

Report of Assistant Chief Executive (Citizens and Communities)

Report to Executive Board

Date: 19 November 2014

Subject: Community Centre Review – Proposals to Consult

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): City & Hunslet, Rothwell, Ardsley & Robin Hood, Morley North, Morley South, Kippax & Methley, Cross Gates & Whinmoor, , Weetwood, Otley & Yeadon, Bramley & Stanningley,		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: Appendix number:		

Summary of main issues

1. At its June 2014 meeting, Members of Executive Board received a report on the progress made in reviewing the council's community centre portfolio and agreed to receive a further report making a number of proposals for consultation.
2. This report now proposes the commencement of formal consultation on the future of a number of community centres managed by the council. The report details the review evidence which supports the conclusions reached and proposals made in regard to a number of community centres.
3. Upon completion of a formal 12 week consultation period, a further report will be brought back to Members making firm proposals for closure, asset transfer and centre improvements in relation to the ten centres requiring short term action.

Recommendations

4. Members of Executive Board are recommended to request that by 27 February 2015 the Assistant Chief Executive (Citizens and Communities):

- i) consults on the proposed future of the following community centres:
 - St Gabriel's Community Centre, Fall Lane, East Ardsley
 - Bramley Community Centre, Waterloo Lane, Bramley
 - Old Cockburn Sports Hall, Primrose Lane, Hunslet
 - Kippax Youth Centre, known as the Kippax Kabin, Cross Hills, Kippax
 - Gildersome Youth Club Street Lane, Gildersome
 - Lewisham Park Centre, Clough Street, Morley
 - Weston Lane Community Centre, Weston Ridge, Otley
 - Windmill Youth Centre, Marsh Street, Rothwell
 - Fieldhead Youth and Adult Centre, Naburn Approach, Whinmoor
 - Meanwood Community Centre, Stainbeck Avenue, Meanwood
- ii) works with the Director of City Development to enter into discussions with the owners of the buildings not owned by the Council to consider the future use of the buildings.
- iii) provides a report back to Executive Board outlining the outcome of consultation and seeking approval to a final set of proposals for the above ten centres.
- iv) undertakes a strategic review of caretaking arrangements across the community centre portfolio with a view to bringing forward savings proposals wherever possible.

1. Purpose of this report

- 1.1. The purpose of this report is to present to Members of Executive Board a number of proposals in regard to a range of community centres across the city. The report builds on the paper that was considered by Executive Board at its meeting in June 2014 and recommends that a formal 12 week consultation period is now commenced on a number of possible changes to ten community centres identified as requiring action in the short term.

2. Background information

- 2.1. In summary, Leeds City Council has maintained community centres for many years with the objective of providing space for community groups and community activity to take place.
- 2.2. The approved budget position for the whole portfolio is £1.4m revenue. This reflects a reduction of £250k compared to expenditure in 2013/14. One of the objectives of the review is to bring forward proposals to enable the service to meet budget sustainability.
- 2.3. Income is generated by a combination of lease income (from long-term users of the centres including other council services such children services and adult social care) and from lettings of individual rooms by community groups and individuals. The current income generated is £92k from internal sources and £260k of external income.
- 2.4. In recognition of the contribution the centres make in council housing estates the Housing Revenue Account (HRA) contributes £473k to the budget.
- 2.5. Revenue savings of £100k have already been achieved through efficiencies in facility management arrangements (e.g. caretaking costs) and as a result of a number of centre closures already actioned. However further action will be needed to meet the required level of savings.

3. Main issues

- 3.1. Community centres play a valuable role in bringing communities together supporting delivery of the council's wider objectives and it is appropriate, therefore, for the council to support the effective running of the centres where they can demonstrate they are well used and it is a good use of public money to continue to support them.
- 3.2. As part of the financial strategy all operational buildings are being reviewed in terms of their future need, based on such criteria as: running cost; building condition; backlog maintenance; level of use and occupation; lease status; and where applicable locality need and demand.
- 3.3. In undertaking the city wide asset Management review, approved by Executive Board in October 2014, a strategic assessment of all local assets has been undertaken, including community centres. This has classified them as requiring consideration in the short, medium and longer term in respect of need and the ability for them to achieve running cost savings. Of the buildings identified in the

short term category (i.e. running cost savings to be achieved by March 2017) ten were from the community centre portfolio.

