



Report of The Director of Environment and Neighbourhoods Directorate

Meeting: Inner South Area Committee

Date: 11th November 2009

Subject: Community Centres Report

Electoral Wards Affected:

Beeston & Holbeck
City & Hunslet
Middleton Park

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Council
Function

Delegated Executive
Function available
for Call In

Delegated Executive
Function not available for
Call In Details set out in the
report

Executive Summary

The management of Community Centres became a delegated function of area committees in 2006-07. The portfolio of centres to be managed by the Area Committees was created by the transfer of centres from the former Neighbourhoods and Housing and Learning and Leisure Directorates. The sponsoring service is currently the Regeneration Service. There are currently 71 centres across the city, 24 of which are leased out to voluntary organisations while 47 are directly managed by the council.

This report provides a position statement on progress to implement this delegation, focusing on the following key areas; budgets, property management and maintenance, rental support and pricing and lettings policy, issues associated with the local portfolio of the Committee and the development of local action plans .

The area committee is asked to comment on and agree the issues covered in this report.

1.0 Purpose Of This Report

1.1 This report provides:

- A service overview and outline of the role of Area Committees in relation to this delegated function
- Service budget information – revenue and capital
- A briefing note on the new Corporate Property Management service (CPM)
- An update on the implementation of the pricing and lettings policy and database.
- Proposals regarding rental support to voluntary and community organisations
- Area specific information including annual budget forecasts for each of the centres in section 6 of this report

2.0 Background Information

2.1 The Community Centres delegated function forms part of Leeds City Council's constitution, which provides the framework within which the council conducts its business and makes decisions. The constitution describes who is responsible for making decisions and how decisions are taken.

2.2 Service Description

The service includes a portfolio of centres across the city. Revenue budgets associated with the operation of the Community Centres are delegated to Area Committees to manage. Non-controllable costs such as capital asset charges, buildings insurance, business rates and CPM management fees are not managed by Area committees, but these budgets are reported on a regular basis. Maintenance budgets are now managed centrally by Corporate Property Management.

2.3 Description of Delegated Function

A report to Executive Board in March 2006, set out the proposed delegated function for the Council's Community Centres to be implemented by the 10 Area Committees. A full version of the delegated function is attached at appendix 1, in summary it includes the following responsibilities:

- To make investment decisions from their own Well Being budgets and make applications for capital from the Councils Major Maintenance Fund in the normal way.
- Area committees be given the responsibility for setting charges and discounts for centres in their area within a common framework, and agree a schedule of charges for implementation.
- Capital receipts – for a proportion of any receipt arising from the disposal of a community centre to be retained by Area Committees to address category 1 (immediate) and 2 (essential) backlog maintenance on other Community Centres within the same area.
- Revenue budgets associated with the operation of Community Centres. Further information on this element of the delegation is included in sections 3 and 6 of this report.

- 2.4 In addition, Area Management Teams on behalf of the Area Committees, were given responsibility for the following functions:
- Liaising with users, user groups, Members and Area Committees on issues relating to centres in their area
 - Developing proposals for re-shaping the portfolio
 - Developing capital schemes and funding packages
 - Monitoring the service level agreement for centres in their area and capital and revenue budgets
 - Ensuring that leases and licenses are in place and reviewed periodically
 - Developing, implementing and overseeing the administration of a new schedule of pricing and discounts for centre usage

3.0 General Issues

- 3.1 The transfer of Community Centres from three former service areas to the Regeneration Service has taken place over the last three years. This has involved considerable work in aligning budgets and operational requirements, and understanding the resulting financial position and implications for services moving forward, so reporting on these issues has not been possible until recently.
- 3.2 Good progress has been made in moving the service from a position where it was operating beyond the budget provision by identifying operating inefficiencies and closing underused and poorly maintained Centres. However, it is acknowledged that further work is required to realise the full extent of this delegated function and thereby empower Area Committees to take a leading role in utilising their community assets to better meet local needs.

