Core Strategy sets a target for a minimum of 100 affordable homes to be completed per annum. In this context it is important that sites are identified which will allow the development of further affordable housing and to ensure that sites are identified and available should funding opportunities arise (often at short notice). In this respect it is recommended that a further report be presented to Cabinet detailing potential and recommended sites for affordable housing.

FINANCIAL IMPLICATIONS

130. The asset review has a target saving of £1m by 2013/14. Once all the proposals around the libraries & community assets are implemented, the savings achieved will be approximately£1.4m and therefore exceed the target.

LEGAL IMPLICATIONS

131. Legal support will be required for the development of the proposed Community Building Trust

RISK ASSESSMENT

132. This is categorised as medium risk and will be covered by existing management control mechanisms.

SUSTAINABLE COMMUNITY STRATEGY IMPLICATIONS

133. Contributing to the Council's support mechanisms to community sector organisations.

EQUALITIES IMPACT ASSESSMENT

134. Equality Impact Assessments have been produced in respect of the proposals relating to the Review of Libraries. Copies are available in the Members Library.

CONSULTATION INCLUDING WARD/COUNCILLORS

135. The options outlined in the report will be subject to full consultation with Ward Councillors and Community Groups.

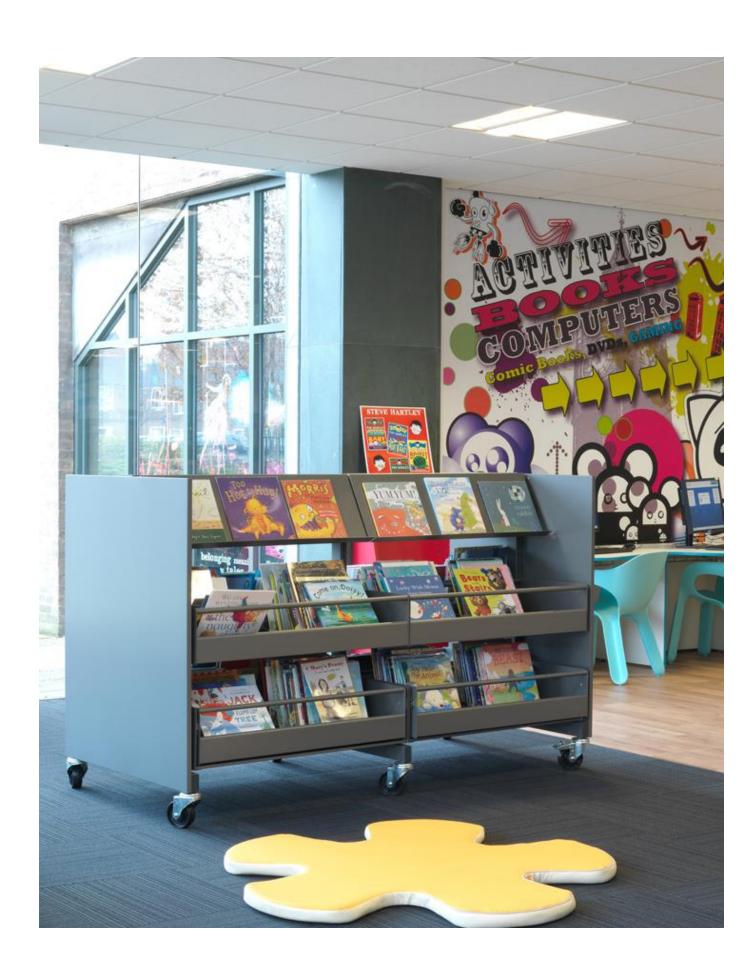
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Consultation on Public Library Services in Stockton-on-Tees Stage 2 Final Report

April 2013



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CONTENTS

1.0 EXECUTIVE SUMMARY

This report summarises the results of the second stage of a public consultation exercise carried out between January 10th and 4th April 2013 seeking views on proposed changes to the Public Library Service in the Borough.

The consultation, which was carried out using a range of methods, has generated a wealth of valuable qualitative information and 1870 completed questionnaires (online and printed copy).

These results have been used to inform the final proposals which are being put to Cabinet for approval on May 16th 2013.

We are grateful to all the people who have taken time to share their views on the proposed changes.

2.0 INTRODUCTION

2.1 OBJECTIVES

The aim of the consultation was to seek views on a set of proposed changes to Public Library services across Stockton Borough.