- 3.4. In undertaking this review, a detailed analysis has been undertaken of the whole community centre portfolio considering current backlog maintenance, current usage and current income.
- 3.5. For the ten identified as requiring short term action, proposals for their future are now being made and are subject to the recommendation to formally consult upon a number of changes. This report therefore seeks approval to formally consult with local members, stakeholders and users which will include the opportunity to develop alternative local solutions. This work will take into account the opportunities offered by the local asset management review, taking into account all buildings in the area which could deliver new opportunities. The options include:
 - i) New uses and income, and opportunities to reduce costs improving the viability of the building concerned
 - ii) The transfer of the building to a community organisation, who can run the building more effectively with the local community; or
 - iii) The potential closure of the building and users transferred to alternative provision as a last resort..
- 3.6. See detailed list and analysis at appendix 1 for the ten centres subject to formal consultation on their future. In the case of two buildings that are not owned by the Council (St Gabriel's Community Centre and Windmill Youth Centre) an agreement as to the future of the building will need to be reached with the owners. This report asks Executive Board to instruct the Assistant Chief Executive (Citizens and Communities) and the Director of Development to enter discussions with those owners on the future of those buildings as part of the consultation process.
- 3.7. One of the major costs incurred across the community centre portfolio relates to care-taking costs and whilst some changes have been made in recent years to reduce these wherever possible they have been mainly done on an ad-hoc and opportunistic basis. As part of the further work to be progressed it is proposed that a strategic review be undertaken of caretaking arrangements in regard to all community centres with a view to seeking to reduce costs wherever possible.

4. Corporate considerations

4.1. Consultation and Engagement

- 4.1.1. Throughout the asset and community centre reviews there has been discussion with members and users about the future of these buildings. This review presents detailed evidence on the viability of these buildings and alternatives for existing users. This provides a firm basis for a further consultation as recommended in this report.

4.2. Equality and Diversity / Cohesion and Integration

- 4.2.1. In finalising proposals a full Equality Impact Assessment will be undertaken for each building. At this stage an equality screening exercise has been conducted and is attached at Appendix 2.

4.3. Council policies and City Priorities

- 4.3.1. The Vision for Leeds 2011 – 2030 sets out the long-term aim for Leeds to be the Best City in the UK. A key aim is that; Our communities will thrive and people will be confident, skilled, enterprising, active and involved.
- 4.3.2. The provision of community centres fits into this long-term strategic aim, and also the Best Council 2013-17 objectives of 'supporting communities and tackling poverty' and 'becoming a more efficient and enterprising council' which includes respectively the priorities of 'strengthening local accountability and being more responsive to the needs of local communities' and 'improving how we're organised and making the best use of our assets'.

4.4. Resources and value for money

- 4.4.1. The approved budget position for the whole portfolio is £1.4m revenue. This reflects a reduction of £250k compared to expenditure in 2013/14. The current income generated is £92k from internal sources and £260k of external income. In recognition of the contribution the centres make in council housing estates the Housing Revenue Account (HRA) contributes £473k to the budget. Revenue savings of £100k have already been achieved through efficiencies in facility management arrangements (e.g. care taking costs) and as a result of a number of centre closures already actioned. However further action will be needed to meet the required level of savings.

4.5. Legal Implications, Access to Information and Call In

- 4.5.1. If it is not possible to reach agreement as to the proposed future use of any building leased to the Council, the Council will then need to retain the building. In the event of the freehold of the building reverting to the owner there may also be cost implications to address in relation to fulfilling various obligations under the lease such as removing alterations and reinstating the premises or carrying out repairs.

4.6. Risk Management

- 4.6.1. The primary risk of the Community Centre portfolio is that a failure to control costs results in the costs exceeding budgets. There is a competing risk of insufficient community infrastructure to meet the council's vision for vibrant localities. The review has examined the appropriate balance and made recommendations accordingly.

5. **Conclusions**

- 5.1 The community centre portfolio contributes to Leeds City Council's priorities for the development of local communities, creating a space for community activity, meeting the needs of citizens older and young; and bringing different communities together. However, there is a need to avoid duplication, make better use of buildings retained and to control costs. The proposals in this report will provide a significant reduction in costs, marginal impact on users and income, and remove the difficulty of ongoing backlog maintenance costs.

6. **Recommendations**

- 6.1 Members of Executive Board are recommended to request that by 27 February 2015 the Assistant Chief Executive (Citizens and Communities):

- i) consults on the future of the following community centres:
 - St Gabriel's Community Centre, Fall Lane, East Ardsley
 - Bramley Community Centre, Waterloo Lane, Bramley
 - Old Cockburn Sports Hall, Primrose Lane, Hunslet
 - Kippax Youth Centre, known as the Kippax Kabin, Cross Hills, Kippax
 - Gildersome Youth Club Street Lane, Gildersome
 - Lewisham Park Centre, Clough Street, Morley
 - Weston Lane Community Centre, Weston Ridge, Otley
 - Windmill Youth Centre, Marsh Street, Rothwell
 - Fieldhead Youth and Adult Centre, Naburn Approach, Whinmoor
 - Meanwood Community Centre, Stainbeck Avenue, Meanwood
- ii) works with the Director of City Development to enter into discussions with the owners of the buildings not owned by the Council to consider the future use of the buildings.
- iii) Takes forward actions arising from the consultation, except closure, in consultation with the Executive member for Neighbourhoods, Planning and Personnel. Where the outcome recommends closure, this to be reported to Executive Board for decision.
- iv) undertakes a strategic review of caretaking arrangements across the community centre portfolio with a view to bringing forward savings proposals wherever possible.

