

Cabinet

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Report summary

This report presents Culture 2020. The first comprehensive cultural plan for the borough. Its priority is people are healthier for longer. The council is faced with taking decisions that it would not normally like to take, but failing to operate within a legal budget is not an option. Culture 2020 seeks to take an ambitious approach by creating the foundations for growth beyond merely reacting to the unprecedented cuts to our funding.

Our Ambition

By 2020 we want Lambeth to be recognised as the destination in South London for those wanting to enjoy world-class cultural activities, or grow a cultural enterprise. We also want all residents to live within 20 minutes average walking distance of a facility where they can enjoy culture, as well as having access to a range of affordable, excellent facilities to participate in culture be it sport, physical activities, parks, libraries, or the wider arts.

Once the plans within Culture 2020 come to their full fruition they will create foundations which will help the borough to navigate some, but not all, of the worst impacts of the deepest cuts known to local government finance. These foundations will include:

- A sustainable library service built around 5 town centre libraries and 5 neighbourhood libraries, which are overall open for longer hours.
- Creating an independent and not for profit Lambeth Cultural Trust to drive Culture 2020 forward.
- Adoption of the Active Lambeth Plan, including an indoor and outdoor facilities plan.
- We will continue to invest in our excellent leisure centres and there are no plans to close any of them.
- Three new healthy living centres opening in 2016-17.
- A £10m endowment fund by 2019.
- Facilitating over £60m of investment into the borough's cultural infrastructure, which will stimulate the continued growth of cultural enterprises.

- A revised specification for the parks ground maintenance contract that will secure the council's statutory obligations and provide opportunities to maximise income.
- The Council's planned total capital investment for parks and open spaces is £9 million by 2018-19.
- This report will instigate phase 1 of the Council's capital investment programme into parks and open spaces totalling £3.8m (through a combination of internal and external funding).
- A new library, cinema and cafe facility at West Norwood, which is currently subject to a planning application, open by 2017-18.
- An options appraisal into the long term home for the borough archives
- A Lambeth Heritage Strategy by 2017-18.

To achieve this we will need a thriving economy of community groups, social enterprises and cultural businesses working together to deliver an exciting programme of cultural activities and facilities.

Success by 2020 will be that 85% (currently 70%) of Lambeth residents will be engaged in culture as part of routine life and they will be increasingly managing their own health and wellbeing needs by participating in cultural activities.

Our Challenge

The council has to cut £90m of its budget by 2018 and as a consequence the revenue budget for cultural services, which funds services like libraries, parks and open spaces, sports and the arts, will be reduced from £10.4m in 2014 to £6.5m by 2018. This will mean some services will stop and some services will be delivered differently. We have to develop plans that are responsive to circumstances and by creating a set of ambitious proposals that will be fully tested and understood as we proceed given the unknown decisions that are due to be taken by government on future local government funding.

We need to be constructive in how we address this challenge, but also be realistic given local government is seeing reductions across all revenue budgets and there is an expectation that these reductions will continue. Whilst business cases need to be developed it is reasonable to assume that given the level of cuts in revenue this will lead to a reduction of approximately 25% of the current workforce.

Cultural Services by 2020

Between 30th January and 24th April 2015 the Council undertook a period of consultation on the future of the cultural services it funds. This was called Cultural Services by 2020 and included libraries, parks and open spaces, sports and the arts. This report provides the strategic plan and framework to how the council intends to manage and navigate a 40% revenue budget cut, as well as:

- Commissioning £7m of cultural services in 2016/17 and £6.8m 2017/18.
- Meet the council's obligations under the 1964 Public Libraries and Museum Act (1964 Act).
- Prioritise residents most at risk of ill health and social isolation.
- Use buildings, land and assets differently to facilitate the growth of cultural enterprises in the borough and reduce the risk of important facilities from closing.

Library Service

Members should note that whilst the restructuring of the library service forms part of changes to a number of cultural and recreational services in Culture 2020, the duty under 1964 Act is stand alone, and the Council must provide a library service which complies with the 1964 Act regardless of other cultural and recreational provision.

The council currently discharges its obligations under the 1964 Public Libraries and Museum Act through 10 library buildings, a home visiting service for those who are housebound and a network of informal collection points across the borough. The focus of our approach is to retain quality whilst diversifying how space is used, as our key mitigation, rather than spreading money more thinly and reducing quality. This might mean some people will have to travel further for the same service but the quality will remain. The Culture 2020 consultation proposed the following options:

- Brixton, Clapham, Streatham and West Norwood would be our town centre libraries and provide the borough's statutory service.
- Tate South Lambeth would also act as a temporary town centre library for the north of the borough pending a future review.
- Two neighbourhood libraries, Waterloo and Minet, would be closed and sold.
- Three neighbourhood libraries – Carnegie, Upper Norwood and Durning would no longer receive council funding, but have access to funds through a specific endowment.

During the consultation period alternative proposals and objections were presented to the council from residents, Trade Unions, Friends of Libraries groups and other interested parties. These proposals have now been considered and following further reflection this report recommends changes to the original proposals, which were consulted on.

The library service will be based on a reduced number of buildings dedicated solely for a library service, but access to the service will be maintained and where possible enhanced. There will be significant changes to the library service in Bishops Ward (Waterloo library), Vassall Ward (Minet library), Herne Hill Ward (Carnegie library), Oval Ward (Tate South Lambeth library) and Gipsy Hill Ward (Upper Norwood Joint Library - UNJL).

Where the risk of a disproportionate impact has been identified mitigations have been considered and where possible will be implemented. This includes working more closely with Greenwich Leisure Limited to develop new models of delivery under the leisure management contract, which will reduce the risk of buildings being closed permanently. The underlying ambition is that there is a high quality, sustainable service that is accessible to all.

Finance summary

The budget for cultural services will be reduced from £10.4m in 2014 to £6.5m by 2018 as part of the Council's overall financial strategy to reduce expenditure by £90m as result of the Government's policy of austerity. These figures do not include any further reductions, which are likely to be announced as part of the Government's autumn statement on public spending.

This report proposes the potential development of a not for profit Lambeth Cultural Trust which would be tasked with driving the Culture 2020 framework forward. Such a trust could potentially enable funds generated through the operation of the Council's high quality leisure facilities to be recycled to support further improvement in other cultural services provided and supported by the trust. However, the model involves financial risk and the council will need to think carefully about the respective powers, responsibilities and financial accountabilities inherent in any arrangements proposed.

The estimated costs of the new service arrangements in 2016/17 and 2017/18 across six strategic themes as set out in detail later in this report are planned to be funded through a combination of future residual Cultural services revenue budgets and the Cooperative Investment Fund together with capital contributions. These latter include capital sums generated through phases 1 and 2 of the community asset management plan, s106 funding and Performance Reward Grant. If this report meets its full financial ambitions it will enable in the region of £63m of capital investment into the borough's cultural infrastructure.

Recommendations

The Cabinet is asked to agree the following:

Culture 2020

1. The consultation report, needs assessment and Culture 2020 framework.
2. The creation of the Lambeth Cultural Board with a view to undertaking an options appraisal and business case prior to establishing the Lambeth Cultural Trust.

Priority 1: Safe and Interesting Spaces

3. The provision of 5 town centre libraries at Brixton, Streatham, West Norwood, and Clapham libraries. A 4 week consultation period during November 2015 to help determine if Durning library rather than Tate South Lambeth library will provide a temporary fifth town centre library in the north of the borough until 2022.
4. The existing library service at Waterloo, Minet, and Upper Norwood and Carnegie libraries is replaced by the new neighbourhood library service as specified in this report.
5. Pending consultation the existing library service at either Tate South Lambeth library or Durning library is replaced by the new neighbourhood library service as specified in this report.
6. The capital funding towards the delivery of the Nettlefold project, including a new West Norwood library.
7. The business case for the new library service is now developed and implemented by April 2016.

Priority 2: The Great Outdoors

8. Phase 1 of the parks improvement plan is instigated with a value of £3.8m capital.

9. The revised specification for the grounds maintenance contract.
10. The governance arrangement for Partnership Parks.
11. A one off £100,000 capital contribution towards the development of a stage 2 Heritage Lottery application for Brockwell Hall.
12. The plan for skate parks.

Priority 3: Let's Get Active

13. The Active Lambeth Plan, including indoor and outdoor sports facilities.
14. The leisure management contract with Greenwich Leisure Limited, which runs until 2022 be revised in 2016 and include the establishment of 3 healthy living centres at Minet, Tate South and Carnegie library buildings.

Priority 4: Be Inspired

15. The establishment of a Cultural Sector Task and Finish Group with the aim to support a borough wide forum to strengthen ties throughout the borough.
16. A one off capital contribution of £300,000 to the Old Vic Theatre.
17. A loan of facility of up to £250,000 for the South London Theatre.

Priority 5: Showing off

18. A one of capital contribution of £300,000 towards the Garden Museum.
19. An options appraisal on the future of the Borough Archives.
20. The development of a Heritage Strategy for the borough.

Priority 6: The Bigger Picture

21. To note progress on the redevelopment of the Nettlefold site, West Norwood, including a commercial cinema and cafe.

Endowment

22. The development of the Lambeth Community Fund and initial contribution of £1.5m towards the underpinning endowment no later than March 2016 to be funded from Phase 2 of the Community Asset management plan.

Financial resource allocation

Revenue

23. The revenue budget for 2016/17 and 2017/18 as set out in section 12 of this report.
24. The creation of an earmarked reserve to hold the net contribution to the transitional funding of healthy living centres in 2016/17 and 2017/18.

Capital

25. Reprofile of £4,181m of capital allocated by cabinet in 2012 as part of phase 1 of the community asset management plan and the allocation of a further £4.5m from phase 2 of the community asset management plan.

26. Earmark £4.1m onto the capital Pipeline Commitments as match funding for the Heritage Lottery application for Brockwell Hall.

1. Context

- 1.1 Between 30th January and 24th April 2015, the Council consulted on a set of proposals concerning the future of the culture services it funds, including libraries, sports, parks and the arts. This was called Cultural Services by 2020.
- 1.2 The purpose of the consultation was to share these proposals, as well as the alternatives the council had considered, provide information to allow residents and interested parties to engage in the consultation process and then listen to feedback and investigate any further proposals put forward during the consultation before formulating recommendations for council to consider. These alternatives have now been considered and following further reflection this report recommends changes to the original proposals, which were consulted on.

2. Proposal and Reasons

- 2.1 Culture 2020 is the council's first comprehensive cultural plan that sets out how the council intends to navigate the next 4 years for the cultural services it provides and helps to facilitate in the borough, including libraries, parks and open spaces, sports and the arts more generally.
- 2.2 The council is seeking to mobilise its cultural resources, buildings, land, partnerships and use its enabling and influencing capacity to encourage a growth in cultural enterprises that will prioritise residents most at risk of ill-health and social isolation by ensuring:
 - all Lambeth residents living within 20 minutes average walking distance of a cultural facility,
 - 85% of residents being engaged in a cultural activity as a part of routine life; and,
 - all residents having access to a range of affordable facilities for cultural, sports and physical activities by 2020.
- 2.3 Social, psychological and medical research is increasingly identifying a direct correlation between the degree to which a person feels connected to others and their physical and mental health. The most commonly known effects of not feeling a connection to others, includes a greater likelihood of chronic illness such as heart disease, cancer, diabetes, etc. More frequent bouts of sickness, such as colds or flu, and longer recovery times. Increased likelihood of depression, mental illness and shorter life spans.
- 2.4 The lack of physical activity leads to 37,000 premature deaths in England every year and 126 in Lambeth alone. Sport England estimates the cost of inactivity alone Lambeth was over £4.8m in 2009/10. Whilst all existing service activities will offer some level of prevention, no one service holds the 'silver bullet' to tackle the underlying issue of inactivity especially amongst those most at risk.
- 2.5 The council is losing £90m of its overall controllable budget. As a consequence the revenue budget for cultural services, which funds services like libraries, parks and open spaces, sports and the arts, will be reduced from £10.4m in 2014 to £6.5m by 2018. This means doing things radically differently to achieve the priority People are Healthier for Longer.

3. Consultation and needs assessment

3.1 This report recommends such reductions with specific reference to the 1964 Public Libraries and Museum Act. The Supreme Court recognises 4 principles for lawful consultation, which are generally known as the *Gunning* or the *Sedley* principles namely that:

- consultation must be at a time when proposals are still at a formative stage;
- the proposer must give sufficient reasons for any proposal to permit intelligent consideration and response;
- adequate time must be given for consideration and response; and,
- the product of consultation must be conscientiously taken into account in finalising any statutory proposals.

3.2 A Local Inquiry in Wirral (September 2009) into the Public Library Service undertaken by the Secretary of State concluded that in deciding how to provide a 'comprehensive and efficient library service' the council must assess and take into account local needs. The Secretary of State set out the matters to be considered when undertaking that assessment, including the needs of various adults and of children and the need for a strategic plan. Whilst this does not have force of law, it indicates the circumstances in which the Secretary of State may intervene under his/her default powers. Members need to have regard to the Gunning/Sedley principles and the assessment of need when deciding whether they are satisfied that the proposals within this report will lead to the provision of a "*comprehensive and efficient*" library service.

Consultation: Cultural Services By 2020

3.3 Between 30th January and 24th April 2015 the council undertook a broad and comprehensive consultation programme, which presented a set of proposals called Culture Services by 2020. The Council would like to formally thank everyone who has taken an interest, responded and attended or organised events through the Culture 2020 consultation.

3.4 The purpose of the consultation was to share proposals, as well as the alternatives the council had considered, provide information to allow residents and interested parties to engage in the consultation process and then listen to feedback and investigate any further proposals put forward during the consultation before formulating recommendations for council to consider.

3.5 The consultation included 1,648 self-completion questionnaires, 207 written responses, 513 representative on-street surveys, 451 surveys completed by young people, 7 public events attended by over 200 people, 9 focus groups with particular equalities groups and 13 other meetings. A copy of the overview of the consultation report is attached at appendix 1 for members of the Cabinet to consider as part of their decision making.

3.6 The decision to undertake consultation did generate opposition about the proposed changes to library services, which is understandable given the high regard these services

are held in by many residents, although all the proposals, other than those for libraries, received more support than opposition among questionnaire respondents.

- 3.7 92% of all respondents and 87% of questionnaire respondents feel that it is important to have a library, leisure centre or park within 20 minutes' walk from their home. Assuming something was within a 20-minute walk, the most popular form of transport considered by far was walking (83%). When asked which of the six cultural service themes are most important to them, questionnaire and on-street survey respondents prioritised the same top three themes:
- Safe and interesting spaces (libraries and community buildings);
 - The great outdoors (parks and open spaces); and,
 - Let's get active (physical activity, sports and leisure centres).
- 3.8 Of lower priority were 'be inspired', 'the bigger picture' and 'showing off' (art, performing arts and theatre, cinema and heritage). Overall, the written responses were predominantly expressing concerns (75%) about funding and staffing for libraries and parks, as well as the relocation of the borough archives.
- 3.9 The strongest opposition from the self-completion questionnaires are regarding proposals to close library buildings. 56% of questionnaire respondents oppose these proposals. 54% and 53% respectively oppose the closure of Waterloo and Minet Libraries. As well as the library service, the main consultation document set out a suite of proposals concerning the provision of public parks, open spaces, sports and physical activity, heritage and the arts.
- 3.10 Among respondents to the Culture 2020 on-street survey, parks were identified as by far the most popular place for physical activity (61%) and cultural activity (83%). The consultation also identified that only slightly more respondents supported the proposal to hand over a greater share of income from parks to local management groups (35% vs. 27%), although 80% of respondents expressed an opinion in support of the proposal to implement clustering arrangements for parks.
- 3.11 Over half of the self-completion questionnaire respondents (56%) support the overall approach of the Active Lambeth plan and there is general support for the activities identified. Among the on-street survey respondents, leisure centres and private gyms are used by just over a quarter of respondents each (28% and 26% respectively). Younger residents are more likely to use private gyms, while those aged 35-54 are more likely to exercise in parks. The most common reasons residents told us for not participating in regular physical activity are time, affordability, accessibility and having the right kit.