3.0 METHODOLOGY

3.1 POPULATION

3.1.1

As the public library service for the Borough is a comprehensive facility for all age groups and interests, the Review Team determined that the widest range of people would be directly impacted by the outcome of the proposed changes. For this reason it was appropriate to seek to engage with all residents of Stockton Borough, whether they were library members or not.

As usage of public library services by specific age groups or gender can be irregular, a weighting is attached to the final responses to questionnaires in order to achieve statistically representative results. This situation is explained further in 3.1.2 below.

It should also be noted that the statistical 'representativeness' of the results of 'qualitative research', which this consultation was partly made up of, cannot be determined.

This is because the responses to this kind of research are not numerical. Instead, it is most appropriate to ensure that all appropriate 'qualitative' research methods are used, as frequently and wherever possible, to engage as fully as possible with the population(s) impacted by the consultation. It is then necessary to secure from that as much information as possible about their feelings and thoughts and analyse the results in an appropriate way to convey the key themes and categories within that information.

3.1.2

In total, the consultation achieved 1870 completed questionnaires/a sample size of 1870. A diversity profile of the sample is available upon request.

When identifying the statistical 'representativeness' of this number, the following factors need to be considered.

Firstly, the population which this sample is taken from needs to be identified. As highlighted in 3.1.1, the Review has to consider the whole range of population groups and interests. The total number of residents in Stockton-on-Tees is 191,610. All residents of the Borough could have responded to the questionnaire used for this consultation, via the Council's website or by completing a paper questionnaire. In total, by the end of the consultation period, there were 1,870 responses to the questionnaire element of this consultation.

Secondly, the 'confidence level' or error rate that will be used when reporting the results needs to be determined. It is commonplace for a 95% confidence level to be used this means that when adopting a 95% confidence level to report on results, we can be 95% confident (and, therefore 5% non confident) that the results from the sample would mirror the results from the entire population it is drawn from, if the entire population was to respond to the same questions.

Finally, when the relevant sample and population sizes and appropriate confidence level are established, it is possible to identify the confidence interval for the data.

The confidence interval identifies the degree to which the results from the sample are statistically likely to vary in comparison with the results from the population, if the population was to respond to the same questions.

With a confidence level of 95% and a sample of 1,870, the consultation results are statistically likely to be representative of the entire population's response to the consultation plus or minus a 'confidence interval' or margin of error equal to 2.26. The confidence interval/margin of error is however different for each question in the consultation because of the different total number of responses to each question.

The largest confidence interval for the statistically weighted results of the questionnaire for this consultation is 3.77 and the smallest is 2.96. On balance, such confidence intervals mean that results achieved by this consultation are, overall, likely to be statistically representative of the Borough's residents as a whole.

Additionally, and, for example, when considering the statistically weighted results for this questionnaire, in total, 72.4% of respondents agree that Stockton Central Library should close on Sundays. Statistically speaking, with a confidence interval of 3.11 for this particular question, we can be 95% confident that if all residents of the Borough had responded to this question, the result for this question could be as much as 75.5%, or as little as 69.3%.

3.2 DATA COLLECTION

3.2.1

Consultation findings were collected via:

- Printed and online versions of the same questionnaire
- "Drop in" discussions with users of Libraries
- Drop in sessions with the general public at retail locations
- **Direct (email and letter) correspondence** with the Review Team.

3.2.2

Questionnaires included:

- information about the background to the Library consultation and the proposals for the future delivery of the service
- questions about each of the proposals, giving respondents the opportunity to provide additional open comments
- questions about respondents' key diversity characteristics.

They were available in **paper and online formats** throughout the period of the consultation. Paper questionnaires were available at every library service point₂ and at Preston Hall Museum.

Letters regarding the consultation were sent to every school in the Borough via the Council's electronic mailbox system and articles were placed in Stockton News to direct residents to the surveys.

3.2.3

Facilitated discussions were undertaken throughout the period of the consultation. They were as follows:

Informal face to face discussions, between members of the review team and service users were undertaken in each library. This provided respondents with the chance to ask questions about the proposals and the consultation process. Discussions were open, challenging and honest and focused mainly on the wish to retain services as they are presently delivered. Notes of these discussions were taken, have been analysed and summarised. Group members were also invited to complete either paper or online questionnaires either there and then or at their leisure.