7. **Background Documents¹**

- 7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1 - Community centres where it is proposed to now consult on their future

Ward	Name	Backlog Maint	Usage Percentage	% costs recovered	Proposal
Ardsley & Robin Hood	St Gabriel's Community Centre , Fall Lane, East Ardsley		9.5	1%	To consult on transfer back to the Church of England who owns the building. Work with local community group to become self-sustaining, with support from the Council.
Bramley and Stanningley	Bramley Community Centre , Waterloo Lane, Bramley	£60,340	10.7	0%	To consult on the future of this building. Examine option for users' needs to be met elsewhere and a saving made for the Council.
City & Hunslet	Old Cockburn Sports Hall , Primrose Lane, Hunslet	£59,761	20.2	7%	To consult on the future of this building. Including examining the possibility of it being community run.
Crossgates & Whinmoor	Fieldhead Youth and Adult Centre , Naburn Approach, Whinmoor	*	21.4	0%	This building provides a positive contribution particularly through delivery of Rugby. To consult on more economic arrangements, including the possibility of leasing to the users.
Kippax & Methley	Kippax Youth Centre , KA Kippax Kabin), Cross Hills, Kippax	£19,619	19	0%	This building is of poor quality, to consult on alternatives for users.
Morley North	Gildersome Youth Club Street Lane, Gildersome	£103,839	24.8	0%	This building is of poor quality with unaffordable backlog maintenance. To consult on alternatives for users.
Morley South	Lewisham Park Centre , Clough Street, Morley	£58,625	21.4	0%	There are opportunities to relocate activity from this building to refurbished local schools. To consult on these alternatives for users.
Otley & Yeadon	Weston Lane Community Centre , Weston Ridge, Otley	*	4.8	1%	Poor quality facility which offers little benefit to the community. To consult on options for existing users.
Rothwell	Windmill Youth Centre , Marsh Street, Rothwell		20.8	0%	Utilised but expensive facility. To consult on alternative more economic arrangements.
Weetwood	Meanwood Community Centre , Stainbeck Avenue, Meanwood	£5,656	22.9	21%	To consult on the possible transfer of the building, to maintain the building while reducing its present high costs.

Equality, Diversity, Cohesion and Integration Screening

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Citizens and Communities	Service area: Community Centres
Lead person: Martin Dean	Contact number:

1. Title: Community Centre Review			
Is this a:			
<input type="checkbox"/>	Strategy / Policy	<input checked="" type="checkbox"/>	Service / Function
		<input type="checkbox"/>	Other
If other, please specify			

2. Please provide a brief description of what you are screening
Report which examines the viability, suitability and effectiveness of the Council's Community Centres with a view to making savings and eliminating duplication in provision.

3. Relevance to equality, diversity, cohesion and integration All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration. The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).		
Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	x	
Have there been or likely to be any public concerns about the policy or proposal?	x	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	x	
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> Eliminating unlawful discrimination, victimisation and harassment Advancing equality of opportunity Fostering good relations 		x

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

<p>4. Considering the impact on equality, diversity, cohesion and integration</p>
<p>If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.</p>
<p>Please provide specific details for all three areas below (use the prompts for guidance).</p>
<p>• How have you considered equality, diversity, cohesion and integration? (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)</p>
<p>This paper has been generated by a desktop analysis and gathering of evidence on the ground. Consultation has at this stage primarily been as part of asset management review activity with members, and engagement with locality groups with an interest in Community Centres.</p>
<p>While portfolio has the potential to make a contribution to equality objectives, the minimal investment in the portfolio and the lack of a specific focus means that at present that is not fulfilled</p>

- **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

Our findings indicate that there are a number of buildings where the costs are disproportionately high, and usage disproportionately high.

We have examined the usages and considered:-

- Who is utilising the space
- The alternatives in localities
- The cost and accessibility of those alternatives

Our conclusion is that there are alternatives, often of similar or higher quality which can meet the needs of communities to rent space.

- **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

The next step subject to Executive Board approval is to consult on the future of the buildings identified

This will draw direct evidence from users about the potential impacts of our proposal on equality groups.

We will consider ways to mitigate the impacts going forward, and equality impact, screen and if appropriate impact assess the proposals

5. If you are **not already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment.****

Date to scope and plan your impact assessment:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Martin Dean	Area Leader	16 10 14

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screening's should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date screening completed	
If relates to a Key Decision - date sent to Corporate Governance	
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	