Needs Assessment

- 3.12 A needs assessment was undertaken in 2014, which was jointly funded by Sport England. The background documents used to build up the understanding of needs included, The Joint Strategic Needs Assessment, The Lambeth Outcomes Framework for Children and Young People, Sport England; Active People Survey 7, Lambeth Play Strategy, Moving More, Living More – The Physical Activity Olympic and Paralympic Legacy for the Nation, Lambeth Health & Wellbeing Strategy, Lambeth Transport Plan, The Resident's Survey, Sport England: A Sporting Habit for Life, Lambeth Community Plan and the Clinical

Commissioning Group - Strategic Vision Statement. The demographic profile and understanding of needs, which has emerged includes:

Densely populated	With 303,100 residents (2011 census) Lambeth, with 113 people per hectare is one of the most densely populated places in the country. Its population density is twice the London average. A high population within a relatively small space creates challenges for providing opportunities and spaces for physical activity, sport and culture. Moreover, the CCG works to the GP registered population, which is 333,000 suggesting, further pressure on services.
A rapidly growing population	Over the next 10 years, the population is predicted to increase by 27,000 - a 9% increase. This population increase will increase the demand for physical activity, culture, sport opportunities and access to health services.
A significant ageing population	Lambeth's older population (aged 60+) is projected to grow by 44% in the next 20 years (2012-31). This is likely to put increased pressure on health services. Physical, cultural activities and sport could potentially play a role in limiting the impact of this increased demand.
High population churn	Approximately 10% of the population leave each year and are replaced by around 10% new arrivals. The high population churn creates a continual need to impact upon new people in relation to their physical activity, cultural and sport behaviours.
Relatively high levels of deprivation	Whilst there are areas of considerable affluence, overall, Lambeth is the 14th most deprived borough in England. Evidence has shows that people from more deprived areas have worse health and wellbeing outcomes. Participation in physical, cultural activity and sport is also generally lower than in more affluent areas
Ethnically diverse	The borough has a complex social and ethnic mix with large African and Portuguese populations. Approximately 140 languages are spoken. Evidence shows that some ethnic groups have lower participation levels in physical and cultural activity and sport than others. The many cultures and languages spoken may present challenges in communicating effectively to create positive physical activity behaviour change.
Disability	There are 29,200 people of working age in Lambeth who are disabled (Census 2011). Evidence shows that disabled people have lower physical and cultural activity and sport participation levels. Research also suggests that disabled people face increased barriers to being physically active.
Life Expectancy	Lambeth males: 77 years compared to England at 78.5 years. Lambeth female: 81 years compared to England average of 82.5 years.
Lifestyle issues	Obesity prevalence in children is of particular concern as it is considerably higher when compared nationally. 1 in 4, 10-11 year olds are at risk of becoming clinically obese. Healthy lifestyle issues are still an area of concern (e.g. smoking prevalence, worsening obesity levels related to poor diets and lack of physical activity, alcohol and drug misuse; these indicators appear worse in Lambeth compared to national average). Burden of ill-health results from lifestyle issues as well as resulting diseases and/or long term conditions such as heart disease and cancer.
Long-term	Coronary heart disease (CHD), hypertension (HTN), diabetes mellitus (DM),

conditions	<p>chronic obstructive pulmonary disease (COPD), cancer and severe mental illnesses (SMI) are the major long-term conditions having an impact on the health of the population in Lambeth.</p> <p>Lambeth has one of the highest incidences of mental health need in London as estimated by the MINI (Mental Illness Needs Index).</p>
Self reported health (2011 Lambeth residents survey)	<p>Overall 71% of people reported very good or good health. 27% reported bad health.</p> <ul style="list-style-type: none"> • Black Caribbean (34%) and Mixed/Asian other (30%) were slightly more likely to report bad health. • Those in the lower social class were more likely to report poor health. • Users of services for disabled people, social services for adults and those in receipt of housing benefit were more likely to rate their health as bad.
Literacy levels in Lambeth	<ul style="list-style-type: none"> • 16.7% of 16-64 year olds in Lambeth lack functional literacy skills (entry levels 1-3 or below) with 5.4% being only entry level 1 or below. This is lower than the majority of other London boroughs (Lambeth ranks 25th out of 32). • Furthermore, of 16-64 year olds in Lambeth, 49% only have entry level or below numeracy skills; 42.8% entry level or below email skills, with 33.6 being only entry Level 1 or below; 44.1% have only entry level or below word processing skills, https://www.gov.uk/government/statistical-data-sets/2011-skills-for-life-survey-small-area-estimation-data.
Physical activity	<ul style="list-style-type: none"> • Whilst overall Lambeth has a relatively high level of active participation in cultural, sport and physical activities (70%) this masks a disproportionate number of specific residents whose participation trails behind the average in both London and the UK, women and girls, children and young people (18's and under), older adults (over 65's), disabled people, black and minority ethnic groups.
Joint Strategic Needs Assessment: Summary of Needs	
Children and young people	<ul style="list-style-type: none"> • Provide a safe & supportive school and community life with skills for life and enable maximum educational attainment. • Tackle child poverty and tackle issues such as low birth weight & understand causes of higher rate of infant and child deaths in Lambeth. • Target contributory factors – Mental health issues, alcohol /drug misuse, domestic violence. • Tackle unhealthy eating and lack of physical activity in children, risk of developing obesity as well as improper and risky sexual behaviour. • Early intervention through partnership working to safeguard children and tackle youth crime and youth violence. • Reduce % not in employment, education and training. • Improve immunisation uptake and new-born screening to prevent disease and early detection of disabilities. • Understand the mental health issues and service provision for children and young people.
Adults	<ul style="list-style-type: none"> • Promote mental well being through access to employment especially for people with a disability including mental illness.

	<ul style="list-style-type: none"> • Reduce overcrowding and temporary accommodation in households especially where there are children living, as well as tackle homelessness. • Understand the short and long term impact of welfare benefit changes on health and wellbeing of the population. • Tackle preventable risk factors such as smoking, alcohol, unsafe sex, hypertension, obesity etc. in the population to provide better outcomes. • Facilitate early detection of hypertension, diabetes, heart disease, and better management of mental illness with a focus on prevention. • Tackle risk factors of mental illness such as neglect, domestic violence, unemployment, homeless, inequality and social exclusion. • Protect and promote local assets ensuring that people at risk of health inequalities benefit from them.
<p>Older Persons</p>	<ul style="list-style-type: none"> • Reduce social isolation, promote opportunities to contribute, fair treatment of persons as well as patients in care. • Improve the quality of life and disability adjusted life expectancy for older people especially those with long term condition reporting bad or very bad health and those with depression or mental illness. • Address the issues of smoking, alcohol misuse and obesity in older adults as their consequences account for 70% of total hospital activity. • Improve flu immunisation uptake in older population and tackle fuel poverty to prevent unwanted hospital admissions and reduce excess winter deaths. • Prevent unwanted hospital admissions especially emergency admission in 75+ populations & reduce seasonal deaths from flu, respiratory, heart disease. • Need for early detection and adequate management of long-term conditions to reduce premature deaths. • Improve dementia care and quality of life of patients + improve 'End of life care' pathway to ensure more people are able to choose the place of death.
<p>Digital Inclusion Strategy</p>	<ul style="list-style-type: none"> • 9% of Lambeth residents have no access to the Internet. • 40% of our contact with residents will be online by 2017. • Implementation of Universal Credit will mean many residents will have no choice but to access the Internet to manage claims. • Existing services such as Digi-buddies are supporting the digital transition. • More targeted work needs to be undertaken to support vulnerable residents to develop the skills or get the assistance they need to get online. • Digital inclusion must always be considered as services become digital. • It is important to continually review digital provision within the Borough due to the speed of digital change.

3.13 The National Literacy Trust places the literacy agenda at the heart of improving personal wellbeing and has published a profile of a person with poor literacy as:

- 22% of men and 30% of women with literacy below entry level 2 live in non- working households;
- men who improve their literacy rates see their likelihood of being on state benefits reduced from 19% to 6%;
- individuals with low levels of literacy are more likely to lead solitary lives; and,
- individuals with low literacy levels are more likely to live in overcrowded housing with reduced access to technology.

3.14 The lack of skills in this area has a profound impact on people's lives in accessing employment, managing personal finance and being able to carry out transactions online. Although more people are gradually getting access to the internet, this demonstrates the need for support in using it and improving skills. Literacy and numeracy levels likewise show the need for adults to be able to access basic skills materials and informal learning and to be sign-posted to courses.

Medical Research

3.15 Researchers from Cambridge's Medical Research Council Epidemiology Unit used the most recent available data to study 9.2 million deaths among European men and women. Whilst intrinsically connected they identified a lack of exercise is currently responsible for twice as many deaths as obesity. Those who are inactive are more at risk of cardiovascular problems like heart attacks and stroke as well as some cancers, which exercise can ward off. The research recognised that a 20-minute walk each day would move an individual from being classed as inactive to moderately inactive.

Residents Survey

3.16 The 2014 resident's survey included 1013 interviews with adults (aged 18+). Fieldwork is carried out in residents' homes using computer assisted personal interviews. Data is weighted to gender, age, work status and ethnicity and quotas are set on gender, age, and ethnicity. The 2015 survey included 1238 interviews, completed with adults (aged 18+). This is an increase of around 250 from last year to boost sample sizes to give better sub-group analysis. Data was sampled at 122 sampling points compared with 42 sampling points in the previous residents' survey. Quotas were set on gender, age, and ethnicity at ward level.

3.17 The 2014 survey identified that 60% of Lambeth households make use of local parks and open spaces, which they consider as the 4th most important service that makes Lambeth a good place to live. Business owners, owner occupiers, new residents and those with children are more likely to say parks and open spaces are important in making Lambeth a good place to live.

3.18 The 2014 survey also identified that a third of Lambeth households use local libraries and leisure and sports facilities. The 2015 survey found that use of library buildings had increased by 7% and use of parks and open spaces had decreased by 10%. In the 2014 residents survey 8 out of 10 residents said that they accessed the Internet at home and two thirds of residents access the Internet by mobile phone. 11% of those surveyed in 2014 accessed the Internet through the library service and 11% said they accessed the Internet through a place of education such as school, college, or university.

- 3.19 The 2015 resident's survey identified that around 9 in 10 residents accessing the internet at home, half on mobile devices and 9% in libraries. The 2014 and 2015 survey both identified that 1 in 10 do not have access to the Internet. Despite such a large proportion of residents having access to the internet, older and retired people, Black Caribbean residents, disabled people, people with long term illness and residents who are not in a job or training continue to be more likely to not to have access to the internet.
- 3.20 27% of those questioned in 2014 said that they would like to get more involved in leisure and sport activities. 6% in 2014 also said they were active in a local sports and recreational clubs.
- 3.21 By 2015 participation in local sports and recreational clubs had increased to 10%. In the 2015 survey 4 in 5 described their mental wellbeing as good and 1 in 20 described it as bad. 7 in 10 residents exercise at least weekly, with almost half exercising at least several times a week. 16% do not do exercise at least once a month.

Equalities Impact Assessment and Health Impact Assessment

3.22 Copies of the Equalities Impact Assessment and Health and Wellbeing Impact Assessment can be found at appendix 2 (a), (b) and (c). Given the councils statutory responsibilities as a library authority a separate Equalities Impact Assessment has been prepared for the library service and other services too. Under section 149 of the Equality Act 2010, in taking the decision about whether to restructure the library service, the Council must have due regard to the need to:

- (a) Eliminate discrimination against people with protected characteristics;
- (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and,
- (c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

3.23 The equality impact assessments attached to this report gives information on the effect on the library and other services these proposals have on people with various protected characteristics.

4. Culture 2020

4.1 Drawing together the council's community plan, consultation feedback, resident's survey, needs assessment and reflecting on both the equalities and health impact assessments enables a Culture 2020 strategic framework to be developed.

Measuring success by 2020		Outcome
Ambitious	<ul style="list-style-type: none"> • We are recognised as the destination to be if you want to enjoy world-class cultural activities, or grow a cultural enterprise. • All residents will live within 20 minutes average walking distance of a facility where they can enjoy physical activity, sport, or culture. 	

Animate	<ul style="list-style-type: none"> All residents have access to a range of affordable, excellent facilities for culture, sports and physical activities. A thriving economy of community groups, social enterprises and cultural businesses are working together to deliver an exciting programme of physical, sport and cultural activities. 	People are healthier for longer.
Accelerate	<ul style="list-style-type: none"> 85% (currently 70%) of Lambeth residents will be engaged in sport, physical activity, or wider cultural enjoyment as part of routine life. Residents are managing their own health and wellbeing needs by participating in physical, sport or cultural activities. 	
Priorities themes	What this means	
Safe and interesting spaces	Access to spaces including libraries and community buildings where you can learn, socialise and be enterprising.	
The great outdoors	Activities in your local park and the chance to have more influence on how your local park is managed	
Let's get active	Active Lambeth – regular physical activity and sport, including the use of your local sport and leisure centres.	
Be inspired	Opportunities to participate in and enjoy theatre, performing arts and music.	
Showing off	Opportunities to enjoy art, or if you're an artist, access to show off your work in archives, galleries and museums, celebrating Lambeth's cultural history.	
The bigger picture	Cinemas in Lambeth's five town centres and the chance to learn more about the art of cinema and filmmaking.	
Priority people	Why they are priorities	
Women and girls	Active Lambeth physical activity and sports plan identifies low participation by females at 27.9%, with males at 53.5% in Lambeth.	
Children and young people (18's and under)	Active Lambeth physical activity and sports plan identifies 24% of Lambeth children in 2011/12, classified as obese or overweight, compared with 22.5% in London and 19.2% in England.	
Older adults (over 65's)	Active Lambeth physical activity and sports plan identifies falling participation rates for those aged over 65 at 18.9%, compared with 25.4% for those aged 55 to 64 and 33.2% for 45 to 54 year olds across London.	
Disabled people	Active Lambeth physical activity and sports plan identifies lower participation by those with a limiting illness or disability at just over 20% compared with just below 40% across London.	
Black and Minority Ethnic groups	Active Lambeth physical activity and sports plan identifies lower participation by those from a black and minority ethnic background	

	at below 35% compared with just below 40% for white British Lambeth communities.
Priority neighbourhoods	Why these are identified as priority neighbourhoods
Coldharbour Ward	Low once per week participation in physical activity 24.9% to 37.8%
Vassall Ward	
Gipsy Hill Ward	
Knight's Hill Ward	
Streatham South Ward	Low to middle once per week participation in physical activity 37.9% to 46.7%
Tulse Hill Ward	

Lambeth Cultural Trust

- 4.2 Emerging from the consultation feedback is a proposal from Greenwich Leisure Limited for the creation of a not for profit Lambeth Cultural Trust, which would be tasked with driving the Culture 2020 framework forward. The Council accepts that such a Trust could potentially bring together a cross sector of agencies with the investment capacity to help address the needs identified within this report, which the council could not do alone.
- 4.3 This model would enable funds generated through the operation of the Council's high quality leisure facilities to be recycled within the Trust to support further improvement in the services provided and supported by the trust. This model would also have the potential for sharing many of the values embraced within a public service ethos. A Trust with charitable status could potentially take advantage of tax exemptions and efficiencies.
- 4.4 In the future and if desirable such a model could offer opportunities to transfer further services to it. If feasible this model could significantly reduce the risk of closing buildings, provide additional mitigation to off set the impact of revenue reductions and contribute further towards the priority outcome healthier for longer.
- 4.5 This model also involves risks, especially if the trust were to hit financial difficulties. The council would need to think carefully about the powers, responsibilities and accountabilities it would need to give up and share with such a trust. Following further discussions with Greenwich Leisure Limited (GLL), they are offering a stepping stone approach towards the creation of such a trust, although this does not necessarily mean GLL would be the ultimate owner of the trust.
- 4.6 This stepping-stone is the development of a Lambeth Cultural Board by January 2016 within the GLL business governance. The GLL business is structured as a social enterprise with charitable registration. GLL has been the Council's partner since 2007 and have steered the borough's leisure offer onto a much improved and sustainable footing. GLL is contracted to provide the management of the borough's 6 leisure centres and booking arrangements for sports facilities in parks until 2022, which both parties have agreed to review in 2016, rather than 2017 as originally planned.
- 4.7 Initial membership of the Lambeth Cultural Board will be drawn from Lambeth Council, Greenwich Leisure Limited and London Community Foundation. Additional membership

will also be sought from Lambeth health providers, Lambeth College and the Southbank Quarter. The purpose of the Board will be:

- a) the development of integrated plans to increase the participation of Lambeth residents in cultural activities, especially those at highest risk of ill health, limited disposal income, physical disability and those above the state retirement age;
- b) securing new investment into Lambeth's cultural infrastructure; and,
- c) supporting creative enterprises and routes into employment, training and volunteering opportunities for local residents.