Table 1 below shows the programme of "Drop in" sessions conducted as part of the consultation

Friday 1	February 2013	2pm-4pm	Ingleby Barwick
Tuesday 5	February 2013	10am-12pm	Yarm Library
Tuesday 5	February 2013	4pm-6pm	Egglescliffe Library
Monday 11	February 2013	10am-12pm	Thornaby Central Library
Tuesday 12	February 2013	2pm-4pm	Thornaby Westbury Street
Thursday 14	February 2013	4pm-6pm	Norton Library
Thursday 21	February 2013	10am-12pm	Fairfield Library
Saturday 23	February 2013	10am-12.30pm	Stockton Library
Monday 25	February 2013	2pm-4pm	Roseworth Library
Tuesday 26	February 2013	4pm-6pm	Billingham Library
Tuesday 26	February 2013	10am-12pm	Roseberry Library

Steps were also taken to help ensure that non-English speakers or those who require alternative formats could engage with the consultation. The availability of different language and non print versions of the questionnaire were offered.

The key findings from all data collection routes are summarised in section 4.0.

3.3 DATA ANALYSIS

- 3.3.1 Results from completed (paper and online) questionnaires were analysed as follows:
 - All answers to questions which asked for a view on a specific question were summed and percentage responses for the whole of the Borough were calculated.
 - It should be noted that in some cases the number of respondents to each question does not equal the total number of completed questionnaires received. This is because respondents chose to complete the questions they felt were either most relevant to them or which they felt they could respond to. It was not mandatory for each respondent to provide a response to each question.
 - All answers to open ended questions were analysed to identify the key 'categories' of different comments recorded. The total number of comments received in response to each open ended question was calculated and categorised for content according to the categories listed in the table which follows.

Categories for Library Consultation open questions			
Accessibility	Difficulties with travel, mobile services		
Activities	Adult & children's activities		
Charging			
Close libraries			
ICT			
Ebooks			
Efficiencies			
Facilities			
General support	Support for proposals as well as general		
Housebound			
Income			
Integration			
Maintain service			
Miscellaneous			
Opening hours			
Parking			
Publicity			
Refurbishment			
Co-location			
School use			
Self Service			
Staffing			
Stock			
Volunteers			

The top five themes for each open ended question response are included in the responses for each community library in section 4. Then, finally in this respect, quotes which helped illustrate key issues, concerns, suggestions and comments in the answers to the open ended questions were extracted and have been included in the summary of the key findings in section 4.

 It should be noted that (a) not all respondents provided answers to each open ended question and (b) some respondents made a number of different comments within their response to open ended questions.
Because of this, the total number of comments received will, in some cases, exceed both the total number of completed questionnaires received and the number of respondents to each question.

3.3.2

Findings from the facilitated discussions were analysed to identify key themes and categories of information provided. The key findings from this analysis are provided in section 4.0.

3.3.3

Direct email and letter correspondence was analysed to identify key concerns and these are summarised in section 4.0

4.0 RESULTS

As summarised above, the consultation achieved a large number of responses through three principle methods: questionnaires; "drop in" discussions and, (email and letter) correspondence.

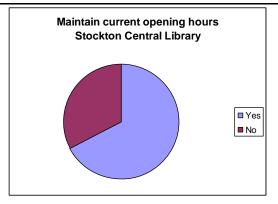
The findings from each method are summarised below for individual libraries and drop in sessions. Full results and copies of correspondence are available on request.

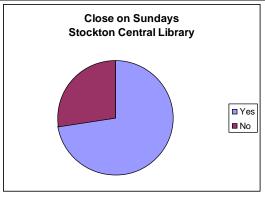
4.1 QUESTIONNAIRES

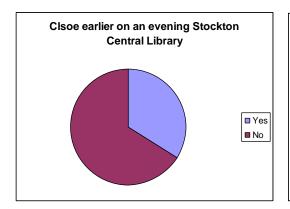
4.1.1 Stockton Central Library

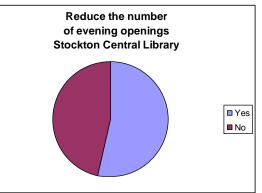
"The Central Library in Stockton has recently undergone refurbishment and has the largest range of services and most extensive public library space in the Borough. Although we do not propose to change the services offered in this library at the moment, comments from the first stage of the consultation have indicated that a reconsideration of opening hours would help to meet budget reductions. Should we?"

