

A G E N D A

Please address any general enquiries on this agenda to Geoff Malcolm, County Hall, Oxford OX1 1ND (Tel: Oxford 815904). Press enquiries should be directed to the Media & Communications Manager on Oxford 815266.

Members are reminded of the obligation to declare any interest relevant to business to be conducted at this meeting, and of the convention as to withdrawal from the meeting for the relevant item unless the interest is not one which debars the member from speaking thereon (see page G2 of the Council's Manual).

1. **Election to Chair** (Conservative Group)
2. **Apologies for Absence and Temporary Appointments**
3. **Minutes**

Minutes of the meeting held on 21 September 1998 (previously circulated - see November 1998 Council Book).

4. **Matters arising from the Minutes**
5. **Petitions and Public Address**

MAJOR FINANCIAL AND POLICY ITEMS

6. **QUARTERLY FINANCIAL REPORT**

Report by the County Treasurer and Director of Cultural Services (**CS6**).

The report shows the 1998/99 budget for the Committee, together with the projected year end variation based on the latest information available.

The Committee are RECOMMENDED to receive the report.

7. **REVIEW OF CHARGES 1999/2000**

Report by the County Treasurer and Director of Cultural Services (**CS7**).

The report sets out the basis upon which charges for 1999/2000 have been reviewed, and proposes increases in charges where appropriate.

The Committee are RECOMMENDED to:

- (a) **approve the charges as proposed in Annex 1 from the effective dates determined in that annex;**
- (b) **authorise the Director of Cultural Services to:**
 - (1) **set charges for equipment and display screen hire; and**
 - (2) **set future School of Sport fees at a level which makes it self financing.**

8. **REVENUE BUDGET 1999/2000**

Report by the County Treasurer and Director of Cultural Services (**CS8**).

The report presents the base budget for 1999/2000. The budget totals £8.1m at 1999/2000 outturn

prices.

The Committee are RECOMMENDED to approve the draft budget for 1999/2000 for submission to the Council via the Strategy & Resources Committee.

9. **REVENUE POLICY PLANS 1999/2000-2001/02**

Report by the Director of Cultural Services and the County Treasurer (**CS9**).

The Strategy & Resources Committee on 22 September 1998 agreed the parameters for drafting the 1999/2000 budget and related policy planning. The report addresses the policy planning part of the process.

The Committee are RECOMMENDED to consider the budget pressures identified at Annex 1 and the savings proposals identified in Annex 2 and forward the information to Strategy & Resources Committee.

ZERO BASED REVIEWS (ITEMS 10-11)

The Zero Based Review (ZBR) programme, which provides an 'overview' of County Council services, looks at operational efficiency and effectiveness and make recommendations on areas where changes might be made, or where the service department should focus particular further attention. All ZBR's are carried out in partnership between the Personnel, Policy and Review Unit (Chief Executive's Office), and the relevant service department.

The Zero Based Review process will have to be amended, in the near future, to meet the requirements of the 'Best Value' process. As part of the 'Best Value' process, the County Council will be required to carry out 'fundamental performance reviews' of all our services, over a five year period, probably starting from April 2000. Our 'fundamental performance reviews' are likely to draw lessons and experience from our work on 'Service and Budget' and 'Zero Based' reviews.

Copies of the Zero Based Reviews have been circulated to members of the Committee, Group Leaders and relevant chief officers. They can be seen in the Members' Resource Centre and are available for public inspection. Additional copies can be obtained from Paul Spencer, Personnel, Policy and Review Unit (01865 810150).

10. **ZERO BASED REVIEW 1997/98: LIBRARY SERVICE**

The Assistant Chief Executive reports as follows:-

The report sets out the outcomes of a Zero-Based Review (ZBR) of the Library Service in Oxfordshire. This review was focused on exploring:

- * the future direction and development of the service;
- * opportunities for improving the cost effectiveness of the service over the medium term, having particular regard to changes in demand and the impact of IT.

Many of the recommendations of this ZBR have already been picked up in the current District Audit Value For Money study of Oxfordshire libraries, and the annual Library Plan which is required by the Government.

It is RECOMMENDED that:

in relation to future Direction and policy decisions:-

- (a) **the Committee should address the need for the library service to respond to changing patterns of demand, including considering the investment needs of the service;**
- (b) **the Committee should continue its exploration of possible P.F.I. options to improve the current services, with a particular emphasis on schemes that support the core business;**

(c) noting that there is concern that the current numbers of libraries may become unsustainable, the Committee should review its policy approach of maintaining a large number of library sites, whilst reducing resources available to spread across these sites;

in relation to operational efficiency

(d) the Director of Cultural Services and Assistant Chief Executive examine opportunities to introduce self service arrangements in larger libraries;

(e) the Director of Cultural Services and Director of Environmental Services further examine opportunities for reducing property costs by moving from expensive premises and consider options for the joint use of existing premises, e.g. offering a library service in schools;

(f) the Director of Cultural Services examine Central Support costs in more detail, with particular reference to comparisons with other authorities and to local trends in recent years;

(g) the Director of Cultural Services review the staffing structure, with particular attention to the senior staffing complement, once more up to date and stable statistical comparator information is available;

in relation to Service Developments

(h) the Director of Cultural Services promote partnership arrangements with District/Town/Parish Councils and with community groups with a view to broadening the financial support for local libraries;

(i) opportunities for providing new services that produce income be kept under review by the Director of Cultural Services;

and in general

(j) progress be reviewed and reported to the Committee in 12 months.

11. **ZERO BASED REVIEW 1997/98: OXFORDSHIRE ARCHIVES AND THE CENTRE FOR OXFORDSHIRE STUDIES**

The Assistant Chief Executive reports as follows:-

The report sets out the outcomes of a ZBR on both the Archives service and the Centre for Oxfordshire Studies. Two separate reviews were originally scheduled for these two services. In the event it was felt that the services were so closely related from the user's perspective that a joint review would be more useful. In addition, comparative information for the Centre for Oxfordshire Studies, which does not constitute a separate budget heading, is scarce.

A Service and Budget review four years ago recommended that the two services should be co-located. Options for change are now limited by the commitment that has been made to the St. Luke's project. Oxfordshire Archives is now in effect bound by an agreement which not only severely limits the options for discontinuing discretionary areas of activity, but also commits the authority to increased expenditure.

Steps therefore now need to be made to:

- * minimise the potential negative impact of the move on service users (eg by improving electronic links between the two services);
- * carry out a review of discretionary activities to identify possible savings to fund the additional revenue costs arising from the move to St. Lukes.

It is **RECOMMENDED** that:

- (a) the Director of Cultural Services should identify compensating savings of £99,000 from within the Cultural Services budget from 1999/2000 onwards in order to fund the additional revenue implications of moving Oxfordshire Archives to St. Luke's. The exercise to identify these savings should include:
1. a review of discretionary activities in both Oxfordshire Archives and the Centre for Oxfordshire Studies;
 2. a review of the balance between professional and support staff;
 3. proposals for income maximisation from both internal and external sources (including charges to departments for the archiving of their records and clarification of the legal position on admission charges);
 4. proposals to integrate the service planning, management and delivery arrangements of Oxfordshire Archives and the Centre for Oxfordshire Studies.
- (b) proposals agreed as a result of this exercise should be subject to review 12 months after the date agreed for their implementation.

12. **BETTER GOVERNMENT FOR OLDER PEOPLE**

Report by Director of Cultural Services (**CS12**).

The Strategy & Resources Committee on 27 October requested each programme committee to submit a report on its action plan for the Better Government for Older People project. This two year project is a Government initiative which aims to involve older people in the development and delivery of services. Oxfordshire County Council is one of only 28 authorities accepted to take part in the pilot project.

The report outlines the Action Plan for Cultural Services under the five objectives agreed as the basis for the Oxfordshire programme. It also identifies cross-departmental and other partnership arrangements which are in place to achieve the objectives.

The Committee are RECOMMENDED to:

- (a) endorse the Action Plan for the Better Government for Older People project at paragraph 4 of the report; and
- (b) submit the report to the Strategy & Resources Committee.

13. **ANTI-POVERTY STRATEGY**

Report by the Director of Cultural Services (**CS13**).

In October 1996 the Strategy & Resources Committee adopted an anti-poverty strategy for the County Council and required each programme committee to report annually on its progress with the strategy. The last report to this Committee was made in October 1997 and in order to take account of any information which may be required by the Informal Member/Officer Anti-poverty Working Party, the 1998 report was deferred to this meeting.

The report will also be submitted to the Anti-Poverty Working Party in accordance with its terms of reference.

The report updates the Committee on the department's work in those areas identified in the County Council's Anti-Poverty Strategy.

The Committee are RECOMMENDED to note the report.

14. **DRAFT COUNTY COUNCIL ARTS STRATEGY**

Report by Director of Cultural Services (**CS14**).

At its September meeting, the Committee received a report on Support for Arts Organisations, and requested the Director to prepare a further report outlining a future arts strategy for the County Council and identifying the possible revenue budget implications.

The report outlines the priorities for a new Arts Strategy, following consultation with the arts organisations previously funded by this Committee. These are set in the context of the Government's new cultural strategy, and changes at The Arts Council of England. A clear and urgent need to support at least some of the arts organisations providing services in Oxfordshire is identified, and members are recommended to endorse the report, and consider providing resources as part of the Policy & Budget Plans for the medium term.

The Committee are RECOMMENDED:

- (a) to endorse the basis outlined in the report for a County Council Arts Strategy;
- (b) that £100,000 be included as a bid in the Policy & Budget plans for 1999/2000, and an additional £50,000 from 2000/2001 for grant aid support to arts organisations, and the preparation of the strategy; and
- (c) to request the Director of Cultural Services to prepare the Strategy once the outcome of the Budget process is known.

15. **THAMES TOWPATH - BANK REPAIRS, OXFORD CITY**

The Director of Cultural Services reports as follows:

At the last meeting the Committee considered a report on the collapse to the bank of the River Thames above Osney Bridge, Botley Road, Oxford. The public footpath along the towpath, which is also part of the Thames Path National Trail, has been closed since February 1998 for public safety, with an alternative available via Abbey Road. Reconstruction of the collapsed sections of bank, to allow the public footpath to be re-opened safely, is estimated at £100,000. The Committee resolved to: "ask officers to carry out discussions with all parties concerned with the maintenance and repair of the river bank above Osney Bridge and to report back to the next meeting of the Committee on the progress and implications of those discussions."

Approaches have been made to the Countryside Commission, Environment Agency, Oxford City Council and the main riparian landowner. Discussions are continuing and an update on the latest position will be given at the meeting.

The objective remains to establish a financial package to allow the repairs to be carried out. The level of the County Council's financial contribution to such a solution is not year clear, although it will be significant and cannot be met from the existing budget of the Cultural Services Committee.

The Committee are RECOMMENDED to:

- (a) note the progress towards achieving a financial solution to the repair of the riverbank above Osney Bridge; and
- (b) authorise the Urgency Sub-Committee to determine the matter upon a full report from the officers.

OPERATIONAL ITEMS

16. **OXFORD CASTLE**

Report by the Director of Cultural Services (**CS16**).

At its meeting on 21 September, the Committee recommended that "the County Council should ensure that adequate heritage interpretation, public access and education facilities for the Oxford Castle/Prison were provided in partnership with the consortium, or, if necessary, with funding from the capital receipts from the development; and funding be identified to restore the Castle Mound to a condition suitable for public access, including improved security, so that it could be managed by the consortium as part of the heritage site". This report updates Committee on progress since the meeting of Strategy & Resources on 27 October and Council on 17 November, on the negotiations with the Consortium and the formation of a Consultative Forum. A brief for the heritage interpretation is included.

The Committee are RECOMMENDED to:

- (a) **accept the brief for Access, Interpretation and Education of the site; and**
- (b) **authorise officers to continue to liaise with the appropriate parties over preparation of a conservation plan and joint funding applications.**

17. **PUBLIC RIGHTS OF WAY MILESTONES STATEMENT - THIRD ANNUAL REPORT**

Report by Director of Cultural Services (**CS17**).

The Committee approved the Public Rights of Way Milestones Statement in December 1995. This Statement, following the Countryside Commission's guidelines, provides a systematic framework for meeting the challenging target that "all rights of way should be legally defined, properly maintained and well publicised by the end of the century". This approach includes a commitment to monitor and report on progress annually. The Third Annual Report has been prepared covering the period September 1997 to September 1998 and the key achievements and resource issues for the future which it highlights are summarised in the report. Full copies of the Annual Report have been sent separately to Committee Members and Group Leaders. Several copies have also been deposited in the Members' Resource Centre.

The Committee are RECOMMENDED to:

- (a) **note the Third Annual Report and the Policy and Budget Plan implications for achieving the Milestones targets; and**
- (b) **welcome the ongoing financial support from the Countryside Commission for public rights of way management.**

18. **AREAS OF OUTSTANDING NATURAL BEAUTY**

Report by Director of Cultural Services (**CS18**).

The report updates the Committee on two national issues and recent decisions from the Cotswolds and Chilterns AONBs.

The new Association for AONBs was launched on 4 December 1998. Membership is open to AONB Joint Advisory Committees (JACs) or individual local authorities. It is the view of the Cotswold AONB JAC and the equivalent for the Chilterns AONB, the Chilterns Conference, that membership should be through their corporate membership.

Following consultation in 1997 the Countryside Commission have published their report "Protecting Our Finest Countryside: Advice to Government". This reflects the Committee's views at the consultation stage that there should be long term core funding from central government linked to legislation to give local authorities statutory duties to manage AONBs, together with a special AONB project fund. It is generally felt to be unfortunate that the Commission has not sought within its advice to end the disparity with National Parks, which receive 75% funding whilst AONBs remain at 50%.

The Cotswolds AONB JAC has made a number of significant changes to come into effect on 1 April

1999. These include the replacement of the JAC itself with a new body, the Cotswold AONB Partnership. A new Partnership agreement is being drawn up to replace the present JAC constitution. Representatives at the final JAC meeting on 5 March 1999 will be asked to sign the new agreement.

The Chilterns Conference is taking forward one of the proposals from the Countryside Commission's advice to Government by investigating the option of establishing a Conservation Board. Further work on the legal, organisational and funding implications is being carried out and will be reported during 1999.

The County Council's financial contributions to both the Cotswolds and Chilterns AONBs have fallen significantly below the expected levels. This continues to be a source of concern to the partner authorities. The shortfalls for 1999/2000 are £5330 for the Cotswolds AONB and £5450 for the Chilterns AONB.

The Committee are RECOMMENDED to:

- (a) **welcome the launch of the Association for Areas of Outstanding Natural Beauty and confirm their wish that corporate membership should be through the Cotswolds AONB Partnership and the Chilterns Conference (or its successor body);**
- (b) **welcome the Countryside Commission's report "Protecting Our Finest Countryside: Advice to Government" as a basis for the long-term management and protection of AONBs;**
- (c) **request that officers write to the Government urging implementation of the Countryside Commission's recommendations but pointing out the need for parity with National Parks through funding at 75% rather than 50%;**
- (d) **authorise the termination of the existing Cotswolds AONB JAC arrangements, and the execution - following consultation with the Committee Group Spokespersons on the detailed terms - of the new Cotswolds AONB Partnership Agreement;**
- (e) **formally confirm the appointment of Councillor Brenda Churchill, the Committee's present representative on the Cotswolds AONB JAC, as the Committee's representative on the new Cotswolds AONB Partnership;**
- (f) **note that the Chilterns Conference intend to investigate further the implications of future Conservation Board status for the Chilterns AONB and request that a detailed report be made to a future meeting when the implications for constituent local authorities are known; and**
- (g) **consider the pressures for reinstating the financial contributions to the Cotswolds AONB and Chilterns AONB to expected levels within Policy and Budget Plans for 1999/2000.**

19. ADDERBURY LAKES - REGULARISATION OF OWNERSHIP

At their recent meetings the Social Services Committee and Operations Sub-Committee considered a report by the Director of Environmental Services (**CS19**) to regularise the ownership of Adderbury Lakes.

The Social Services Committee declared land at Adderbury Lakes permanently surplus to their requirements and, subject to agreement by this Committee, the Operations Sub-Committee:

- (i) **agreed to the appropriation of the land to MALL at nil charge for use as a Recreation Area and Nature Reserve;**
- (ii) **authorised the Director of Environmental Services to carry out a feasibility study on the land to ascertain whether any of this land has development potential in the short or medium term**

and to dispose of this land if it is in the County Council's best interest to do so, and

- (iii) authorised the sale of the land to the owner of the adjoining property.

Any implications for this Committee arising from the consultation and negotiations which have taken place since the Operations Sub-Committee and Social Services Committee considered the future of the site will be reported orally at the meeting.

The Committee are RECOMMENDED to:

- (h) **take an appropriation of the land shown edged black and labelled A on the plan at nil charge for use as a Recreation Area and Nature Reserve; and**
- (i) **authorise the Director of Environmental Services to review the Adderbury Lakes Management Agreement dated 4 July 1985 to incorporate both current practice and allow the Management Committee to maximise its income from a variety of sources.**

20. **KEEN EDGE FOOTBRIDGE**

Report by Director of Cultural Services (**CS20**).

A proposal has been put forward by the local community for a footbridge to be built across the River Thames at Shillingford. The footbridge would join two dead end sections of riverside towpath, also public footpaths, and provide an opportunity for the Thames Path National Trail to be re-routed away from the busy A4074. A Keen Edge Footpath Development Committee has been established to progress the proposal and seek funding. The latter will rely upon Lottery money being made available, but in order to make application the eventual ownership of the footbridge needs to be established. The report recommends that the County Council indicate that in principle it is prepared to accept ownership, subject to a number of crucial conditions. These include the design and construction being to the County Council's requirements, the provision of a commuted sum for future maintenance and the agreement of the Countryside Commission to the route of the Thames Path National Trail being varied to use the bridge.

The Committee are RECOMMENDED to:

- (a) **agree in principle to accepting ownership of the proposed Keen Edge Footbridge to allow fund raising to proceed, subject to the conditions set out in the report; and**
- (b) **request that a further report be brought to a future meeting for a final decision when full details of the project are known.**

21. **REVIEW OF LIBRARY PREMISES**

Report by the Director of Cultural Services, Director of Environmental Services and the County Treasurer (**CS21**).

The report updates Committee on the Review, on the fifteen libraries in the first tranche (viz Adderbury, Banbury, Bicester, Botley, Burford, Bury Knowle, Charlbury, Chipping Norton, Didcot, Hook Norton, Kidlington, Milton under Wychwood, Sonning Common, Thame and Witney) and on the Central Library, Watlington and Woodstock libraries. In some instances (eg Milton under Wychwood) progress has been such, that it has been possible to bring options for Committee to consider at this stage, to determine the best way forward, and to test these solutions by public consultation. In other cases progress has been slower because of circumstances out of officers' control. Finally the report addresses PFI (Private Finance Initiative) strategies for this Review.

The Committee are RECOMMENDED to:

- (a) **note the progress on the individual libraries in the Premises Review;**
- (b) **RECOMMEND Strategy & Resources Committee to release £20,000 from Cultural**

Services' 1998/99 Minor Works Preparation Pool in order to provide independent boiler plan at Witney Library; and

- (c) **agree that Bicester Library Extension be included in the Preparation Pool and note that WS Atkins be commissioned to draw up plans to be subject in due course of a bid to Strategy & Resources Committee for funding the balance from the 1999/2000 Capital Programme.**

22. WHEELCHAIR ACCESS TO MOBILE LIBRARIES

The Council on 17 November 1998 referred the following motion by Councillor Brian Hodgson to this Committee to consider and to advise the Council:-

"that this Council:

- (a) notes that only three of Oxfordshire's seven mobile libraries are wheelchair accessible; and
- (b) requests officers to ensure that the mobile libraries which do not have wheelchair access are made accessible as soon as possible."

The Committee are asked to determine their advice to the Council.

23. BANBURY MUSEUM SERVICE LEVEL AGREEMENT

Report by Director of Cultural Services (**CS23**).

From 1 April 1998 the longstanding partnership arrangement with Cherwell District Council for Banbury Museum ceased. The report informs the Committee that since then the County Museums Service has been providing museum support services at cost. Cherwell District Council now wishes to formalise this arrangement in a Service Level Agreement. A copy of the Agreement, which has been approved by the County Council's Legal Services, has been deposited in the Members' Resource Centre.

The Committee are RECOMMENDED to authorise officers to sign the Agreement for the provision of museum services to Cherwell District Council.

24. MUSEUMS ACQUISITION AND DISPOSAL POLICY

Report by the Director of Cultural Services (**CS24**).

The Oxfordshire County Museum Service's Acquisition and Disposal Policy was last agreed by this Committee in May 1997. Following the new management arrangements for the Museums in Oxfordshire introduced in April 1998, the new museum governing bodies (Oxford City Council, Cherwell District Council, and West Oxfordshire District Council) were consulted for their views on the policy. No comments were received but the following amendments were recommended to the Museums Joint Sub-Committee in order to incorporate the new working arrangements. The Joint Sub Committee agreed the recommendation that 'each museum governing body is advised to adopt the Acquisition and Disposal Policy with the amendments as detailed'.

The Committee are RECOMMENDED to adopt the amendments to the Acquisition and Disposal Policy as outlined in the report.

25. ARCHIVES: COUNTY HALL BASEMENT ACCOMMODATION SURPLUS TO REQUIREMENTS

The Director of Cultural Services reports as follows:

The Archives searchroom, storage, and staff workrooms and laboratory are currently housed in the basement of County Hall. This space will become surplus to the requirements of Cultural Services when these facilities are moved to the new Oxfordshire Record Office, at the former St Luke's Church, in the year 2000. In order to assist in the planning of central office accommodation and the

estimating of premises costs and recharges the Committee are recommended to give this early signal to the Operations Sub-Committee.

The Committee are therefore RECOMMENDED to:

- (a) declare the current Archives searchroom and associated accommodation permanently surplus to Cultural Services Committee requirements on the understanding that it will not be vacated until all collections and facilities have been rehoused at the new Oxfordshire Record Office; and**
- (b) inform the Operations Sub-Committee accordingly.**

26. **ARCHIVES ON-LINE**

Report by Director of Cultural Services (**CS26**).

The report outlines the recent National Council on Archives paper relating to the creation of a linked network of electronic databases of archive holdings across the country, identifies the ways in which such a network would integrate with existing strategies of Cultural Services and seeks Committee endorsement of the aims of the project and the participation of the archives service in Oxfordshire within it.

The Committee are RECOMMENDED to endorse in principle the participation of the archives service in Oxfordshire in the creation of the proposed Archival Network for the United Kingdom.

27. **DATA PROTECTION ACT AND FREEDOM OF INFORMATION LEGISLATION**

Report by Director of Cultural Services (**CS27**).

In July 1998 the Government passed the Data Protection Act (1998) which included measures to prevent organisations from holding unnecessary personal information on individuals, either electronically or in hard copy, which could be used to the detriment of those individuals. Although the Act was intended to come into force in October 1998, the need to supplement it with Statutory Instruments will prevent it from doing so until an unspecified date in 1999. Contravention of the Act will be punishable with unlimited fines. At the same time, the Government issued a White Paper, "Your Right to Know", proposing Freedom of Information legislation which will oblige organisations, including local authorities, to make all the information they hold freely available to the public unless good reason can be shown for a particular piece of information being restricted.

The report outlines the implications for the Archives Service and indicates issues which should be addressed at a corporate level.

The Committee are RECOMMENDED to:

- (a) convey to the Government their concerns that the archival preservation of historically important documentation may be compromised unless appropriate safeguards are established by statutory instrument; and**
- (b) include in the Policy Plans the pressure to bring forward the appointment of two professional archivists, scheduled for the year 2000/2001, to 1 April 1999, to carry out surveys of records at risk in the county.**

28. **FRIENDS OF LIBRARIES**

Report by Director of Cultural Services (**CS28**).

A second Conference of the Friends of Libraries was held on Saturday 7 November in County Hall. It was attended by 55 representatives of all 14 Friends Groups from libraries across the County. In addition the Conference was attended by County Councillors, a representative officer from West

Oxfordshire District Council, 4 Town Council and 8 Parish Council representatives. The report outlines the matters raised and discussed.

The Committee are RECOMMENDED to note the report.

29. **NAMES OF LIBRARIES**

Report by Director of Cultural Services (**CS29**).

At the last meeting the Committee agreed to consult on the possible change of name of Bury Knowle, Milton-under-Wychwood, Peers and Temple Cowley Libraries. This report informs the Committee of the results of that consultation and seeks approval for the changes. The consultation took place over the period 9 October to 7 November. Comment forms were provided in libraries for the public to give their views and letters were sent to the relevant County Councillors, District/City and Parish Councils. Friends Groups, where they exist, were consulted as was Peers School.