4.8 This report recommends the establishment of the Lambeth Cultural Board, initially under the governance of Greenwich Leisure Limited. During 2018-19 an options appraisal and business modelling exercise will be undertaken by partners to assess the benefits and risks associated with establishing a wholly independent and not for profit Lambeth Cultural Trust. The Lambeth Cultural Board will be operational in the first quarter of 2016. The board (and subsequently the Trust if constituted) will be leased three buildings with relevant break clauses, which will enable them to be converted into Healthy Living Centres that will also host a neighbourhood library service.

4.9 This will provide an integrated wellbeing offer, which is cost neutral to the council. During the initial transitional period for the centres, GLL have agreed that £1m of council revenue resource that is currently earmarked to support the provision of leisure services can be switched to underpin the initial development of the centres and have also committed to maintaining a budgeted profit share to supplement this.

4.10 In addition, GLL have agreed with the council to apply £1m of the shared development pot capital balance towards the fit out of the healthy living centre trial. Given the level of resource GLL will be investing in this proposal there will be a risk of exit costs under the leisure management contract if the council sought to terminate the agreement for the healthy living centres without mutual consent.

5 Priority 1: Safe and Interesting Spaces

5.1 When fulfilling its duty under section 7 of the Library and Museum Act 1964 the Council must have regard to the desirability:

- of securing that facilities are available for the borrowing of or reference to books, through its own stocks or by any other appropriate means and other printed matter, pictures, gramophone records, films and other materials;
- of securing that these facilities are sufficient in number, range and quality to meet the general and special requirements of adults and children; and,
- of encouraging children and adults to make full use of the library service.

5.2 Case law on this subject has clarified that a comprehensive service does not mean that every resident lives close to a library. 'Comprehensive' has therefore been taken to mean delivering a service that is accessible to all residents using reasonable means, including digital technologies, in the light of the community's needs. An efficient service must make the best use of the assets available in order to meet its core objectives and vision,

recognising the constraints on council resources. Decisions about the service must be embedded within a clear strategic framework, which draws upon evidence about needs and aspirations across the diverse communities of the borough. Lambeth currently has 10 library buildings and a home visiting service for those who are housebound and want to access a library service.

- 5.3 The recommendations of this report makes provision for 5 town centre libraries, as well as 5 neighbourhood libraries where residents can access the library service. We want to provide safe places for everyone with the opportunity to enjoy learn and socialise. These places need to be homes for community groups to grow and where volunteering and enterprise can flourish. Access to digital facilities and the principle of free study space is an integral part of this approach.

Current Provision, Culture 2020 Proposals and Consultation Feedback

- 5.4 The Council currently provides its library service through 4 town centre library buildings, 6 neighbourhood library buildings and a home visiting service targeting those Lambeth residents who are housebound. The current service is open an average of 405.5 hours per week (minus public bank holidays) and there were 970,740 visits to these libraries between April and December 2014. The home library service/community service visits 330 individuals and supports 41 small collections in community settings. The Culture 2020 consultation proposed the following:

- Brixton, Clapham, Streatham and West Norwood would be our town centre libraries and provide the borough's statutory service;
- Tate South Lambeth would also act as a temporary town centre library for the north of the borough pending a further review;
- two neighbourhood libraries, Waterloo and Minet, would be closed and sold; and,
- three neighbourhood libraries – Carnegie, Upper Norwood and Durning – would no longer receive council revenue funding.

- 5.5 As part of the proposal, the Council set out the ways in which it would mitigate the impact in the areas, which would no longer have a library service or see their service changed or reduced in some way. Using the money generated by the sale of the sites at Waterloo and Minet the council would be able to set up an endowment fund and utilise this fund to provide a revenue stream for Carnegie, Upper Norwood and Durning. However, this situation would also be predicated on independent charitable trusts and social enterprises running these services and managing the buildings to avoid closure.

- 5.6 The majority of respondents to the consultation, including the Friends of Lambeth Libraries and Unison were opposed to the proposals put forward on libraries. There was strong opposition on the proposal to close Waterloo and Minet libraries with opposition from 54% and 53% respectively.

- 5.7 In opposing the proposals Unison feedback that they felt the consultation was inadequate and that the council would not be fulfilling its statutory duty. Staff consultation feedback is also included within the consultation report. As part of the Culture 2020 consultation the council also shared alternatives to what was being proposed. These were as follows:

Alternative proposal	Why the Council rejected it
Continuing to spend the same amount of money on the library service.	<ul style="list-style-type: none"> • We need to reduce costs because there is less money available
Focus the library service at Streatham, Clapham and Brixton Libraries.	<ul style="list-style-type: none"> • We don't feel this would meet the council's statutory obligations for providing a library service. • Working with local people, we're developing new approaches for supporting literacy and a love of reading that means we can be more ambitious.
Spreading the available budget across the existing 10 libraries.	<ul style="list-style-type: none"> • We don't feel this would provide a comprehensive library service across the borough.

5.8 The council was also asked to consider a number of alternative options during the consultation, some of which are set out below.

Alternative proposal	Response
Do not dispose of the Minet library site to establish the proposed endowment fund.	Following further reflection on the consultation feedback the council has changed this proposal.
Do not dispose of the Waterloo library site to establish the proposed endowment fund.	The council intends to withdraw the library service from this site and explore how the site could best deliver both a capital receipt and potentially a revenue stream to the community and this report provides adequate mitigations.
To use any surplus income from the leisure management contract and income from the proposed endowment fund to resource the existing in-house library service.	<p>This proposal is being rejected because of the following reasons:</p> <ol style="list-style-type: none"> 1. The priority for Culture 2020 is people are healthier for longer, which requires a holistic approach and whilst libraries are an important contributor they are not the only contributor to this outcome. 2. This proposal would have a disproportionate impact on other services, especially on parks and open spaces. 3. Adequate mitigations have been developed. 4. The recommendation not to sell the Minet Library and delay in disposing of the Waterloo site, the endowment will not be fully operational until 2019. 5. There are restrictions placed on charitable endowments, which will not allow charitable endowments to fund a local authority provided service.
The establishment of a staff mutual or dedicated	Whilst not objecting to this proposal on principle, the council does not favour this approach at the

<p>Lambeth library trust to run the service.</p>	<p>moment. Whilst there is interest from the senior management team there is insufficient capacity to develop this model, which will need to deliver the necessary savings by April 2016. The council will keep this under review, but is pursuing an in-house service model at this stage. It will consider any trust, or staff mutual model after the 2-year improvement plan has been delivered.</p>
<p>The submission from the Friends of Lambeth libraries included:</p>	
<p>Reduce high management costs, use of consultants and agency staff by the council.</p>	<p>There is already a savings target of £8m in the council's financial strategy for back office, efficiencies and the smart support programme. The use of technical consultants is strictly monitored and used to fill temporary skills and knowledge gaps.</p>
<p>Use the £1m heritage funds identified in the Culture 2020 consultation document (page 25) to fund libraries.</p>	<p>The allocation referenced in the consultation document concerns one off capital to support partners with external funding applications. It is not on-going revenue. Financial restrictions placed on local government prevent the use of capital to fund on-going revenue services.</p>
<p>Ending "pet projects" like the new town hall development.</p>	<p>The new town hall project will in the medium term save the council revenue costs of £4.5m per year and help reduce the pressure on frontline service budgets.</p>
<p>Replace expensive and inefficient contracts, notably with Balfour Beatty for maintenance & with JCDecaux for advertising. By contrast, the library service is efficiently run.</p>	<p>Following a competitive procurement process, Lambeth's contract with Balfour Beatty (now Cofely) delivered a 20% cost reduction to the council for FM services and an increase in performance levels across the borough, as well as delivering community benefits such as the London Living Wage. The current contract is due to expire in 2017 and the council will be seeking stakeholders' views as to how to progress. We have a contract with JCDecaux who manage the on-street standing adverts. There are 80 panels across the borough and they cost approximately £600 each time we replace the adverts. We are looking at ways to ensure we achieve suitable levels of income from a range of on-street advertising opportunities. We do not have any other contract with JCDecaux.</p>
<p>The submission from UNISON included:</p>	
<p>We oppose the closure of Waterloo and Minet Libraries.</p>	<p>The report recommends the decommissioning of Waterloo library and sets out clear mitigations. The report also addresses the proposed closure</p>

	of the Minet library.
We oppose the 'outsourcing' of Durning, Upper Norwood and Carnegie Libraries.	This report does not recommend the outsourcing of library services, but makes a clear distinction between 'service' and 'building'.
We oppose the idea that unstaffed book collections can represent a library.	Noted. The report recommends a revised Lambeth Library Standards, which concentrates services where the vast majority of residents access the service and provides self-service points at 5 static neighbourhood service points.
We oppose the idea that Tate South Lambeth is big enough to represent a Town Centre library.	The issue is further addressed in the body of the report.
We don't believe that you will continue to run West Norwood or Brixton Libraries as Town Centre libraries.	The report makes budget provision for town centre library services at West Norwood or Brixton Libraries.
We don't believe you are fulfilling your statutory duty.	The council does not accept this given the reasons set out in this report.
The council has not undertaken adequate consultation.	The council does not accept this given the reasons set out in this report. The council believes it has both met and gone beyond the Sedley/Gunning principles.
Terminate the employment contracts of other council staff to save the library service.	This is a matter of council priorities.
The future of the archives should be planned with care.	This report sets out proposals for the future options for the borough archives.

Revised Proposals

- 5.9 Following reflection on the consultation feedback, this report recommends changes to the original proposals for the library service in the borough with the biggest impact centering on the existing neighbourhood library service. The focus of our approach is to retain quality whilst diversifying how space is used, as our key mitigation, rather than spreading money more thinly and reducing quality.
- 5.10 As a result of this report residents will have increased access to the service from 405.5 hours per week (minus public bank holidays) to 583.5 per week (minus public bank holidays). The service will be provided from 9 out of the 10 existing service points meaning that there will be no significant change to the distance residents will need to travel to access the service. Although this might mean some people will have to travel further to access a town centre library but the quality will remain. This report will make significant changes in the way the service is provided, including:
- Diversifying how library buildings are used, so they are able to deliver the Culture 2020 outcomes and generate additional income in order to keep them open.

- No budget reductions to the home visiting service, which caters for approximately 0.6% of current users who are housebound.
- A minimum of 10 locations where residents can access the service, (5 town centre libraries and 5 neighbourhood libraries). The same number as present.
- A £10m endowment fund by 2019, which will provide small grants to local charities seeking to achieve the priority healthier for longer, including, the love of literacy and life-long learning programmes tailored to priority groups.
- The report does not propose changes to the total book stock, although Lambeth library service will be responsible for efficient book rotation across all 10-service points.
- More opportunities for residents to volunteer in the service.
- Given the funding arrangements are different for the Brixton Prison Service this service is out of the scope of this report and no changes are presented in this report.

Lambeth Library Standards

5.11 The Lambeth Library standards were initially adopted in 2013 and are based heavily on the Welsh Public Library Standards (there is no English Library Standards). These standards provide a core level for the service to work to and on which to build improvement given Lambeth does not presently meet all the standards. Some of these standards have also been adapted to reflect Lambeth's population density and the current standard of provision. As a consequence of the recommendations of this report there will be a need to update these standards to cover the period 2016-18. A copy of the revised standards can be found at appendix 3 and will be subjected to further development over the course of the next 2 years in partnership with staff, friends of library groups and other stakeholders in the library service.

Five Town Centre Libraries

5.12 The recommendations within this report make provision for 5 town centre libraries at Streatham, Clapham, Brixton, West Norwood and Durning, or Tate South Lambeth. This is where 77% of users currently access the service. By providing additional capacity at Durning library we anticipate this figure will increase to 80% by 2018:

Site	Current opening hours	New opening hours
Streatham	56	56
Clapham	55	55
Brixton	56	56
West Norwood	30.5 to be increased shortly to 42	54 (When Nettlefold reopens)
Durning, or Tate South (Temporary North Lambeth Library)	39	54

West Norwood Library

5.13 The development of a new public library in the Nettlefold centre, West Norwood is currently under statutory planning consideration. This report makes available the necessary budget for West Norwood Library to operate on a town centre library basis and managed by the Lambeth library service. Subject to final apportionment of construction

costs this report also makes provision for the necessary capital investment required from the council to contribute towards the construction and delivery of this project. Once construction is complete in 2017-18 the temporary library provision in West Norwood will close and will be relocated back into the redeveloped Nettlefold Centre.

Durning Library and Tate South Lambeth Library – Considering a New North Lambeth Town Centre Library

5.14 It was proposed that Tate South Lambeth library would act as the interim North Lambeth town centre library as a first step towards exploring a new and modern North Lambeth library offer, which was highlighted in the consultation report. Opinion was fairly evenly divided between those who support (24%), oppose (31%) and neither support nor oppose (28%) the proposal for Tate South Lambeth library to become the temporary town centre library for the north of the borough until a review of town centre library provision is completed in 2020.

5.15 Over a third of the comments received (169 out of 443) felt that the Tate South Lambeth library would not serve the needs of all the residents in North Lambeth and that people living in this area would not have the same level of access to libraries as elsewhere in the borough. The following tables provide a snap shot of the current library membership, visits and issues for Tate South Lambeth and Durning libraries.