	Yes	641	67.1
Maintain current opening hours	No	314	32.9
	TOTAL	955	100.0
Close on Sundays	Yes	715	72.4
	No	273	27.6
	TOTAL	989	100.0
Close earlier on an evening	Yes	291	34.0
	No	565	66.0
	TOTAL	856	100.0
Reduce the number of evening openings	Yes	495	53.4
	No	431	46.6
	TOTAL	926	100.0









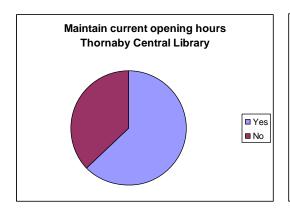
4.1.2 Thornaby Central Library

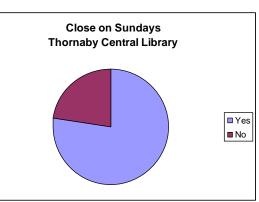
"The Central Library in Thornaby has recently undergone refurbishment and offers a full range of services in the busy town centre. Although we do not propose to change the facilities offered in this library at the moment, comments from the first stage of the consultation have indicated that a

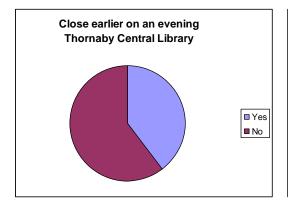
reconsideration of opening hours would help to meet budget reductions.

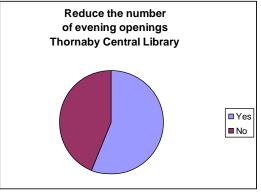
Should we?"

Maintain current opening hours	Yes	466	62.9
	No	275	37.1
	TOTAL	740	100.0
Close on Sundays	Yes	589	77.1
	No	175	22.9
	TOTAL	764	100.0
Close earlier on an evening	Yes	266	39.6
	No	406	60.4
	TOTAL	672	100.0
Reduce the number of evening openings	Yes	409	56.2
	No	318	43.8
	TOTAL	727	100.0





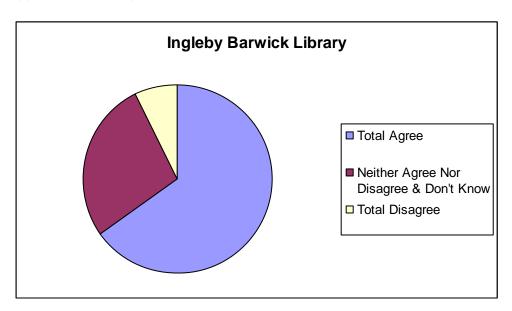




4.1.3 Ingleby Barwick Library

"The busy library at Ingleby Barwick located within All Saints School is identified as a town centre site and there are no plans for changes in this area of the Borough. We recognise that the scope for improvement of the service on the existing site is limited and we will continue to explore any opportunities which may develop in the future.

Do you agree with our proposal to maintain services as they are at present and seek opportunities to expand services in the future?"



Total Agree	592	63.2
Neither Agree Nor Disagree & Don't Know	264	28.2
Total Disagree	81	8.7
TOTAL	938	100.0

Responses to open ended question

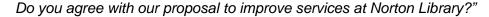
"We would be interested in any specific suggestions you have either to help us improve or to reduce the costs of running Ingleby Barwick Library."

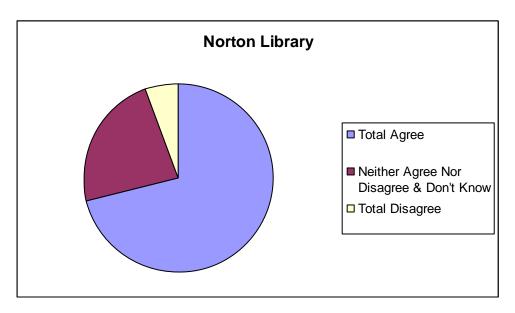
There were 148 responses to the open ended question asked with regard to services offered at Ingleby Barwick Library. These contained both positive and negative comments which have been combined for the purpose of this consultation as in some cases, responses contained a number of elements. For this reason the total number of themes identified in the responses may be higher than the actual response total

Of those respondents who commented on services at Ingleby Barwick, the top five themes which emerged were focused on the opening hours (60), general support for the service (19), support for maintenance of the service at current levels (12) and staffing (11). There were 19 general responses which could not be categorised.