The Committee are RECOMMENDED to approve the following changes of library names with effect from 1 January 1999:

- (a) **Bury Knowle to Headington;**
- (b) **Milton-under-Wychwood to Wychwood;**
- (c) **Peers to Littlemore Peers; and**
- (d) **Temple Cowley to Cowley.**

30. **NATIONAL YEAR OF READING**

Report by the Director of Cultural Services (**CS30**).

At the last meeting the Director was requested to report back on the progress of initiatives relating to the National Year of Reading and the Books for Babies campaign in particular.

The 'Books for Babies' promotion was launched in November as part of the library service's National Year of Reading initiatives. It aims to put across the messages that it is never too early to share a book with your child and that the library is one of the places to go to find books and information for young children.

Every library has put up 'Books for Babies' displays, promoted its picturebooks and Parents' Collections and held storytimes and other events on 13 November, 'Babies Book Day'. Overdue charges for children under five have been suspended during the National Year of Reading.

One of the aims of the campaign has been to target children and parents who have not used the library before. To reach them, a 'Reading Bus', working with the Oxfordshire Playbus, has visited communities where library use is low, and staff have taken a stand to stores and shopping centres across the county. Waterstone's bookshop has sponsored specially designed posters which have been displayed in shops, health centres and other community venues as well as in libraries.

Wide media coverage of the campaign has publicised both the National Year of Reading and the library service.

The Committee are RECOMMENDED to note the progress of initiatives to mark the National Year of Reading.

31. **COMMUNICATIONS FROM MEMBERS OF THE PUBLIC**

The Director of Cultural Services reports as follows:

The Committee have requested officers to provide a quarterly report on Communications from Members of the Public.

Letters of Appreciation

In addition to numerous oral expressions of gratitude, 20 letters of appreciation and 5 public comment forms have been received during this period. The nature of these comments is summarised as follows:

Staff attitude/efficient service	25
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Complaints

In this period 29 complaints were received, 10 were received by letter and 19 by the public comments forms. These have all been satisfied. The nature of the complaints is summarised as follows:

Effect of budget measures	9
Charges	6
Library procedures	4
Staff attitude	4
Audio Visual service	3
Buildings and equipment	2
Public Rights of Way Diversion Policy	<u>1</u>
	29

Samples of the correspondence have been deposited in the Members' Resource Centre.

The Committee are RECOMMENDED to receive the statement of communications from members of the public.

PROCEDURE

32. APPOINTMENTS TO OUTSIDE BODIES

Councillor Alan Robertson, the Committee's former Conservative Group Spokesperson, is standing down from two Category 'A' Outside Bodies, namely Chilterns AoNB Standing Conference and Southern Arts. The Conservative Group wish Councillor Norman Matthews, their current Group Spokesperson, to be appointed in his place. (The Committee appoint three members to each organisation).

The Committee are RECOMMENDED to consider appointments to the vacancies on Southern Arts and the Chilterns AoNB Standing Conference.

JOHN HARWOOD
Chief Executive

30 November 1998

NOTE FOR SPOKESPERSONS/GROUP LEADERS AND RELEVANT OFFICERS ONLY

The pre-meeting briefing will be held at County Hall on Thursday 3 December 1998 at 2.00 pm.

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS17

PUBLIC RIGHTS OF WAY MILESTONES STATEMENT - THIRD ANNUAL REPORT

Report by the Director of Cultural Services

Division(s) affected: All

Introduction

1. At their meeting on 4 December 1995 the MALL Committee approved the Public Rights of Way Milestones Statement. Production of such a Statement is a key element of the Milestones Approach developed by the Countryside Commission to help surveying and highways authorities address the challenge of working towards the national target that "all rights of way should be legally defined, properly maintained and well publicised by the end of the century".
2. The Milestones Approach requires a systematic stage-by-stage approach that can be used as a framework to meet the elements of the target. Only those authorities adopting the approach are eligible for Countryside Commission grant aid.
3. Included in the Milestones Statement is a commitment to monitor progress annually. As achievement is so closely tied to levels of resources the annual report is prepared for the period ending September each year, looking forward to the next financial year as well as back over the previous twelve months. The third such annual report has now been prepared and copies have been sent separately to Committee members and Group Leaders. Several copies have also been placed in the Members' Resource Centre.

Countryside Commission Position Statement

4. The Countryside Commission in its position statement "Rights of Way: Looking Beyond 2000" makes it clear that most highway authorities are not going to achieve the National Target by 2000. "Achieving this was always dependent on securing significant additional resources for rights of way (ROW) work by highway authorities. In practice, although there was a welcome increase in resources going into ROW work in the late 1980s and early 1990s this was from a very low base and has not been sustained by all authorities. In addition, the task has proved bigger than was originally recognised or acknowledged".
5. The Countryside Commission therefore sees the need to pursue the National Target beyond 2000 and this commitment has been endorsed by Government. The separation of the National Target from the artificial date of 2000 is to be welcomed and has been reflected in the Third Annual Report.

Milestones Annual Report September 1997 - September 1998

6. The Annual Report provides details of progress on each of the 18 component tasks in the Statement. The additional resources which would be required to achieve all tasks, many of them statutory duties, are quantified and targets revised accordingly. The key achievements during the 12 month period and the major tasks where lack of resources are impeding progress are summarised below:
 - (a) good progress has been made in processing changes to the Definitive Map and Statement. One modification order, for the South Oxfordshire area, was made during the period and preparations were begun for an order for West Oxfordshire (published November 1998). This has reduced the number of successfully determined applications awaiting an order from 18 to 7. The number of applications being investigated or awaiting determination has reduced from 33 to 24. By the end of the period there were just five applications awaiting determination. The removal of the previous backlog for this area of work is a significant improvement;
 - (b) work continued during the period on preparing the new Definitive Map and Statement for

the former (pre 1974) administrative county area of Oxfordshire. Following a review of this task it is considered more efficient to combine publication with an updated map for the Former North Berkshire area in 1999. This will achieve the major Milestones target of having an up to date Definitive Map and Statement by 2000;

- (c) in line with the low priority given to reclassifying Roads Used as Public Paths (RUPPs) no progress was made on this task. It remains to be tackled in the future at an estimated cost of £320,000 which includes 12 person years of staffing. It is possible that legislative changes may have a significant impact on this work and its resource implications. For that reason these estimated pressures have not been included in the Policy and Budget Plans for 1999/2001;
- (d) with Countryside Commission grant aid support the further development of databases to underpin maintenance and enforcement work was completed. 83% of the network is now available for use, up only 1.5% on the previous period. This illustrates that current levels of staffing and resources are insufficient to resolve the level and range of basic management problems arising on the network each year. Additional staffing costs of £68,000 p.a. would be required to help meet and sustain the targets for proper maintenance of the network;
- (e) for the first time a 5% sample survey of the condition of the network was carried out to meet new Audit Commission requirements. Results for the two indicators were:
- | | |
|---|-----|
| Percentage of paths easy to use: | 78% |
| Percentage of paths signed from roadside: | 74% |
- (f) the programme to sign all paths where they leave metalled roads continued, with 320 new signs erected and maintenance of existing signs continuing. The additional resources required to achieve full coverage were not available and budget cuts for 1998/99 will make this target more difficult to achieve. 1475 signposts are still required and all existing and new signs need maintenance. This is best tackled by a reinstatement of the £12,000 base budget for this work;
- (g) the programme to install missing bridges on the network continued, although reductions to this budget over recent years of £20,000 p.a. meant that the original target of all bridges in place by 1998 has not been achieved. 104 missing bridges are still required, whilst the remaining budget is increasingly needed to maintain existing bridges in a safe state for the public;
- (h) problems associated with farmers' failure to comply with their statutory responsibilities regarding ploughing and crops continued to be reported regularly by the public. Despite considerable staff effort with support from the National Farmers Union and Countryside Landowners Association there were no improvements in crossfield paths being reinstated after ploughing and kept free from obstruction by crops. Surveys indicated an improvement in the proportion of field edge paths left unploughed, but unfortunately many of these were overgrown due to the lack of resources to carry out the County Council's duty to clear surface vegetation (see below);
- (i) work on resolving surfacing problems and the annual clearance of surface vegetation, particularly from field edge paths, was severely limited. The resources necessary to meet the County Council's duties in full for these two areas is estimated as follows: £450,000 to remove the backlog of surface maintenance, plus an annual budget of £45,000 thereafter, together with a significant annual budget for removing surface vegetation, estimated at £57,000 per year;
- (j) developing and promoting the network for recreation was again limited during the period as existing resources are focused on priority statutory duties of definition, maintenance and enforcement. The second in a series of information sheets for landowners and farmers was published. A new leaflet guide to the Eynsham Circular walks was produced and a new scheme was introduced, using Countryside Commission grant aid, to help and

encourage local councils and other community groups develop their own local walks leaflets.

Financial and Staff Implications

7. The main resource implications are set out in paragraph 6 above. These indicate the extent to which statutory rights of way work would need to be financed to achieve the Milestones targets. These implications are presented as Policy and Budget Plan pressures elsewhere on the agenda.
8. Parish Councils and other community bodies are increasingly offering small financial contributions towards local one off maintenance and improvement works. This joint approach will continue to be promoted where appropriate.
9. The increased demands and expectations of the public, parish councils and others for a well managed rights of way network with up to date information place staff under great pressure. The limited resources to meet statutory duties in this area of work place additional stress on dedicated, experienced staff.

Environmental Implications

10. A well maintained and well promoted network is of value to people who live in and visit the countryside and can help raise public awareness of and care for the environment. Conversely, a poorly maintained network creates problems for both users and for farmers and landowners who suffer trespass and damage as a result.

Implications for People Living in Poverty

11. The public rights of way network extends across the whole county and is easily accessible from villages and the fringes of urban areas. As the recreational opportunities which the network provides are free at the point of delivery those living in poverty have equal access to these.

RECOMMENDATIONS

12. **The Committee are RECOMMENDED to:**
 - (a) **note the Third Annual Report and the Policy and Budget Plan implications for achieving the Milestones targets; and**
 - (b) **welcome the on-going financial support from the Countryside Commission for public rights of way management.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil

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30 November 1998

CULTURAL SERVICES - 7 DECEMBER 1998
AGENDA ITEM CS10

ZERO BASED REVIEW 1997/98: LIBRARY SERVICE
Zero-based Review - Overview Stage - Libraries

1 Terms of Reference

- 1.1 This overview stage of the Libraries Zero-based Review sets out to explore:
- a The future direction and development of the service and
 - b Opportunities for improving the cost effectiveness of the service over the medium term having particular regard to changes in demand and the impact of IT.
- 1.2 It should also be noted that the Library Service is also required to submit an annual Library Plan to the Government, which will address many of the issues raised in this report. The service is also currently subject to a District Audit study as part of the national Value For Money programme.
- 1.3 The Library service is also exploring a possible Private Finance Initiative to carry out a review of library premises, which might include elements such as replacement of Thame library, refurbishment of the Central Library, extension of IT into all libraries, and possible refurbishment of all libraries.

2 Background to the Service

Statutory Requirements

- 2.1 This is a statutory service provided under the Public Libraries Act 1964. It requires local authorities to provide a 'comprehensive and efficient' service without specifying the precise standards of provision. In practice it is assumed that some contraction of the service is possible without breaching statutory obligations. However legal challenges are likely if library closures are agreed.

Existing Provision

- 2.2 The service currently operates from 43 libraries and 7 mobile libraries. Net floor space per 1000 population is below the average for County Councils although we have an above average number of libraries relative to other counties. Only 13 service points (25%) are computerised which is a much lower level of provision than in most counties (average 54%).
- 2.3 There are 181 staff (FTEs) which is below average for the population in comparison to other counties. Since 1990 staff numbers have reduced by 10%. More detailed staffing data is listed below, although there are some issues about how useful comparisons may be.
- 2.4 Investment in book stock has dropped by 30% since 1990. In 1996/7 the bookstock comprised over 1 million items (1748 books per 1000 population) which is below average provision compared to other counties. Furthermore book acquisition has now fallen below the country average. Book issues for 1996/7 were also below average at 7462 per 1000 population pa. However our stock of audio visual/electronic material is relatively high, as are annual issues. This reflects in the high level of income generated by the service.

Demand

- 2.5 Nationally, there has been an overall drop of 19% in the last 10 years. In Oxfordshire there has been a 17% reduction in use of the service in the last 10 years. In 1996/7

alone there was a 5% drop in book loans nationally (OCC 4%). This trend reflects fewer visits to libraries as well as fewer book loans. All library authorities are suffering the same problem to a greater or lesser extent.

- 2.6 Part of the reason for this is the ever-growing leisure choices open to the public and the decline in reliance on public libraries for leisure reading. Developments in home entertainment, personal computing, the Internet and the explosion in television viewing choice exacerbate the problem. The reducing investment in the library book stock and reduced access to libraries that has resulted from budget cutbacks, has undoubtedly exacerbated the problem.
- 2.7 Older people are the heaviest users of the service and younger people are tending to use libraries less and less. If this trend continues the library service will face ongoing decline, unless radical change takes place to make library services relevant to the needs of the 21st century.

Costs

- 2.8 County authorities in general have the lowest costs for library services (Less than half the cost of inner London authorities). Furthermore Oxfordshire's revenue costs are below the County average although 10 counties do spend less per 1000 population than Oxfordshire. For example, Hereford & Worcestershire County Council spend 12% less than Oxfordshire.
- 2.9 Around 57% of Oxfordshire's service costs are concentrated in employee related expenditure and significant reductions have been made in staffing levels over recent years. We now have the lowest ratio of staff to population of any county. On average London boroughs have twice as many staff.
- 2.10 Supplies and services (25%) including the book fund represents a further major area of spending which has suffered major cuts in recent years. In Oxfordshire there has been a reduction in expenditure on the bookstock of £315,000 (30% of the budget) between 1991/92 and 1996/97 although in part this has been offset by the increased price competitiveness which has been brought about by the ending of the Net Book Agreement. Oxfordshire County Council is a member of the South East Counties Central Buying Consortium (CBC), which ensures the library service has favourable book purchasing terms. Expenditure on new books in Oxfordshire, at only £831 per 1,000 population is the lowest amongst all counties and is roughly half the English Counties' average of £1,566.
- 2.11 Central Support costs represent 16% of the total service running costs. Traditionally, this budget heading is used very differently by different authorities and can cover many different costs. However, it is clear that comparisons (based on 1998/1999 estimates) show that Oxfordshire spends almost twice as much (approx £0.7m) than an average group of other authorities. In addition, there is evidence to show that this budget has not been reduced at a comparable rate with other service budgets.
- 2.12 The Policy and Budget plans for 1995/96 resulted in cuts in the opening hours of seven main town libraries and all libraries closed for longer periods at Bank Holidays. Further reductions in service, which have had an impact from 1997/98, are as follows:
- * An average 15% reduction in opening hours of libraries
 - * The mobile library fleet will be reduced from 8 to 7.
 - * A small reduction in professional/ technical staff.
 - * The bookfund for 1998/99 has been cut by £256,400. The situation improves slightly in 1999/2000 when the cut will be £193,900
- 2.13 Premises are another major area of spending (14%). Cuts in this area have largely been in the form of reductions in opening hours, but these savings (e.g. from reduced energy costs) are small because the fixed costs of rent and rates remain at the same level.

Conclusions

2.14 There are a number of general conclusions that can be reached from the above broad analysis of the Oxfordshire Library Service. These are as follows:

- (a) the Oxfordshire library service has been subject to a number of cuts in service levels in recent years. These have primarily been focused on opening hours, with some reductions in support services and the bookfund
- (b) the Oxfordshire service operates from a large number of sites, although net floor space is below average, and the book stock size is below average. This implies that the service is spread thinly across many sites, as opposed to the policy in a number of other authorities where provision has been increasingly concentrated in larger sites
- (c) there may be anomalies in the amount spent on central Support costs compared with other authorities. However, this possibility needs further examination because of likely variations in costs attributed to this budget
- (d) whilst general staffing levels are below average, it appears that there may be a higher than average level of senior staffing. This may in part be accounted for by the large number of library sites
- (e) income levels are very good
- (f) public use of library services is declining, particularly amongst younger people. There is therefore a need for the Oxfordshire service to respond to this changing pattern of demand

2.15 By using these broad conclusions it is possible to examine the service in more detail under 3 main headings of:

- Future direction and policy decisions
- Operational efficiency
- Service developments

3

Options

Future Direction and policy decisions

Numbers of libraries

- 3.1 The general analysis shows that the Oxfordshire library service is spread over a large number of sites. Policy decisions to date have been to reduce service resources by focusing on reducing opening hours and cutting the bookfund, rather than on reducing the number of library sites. The exploration of the PFI option is further evidence of a desire to retain, and refurbish, all existing library sites. However, it is unlikely that this approach of 'trimming' services will continue to be sustainable if any further significant cuts are needed.
- 3.2 The evidence from the 1997/8 public consultation makes it clear that library closures are deeply unpopular. Proposals for closing libraries are likely to be challenged as breaching the statutory responsibility. Nevertheless if the decline in demand for the service continues at the rate experienced in the last decade, further consideration of library closures may be inevitable.
- 3.3 However any such action should be a last resort and if necessary should have regard to use made of the service points and the extent to which individual closures produce significant savings. There is little point closing very small libraries that yield very small savings without evidence that use of the facility had dwindled to a level where it is impossible to justify retention.

The future role of libraries

- 3.4 In the medium term if the service is to survive it needs to focus on its role as an information provider (reference material and access to electronic information) as well providing a good quality and accessible leisure reading facility which is relevant to the needs of modern society. Key to this will be the need to enhance access to electronic Information Systems (e.g. connection to Internet, in-house CD ROM network etc). To quote Chris Smith, the Culture Secretary, "Public libraries are the key to ensuring that our society does not become divided into one section with access to all the latest information through their home computers, and another with none."
- 3.5 This will require an investment that may only be achievable by reducing costs elsewhere in the service, or by pursuing new sources of finance e.g. through the proposed PFI scheme. It is estimated that an investment of £0.9m will be required over the next 5 years.

Operational efficiency

Computerisation

- 3.6 There seems to some potential opportunity for the future in reducing staffing levels through the incremental computerisation of the stock system, and the book issue system. This has the added benefit of both improving operational efficiency, and also providing opportunities for service improvement. For example a 'return anywhere' policy for book loans is only feasible if the whole network is computerised. The estimated cost of computerisation is £0.9m.
- 3.7 Nationally, there are a number of examples of computerised 'self-issue' systems being set up. There are initial set up costs both in terms of equipment costs, in initial promotion of the scheme, and in staff training and time to assist customers, but in the medium term there should be a consequent reduction in book issue work.
- 3.8 However, it is likely that such developments will only achieve savings within the larger libraries. It should be borne in mind that many rural libraries already operate on minimum staffing levels e.g. only one member of staff at any one time. Whilst the Council retains a large number of small libraries the opportunity for staff reductions from computerising the book issue system is likely to be limited to larger libraries.
- 3.9 Nevertheless, there is a clear need for further research and evaluation in this area.

Reducing opening hours

- 3.10 A reduction of opening hours of libraries by at least 15% has been approved for 1998/99. Further major cuts would seriously reduce access to the library service and could leave the library service open to legal challenge. It would also further deter use of the service. However it remains an option to use selectively to fine tune our response to local demand.

Premises costs

- 3.11 In 1996/97, £772,000 (11.5% of revenue expenditure) was tied up in library property costs (see Table 5 in the Appendix). Given the large number of sites we operate from it is surprising that this amount is very similar to our CIPFA 'family' average (11.1%).
- 3.12 Nevertheless, efforts should be made to reduce this by examining high cost sites to see whether a transfer to less costly premises might be achieved in the medium term. In Warwickshire and Gloucestershire the percentage of revenue expenditure tied up in property costs amounts to only 6.2%. In some cases it may also be possible to secure the sale and lease back of buildings in conjunction with district/ parish council support.
- 3.13 Further options include working with other agencies, including district, parish and town

councils, to offer joint use of library premises. Libraries could also serve as one-stop-shops and facilities could be offered for use by other statutory and voluntary organisations.

Central Support costs

- 3.14 There is some evidence to show that these costs in Oxfordshire are comparatively high, and have not been reduced at the same rate as other service budgets over recent years. However, the central support budget is used in different ways by many authorities, and therefore more detailed examination is needed to determine whether there is any scope for rationalisation here.

Staffing costs

- 3.15 A benchmarking exercise has been carried out to identify the potential for savings in staffing costs. A comparison with neighbouring authorities showed that Wiltshire had low average salary costs and Oxfordshire had one of the highest, with the difference being well over £2,000 per person. See Tables 1 and 4 in the Appendix.
- 3.16 These figures need to be treated with caution, primarily because they relate to Wiltshire immediately prior to local government reorganisation (i.e. the loss of Swindon to unitary status), which has resulted in major changes to staffing structures and levels.
- 3.17 However, the general thrust of these figures is supported by recent Government figures for 1998/99 (Department for Culture, Media and Sport) which show that the average Oxfordshire employee cost is £17,781, compared to £17,170 for other authorities. The analysis does, therefore, indicate some areas of potential interest that may be worth exploring further when more up to date and stable information becomes available.
- 3.18 Analysis was carried out using 1997/98 staffing data from Oxfordshire and Wiltshire in order to identify areas for potential savings. This work revealed some noticeable differences:-
- a Oxfordshire's number of full time staff per head of population is comparable with Wiltshire.
 - b We pay, on average, 20% more per f.t.e. than Wiltshire.
 - c We pay more through all levels of staff, with the largest variance being amongst library assistants and support services staff.
 - d The biggest difference in salaries is for library assistant posts, where we pay, on average, 19% more than Wiltshire.
 - e We have a higher proportion of senior staff to junior staff than Wiltshire. (See tables 2 and 4 in the Appendix)
- 3.19 Much of the variance is due to the fact that the Library Assistant posts in Oxfordshire are graded on Scale 2 whereas in Wiltshire they are graded Scale 1. This policy decision on grading was taken in the late 1980s because of staff recruitment difficulties being experienced as a result of economic boom and low unemployment. Similar economic conditions are also prevalent at the current time.
- 3.20 However, assuming a turnover of around 15 full time library assistant posts (based on current year's staffing figures), the reintroduction of Scale 1 grading could result in first year savings of up to £8,000. There would also be similar savings in subsequent years although staff turnover in subsequent years may in part be amongst the same posts as the previous year. Ultimately staff costs might be reduced by around up to £80,000 pa. However, this option could add to recruitment difficulties and adversely affect morale. It is not felt that the potential saving is large enough to justify a change of grading particularly as the change is likely to adversely affect morale and recruitment.
- 3.21 Another factor may be that Oxfordshire use part of their budget for casual/relief staff costs, which is considered to be a cheaper and more flexible alternative to established

posts for covering leave and sickness. That staff time is not included in the establishment numbers, which causes an increase in the cost per member of staff figures.

Senior Staff

- 3.22 Comparisons do suggest that Oxfordshire appears to have a higher proportion of senior staff (SCP 29 and over) to junior staff than Wiltshire (see Table 2 in Appendix). In Oxfordshire there is a senior member of staff to every 4 junior members, whereas in Wiltshire the ratio is 1:5. Further evidence of this is that there is also a higher proportion of management staff (SCP 29 and above) per library than in Wiltshire. In part this is a reflection of the lack of investment in IT to improve management effectiveness, and the large number of libraries maintained in Oxfordshire.
- 3.23 Although there are some difficulties with the comparisons with Wiltshire, it should be a medium term objective to examine this potential issue in more depth once better information becomes available.

Service Development

Income generation

- 3.24 Options for cost reduction/income improvement are limited. The statutory requirements inhibit radical change. For example it is not possible to charge for book lending or library membership. Nor is it possible to discontinue the service. Experiments elsewhere to externalise the service have not produced favourable outcomes. However there is potential for modest improvement over the medium term.
- 3.25 Oxfordshire already has a high level of income generation and only Buckinghamshire and Bristol have been more successful. The service has already taken action to benchmark with Buckinghamshire and has adjusted its charging strategy to mirror key elements of the Buckinghamshire approach. This was reported to MALL Committee in December 1997 and is expected to increase income in 1998/99 by 8.3% i.e. a £68,000 increase to £886,900 pa. The outcome of these changes should be evaluated before any further changes are contemplated.
- 3.26 Some parishes and groups of local people ('friends' of libraries) have indicated that they are prepared to 'top up' the budgets for their local libraries to ensure that they are not closed or made to suffer a reduction in opening hours. Although it is encouraging to see such support for the library service there is a real problem that a two-tier level of service will emerge in Oxfordshire. Some libraries, especially in the poorer parts of the County may be unable to attract such financial or even voluntary support and therefore may suffer disproportionately. There is also the question of whether such voluntary sources of income are secure and sustainable in the longer term. Nevertheless, the potential for financial support will need to be exploited where it is feasible to do so.