3.3 Budgets

Fixed budgets for each centre have now been finalised for 2009/10 and work has commenced on setting the 2010/11 budgets. This has to date been difficult to achieve due to the complexity of bringing together different service budgets, and insufficient historical information on actual expenditure. However, budget estimates for 2009-10 have now been established, based on the close monitoring of expenditure in 2008-09.

- 3.4 The total Community Centres budget for 2008-09 was £3,006,660. In 2009/10 the total budget for the whole service has increased slightly to £3,127,150. This is mainly to enable the service to meet rising operational costs. A summary of budgets for the Inner South Area Committee for 2009/10 is included at section 6 of this report, with a more detailed breakdown provided at appendix 2.

3.5 Controllable and Non-Controllable Budgets

The Community Centres budget contains various budgets headings, some of which are controllable by Area Committees, and some which are not. The table below outlines the overall budget for the service highlighting which of the two categories headings fit in to:

Budget Heading	Controllable £,000	Non- Controllable £,000	Total £,000	Notes
Caretakers	£1,109		£1,109	
Premises	£717		£717	
Supplies & Services	£15		£15	Licenses & telephones
Income (internal)	-£243		-£243	LCC depts.
Income (external)	-£341		-£341	
Management Fee		£242	£242	CPM
NNDR (business rates)		£198	£198	
Insurance		£26	£26	
Capital charges		£1,082	£1,082	
CPM Maintenance budget		£321	£321	Budgets now devolved to CPM
Grand Total	£1,257	£1,870	*£3,127	

* Overheads budget for central recharges and support e.g. legal / professional fees, are not included within this budget.

- 3.5.1 The budgets that sit within the controllable category relate to the operational budgets which have been delegated to the Area Committees, these include; caretaking, supplies and services, premises costs and income. The non-controllable budgets are managed by CPM finance, and include; capital charges, business rates, insurance and CPM service management costs. Actual expenditure against the budget estimate for both controllable and uncontrollable headings will be reported to Committees.
- 3.5.2 Appendix 2 of this document provides a breakdown of the controllable and non-controllable budgets for the Inner South Area Committee.

3.6 Revenue Budgets

It was agreed in the 2006 Executive report that revenue savings made from delegated Community Centres budgets should be retained by Area Committees to reinvest in their local portfolio within the approved Council budget allocations.

- 3.6.1 Prior to commencing the transfer of Community Centres to Area Teams / Committees in 2006, the city's Community Centres had been operating at a substantial deficit against the agreed budget allocation.
- 3.6.2 Officers have been working with local Members to identify operating inefficiencies which have enabled the actual costs to run Community Centres to now balance against the approved budget. Savings that have contributed achieving this position include:
- Sale of the Pakistani centre and transfer of the lease for the Bangladeshi Community Centres (Inner East)

- Reduction in caretaking at Harehills Place (Inner East), Mandela Centre (Inner North East), key holding St Gabriels (Outer South),
- Closure of Wyther (Inner West) and transfer of Greenhill Community Centres to adult services (Outer West)

3.6.3 Due to the negative budget position across the portfolio, it has not been possible to delegate individual budgets to Area Committees until now. But with effect from 1st April 2009, Area Committees will retain net revenue savings made across their local portfolio within the agreed annual allocation.

3.6.4 Officers will continue to work with Area Committees to identify revenue savings which will improve the efficiency of the service and provide better value for money. These savings will be protected for use in the year following that which they are achieved e.g. savings made in 2009/10 will be available to spend in 2010/11. The amount of revenue savings that will be available for Area Committees will be confirmed on completion the budget closure procedures. This is to enable finance staff to deal with any overspends within the local portfolio and to ensure that budgets balance.