Members	16-17 Ye ar old	Adult Ov er 18	Adult O v er 6 0	Child 1 2- 1 5	Child 5 - 1 1	Child u p t o 4	Other	School	Total
Durning	139	2794	292	413	628	323	28	0	4,617
Tate South Lam beth	101	2990	252	308	807	413	82	2	4,955

Library visits	2012-2013	2013-2014	2014-2015
Durning	83,625	82,695	73,699
Tate South	86,578	94,186	96,948

Library issues	2012-13	2013-14	2014-15
Durning	48,549	49,169	45,406
South Lambeth	49,262	45,687	49,240

5.16 The practical layout of the building at Durning Library is difficult and the business model underpinning the healthy living centre proposed within this report is more suited to the Tate South Lambeth library site and will ensure library provision at both Tate South Lambeth and Durning. After considering the service user profile, visits, issues and consultation feedback this report proposes that Durning Library rather than Tate South library should provide the temporary town centre library in the north of the borough.

5.17 To prepare Durning library for its temporary status the council is proposing to invest £800,000 in building alterations to improve accessibility and the facilities on offer. This will

also form a sound basis for a sustainable future for this well loved listed building, either as a community hub or to generate income for the council, beyond its temporary use.

- 5.18 This investment is also required given the current condition of Durning library following the protracted removal of a large tree, which was located at the rear that has held up investment for over 2 years. The consultation has confirmed a lack of capacity in the local community to take on additional responsibilities for managing the Durning library building.
- 5.19 This is a change to what was proposed during the Culture 2020 consultation and this report recommends that a 4-week period of consultation be entered into during November 2015 on this single proposal, which will not require any delay in the implementation of the wider recommendations of this report. The council's ambition is to secure a new purpose built library facility in the north of the borough by 2022. Should a site for this new facility be identified a business case will need to be agreed by the council. This approach would also enable the library service to be relocated from Durning library. During the consultation a number of sites were suggested, which could potentially house a new North Lambeth Library, this included the Oval Gas Works; all available options will be pursued that come forward as we embark on the North Lambeth library review.

Five Neighbourhood Libraries

- 5.20 Approximately 21.4% of current library users access the service through Waterloo, Tate South Lambeth, Carnegie, Upper Norwood and Minet Libraries. Following further reflection on the consultation feedback this report recommends changes to the service delivered in these neighbourhoods. As a consequence of the recommendations of this report and the proposal for Tate South library those residents accessing the service at Minet library (Vassall Ward), Waterloo library (Bishops Ward), Tate South Lambeth library (Oval Ward), Carnegie library (Herne Hill Ward) and Upper Norwood library (Gipsy Hill Ward) will experience a change in the services they have previously received at these static locations.
- 5.21 Residents accessing the service at these neighbourhood locations will experience a reduction in the physical space and the existing service will be decommissioned to be replaced with the revised neighbourhood library service. This service will consist of self-service facilities providing residents with access to a limited supply of books which they can loan and drop off, as well as.
- Free Wi-Fi access.
 - Computers.
 - Study space.
 - Book stock will be planned and managed by the Lambeth library service on a rotating basis, which will reflect local needs, culture and community languages.
 - Where the building permits there will be space for community groups and small enterprises to hire.
- 5.22 Whilst there will be no permanent Lambeth library staff on site, provision will be made in the budget for the Lambeth library staff to curate and tailor activity in these safe spaces to meet local needs.

5.23 Our plan is by diversifying the use of library buildings through the proposed Lambeth Cultural Trust we will be able to safeguard both the buildings and services housed within them from future cuts. At the same time residents in these locations will have increased hours to access the service, as the buildings will be open for longer hours. When reopened as healthy living centres the access to the revised library service will be coterminous with the opening hours of healthy living centre, or in the case of Bishops ward the Oasis Centre.

Neighbourhood library service point	Current neighbourhood library opening hours	New spoke library opening hours once reopened as healthy living centre
Oasis Centre (Bishops ward)	31.5	70
Upper Norwood Joint Library (Gipsy Hill ward)	28.5	28.5
Minet Healthy Living Centre: (Vassall ward)	34	70
Carnegie Healthy Living Centre (Herne Hill ward)	31	70
Tate South Lambeth Healthy Living Centre (Oval ward)	39	70
Total	164	308.5

5.23 Further details on the healthy living centres can be found under priority 3: Lets Get Active in this report. Those managing the whole site will provide on-going security for the buildings and the facilities. The council will continue to fund and provide a library home delivery service for residents who are housebound. If access to a town centre library is required then disabled and elderly residents who are more mobile will be able to use their Freedom Bus pass, to access a library town centre. Overall there is no significant change in the distance any disabled or elderly person is required to travel to access the service through either a town centre, or neighbourhood library static service point than is required now.

Waterloo

5.24 The closure of the Waterloo library service was proposed during the Culture 2020 consultation. This report confirms this proposal, which will be implemented no later than April 2016. At this point the service will close and the site will be declared surplus to requirements for the provision of a library service. There was strong objection to this proposal during the consultation process.

5.25 In mitigation, the council is proposing to partner with Oasis Charitable Trust to initially provide a temporary neighbourhood library at the Oasis Centre, 1 Kennington Road, London, SE1 7QP from May 2016. The ambition is for Waterloo library to have a permanent home on the proposed redevelopment of the Johanna school site.

5.26 The Oasis Centre is 0.7 miles from Durning library and 0.3 miles from the existing Waterloo library site. As well as hosting a neighbourhood library spoke the site would also provide:

- A Community coffee shop (open 7 days per week).
- A home for the Waterloo Food-bank.
- The Oasis Debt advice service.
- A Credit Union.
- A space for general community activities.
- Volunteer opportunities.
- Access to a gym and sports hall in the evening and over weekends.

5.27 Lambeth will work with the London Community Foundation to facilitate a 2 year funding agreement for the provision of a volunteer-led community literacy programme that will be provided by the Oasis Charitable Trust. This report recommends the current library service at Waterloo library is decommissioned by April 2016 and is replaced by the revised neighbourhood library service thereafter at The Oasis Centre.

5.28 The existing Waterloo library site has drawn interest from a variety of organisations. This report does not determine the long-term future use of this site once declared surplus to requirements. This will be determined at a later stage.

Upper Norwood

5.29 The Upper Norwood Joint Library is within 1.6 miles of West Norwood library. The service is jointly funded by Lambeth and Croydon council's and is located at 41 Westow Hill, London, SE19 1TJ. Both local authorities also jointly own this site. The Upper Norwood Joint Library Trust, a community-led charity, has been seeking transfer of the building to provide a wider range of activities and services to the community for several years. Croydon council are overseeing the lease agreement for the building on behalf of both authorities.

5.30 Like most social enterprise models there is a degree of risk if the Trust fails to achieve a sustainable level of income to maintain the building and its associated services. If this unfortunate circumstance did materialise in the future, then the building and assets, will revert back to both Croydon and Lambeth. The Upper Norwood Joint Library Trust has previously sought management of the library service as part of this package. This report adjusts this approach and recommends the Trust host a Lambeth provided neighbourhood library service in the current building.

5.31 Lambeth will work with the London Community Foundation to facilitate a 2 year funding agreement for the maintenance of the building as a wider community facility. It is anticipated that Croydon council will maintain their match funding arrangement. This report recommends the current library service is decommissioned by April 2016 and is replaced by the revised neighbourhood library service thereafter.

Minet

5.32 Minet library is within 1.1 miles of Brixton library. The council originally proposed disposal of the Minet library site, 52 Knatchbull Road, London SE5 9QY, with the resulting capital receipt being used to part fund the establishment of a library endowment fund. There was strong opposition to the disposal proposal.

- 5.33 The Council has also received a proposal to redevelop of the existing Minet library site to include mixed use, including residential, community and potential small enterprise and business units. Following further reflection of the consultation feedback, this report recommends that disposal of the site is no longer sought and that the redevelopment option be pursued by 2020 which links to the ambitions of the Lambeth Cultural Trust and our aspiration to build new homes in Lambeth.
- 5.34 In the meantime the site will be transformed during 2016/17 into a healthy living centre providing access to a gym, neighbourhood library and the holding of the borough archive, until options appraisal has been concluded into the long-term location for the borough archives. Once redeveloped the Healthy Living Centre should be re-provided on site. This report recommends the current library service is decommissioned by April 2016 and is replaced by the revised neighbourhood library service thereafter.

Carnegie

- 5.35 Carnegie library is 1.1 mile from Brixton library. Stepping up the challenge set in our Community Hub Programme, a community-led steering group, supported by Lambeth Council, has been seeking to establish a local charitable Trust, which would take on the management of Carnegie library building, 118 Herne Hill Road, London, SE24 0AG. The ambition of the steering group is to develop the facility into a broader community hub providing a wider range of services, cultural activities, a base for social enterprise, as well as a library service. These plans are unlikely to be fully realised by April 2016 given the complexities of setting up the trust, establishing a sustainable business model and securing the necessary grants from external agencies for example the Heritage Lottery Fund. We are still committed to supporting these aspirations under our community hub programme.
- 5.36 We have also received an alternative proposal from the Friends of Carnegie Library. At the point of writing this report, no further details are available on the sustainability of this alternative proposal other than that they are seeking to establish community-led management of the library to preserve the building for use by the community and to continue the library service as the central public service. These community aspirations do not alter the financial challenges facing the Council nor do the recommendations of this report prevent any interested party from developing proposals for the council to consider in the future, although there is a potential risk of exit costs linked to any successful asset transfer of Carnegie to a community group, if they did not wish GLL to remain a provider in the building.
- 5.37 In the meantime, to ensure continued community use of the building, the site will be transformed into a healthy living centre providing a gym; neighbourhood library, community rental and small business and location of the library stock management system. This report recommends the current library service is decommissioned by April 2016 and is replaced by the revised neighbourhood library service thereafter.

Tate South Lambeth (Proposal)

- 5.38 Tate South Lambeth library, 180 South Lambeth Road, Vauxhall, London SW8 1QP is 1.3 miles from Clapham library and 1.4 miles from Brixton library. Tate South Lambeth library was originally proposed as a location for the library hub servicing for the north of the borough. Following further reflection on the consultation feedback and a review of the financial impact of not having the endowment operational from 2016, this proposal is no longer being pursued. This constitutes a change to what was proposed in the Culture 2020 consultation and we recommend a 4 weeks consultation period during November 2015 on this specific issue. The remainder of the recommendations of this report will continue to be implemented.
- 5.39 The layout of the Tate South Lambeth library building provides a much more practical location for housing a healthy living centre, which will provide a neighbourhood library service, spaces for community groups to hire and gym facilities. This model will provide a future for Tate South Lambeth beyond any new North Lambeth Library site being established, securing future community use.
- 5.40 Tate South Lambeth also hosts a weekly Sensory Impairment Group. Space will continue to be made available once reopened as a healthy living centre. During the refit period the council will work with the group to seek suitable alternative accommodation. This report recommends the current library service is decommissioned by April 2016 and replaced by a revised neighbourhood library service thereafter.

Parent and toddler groups

- 5.41 Minet, Carnegie, Waterloo, Tate South Lambeth and UNJL libraries currently run weekly parent and toddler sessions providing storytelling for under 5's. These sessions run for approximately 90 minutes and are free of charge. In mitigation, space will continue to be made available for this provision at each of these static neighbourhood library service points, as well as town centre libraries. Budget will be provided to the Lambeth library service to curate activities in these spaces to meet local needs and the council will partner with the London Community Foundation to create a grants programme that will enable local charities to bid for funds to provide literacy support programmes from May 2016.

Residents whose first language may not be English

- 5.42 For those who may not have English as a first language, provision will be made available through each town centre library and book stock management through the neighbourhood library service will be tailored around local needs. Budget will be provided to the Lambeth library service to curate activities in these spaces to meet local needs and the council will partner with the London Community Foundation to create a grants programme that will enable local charities to bid for funds to provide literacy support programmes from May 2016.

Volunteering in the Library Service

- 5.43 The service is making good progress in achieving a comparative rating for the number of volunteered hours worked in the service across the Chartered Institute of Public Finance and Accountancy (CIPFA) comparative data of London library authorities Lambeth. To facilitate this revised service standard will further support each town centre library with

clearly defined leadership, recruitment, and support for volunteers. This will include a training programme to enable volunteers to complement service delivery and work confidentially within a multi-cultural and diverse community, as well as understanding the council's legal duties under equalities legislation.

Service Improvement

5.43 Since 2013 the library service has been on a journey of service improvement that has also included capital investment, which has overseen and will further see significant improvement in library buildings. To maintain the current journey of service improvement the Service Manager (libraries and archives) has produced a revised set of Lambeth library standards, which will provide the basis for driving the service forward over the next 2 years. These standards will be further developed with the input from staff and stakeholders over the coming years. The Service Manager (libraries and archives) will also produce an improvement plan by March 2016, which will be reported to the Cabinet Member for Neighbourhoods on a quarterly basis.

Business Case

5.44 This report tasks the Director of Education and Learning to lead on the development of the business case and its implementation by April 2016 based on the recommendations and budget allocated by the report. Whilst business cases need to be developed it is reasonable to assume that given the level of cuts in revenue this will lead to a reduction of approximately 25% of the current workforce.

5.45 On balance the council feels that revised Lambeth library standards, budget allocation and the recommendations in this report will meet both the spirit and letter of the 1964 Public Libraries and Museums Act.

Community Buildings

5.46 As set out in the Culture 2020 consultation the council will continue to stimulate and support a thriving network of community buildings that provide safe and interesting spaces, as well as housing cultural enterprises, which are managed and in some cases owned by independent charities. Examples of this work (not exhaustive), include:

- The Brix at St. Matthews Church
- Black Cultural Archives
- Waterloo Action Centre
- The Woodlawn Centre
- The Longfield Hall Trust
- Stockwell Partnership
- Slade Gardens Adventure Playground

5.47 Those projects in council owned buildings will continue to be assessed on individual merit and must satisfy the obligations of the community management and ownership policy, which requires a public interest test to be met. The council next priorities under this programme will be Angell Town Enterprise Zone and Community Facilities and the Brixton Domino Club.

Brixton Domino Club

5.48 The historic Grade II listed building, located at 297-299 on Coldharbour Lane, Brixton has been occupied and run since 1985 by the Brixton Domino and Social Club. The Brixton Domino Club in Brixton has a long history within the Caribbean community and the asset provides a real opportunity to undertake work with communities identified at high risk from

long-term health conditions and physical inactivity.

- 5.49 Following the securing of capital investment from Lambeth First the council intends to work with Brixton Domino Club to support the sensitive refurbishment of the building to its former glory to create flexible space that will provide services and activities for the borough's elders within the West Indian community whilst increasing opportunities for new and emerging social enterprises. The redeveloped space on the Coldharbour site will also provide a long term home for Brixton Soup Kitchen, a community group established in 2013 to provide support to homeless people or people in desperate need in the Brixton area.

Angell Town Enterprise Zone and Community Facilities

- 5.50 Capital has been secured through Lambeth First to instigate work on the Angell Town Estate, which is classified as a severely deprived neighbourhood. In addition the estate has a number of issues around poor health and high levels of crime and unemployment. Working with a range of local organisations the shopping parade on the estate, which is currently underutilised, will become an enterprise zone for small business start-ups, social and creative enterprises. The retail units, which are owned and by the Council provide the ideal opportunity to use community assets in a different way by providing a platform to support the delivery of activities without the need for ongoing revenue support. Long term there may be the opportunities to develop a neighbourhood management model that has the remit and responsibility for managing the units and re-investing income generated to support the delivery of activities and services within the local area.
- 5.51 Demolition of the redundant boiler house on the estate creates the opportunity for a new mixed-use development, including community facilities aimed at addressing some of the lifestyle challenges facing young people in the neighbourhood. A local partnership is starting to emerge on the estate, which includes ward councillors, community representatives, The London Community Foundation and the Evening Standard (dispossessed fund) that will start to harness resources to address many of the challenges facing local residents.