New services

- 3.27 There are a range of additional services which libraries might provide in order to produce income:
- * book selling on behalf of publishers
 - * 'gold service' offering enhanced access to new books, delivery service etc.
- 3.28 These options are being explored further but are likely to be labour intensive to operate and therefore run contrary to any moves to minimise staffing. There may be scope for joint use of library premises with other agencies, such as district councils. Libraries are already focal points for local communities and therefore have the potential to serve as 'one-stop-shops', particularly in more rural parts of a district. Savings may be achieved through the joint funding of staff and premises. However, libraries are not always perceived as the most obvious venue for a 'one-stop-shop' and unless there is general

agreement between the various agencies this approach will fail. This needs to be explored further in the context of the Communities in Partnership initiative.

- 3.29 Other agencies and community groups could also use libraries for meetings/ surgeries. This already happens in many libraries but increased lettings may be achievable.

4. **Conclusion**

- 4.1 The library service needs to reverse the trend of declining demand and reshape itself to meet the needs of the 21st Century. There is evidence that the service is perceived as being less relevant to the needs of younger generations and this problem needs to be addressed. This will require investment that may have to be found largely from within existing resources. This problem faces all library authorities but is exacerbated in Oxfordshire by the above average numbers of libraries, the lack of investment over recent years and the low cost base from which we start.
- 4.2 The scope for saving money by reducing access and reducing expenditure on the bookfund is now very limited. New ways of delivering services will have to be considered. Partnerships (such as the P.F.I. option now being explored) will become more important - both in terms of providing funding and as a means of providing expertise for services that the community will demand in the future.
- 4.3 The Council will need to be innovative and consider new ways of generating income - it needs to keep pace with I.T. developments such as Internet access, CD-ROM technology, automated self-service terminals and self-reservation systems. With the aid of I.T., libraries could achieve staffing reductions and could offer an enhanced service provision e.g. support for independent study, enhanced reference services and tailored provision to specific client groups.
- 4.4 These issues will be reviewed in more detail in the preparation of an Annual Library Plan (which is now required by the Department for Culture, Media and Sport), and by District Audit as part of the national Value For Money study currently underway.

5 **Recommendations**

Future Direction and policy decisions

- 5.1 The MALL Committee should address the need for the library service to respond to changing patterns of demand, including considering the investment needs of the service.
- 5.2 MALL should continue its exploration of possible P.F.I. options to improve the current services, with a particular emphasis on schemes that support the core business.
- 5.3 There is concern that the current numbers of libraries may become unsustainable, and the MALL Committee should review its policy approach of maintaining a large number of library sites, whilst reducing resources available to spread across these sites.

Operational efficiency

- 5.4 The County Librarian and Assistant Chief Executive to examine opportunities to introduce self service arrangements in larger libraries.
- 5.5 The County Librarian and Director of Environmental Services to further examine opportunities for reducing property costs by moving from expensive premises and consider options for the joint use of existing premises, e.g. offering a library service in schools.
- 5.6 The County Librarian to examine Central Support costs in more detail, with particular reference to comparisons with other authorities, and to local trends in recent years

- 5.7 The County Librarian to review the staffing structure, with particular attention to the senior staffing complement, once more up to date and stable statistical comparator information is available.

Service Developments

- 5.8 The County Librarian to promote partnership arrangements with District/ Town/ Parish Councils and with community groups with a view to broadening the financial support for local libraries.
- 5.9 Opportunities for providing new services that produce income to be kept under review by the County Librarian.

General

- 5.10 Progress to be reviewed and reported to the MALL Committee in 12 months.

CULTURAL SERVICES - 7 DECEMBER 1998
AGENDA ITEM CS11

ZERO BASED REVIEW 1997/98: OXFORDSHIRE ARCHIVES AND THE CENTRE FOR OXFORDSHIRE STUDIES

1. Introduction

Two separate reviews were originally scheduled for these two services. In the event it was felt that the services were so closely related from the user's perspective that a joint review would be more useful. In addition, comparative information for the Centre for Oxfordshire Studies, which does not constitute a separate budget heading, is scarce. (In Oxfordshire the budget for this service is included within the overall Museums budget, but in other authorities similar services are often included within the Libraries budget.) This would have further limited the usefulness of a freestanding review of the Centre for Oxfordshire Studies.

2. Basis of service provision

The Authority is obliged to maintain a Sites and Monuments Record and to use this as the basis for ensuring that archaeological remains are identified and protected within the context of development planning. This is located within the Centre for Oxfordshire Studies.

The library collections in the Centre for Oxfordshire Studies have their statutory basis in the Public Libraries and Museums Act 1964.

A number of Acts of Parliament impose a statutory duty on local authorities to provide care for certain categories of public records including local government records, parish records and other documents.

The Acts also give authorities discretionary powers to provide care for private archives of historical importance. In common with other counties, Oxfordshire has chosen to exercise these discretionary powers as well as fulfilling its statutory obligations.

A British Standard (BS 5454: ***Storage and exhibition of archival documents***) lays down the conditions in which archival material must be held. Failure to comply with the standard can lead to action being taken against the authority by the Lord Chancellor's Office. Oxfordshire does not currently meet this standard and the Lord Chancellor's representative has stated that the only reason for action not having been taken against the authority is the proposal to move the archives service to a site where the standard will be met.

3. The relationship between Oxfordshire Archives and the Centre for Oxfordshire Studies

The Centre for Oxfordshire Studies was established in 1991 to bring together a wide range of local studies and family history resources. It includes a local studies library, a family history centre, collections of maps, photographs and oral history tapes, and the county's sites and monuments record. The budget for the Centre is currently £367,700 while the budget for Oxfordshire Archives is £301,400.

In general, Oxfordshire Archives holds primary sources - the original documents - and the Centre for Oxfordshire Studies holds more secondary sources and non-documentary material. But the distinction is not always an easy one for the casual user to grasp and some material - such as census returns on microform - is held in both places.

The shared customer base of these services was noted in the Service and Budget Review of the Museums Service carried out in 1994, which incorporated a review of the Centre for Oxfordshire Studies. Although there are distinctions between Oxfordshire Archives and the Centre for Oxfordshire Studies in terms of (a) their statutory roots and (b) the professional background and qualifications of their staff, members of the public who use one service are frequently users of the other as well. One of the proposals arising from the 1994 Service and Budget Review was therefore:

"Within five years, to combine the Centre for Oxfordshire Studies with Oxfordshire Archives on one site to improve efficiency and public access and to consider the possibility of including museums and Victoria County History to create a historical information and resource centre."

This vision has not been realised for a number of reasons. The likelihood of finding a city centre site capable of accommodating all these functions was always very limited. The Castle/Prison development appeared to offer a solution, but this was not explored beyond a preliminary stage because of the strong likelihood of increased costs to the County Council and of restrictions being placed on potential developers for the commercial use of the site. At the same time, the offer by the Diocese of premises for Oxfordshire Archives at St Luke's Church, Cowley, plus the possibility of Heritage Lottery Funding, presented an opportunity for a low-cost solution to the long-standing problem of adequate accommodation for Oxfordshire Archives. Although less than ideal in public service terms, the arrangement means that the County Council is only having to meet 22% of the capital costs. The implications of the move to St Luke's are discussed in more detail in section 7.

4. Current level of provision

Budgets

(a) Archives Budget

The budget for Oxfordshire Archives is just over £300,000. Only two other counties (Buckinghamshire and Northumberland) have smaller archives budgets than Oxfordshire.

(b) Centre for Oxfordshire Studies Budget

The budget for the Centre for Oxfordshire Studies is included within the overall Museums Budget and is £367,700.

Staffing

(a) Archives Staffing

Oxfordshire Archives employs 9.4 FTE staff, allocated as follows:

County Archivist	1 FTE
Senior Archivist	1 FTE
Archivists	3.4 FTE
Archives Assistants	2 FTE
Conservator	1 FTE
Modern Records Clerk	1 FTE

(b) Centre for Oxfordshire Studies Staffing

The Centre for Oxfordshire Studies employs 13.7 FTE staff, allocated as follows:

Head of Oxfordshire Studies	1 FTE
Secretarial Support	0.5 FTE
Archaeologists/Sites and Monuments Record	5 FTE

Photographic and Oral History Archive	1 FTE
Local Studies	6.2 FTE

5. Comparative statistics

Comparative data on the services provided by the Centre for Oxfordshire Studies is difficult to obtain as other authorities provide comparable services in a variety of ways. In many instances the equivalent services are included within the Libraries budget but others, including Oxfordshire, locate them within the Museums budget. County Archaeology Services in other authorities are often located within Planning Departments.

A selection of indicators for the archives service only, showing Oxfordshire's position relative to four neighbouring counties (Buckinghamshire, Gloucestershire, Northamptonshire and Wiltshire), is therefore given below. Figures were not available for Warwickshire which would normally have been included for comparative purposes.

- Staffing** Oxfordshire Archives has the lowest number of staff (9.4 FTE) among the group of comparator counties and is in fact the lowest of any English county. The average across the five comparator counties is 14.9 FTE.
- Opening hours** Oxfordshire Archives is open to the public from 9.00 to 5.00 Monday - Thursday. These are significantly shorter opening hours (32 per week) than the other counties in the comparator group; the average across the five counties is 42 hours per week.

(The Centre for Oxfordshire Studies is open to the public on Mondays, Tuesdays, Thursdays, Fridays and Saturdays for a total of 42 hours per week.)
- Expenditure** Within the comparator group, only Buckinghamshire (budget £215,234) spends less on its archives service than Oxfordshire (budget £301,400). This is accounted for by a lower spend on premises and support services, which is partially a reflection of different internal accounting and recharge arrangements. The average across the five counties is £434,031.
- Expenditure per head of Buckinghamshire population** Within the comparator group, only Buckinghamshire spends less per head of population (32p) than Oxfordshire (50p) on its archives service. The average across the five counties is 78p.
- Salary costs per member average of staff** Despite its low budget, Oxfordshire Archives' salary costs are the highest in the comparator group at £19,798, compared to an average of £17,810. This is because Oxfordshire employs mainly professional staff and very few support staff in its archives service.
- Income generated** Compared to the comparator group, Oxfordshire Archives generates relatively little income (£10,300 against an average of £43,400).

Income represents 3.4% of the archives budget in Oxfordshire, compared to an average across the five counties of 9.7%.

Source: CIPFA estimates 1997/98

The comparative statistics indicate very little scope for savings to be made within Oxfordshire Archives. Only Buckinghamshire has lower salary costs than Oxfordshire, and this reflects the fact that the post of County Archivist in Buckinghamshire was vacant when the statistics were drawn up (in 1996/97 Buckinghamshire actually spent £14,000 more on staff than Oxfordshire). On the other hand Oxfordshire Archives has high *per capita* salary costs as it employs predominantly professional staff with a low ratio of support staff.

The balance between professional staff and support staff in Oxfordshire Archives should be reviewed as circumstances permit in order to ensure that professional staff are not undertaking duties that could be more effectively carried out by support staff.

6. Income generation

(a) Oxfordshire Archives

One area where Oxfordshire Archives does appear to perform comparatively poorly is in income generation. In 1997-98 the service generated around £11,000. (Approximately 50% of this comes from the provision of specialist advice to outside bodies including Oxford City Council, other local authorities, and local schools and colleges; the remainder comes from research undertaken for the public and from providing copies of documents.) Two counties with much higher levels of income generation - Gloucestershire and Northamptonshire - were therefore contacted for further information.

In Northamptonshire the income figure was found on closer examination to consist mainly of recharges to other County Council departments for the management of their records.

The introduction of such charges in Oxfordshire as a vehicle for encouraging departments to review the way in which their documents are archived is recommended.

Gloucestershire also makes a departmental recharge, but in addition £9,500 is generated annually through a daily entry charge of £2 per head for the search room. There are some exemptions (people on income support, people looking at their own family documents etc) but 80% of visitors pay the entry charge. No charge is made for entry in Oxfordshire, but a charge is made for booking a microform reader (£1 for up to three hours, £2 for over three hours).

Admission charges are problematic since the Public Records Act 1958 stipulates that no charge can be made for consulting public records, and the Local Government Act 1972 stipulates that most local government records must be freely available to any elector. In effect therefore only Diocesan archives, private archives and certain "background" local government papers could be subject to a charging policy. However the St Luke's agreement explicitly prohibits charging for access to the Diocesan archives, and the authority's standard terms of agreement with depositors of private archives also state that there will be no charge to the public for consulting them. Charges for admission could not be levied in the Centre for Oxfordshire Studies under the Public Libraries and Museums Act 1964. Against this background it is difficult to see how a workable system of admission charges could be implemented, but the legal position needs to be clarified so that the potential for income generation through admission charges can be assessed. For example, is there a difference between charging for entry to the building and charging for access to material?

A definitive legal opinion on admission charges to Oxfordshire Archives should

be sought so that the potential for income generation can be accurately assessed.

Gloucestershire also generates over £10,000 annually through sales of publications, photocopying etc, but this is against a background of a budget, staff complement and searchroom capacity which is significantly larger than Oxfordshire's. Comparisons in this area are in any event difficult because in Oxfordshire many such sales take place in the Centre for Oxfordshire Studies.

(b) Centre for Oxfordshire Studies

The Centre is more successful in terms of income generation, having generated over £13,000 of income during 1997/98 against an estimate of £7,500.

Despite a number of caveats, there is still a case for reviewing income generation from internal and external sources in Oxfordshire Archives and the Centre for Oxfordshire Studies to ensure that its contribution to budgets is maximised.

7. The Move of Oxfordshire Archives to St Luke's

The Council has taken a decision to move Oxfordshire Archives to the site of St Luke's Church, Cowley. The existing County Hall basement area will be vacated, except for the Records Management Service which will then be able to expand.

The capital funding for this project is being contributed as follows:

*	National Heritage Memorial Fund	66.00%
*	County Council	21.75%
*	Oxford Diocese	12.25%

It is possible that the County Council's share of the capital costs (£0.7m) may be provided through the Prison development project. Alternatively it may be found through delaying other capital projects.

In exchange, Oxford Diocese requires that the Diocesan and related archives should be maintained in the new accommodation in conditions that meet the relevant British Standard, and made available to the public to consult. An agreement with the Diocese already exists, but backlogs of cataloguing have been allowed to build up because of staff shortages and the level of public access has been limited by lack of resources.

The National Heritage Memorial Fund has attached a number of conditions to its funding of this project. These include:

- * an additional 5.6 FTE staff must be appointed to the service from the opening of the new office for a period of at least five years (estimated cost £84,000 pa);
- * additional revenue funding must be granted to the service to enable it to carry out the approved purposes of the project (estimated cost £77,000 pa, which will be found from savings on current revenue expenditure).

Increased operational costs of a further £15,000 pa have also been identified and these will also need to be found from within existing DLA resources.

Given that the Council's Service and Budget Planning is based on the assumption of a standstill budget for the next three years, compensating savings of £99,000 pa from 1999/2000 onwards still need to be identified in order to fund this additional revenue expenditure.

The National Heritage Memorial Fund has specified a number of detailed outcomes which it expects the St Luke's project to deliver in areas such as strongroom capacity and standards; numbers of readers who can be accommodated; extended opening hours; better workroom and conservation facilities; new IT systems;

and public lecture, exhibition, video and refreshment facilities.

8. The Future Relationship of the Archives Service and the Centre for Oxfordshire Studies

The move of Oxfordshire Archives to a site on the periphery of Oxford raises the issue of the future relationship between this service and the Centre for Oxfordshire Studies, which is based in the Central Library.

The Department of Leisure and Arts currently issues a joint User's Guide to both services, which states:

"The Centre for Oxfordshire Studies and Oxfordshire Archives are two sides of the same coin ... So visit them both. Otherwise you'll only get half the story."

This advice may be appropriate when the two services are only a few minutes' walk apart, but it will be much more problematic when the two services are located several miles apart. There are plans to link the two sites through the use of information technology and funding is being sought for the provision of more integrated access. Catalogues for both collections will be available at each site, but users are nevertheless likely to experience inconvenience.

A copy of the User's Guide is included with this review, as it clearly highlights the degree of overlap between the two services from the user's perspective. The public perception of overlap is likely to increase rather than decrease with the move of Oxfordshire Archives to St Luke's, since this will enable a more "user-friendly" archives service to develop, with exhibition space and coffee shop facilities. It is envisaged, for example, that closer relationships with local history groups will develop when there is proper space to accommodate them for lectures and presentations. This will change the nature of the relationship between the two services, and this change should be planned now in a way that will ensure the most effective use of the Council's resources. The possibility of co-location at some future date should not be ruled out.

The Head of Heritage Services (to whom both the County Archivist and the Head of Oxfordshire Studies report) should take steps to integrate planning, management and service delivery arrangements in order to make the best use of the limited resources available and to ensure that users are not confused or inconvenienced by the existence of two closely linked services.

9. Options

Options for change are limited by the commitment that has been made to the St Luke's project. Oxfordshire Archives is now in effect bound by an agreement which not only severely limits the options for discontinuing discretionary areas of activity, but also commits the authority to increased expenditure.

There is no prospect in the short term of co-locating the two services as recommended in the Service and Budget Review carried out four years ago. Steps therefore need to be taken to minimise the potential negative impact of the move on service users (eg by improving electronic links between the two services). The possibility of co-location in the longer term should not be ruled out.

In order to fund the increased expenditure associated with the relocation, discretionary activities should be systematically reviewed in order to identify possible savings; income maximisation should be pursued; and closer integration in service planning, management and delivery should be explored.

10. Conclusions

- * **Oxfordshire Archives currently operates at a very low level of funding and as a result is failing to meet the relevant British Standard. Comparative data does not readily identify options for further savings and there are considerable obstacles to discontinuing discretionary activity.**
- * **Comparative data relevant to the Centre for Oxfordshire Studies is not readily available.**

- * **The co-location of Oxfordshire Archives and the Centre for Oxfordshire Studies was recommended in a Service and Budget Review undertaken four years ago. No suitable accommodation for this purpose has been identified and the relocation of Oxfordshire Archives to Cowley will mean that the two services will in future be located several miles apart. However they will continue to serve a very similar customer base and further integration of service planning, management and delivery should be pursued in order to provide users with an efficient and effective service.**
- * **The decision to move Oxfordshire Archives to St Luke's has significant additional revenue implications (£99,000 pa from 1999/2000) for which compensating savings need to be identified.**
- * **Income generation from both internal and external sources (including recharges to departments for the storage of their records) should be maximised as part of the overall service plan for both Oxfordshire Archives and the Centre for Oxfordshire Studies.**

11. RECOMMENDATIONS

- * **The Director of Leisure and Arts should identify compensating savings of £99,000 from within the MALL budget from 1999/2000 onwards in order to fund the additional revenue implications of moving Oxfordshire Archives to St Luke's. The exercise to identify these savings should include:**
 1. **A review of discretionary activities in both Oxfordshire Archives and the Centre for Oxfordshire Studies;**
 2. **A review of the balance between professional and support staff;**
 3. **Proposals for income maximisation from both internal and external sources (including charges to departments for the archiving of their records and clarification of the legal position on admission charges);**
 4. **Proposals to integrate the service planning, management and delivery arrangements of Oxfordshire Archives and the Centre for Oxfordshire Studies.**
- * **Proposals agreed as a result of this exercise should be subject to review 12 months after the date agreed for their implementation.**

Personnel, Policy and Review Unit

September 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS12

BETTER GOVERNMENT FOR OLDER PEOPLE

Report by the Director of Cultural Services

Division(s) affected: All

Introduction

1. The Strategy and Resources Committee at its meeting of 27 October requested each programme committee to submit a report on its action plan for the Better Government for Older People project. This two year project is a Government initiative which aims to involve older people in the development and delivery of services.
2. Oxfordshire County Council is one of only 28 authorities accepted to take part in the pilot project. The County Council's mission statement for the BGOP project states: "Oxfordshire County Council will, in partnership with other agencies, work with older people to extend as far as possible the 'third age' of everyone in Oxfordshire, and to ensure that services for the 'fourth age' meet the needs of older people in the best ways that are possible." (The third age is that of retirement from employment and the responsibilities of dependent children; the fourth age is that of very old age, physical and mental degeneration. For the purposes of this project the term 'older people' includes people of 50 or over.)
3. Cultural Services is fully committed to the project through its nominated lead officer and with the support of its management team. The following Action Plan highlights some of the work identified as particularly relevant to the Better Government for Older People project and it is arranged under the five objectives agreed as the basis for the Oxfordshire programme.
4. Action Plan
 - (a) **"Making it easier for older people to access services which could improve their quality of life"**
 - (i) Promotion of reading to improve the quality of life. The National Year of Reading is targeted at all age groups and is being promoted through libraries. In the autumn of 1999 the focus of the campaign will be older people and promotions will be aimed specifically at this group. The local impact of the project will be evaluated and ideas and initiatives will be developed as part of the 1999/2000 service plan/.
 - (ii) The Museum Box scheme plays a significant part in promoting reminiscence and discussion with older people. Themed collections of objects are available for hire for Elderly Persons Homes and other establishments. The scheme will be promoted and developed further during 1999/2000 based on feedback and evaluation from users of the scheme.
 - (iii) The network of 43 libraries and 7 mobile libraries offers local access to the service across the county. Libraries are an important source of information and will also present an ideal network to promote the work of the Better Government for Older People project.
 - (b) **"Providing services which prevent, delay or reduce levels of dependency"**
 - (i) The Library Service works in partnership with the WRVS to provide a Books on Wheels Service for housebound people throughout Oxfordshire. This service enables many elderly people to remain members of their local library and have books delivered to their homes on a regular basis. Residents of Elderly Persons Homes can make use of the larger collections of library books which are also

regularly exchanged. The mobile library service visits a large number of sheltered housing schemes in the county. These services provide a range of alternatives for elderly people who are unable to visit their local library for themselves. The Annual Library Plan includes improving services to housebound people in its objectives.

- (ii) Cultural Services is currently implementing an Action Plan for the Disability Discrimination Act. Many of the improvements to the services which are planned or already in place will benefit older people: clear print guidelines, access audit for all buildings, staff training programme in disability awareness. Large print books and books on cassettes are standard services for people with impaired vision available in all libraries.
- (c) **"Using all available information and other sources to ensure good practice."**
- (i) Current awareness and information from all relevant professional bodies such as the Library Association and the Museums Association is used to guide service developments in Cultural Services.
 - (ii) Consultation with other County Council departments, local and national organisations and older people themselves as part of the BGOP project will help to inform future developments.
- (d) **"Making sure that all relevant organisations work together to integrate services for older people."**
- (i) This department works successfully with Social Services on such schemes as the Museum Boxes and with the WRVS for the Books on Wheels service. Co-operation and joint projects are featured in the Library Plan.
 - (ii) The Wheatley Reminiscence Project is a good example of partnership work between Social Services, Community Education, and Cultural Services. Wheatley Library hosted an exhibition of work which involved local people from the Wheatley and Holton area. The exhibition opened on 1 October, the International Day of the Older Person. A second project is planned for early 1999 which will involve creative writing for older people. The project is being led by Social Services and a bid has been made to the Joint Finance fund.
 - (iii) The library service is committed to developing its links with the Education Department to enhance the library service role in lifelong learning.
- (e) **"Responding to the needs of this and future generations of older people."**
- (i) Consultation has been a key aspect of the recent changes to the library service. The needs of older people will be considered in all consultation exercises by including information on the age groups of respondents.
 - (ii) The department will work with the BGOP project to improve its consultation and involvement with older people and relevant organisations.

Financial and Staff Implications

5. The measures identified as relevant to the project have been chosen from the current and planned work of the department. Future developments arising from the project may have additional financial implications for Cultural Services, although some 'seed money' may be available for specific projects. There are no direct staff implications arising directly from this report. There is a nominated lead officer who is a member of the BGOP officer group. All staff in the department will be informed of the progress of the project and will be encouraged to recognise its importance in their own areas of work.

Environmental Implications

6. There are none arising directly from this report.

Implications for People Living In Poverty

7. Many older people are on low incomes and the project will give an opportunity for the needs of this group to be recognised and included in the development of services.