3.6.5 The ability to retain revenue savings will provide Area Committees with additional resources to deliver on their investment priorities, as identified within their local action plans or Area Delivery Plan. Revenue improvements which the Area Committee could consider include:

- Providing transitional support to local voluntary groups wishing to take on the management responsibility of local centres to deliver local services
- Increase the use of local centres by:
 - Making internal improvements e.g. painting / decoration, to make the centres more appealing to potential users
 - Replacement / upgrade of equipment
 - Support to local organisations to enable them to deliver more services from community facilities which improve usage and/or attract new users and address local priorities
 - Training and advice to user groups and / or organisations leasing centres to improve their business planning skills and engender a more entrepreneurial culture across the portfolio which supports income generation and sustainability

3.7 Income

At present all community centre income is used to directly offset expenditure against each centre. In order to support Area Committees to generate income to improve their local portfolio, it is proposed that a new procedure is put in place from 1st April 2010, which enables Area Committees to retain all new income.

3.7.1 This new procedure is currently being worked through with finance officers and the details will be brought back to Area Committees in the January cycle of meetings.

3.8 Capital Budgets

A ring-fencing arrangement for capital receipts arising from the disposal of community centre assets was agreed by Executive Board in 2006 and was incorporated into the Capital Strategy and Asset Management Plan 2007-08. This allows for up to 100% of the receipt to be retained by Area Committees to address category 1 (immediate) and 2 (essential) backlog maintenance on other Community Centres within the same area.

- 3.8.1 Area Committee proposals will need to be supported by an individual business case which should be compiled prior to finalising the sale of the asset, for consideration by the Asset Management Board (AMB). Proposals with a total value of less than £100k, require AMB support and final approval by the Director of Resources. Proposals for more than £100k require Executive Board approval. Further advice will be provided to Area Committees to develop their proposals on a case by case basis.

3.9 Corporate Property Management (CPM)

The CPM Service, Resources Directorate, was formally established on 1 January 2008 and is responsible for building maintenance of all Council buildings and miscellaneous land (except schools and ALMO housing property) and provides facilities management for community centres. All revenue maintenance budgets have been consolidated to form a corporate building maintenance budget which has been managed by CPM since 1 April 2009. As a result, the need to undertake the repair maintenance of community centres will no longer be part of the delegated function for Area Committees. A briefing note outlining the role of CPM is attached at appendix 3.

- 3.9.1 CPM deal with three different types of building issues:

- Facilities Management – day to day running of centres
- Maintenance - Responsive and planned building works using both revenue and capital
- Implementation of refurbishment work all on LCC owned buildings to improve service delivery, mostly funded by Services.

3.9.2 Maintenance – Responsive and Planned revenue budget.

Responsive maintenance – repairs should be raised with the on site caretaker, or Area Buildings Manager where this is not possible, and they will then be reported to the CPM Helpdesk for action. Responsive maintenance would include emergency repairs e.g. broken windows, building security, electrical failure, flooding etc.

Planned Maintenance – CPM will undertake planned maintenance on an annual basis e.g. electrical, asbestos and legionella testing and monitoring, gas servicing etc as well as a planned programme of repairs eg decorating, structural repairs etc.

Backlog maintenance, capital budget – Larger scale works to bring the centre up to required standards / meet government legislation e.g. replacement of a roof, DDA compliance etc. In order to address this issue Area Management Teams are asked

to prioritise community centres for backlog maintenance works, as well as identifying the future of centres as part of their Asset Management Plans. This will enable work to be prioritised for inclusion in the CPM annual maintenance programme. Consultation with Area Committees will take place through the development of local action plans (outlined in section 7) to feed in to this process.

A schedule of current backlog maintenance for centres in the Inner South area is attached at appendix 4.

- 3.9.3 CPM is currently developing a programme of planned maintenance works for the city which will be brought to the first cycle of Area Committee meetings in 2010/11. This will be accompanied by a schedule of maintenance works undertaken within each Area Committee portfolio over the previous 12 months.
- 3.9.4 **Refurbishment** - works identified by Area Committees to make improvements which do not form part of normal maintenance arrangements, e.g. reconfiguration of internal spaces to increase usage, upgrading equipment or fittings – kitchens etc, require a budget to be identified prior to work commencing. Processes are in place to implement improvements / refurbishments to Community Centres, and advice will be provided to Area Committees on a case by case basis.