6. Priority 2: The Great Outdoors

- 6.1 This priority is about the borough's parks and open spaces and providing residents, if they so wish, with the opportunity to have a bigger say in the upkeep and maintenance of their local park and open space. The borough has over 64 parks and open spaces, which are home to play areas, community food growing projects and sports facilities. At a time of deep cuts in budgets, local residents have worked alongside the council to secure public parks, which are amongst some of the best in the country, with 11 Green Flags, venues for artistic performance, as well as being a destination for tranquillity.
- 6.2 Working with our friends of groups, our approach to combating the impact of cuts to our funding is to ensure we meet our statutory requirements, accelerate capital investment, diversify use where possible and maximise other sources of income before we consider the risk of closing any facilities. As part of the consultation we shared with residents the

need to save £2m from the parks budget, as well as alternatives we had considered and rejected, including:

Alternative proposal	Why the Council rejected it
Continue to spend the same amount of money on parks and open spaces	<ul style="list-style-type: none"> • We need to reduce costs and we have less money.
Reducing the number of parks, common land and open spaces available to the public.	<ul style="list-style-type: none"> • We think access to open spaces is invaluable to residents' health and wellbeing. • We think parks and open spaces are an important asset for Lambeth's economy. • Working with community organisations, we're developing new approaches for maintaining and investing in our parks.

- 6.3 As set out in the consultation and needs assessment section among respondents to the on-street survey, parks were identified as by far the most popular place for physical activity (61%) and cultural activity (83%). The consultation also identified that only slightly more respondents supported the proposal to hand over a greater share of income from parks to local management groups (35% vs. 27%), although 80% of respondents expressed an opinion in support of the proposal to implement clustering arrangements for parks.
- 6.4 The 2014 resident's survey identified that 60% of Lambeth households make use of local parks and open spaces, which they consider as the 4th most important service that makes Lambeth a good place to live. Unison support the general attempt to generate income from parks which is not inconsistent with the provision of public open space freely available for the benefit of local people and recognise that parks have long benefited from the work of volunteers and Friends' groups, which they also support.
- 6.5 However, Unison would not support "local management" if this became simply a mechanism for the council to try to wash its hands of the responsibility which it has, as the only democratic representative body for the borough as a whole, for the maintenance of our public open spaces as a resource for all local people. Unison is also concerned that the Council states that it will, by the end of this year, launch an "alternative parks partnership model" about which only limited detail is provided.
- 6.6 Unison does not believe that the council can or should make the level of reductions in spending on parks set out in the Culture 2020 document. That said Unison stands ready to participate in meaningful consultation on the future of parks. The consultation provided an opportunity for residents to let the council know what they thought of the Cooperative Parks programme since its launch in 2013, as well as express new ideas and listen to their practical experiences to date. The council was challenged to learn from others, sense checks the direction, as well as assess the ability to deliver given the deep cuts already agreed and the government's continued austerity policy.

Revised Approach

- 6.6 As an inner London borough we are navigating the challenges of a growing population, increased density of living, deep cuts in funding whilst seeking at the same time seeking to meet the ambitions of the Culture 2020 plan. The Culture 2020 approach for parks and open spaces is based on the following:
- Investing in our parks and open spaces
 - Diversifying usage where possible
 - Maximising income
 - Working within agreed revenue budgets
 - Streamlining the cost of engagement
 - Brockwell Hall as a designated project
 - Securing borough owned skate parks
- 6.7 To achieve this will require things to be done differently, it will require some things to stop and where possible the nurturing of community-led approaches to horticulture, gardening and food growing projects in our parks and open spaces. The 2013 Cooperative Parks policy stated the council's commitment to protecting the borough's green spaces and this commitment remains an integral part of the Culture 2020 plan, which recognises that having access to a local park and open space is critical to delivering the ambitions of people being healthier for longer. In a nutshell we need to increase people's participation in keeping active and this includes using our parks to promote physical, as well as mental health. There are no proposals to dispose of any of the council's parks and open spaces, as a consequence of this report.

Investing in Our Parks and Open Spaces

- 6.8 The first line of both protecting and mitigation against the deep cuts in revenue funding is to invest and grow alternative sources of income, as well as ensuring old and costly facilities and equipment is replaced where possible, so that on-going maintenance costs can be safely reduced. In January 2015 the council approved the boroughs first integrated 5 year Parks Investment Plan valued at £20m with over 50% of overall investment being generated through external funding and development agreements.
- 6.9 This report sets in motion phase 1 of the parks capital investment plan, which is valued at £3.8m and which includes £2.03m as part of the council's total capital commitment of £9m over the term of this administration. A delivery programme for phase 1 will be presented to the Cabinet Member for Neighbourhoods by the end of 2015. The amount above also includes an allowance towards the costs associated with project delivery.
- 6.10 Closing any facilities in our parks and open spaces will be at a last resort, which will only following after we have examined with friends of groups:
- How capital investment can be used to improve facilities, so to reduce on-going maintenance, running costs, or help secure new income sources.
 - Diversifying use where possible.
 - Maximising income through events, sports and rental opportunities.
 - Exploring all the alternatives at our disposal.

Diversifying usage where possible

6.11 Whilst recognising that not all parks and open spaces do not provide the right environment or infrastructure for the development of community food growing projects, some of our smaller parks and open spaces do. During 2016/17 the council will call for expressions of interests from interested parties to develop community managed food growing projects in up to 5 parks and open spaces. We will consult and work with ward councillors and the Friends of Lambeth Parks and Open Spaces in identifying the 5 locations for the proposed pilots and establish a one off fund (£50,000) to support the development of these proposals and monitor the impact before considering any expansion of this proposal.

Maximising Income

6.12 A separate report will be presented to cabinet to consider the adoption of a new event strategy for parks and open spaces that will aim to increase income. One of the key priorities of the parks capital programme is to invest in infrastructure such as cafés, shops and sports facilities, which will provide improved or new sources of income. The issue of sports facilities in parks and open spaces is picked up in Priority 3: Let's Get Active.

Working within agreed revenue budgets

6.13 Following further reflection of the consultation feedback, priorities for Culture 2020 and the available budget this report recommends a revised specification for the maintenance of the borough's parks and open spaces, which can be found at appendix (3). Any community led models under the proposed new policy will not be able to undermine any relevant contracts or arrangements that have been lawfully procured by the council. The revised specification will prioritise revenue around the following principles:

- The use of our parks and open spaces is significantly higher over the summer months and school holidays and that maintenance services need to increase during these seasons.
- The borough's larger parks and open spaces, recognising they offer more diverse recreation activities, attract greater visitor numbers and have higher maintenance costs.

6.14 The revised specification will focus on:

- Meeting the council's statutory obligations for litter collection and waste management, to provide clean and safe parks.
- Provide mown grass areas for informal recreation, sports and events and un-mown grass areas, which support nature conservation.
- Meeting European safety standards for children's plays areas and paddling pools
- Maintaining sports facilities, which support the Culture 2020 priorities and generate income, which can be reinvested in services.
- Maintaining the Heritage Lottery investments at Brockwell Park, Myatts Fields Parks and Kennington Park.

Paddling Pools

6.15 On average it costs up to £40,000 per year to keep a single paddling pool operational once utilises and maintenance has been taken into account. One option could have been to close all paddling pools in parks and open spaces, but given the heaviest use of paddling pools are those located at Brockwell Park, Myatt's Field Park, Norwood Park and Clapham Common and we propose to keep these open. The council will instigate discussion with friends of groups and welcome proposals from interested parties to maintain the paddling pools at Streatham Common, Ruskin Park and Agnes Riley Gardens, but being realistic within the budget available if no proposals are forthcoming the Council will need to consider converting these facilities to less costly such as a skateboard park, children's play areas or returning to grassed open spaces.

Seasonal Bedding

6.16 The council's seasonal bedding and ornamental planting programme will be replaced with a mixture of perennial planting and conversion back to grassed open space at Archbishops Park, Brockwell Park, Kennington Park, Myatts Fields, Ruskin Park and Vauxhall Park. The Council will maintain planted heritage features and also establish a small grants fund in partnership with the London Community Fund that will seek to fund Friends of Groups, local schools and organisations to establish gardening clubs and undertake planting projects in local parks and open spaces who may choose to adopt seasonal bedding and ornamental planting areas in order to retain them.

Public Toilets

6.17 The approach to public toilets in parks is a mixture of investment, integration with other parks facilities, alternative provision and rationalisation. If none of these options provide a solution then as a last resort the council may have to close some toilet facilities. This approach will help mitigate the concerns raised in the health impact assessment and may avoid the impact of public toilets facing permanent closure across all parks.

6.18 Public toilets reach peak usage during the summer months between May and September each year. It is the larger parks, which witness the heaviest usage. The plan is therefore to focus on them as priority and keep them open:

- Brockwell Park: Stable, Temple and children's play area.
- Clapham Common: Windmill Drive and children's play area.
- Myatts Fields Park: Park toilets.
- Kennington Park: Children's play area
- Streatham Common.

6.19 Alternative plans will be drawn up and assessments made up for Archbishops Park, Norwood, Hillside Gardens, Ruskin and Agnes Riley Gardens. This will include amongst others a requirement for operators to provide access to public toilets within their lease agreement for sports and café facilities, the siting of 'super loos' in parks where there is no commercial facilities to be leased exploring closer synergy with the network of community toilets provided by local businesses. If none of these options come to fruition then there could be a risk of closure in some cases. If faced with the prospect of closure the council will provide a public notice in the park affected for a period of 6 weeks.

Park Gates

6.20 Brockwell Park, Ufford Street, St Johns Churchyard, Vauxhall Park, Archbishops Park, Tivoli Park, Ruskin Park, Loughborough Park, Kennington Park and Myatts Fields Park will continue to have their gates locked overnight. The council will carry out a risk assessment of other parks before exploring the option of phasing out night locking by April 2016. Any negative impact of phasing out will be monitored, including any increases in community safety concerns. The council will also explore options to work with neighbourhood and community organisations, such as Business Improvement Districts or neighbourhood watch's, or operators within our parks, who could step up and open and close these parks.

Streamlining the Cost of Engagement

6.21 Cabinet signed off the Cooperative Parks policy in June 2013. A further report in December 2013 effectively set in motion a process to enable community-led models to emerge. Since then we have also had new expressions of interest mainly from social enterprises and third sector organisations. This policy has allowed the council to test new models of local management, which has resulted in the first ever community managed green space, The Rookery in Streatham Common.

6.22 The experience with helping to set up the Streatham model is that it has been resource intensive, and took over 14 months to establish. Lessons have been learned from this work and equally important given the financial constraints facing the Council it will not be realistic to rely only on these types of models across the borough in every park. Based on the experience at Streatham and the emerging model at Myatt's Field Park we realise these types of models may not be the norm, although this does not mean such models cannot emerge in the future.

6.23 In addition, these types of approach do not mask the reality that the vast majority of residents simply want to enjoy the borough's parks and the facilities rather than take on more responsibilities in managing the service. Following reflection of the consultation feedback this report sets out how the council intends to engage with those residents who want to have a deeper influence on how their local park is managed.

Clustering: Partnership Parks

6.24 Residents keen to influence how their local park is managed are asking for more transparency around events, how capital is allocated, the pace of project delivery and more input into monitoring the quality of our maintenance contracts. The Culture 2020 consultation proposed clustering around the concept of partnership parks using the existing five neighbourhood areas Lambeth is split into. This is an adjustment to the Cooperative Parks policy.

6.25 This structure also mirrors the parks capital investment plan, which in turn forms the basis of the partnership park model on a North Lambeth, Brixton, Clapham, Streatham and

Norwood model. Under this model the Council will appoint one lead councillor for each of the areas. The lead councillors will have the following remit:

- Provide the link back to Cabinet Member for Neighbourhoods.
- Monitor delivery of capital investment in the designated cluster and make recommendations on the prioritisation of the parks capital programme.
- Review and comment on the events forward plan.
- Review park management plans and masterplan.
- Raise issues around maintenance of parks
- Provide a contract-monitoring role.

6.26 Partnership Parks will provide places where residents, Friends of Parks groups, ward councillors, key officers, events and project officers and contractors can hear feedback and take this on board. These meetings will take place no less than twice a year. This model will also ensure that the significant proportions of open spaces that do have an active friends group are not forgotten. This revised approach will enable resources to be pushed to the point of delivery and help safeguard services in our green spaces.

6.27 There will always be a mixture of small enterprises, social businesses, sports clubs, community groups and larger enterprises providing services in local parks. The priority for the council is to ensure delivery of the Culture 2020 priorities in a safe and legal manner, which does not compromise the Council's values. Any proposal to manage a service in a park, which is directly commissioned by the council, must always remain in the public interest. The organisation charged with the responsibility for overseeing this public interest remains the council.

6.28 The policy, which the Council uses to discharge this responsibility, is called 'Enabling Community Ownership and Management'. As well as requiring a well thought out business plan, the policy also requires interested parties to meet both an organisational and public interest test. This approach will be prioritised for those organisations that have already come forward through the Cooperative Parks policy. When contracts are being determined for individual parks or neighbourhood clusters there is an expectation that representatives from partnership parks, and local friends groups, will be engaged in the design and procurement of such contracts. The work schedule of any subsequent contract will also be published and all residents will be encouraged to help monitor works being carried out in accordance to the published schedule. This process cannot duly undermine any contract that has been procured in line with council policies.

Brockwell Hall as a Designated Project

6.29 Over the past decade Brockwell Park has been subject to a major redevelopment programme, which has witnessed significant improvements to its grounds, water play area and refurbishment of the lido. The two remaining pieces of the jigsaw requiring attention are the sports infrastructure and Brockwell Hall, as well as an integrated management plan across all facilities (including the Lido). Sports infrastructure in parks is picked up under the Let's Get Active section of this report. Brockwell Park Community Partners with the support of the council undertook a study into the future options and long term sustainability of Brockwell Hall in 2015.

6.30 This report recommends that £100,000 of capital is approved to support the preparation of a stage 1 Heritage Lottery application. The total value of a successful stage 2 application is expected to be in the region of £4m capital in 2018-19, which will require match funding of approximately £1.4m capital. It is too early to determine the revenue implications of the projects, although the notion must be revenue neutral to the council.

Skateboard Parks

6.31 Skateboarding has a long history in Lambeth. The council currently hosts 3 skate parks in Norwood Park, Kennington Park and Clapham Common, as well as a further facility at Stockwell. Whilst not a council facility the borough also hosts the famous skate park on the Southbank. The council recognises the rich sub culture the skating community brings to a neighbourhood, as well as the direct health and wellbeing benefits for those participating in skating.

6.32 We will adopt an approach, which will positively embrace and protect the important contribution skate parks bring to the boroughs culture, heritage, health and wellbeing. This plan will protect and maintain the 4 sites within the grounds maintenance contract for current and future generations.

6.33 The council will undertake technical appraisals of these sites to evaluate their state of repair. Skateboard groups active at these facilities will be offered the opportunity to inform the specification for these surveys prior to them being undertaken. Any resulting requirements for capital investment will be considered as part of the capital pipeline for the council to consider.

7. Priority 3: Let's Get Active

7.1 Lets get active is about regular physical activity and sport, including the use of local sport and leisure centres. During 2014 there were over 1.8 million visits to council owned leisure centres and 251,000 visits to sports playing pitches in local parks. Based on population trends and the needs assessment this demand will continue grow over the next 10 years.