4.1.4 Norton Library

"Norton is a popular retail and service centre and the library is very well used. It is in need of improvement though and there is scope to extend and enhance the services it provides. We propose to develop facilities at this branch, providing better shelving, more computers and maintaining its opening hours as the main library for this part of Stockton.





Total Agree	660	71.3
Neither Agree Nor Disagree & Don't Know	215	23.2
Total Disagree	51	5.5
TOTAL	926	100.0

Responses to open ended question

"We would be interested in any specific suggestions you have either to help us improve or to reduce the costs of running Norton Library."

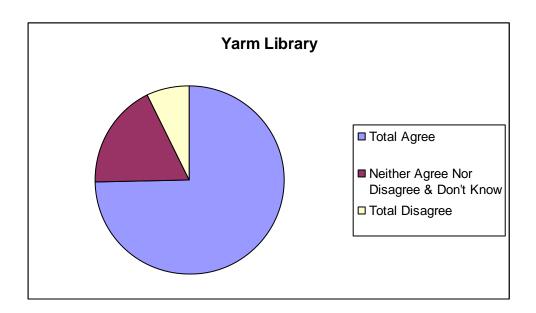
There were 140 responses to the open ended question asked with regard to services offered at Norton Library. These contained both positive and negative comments which have been combined for the purpose of this consultation as in some cases, responses contained a number of elements. For this reason the total number of themes identified in the responses may be higher than the actual response total

Of those respondents who commented on services at Norton, the top six themes which emerged were focused on the refurbishment of the building (26), opening hours (24), access to information and communications technology (16), general support for the maintenance of the current service (14), charges and staffing (13). There were 10 general responses which could not be categorised

4.1.5 Yarm Library

"Yarm is a busy town centre and the library is very well used, but is in need of improvement to enhance the services it provides. We propose to develop facilities at this branch, providing better shelving, more computers and maintaining its opening hours as the main library for this part of Stockton.

Do you agree with our proposal to improve services at Yarm Library?"



Total Agree	733	76.8
Neither Agree Nor Disagree & Don't Know	163	17.1
Total Disagree	58	6.1
TOTAL	954	100.0

Responses to open ended question

"We would be interested in any specific suggestions you have either to help us improve or to reduce the costs of running Yarm Library."

There were 176 responses to the open ended question asked with regard to services offered at Yarm Library. These contained both positive and negative comments which have been combined for the purpose of this consultation as in some cases, responses contained a number of elements. For this reason the total number of themes identified in the responses may be higher than the actual response total

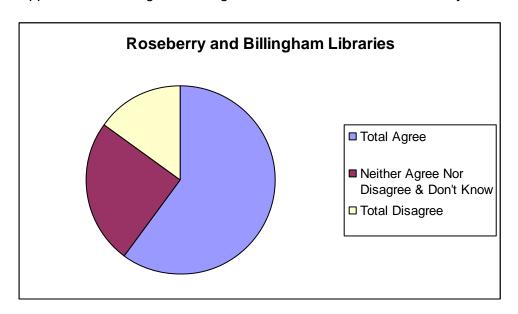
Of those respondents who commented on services at Yarm, the top five themes which emerged were focused on the refurbishment of the building (31), opening hours (27), observations on the facilities provided (24), parking, (20) and general support for the maintenance of the current service (15). There were 11 general responses which could not be categorised

4.1.6 Roseberry and Billingham Libraries

"As part of the redevelopment of Billingham Town Centre, there is an opportunity to provide a new purpose built library and customer service centre similar to those in Stockton and Thornaby. The proposal is that this would replace the Roseberry and Billingham (Bedale Avenue) Libraries, both of which are within a mile of the town centre.

An extended range of services and opening hours would be provided from this new library. There would be a better range of books and audio, increased space to meet and relax, self service technology and more computers. In Old Billingham the proposal would be to provide extra mobile library visits to assist those groups in the community who may find it harder to get to the new library in the town centre.

Do you agree with our proposal to merge the Roseberry and Billingham (Bedale Avenue) Libraries on a new site in the Town Centre with expanded services and seek to provide extra support for Old Billingham through increased use of the mobile library?"