RECOMMENDATION

8. **The Committee are RECOMMENDED to:**

- (a) **endorse the Action Plan for the Better Government for Older People project at paragraph 4 of the report; and**
- (b) **submit the report to the Strategy & Resources Committee.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil

Contact Officer: Keiron Shortt, Assistant County Museums & Heritage Officer
Tel. 01865 810557

30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS18

AREAS OF OUTSTANDING NATURAL BEAUTY

Report by the Director of Cultural Services

Division(s) affected: All

Introduction

1. The national and local profile of Areas of Outstanding Natural Beauty (AONBs) has grown in recent years. This report updates the Committee on two national issues and recent decisions from the Cotswolds and Chilterns AONBs.

Association for Areas of Outstanding Natural Beauty

2. At its meeting on 16 March 1998 the Committee considered the proposals for an association to provide a national voice for the 41 AONBs in England and Wales. The Committee resolved to support the proposal in principle, but asked that concerns regarding the membership and financing of the proposed association be drawn to the attention of the national Steering Group.
3. The concerns expressed reflected the feeling of many involved that the Association should draw its membership and finance from the Joint Advisory Committees (JACs) for AONBs rather than from the individual constituent local authorities. This view has been taken on board. However, as not all AONBs are managed through JAC partnership arrangements Association membership is open to both JACs and individual authorities. It is the view of the Cotswolds AONB JAC and the equivalent for the Chilterns AONB, the Chilterns Conference, that membership of the Association should be through their corporate membership, rather than individual membership by constituent authorities.
4. The Association for AONBs was formally launched on 4 December 1998. The launch event took place at the Royal Agricultural College, Cirencester, within the Cotswolds AONB, hosted by Cotswolds District Council.

Countryside Commission Advice to Government

5. At the meeting on 8 December 1987 the Committee considered a Countryside Commission consultation paper on improving the funding and management of AONBs. The paper set out a number of options and the Committee confirmed support for a package of a special AONB grant scheme providing long term core funding from central government linked to legislation to give local authorities statutory duties to manage AONBs, together with a special AONB project challenge fund.
6. The Countryside Commission has subsequently published its report "Protecting Our Finest Countryside: Advice to Government" which draws on the results of last year's consultations. A copy of the report has been placed in the Members' Resource Centre.
7. The Countryside Commission's recommendations include all three of the principles supported by the Committee, and the majority of local authorities, in the consultation response. The Commission also calls for an end to arguments about first and second division designated areas and for the Government to confirm that the qualities of National Parks and AONBs are equivalent. Unfortunately the Commission has not taken this a stage further to lobby for true parity and the anomaly remains of 75% funding for National Parks and only 50% recommended for AONBs.
8. The Steering Group for the Association for AONBs (see above) has asked local authorities to urge the Government to implement the Countryside Commission's recommendations but to stress that AONBs should also receive a 75% grant fully to reflect their national purpose of designation.

Cotswolds AONB

9. The Cotswolds AONB JAC approved a number of far reaching and long overdue developments at their meeting on 4 November 1998. These included:
- (a) Cotswolds District Council to take over from Gloucestershire County Council as host authority from 1 April 1999;
 - (b) the JAC to be replaced by a new Cotswolds AONB Partnership from 1 April 1999. It is hoped that the new body will re-focus the vision for the AONB and help achieve it through influencing the individuals and organisation who can implement the management strategy; and
 - (c) the appointment of a new post of Director of the Cotswolds AONB Partnership to manage the Cotswolds AONB Service staff and steer the strategic development of the Partnership.
10. A new simpler Partnership agreement is being drawn up to replace the present JAC constitution. The draft agreement will be circulated to the Solicitors of all the constituent local authorities for comments, with a view to its being finalised in time for implementation with effect from 1 April 1999.

Chilterns AONB

11. Within the Countryside Commission's advice to Government on the future of AONBs (see above) a number of options for management arrangements are suggested. These range from integration within a countryside service for small single authority AONBs through to the formal constitution of Conservation Boards.
12. The joint management body for the Chilterns AONB, the Chilterns Conference, has decided to assess the option of creating a Conservation Board for the Chilterns. A summary of the initial assessment (attached as Annex 1) is supportive of the idea. The Chilterns Conference will be considering a full report on the legal, organisational and funding implications at its next meeting in April 1999 and has asked that constituent authorities are made aware of this.
13. The option of Conservation Board status might release significant additional financial resources. However, too little is currently known on the wider implications for participating local authorities. Therefore, whilst the option is worth investigating further any support for, or rejection of, the suggestion would be premature.

AONB Funding

14. The County Council's financial contributions to the Cotswolds AONB JAC and Chilterns Conference budgets were cut by 50% as part of the Policy and Budget Plan savings for 1998/99. The cut for the Cotswolds AONB was £3500 and for the Chilterns AONB £2500. As both AONB budgets receive grant aid from the Countryside Commission at 50% the reductions were effectively doubled. In addition to these cuts the County Council's contributions had already fallen behind the expected sums as previously requested increases had not been met.
15. The full contributions for 1999/00, had the County Council met all requested increases in recent years, would be as follows:

Cotswolds AONB:	£8830
Chilterns AONB:	£7950

16. Most other constituent local authorities in both AONB partnerships have met, or exceeded, the sums requested. The ongoing difficulty of securing the matching level of funding from the County Council continues to be a source of concern for its partners, especially in the Chilterns AONB.

Financial Implications

17. There are no direct financial implications arising from most elements of this report. In respect of the funding issues in paragraphs 14 and 15 above the increases to return the County Council's financial

contributions to the expected levels cannot be met from existing budgets. The differences between current and expected contributions of £5330 for the Cotswolds AONB and £5450 for the Chilterns AONB are therefore presented as Policy and Budget Plan pressures elsewhere on the agenda.

Staff Implications

18. There are no implications arising from this report.

Environmental Implications

19. The issues outlined in this report are all aimed at achieving long term conservation and enhancement of landscapes, habitats and wildlife in the AONBs.

Implications for People Living In Poverty

20. There are no implications arising from this report.

RECOMMENDATIONS

21. **The Committee are RECOMMENDED to:**

- (a) **welcome the launch of the Association for Areas of Outstanding Natural Beauty and confirm their wish that corporate membership should be through the Cotswolds AONB Partnership and the Chilterns Conference (or its successor body);**
- (b) **welcome the Countryside Commission's report "Protecting Our Finest Countryside: Advice to Government" as a basis for the long-term management and protection of AONBs;**
- (c) **request that officers write to the Government urging implementation of the Countryside Commission's recommendations but pointing out the need for parity with National Parks through funding at 75% rather than 50%;**
- (d) **authorise the termination of the existing Cotswolds AONB JAC arrangements, and the execution - following consultation with the Committee Group Spokespersons on the detailed terms - of the new Cotswolds AONB Partnership Agreement;**
- (e) **formally confirm the appointment of Councillor Brenda Churchill, the Committee's present representative on the Cotswolds AONB JAC, as the Committee's representative on the new Cotswolds AONB Partnership;**
- (f) **note that the Chilterns Conference intend to investigate further the implications of future Conservation Board status for the Chilterns AONB and request that a detailed report be made to a future meeting when the implications for constituent local authorities are known; and**
- (g) **consider the pressures for reinstating the financial contributions to the Cotswolds AONB and Chilterns AONB to expected levels within Policy and Budget Plans for 1999/2000.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Letter from Chairman of the Chiltern Conference 23.3.98
Letter from the Chairman of the Steering Group for the Association for AONBs
8.10.98

Contact Officer: Keith Wheal, Countryside Services Manager Tel: 01865 810202.

30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS20

KEEN EDGE FOOTBRIDGE

Report by the Director of Cultural Services
Dorchester, Wallingford

Division(s) affected:

Introduction

1. A proposal has been put forward by the local community for a footbridge to be built across the River Thames on the site of the old navigation ferry at Shillingford. Under the auspices of the Warborough Millennium Committee a local working group was set up to progress the proposal and secure the necessary funding. A formal Keen Edge Footbridge Development Committee (KEFDC) has subsequently been formed. This report outlines the proposal and the reasons behind the request from the KEFDC for the County Council to be the eventual owners of the footbridge.

The Footbridge

2. The Keen Edge navigation ferry allowed the transport of horses and people across the river at the point, approximately 1/2 mile upstream from Shillingford Bridge, where the towpath changed banks. The loss of the ferry in the 1950s left the two sections of towpath, which are also public footpaths, as dead ends. A location plan is attached at Annex 1.
3. A footbridge at this point could therefore provide a valuable new link across the river for walkers. It would be a substantial structure as the minimum head clearance under the bridge for navigation purposes would be 5.39 metres and the width between the riverbanks is 43 metres. Initial indications of cost are in the region of £250,000. The intention is that the design should intrude minimally on the visual amenity. It is proposed that the bridge should "represent the 21st Century in its concept and both materials and construction should be in keeping with the highest level of today's technology."
4. The footbridge would carry a public footpath to link those on either bank and could provide a through route for the Thames Path National Trail. At present the Thames Path has to leave the river further upstream and join the busy A4074 into Shillingford, rejoining the river at Shillingford Bridge. This requires walkers to cross the main road twice. The KEFDC would wish to see the Countryside Commission vary the route of the National Trail to use the new bridge.

Funding and Ownership

5. Lottery funding is seen as the principal source of money for the project. A charitable trust is to be established for this purpose. Other bodies and agencies will be approached for contributions, grants etc. The KEFDC are aware that the County Council are unlikely to be in a position to contribute financially.
6. The eventual ownership of the footbridge has, however, been raised. This needs to be established at this early stage as part of the requirements for Lottery grant application. The Parish Council, whilst fully supportive of the footbridge have, it is understood, indicated that they would not wish to be owners. There would be some logic in the County Council as highway authority for the public footpath over the footbridge also owning it, although this is not essential.
7. Without an eventual owner for the proposed footbridge being identified at this stage it is unlikely that the vision and enthusiasm of the local community will have a chance of becoming reality. It is therefore recommended that the County Council indicate that in principle, and subject to the conditions set out below, it is prepared to accept ownership of the footbridge. As a footbridge carrying a public right of way it would become the responsibility of this Committee.
8. The conditions under which the County Council could, in principle, accept ownership include the following:

- (a) that the design and construction of the footbridge met the County Council's requirements. The Group Engineer (Bridges), Environmental Services, has already given the KEFDC advice and he will be consulted on detailed design etc;
- (b) that a satisfactory commuted sum is provided to the County Council with the footbridge for future maintenance. This would depend on the final design etc of the footbridge, but is likely to be substantial and would need to be raised as part of the footbridge fund;
- (c) that all the County Council's legal and administrative costs are met from the footbridge fund. The process of establishing a new highway (the footpath) crossing of a navigable waterway is quite onerous and requires a statutory instrument from the Department of the Environment, Transport and the Regions under s106 Highways Act (1980); and
- (d) that the Countryside Commission agree to the route of the Thames Path National Trail being varied to use the bridge. Although the footbridge would provide a local amenity it is the future role as part of the Thames Path which is the key to its raison d'être. To date the Commission has been cautious on this point.

Financial and Staff Implications

- 9. The conditions set out in paragraph 8 are intended to ensure that there will be no financial implications for the County Council in taking ownership of the footbridge if it is built.
- 10. There will continue to be some staff time involvement in advising the KEFDC, but this is possible from existing resources. Legal and administrative costs for the processing of the necessary footpath dedication and s106 statutory instrument would be recharged.

Environmental Implications

- 11. The visual impact of the footbridge will be a fundamental consideration in its design.

Implications for People Living In Poverty

- 12. There are no implications arising from this report.

RECOMMENDATION

- 13. **The Committee are RECOMMENDED to:**

- (a) **agree in principle to accepting ownership of the proposed Keen Edge Footbridge to allow fund raising to proceed, subject to the conditions set out in the report; and**
- (b) **request that a further report be brought to a future meeting for a final decision when full details of the project are known.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Reports from the Keen Edge Footbridge Development Committee.

Contact Officer: Keith Wheal, Countryside Services Manager Tel: 01865) 810202

30 November 1998

BANBURY MUSEUM SERVICE LEVEL AGREEMENT

Report by the Director of Cultural Services
affected: All

Division(s)

Introduction

1. From 1975 until April 1998 Banbury Museum operated under a partnership agreement with Oxfordshire County Council's museum services. Under this agreement the County Council provided free of charge curatorial and museum support services (documentation, conservation and exhibitions). Following the severe cuts on the budget of the County Museums Service in 1997/8 and 1998/9 and particularly the Council's decision to cease such partnership arrangements, from April 1998 Cherwell District Council took over full financial responsibility for the museum.
2. Since April, Cherwell District Council has purchased museum support services from Cultural Services; the District Council now wishes to formalise this arrangement in a Service Level Agreement. The Service Level Agreement, to run for a minimum of twenty five years, is a contractual requirement by the Heritage Lottery Fund before it will agree to release financial support for the new Banbury Museum and Tooley's Boatyard. The Agreement, a copy of which has been placed in the Members' Resources Centre, has been approved by the Solicitor to the Council.
3. The long term nature of this agreement is welcomed as it reinforces the current working arrangements, formalises the relationship between the County Council's Cultural Services and Cherwell District Council, and confirms the countywide co-operation established in the Museums Joint Advisory Sub Committee.

Financial and Staff Implications

4. Under this Agreement museum support services would be provided to Cherwell District Council at cost. A quarterly report would be prepared on the work carried out and invoices submitted for payment.

Environmental Implications

5. There are none arising from this report.

Implications for People Living In Poverty

6. There are none arising from this report.

RECOMMENDATION

7. **The Committee are RECOMMENDED to authorise officers to sign the Agreement for the provision of museum services to Cherwell District Council.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Service Level Agreement (Members' Resources Area)

Contact Officer: Martyn Brown, County Museums and Heritage Officer Tel 01865 810563

30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS26

ARCHIVES ON-LINE

Report by the Director of Cultural Services

Division(s) affected: All

Introduction

1. The National Council on Archives has recently published a strategy document entitled "Archives On-line: the Establishment of a United Kingdom Archival Network". The document takes its cue from "New Library: the People's Network" and proposes that archive services create their catalogues as electronic databases, to create a national network accessible to all through the World Wide Web. Although the Archival Network would be an independent structure in the first instance, it could easily be integrated into a broader framework at a later date.
2. The creation of the Archival Network would increase the general availability of archives to the public as an educational resource, linking into the National Grid for Learning and the public library network. Participation by Oxfordshire Archives in the scheme would keep the service in the forefront of best practice developments in IT. Failure to participate would ultimately marginalize the service and make it difficult and expensive to catch up at a later stage.
3. The Archival Network is in line with strategies already under way in Cultural Services. The successful bid to the National Heritage Lottery Fund involved the connection of the IT in the new record office to the Internet, with the ability to access the catalogues of those archive services already maintaining Websites and exchange information with them; the Archival Network would be the next stage down that road. Cultural Services has for some time been developing a project to link databases of services within the department to enable the public to access information held anywhere within Cultural Services from any service point; the Archival Network would link the archives service with similar services around the country in the same way that it will be linked with complementary services within the county.
4. Extensive funding will be required for the Archival Network. It is anticipated that any setup costs will be met by Lottery grants, money from the education sector, and sponsorship generated with the assistance of Central Government; it may also be possible to reduce the overall costs by linking in to the National Grid for Learning. Operational costs may require an annual membership fee of participating offices; as yet the nature of this fee is uncertain.
5. Prerequisites of participation in the Network are an initial investment in both hardware and approved cataloguing software to create an electronic database of catalogues, and an acceptance into the systems and procedures of the participating office of internationally agreed standards. Both these conditions have already been achieved in Oxfordshire. In addition, it will be desirable for participating offices to convert their existing catalogues to electronic format retrospectively. This has significant resource and staffing implications, which cannot be met from within existing budgets. However, being a participant in the national strategy would strengthen any bids for external funding and grants for this work.

Financial and Staff Implications

6. There are no financial and staffing implications from endorsement of the Archival Network strategy in principle.

Environmental Implications

7. Enabling the public to investigate the holdings of archive services around the country without the need to visit them will reduce the travel requirements of researchers.

Implications for People Living In Poverty

8. It is a principle of the Archival Network that use of it should be free to the public at the point of access. It will therefore enable those living in poverty to use historical resources without the costs currently involved in their travelling to do so.

RECOMMENDATION

9. **The Committee are RECOMMENDED to endorse in principle the participation of the archives service in Oxfordshire in the creation of the proposed Archival Network for the United Kingdom.**

THOMAS FORREST
Director of Cultural Services

Background Papers: "Archives On-Line: the Establishment of a United Kingdom Archival Network"
(National Council on Archives, 1998)

Contact Officer: Carl Boardman, County Archivist Tel: (01865) 815203

30 November 1998

QUARTERLY FINANCIAL REPORT

Report by the County Treasurer and Director of Cultural Services

Division(s) affected: All

Introduction

1. This report shows the 1998/99 budget for this committee, together with the projected year end variation based on the latest information available. (Annex 1).
2. The balance brought forward from 1997/98 (Annex 1, Column 10) is provisional until the accounts have been signed off.

Virements and Supplementary Estimates (Column 5, Annex 1)

3. Details of virements of £18,900 are shown in Annex 2. The total amount relates to budget transfers within the Committee.

Projected Year End Variations

4. The Committee is expected to spend £438,000 in excess of the 1998/99 original budget (Annex 1, Column 8). This is principally expenditure that has slipped from 1997/98. The Committee Carry Forward Reserve that was created as a consequence of the 1997/98 underspend (in accordance with budget management arrangements) has been used to finance this expenditure (Annex 1, Column 10). It is expected that the Committee Carry Forward Reserve will reduce to £137,000 at the end of the financial year (Annex 1, Column 11), as analysed below. Inevitably there may be some underspends relating to expenditure that slips into the next financial year, which are not possible to quantify at this stage.

	Under £000
Libraries	40
Archives	63
Arts and Recreation	4
Directorate	30

Net Underspend	137_____

Libraries

5. A review of utility expenditure and a fixed term premises saving, has allowed resources to be identified to contribute towards the budget pressures relating to IT developments within the library service. It is currently planned to carry forward £40,000 to 1999/2000 to allow elements of the IT strategy to be implemented, in conjunction with the 1999/2000 Policy Plans. The future consequences of the above review of expenditure have been incorporated within the Policy Plans for 1999/2000.

Archives

6. £21,000 of the brought forward balance from 1997/98, along with £21,000 base budget provision in 1998/99, is planned to be carried forward for the St Luke's Archives project. This will fund a period of overlap in running costs for St Luke's and the County Hall basement, and contribute towards the revenue consequences of the scheme in 2000/2001. In addition a specific donation received from Paul Getty for IT of £21,000 in 1998/99 will need to be carried forward to 1999/2000 as this can not now be implemented in this financial year.

7. Rates expenditure not previously charged for Stephen Freeman School Archives has recently been invoiced for a backdated period from the District Council. The total charges from 1995/96 to 1998/99 amount to £11,000, of which £3,000 relates to the current financial year (Column 7, Annex 1). As the rates budget is ring fenced this will not be met from within the Committee's budget and is a call on the Council. The prior year adjustments of £8,000 will be included in the rates figure reported to the Strategy and Resources Committee.

Museums

8. It is an exceptional year for the Museums Service, being the first year of the financial arrangements with the District Councils. No year end variation has been projected at this stage, but this will need to be kept under review.

Arts and Recreation: Village Hall Grants

9. At the end of the financial year, a committed grant to Sydenham Village Hall will not have been claimed. Work on the project is planned to take place in 1999/2000. Other committed grants are at this stage projected to be fully spent by year end. Village Hall grants are claimable up to two years after approval. In accordance with this policy, the best estimate of the amount to be carried forward to be spent in 1999/2000 is £3,000.

Arts and Recreation: School of Sport

10. A surplus of £1,000 was achieved by the School of Sport in 1998/99. It is planned to carry forward this surplus to 1999/2000 for this specific activity.

Directorate

11. Training planned for 1998/99 is now not expected to take place until 1999/2000. The funding had been earmarked to provide matched funding for the grants from the New Opportunities Fund for ICT training. These grants have still not been released and it is currently planned to carry forward £10,000 to 1999/2000 for this purpose.

In order to prepare for year 2000 compliance, the Directorate has identified funding from within the 1998/99 budget to contribute towards this expenditure. It is planned to carry forward £20,000 to 1999/2000 for this purpose.

Financial, Staff and Environmental Implications and Implications for People Living in Poverty

12. The report is solely concerned with Finance. There are no environmental or staff implications or implications for people living in poverty arising directly from this report.

RECOMMENDATION

- 13. The Committee are RECOMMENDED to receive the report.**

CHRIS GRAY
County Treasurer

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil
Contact Officer: Margaret Whitaker, Management Accountant Tel : (01865) 815201
30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS9

REVENUE POLICY PLANS 1999/2000 - 2001/02
ANNEX 4 Table 3B

Committee Budget v SSA Comparison, 1998/99 and 1999/2000 Forecast Table 3B

	Budget 1998/99 £m	SSA 1998/99 £m	Variation £m	Variation %	Forecast 1999/2000 £m	SSA 1999/2000 £m	Variation £m	Variation %
Education	202.8	207.9	-5.1	-2.5	212.1	219.7	-7.6	-3.5
Environmental								
Highway Maintenance	15.8	19.8	-4.0	-20.2	15.9	20.3	-4.4	-21.7
Other	14.8	13.4	1.4	*10.7	15.9	14.1	1.8	*12.5
MALL	7.9	7.2	0.7	*10.7	8.2	7.3	0.9	*12.5
Public Protection								
Fire	12.8	13.2	-0.4	-3.0	13.4	13.6	-0.2	-1.5
Other	3.5	3.1	0.4	*10.7	3.6	3.2	0.4	*12.5
Social Services	80.7	72.9	7.8	10.7	91.0	77.1	13.9	18.0
Strategy ~ Resources	3.7	3.3	0.4	*10.7	3.9	3.5	0.4	*12.5
Strategic Measures	15.7	10.7	5.0	46.7	16.3	11.3	5.0	44.2
Contribution from reserves	0.2	0.0	0.2	N/A	-0.3	0.0	-0.3	N/A
Total	357.9	351.5	6.4	1.8 1	360.	370.1	9.9	2.7

Note: *These Figures reflect the actual variations of Budget to S.S.A and are not derived from the rounded figures shown above.

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS7

REVIEW OF CHARGES 1999/2000

Report by the County Treasurer and Director of Cultural Services

Division(s) affected: All

Summary

1. This report sets out the basis upon which charges for 1999/2000 have been reviewed.

Presentation

2. Charges in Columns 6 and 7 of the attached Annex are inclusive of VAT where appropriate, to provide a better indication of the charge to the customer.

Charges Determined by Committee

3. Details of the proposed charges are provided in Annex 1 (column 7), together with the present charge (column 6) for comparative purposes. The basis used for calculating charges are set out in column 9. Further information is included in the remarks column.
4. Interim admission charges for the Oxfordshire Museum were agreed at the last meeting of the Committee on 21 September 1998. This reflects the restricted public access during the building works at the museum. These charges are included in Column 7 of Annex 1 (in bold type). Recommendations for the admission charges for the completed museum, opening in the financial year 2000/2001, will be brought to the Committee in September 1999.
5. The target for income from CD Rom search fees has been reduced from £5,000 in 1998/99 to £1,000. This reflects the shortfall in income in the first year of the new public access CD Rom service. The market for this service will be kept under review.
6. Income from on-line computer searches has proved minimal and the associated income target of £200 has been removed.
7. The above shortfalls are to be met from an increased income target for audio visual hire charges, including a proposed new Band 4 charge for video cassettes. This premium Band 4 charge of £3 will be for new and popular film releases.
8. Video loan income represents the largest proportion of projected income. However, an increase in the income target in excess of inflation (£9,800), and the above virements (£4,300), would not be prudent in the current climate. The expansion of digital technology may result in a reduced demand in video loans. This will need to be considered during the preparation of future budgets, but it is not possible to quantify the potential effect at this stage.
9. In conjunction with the hire of accommodation, equipment hire charges are proposed at £1 per item per session. The new charges are planned to recover the costs of maintaining the equipment. The charge for the use of premises outside normal hours will be increased from £12 to £15, reflecting the need to ensure that all additional costs are fully recovered.
10. Conservation and exhibition service charges have been expanded to include several new proposed categories, as follows:
 - (a) storage at £50 per month
 - (b) hire of display cases at £20 per week and £60 per month
 - (c) hire of display screens at £2 per day, £10 per week and £30 per month

11. The Committee had agreed that from 1998 the School of Sport would operate on a self financing basis. The Committee is asked to authorise the Director of Cultural Services to set the fees in future at a level which makes it self financing.