Active Lambeth Plan

7.2 During the Culture 2020 consultation we shared information and sought input into the development of Active Lambeth, which also included indoor and outdoor sports facilities strategies which will oversee:

- Improved access to and participation in sport and physical activity for Lambeth residents.
- Development of a strong club/group network and wider partnerships to provide access to good quality and accessible sport and physical activity.
- Improvement in the management of all sports facilities in Lambeth.
- The prioritisation of investment in those sports facilities that have potential to generate revenue and to best meet demand.

7.3 The Active Lambeth Plan (including indoor and outdoor facilities) can be found at appendix 5 and this report recommends agreement of the plan, which consists of 5 steps to physical activity and sport:

1. Identify those in need, working with the community and partners.
2. Define each individual's physical activity goals and barriers to participation.
3. Provide a physical activity and sports programme over 10 to 12 weeks to meet individual need.
4. Provide an exit route pathway for continued once per week participation, and become an Active Lambeth champion to inspire others.
5. Follow up with participants at 3, 6 and 12 months to evaluate success and individual needs to maintain once per week participation.

Lambeth Girls Can' Programme

- 7.4 The Council has secured a 3-year partnership project, partly funded by Sport England that will focus on 5,238 14 to 25 year old females, to increase participation and develop sustainable pathways for physical activity and sport, and including those currently inactive, in areas of low participation and high deprivation, and those at risk of preventable health conditions. The value of grant is £250,000 over 3 years. Female participation in physical activity and sport is known to decrease with age. Tackling the post 16 drop off in participation through a better understanding and the removal of barriers such as confidence and lack of time, will serve as a key outcome of the project.
- 7.5 We intend to use this project as the first in a programme of commissioned activity to 2020, as we implement our Active Lambeth approach to address community need, and scale up activity, which increases sustained once per week participation in physical activity and sport. We also plan to develop participation and outcomes monitoring tool with academic evaluation of the project will be undertaken with London South Bank University. We also proposed during the Culture 2020 consultation to work with Greenwich Leisure Limited and undertake a renegotiation of the existing leisure management. Following reflection on the consultation feedback and cultural budget this report recommends revision of the existing contract, which runs until 2022, are completed in 2016.

Revised Leisure Management Contract

- 7.6 The revised leisure management contract will be provided at no additional cost to the council and no change in the general specification. There will be an increased emphasis on income generation, whilst securing savings in contractual fees. Initial negotiations have been held and a framework has been agreed with GLL, which whilst subject to final agreement includes:
- Moving towards surplus generated through the contract being recycled to tackle the impact and prevent ill health through the Lambeth Cultural Trust.
 - A dedicated proportion of income earmarked to fund the up-keep and modernisation of leisure facilities.
 - The provision of 3 healthy living centres.
 - A Sports Innovation Fund.
 - An intervention programme targeting 100 Lambeth's residents who are considered to be most at risk from involvement in violent gangs, long term and high cost care and older residents considered at risk of social exclusion.

- The provision of discounts cards for those residents who are elderly, disabled, or on job seeker benefits.
 - Payment of the London Living Wage for those employed under the agreement.
- 7.7 The revised agreement enables modest flexibility within the budget that was consulted on, although this does not change the overall financial bottom line of this report and the same level of savings is required.

Leisure Centres

7.8 We will continue to invest in our excellent leisure centre facilities. There are no proposed changes to Brixton Rec, Streatham and Ice Leisure Centre, West Norwood Healthy and Leisure Centre, Clapham Leisure Centre, Flaxman's Sports Centre and Ferndale Recreation Centre. The council has earmarked £7m capital investment for Brixton Recreation Centre to maintain this important facility until a long-term plan has been secured for plant replacement and structural improvements by 2022.

Healthy Living Centres

7.9 During 2016-17 the revised leisure management contract will make provision for the creation of 3 healthy living centres, which will provide access to a community lounge where residents can access the neighbourhood library service, fee paying access to gymnasium equipment, physical activities provided by self employed trainers targeting priority Culture 2020 groups, and via GP referral, and where space permits room rentals for community groups, clubs and cultural enterprises. Healthy Living Centres will be located at:

Location	Neighbourhood	Address
Minet Healthy Living Centre	Vassall Ward	52 Knatchbull Road, London SE5 9QY is within 1.1 miles of Brixton library
Tate South Lambeth Healthy Living Centre (proposal)	Oval Ward	180 South Lambeth Road, Vauxhall, London SW8 1QP is 1.3 miles from Clapham library and 1.4 miles from Brixton library.
Carnegie Healthy Living Centre	Herne Hill Ward	118 Herne Hill Road, London, SE24 0AG is 1.1 miles from Brixton library.

Minet Healthy Living Centre

7.10 Minet Healthy Living Centre is located in the Vassall ward, which has a population of 15,600. It is the borough's 7th most populated ward. 52% of the ward population is black and minority ethnic. 11,900 of the residents in Vassall are aged between 16-64 years old. Local transport links include Loughborough Junction (0.5 mile), Brixton (0.9 mile), Denmark Hill, Stockwell and Oval (1 mile).

Tate South Lambeth Healthy Living Centre (Proposal)

7.11 Tate South Lambeth Healthy Living Centre is located in the Oval ward servicing the community of Stockwell. Oval ward is the 4th most populated ward in the borough. Of the 16,600 residents 13,150 are aged between 16-64. 36% of the population comes from black and minority ethnic backgrounds with a large Portuguese speaking community. Local transport links include Stockwell (0.5 mile) and Vauxhall (0.7 mile).

Carnegie Healthy Living Centre

7.12 Carnegie Healthy Living Centre is located in the Herne Hill ward with a population of 15,600 it is the borough's 7th most populated ward. 39% of residents come from a black and minority ethnic background. Of the 15,600 residents 11,450 are aged between 16-64 years old. Local transport links are Loughborough Junction (0.5 mile), North Dulwich (0.6 mile), Demark Hill (0.7 mile) and East Dulwich (1 mile).

7.13 Between October 2015 and January 2016 floor plans will be prepared, which will be signed off by the Cabinet Member for Neighbourhoods. Once layout and business cases have been agreed the buildings will be closed from April 2016 for refitting and modification and reopened by January 2017. The plan is to simultaneous programme the work across all 3 healthy living centres. Following Cabinet approval of the healthy living centres proposal a joint GLL/LBL project team will be in place October 2015, which will report to the Lambeth Cultural Board.

Sports Facilities in Parks and Open Spaces

7.14 Once these Healthy Living Centres are operational the priority of the Lambeth Cultural Board will be to undertake a series of option appraisals to test out the feasibility of attracting capital investment into the sports facilities located in public parks and open spaces, as well as improving their day to day management to ensure income is being maximised. As part of the £1m transitional contribution £200,000 in 2016-17 and £200,000 in 2017-18 is provided to underpin the parks and open spaces grounds maintenance contract towards the up keep of the sports and physical activity in parks and open spaces.

Statutory Planning

7.15 The proposals in the Culture 2020 strategy are considered to be in alignment with the Council's Local Plan. A number of the proposals will require planning applications to be in relation to specific sites and the Planning Service will work with the relevant service providers to provide advice to ensure that these applications are made in line with the proposed timelines for implementation. Some of the proposals to ensure that there is greater income generation from parks will also require planning permission either temporary or permanent in nature. Dialogue will continue between the services in respect of this matter.

Brockwell Lido

7.16 There are no changes proposed to the current management arrangements at Brockwell Lido. Upon renewal of the lease agreement in 2033 the council will secure increased

integration of the lido facility within the wider sports, leisure and cultural offer across the whole footprint of Brockwell Park.

8. Priority 4: Be inspired

8.1 Be inspired is about creating more opportunities to participate in and enjoy theatre, performing arts and music. This section gives an overview of some of the activities the council will be involved into to support the arts and music, but is not exhaustive of the full range of investment and future involvement. The borough's flagship Southbank quarter, which is home to the likes of the Southbank Centre, Old Vic, National Theatre, Young Vic, Rambert Dance Company, etc. is integral to securing our cultural prosperity. The Southbank cultural quarter not only provides a national and international stage for the borough, but also generates substantial benefits to Lambeth's local economy.

8.2 How we harness the cultural powerhouse of the Southbank for the whole borough will require sensitive formation of policies, investment and collaboration. During the Culture 2020 consultation we heard from our partners on the Southbank around how the council could support the continued cultural growth of the area. This did not always come down to money, but a requirement of the council to:

- Improve how policies on planning, the environment and licensing are better coordinated locally.
- Make access to its buildings and open spaces more flexible for artists to test out new performance, rehearse, or provide a home for a fledgling creative enterprise.

8.3 We recognise that our partners on the Southbank have forged links with local schools over the years. The challenge is to develop this approach further to include our smaller cultural enterprises, groups and clubs who maybe struggling to reach their full potential, especially in the South of the Borough.

8.4 It is these smaller cultural groups, clubs and enterprises where the young aspiring talent of the future is often found. How we work together to nurture and provide safe spaces for these fledgling enterprises to grow and reach their full potential will be critical for the delivery of Culture 2020. Our ambition is to secure the whole of Lambeth as a major culture player and recognised for developing performance arts and creative enterprises, as well as a destination for audiences. We will achieve this by:

- a) Working with our Southbank quarter colleagues to consolidate and help grow their role locally and in turn strengthen their position on the national and international stage.
- b) Invest one off council capital to secure external investment in our cultural infrastructure.
- c) Where appropriate utilise development agreements through the likes of the Community Infrastructure Levy to improve the borough's cultural facilities.
- d) Create more spaces where cultural enterprises, performers, artists and audiences can grow in our library buildings, leisure centres, parks and open spaces, etc.

Cultural Services Task and Finish Group

- 8.5 We will offer to set up a task and finish group Lambeth based creative industries, which will explore how the council can further enable and support the continued growth of the cultural sector in Lambeth. The council will be represented on this task and finish by:
- The Leader of the council
 - Cabinet Member for Neighbourhoods
 - The Chief Executive
 - Further officers on a needs basis
- 8.6 A range of creative industries, chair of the friends of parks, etc. will be asked to nominate members to the group, which will meet no more than 4 times over the next 6-8 months. This will not be a standing group and is not intended to replicate existing structures in the area. The purpose of the task and finish group will be produce a brief report on the issues that may restrict, or enable the continued growth of the major cultural enterprises and their continued benefit to Lambeth as a whole.

Old Vic

- 8.7 The proposed contribution in this report will support The Old Vic Capital Campaign thereby guaranteeing the sustainability of The Old Vic's education programming and work on the stage, providing wider community benefits for the Lambeth residents. In addition the Old Vic will provide Lambeth with a tailored Stage Business programme that will offer young people opportunities to explore the so-called 'soft' skills required to appeal to employers: communication, confidence and leadership. Using theatre techniques, students will develop the transferable skills required for today's competitive job market, whether that's in the theatre or elsewhere. Industry professionals have inspired the programme. Young people will learn practical skills in presentation, communication and leadership, supported by an online programme of learning.
- 8.8 More specifically Stage Business is designed to focus on the skills that theatre creative brings to their work, which can then be applied to everyday living. The very best of Theatre facilitation involves imagination, spontaneity, energy, resilience and courage. These are some of the key skills that will be developed and explored, which will, in turn, improve confidence, communication skills, flexibility, leadership and teamwork.
- 8.9 This report provides a one off £300,000 contribution in capital funding to support the Old Vic's £30m campaign for the restoration of their grade II listed building. This programme aims to ensure the building is fit for purpose as a 21st Century theatre, which create a more accessible, safe and interesting space for local residents that will provide new facilities for learning programmes, study space and free Wi-Fi access as part of integrating these activities into the daily life of the theatre. This contribution recognises the importance of the Old Vic as an historical, listed building on a Lambeth, London, national and International stage.

Ovalhouse

- 8.10 The Oval House Theatre will continue to be supported with its move into a purpose built new theatre building in Brixton, which is part of the regeneration programme for Somerleyton Road. The theatre will be accessible to the whole community and aims to

put arts and culture at the heart of the social regeneration of Brixton. The new building will provide theatre spaces and studios for youth theatre, rehearsals, training events and community use. Providing support for this programme will help Ovalhouse's sustainability and ensure the organisation is in a strong position to continue to provide a high quality arts offer for the local community. Acting as a creative hub, offering workspace and office space to a wide range of artists and creative enterprises.

The South London Theatre

8.11 The South London Theatre has been a part of the cultural offer in West Norwood since the 1960s. The South London Theatre Building Preservation Trust is about to undertake a capital programme to renovate the grade II listed Old Fire Station building they occupy in West Norwood. The Council owns the freehold of the building. This report recommends the provision of a loan facility of up to £250,000 The South London Theatre in support of their fundraising programme. The loan will be paid back over an agreed period of time. Providing this loan will enable the project to obtain £2m through the likes of the Heritage Lottery Fund.

8.12 This will result in a refurbished heritage asset that would further enhance the value of the building, which is in a poor state and will bring a community asset into better use. The project will safeguard this community theatre for both adults and young people, widening access to the theatre for new audiences, volunteers and open up the building during daytime to create a safe and interesting space that young people can access.

Streatham Community-led Theatre Provision

8.13 The council aims to encourage the sustainable development of the new purpose built theatre space in Streatham by offering advice to the developer of the Streatham Megabowl site. This will require helping interested parties in finding a suitable company to take on the shaping and management of the space to encourage the creation of a flexible and viable arts offer for the area.

The 198 Contemporary Arts and Learning

8.14 The council has agreed to the freehold sale of the property occupied by 198 Contemporary Arts & Learning in Herne Hill to the organisation at a premium of £75,000, under the Council's Enabling Community Ownership and Management policy. The aim in agreeing this sale at less than best consideration was to support the long-term sustainability of the organisation and secure the long term future of the building for cultural use and the benefit of the local community.

8.15 In return, the organisation will provide a safe and interesting space that gives residents the opportunity to access the arts and engage in cultural activities as well as provide opportunities for young people to access jobs within creative and cultural industries, through apprenticeships, work based placements, training and mentoring programmes; for a period of 5 years.

9. Priority 5: Showing off

- 9.1 Showing off is about providing more opportunities to enjoy art, or if you're an artist, access to show off your work in archives, galleries and museums, whilst celebrating Lambeth's cultural history. Lambeth has a rich cultural heritage, that includes Lambeth Royal Doulton pottery factories in Vauxhall, artist and poet William Blake lived in Lambeth, Charlie Chaplin spent his formative years in the borough and Vincent Van Gogh spent time here. Whilst Brixton Academy continues to be one of the best musical venues in the country and Lambeth has an incredible, diverse musical history. The Windrush generation that first started to arrive in Lambeth in 1948 infused the borough with the music of the Caribbean that continues to influence the music of today.
- 9.2 Over the last few years the Council has invested, enabled and facilitated several projects of historical significance, Black Cultural Archives, 2010 refurbishment of Brixton Windmill, Vauxhall Pleasure Gardens, and Refurbishment of Streatham Library. With the increased pressure on revenue the council is seeking to use its asset base, capital and enabling capacity to safeguard and enhance our heritage and put assets on a sustainable future.

Garden Museum

- 9.3 The Garden Museum are about to undertake a £6.6m capital programme to restore, upgrade and extend their museum based in St Mary's Church, which is Lambeth's second most ancient structure. The works being proposed will safeguard this landmark and enable the Museum to continue as an independent self-sustaining venture. This report recommends a one off capital grant of £300,000 towards the overall capital costs for the project. Once complete the new facilities will open up new spaces, doubling the amount of room for their collection. It will create a new publically accessible learning and study spaces, enable the organisation to ensure its sustainability, grow and deliver a more effective cultural offer to the community, including the provision of safe and inspiring spaces for Lambeth residents.