Total Agree	568	60.5
Neither Agree Nor Disagree & Don't Know	239	25.4
Total Disagree	132	14.0
TOTAL	939	100.0

Responses to open ended question

"We would be interested in any specific suggestions you have for this proposal."

There were 184 responses to the open ended question asked with regard to services offered at Billingham and at Roseberry Libraries and the proposal to merge these service points at a new location. These contained both positive and negative comments which have been combined for the purpose of this consultation as in some cases, responses contained a number of elements. For this reason the total number of themes identified in the responses may be higher than the actual response total

Of those respondents who commented on services the two libraries, the top theme which emerged was focused on support for the maintenance of the current service and in particular the retention of the library in Old Billingham (52). The next most common themes concerned accessibility of the library service (30), general support for the library service and its facilities

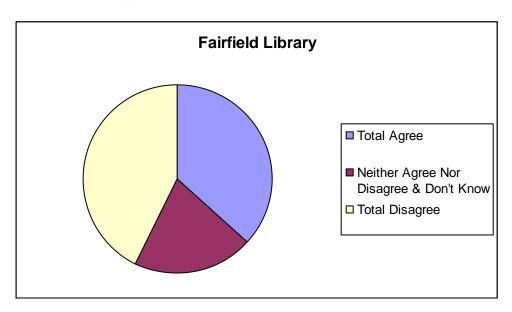
(25), observations on the contribution of the service to the community (21) and on opening hours (18). There were 11 general responses which could not be categorised

A full report of the comments received is available on request.

4.1.7 Fairfield Library

"The proposal for the future is to integrate the library at Fairfield into a shared building. At present, there is no suitable location for this and although we will continue to explore any opportunities, the proposal is to reduce the opening hours to allow us to make the savings we need. The main elements of the service would remain unchanged with a staffed presence and the service would be available for a minimum of 22 hours per week.

Do you agree with our proposal to retain Fairfield Library in its current location on reduced hours and seek opportunities to relocate services in the future on a shared site?"



Total Agree	409	37.5
Neither Agree Nor Disagree & Don't Know	229	21.0
Total Disagree	453	41.5
TOTAL	1090	100.0

Responses to open ended question

"We would be interested in any specific suggestions you have either to help us improve or to reduce the costs of running Fairfield Library."

There were 416 responses to the open ended question asked with regard to services offered at Fairfield Library. These contained both positive and negative comments which have been combined for the purpose of this consultation as, in some cases, responses contained a number of elements. For this reason the total number of themes identified in the responses may be higher than the actual response total

Of those respondents who commented on services at Fairfield, the top five themes which emerged were focused on

- proposed levels of opening hours (174),
- general support for the maintenance of the current service (148),
- accessibility of the library service locally (60),
- observations on the possibility of co-location with another service (49)
- views on the contribution of the library service to communities (43).

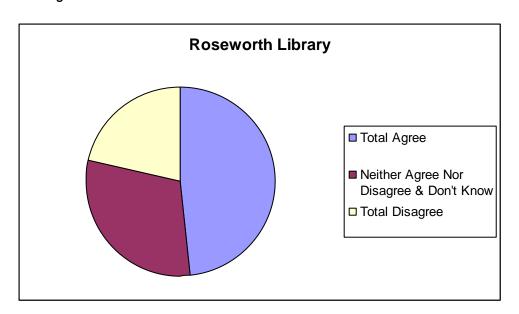
There were 10 general responses which could not be categorised

A full report of the comments received is available on request.

4.1.8 Roseworth Library

"The proposal for the future is to integrate the library at Roseworth into the Redhill Children's Centre and close the current building. This would not affect the services offered by the Children's Centre and would provide Children's Centre customers with a new co-located service facility. Although the library would be reduced in size we would still aim to provide dedicated staff with the widest range of facilities possible in the space available. This would be available for a minimum of 17 hours per week.

Do you agree with our proposal to retain Roseworth Library and to integrate it into a shared building at Redhill Children's Centre?"



Total Agree	428	48.1
Neither Agree Nor Disagree & Don't Know	278	31.2
Total Disagree	184	20.7
TOTAL	891	100.0

Responses to open ended question

"We would be interested in any specific suggestions you have either to help us improve or to reduce the costs of running Roseworth Library."