Estimated Income

12. On 22 September 1998 Strategy and Resources Committee set a framework for drawing up the 1999/2000 budget and this assumed that income would increase by 2.75%. Therefore, a comparison of the total estimated income from the proposals is compared with this:

	£
Estimated income from proposed charges	806,000
Less current budgeted income for 1999/2000 including 2.75% inflation	-806,000
	<hr/>
Variance	0
	<hr/>

Financial, Environmental and Staff Implications and Implications for People Living in Poverty

13. There are no direct environmental, staffing or poverty implications arising from this report. The financial implications are contained within the body of the report.

RECOMMENDATIONS

14. **The Committee are RECOMMENDED to:**

- (a) **approve the charges as proposed in Annex 1 from the effective dates determined in that annex;**
- (b) **authorise the Director of Cultural Services to:**
- (1) **set charges for equipment and display screen hire; and**
- (2) **set future School of Sport fees at a level which makes it self financing.**

CHRIS GRAY
County Treasurer

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil

Contact Officer: Margaret Whitaker, Management Accountant Tel (01865) 815201

30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS8

REVENUE BUDGET 1999/2000

Report by the County Treasurer and the Director of Cultural Services

Division(s) affected: All

Summary

1. This report presents the base budget for 1999/2000 and the Committee is requested to approve the draft budget, detailed in the accompanying booklet, for submission to the Council via Strategy & Resources Committee.

Introduction

2. As in previous years, the budget preparation process is being carried out in two distinct parts:

(a) Service Committee Draft Budget

This updates the 1998/99 committee budget to a 1999/2000 draft budget (at 1999/2000 outturn prices), including variations and inflation allowed by Strategy & Resources Committee, for onward submission to Council via Strategy & Resources Committee.

(b) County Council Stage

The Strategy & Resources Committee and Council, in light of the local government finance settlement, consider the service committee draft budgets and determine the final budget including the allocation of policy and budget plans for 1999/2000.

3. To produce the service committee 1999/2000 draft budget, the 1998/99 budget is updated for:

(a) estimated inflation (as agreed by Strategy & Resources Committee on 22 September 1998) to 1999/2000 outturn prices.

(b) previously agreed policy and budget plans (£62,000 reduction, agreed by Council in February 1998 and included in the published Policy and Budget Plans 1998/99 booklet - the main elements relating to the full year effect of the reduction in opening hours, mobile library, redundancy adjustments and £64,000 restoration to the Bookfund).

(c) variations allowed by the forecast reported to Strategy & Resources Committee on 22 September 1998.

Draft Budget 1999/2000

4. The draft budget for 1999/2000 totals £8.1m which is an increase of £0.2m (2.5%) on the 1998/99 budget. The movement from the 1998/99 to 1999/2000 budgets is analysed on the next page:

	£000	£000
1998/99 Budget		7,973
Inflation to 1999/2000 outturn prices	232	
Previously agreed policy and budget plans	- 62	
Allowable variations	- 4	166
	_____	_____
1999/2000 draft budget (1999/2000 outturn prices)	8,139	

5. Strategy & Resources Committee determined that certain budgetary pressures, eg increments, should not be allowed increases to the budget. It is expected that these expenditure pressures should be managed by Chief Officers. The reductions in insurance premiums in 1999/2000 are shown as a saving in the Policy Plan report.

Financial, Staff and Environmental Implications and Implications for People Living in Poverty

6. There are no implications arising directly from this report. However, the final decision on the budget will clearly have financial and staffing implications and possibly implications for the environment and people living in poverty.

RECOMMENDATION

7. **The Committee are RECOMMENDED to approve the draft budget for 1999/2000 for submission to the Council via the Strategy & Resources Committee.**

CHRIS GRAY
County Treasurer

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil

Contact Officer: Margaret Whitaker, Management Accountant, Tel: (01865) 815201.

30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998

AGENDA ITEM CS9

REVENUE POLICY PLANS 1999/2000 - 2001/02

Report by the Director of Cultural Services and County Treasurer

Division(s) affected: All

Introduction

1. The Strategy & Resources Committee meeting of 22 September 1998 agreed the parameters for drafting the 1999/2000 budget and related policy planning. This report addresses the policy planning part of the process.
2. The Strategy & Resources Committee on 22 September resolved that in order to gather sufficient information to enable the Council to set a budget and Council Tax, it instructs committees to:
 - (a) identify expenditure pressures at the same time as preparing their draft budgets; and
 - (b) identify options for funding their expenditure pressures and to finance some of their commitments, taking note of the paper being provided by the County Treasurer comparing the budget with the SSA.

The Standard Spending Assessment

3. The functions of the Cultural Services Committee come within the Environmental, Protective and Cultural Services (EPCS) block of the Standard Spending Assessment (SSA). The County Treasurer has circulated detailed statistics comparing budgets with SSA and other county councils to Group Leaders and Committee Spokepersons. Copies are available on request.
4. Annex 4 is an extract from the information that compares Oxfordshire County Council's budget for 1998/99 and forecast for 1999/2000 with the SSA and forecast SSA. Table 3A shows the comparison by SSA block and the information is reasonably reliable. The only contentious point being the definition of the various budgets for comparison with the SSA.
5. In Table 3B the County Treasurer has attempted to convert this into a comparison by service committee. This information is less helpful because the Environmental, Protective and Cultural Services SSA has been allocated to service committees pro rata. There is no information available to allocate it in any other way. Clearly, just because this block spends more than the SSA by 10.7% does not mean that the individual components all spend at 10.7% above the SSA. As a consequence the comparison for those committees that contain this block is less relevant.
6. In 1992/93 the Committee budgets relating to the Other Services/EPCS block were below SSA. Since then these combined budgets have been above SSA. However, the major change in budgets relates to waste disposal (in the Environmental Committee budget) which increased by over 70% in the period from 1992/93 to 1998/99. In that same period this Committee's budget decreased by more than 8%.

Other Statistical and Financial Information

7. To supplement the SSA data for Cultural Services other data sources have been considered to inform the process. The Net Expenditure on the Library Service accounts for over 70% of the Net Expenditure of Cultural Services as a whole. Members will be aware from recent Committee reports on the Annual Library Plan that Oxfordshire is one of the lowest spending library authorities. The Chartered Institute of Public Finance and Accountancy (CIPFA) estimates for 1998/99 show that Oxfordshire spends £9.5 per head of population on libraries compared to an average of £10.3 per head in other English counties. Employee costs and numbers of staff are well below the average and yet we generate one of the highest levels of income in the country.

The Shape and Scope of the Current Budget

8. This Committee's budget is only 2.2% of the forecast budget for the whole Council in 1999/2000. The capacity for smaller departments to absorb reductions is less than that in larger services, even pro rata cuts create additional pressures. However, the Cultural Services budget has borne a greater percentage cuts than the other, larger Committees.
9. Committee and Council decisions in the last two years have re-shaped the budget considerably and, in some cases, limited any scope for further reductions. A clear example of this is the Archives Service. Accepting the Heritage Lottery Fund (HLF) grant for the new Record Office to address the long standing problems of storage and access committed the Council to increasing its budget for the service. In effect this precludes any reductions to the Archives budget until the year 2005. However, it is worth noting that, in any case, Oxfordshire is amongst the lowest spending authorities with responsibility for historic archives.
10. The Oxfordshire Museum, also a beneficiary of HLF funds, is very much in the same situation, although the contract with the HLF does not demand additional resources. The decision has also been taken to commit to the present level of funding for the Victoria County History (VCH) for the next five years in order that it may take advantage of HLF assistance to complete this important and unique resource. The budget for the VCH was cut by 30% in 1997/98.
11. The services which the County Council used to provide to partnership museums are now subject to full cost recovery and service level agreements.
12. The budgets for grants to support arts organisations and village halls have been cut completely and support to recreational groups has been reduced to four clients and a grant to the Oxfordshire Rural Community Council (ORCC). The subscription to Southern Arts has been maintained, but at a lower level than is requested from the authority. Arts consultancy is retained at a minimum level. The School of Sport now has to be completely self-financing or it will not run. The Committee also agreed to cease the subscription to the Southern Tourist Board. The budget for this whole range of functions is only £112,000.
13. The Countryside Services net budget of £575,000 is mainly for public rights of way work. Elsewhere on this agenda the Milestones Statement Annual Report shows the detrimental effects of the cuts made to this budget, particularly in this current year. It is not possible to make further reductions without jeopardising the Council's position in respect of these statutory duties.
14. The library budget is for the provision of the statutory service. The low levels of funding have already been shown. The Committee is reminded that proposals for budget reductions last year opened the question of legal challenge in respect of these statutory duties.

Budget Pressures

15. In considering the pressures on the budget a distinction needs to be made between those services which have had to continue to operate with the same demands and expectations, indeed often with increased demand eg libraries and countryside, but with fewer resources, and those where the service has been removed or reduced in line with the budget cut eg museums and grants for the arts and village halls. The pressure to reinstate a service which has been lost is different from the pressure to continue to achieve the same level of service with less resources. The second of these manifests itself most strongly in the pressures which are placed on staff.
16. The first priority is to resolve budget pressures which are unavoidable. These include the additional revenue consequences for Archives (£86,000 as a part year cost in 2000/2001 and £93,000 as full year cost from 2001/2002). As reported in the Quarterly Financial Report, carry forwards will alleviate the Archives pressure in 2000/2001 and provision of £22,000 has been identified in the base. However, there is still a shortfall in the base budget which has not been resolved. In addition provision needs to be made for Year 2000 compliance as part of the Council's overall strategy for this work (estimated at £20,000). Savings to meet Year 2000 compliance pressures have been identified.

17. Policies and objectives already agreed by Committee have been identified as the next priority. These relate to the statutory duties of the Library and Countryside Services. At its meeting of 1 June 1998 the Committee resolved to "aim for no further reductions in the bookfund and to restore the level of the bookfund to its 1990/91 level at the earliest opportunity". Since 1991/92 the reductions to the bookfund have totalled £571,000. Inflated to 1999/2000 prices as appropriate to the years in question and taking account of the restoration of £64,000 in 1999/2000 as agreed in the 1998/99 Policy and Budget Plans, the sum needed to reinstate those cuts would be £560,000. However, the ending of the Net Book Agreement (NBA), and the licence which gave public libraries an automatic discount of 10% on book prices, and the fact that Oxfordshire, through the Central Buying Consortium, has taken advantage of this to secure the best possible discounts should be taken into account. These contractual arrangements mean, in general effect, that there is an additional discount of 20% over and above the 10% which prevailed under the NBA. Taking the spirit of the Committee's resolution to be the restoration of the buying power of the bookfund it is calculated that £272,000 would need to be added to the base budget in 1999/2000 to achieve this. It has not been possible to identify savings elsewhere to meet this pressure.

18. The Committee, in endorsing the Library Plan at its last meeting, agreed to the objective to connect all libraries to the Internet by the year 2000. Private sponsorship, Friends of Libraries and the West Oxfordshire District Council partnership with libraries will assist in meeting the costs of this plan as will the £15,000 which has been allocated from this Council's Communities in Partnership budget. Every effort will be made to raise as much money as possible in these and other ways but it is estimated that £90,000 will also be needed from the Committee's budget to facilitate this. A source of funding this has been identified.

19. The Committee approved the Public Rights of Way Milestones Statement in 1995 and made a commitment to its targets. The Milestones Statement report on this agenda outlines the lack of achievement in many areas of this work due to the lack of resources and identifies the levels of funding needed to address the situation. These budget pressures are considerable and comprise the following elements:

Signing	12,000
Bridges	20,000
Surface maintenance	45,000
Surface vegetation	57,000
Staffing	68,000

TOTAL 202,000

20. These elements are best treated as a package. In other words, it is better to do some work in all of these areas than to tackle a single task to the exclusion of others. The work is for annual maintenance and needs to be funded as a permanent increase to the base budget. Any increase to the base in this way would have a staffing element as well as funds for equipment and contract work.

21. There are further potential pressures from the possible loss of Countryside Commission Grant in 2001/2 (£20,000) and there is no budget at present for riverbank work in relation to rights of way (possibly £50,000 per year). Due to lack of certainty at the moment, these items have not been listed as definite pressures at this point.

22. The historically low base of the budget has been exacerbated by recent cuts. A sum of £22,000 has been found to alleviate a small part of the £202,000 pressures. The remaining pressures are unable to be resolved within the Committee's budget.

23. The agenda for this meeting contains an item on the Areas of Outstanding Natural Beauty (AONBs). Changes at the national level and within the Cotswolds and Chilterns AONBs are reported as well as the pressure to reinstate this Council's full contribution to the two AONBs. Together these create a budget pressure of £11,000 which cannot be met from options for other savings.

24. At this Committee's last meeting a report was presented on the financial difficulties of the Pegasus Theatre and the pressures at The Mill in Banbury (both former recipients of Arts Grants from this Committee). The Committee asked for a further report on a new County Council Arts Strategy with financial implications. That report, on the agenda of this meeting, outlines the case for support to key organisations through the reinstatement of £100,000 grants budget from 1999/2000. A medium term development strategy is recommended which would have a cost of a further £50,000 from 2000/2001. These sums have not been identified within the current budget.
25. Legislative changes in regard to Data Protection have created a pressure in the Archives service. A report on the background and implications of this appears on this agenda. It recommends that one year funding for two posts in 1999/2000 at a cost of £34,000 would meet the requirements but this is unable to be found from within existing resources.
26. The Policy and Budget Plans for 1998/99 included instructions to give notice to the Southern Tourist Board (STB) that the Council's subscription would not be renewed in 1999/2000. There is, therefore, no provision in the Committee's base for this. The STB has asked if the Committee would consider retaining the subscription at a lower level for 1999/2000, returning to its original level in future years. If the Committee are so minded they are asked to identify the source of this £3,000 (rising to £7,000 from 2000/2001) or to agree to it being treated as an unresolved pressure.
27. Members have asked if it would be possible to reinstate grants for capital projects in village halls. The Oxfordshire Rural Community Council (ORCC) recommends that a minimum of £50,000 per annum would be required for this. It has been identified as a pressure but without options to fund it from within existing budgets.
28. Councillor Brian Hodgson placed the following motion before the County Council on 17 November:
 "that this Council:
- (a) notes that only three of Oxfordshire's seven mobile libraries are wheelchair accessible; and
 - (b) requests officers to ensure that the mobile libraries which do not have wheelchair access are made accessible as soon as possible".
29. In effect this would involve replacing the existing vehicles which do not have wheelchair access. Adaptations have been found to be unsatisfactory. The normal replacement programme, for which there is budget provision, would result in all mobile libraries having wheelchair access by 2004/5. To accelerate this would require substantial sums which would be better dealt with as a capital project. The Director will cost such a scheme and its revenue implications. For these reasons this matter has not been identified in the schedule of budget pressures.

Options for Funding Budget Pressures

30. The budget pressures identified in this report are those which are essential and unavoidable or relate to matters on which Members have asked for information or further consideration. It is not a comprehensive list, nor does it attempt to reinstate the many damaging consequences of recent budgets eg the reduction in library opening hours. Nevertheless, the pressures total £777,000 in 1999/2000. The capacity for the base budget to address these is extremely limited. However, a contribution of £127,000 in 1999/2000 would meet the essential and unavoidable pressures, fund the basic library internet network and make a modest start to correcting the substantial pressures of the countryside service.
31. An examination of utility costs and budgets has identified a permanent saving of £20,000 from 1999/2000. This can provide the annual running costs of the basic library internet network. In addition carryforwards on this head and other premises related costs would provide £40,000 to help establish the network. The remainder of funds for this can be met from the library premises budget where provision for a new rent at Bury Knowle has been made. Negotiations are taking place with Oxford City Council and it is likely that a two year rent free period will be agreed, releasing £25,000 in each of the next two financial years.

32. A carry forward in the Directorate budget can fund the Year 2000 compliance pressure. This Committee's share of the Council's savings from the review of insurance is £22,000. This could be used to make a small contribution to the countryside service pressures.

Financial and Staff Implications

33. These are identified in the report.

Environmental Implications and Implications for People Living In Poverty

34. There are none arising directly from this report.

ANNEX 3

RECOMMENDATION

35. **The Committee are RECOMMENDED to consider the budget pressures identified at Annex 1 and the savings proposals identified in Annex 2 and forward the information to Strategy & Resources Committee.**

THOMAS FORREST
Director of Cultural Services

CHRIS GRAY
County Treasurer

Background Papers : Nil

Contact Officer: Thomas Forrest, Director of Cultural Services, Tel : (01865) 810191

30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS13

ANTI POVERTY STRATEGY

Report by the Director of Cultural Services

Division(s) affected: All

Introduction

1. In October 1996 the Strategy & Resources Committee adopted an anti-poverty strategy for the County Council and required each programme committee to report annually on its progress with the strategy. The last report to this Committee was made in October 1997 and in order to take account of any information which may be required by the Informal Member/Officer Anti-poverty Working Party, the 1998 report was deferred to this meeting.
2. The report will also be submitted to the Anti-Poverty Working Party in accordance with its terms of reference.
3. The report updates the Committee on the department's work in those areas identified in the County Council's Anti-Poverty Strategy. Recent budgetary pressures and staff reductions have impeded progress.

The Urban/Rural Network

4. The network of branch libraries remained unaffected by the Policy and Budget Plans in terms of the number of libraries but access to most libraries was reduced when opening hours were cut by 15% with effect from July 1998. Such a measure which decreases the access to the free book lending and information services inevitably further disadvantages those people on low incomes.
5. Many libraries are benefiting from the fund raising work of Friends Groups although there is a concern that this could lead to an inequality of provision of library services. There is a separate report elsewhere on this agenda updating the Committee on the Friends Groups. In addition to supporting existing Groups the department will encourage formation of further groups to increase local support for all libraries.
6. The mobile library service has been reduced by one vehicle. This was achieved by revision of routes and timetables. The network of mobile library stops has therefore largely been maintained although the timings of individual stops may have altered or reduced.

Inter-Agency Collaboration

7. The Library Annual Plan reaffirms the commitment to work with the Education Department on the National Grid for Learning and related initiatives to enhance the library service role in Lifelong Learning; to review and maintain homework collections and explore options for homework clubs in libraries. The service plans to develop a systematic programme of class visits to libraries with the specific aim of providing basic library skills for all primary school children. Museum education services are developed in consultation with the Education Department.
8. Cultural Services continues to work with Social Services to improve services to people with special needs, including housebound readers and to make a full contribution to Better Government for Older People.
9. The library service will be working in partnership with West Oxfordshire District Council to provide Council Access Points to improve public access to services in rural areas.

As a Service Provider

10. Budgetary pressures have led to major reductions in public services and to the loss of village hall,

arts, countryside and recreation grants have been cut. The School of Sport is now self financing and only with outside funding is able to offer assisted places. Library opening hours were reduced, the library bookfund has suffered deep cuts and newspapers and periodicals have been removed from all but the larger libraries. Such measures, which reduce people's access to information and informal learning, restrict opportunities to alleviate poverty.

11. Notwithstanding these budgetary difficulties which Cultural Services has had to face, the department has continued to maintain the highest level of commitment to the belief that all people should have open access to the breadth of our cultural diversity, that a sense of community and understanding should be fostered and that services should be responsive to the needs of individual users.
12. The department's work regularly contributes to the Anti-Poverty strategy but is not necessarily identified as such, for example the initiatives relating to the National Year of Reading (the subject of a separate report on this Agenda) and in particular the Books for Babies campaign, are targeted at non-users who may not be aware of the free lending and information services.
13. *The Facts* - a Guide to rights, benefits and opportunities produced by the County Council is sold through libraries.

Gender, Race, Age and Disability

14. A Racial Equality policy for Cultural Services has been endorsed by this Committee and management responsibilities and targets set. An audit of all service points carried out in response to the Disability Discrimination Act is nearing completion. An action plan drawn up by Cultural Services to implement the provisions of this Act will be reported to the Equal Opportunities Working Party on 4 December. The Director of Cultural Services reports elsewhere on this agenda on the department's response to Better Government for Older People.

Financial, Staff and Environmental Implications

15. None arising directly from this report.

Implications for People Living In Poverty

16. This is the subject of the report.

RECOMMENDATION

17. **The Committee are RECOMMENDED to note the report.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil

Contact Officer: Thomas Forrest, Director of Cultural Services Tel (01865) 810191

30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS14

DRAFT COUNTY COUNCIL ARTS STRATEGY

Report by the Director of Cultural Services

Division(s) affected: All

Introduction

1. At its September meeting, this Committee received a report on Support for Arts Organisations, and requested the Director to prepare a further report outlining a future arts strategy for the County Council and identifying the possible revenue budget implications.
2. Since that meeting, the Department's arts consultant has sought the views of arts organisations previously funded by the Committee. Three questions were asked:
 - (a) What role do you see the County Council/Cultural Services Committee performing in support of the arts in Oxfordshire, and which priorities would you wish to see targeted within a new Arts Strategy?
 - (b) Have you identified a deficit in core funding caused by the withdrawal of County Council funding, which has not been replaced through other sources since 1997? Is this affecting the level and /or quality of service you provide?
 - (c) Are there any development proposals which your Board has approved but which are unable to be implemented because the funding required is insufficient?
3. The request was also copied to Southern Arts, and arts officers of the City and District Councils. Most of the organisations responded, including Southern Arts, and there are a number of shared views about priorities. Copies of the responses have been placed in the Members' Resources Room.

Priorities for a new Arts Strategy

4. The Department of Culture, Media and Sport's consultation paper "A New Approach to Investing in Culture" was discussed and welcomed at the Committee's last meeting, and the new chief executive of the Arts Council of England has promised a "new Arts Council" whose aim will be to "make a difference" to the health and vitality of the nation's artists, arts providers and audiences.
5. The Government is supporting this with additional funding amounting to £125m over the next three years. Arts Council revenue and lottery-capital streams will be managed together, with a total budget for both streams of £1.2bn over three years. More responsibility will be delegated to the Regional Arts Boards, with a number of arts organisations' funding devolved to them from 1 April 1999. All of these changes point to a new direction and determination to support and revitalise the cultural sector of the country.
6. The arts community in Oxfordshire looks to the County Council to provide strategic leadership, working with other funding partners to support artists and arts organisations, to achieve investment in the arts, and to provide advocacy at a regional and national level. The arts are central to the county's cultural and economic life, and building on what already exists, the County Council should seek to promote a more inclusive approach so that all the communities of Oxfordshire benefit.
7. A number of key priorities can be identified at this stage:
 - (a) Support for existing arts provision, which is the infrastructure of the arts in Oxfordshire
 - (b) Effective links between Cultural Services and other County Council services: Education, Social Services, Social and Economic Development

- (c) The importance of core funding to organisations providing a countywide programme, and the value of this being provided through three-year partnership agreements
 - (d) A spread of support over art forms and to participatory activities as well as building-based performances and exhibitions
 - (e) Support for artistic excellence and innovation
 - (f) Good management practice and monitoring of standards and value for money
 - (g) Audience development initiatives which target the socially or geographically excluded: people on low incomes, the young, elderly and those living in rural areas
8. These and other issues can be explored in the preparation of a new Arts Strategy over the coming months.

Support for Arts Organisations

9. In the short term, there is a clear and urgent need to support at least some of the arts organisations providing services in Oxfordshire. **Pegasus** and **The Mill**, Banbury, were specifically identified in the report to the last MALL Committee meeting. To these should be added: **Oxfordshire Touring Theatre Company**, which will have to curtail both the number and quality of touring shows despite additional funding from some of the District Councils; **Ithaca**, whose programme of arts projects is specifically dedicated to disabled people; and **Chipping Norton Theatre**, a unique rural arts centre with an enviable track record of achievement and the desire to build on this with an imaginative programme of youth theatre outreach, cultural diversity, schools workshops and in-house theatre production. These are priorities which Southern Arts share and endorse.
10. **MAX** (Marketing the Arts In Oxfordshire), which was co-founded by the County Council nine years ago and provides a cutting-edge research and audience development service to its members, has increasingly to rely on earned income from consultancy work in order to effect its business plan. **The Oxford Playhouse**, the county's flagship venue for the performing arts, is unable to reduce its deficit in the context of frankly unachievable fundraising targets, and is also unable to attract significant funding from the Oxfordshire District Councils because of its location. Its education and other community programmes are threatened by lack of funding. Public access programmes at **The Museum of Modern Art** have been similarly diminished by the need to earn more income to make up funding shortfalls. The **Oxfordshire Artweeks** now have a reduced spread and effectiveness compared to the heyday of ten years ago, and continue largely throughout artists' voluntary efforts. **Oxford Printmakers** have particular repair and equipment needs which result from the loss of their funding from this Committee over the past three years.
11. Southern Arts have also urged modest support for the **Oxfordshire Youth Arts Partnership**, which has brought them together with Community Education and all the District Councils to support youth arts networking and development. The work of the recently-appointed Youth Arts Co-ordinator would be greatly helped by an increased project budget.
12. Members will need to consider a figure of at least £100,000 in the Policy & Budget Plans for 1999/2000 in order to provide meaningful core funding support to some of the prioritised organisations. An additional £50,000 per annum in 2000/01 and 2001/02 (making £150,000 per annum in total) would achieve a three-year funding programme to underpin the new Arts Strategy.