4. Rental Support

4.1 Rental Support for Leased Out Centres

A rental support programme to leased centres is currently administered by the Regeneration Service through an annual assessment process and is based on a market rental assessment of the property. Subsidy is provided to organisations leasing centres through income forgone to the Council. In Inner South there are currently no groups / organisations received support from this programme.

- 4.1.2 It is proposed that moving forward, funding decisions to support groups leasing LCC owned community centres is devolved to the Area Committees (timescales to be agreed with each AC).
- 4.1.3 Assessment criteria will be developed to ensure there is a consistent approach applied across the city, which links to the development of services which meet community need as identified in the Area Delivery Plan.

4.2 Rental Support for Users of Office Accommodation

Historically, voluntary and community organisations occupying office space in Community Centres have done so informally, and space has been provided free of charge. This needs to be addressed through a formal lease or license agreement and, in accordance with audit commission guidance, groups are required to move towards paying a fair contribution for the space they occupy. Future rental changes will be assessed through a market rental assessment, which may result in some groups being asked to pay charges which they do not have the resources to pay for and require continuing support.

- 4.2.1 The Executive Board report of March 2006 specifies that Rental Support Agreements are put in place for organisations that are providing community services from Community Centres which meet local priorities. It is proposed that a city wide Rental Support scheme is developed for implementation from 1 October 2010 by Area Committees. This will enable a full market rental assessment to be undertaken for all centres in the portfolio.
- 4.2.2 All existing users of office accommodation will be notified in October 2009 that changes to the current arrangements will apply from 1st October 2010. A rental support scheme which assesses how the organisation is meeting the identified needs of local people and affordability will then be developed and implemented.
- 4.2.3 It is proposed that organisations that do not meet the new criteria for support, will move to a three year transitional arrangement from 1st October 2010. Payment of the full market rental will then commence at 35% in year 1, 65% in year 2 and 100% in year 3.
- 4.2.4 Existing arrangements / charges will apply until the new scheme is implemented.
- 4.2.5 A small task group will be established to work through the proposals which will be reported to Area committees in early 2010.

5 Pricing and Lettings Policies

Area Committees have played a key role in developing local pricing and lettings policies for centres within their areas. All policies have now been agreed across the city and consultation has taken place with users.

- 5.1 Due to the different discounts being offered by committees, it has been necessary to develop a new lettings database that can accommodate the variable charges that will be applied. The new database has now gone live after completing a test period to 30 September 09.
- 5.2 Area Committees will be required to clearly display the pricing schedule in every centre where the policy applies. Guidance was issued to Area Teams in July 2009 on the procedures that need to be followed to undertake this task.

6.0 Inner South Area Committee Community Centres Portfolio

The Community Centres portfolio for Inner South, alongside the total budget allocation for 2009/10 is outlined below:

Area Committee – Inner South 2009/10			Budgets			
Centres	Ward	Status	Controllable	Non-controllable	Income	Total Net Budget
Holbeck Youth Club	Beeston & Holbeck	Leased Out	£26,570	£42,340	£310	£68,600

Middleton Skills Centre	Middleton Park	LCC Managed	£65,060	£40,270	£82,800	£22,530
William Gasgoine	Middleton Park	LCC Managed	£7,600	£7,010	£0	£14,610
Cockburn	City & Hunslet	LCC Managed	£15,080	£32,160	£4,000	£43,240
St Mathews	Beeston & Holbeck	LCC Managed	£57,680	£27,180	£28,250	£56,610
Belle Isle Foundation	Middleton Park	Leased Out	£0	£10,610	£0	£10,610
Cranmore & Raylands	Middleton Park	Leased Out	£70	£7,240	£0	£7,310
Watsonia Pavilion	Beeston & Holbeck	LCC Managed	£70	£2,780	£2,000	£850
Total			£172,130	£169,590	£117,360	£224,360

A full breakdown of the estimated budget vs actual expenditure to 31st July 2009 for each of the centres within the portfolio is attached at appendix 2.