There were 192 responses to the open ended question asked with regard to services offered at Roseworth Library. These contained both positive and negative comments which have been combined for the purpose of this consultation as in some cases, responses contained a

number of elements. For this reason the total number of themes identified in the responses may be higher than the actual response total

Of those respondents who commented on services at Roseworth, the top five themes which emerged were focused on

- opening hours (130),
- general support for the maintenance of the current service (51),
- staffing (29),
- views on the co-location of the building with another service (26)
- observations on the contribution of the library to the local community (21).

There were 6 general responses which could not be categorised

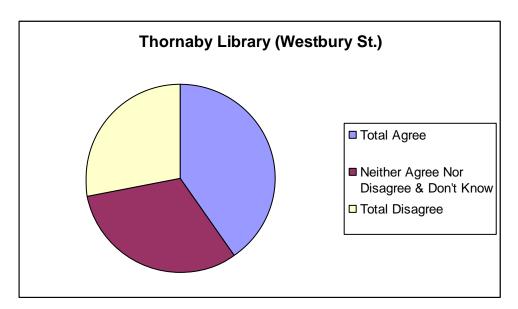
A full report of the comments received is available on request.

4.1.9 Thornaby Library (Westbury St.)

"The proposal for the future is to integrate the library at Thornaby (Westbury St) into the Riverbank Children's Centre. This would not affect the services offered by the Children's Centre and would provide Children's Centre customers with a new co-located service facility. Although the library

would be reduced in size we would still aim to provide dedicated staff. This would be available for a minimum of 17 hours per week.

Do you agree with our proposal to retain Thornaby Library (Westbury St) and to integrate it into a shared building at Riverbank Children's Centre?"



Total Agree	355	36.7
Neither Agree Nor Disagree & Don't Know	281	29.0
Total Disagree	332	34.3
TOTAL	968	100.0

Responses to open ended question

"We would be interested in any specific suggestions you have either to help us improve or to reduce the costs of running Thornaby Library (Westbury St.)."

There were 194 responses to the open ended question asked with regard to services offered at Thornaby Library (Westbury St.). These contained both positive and negative comments which have been combined for the purpose of this consultation as in some cases, responses contained a number of elements. For this reason the total number of themes identified in the responses may be higher than the actual response total

Of those respondents who commented on services at Thornaby Library (Westbury St.), the top six themes which emerged were focused on

- general support for the maintenance of the current service (51)
- opening hours (39)
- access to information and communications technology (24)
- views on the closure of the building (24)
- staffing (23)
- accessibility of the library service locally (23),

There were 7 general responses which could not be categorised

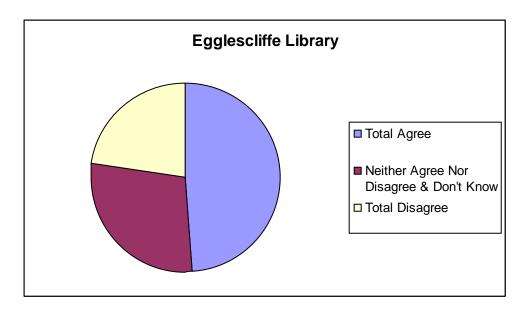
A full report of the comments received is available on request.

4.1.10 Egglescliffe Library

"The proposal for the future is to integrate the library at Egglescliffe into a shared building. At present, there is no suitable location for this and although we will continue to explore any opportunities, the proposal is to reduce the opening hours to allow us to make the savings we need.

The main elements of the service would remain unchanged with a staffed presence and the service would be available for a minimum of 17 hours per week.

Do you agree with our proposal to retain Egglescliffe Library in its current location on reduced hours and seek opportunities to relocate services in the future on a shared site?"



Total Agree	448	47.9
Neither Agree Nor Disagree & Don't Know	264	28.3
Total Disagree	222	23.8
TOTAL	934	100.0

Responses to open ended question

"We would be interested in any specific suggestions you have either to help us improve or to reduce the costs of running Egglescliffe Library."

There were 194 responses to the open ended question asked with regard to services offered at Egglescliffe Library. These contained both positive and negative comments which have been combined for the purpose of this consultation as in some cases, responses contained a number of elements. For this reason the total number of themes identified in the responses may be higher than the actual response total

Of those respondents who commented on services at Egglescliffe Library, the top six themes which emerged were focused on

- opening hours (97)
- views on the closure of the building (38)
- general support for the maintenance of the current service (36)
- views on the potential co-location of the service (36)
- staffing (36)
- parking (23),

There were 9 general responses which could not be categorised

4.2 PUBLIC "DROP IN" SESSIONS

Public Drop in sessions were held at each library service point to allow local residents to talk to library staff about the proposals and to ask any questions about the consultation.