Arts Development Potential

13. Most arts organisations have identified developments which they would wish to undertake given stable core funding and the opportunity to bid for other resources. **Bloomin'Arts** have just agreed a 3-year development plan which will significantly move the organisation into new areas of work, both artistically and geographically. **MAX** would like to undertake a bench-mark research project to establish current levels of attendance and participation in the arts in Oxfordshire, including an economic impact study of the value of the arts. **The Playhouse** wish to commission new work for

children and young families, and make a part-time Education-worker post permanent and full-time. There are many others, and it may well be that the improved national and regional funding context from April 1999 onwards will see some of these plans achieved. Their chances of this will certainly be improved if the County Council is once again a partner in the strategic and funding framework.

Conclusion

14. The development of a County Council Arts Strategy would be of enormous relevance at this time of national cultural progress, and would provide much needed countywide support to arts practitioners and providers in Oxfordshire.

Financial and Staff Implications

15. Preparation of the Arts Strategy, together with the short term funding implications for support to arts organisations, will require additional budget provision of £100,000 in 1999/2000 Policy & Budget plans, with a further £50,000 pa in the two subsequent financial years. Additional consultancy costs in preparing the strategy are included in the figure for 1999/2000. Thereafter, any decision to appoint a part- or full-time arts officer would have additional cost implications in the order of £25,000 per annum.

Environmental Implications

16. There are none arising directly from this report.

Implications for People Living In Poverty

17. The proposed arts strategy will address issues of access, including those for people who are denied arts experiences for financial reasons.

RECOMMENDATION

18. **The Committee are RECOMMENDED to:**
 - (a) **endorse the basis outlined in the report for a County Council Arts Strategy, as outlined in the report;**
 - (b) **that £100,000 be included as a bid in the Policy & Budget plans for 1999/2000, and an additional £50,000 from 2000/2001 for grant aid support to arts organisations, and the preparation of the strategy; and**
 - (c) **request the Director of Cultural Services to prepare the Strategy once the outcome of the Budget process is known.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil

Contact Officer: Thomas Forrest, Director of Cultural Services, Tel: 01865 810277

30 November 1998

OXFORD CASTLE

Report by the Director of Cultural Services
South

Division(s) affected: Oxford

Background

1. At its meeting of 21 September, this Committee agreed to recommend that "the County Council should ensure that adequate heritage interpretation, public access and education facilities for the Oxford Castle/Prison were provided in partnership with the consortium, or, if necessary, with funding from the capital receipts from the development; and funding be identified to restore the Castle Mound to a condition suitable for public access, including improved security, so that it could be managed by the consortium as part of the heritage site". This report updates Committee on progress since the meeting of Strategy & Resources on 27 October and Council on 17 November, on the negotiations with the Consortium and the formation of a Consultative Forum. A brief for the heritage interpretation is attached to this report.

Meeting with the Consortium

2. A meeting was held with representatives of The Osborne Group, Kvaerner and King Sturge on November 17. They were informed of the Council's view that the development must proceed as a whole, with the firm commitment to undertake the hotel, heritage, catering, retail and office build simultaneously. The consortium are to meet and report back before Christmas on the management vehicle for achieving this.

Consultative Forum

3. The Council has invited the groups shown at paragraph 1.3 of Annex 1 to send representatives to form a Consultative Forum to advise the Council with the professional, archaeological, architectural and environmental expertise from its members. This group is commissioning, at its own expense, an outline Conservation Plan for the Castle site, in consultation with The Osborne Group and Oxfordshire County Council officers. This is a welcome and positive contribution. A full Conservation Plan is necessary to attract Heritage Lottery Fund or English Heritage grants, and possibly even planning permission.

Brief for Access, Interpretation and Education

4. Officers of Cultural Services have prepared a brief for Access, Interpretation and Education on the site (attached as Annex 1). The brief stresses the importance of access around the whole site; describes the desired level of access to the most important buildings; points out places where people with disabilities should have ways of understanding the site by means other than physical access; and advises that an education strategy be commissioned. It outlines the information which should be provided, the collections for display which may be available, a basic education service for the site, and the buildings in which they may most suitably be housed. There is a note on the funding possibilities.

The Castle Mound

5. WS Atkins have completed their survey of security, lighting and ground maintenance of the Castle Mound. Discussions are taking place between Cultural services and Environmental Services on the best way forward. A plan and estimate for clearing the scrub is being prepared by an officer of Countryside Services. An oral update on the matter will be given at the Committee meeting.

Financial Implications

6. The cost of basic security and lighting installations on the Castle Mound is under £10,000. However, that sum cannot be funded from the Cultural Services budget and negotiations will include

proposals that this should be financed from Prison site revenue.

Staff Implications

7. Staff time will be taken in consultation on the Conservation Plan, with the Consortia on implementing the brief, and in preparing applications for funding.

Environmental Implications and Implications for People Living in Poverty

8. These were identified in the previous report.

RECOMMENDATIONS

9. **The Committee are RECOMMENDED to:**

- (a) **accept the brief for Access, Interpretation and Education of the site; and**
- (b) **authorise officers to continue to liaise with the appropriate parties over preparation of a conservation plan and joint funding applications.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil

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30 November 1998

OXFORD CASTLE

Annex 1 Oxford Castle: Brief for Access, Interpretation and Education

1. Introduction

1.1. The prison buildings on the site of Oxford Castle, HMP Oxford, have been recognised as inadequate and inefficient since 1946, and it had been the intention to close it as soon as a new prison was built in the region. Bullingdon Prison, near Bicester, was opened in 1993, but Oxford Prison continued to be used, then was "mothballed" for a year, then reopened as a pre-release training and resettlement prison. It finally closed in September 1996. According to the agreement and Prison Act of 1877, it was bought back from the Home Office by Oxfordshire County Council for £10,000, and officially transferred on 9 July 1997.

1.2. Oxfordshire County Council, as the owner and custodian of the site, has the responsibility for the Scheduled Ancient Monument, for repairing and maintaining it, and for providing public access, interpretation and education. The Council is working with a consortium of Kvaerner, King Sturge, the Royal Bank of Scotland and the Osborne Group to restore and develop the site for hotel, leisure, retail, catering, office and heritage use, and to provide for its future management.

1.3. The Council intends to set up a consultative forum with representatives from the local amenity groups: the OAHS, Oxfordshire Buildings Trust, Oxford Preservation Trust, Oxford Civic Society, Oxford Brookes University, the adjacent colleges, and members of the Castle Action Group. The group will be able to represent the interests of the public, archaeological, architectural, environmental, conservation and other interests about plans for future development.

1.4. This brief seeks to clarify what would be a desirable level of access, interpretation and education and lists some of the funding sources available.

2. The Site and Buildings

2.1. Oxford Castle is the site of the earliest Norman occupation in the area established to control an important crossing of the River Thames and a strategic, defended Saxon town. The buildings visible today are an admixture of Norman, medieval and 18/19th century prison work. The site is Scheduled Ancient Monument 21701, and all of the remaining buildings are listed as Grade I, II*, or II.

2.2. The medieval castle would have had a number of buildings of which there are no visible remains, and they are only known through records or excavation: towers along the walls, chapel, stable, gates, bridges, hall, chambers, kitchen, brew house, bakery, and an exchequer, in addition to the shire hall and the gaol. When the moat ceased to have a defensive function, it was soon filled with rubbish and built over with houses and gardens.

2.3. Levelling of the towers and walls took place during and just after the Civil War; building of New Road and the Canal Terminus further encroached on the site; the gaol buildings were inadequate for the purpose and the conditions were condemned by the prison reports of John Howard in the 1770's. Thereafter a programme of prison building took place, and the castle became the predominantly prison site it is today.

2.4. All of the historic buildings, walls, remains, and features within the complex should be treated in the interpretation, explained and labelled in a walk or trail through the castle precinct. They are:

1. Mound and well chamber- 1071: Grade I
2. St George's Tower- 1071: Grade I
3. Crypt/ site of Chapel- 1074: Grade I
4. D-Wing: - 1795-1806: Grade I
5. Debtors' Tower - 1795 - 1800: Grade I
6. Graveyard / garden
7. Wesley Cells - late C18: Grade II*
8. Houses of Correction & treadmill house - late C18: Grade II
9. Walls - various dates medieval - modern: Grade II

10. C-Wing; base of round tower - 1780 - medieval with later additions: Grade II*
11. A-Wing - 1852 - 6: Grade II
12. Entrance tower and range - c1800 - 50: Grade II
13. Shire Hall and Courthouse - 1841: Grade II*
14. Former Governors' houses & offices - 1847 & 1875: Grade II
15. Site of Women's prison, yard, wash house & laundry-1848 - 51: Grade II
16. Site of Castle Mill, Old Shire Hall, Moat, Barbican

3. Conservation and Restoration of the Buildings

3.1. A Conservation Plan should be prepared which treats the site as a whole and assesses the significance of each building and those features which should be retained to protect it. How a building is treated for interpretation or commercial use may be influenced by the constraints identified. It would bring together policies for restoration methods and assess plans for alterations against the significant features.

3.2. As a Scheduled Ancient Monument, the **setting** of the monument is equally as important as the buildings themselves. The possible impact of new buildings should be assessed in the plan. This also applies to the Castle Mound.

3.3. The **underground archaeology** is also potentially threatened by the development. Initial assessment has taken place, and will inform the siting and nature of new buildings so as to minimise the impact. In general, archaeological remains should be preserved undisturbed *in situ* as far as possible through building design and sympathetic placement.

3.4. A Conservation Plan could be prepared using the various skills of the groups represented on the Consultative Forum, together with contribution from County Council officers. They have offered help, and may be prepared to finance it. The Council should commission a Conservation Plan, which should be adopted by all interested parties and validated by English Heritage. English Heritage and the Heritage Lottery Fund will require a Conservation Plan before agreeing to alterations or considering an application for funding.

4. Access

The following are a priority for access by the visitor:

4.1. **Mound and well chamber:** the Mound is of earthen construction with an unmade path winding up the slope. Within the Mound is a flight of steps leading to a well-chamber of 13th century construction.

4.2. There should be controlled access to the Mound from the garden courtyard of D-wing through a new opening in the wall. Unsupervised and unlimited access would threaten the preservation and the security of the monument as a whole, so it should be limited to guided tours and restricted in number. Visitors can be encouraged to view the mound from a view point or walkway and perhaps see the inside "virtually" in the interpretation elsewhere on site.

4.3. Security of the boundary of this site is an existing and long-standing problem. It should be managed through the general site security of the hotel management: weed and scrub control; maintenance of the path and access; lighting.

4.4. **St George's Tower:** There are two floors and a roof platform, which should be made safe and accessible to the public, at least the able-bodied under supervision or guided tours. The staircase is of wood, narrow and very tortuous. The ground floor could house interpretative displays on: the Tower; the Norman/early medieval town, the escape of Matilda across the frozen Thames; the first buildings in stone in Oxford, the mill, and (perhaps with reconstruction) the use of prisoners to turn the wheel for the water-raising windlass once housed here. This is illustrated by the melancholic circular path worn in the floor by former prisoners. The views from the roof are superb, and further graphic displays constructed of robust non-sensitive materials, could be shown there, panoramas of Oxford for instance. It is not suitable for displaying collections, as it is not practicable to control the environment.

4.5. **Crypt/site of St George's Chapel:** The columns of the crypt are the earliest decorated Romanesque carvings in the city. The question as to whether the chapel, crypt, and tower were Saxon buildings taken over by the new Norman overlords and incorporated into the stronghold's defences could be

explored.

4.6. Access from the external staircase is undesirable and unsafe and should be avoided if possible. If it is used, it should be enclosed to prevent the stairs becoming slippery in wet and winter conditions. Better access would be from the basement on the other side of the wall from a staircase, or a platform lift, from the southern end of D-wing, through a new break in the wall between. This wall is not likely to be original as the crypt was moved when the Debtor's Tower and D-wing were built.

4.7. The basement and the crypt are not suitable for displaying collections, as it is not practicable to control the environment.

4.8. **D-Wing:** Built to a similar plan as the 1780-90 C - Wing, of two stories and 11 bays long, D-wing includes the most useful museum interpretation area, roughly 2,500 sq. ft. on each floor. Most of the original features have already been destroyed - the ground floor had an open loggia, and some of the existing first floor windows may have been doors opening to an external walkway. The original cell arrangement has been altered, but on the ground floor is preserved a series of vaulted cells. These two floors could house museum collections and interactive displays. This wing links the two historic Grade I listed towers and should form part of the interpretation scheme, even if a hotel restaurant/café is sited on the ground floor. There is access from the ground and first floors already to the corresponding floors of the Debtor's Tower.

4.9. **Debtors' Tower:** This has many interesting features, and usable space over four circular floors reached by a narrow, winding, but sturdy staircase. The top floor is in the most original condition, with fireplaces and good timber work. Much documentary evidence exists to make social history displays about 18th century debtor's prison life. The two, more altered, lower floors could be used for group talks, study area, or interpretation, while the upper floors should be set out as displays and tableaux. Since not everyone will be able to use the staircase, the displays could be on video, *camera obscura*, or some other remote relay treatment. There is no view from the top floor as there is no roof access and the windows are above eye-level.

4.10. **Graveyard / garden:** treatment of this area should respect and commemorate the fact that it is a graveyard of prisoners who died in custody. It is **not** now envisaged that the graves will be dug up for the remains to be removed. There should be access to the Mound, seating, and possibly a kiosk for drinks etc. in the summer.

4.11. **Wesley Cells:** These lie in the lower ground floor of C-Wing, and should be freely available to view while protected from unauthorised entry or interference. There is space for an outside display board, and figures/installations could be placed inside to tell the story about John Wesley visiting the prisoners and the association with Methodism through the methodical nature of his ministry. Co-operation should be sought from Westminster College, which has a large Wesley archive, is willing to provide information, and is interested in publicising more widely the Wesley connections of Oxford and the prison. There is a small storeroom next to them which could be restored for use by the College as a book shop or information centre on John Wesley. The College might make funds available for this purpose.

Also of possible use for interpretation:

4.12. **The Courtroom of Shire Hall** could be used for an audio programme of some of the Assize and County Court trials which were held here, and a description of courtroom procedure, with the dock leading to the cells below, and the tunnel to the prison itself.

4.13. **Governor's Office:** This building has been proposed as an orientation centre and starting point for the visit via the historic trail through the site, with education facilities on the first floor. This would provide a useful focus for orientation and education on the site, together with museum collections displayed in D-wing and the proposed interpretation in the two towers. It would be regrettable if this building were to become an adjunct to the office provision on the site of B-wing

4.14. **Treadmill House:** The Oxfordshire Buildings Trust has expressed an interest in restoring this building and creating a replica working treadmill to illustrate 19th century prison practice. It has few original features and is of little interest without a good deal of explanation and interpretation. The Osborne Group's plan has alternatively removed it altogether or incorporated it into the fitness centre.

5. Aims of interpretation

5.1. To increase the understanding and appreciation of the buildings and history of Oxford Castle by the visitor in an interesting and entertaining way which brings it to life and provides and opportunities for learning and visitor interaction.

5.2. To display collections from Oxfordshire Museums, where appropriate, which relate to Oxford Castle, including its role as the defensive, administrative, judicial and penal centre of Oxfordshire, and of Oxfordshire County Council.

5.3. To generate income to contribute to the revenue and maintenance costs.

6. Theme of the interpretation

6.1. Oxford Castle is both an historic monument and a fragment of Oxfordshire within the city, and its treatment should reflect its role as the defensive, administrative, legal, judicial and penal centre of the county from the time of its construction to the present day.

6.2. The complicated palimpsest of buildings and remains should be explained so as to make sense to the visitor, using the evidence of the buildings on the ground, visible remains, the written record, the archaeological record, together with the latest technology to aid understanding, encourage enquiry and stimulate interest.

6.3. The interpretation should tell the story of the people who lived, worked, were imprisoned and died here as well as that of the buildings and the site. It should be based on research into the archives and records so that the displays relate to real people and events, and do not rely on the macabre or the invention of horror stories. The real story contains ample material.

7. The Story to Tell

1. Saxon houses destroyed for the Norman castle of Robert d'Oilli (1071)
2. The motte and bailey -the mound and the well
3. St George's Tower - 1074 or is it Saxon also?
4. The collegiate church of St George
5. The Westgate defences and the castle precinct
6. Empress Matilda's escape over the frozen Thames (1142)
7. The Shire Hall
8. The Black Assize (1577)
9. Crime and punishment
10. The Houses of Correction - the crank and the treadmill
11. Everyday life retrieved in finds from the moat and site
12. The garden and graveyard
13. The Wesley Cells and Methodism
14. The prison buildings of Blackburn (1750 - 90) and the 19th C
15. Life in the debtors' prison; the women's prison; people's stories
16. Notorious trials and executions
17. 20thC prison life
18. County Court; County Gaol; County Council

8. Education

8.1. A number of educational themes tie in to the national school curriculum: how maps and plans tell us about the buildings we see; use of sources in history; how archaeology can illustrate real human problems: how would you feel if your house (however humble) was destroyed to build the castle of the conquering king? what were conditions like in prison through the centuries? how did reform and progress come about? who were the prisoners? The castle is an important educational resource; there are opportunities for schools project work both inside and outside a classroom, and for lifelong learning.

8.2. **Schoolroom/classroom/lecture theatre/activity room:** Education could be sited in the Governor's Office, along with orientation for the general visitor. There should be room to welcome and talk to

a school group of 30, a place for coats and bags, space to work on worksheets and hold activities, and to store supplies and equipment. There should be slide projector, A-V equipment, overhead projector, and a separate office.

8.3. Education plan: A strategy consisting of an educational assessment of the site, a programme of events, a selection of activities for schools, guides, trails, information and resource packs for teachers and group leaders should be commissioned from, for instance, South East Museums Service Education Unit, and implemented on site by a qualified person with the relevant experience. The service could be run using a Friends group or volunteers under professional guidance, and could eventually be self-financing.

8.4. Interpreters/demonstrators/actors/guides/audio guide: interpreters and demonstrators can double as warding or attendant staff while bringing the site to life for the visitor; actors in theatrical programmes acting out historical episodes or simply dressed in period costume talking to visitors can add to the attraction and entertainment of the site.

9. Other services

9.1. Shop sales of souvenirs and branded lines have great potential for income generation. Special products based on the castle should be commissioned. The shop should be placed so that visitors go through it at the beginning and the end of the tour, but also so that one can visit the shop as a destination without going on to enter the site if desired. It is planned to locate the shop on the ground level near the entrance of the hotel, with a high profile immediately on entering the site as a whole.

9.2. Signposting/leaflets/ trails should be readily available and clear. A flier or introductory leaflet with a plan of the site should be available at all shops, the TIC, the hotel & restaurants to encourage the visitor to walk around, explore and visit the museum as part of the experience.

9.3. Temporary Exhibition space and art gallery for hire are not in any of the current plans, except as possible ancillary use of wall space in the hotel or restaurant. The demand for such a space should be assessed and considered - the Oxford Confederation of Artists and Makers have produced a brief of the kind of space required - 3000 sq ft for their major exhibitions. Suitable areas would be one of the Houses of Correction or C-wing and Round Tower. Funding for conversion for their use would have to be identified, and for any loss of revenue from other more commercial uses of the space.

9.4. Security should be integral with the site management as a whole. Collections and displays should be arranged so that the highest level of security is only necessary within D-Wing for the museum collections in cases. Other installations, such as tableaux, figures, A-V systems and display boards should be arranged so as to need minimal supervision.

10. Collections available for display and interpretation

- * Maps, plans, drawings, records and archives from Oxfordshire Archives
- * Prints and photographs from the Centre for Oxfordshire Studies
- * Relevant objects from Oxfordshire Museums Service currently on display in the Museum of Oxford by agreement:
 - model of Oxford Castle in 1075 made by men at Oxford Prison
 - leather belts, scabbards, shoes, fragments from Castle Moat
 - small finds from medieval Oxford
 - medieval pottery
 - skeleton of Giles Covington hanged at Oxford Prison
- * Objects from excavations on Westgate/Castle sites 1960's - 70's from Oxfordshire Museums Store at Standlake: pottery; building materials; textiles; leather; bone; glass
- * Post-medieval material from Oxfordshire Museums Store at Standlake relating to Oxford and Oxfordshire County Council as appropriate, on themes such as law enforcement, crime and punishment, standards and regulations, the magistracy and courts, e.g.:
 - Fire Service Collection - includes flags, medals, plaques, helmets, nozzles, hooks, matchboxes, fire detectors and extinguishers, crests, badges, axes, belts, whistles, fire engine
 - Police Service Collection - includes uniform, boots, buttons, handcuffs, fetters, truncheons, sword and scabbard, belt

- models; model in bread of Oxford Prison made by a prisoner
- County collection of imperial standard weights and measures
- * Large objects or special collections of interest from Oxfordshire Museums Store at Standlake which might go on display in the hotel, showcases or a gallery on a lending or temporary exhibition basis:
 - bicycles; trade signs and vehicles; clay pipes
 - pictures and paintings; stained glass
 - domestic objects & bygones; toys
- * Oxfordshire Yeomanry Collection, currently with The Oxfordshire Museum for a commemorative exhibition, is looking for a permanent home. It is owned by a Trust who might be able to contribute towards housing it.
- * Museum of Oxford. The museum currently occupies 10,000 sq feet on each of two floors of the Town Hall and even so is short of space to bring the town's story up through the 20th century or support the community activities desired by Oxford City Council. There is no space in Oxford Castle where the museum could be re-housed, and Oxfordshire County Council took a decision not to provide a Museum of Oxford as part of policy and budget plans in 1996/7.

11. Funding

11.1. **Heritage Lottery Fund:** As the owner of the site, Oxfordshire County Council should lead any application to the Heritage Lottery Fund. Despite enabling legislation, the Heritage Lottery Fund is not likely to fund a project through an application directly from a commercial organisation or an individual, although charitable and educational trusts are eligible. A developer, such as The Osborne Group, may be a partner in an application. Organisations which have already received a major award may be given lower priority.

- * **£5,000 is the minimum** project size considered, whether revenue or capital.
- * **£5,000 - £100,000 revenue or capital project** applications are particularly welcomed, with 90% of the costs possible through the award.
- * **£100,000 - £ 500,000** capital projects may attract 75% award towards the costs.
- * **Over £500,000** capital projects now undergo a two stage process to determine support in principle before a major application is submitted. The number of these projects which the Heritage Lottery Fund will support is decreasing with the 4% rake off for The New Opportunities Fund. Up to a £5m size project, I believe the 75% is still the maximum contribution from an award, although it would not be automatic at this level.
- * **Over £5m** capital projects will be considered in a competitive round every six months beginning with December 1998, with a decision six months later. Only a few of these awards are likely to be made. These awards are for 50% of the project cost.

11.2. In general, the new government places priority on people not buildings, on access, social inclusion, the environment, economic regeneration, and young people. The Heritage Lottery Fund is still committed to the built heritage, but also has responsibility for the natural heritage, urban parks, new revenue programmes for education, access, and audience development throughout the sector.

11.3. The Heritage Lottery Fund also supports **project development work** to prepare a scheme or a design for a major project. This amounts to funding "the specific technical and heritage elements such as the preparation of detailed designs, the cost of employing quantity surveyors and other professionals, and specialist conservation studies that may be needed, including the preparation of conservation and restoration plans. It does not include options appraisals, business plans, market analysis/research. An application may be made in stage 1 of the two stage application process, and awards may be 75% of the cost of this work. It does not guarantee the major capital grant, which has to be applied for in the second stage application in the normal way.

11.4. **Main Capital Grants programmes** for: conservation, restoration and repair of historic buildings; for improving physical access; for enhancing and extending intellectual access, education and enjoyment; surveying and recording; advisory costs; information and communication technology costs; training costs; project development costs. **Project development work** to prepare schemes can also be funded as part of a two - stage application.