Black Cultural Archives

- 9.4 We are currently in positive discussions with the trustees of Black Cultural Archives concerning how the council will support this incredible important culture asset into the future and beyond our initial agreement. The council will continue to provide support to BCA subject to the outcome of these discussions. During the Culture 2020 consultation we shared finance information, which profiled the removal of revenue support to Black Culture Archives (BCA) by 2017/18.
- 9.5 This profile reflected a funding agreement reached with BCA in 2012 to support the stability of the project through its initial launch. We recognise that the economic environment has changed considerably since the original support was agreed between the council, BCA and the Heritage Lottery Fund.
- 9.6 As a consequence of the Culture 2020 consultation Greenwich Leisure Limited have stepped forward to offer BCA a sponsorship deal worth in the region £100k pa, which will include £50,000 revenue and £50,000 in-kind technical support. The council intends to continue support the BCA with their business plan and is committed to securing the project for future generations.

Borough Archives

- 9.7 This report recommends that an options appraisal into the long term home for the borough archives, which are currently located in the basement of the Minet library. These options will include, whilst not exhaustive:
1. Brixton more generally.
 2. A split site arrangement with front of house to the service maintaining high use stock and bulk archive stock situated elsewhere. This option might include maintaining storage at Minet library as part of the redevelopment of the site.
 3. Any other option that has the capacity to fulfil the criteria in para 9.12
- 9.8 Interested parties are invited to submit options they would like the council to consider as part of the options appraisal by January 2016. The council will publish the draft terms of reference for the options appraisal prior to commissioning the work, as well as sharing the findings of the work prior to formalising recommendations for the council to consider.
- 9.9 The Culture 2020 consultation proposed the relocation of the archives to Brixton Library and to work more closely with Black Cultural Archives. This would then establish Brixton as the key destination in the borough for anyone interested in archives and information on heritage. In response to this proposal, UNISON is seeking reassurance that the future of the archives would be planned with care. They believe the suggested location, Brixton Library that is already full at times, cannot accommodate another service without severe reductions in the library service. They also believe that there is no possibility of co-working with the Black Cultural Archives because it is a national service, differently funded and with a completely different remit. UNISON recognise that providing British Standard storage conditions for archives is expensive, and must be properly planned and that any proposal that falls back on an 'out of borough storage and front of house provision' solution would not be acceptable to them.
- 9.10 The Lambeth Local History Forum (LLHF) is a forum of civic and amenity societies, friends groups, museums and archives from across the borough which have an active interest in local history. As part of the Culture 2020 consultation LLHF pressed the council to not only fulfil its statutory duty to preserve and make available certain documents relating to the borough, but to pursue a moral duty to posterity and preserve (and, indeed, add to) the extensive archive which it holds beyond the minimum statutory requirement.
- 9.11 The LLHF also believe that Brixton Library does not provide adequate space and, even if it had, there is no prospect of rendering the Victorian accommodation *compliant with current standards* in the timescale envisaged in Culture 2020. LLHF are not aware of any other location in the borough that could be made "*compliant with current standards*" in the timescale. They are not opposed in principle to the relocation of the archives from its current home provided this is done with sufficient time and resources made available to meet the agreed criteria. The LLHF would be willing to constructively engage with the council to seek a way forward and are offering their considerable expertise and experience. This report does not recommend a reduction in the revenue budget for the provision of the borough archives.
- 9.12 It is generally recognised that the present location for the borough archives, the basement of Minet library, is not fit for purpose. Following reflection on the consultation feedback this

report recommends that an options appraisal be undertaken on a wider range of options concerning the future of the borough archives. The council rejects the notion that stronger working links cannot be developed between the borough archive and BCA such as sharing resources and expertise without requiring full integration. The council is very aware of the unique status of BCA given the financial and technical support offered to the project from its humble origins to the project opening its purpose built facilities on Windrush Square, Brixton.

9.13 The council notes the concerns about the archives being located at Brixton Library, but without objective, technical and financial appraisal it must at this stage remain an option for consideration. We agree that this issue needs to be managed carefully and that a wider range of options made available to consider. This report recommends that options appraisal on the future location of the borough archives is be undertaken and completed no later than September 2016. All options to be considered must:

- be affordable both in terms of the capital and revenue required of the council to maintain both service and facilities;
- improve accessibility;
- utilise new technologies;
- maximise income generation;
- provide a destination where people can access the service, discover and learn about local identity and heritage; and,
- meet the necessary standards for archive storage.

West Norwood Cemetery

9.14 The council has been leading on the preparation of a Stage 1 Heritage Lottery Bid for the cemetery, alongside the Scheme of Management for the Cemetery and the Friends of West Norwood Cemetery.

Heritage Strategy

9.15 The council aims to develop and publish by April 2016 Lambeth's first Heritage Strategy that will create an overview of priorities and projects, which protect and enhance the borough's heritage.

10. Priority 6: The Bigger Picture

10.1 The Bigger Picture is about working with partners to secure a cinema in Lambeth's five town centres and the chance to learn more about the art of cinema and filmmaking. The council is very much a facilitator in regards to this priority rather than a revenue investor.

West Norwood Cinema

10.2 The planning application for West Norwood Cinema has now been submitted for consideration. In the meantime negotiations are on-going with Picturehouse, who are the private sector partner with regards to the scheme. Whilst parties have come to a working agreement on the overall costs for the project, agreement has not been reached at this point on the apportionment of capital costs. This report makes available the necessary investment for the council to meet its contribution in the delivery of the overall scheme.

11. Endowment Fund

- 11.1 The Culture 2020 consultation proposed the establishment of a £10m endowment with the aim of funding a dedicated Lambeth Community Library Fund, which would then provide a revenue stream in perpetuity. The original concept required the utilisation of capital receipts resulting from the sale of Minet and Waterloo library sites, which would help create the financial capacity for the council to part, fund the establishment of the endowment.
- 11.2 The balance of the required investment needed to help create the financial capacity for the council to establish the endowment fund was to be generated through the second phase of the Community Asset Management Plan, which was agreed by Cabinet in July 2012. The first phase of this plan has to date generated £11.3m of capital receipts of which £7m was earmarked for the library buildings improvement programme and £6m has so far been allocated.
- 11.3 Following reflection on the consultation feedback, the recommendation not to dispose of the Minet library site, the establishment of healthy living centres and the delay in disposing of the Waterloo library site the original proposal for the endowment is no longer fully financially viable by April 2016.
- 11.4 This report still recommends the establishment of a £10m endowment in partnership with the London Community Foundation, but with a broader remit and the incremental building up of the £10m endowment fund by 2019. This approach will involve the council match funding investment with other sources, which will allow a phased allocation of smaller awards to start from April 2016-17.

The Lambeth Community Fund

- 11.5 The report recommends the council work in partnership with the London Community Foundation to further develop the Lambeth Community Fund and secure a £10m endowment to underpin the fund by 2019-20. Allocations from the fund will be distributed through a flexible grant-making programme, which will be reviewed every 5 years with the initial priority theme being healthier for longer.
- 11.6 The Council will be invited to nominate a member to the panel, which make awards from the Lambeth Community Fund and the senior officer champion of the Lambeth Community fund within the council will be the Chief Executive.
- 11.7 The value of the current endowment, which is held and managed by London Community Foundation, is approximately £3.8m. We aim to bridge the £6.2m gap in the endowment by 2019-20 through the following sources:

Source	2016/17	2017/18	2018/19	2019/20
Lambeth Council Community Asset Management Plan	£1.5m	£0	£1.5m	£0
Other Lambeth based public sector partners	£0	£0.5m	£1.5m	£1m
Corporate contributions	£0	£0.1k	£0.1k	£0

11.8 This financial profile will enable the following priorities to be supported by the Lambeth Community Fund in 2016/17 and 17/18:

	2016/17	2017/18
Small grants to support literacy and the love of reading through the likes of parent and toddler groups for example, which targets the Culture 2020 priority neighbourhoods.	£100,000	£100,000
Commissioning the Upper Norwood Joint Library Trust to provide an accessible community hub.	£60,000	£60,000
Oasis volunteer literacy outreach programme	£20,000	£20,000
Small grants to support community growing and gardening projects in Lambeth's parks and open spaces.	£70,000	£70,000

12. Finance

12.1 This report proposes that the Council explore the potential development of a not for profit Lambeth Cultural Trust which would be tasked with driving the Culture 2020 framework forward. Such a trust would be a social enterprise with charitable registration. The creation of such a Trust could potentially enable funds generated through the operation of the council's high quality leisure facilities to be recycled to support further improvement in other cultural services provided and supported by the trust.

12.2 It could also bring together a cross sector of agencies with the investment capacity to help address the needs identified within this report, which the council could not do alone. A Trust with charitable status might also be able to take advantage of tax exemptions and efficiencies not available to the Council. However, the model involves financial risk and the council will need to think carefully about the respective powers, responsibilities and financial accountabilities inherent in any arrangements proposed.

12.3 GLL are contracted to provide the management of the borough's 6 leisure centres and booking arrangements for sports facilities in parks until 2022, which both parties have agreed to review in 2016, rather than 2017 as originally planned. As a first stage, it is proposed that a Lambeth Cultural Board will be established by early 2016 within the GLL business governance. The board (and subsequently the Trust if constituted) will be leased three buildings on a 25-year peppercorn rent with a break clause in 2022. These 3 sites will be converted into Healthy Living Centres that will also host a neighbourhood library service, providing an integrated wellbeing offer, which is planned to be cost neutral to the council.

12.4 During the initial transitional period for the centres, GLL have agreed that £1m of council revenue resource that is currently earmarked to support the provision of leisure services can be switched to underpin the initial development of the centres. They have also committed to maintaining a budgeted profit share to supplement this. It is recommended that an earmarked reserve is set up to hold these contributions.

12.5 In addition, GLL have agreed with the council to apply £1m of the shared Development Pot capital balance towards the fit out of the healthy living centres.

12.6 In the event that the budgeted profit share in 2015/16 could not be realised, additional monies could potentially be released from the Development Pot residual balance to make up any shortfall; however, this would mean that these monies would not then be available for investment in the leisure estate. Given the level of resource GLL will be investing in this proposal there will be a risk of exit costs under the leisure management contract if the council decides not to progress the proposal for the healthy living centres without mutual consent. The proposed costs of the new service arrangements as set out in the report are planned to be funded through a combination of future residual Cultural Services revenue budgets and the Cooperative Investment Fund together with capital contributions including s106 funding and Performance Reward Grant as follows:

Projected Revenue Budget:

Priority 1: Safe and Interesting spaces	2016-17	2017-18	Proposed Funding	
Provision of 5 town centre libraries at Brixton, Durning, West Norwood, Streatham and Clapham.	£2.137m	£2.137m	Lambeth revenue	Council
Provision of 5 neighbourhood libraries at Waterloo, Minet, Tate South, Carnegie and Upper Norwood.	£100,000	£100,000	Lambeth revenue	Council
Home delivery and stock management systems.	£1m	£1m	Lambeth revenue	Council
Total revenue costs for priority 1: Safe and Interesting Spaces	£3.237m	£3.237m		
Priority 2: The Great Outdoors	2016-17	2017-18	Note	
Grounds Maintenance	£1.1m	£1.1m	Lambeth revenue	Council
Street Tree Maintenance	£300,000	£300,000	Lambeth revenue	Council
Repairs	£200,000	£200,000	Lambeth revenue	Council
Parks staffing	£400,000	400,000	Lambeth revenue	Council
Utilities	£100,000	100,000	Lambeth revenue	Council
Total revenue costs for priority 2: The Great Outdoors	£2.1m	£2.1m		
Priority 3: Lets Get Active	2016-17	2017-18	Note	
Leisure management contract fee	£400,000	£400,000	Lambeth revenue	Council
Lambeth Sports Team and Youth Games	£375,000	£375,000	Lambeth revenue	Council
Maintenance, repairs, insurance and ancillary costs for the sports infrastructure.	£478,000	£478,000	Lambeth revenue	Council
Total revenue costs for priority 3: Lets Get Active	£1.253m	£1.253m		
Priority 4: Be Inspired	2016-17	2017-18	Note	
Arts development	£65,000	£65,000	Lambeth	Council

			revenue
Total revenue costs for priority 4: Be Inspired	£65,000	£65,000	
Priority 5: Showing Off	2016-17	2017-18	Note
Black cultural Archives	£180,000	Subject to negotiation	Lambeth Council revenue
Provision of Borough Archives	£190,000	£190,000	Lambeth Council revenue
Options appraisal Borough Archives	£35,000	N/A	Lambeth Council revenue (CIF)
Total revenue costs for priority 5: Showing Off	£405,000	£190,000	

SUMMARY	2016-17	2017-18	Note
Total revenue costs for priority 1: Safe and Interesting Spaces	£3.237m	£3.237m	Lambeth Council revenue
Total revenue costs for priority 2: The great outdoors	£2.1m	£2.1m	Lambeth Council revenue
Total revenue costs for priority 3: Lets Get Active	£1.253m	£1.253m	Lambeth Council revenue
Total revenue costs for priority 4: Be Inspired	£65,000	£65,000	Lambeth Council revenue
Total revenue costs for priority 5: Showing Off	£405,000	£190,000	Lambeth Council revenue
Sub Total	£7.060m	£6.845m	Total Costs £13.905m
PROJECTED FUNDING:	2016/17	2017/18	
Council Revenue budget including GLL Surplus Share 2015/16	£6.683m	£6.498m	
Co-operative Investment Fund	£385,000	£350,000	
	£7.068m	£6.848m	Total funding £13.916m

Projected Capital Costs:

12.8 The community asset management plan was adopted in 2012. Phase 1 of the plan had an initial target of £7m, which was achieved in 2013/2014 and enabled improvements to library buildings. There was also an additional target to contribute £4m to the council's capital pot, which has been achieved in 2015/16. This report reprofiles the balance of capital from phase 1 of the community asset management plan (£4.182m) and requests a supplementary allocation of £4.5m from the expected receipts from the next phase of the plan.

Parks Investment

12.9 A £20m parks capital investment programme was approved by Cabinet in January 2015 and this report instigates phase 1 of this investment to the tune of £3.8m. This comprises £2.03m of the council's planned £9m investment together with £905k s106 contributions and £950k external investment.

Angell Town & Brixton Domio Club

12.10£1m has been earmarked by Lambeth First via the Performance Reward Grant for work on the Angell Town Estate and Brixton Domino Club.