Attendance at the meetings varied according to the proposals contained in the document and so, naturally, the responses from those libraries who would be potentially most affected by the changes generated a greater amount of feedback.

4.2.1 "Town Centre" Libraries

At those service points designated as "Town Centre" libraries (Ingleby Barwick, Thornaby Central, Stockton Central, Norton, Roseberry, Yarm) attendance was very low and there was little feedback on the service other than general support for the level of facilities currently offered in these libraries.

4.2.2 Egglescliffe Library

At Egglescliffe Library, around 20 customers attended during the two hour session in order to offer their views on the consultation and to ask questions. The main messages from the session focused around

- The accessibility of the current site and the problems of travelling to Yarm for older residents.
- The level of activities which currently are offered at Egglescliffe Library and the scope what would be possible in future
- Concern for the local staff and their future
- The reduction of opening hours available and the need to ensure that if this proposal was accepted, that they were carefully considered with community needs in mind.

4.2.3 Thornaby Library (Westbury St.)

At Thornaby Library (Westbury St.) around 26 customers attended the session including Cllr Steve Walmsley, Cllr Mrs Sylvia Walmsley and Cllr Miss Tina Large. Although the number of participants was relatively small, the messages received have been backed up subsequently by letters from classes at both Harewood Primary, St Patrick's RC Primary and The Village Primary Schools in Thornaby. Discussions at the session focused on:

- The lack of community facilities in the vicinity of the Library in Westbury St.
- The unwillingness of residents to visit the Riverbank Children's Centre area in the evening and consequently the low support for a library in the location.
- The loss of a "safe space" for local young people to meet and to undertake homework research
- The inaccessibility of larger libraries for older people in the area or for those with limited finances.

4.2.4 Fairfield Library

The session at Fairfield Library was the most attended of the Drop In sessions (approximately 75) and due to the large number of residents present at any one time, was more akin to a public meeting. The conversations were direct, frank and, at times, heated. This session was attended by Councillor Mick Clark who provided subsequent comments which have been added to the responses from members of the public. Due to the wide

variety of opinions, viewpoints and questions, notes of this session were recorded in order to capture the main point (The full notes are available on request). These focused on

- The ability of the Council to be able to deliver a quality service which meets the needs of residents on reduced hours.
- Comparisons of the level of business at Fairfield compared with "Town Centre Libraries" and with other community libraries
- Usage of the facility by children and young people to support school work and leisure reading.
- The usage of capital to invest in buildings and the reasoning behind this in a time of austerity
- Questions about the levels of reserves held by the Council and whether these could be used to plug gaps
- The potential for the use of volunteers to assist in running services
- Concern that the level of activities currently possible at the library will not be sustainable and that this is ultimately the path to complete closure for Fairfield.
- Concern about what the future will be for staff working at Fairfield Library

4.2.5 Roseworth Library

Around 10 people attended the Roseworth Drop In and of these, the majority attended at the same time, which resulted in the session being an informal discussion. Concern was raised over a number of areas summarised as follows

- The lack of other community resources in the local area
- The potential loss of space in a move to a shared building
- The continued maintenance of a level of service appropriate to the needs of local people
- Access to information and communications technology
- Reasoning behind the investment in facilities across the Borough
- Usage by children and young people
- Concerns over potential reduction in opening hours
- Maintenance of current level of activities offered by library

4.3 CORRESPONDENCE

A number of letters and emails have also been submitted directly to the Library Review Team. The issue raised in them are echoed in the questionnaire responses and in the drop in sessions. Copies of this correspondence are available on request

Correspondence has been received from

- Councillors Michael and Carol Clark
- Mr Vince O'Donnell
- Ms Margaret Gibson
- Mr Townsend
- Ms Sharon Nolasco
- Mr Trevor Burridge
- Mrs Jean Hart
- Pupils of Harewood Primary School, Thornaby
- Pupils of The Village Primary School, Thornaby
- Pupils of St Patricks RC Primary School, Thornaby

Appendix 2