- * **Archaeology:** HLF will support archaeological work where it is necessary within an HLF funded

project, including elements of conservation and display.

- * **Historic buildings and sites:** restoration and conservation and repair of those of historic or architectural importance, ie Scheduled, Listed or within a Conservation Area: for structural repairs; works to historic fabric, interiors or fittings; conversion to viable use for ensuring its long-term maintenance; acquisition; archaeological investigation; improving physical access for all; widening and enhancing study, understanding and enjoyment. A Conservation Plan is required for complex sites. New buildings to house displays or visitor services are low priority.
- * **Heritage information projects:** for increasing popular access to high quality heritage information, particularly for educational purposes.
- * **Townscape Heritage Initiative:** to support strategic action by partnerships of public and other bodies to address problems of disrepair, erosion of quality, and under use of buildings in historic areas where buildings predominate. The programme is not intended for proposals for works to single buildings or groups of buildings in the same ownership, but the eligibility criteria go on to state that a single group of buildings within a single ownership may be considered if the buildings make a major contribution to the character and perception of a place or area; the project extends to the public realm around them, and demonstrably has wider support. There is a five year span to these projects; HLF contribution is usually 50% and the top grant is £2m. The 1998 round is already underway, and an application can not now be submitted under this timetable. The programme considers applications in a two stage process, and a new set of guidelines and advice will be issued for the next round of applications in 1999. A THI application would preclude other applications under the historic sites programmes.

11.5. **Revenue programmes:** to widen and enhance popular access to the heritage by encouraging projects which:

- * develop new audiences for the heritage
- * deliver educational benefits particularly for children and young people
- * increase study, understanding and enjoyment of the heritage
- * encourage active participation buy all in heritage activities

These projects may be 90% funded from the HLF and are limited to £100k over a three year period.

11.6. **Arts Lottery Fund.** This is also a two stage process involving options appraisal, feasibility study, and outline design work preceding a major application for an arts capital project grant. If an arts venue - exhibition space or performance area for instance - were part of a development package, an application should be considered. A new revenue programme of the Arts for Everyone scheme will be launched in 1999. Grants are available for commissioning new art works for open areas and new public spaces from both the Lottery and **Southern Arts**.

11.7. **Millennium Funds:** The New Millennium Experience Company small grant scheme (£500 - £5000) will open in April 1999. These grants will focus on themes such as: community projects; the environment; life-long learning; artistic and sporting activities; the spirit of "creative Britain"; realising the potential of the Millennium. The NMEC larger award scheme and the Millennium Commission's major capital scheme have closed.

11.8. **South East Museums Service** has both project grants for large schemes and small revenue grant schemes, but these are in the few thousands, not tens, hundreds or millions brackets. They are aimed at conservation and collections and environmental improvements for display and storage, rather than at repair and construction projects. A SEMS grant might contribute towards controlling the environment in a gallery to house museum collections, or fund the preparation of an education strategy to plan full educational use of the castle. Grants are 50% of eligible costs.

11.9. **European funding.** The **Raphael** Programme's last deadline was Sept 10 for a project concerned with the conservation, restoration and access to the non-movable heritage. The next programme, just announced, with a deadline of 26 March 1999 relates to projects concerned with the movable heritage, and lasts until 2000/01.

11.10. Thereafter **Culture 2000** will subsume all of the previous cultural initiatives including the Raphael Programme. Calls for applications have not yet been published, and no definite guidelines are available. In outline, projects will need to reinforce the European dimension, create lasting partnerships and networks,

demonstrate innovation and creativity, contribute to social cohesion, employment, and access to culture by the disadvantaged and the young, and require between four and seven partners. The flavour of the papers suggests education, creativity opportunities, access, networks, dissemination of European culture and history, and links with other disciplines and employment opportunities (including tourism) rather than conservation, documentation and preservation of the cultural heritage.

Oxfordshire does not qualify for the major structural and regional grants of the EC.

12. **A Castle Trust**

12.1. A charitable or educational trust can raise funds to meet its aims and objectives. They are more likely to donate to another specific trust set up in aid of Oxford Castle than to the County Council - a parallel is the Cogges Agricultural Heritage Museum Development Trust which holds funds separately from Oxfordshire County Council for the benefit of Cogges Manor Farm Museum. This trust raised (through a good deal of effort by the museum development officer) funds for the restoration of the Manor House and the opening of the first floor to the public. It does not manage the museum directly or own any assets.

12.2. Local trusts and interested individuals may prefer to contribute towards the restoration and interpretation of the Castle through such an independent body, as they have towards the Victoria County History, or FAMOS, Friends of Archives, Museums and Oxfordshire Studies, another local trust. A Friends group has the advantage of attracting people who are interested in the activities associated with running the Castle - as volunteer guides, interpreters, group leaders, education workers, museum assistants of all kinds and with a variety of skills; they demonstrate support from the community and can contribute immeasurably towards the development of a project.

12.3. If the mechanism of a trust is to be used to raise funds, a well-known celebrity, local hero or character should be asked to Chair it and champion it. The Council should hold discussions between Councillors and the interest groups gathered around the Castle Action Group to help steer the process. A group of respected people from a variety of interests in the City and County should be approached to serve as Trustees, and Oxfordshire County Council should be represented. There needs to be a high profile launch in the Castle itself with a quality display of the vision of the new scheme. The Trust would be a partner with Oxfordshire County Council (and The Osborne Group) in the search for funding from the Heritage Lottery Fund, and lead on applications to other Trusts, companies and individuals. It may need admin support and officer time from the Council, but should have an independent address - an office created in the Castle perhaps, unless there is a Secretary willing to use a home address.

13. **Other sources of funds for Historic Buildings**

13.1. **English Heritage.** A grant towards the restoration of St George's Tower, which has not been maintained by the Home Office while the site was in use as a prison, might be forthcoming. **The Oxfordshire Buildings Trust** would place higher priority on the restoration of the Tower than on the Treadmill House, and might also make a contribution.

13.2. The list of **independent grant-making trusts** which will consider grant aid to art galleries, community arts and cultural centres, libraries, museums and architecture is very long. To approach them, a prospectus outlining the castle development plan and the vision for community and cultural use needs to be prepared and requests for grant tailored to each trust's objectives and criteria.

SOCIAL SERVICES COMMITTEE - 29 SEPTEMBER 1998

OPERATIONS SUB-COMMITTEE - 8 OCTOBER 1998

CULTURAL SERVICES - 7 DECEMBER 1998

AGENDA ITEM CS19

ADDERBURY LAKES - REGULARISATION OF OWNERSHIP

Report by Director of Environmental Services

Division(s) affected: Bloxham

Introduction

1. In 1983 a review of the Adderbury House site revealed that part of the gardens and two lakes had become neglected. A reclamation project was established with funding from the County Council and the then Community Programme set up by the Manpower Services Commission within Cherwell District Council. Much work was required - including restoration of garden paths, clearing of lakes, repair of banks, restocking the lakes and significant tree planting - but the project was completed in September 1986.
2. In 1985, the County Council and Adderbury Parish Council entered into an Agreement to secure future management of the Lakes. This required the creation of an "Adderbury Lakes Management Committee" - whose members included the local County Councillor (ex officio) and the County Council's Countryside Officer. However, the Lakes area was not formally appropriated to the MALL Committee, despite that Committee contributing to the cost of upkeep.
3. The lack of an appropriation was not of any particular consequence while the whole of the Adderbury House site remained in County Council ownership. In recent years, though, the position has changed:
 - (a) Adderbury House and its grounds were declared surplus to Social Services requirements in 1990 and the property was subsequently sold on the open market;
 - (b) Adderbury Lodge has been sold to the secure tenant;
 - (c) a small area of land close to the entrance to Adderbury House was sold jointly with the adjoining former telephone exchange;
 - (d) the Social Services Committee has now resolved to transfer all current places in the County Council's Homes for Older People to the external sector (this will include Lake House, Adderbury).

It, therefore, seems appropriate to regularise the land ownerships.

Proposal

4. The Adderbury Lakes Management Committee (with some funding from the MALL Committee) has undertaken all maintenance at the Lakes since 1985. The Management Agreement is now slightly out-of-date and the Committee may be able to claim alternative funding if it was replaced with, say, a long lease. Thus, the sensible course of action would be for the Lakes area (edged black and labelled A on the attached plan) to be appropriated to MALL Committee and for the Management Agreement to be reviewed. The appropriation should be at nil charge to reflect the funds already invested in restoration and the ongoing maintenance liability.
5. If this Committee and Operations Sub-Committee support the proposals, the MALL Committee, at their meeting on 7 December 1998 will be recommended to take the following action:-
 - (a) to take an appropriation of the land shown edged black and labelled A on the attached plan (***scroll to foot of document to see plan***) at nil charge for use as a Recreation Area and Nature Reserve; and

(b) to authorise the Director of Environmental Services to review the Adderbury Lakes Management Agreement dated 4 July 1985 to incorporate both current practice and allow the Management Committee to maximise its income from a variety of sources.

6. There is an area of land in front of Lake House which is not used by the Home. It would be wise to investigate whether this land (edged black and labelled B on the attached plan) has any development potential in the short or medium term. That investigation would help the County Council to decide whether to include this parcel within the property to be transferred to the external sector with Lake House and, if so, at what price. Alternatively, it may be appropriate to sell or lease "Area B" separately.

7. The County Council has been approached by an adjoining landowner who would like to acquire the small parcel of land shown hatched blue and labelled C on the attached plan. This land is outside the County Council's boundary fence and more logically falls within the neighbour's grounds. He is willing to pay for the land and meet the County Council's reasonable costs of sale.

Staff Implications

8. None arising from this report.

Financial Implications

9. The financial implications of this report have been described in the main body of the report.

Environmental Implications

10. There may be some environmental implications if "Area B" is found to have development potential. These would be dealt with as part of the normal planning process. Otherwise, this report is intended to protect the Recreation Area and Nature Reserve created at Adderbury Lakes by transferring ownership to the MALL Committee and reviewing the present Management Agreement.

Implications for People Living in Poverty

11. There are no implications arising from this report other than securing Adderbury Lakes as a Recreation Area and Nature Reserve to be visited free of charge by local people - including disabled people as there is full wheelchair access.

RECOMMENDATIONS

12. (a) **Social Services Committee are RECOMMENDED to declare the areas shown labelled A, B and C on the attached plan permanently surplus to its requirements;**
- (b) **subject to agreement by the 7 December 1998 MALL Committee, Operations Sub-Committee are RECOMMENDED to:**
- (i) **agree to the appropriation of the land shown edged black and labelled A on the attached plan to MALL Committee at nil charge for use as a Recreation Area and Nature Reserve;**
 - (ii) **authorise the Director of Environmental Services to carry out a feasibility study on the land shown edged black and labelled B on the attached plan to ascertain whether any of this land has development potential in the short or medium term and to dispose of this land if it is in the County Council's best interest to do so, and**
 - (iii) **authorise the sale of the land shown hatched blue and labelled C on the attached plan to the owner of the adjoining property.**

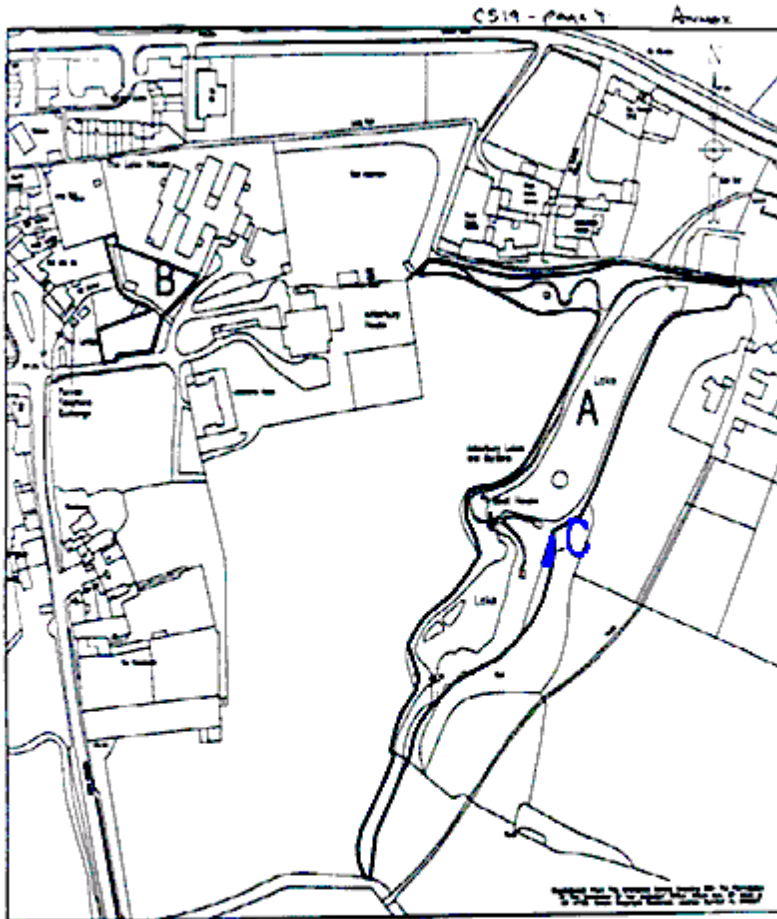
DAVID YOUNG

Director of Environmental Services

Background Papers: Agreement dated 4 July 1985 between Oxfordshire County Council and Adderbury Parish Council
Adderbury Lakes publicity leaflet

Contact Officer: Neil Monaghan, Environmental Services (Tel: 01865 815712)

7 September 1998



Project Adderbury Lakes Regularisation of Ownership Location Plan	WS Atkins - Oxford a division of WS Atkins Consultants Limited			
	Original Scale 1:2500	Drawn JD	Checked [Signature]	Approved [Signature]
	Drawing Number 93510 / 820 / 101	Date 9/98	Date 9/98	Date 9/98

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS21

REVIEW OF LIBRARY PREMISES

Division(s) affected: All

Report by the Director of Cultural Services, Director of Environmental Services, and County Treasurer

Introduction

1. This report updates the Committee on the 15 libraries in the first tranche of the Review (viz Adderbury, Banbury, Bicester, Botley, Burford, Bury Knowle, Charlbury, Chipping Norton, Didcot, Hook Norton, Kidlington, Milton under Wychwood, Sonning Common, Thame and Witney) and progress on three other libraries (Central, Watlington and Woodstock). The development of PFI (Private Finance Initiative) solutions for library premises problems are outlined.

Partnership Projects

2. At Adderbury a condition survey of Church House has confirmed the amount of work required to prepare the building for its new role. The design of the reconfigured interior has also been undertaken. Both exercises were undertaken by Cherwell District Council in the informal partnership with the County Council, Parochial Church Council, and Friends of the Library. The next step is the drafting of the joint user agreement for the upgraded premises. A sum of c.£50,000 is needed for the project. The County Council's contribution will be for the library shelving, furniture and equipment. The funds for the building work will be raised by the Parochial Church Council in partnership with the Friends.
3. At Chipping Norton the District Valuer is acting on behalf of the Town Council, and WS Atkins have been briefed by Cultural Services Officers for the negotiations on the lease of the upper chamber of the Town Hall for the new library. Unfortunately these discussions have been delayed by the illness of the District Valuer.
4. At Woodstock plans are progressing to convert the space occupied to date by the Tourist Information Centre, into a Council Access Point, with West Oxfordshire District Council. This is part of the wider programme of developing libraries for this new role. Other pilots are planned at Carterton and North Leigh Libraries.

Development of Existing Freehold Sites

5. Three options have emerged at Milton under Wychwood:
 - (a) One solution would be to pursue the construction of a new library of c.100 square metres to the rear of the Milton under Wychwood village hall, funded from the sale of the existing library. The Village Hall Trustees have informally agreed to the scheme in principle, so that the costings and lease issues might be tested for financial viability. The analysis so far has indicated that the sale proceeds could cover the new construction, but there would be little left over for other necessary adaptations to the village hall (access to the library, replacement toilets/kitchen etc.), and the furniture and equipment for a new library. The treatment of the lease for the library, the freehold of the premises, and its status should the service ever be withdrawn from the Wychwoods would need to be subject to agreement by the Charity Commissioners.
 - (b) Another solution would involve the sale of a part of the surplus land at the back of the site together with an outbuilding currently used for storage. The currently empty library flat would be provided with independent access, refurbished and sold. The proceeds of both sales would release a surplus (estimated at £38,000) to part fund an extension of 48 square metres to the library, more than doubling the library to c.98 square metres. The total building costs are likely to be in the order of £50,000, leaving a balance of c.£12,000. The District and Parish Councils and Friends could be invited to help raise

this balance and thus enable the library to be improved as a self-funded project. It would have the virtue of holding on to a freehold site for the library in the centre of the village. It is probable that the Friends of the Library would be supportive of this option, as such a partnership arrangement with collaborative funding would strengthen the library's future in this community.

- (c) Since these two options were investigated the owners of a shop next to the library have written to Environmental Services offering these premises for sale. Details have been obtained from their Agents, and a site visit planned. Committee will be brought up-to-date orally on the relative advantages of all three options, in order to be able to reach a decision on the best way forward.

It is hoped that a firm recommendation for this library can be brought to the next meeting.

6. Another library where there appears to be potential for the development of the whole site, and the enlargement of the current inadequate library, is Burford. There is a potential modest capital receipt from the sale of the rear of the garden (land that this and Education Committee have previously declared surplus to requirements) to an adjacent hotel which requires improved access. This sale would also have the major benefit of providing rear access to the library and the four flats on the site. However, there is no ready solution to the rationalisation of these flats, which are held by Operations Sub-Committee. Further evaluation is taking place, and these will be reported to a subsequent Committee meeting.
7. In the case of Hook Norton Library, the review of County Council premises in the village undertaken by WS Atkins has concluded that no viable alternative for the current library could be achieved from the sale of the existing premises. This has been discussed informally with representatives of the Friends of the Library and the Parish Council. The agreed best way forward is to pursue greater shared use of the three units on the current site (viz library, youth centre and playgroup). The Friends of the Library are convening a meeting of all three bodies, in order to help facilitate improved use of these assets at virtually no cost.
8. At Kidlington WS Atkins have been preparing a number of options to develop the site, largely by demolishing the current library and building a three storey unit with library and shop(s) at ground floor and flats above. This arrangement has been discussed with Cherwell District Council Planners, who have shown interest in the scheme but have indicated that they would normally expect parking to be provided for the flats. So far the financial viability of such a package has not been proven. However, work is continuing and Committee will be updated.
9. At Watlington the potential capital receipt benefits of developing and selling the library flat are being investigated. This could fund an extension to the current library. Committee will be advised of the outcome in due course. (See below also for details of a possible joint public/school library for the community).

Rented Premises

10. The search for alternative lower cost accommodation for Banbury, Botley and Charlbury libraries is proving intractable so far. Whilst Banbury (Marlborough Road) may be an eventual candidate for a PFI scheme (see below), no alternative solutions have been identified at Botley or Charlbury. However, in the latter instance, the Friends of the Library have discussed the best way forward with officers from Cultural Services is planned at a Committee meeting on 24 November. An oral report will be made. Meanwhile options at the other two libraries will be monitored and reports will be brought back to Committee.
11. Another library, Bury Knowle, has been the subject of a search for alternative larger premises more centred in Headington. Assistance was sought from City Council officers but unfortunately no solution was found. Environmental Services therefore have advised that a formal agreement be concluded with the City Council, to replace the existing user agreement for the library. This will provide security of tenure and two-years rent-free occupation. This is the best outcome in the short term; however, in the longer term other options will be investigated, and Committee will be kept updated.

Developer Funding for extending existing libraries

12. In the cases of both Didcot and Witney, WS Atkins have evaluated the future potential of the sites for expansion should developer funding be forthcoming. The results of these studies have been relayed to Environmental Services Planning Officers and will be used in subsequent negotiations with developers (particularly with the plans currently being considered for Didcot). This seems the best way forward to improving these libraries to meet the needs of expanding populations. However, in the interim no solution has been found yet for part of the first floor of Didcot library to be taken over for library space, as originally envisaged, as there are no funds to repay the Opportunity Purchase Fund or carry out the necessary building adaptations. Committee will be informed of future progress.
13. However the current extension of Witney Library will start in early 1999, and this minor works funded scheme will achieve a significant improvement (of 16% extra space) for the service. An enterprising corporate solution has been negotiated for the alternative mobile library garage. An agreement has been reached (for a modest annual rent) with the Fire Service for an inter committee letting of a spare garage in their station. It will also be necessary for the library to have an independent boiler due to changes of other users of the presently shared boiler. This was not anticipated at the outset and it is estimated that this will cost £20,000. It is therefore recommended that Strategy & Resources Committee be asked to release this sum from the 1998/99 Minor Works Preparation Pool (£75,000) for Cultural Services.
14. In the case of Bicester, an extension of some 80 square metres on two floors (total 160 square metres) at a cost of £180,000 has been identified as viable and apparently acceptable on planning grounds at the front of the current library. There is a likelihood that developer funding of well over half this amount will be available. WS Atkins have been commissioned to undertake the design work and to include the scheme in the Preparation Pool. A fully worked up proposal will then be brought to March Committee, with recommendations on the funding of the balance of the project, from the Capital Programme in 1999/2000. (It is expected this Committee will be invited by Strategy and Resources Committee on 19 January to prepare such bids).

Joint Public/School Libraries

15. Work has continued with the Education Department on the feasibility of a joint library for Sonning Common at Chiltern Edge School to replace the current public branch and school libraries. Certain issues remain for the school to determine before a fully worked up scheme can be prepared. Committee resolved at its last meeting that, should this scheme be viable, the local community would be consulted on their views before a final decision is taken.
16. Discussions are also planned with the Chief Education Officer on joint schemes in general and Watlington/Icknield Community College in particular. An oral update will be made at the Committee Meeting.

Private Finance Initiative (PFI)

17. Discussions have continued with the Public Private Partnership Programme (the 4Ps) to see how a new package might be prepared which might prove of more interest to the Private Sector. The replacement of Thame Library and the refurbishment of the Central Library would still remain key core elements. Work has continued by WS Atkins on the condition survey for the Central Library to identify the full cost of bringing these premises back to a satisfactory standard. The 4Ps representative has recommended that the package be geared more towards a longer term facilities management contract, rather than a substitute for conventional capital construction projects. He also advised that for such a PFI package strong central leadership from the County Council was essential to make it happen. This would involve project management from one of the central departments (probably Treasurers) plus input from property managers and solicitors. Officer discussions are continuing, and an oral update will be made at this Committee meeting.

Financial and Staff Implications

18. These will be addressed for each scheme and reported to Committee as and when appropriate.

Environmental Implications

19. The thrust of the Review is to make the best use of existing assets. There are no other specific implications.

Implications for People Living In Poverty

20. There are none arising directly out of this report.

RECOMMENDATION

21. **The Committee are RECOMMENDED to:**

- (a) **note the progress on the individual libraries in the Premises Review;**
- (b) **RECOMMEND Strategy & Resources Committee to release £20,000 from Cultural Services' 1998/99 Minor Works Preparation Pool in order to provide independent boiler plan at Witney Library; and**
- (c) **agree that Bicester Library Extension be included in the Preparation Pool and note that WS Atkins be commissioned to draw up plans to be subject in due course of a bid to Strategy & Resources Committee for funding the balance from the 1999/2000 Capital Programme.**

THOMAS FORREST
Director of Cultural Services

DAVID YOUNG
Director of Environmental Services

CHRIS GRAY
County Treasurer

Background Papers: Nil
Contact Officer: Andrew Coggins, Assistant Director, Information/Corporate Services
Tel 01865 810212

30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS24

MUSEUM ACQUISITION AND DISPOSAL POLICY

Report by the Director of Cultural Services

Division(s) affected: All

Background

1. It is a requirement of the Museums and Galleries Registration scheme and sensible good practise that all museums should have written Acquisition and Disposal policies agreed by their governing body. In order to remain current and relevant the policies should be reviewed regularly, at least every five years.
2. The Oxfordshire County Museum Service's Acquisition and Disposal Policy was last agreed by this Committee in May 1997. Following the new management arrangements for the Museums in Oxfordshire introduced in April 1998, the new museum governing bodies (Oxford City Council, Cherwell District Council, and West Oxfordshire District Council) were consulted for their views on the policy. No comments were received but the following amendments were recommended to the Museums Joint Sub-Committee in order to incorporate the new working arrangements. The Sub Committee agreed the recommendation that 'each museum governing body is advised to adopt the Acquisition and Disposal Policy with the amendments as detailed'.
 - (a) The title of the Policy to be changed to: Oxfordshire County Museums Service and museums represented in the Museums Joint Advisory Sub Committee.
 - (b) Paragraph 1.1 to be changed to:

This statement of policy is intended to regulate the collection and disposal of items for the accessioned collections of the Oxfordshire County Museums Service and including those museums represented in the Museums Joint Advisory Sub Committee. The adoption and implementation of such a policy by the Oxfordshire County Museums Service and its Governing Body, Oxfordshire County Council, through its Cultural Services Committee, and by the governing bodies of the other museums, is a requirement of the national Registration scheme for museums run by the Museums and Galleries Commission. This policy statement supersedes all existing practices, formal or informal, relating to the same matter.
 - (c) Paragraph 3.0 to be changed to:

The Oxfordshire County Museums Service and its Governing Body, Oxfordshire County Council, and the governing bodies of the other museums represented on the Museums Joint Advisory Sub-Committee hereby confirm their acceptance of the principle that museums accessioned collections are held in trust for future generations. Only under exceptional circumstances will disposal of any specimen from the museums accessioned collections be permissible.
 - (d) Replace paragraph 6.7 as follows:

Agriculture and Industry
Generally agriculture and industry will be documented by in situ recording, photography and oral history to avoid collecting large objects which can not be adequately stored or cared for.