6.1 For 2009/10 the total net revenue budget is £224,360, actual expenditure to 31st July 2009 is £74,206. Efficiency savings made against this budget in 2009/10 will be retained by the Committee for 12 months commencing 1st April 2010. Budget reports will be provided twice a year.

6.2 Issues for Inner South Area Committee Portfolio

6.2.1 Disposals and leases

Holbeck Youth Centre - This facility has now been leased to The Cupboard Project, who has secured funding to undertake a number of capital improvement works to the premises, to transform the centre into a media and music space for young people.

Cranmore & Raylands Community Centre - This facility is in the process of being leased out to Middleton Park Football Club to use as a clubhouse and changing room facility. The previous lessees of the centre relinquished their management agreement at the start of 2009. Restrictions have been put in place on the sale of alcohol from the premises as part of the terms and conditions of the lease between the Council and the football club. This due to a number of concerns raised by local residents.

Old Cockburn Centre - Negotiations are still ongoing with Joseph Priestley College regarding the lease of this building. A revised schedule of rental payments is being drawn up in order to progress the lease negotiations. Once the lease is in place, this will create efficiency savings as well as additional income for the facility. A clause will also be in the lease to allow community use to still continue from the centre even though the buildings primary function will be for education.

Watsonia Pavilion - Tiger 11 are set to take over this building and wish to generate more community activities at the building, as well as submitting funding bids to secure monies to transform part of the building into a community café and / or some kind of outdoor performance area which can be used for the summer season of Bands in the Park and other activities of a similar nature. South East Area Management are still awaiting for the submission of a more detailed business plan to make a decision on whether the facility should be on a standard or longer term lease or progress with a possible full asset transfer.

Belle Isle Foundation - A key issue which need to be addressed is with regards to the future of Belle Isle Foundation. The facility is currently stood vacant after BIF relinquished the lease on the facility in November 2008 when they went into liquidation. All other occupants have now moved out of the premises and the centre stands empty. New users need to be identified for the centre as a priority in order to generate income to cover the running costs for the centre which are currently being picked up by the Council.

6.2.2 Area Committee Funded Improvements

Cranmore & Raylands Community Centre - Inner South Area Committee have agreed to allocated £25,000 to carry out a number of improvement works to the centre including provision of new windows, doors and security measures at the facility.

Old Cockburn Centre - An improvement project is currently taking place at the centre which Inner South Area Committee has contributed £4,350 capital funding towards. Led by Joseph Priestley College and Youth Offending Team, the scheme will create a community outdoor space providing vegetable growing and recycling facilities as well as a new mosaic designed by a local young person and a crazy golf course.

6.2.3 Pricing & Letting Policy

Following the recent trials of the new pricing and lettings policy, some revisions need to be made to the discounts schedule, as some parts of the policy are still open to interpretation and some additional discount categories have needed to be added as it isn't clear which discount category some groups should fall under. The main areas for strengthening are around lettings to vulnerable groups' i.e. mental health groups, groups for people with disabilities, community meetings run by statutory organisations, for example, Pubwatch, and lettings to Town and Parish Councils.

6.2.4 Investment Priorities

If capital funding does become available in the area, the priority will be improvements to St Matthews Community Centre. Funding would be required to carry out a number of internal improvements as well as external ones such as new lightings and improved signage for the facility. This will compliment wider regeneration works set to take place in the area through the Beeston Hill & Holbeck PFI programme.

6.2.4 Other Issues

Adult Services Property Review - Links have been made with Adult Services and their review into provision of activities for adults with learning disabilities and older people. A number of site visits have taken place to assess the suitability of centres for the provision of these services. Area Management are awaiting feedback from Adult Services with regards to the potential of using the centres visited before progressing further.