Priority 1: Safe and interesting spaces	2016-17	2017-18	Funding Source	Additional Investment attracted via partner
West Norwood library (Nettlefold construction).	£2m	£1m	Subject to final scheme and apportionment. £1m already approved by Cabinet 17.12.12. Balance to come from phase 2 community asset management plan.	£3m from private sector for development of commercial cinema.
Durning library improvements.	£600,000	£200,000	Reprofiled capital approved by Cabinet 17.12.12	None. Wholly council funded.
Fit out of 4 neighbourhood libraries	£160,000	N/A	Reprofiled capital approved by Cabinet 17.12.12	None wholly council funded
Upper Norwood Joint Library building improvements in advance of lease.	£100,000	N/A	Reprofiled capital approved by Cabinet 17.12.12.	Anticipate £100k match funding from Croydon Council.
The Oasis Centre contribution to construction and fit out.	£45,000	N/A	Reprofiled capital approved by Cabinet 17.12.12	£3m development of the Oasis centre
Angell Town Enterprise Zone and Community Facilities	£250,000	£400,000	Lambeth First (Performance Reward Grant)	£150,000 from corporate sponsorship.
Brixton Domino Club improvement plan	£100,000	£250,000	Lambeth First (Performance Reward Grant)	£150,000 from corporate sponsorship
Sub total capital budget for priority 1: Safe and interesting spaces	£3.255m	£1.850m	Sub total additional investment secured by partners	£6.4m
Priority 2: The Great Outdoors	2016-17	2017-18	Funding Source	Additional Investment attracted via partner
Phase 1 of a £9m Parks capital investment programme from the council until 2018.	£1.03m	£1m	Earmarked on Lambeth Capital Pipeline; to be funded from capital receipts	External grants, Section106/CIL £1.855m. Phase 2 of the programme will be prepared during

				2016-17.
Brockwell Hall redevelopment	£50,000	£50,000	Reprofiled capital approved by Cabinet 17.12.12	£2.6m from Heritage Lottery Fund.
Food growing in parks fund	£50,000	£50,000	Reprofiled capital approved by Cabinet 17.12.12	None. Wholly funded by Lambeth Council.
Sub total capital budget for priority 2: The great outdoors	£1.13m	£1.1m	Sub total additional investment secured by partners	£4.455m
Priority 3: Lets Get Active	2016-17	2017-18	Funding Source	Additional Investment attracted via partner
Refit of Tate South, Minet and Carnegie libraries into healthy living centres.	£2m	N/A	Reprofiled capital approved by Cabinet 17.12.12	£1m from Greenwich Leisure Limited.
Sub total capital budget for priority 3: Lets get active	£2m	N/A	Sub total additional investment secured by partners	£1m
Priority 4: Be Inspired	2016-17	2017-18	Funding Source	Additional Investment attracted via partner
The Old Vic Theatre	£300,000	N/A	Reprofiled capital approved by Cabinet 17.12.12	£25m by 2022
South London Theatre	£250,000	N/A	Reprofiled capital approved by Cabinet 17.12.12	
Sub total capital budget for priority 4: Be inspired	£550,000	N/A	Sub total additional investment secured by partners	£25m
Priority 5: Showing Off	2016-17	2017-18	Funding Source	Additional Investment attracted via partner
Garden Museum	£300,000	N/A	Reprofiled capital approved by Cabinet 17.12.12	£4m
Brixton Windmill feasibility study	£30,000	N/A	Reprofiled capital approved by Cabinet 17.12.12	Not known at this point.
Sub total capital budget for priority 5: Showing Off	£330,000	N/A	Sub total additional investment secured by partners	£4m
Priority 6: The Big Picture	2016-17	2017-18	Funding Source	Additional Investment attracted via partner
Development of commercial cinema	N/A	N/A	N/A	£3m private sector contribution

and café at the Nettlefold				
Sub total	£0	£0	Sub total additional investment secured by partners	£3m
Endowment	2016-17	2017-18	Source	Additional Investment attracted via partner
Initial investment into the Lambeth Community Fund.	£1.5m	N/A	Community Asset Management Plan to enable release of resources from the capital reserve. Second instalment due of £1.5m in 2018-19 and pending delivery of next phase of the community asset management plan	£3.8m The London Community Foundation. £200k corporate donations. £3m other public sector partners by 2019.
Sub total initial contribution to Lambeth Community Fund	£1.5m	N/A	Sub total additional investment secured by partners	£7m
Totals	£8.765m	£2.950m	Totals	£50.855m
Total value of capital investment				
			Total additional investment secured by partners	£50.855m
			Total capital investment from council	£11.715m
			Total value of capital investment	£62.570m

13. Legal and Democracy

13.1 The principles for lawful consultation are referred to in this report. Members are required to take consultation responses fully into account in deciding whether to agree to the matters referred to in this report. The responses to the consultation are summarised in the consultation report attached to this report. The 'Gunning Principles', which are set out at paragraph 3, specify that 'where consultation is embarked upon it must be carried out fairly'. There is extensive case law on these points. Further guidance on meaningful consultation has been given in the recent decision of the Supreme Court in the case of R (on the application of Moseley v London Borough of Haringey [2014] UKSC 56.

13.2 Where there is a duty to consult imposed by statute, then in addition to the common law duty set out at 3 above, there is an additional duty to ensure proper public participation in the local authority's decision-making process. Meaningful participation in these circumstances required that those consulted be provided with an outline of any realistic

alternatives. In the absence of a specific statutory provision, reference to alternative options will be required where this is necessary in order for the consultees to express meaningful views on the proposals.

- 13.3 The recent decision in the case of *R (Robson) v Salford City Council* [2015] EWCA Civ 6 clarifies that the requirements for a lawful consultation vary according to the particular circumstances of the proposal under consideration but the general principals of fairness must be applied. The Council's obligations under section 7 of the Public Libraries and Museums Act 1964 are referred to in section 5 Priority 1: Safe and Interesting Spaces of this report. The Council has obtained external legal advice from a QC on the specific requirement under Section 7 for provision that is 'comprehensive'.
- 13.4 It is believed that the proposed restructured library service would amount to provision which accords with those obligations. Members should note that whilst the restructuring of the library service forms part of changes to a number of cultural and recreational services in Culture 2020, the duty under the 1964 Act is stand alone, and the Council must provide a library service which complies with the 1964 Act regardless of other cultural and recreational provision.
- 13.5 Due consideration has been given to the proposed changes at Tate South Lambeth and Durning leading to a further 4 week consultation commencing in November 2015. Section 19 Local Government (Miscellaneous Provisions) Act 1976 contains wide powers enabling local authorities to provide within or outside their locality, such recreational facilities as they think fit. This section includes a useful and non-exhaustive list of permitted provision including buildings, equipment, supplies and assistance of any kind, premises for clubs and societies with athletic, social or recreational objects, staff, instructors and appropriate facilities in support of recreational facilities, whether for payment or otherwise.
- 13.6 Furthermore, local authorities may also award grants or loans towards any expenses incurred by voluntary organisations providing such recreational facilities, however such bodies must be not-for-profit entities. These powers are supplemented by Sections 144 and 145 Local Government Act 1972, empowering local authorities to provide such facilities as conference venues, exhibition fairs etc. with a view to encouraging visitors and the provision of entertainment respectively.
- 13.7 Any proposed changes or variations to existing contractual arrangements also need to comply with the Public Contracts Regulations 2015 and specific proposals as developed will need to be considered and will need to form the subject of a separate report. Under section 149 of the Equality Act 2010, in taking the decision about whether to restructure the library service, the Council must have due regard to the need to:
- (a) Eliminate discrimination against people with protected characteristics;
 - (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and,
 - (c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

- 13.8 The equality impact assessment attached to this report gives information on the effect of the library proposals on people with various protected characteristics.
- 13.9 Section 123 of the Local Government Act 1972 provides that a council can dispose of any land held by them in any manner they wish, subject to the limitation that the Council can not dispose of the land at less than the best consideration that can reasonably be obtained, without the consent of the Secretary of State.
- 13.10 The council may not dispose of any land consisting or forming part of an open space unless before disposing of the land they cause notice of their intention to do so, specifying the land in question, to be advertised in two consecutive weeks in a newspaper circulating in the area in which the land is situated, and consider any objections to the proposed disposal which may be made.
- 13.11 The Secretary of State has issued Circular 06/03: Local Government Act 1972 general disposal consent (England) 2003 disposal of land for less than the best consideration that can reasonably be obtained. The terms of the Consent mean that specific consent is not required for the disposal of any interest in land which the Council considers will help it to secure the promotion or improvement of the economic, social or environmental well-being of its area, subject to the condition that the undervalue does not exceed £2,000,000.
- 13.12 When disposing of land at less than best consideration the Council is providing a subsidy to the owner and/or the occupier of the land and property, depending on the nature of the development. Where this occurs the Council must ensure that the nature and amount of subsidy complies with the state aid rules, particularly if there is no element of competition in the sale process. Failure to comply with the rules means that the aid may be unlawful, and may result in the benefit being recovered with interest from the recipient.
- 13.13 When deciding whether to adopt the recommendations of this report, members will be exercising a discretion within the constraints of the duties referred to above and should therefore have in mind the following principles of administrative law:-
- A decision must be within the Council's powers;
 - All relevant information and consideration, including the Council's fiduciary duty to the Council Tax payer, must be taken into account; and,
 - All irrelevant considerations, including unauthorised purposes, must be ignored.
- 13.14 In declaring a decision unlawful because it is unreasonable, the Courts would need to decide that the decision is so outrageous in its defiance of logic or accepted moral standards it is a decision that no sensible authority which had applied its mind to the decision could have arrived at it.

13.15 This proposed key decision was entered in the Forward Plan on 17 April 2015, having subsumed a previous edition of estate regeneration reports, and the necessary 28 clear days' notice has been given. In addition, the Council's Constitution requires the report to be published on the website for five clear days before the proposed decision is approved by the Cabinet Member. Any representations received during this period must be considered by the decision-maker before the decision is taken. A further period of five clear days - the call-in period – must then elapse before the decision is enacted. If the decision is called-in during this period, it cannot be enacted until the call-in has been considered and resolved.

14. Consultation and co-production

14.1 Consultation report is attached as an appendix 1 and extensively referenced throughout the report.

15. Risk management

15.1 A risk register was published at the start of the consultation and has been maintained throughout the consultation period. This has been updated throughout the development of Culture 2020.

16. Equalities impact assessment

16.1 Two equality impact assessments have been undertaken and are attached to this report. Given the statutory responsibilities placed on the council a separate equality impact assessment was undertaken on the library service.

17. Community safety

17.1 The 1998 Act, imposes a general duty on the Council: in the "exercise of its various functions to have due regard to the likely effect of the exercise of those functions on, and the need to do all it reasonably can to prevent crime, disorder and substance misuse in its area."

17.2 The aim of Section 17 is therefore to provide an effective vehicle for mainstreaming crime and disorder considerations throughout the decision making of local authorities (and the other agencies involved in local Crime and Disorder Reduction Partnerships). The duty is not absolute, but is one of a number of possible factors that the Council must "have regard to" when making its decisions.

17.3 The 2013 profile of crime & anti social behaviour data in Parks & Open Spaces identifies hotspots as Clapham Common, Kennington, Brockwell Park, Vauxhall Pleasure Gdns, For anti social behaviour it was Ruskin, Loughborough and to a lesser extent Archbishops and Tivoli. The night locking proposals therefore seem to cover the top hotspots in 2013 with the exception of Norwood Park, which will need to be monitored if the council decides to withdraw this service.

- 17.4 To ensure the council has due regard risk assessments of each park will be required to be undertaken before ceasing night locking and then monitoring will need to be carried out whether there is any increase in community safety concerns.
- 17.5 When designing schemes and improvements to the boroughs cultural infrastructure consideration will be given to design out crime principals in the redesign of all public spaces and there may be some beneficial consequences for crime and disorder in the borough given the extension of positive activities that may deter people away from criminal activity and provide beneficial outcomes for community safety.

18. Organisational implications

Environmental

- 18.1 The revised specification for the grounds maintenance contract for parks and open spaces will enable the council to maintain its statutory responsibility for these spaces, although there will be a notable reduction in some activity. This is reflected in the specification.

Staffing and accommodation

- 18.2 Whilst business cases need to be developed it is reasonable to assume that given the level of cuts in revenue this will lead to a reduction of approximately 25% of the current workforce.

Procurement

- 18.3 The options for the grounds maintenance contract for parks and open spaces are currently being assessed. The preferred option will follow the council's procurement process. There are no further procurement issues as a result of this report.

Health

- 18.4 A health impact assessment has been undertaken on the consultation proposals and can be obtained at appendix 2.

Timetable for implementation

- Cabinet agree recommendations October 2015
- Lambeth Cultural Board established in early 2016
- New service starts to introduced by April 2016

Audit trail				
Consultation				
Name/Position		Date Sent	Date Received	Comments in para:
Sean Harriss	Chief Executive	18.09.15	28.09.15	Throughout the report
Sue Foster	Strategic Director for Neighbourhoods and Growth	18.09.15	28.09.15	Throughout the report
Jackie Belton	Strategic Director Corporate Resources	18.09.15	28.09.15	Throughout the report
Mark Hynes	Director of Corporate Affairs	18.09.15	28.09.15	Throughout the report
Adrian Smith	Director Commissioning	18.09.15	28.09.15	Throughout the report
Cathy Twist	Director Education and Skills	18.09.15	28.09.15	Throughout the report
Christina Thompson	Director of Finance	18.09.15	28.09.15	Throughout the report
Hamant Bharadia	Assistant Director of Finance	18.09.15	28.09.15	Throughout the report
Doug Perry	Associate Director Commissioning	18.09.15	28.09.15	Throughout the report
Donna Wiggins	Lead Commissioner	18.09.15	24.09.15	Throughout the report
Susanna Barnes	Service Manager: Libraries and Archives	18.09.15	25.09.15	Section 5 of the report: and appendix 3
Christian Fleming	Head of Growth, Capital and Tax	18.09.15	25.09.15	Section 12 and throughout the report
Andrew Pavlou	Principal Lawyer Governance	18.09.15	28.09.15	Throughout the report
Alastair Johnstone	Lead Commissioner	18.09.15	14.09.15	Throughout the report
David Joyce	Programme Director Planning and Development	18.09.15	24.09.15	Para 7.18
Julian Ellerby	Director Business Development, Campaigns and Communications.	18.09.15	24.09.15	Throughout the report
Ann Corbett	Programme Director: Community Safety	18.09.15	28.09.15	Throughout the report
Councillor Jane Edbrooke	Cabinet Member Neighbourhoods	28.09.15	30.09.15	Throughout the report

Councillor Paul McGlone	Cabinet Member Finance and Resources	28.09.15	30.09.15	Throughout the report
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Report history	
Original discussion with Cabinet Member	23.07.15
Report deadline	30.09.15
Date final report sent	30.09.15
Report no.	87/15-16
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	Yes
Date first appeared on forward plan	17.04.15
Key decision reasons	Expenditure, income or savings in excess of £500,000
Background information The National Literacy Trust: Cambridge Medical Research Council Epiemiology Unit Lambeth Residents Survey 2014 and 2015 Lambeth Community Plan Healthier for longer needs assessment Joint strategic needs assessment Culture 2020 consultation document and supporting documentation from the consultation process Community Hubs Cabinet Report 2012	http://www.literacytrust.org.uk/ http://www.mrc-epid.cam.ac.uk/ http://www.lambeth.gov.uk/elections-and-council/residents-survey-and-state-of-the-borough http://moderngov.lambeth.gov.uk/documents/s55297/06b%2020130403%20Community%20Plan%20FINAL.pdf https://www.lambeth.gov.uk/sites/default/files/EB01_04b%20-%20LambethJSNA_Vol2_Appendices_2009.pdf http://www.lambeth.gov.uk/consultations/cultural-services-by-2020 http://www.lambeth.gov.uk/sites/default/files/lambeth-community-hubs-cabinet-report-july-2012.pdf :
Appendices	1. Consultation Report 2 (a) Equalities Impact Assessment (libraries) (b) Equalities Impact Assessment (healthier for longer). (c) Health Impact Assessment 3. Lambeth Library Standards 4. Grounds maintenance specification 5. Active Lambeth Plan, including indoor and outdoor sports facilities