Manorfield Hall - This facility sits within the Environment & Neighbourhoods Directorate property portfolio but is not under the management responsibility of any particular service. Over the last few years, the management committee of the centre has received extensive financial support to assist with the running of the facility funded through Inner South Area Committee. It is being explored whether or not this building could fall under the remit of the Area Committee.

7.0 Further Roles and Responsibilities of the Area Committee

Action plans will be developed for all local centres by the Area Management Teams. The plans will be a useful tool to inform Area Committee decisions on the management of Centres. Issues that Area Committees may want to consider in the development of these plans include:

- using performance information to identify occupancy levels, services delivered and efficiency savings;
- development of marketing strategies to promote centres to users who do not access them currently;
- robust investment proposals which feed in to and influence the forward work programme of the central investment budget
- rationalisation of centres so that resources can be directed at those most used;
- developing proposals for asset transfer, through sale or lease, to voluntary / community / faith groups who are better equipped to deliver services that meet local need.

7.1 To assist in the development of action plans and to ensure that issues relating to local centres are properly considered, Area Committees may wish to consider establishing a community centre sub-committee involving appropriate Area Management Officers, the CPM Area Buildings Manager and the lead Member with responsibility for Community Centres. In some areas this is already happening and has proved to be an effective way of building local capacity and understanding of local centre issues.

8.0 Performance Management and Reporting

8.1 Baseline Position and key targets for the Service

Area Committees will receive Mid year and year end budget update reports. Reports on key issues affecting centres in the committee's area will be provided as and when required.

8.2 Corporate Property Management will provide buildings investment information to Area Committees a minimum of once a year. This information will be provided to Area Committees early 2010/11.

8.3 Reports will be available on the level of bookings in each centre, potential income and level of waived fees. This will enable area committees to identify centres that are well / under used etc which can help inform future management and development plans.

8.4 Reporting Arrangements

Performance will be reported to area committees twice a year, at the Sept and January committee cycles.

8.5 Elected members can further enhance their consultative and influencing role through ward based meetings with Area Management Officers who meet regularly with finance and CPM.

8.0 Equality Considerations

There is a perception that some centres are only accessible to some sections of the community. All centres need to demonstrate that they comply with the Council's equality commitments. This applies to both directly managed centres and leased centres. Advice and guidance and appropriate monitoring procedures need to be developed and implemented to better address this issue. It is proposed to complete this work and make information available to Area Committees in June 2010.

9.0 Implications for Council Policy and Governance

The community centre issues detailed in this report comply with agreed Council policy and governance arrangements.

11.0 Consultation

Members and centre users have been consulted on the delegation of community centres for a number of years. However, due to the complexity of bring budgets together from a number of different service areas, it has not been possible to report on budgets specific information for individual centres until very recently. Discussion has also taken place with the 10 Area Chairs, Area Management Teams and colleagues from Corporate Property Management (CPM) in compiling this report.

12.0 Legal and Resource Implications

The Community Centres delegated function allows the Area Committees to retain revenue savings which are made within the financial year, to enable them to deliver on their investment priorities, as identified within their local action plans or Area Delivery Plan.

13.0 Conclusions

This reports sets out the current position regarding progress to implement the delegation of Community Centres in the Inner South Area. Good progress has been made to better understand the operational, budgetary and maintenance issues affecting all of the Community Centres within the portfolio. This will be built upon as the delegation is implemented over the next twelve months so that a greater understanding of the needs of each centre and its users is established. The development of local action plans and the provision of improved performance management information, which will be available from April 2010 when the new lettings database is implemented, will enable a more robust, effective and sustainable service to be developed in the longer term.

14.0 Recommendations

The Inner South Area Committee is asked to agree the content of this report and to comment on any issue raised.

Background Reports

Executive Board, Community Centres Review, March 2006

Executive Board, Delegated Functions, June 2009.