Industrial collections will be made with reference to existing collections, particularly the textile industry, brewing, motor industry (including motor sport) and agricultural machinery manufacturing.

Contemporary agricultural and industrial work and related current issues in Oxfordshire will be documented with acquisitions reflecting agricultural change and the rural economy, and the impact of the scientific research, biotechnology and other science industries on the County.

3. This Committee agreed an amendment to the Policy at its meeting in September 1998 in order to take account of the acquisition of the Southern Arts Craft Collection. That amendment has been included in paragraph 6.4 of the Policy under the title Decorative Arts and Crafts as follows:

Generally acquisitions will be limited to Oxfordshire made artefacts or objects with a proven association with the County. In addition the acquisition of objects from outside Oxfordshire is agreed in order to complement the contemporary craft collection.

4. A copy of the original and revised Acquisition and Disposal Policy has been placed in the Members' Resources Centre.

Financial and Staff Implications

5. There are none arising from this report.

Environmental Implications

6. Collections illustrating the biodiversity in Oxfordshire's environment are a significant element in the County's collection; agricultural and industrial collections reflect the impact of population and innovation on the environment.

Implications for those living in Poverty

7. None arising directly from this report.

RECOMMENDATIONS

8. **The Committee are RECOMMENDED to adopt the amendments to the Acquisition and Disposal Policy as outlined in the report.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil

Contact Officer: Martyn Brown, County Museums and Heritage Officer Tel (01865) 810563

30 November 1998

DATA PROTECTION ACT AND FREEDOM OF INFORMATION LEGISLATION

Report by the Director of Cultural Services

Division(s)

affected: All

Introduction

1. In July 1998 the Government passed the Data Protection Act (1998) which included measures to prevent organisations from holding unnecessary personal information on individuals, either electronically or in hard copy, which could be used to the detriment of those individuals. Although the Act was intended to come into force in October 1998, the need to supplement it with Statutory Instruments will prevent it from doing so until an unspecified date in 1999. Contravention of the Act will be punishable with unlimited fines. At the same time, the Government issued a White Paper, "Your Right to Know", proposing Freedom of Information legislation which will oblige organisations, including local authorities, to make all the information they hold freely available to the public unless good reason can be shown for a particular piece of information being restricted.
2. The main thrust of the Act is that all information collected or produced by any organisation relating to an identifiable living person should be destroyed as soon as it is no longer required for its original purpose. This would have ensured that in the future it would be impossible to preserve any records referring in any way to individuals for historical research. To overcome this a clause was added to the Act to allow preservation of some material for historical purposes. Nevertheless, the Act poses severe problems in several areas both for archive services and for organisations as a whole.

Problems for Archive Services

3. The exemption clause allowing retention of material for historical purposes does not cover "sensitive data". This is defined as data relating to the ethnic background, political affiliation, religious belief, Trades Union membership, physical or mental health, sex life, or connection with criminal offences of an individual. All such information must be destroyed. Such material has in the past been of vital importance for historical research. Professional archival organisations are seeking to persuade the Government to allow major closure periods rather than destruction for such records, but so far without success.
4. Within the County Council, record creating departments will be under instructions to destroy the data they hold on individuals as soon as it is no longer required for immediate administrative purposes. Unless systems are put in place to ensure that departments transfer historically important data to Cultural Services (Archives) the history of the County Council will be lost.
5. Outside the County Council, organisations holding records of importance for the history of the county will believe that they are obliged to destroy them, even beyond such obligations as actually exist. There is no method analogous to a records management system which can be put in place to control this situation in autonomous organizations. Professional archive organisations recommend a major initiative by record offices to seek out and acquire records outside the parent authority which will be put at risk by the new legislation.
6. The Data Protection Act gives the right to individuals to demand that the information held on them should be altered if it has ceased to be accurate, or destroyed if it is being preserved only for historical purposes and they believe its continued preservation will cause them distress. Such action will unbalance the impartiality of evidence being preserved for the future, and remove the historical background to much information which is being preserved. Professional archive organisations are seeking the right to place a closed period on such information rather than altering or destroying it.

Problems for all organisations holding data, including the County Council

7. Although information on individuals no longer required for administrative purposes may be retained for historical purposes, information so retained may no longer be used for anything but historical purposes; in other words, if an administrative need arises for which material transferred to the historic Archives section would be of use, the organization is not allowed to use it. This means that there is no longer an option as currently operates of material being transferred to historic Archives by administrative departments on the understanding that the situation to which it refers may become active again, and they may wish to use it once more. This has significant implications for records management within the County Council, in that the precise status of every file within the Council's systems will need to be identified, together with the use to which the information contained within it can reasonably be put. In the event of an investigation by the Data Protection Commissioner, the Council may be required to demonstrate that appropriate systems are in place.
8. This requirement is made more explicit in the proposed Freedom of Information legislation. The White Paper "Your Right to Know" (Cm 3818) states "*Statutory rights of access are of little use if reliable records are not created in the first place, if they cannot be found when needed, or if the arrangements for their eventual archiving or destruction are inadequate. We propose to place an obligation on departments to set records management standards which take [the legislation] into account, having regard to best practice guidance drawn up by the Public Record Office*" (section 6.12). The Data Protection Act (1998) implies good records management practices; once Freedom of Information legislation is enacted, there will be an obligation on organisations to put in place a coherent corporate records management strategy.
9. Both the Data Protection Act (1998) and the proposed Freedom of Information legislation will place considerable additional burdens on departments. The Data Protection Act gives individuals the right to see any information held on them by the organisation, and to demand a copy of it in the format of their choice, provided that information is held in a structured form. The proposed Freedom of Information legislation is intended to give the public the right to access the vast majority of information of all kinds held by the organisation, which will involve the publication of manuals, training of staff, and of course the staff time actually spent responding to requests for information. In this regard, the third report of the Select Committee on Public Administration (19 May 1998) states that when the legislation comes into force "*public authorities should be required to make available existing indexes to their records, where it is practicable to do so; should be required to create indexes to new records; and should be encouraged to create indexes for old records_ Authorities should be obliged to prepare a strategy for cataloguing*" (point 22).
10. The Data Protection Act (1998) has strong stipulations on security, which must be at the highest level possible. Only those who have a right to see the personal information on an individual may be allowed access to it; this means that staff of the organisation who have no need to be privy to such information for the administration of the organisation to be carried out must be physically denied access to the relevant files.
11. Under the Data Protection Act (1998) holders of data must nominate a data controller, who must keep the Data Protection Commissioner regularly informed as to what information the organisation holds and how that information is being processed. There may be a separate data controller for different sections of an organisation. Whenever information is notified to the Data Protection Commissioner, a fee will be payable
12. The Government accepts that such legislation carries costs, but has explicitly stated that these will not be met from the centre. To assist public authorities in meeting the costs, they will be allowed to charge for certain aspects of both Data Protection and Freedom of Information responses to public enquiries; however, it appears that this will be a flat fee of £10 per request, which is unlikely to cover the authority's costs, and there will be no source of income for the background work which has to be carried out to reach compliance with the legislation. This includes fees which must be paid to the Data Protection Commission every time it is notified of records held by an organisation. It is uncertain how this flat fee will sit with the charges currently levied by the County Council for the provision of information from the records it holds.

Conclusions

13. The following areas will therefore require action:

- (a) As the Data Protection Act stands, sensitive information will automatically be destroyed and individuals will have the right to destroy or alter information relating to themselves. This problem can be tackled by the statutory instruments which will be set up to enable the Act, but the Government will not do so unless local authorities with responsibility for archive services express their concern about the threat to archives implicit in the legislation.
- (b) On present staffing levels, it will be impossible for the Archives section to seek out and encourage deposit of external material which is under threat because of the provisions of the Data Protection Act. To do so will require the bringing forward of the appointment of two of the professional archive staff, already agreed by committee for the year 2000/2001, to 1 April 1999, with a specific brief to negotiate deposit of material with outside bodies.
- (c) There will be resource implications for all departments of the County Council in terms of staffing and finance resulting from this legislation. This should be analysed and resources identified on a corporate level. The legislation reinforces the need for a corporate records management strategy within the authority. These measures require action beyond the bounds of this Committee.

Financial and Staff Implications

- 14. The appointment of two professional archive staff one year earlier than previously allowed for will have a single year revenue consequence of £34,000.

Implications for People Living in Poverty

- 15. The Government's initiatives on Data Protection and Freedom of Information are intended to benefit all sections of the community, and costs are being put on to local authorities rather than individuals to ensure use of the legislation is not prohibitively expensive to those living in poverty. Efficient compliance with the legislation by the County Council will therefore be in the interests of such individuals.

Environmental Implications

- 16. Efficient records management procedures produce benefits in terms of recycling of paper, and in reducing the number of storage depots for back files required and the resultant travel between them.

RECOMMENDATIONS

- 17. **The Committee are RECOMMENDED to:**
 - (a) **convey to the Government their concerns that the archival preservation of historically important documentation may be compromised unless appropriate safeguards are established by statutory instrument; and**
 - (b) **include in the Policy Plans the pressure to bring forward the appointment of two professional archivists, scheduled for the year 2000/2001, to 1 April 1999, to carry out surveys of records at risk in the county.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Data Protection Act (1998)
White Paper "Your Right to Know" (Cm 3818)

Contact Officer: Carl Boardman, County Archivist, Tel (01865) 815203

30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS28

FRIENDS OF LIBRARIES

Report by the Director of Cultural Services

Division(s) affected:

All

Introduction

1. A second Conference of the Friends of Libraries was held on Saturday 7 November in County Hall. It was attended by 55 representatives of all 14 Friends Groups from libraries across the County. In addition the Conference was attended by County Councillors, a representative officer from West Oxfordshire District Council, 4 Town Council and 8 Parish Council representatives.
2. The Conference was chaired by the Chairman of the County Council and presentations were given on:
 - (i) Charitable Status (a representative from the Friends of the Community of Adderbury Library outlined the process they had gone through to achieve charitable status and the reasons for doing so. It was clear that this would not be suitable for every Group);
 - (ii) Information Technology (the manager of Watlington Library explained how their Friends had funded a computer terminal with internet access and an officer of west Oxfordshire District Council outlined the partnership information strategy for rural communities);
 - (iii) Premises (Andrew Coggins provided an update on this matter); and
 - (iv) Budget (the Director outlined the budget process and timetable for 1999/2000, explaining that this was a year of change and that there was some uncertainty about how the process would work. Forecasting the budget position was more difficult than usual);
3. Friends Groups and Parish Councils were concerned that the timing of the Conference might deny them the opportunity to be consulted should the budget position require further cuts in the library service. The Director gave assurances that the County Council is committed to consultation and that a way would be found to include them should that prove necessary. The feeling was expressed that other parts of the County Council's work, particularly administrative overheads, should be examined before further reductions in library services were considered.
4. Presentations were given on the National Year of Reading and on merchandise to sell to raise funds for Friends. There were wide ranging discussions and sharing of ideas and experiences. This is a most useful aspect of the Conference and a Friends Newsletter will be used to exchange information on local initiatives to all Friends groups.

Financial, Staff and Environmental Implications and Implications for People Living in Poverty

5. There are none arising directly from this report.

RECOMMENDATION

6. **The Committee are RECOMMENDED to note this report.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil
Contact Officer: Thomas Forrest, Director of Cultural Services, Tel (01865) 810191
30 November 1998

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS29

NAMES OF LIBRARIES

Division(s) affected: Headington, Quarry, Temple Cowley, Littlemore & Wychwood
Report by the Director of Cultural Services

Introduction

1. The Committee, at its last meeting, agreed to consult on the possible change of name of Bury Knowle, Milton-under-Wychwood, Peers and Temple Cowley Libraries. This report informs the Committee of the results of that consultation and seeks approval for the changes.
2. The consultation took place over the period 9 October to 7 November. Comment forms were provided in libraries for the public to give their views and letters were sent to the relevant County Councillors, District/City and Parish Councils. Friends Groups, where they exist, were consulted as was Peers School.

Bury Knowle

3. The majority of respondents (72%) were in favour of changing the name to Headington Library.

Milton-under-Wychwood

4. Of the 139 comments forms received 138 favoured Wychwood Library and the other favoured Wychwoods Library. The Friends group supports the change to Wychwood.

Peers

5. An almost unanimous response (98%) was made in favour of a change to Littlemore Peers Library. The School is in full support of the change.

Temple Cowley

6. The response in the this library was low and almost evenly divided on whether or not "Temple" should be dropped from the title. It is the Director's view that although technically situated in Temple Cowley, the library serves all of Cowley and needs to be promoted as such in the future. The Committee is asked to support the change to Cowley Library.

Financial, Staff and Environmental Implications and Implications for People Living in Poverty

7. There are none relating to this report.

RECOMMENDATION

8. **The Committee are RECOMMENDED to approve the following changes of library names with effect from 1 January 1999:**

- (a) **Bury Knowle to Headington;**
- (b) **Milton-under-Wychwood to Wychwood;**
- (c) **Peers to Littlemore Peers; and**
- (d) **Temple Cowley to Cowley.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil
Contact Officer: Thomas Forrest, Director of Cultural Services, Tel (01865) 810191

30 November 1998

NATIONAL YEAR OF READING

Report by the Director of Cultural Services

Introduction

1. At the last meeting of this Committee the Director was requested to report back on the progress of initiatives relating to the National Year of Reading and the Books for Babies campaign in particular.

Books for Babies

2. Books for Babies was launched in November to put across the messages that it is never too early to share a book with your child and that the library is one of the places to go to find books and information for young children. Every library has put up prominent 'Books for Babies' displays, brought together information for parents and held events for pre-school children on 13 November, 'Babies Book Day'. Library use has been further encouraged by the purchase of new picture books, the distribution of reading lists and the suspension of overdue charges for children under five during the National Year of Reading.
3. To reach children and parents who do not use libraries, staff have taken an attractive stand with books and information to a number of shopping centres and stores across the county, including Boots the Chemist, Sainsbury's in Banbury and Wantage and Templar Square in Cowley, to speak to parents with young children and hand out leaflets. Around 300 families, many of them not regular library users, have been contacted in this way. In addition, posters have been displayed in health centres, shops, MAX posters sites and numerous community noticeboards. Two specially commissioned posters showing parents reading to their children with the strapline 'Share a book and watch them grow' were sponsored by Waterstone's and a successful storytime and activity session were held in their store in Oxford on 13 November.

Information for parents

4. Libraries have brought together their books on parenting and childcare into specially designated Parents' Collections and are distributing leaflets and information sheets produced by a range of organisations including the BBC, the National Literacy Trust and the Basic Skills Agency. Providing a pack of information to every baby born in Oxfordshire will be taken up by the Government's 'Bookstart' project early next year, so staff have concentrated instead on distributing leaflets to parents through the libraries, through Health Visitors and through outreach activities such as the store visits and the work of the 'Reading Bus'.

Promoting Services through the Mobile Library

5. The Oxford mobile library has been spending part of its fortnightly schedule as a 'Reading Bus' visiting communities where library use is low. It has worked closely with the Oxfordshire Playbus which has already built up contacts with such communities, and the Bus has made a number of visits with the Playbus to venues which include the Redbridge Travellers' Site, Dalton Barracks and the Mendip Heights Estate in Didcot. Staff have read to the children and given information and leaflets to their parents and carers. The Reading Bus is also making visits to Family Centres, playgroups and Huntercombe Young Offenders Institution to meet as wide a range of children and parents as possible.

Events on 13 November

6. Friday 13 November was designated as a focus day for activity and media attention. Every library held an event, however modest. The most dramatic of these was at Berinsfield where the whole day was given over to books and reading for children. The Lord Lieutenant opened the day by reading a story to the nursery class and he was followed by a stream of celebrities who took part in

events for over 200 young children and their parents. The Oxfordshire Playbus and the Reading Bus provided venues in addition to the school and library. Richard Hannah, who was brought up in Berinsfield and now runs a successful media company, "The Reel Thing", was responsible for organising much of the day and for creating a film record of the events. This is to be made available on video in all libraries.

7. In the evening the library service supported an event organised by Writers in Oxford aimed at young adults and people with an interest in their reading. The event, 'Taboo or not taboo?', had financial support from Southern Arts and was held at the Museum of Modern Art. Over 100 people attended, an impressive turnout for such an event.

Financial and Staff Implications

8. There are none arising directly from this report.

Environmental Implications

9. There are none arising directly from this report.

Implications for People Living In Poverty

10. The Books for Babies campaign is targeted to attract people who have not used the library before. It is likely that this group will include people living in poverty. Through the campaign they will gain access to the free lending and information services available in libraries and to learn of other services and benefits to which they are entitled.

RECOMMENDATION

11. **The Committee are RECOMMENDED to note the progress of initiatives to mark the National Year of Reading.**

THOMAS FORREST
Director of Cultural Services

Background Papers: Nil

Contact Officer: Veronica Angel, Tel. (01235) 771131

30 November 1998

QUARTERLY FINANCIAL REPORT

Report by the County Treasurer and Director of Cultural Services

Division(s) affected: All

ANNEX 1

CULTURAL SERVICES COMMITTEE 7 DECEMBER 1998

QUARTERLY FINANCIAL REPORT

ANNEX 1

REF.	DIVISION OF SERVICE	GROSS EXPENDITURE	BUDGET 1998/1999 GROSS INCOME	VIREMENTS & SUPPLEMENTARY ESTIMATES TO DATE	NET EXPENDITURE INC.	PROJECTED YEAR END VARIATION THE COUNCIL	THIS COMMITTEE	VARIATION TOTAL	BROUGHT FWD FROM 1997/98 (PROVISIONAL)
(1)	(2)	Overspend + £000 (3)	Overspend + £000 (4)	Deficit + £000 (5)	Deficit + £000 (6)	Underspend - £000 (7)	Underspend - £000 (8)	Underspend - £000 (9)	Surplus- £000 (10)
CS 1	Libraries	6,627	-992	-1	5,634		217	217	-257
CS 2	Museums	1,655	408	10	1,257		65	65	-65
CS 3	Archives	326	-11		315	3	-33	-30	-30
CS 4	Victoria County History	86	-1		85		7	7	-7
CS 5	Arts & Recreation	1,053	-362		691		105	105	-109
CS 6	Directorate of Cultural Services	1,378	1,378	-9	-9		77	77	-107
	COMMITTEE TOTAL	11,1251	-3,1521	0	7,973	3	438	441	-575

NOTES TO TABLE

Explanation of Table

- Column 1 Budget Book Reference.
- Column 2 Division of Service.
- Columns 3 and 4 The gross expenditure and income budgets for 1998/99.
- Column 5 This column records the net effect of all virements and supplementary estimates during the year.
- Column 6 This is the sum of columns 3, 4 and 5.
- Column 7 Current projected year end variations in 1998/99 to be returned to or called from the Council.
- Column 8 Current projected year end variations in 1998/99 to be retained by this Committee.
- Column 9 Total projected year end variations for 1998/99. This is the sum of columns 7 and 8.
- Column 10 Committee Carry Forward from 1997/98.
- Column 11 Projected Committee Carry Forward to 1999/2000. This is the sum of Columns 8 and 10.

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS9

REVENUE POLICY PLANS 1999/2000 - 2001/02
TABLE 3A

Annex 4 **Budget v SSA Comparison - 1998/99 and 1999/2000 Forecast** Table 3A

	Budget	SSA	Variation		Forecast	SSA	Variation	
	1998/99	1998/99	£m	%	1999/2000	1999/2000	£m	%
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Education	202.8	207.9	-5.1	-2.5	212.1	219.7	-7.6	-3.5
Social Services	80.7	72.9	7.8	10.7	91.0	77.1	13.9	18.0
Fire	12.8	13.2	-0.4	-3.0	13.4	13.6	-0.2	-1.5
Highways Maintenance	15.8	19.8	4.0	-20.2	15.9	20.3	-4.4	-21.7
EPCS29.9	29.9	27.0	2.9	10.7	31.6	28.1	3.5	12.5
Capital	15.7	10.7	5.0	46.7	16.3	11.3	5.0	44.2
Contribution from Reserves	0.2	0.0	0.2	N/A	-0.3	0.0	-0.3	N/A

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS9

REVENUE POLICY PLANS 1999/2000 - 2001/02
ANNEX 3

CULTURAL SERVICES COMMITTEE
SUMMARY OF BUDGET PRESSURES & OPTIONS FOR FUNDING
PRESSURES (1999/2000 Outturn Prices)

		1999/2000 Financial Year			
Ref.	PRESSURES Description	£'000	OPTIONS FOR FUNDING PRESSURES £'000 Description	UNFUNDED £'000	
CS 3	Archives - St Luke's revenue consequences of capital				
CS 1 -6	Year 2000 compliance (Provisional Estimate)	20-	-20 Directorate saving from 1998/99	0	
CS 1	Libraries - Reinstatement of reductions to Library Bookfund	272	0	272	
CS 1	Libraries - All libraries to be connected to the internet by year 2000	65	- 65 Library premises/utility saving (£40k from 98/99 and £25k in 99/00)	0	
CS 1	Libraries - IT telecommunication costs	20	-20 Library utility savings 1999/2000	0	
CS 5	Countryside Rights of Way	202	-22 insurance savings	180	
CS 5	Countryside - Chilterns AONB	6	0	6	
CS 5	Countryside - Cotswolds AONB	5	0	5	
CS 5	Arts Strategy	100	0	100	
CS 3	Archives - Data Protection	34	0	34	
CS 5	Tourism	3	0	3	
CS 5	Village Hall Grants	50	0	50	
TOTAL		777	-127	650	

		2000/2001 Financial Year			
Ref	PRESSURES Description	£'000	OPTIONS FOR FUNDING PRESSURES £'000 Description	UNFUNDED £'000	
CS 3	Archives - St Luke's revenue consequences of capital (Part Year)	64	-64 Carve forwards from 98/99 & 99/00		
CS 1-6	Year 2000 compliance (Provisional Estimate)	0	0	0	
CS 1	Libraries - Reinstatement of reductions to Library Bookfund	272	0	27	
CS 1	Libraries - All libraries to be connected to the internet by year 2000	25	-25 Library premises saving (fixed term)	0	
CS 1	Libraries - IT telecommunication costs	20	-20 Library utility savings	0	
CS 5	Countryside Rights of Way	202	-22 Insurance savings	180	
CS 5	Countryside - Chilterns AONB	6	0	6	
CS 5	Countryside - Cotswolds AONB	5	0	5	
CS 5	Arts Strategy	150	0	150	
CS 3	Archives - Data Protection	0	0		
CS 5	Tourism	7	0	7	
CS 5	Village Hall Grants	50	0	50	
TOTAL		~801	-131	670	

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS9

REVENUE POLICY PLANS 1999/2000 - 2001/02
ANNEX 1

BUDGET PRESSURES

Ref.	Description	Budget	1999/2000 Outturn Prices		2000/2001	
			1999/2000	2000/2001		
		£'000	FTE	£'000	FTE	£'000
	BUDGET PRESSURES					
	<u>Essential & Unavoidable:- Funding Identified</u>					
CS 3	Archives - St Luke's revenue consequences of capital (Part Year)	*		0	5.6'	64
CS 1-6	Year 2000 compliance (Provisional Estimate)	*		20		0
	<u>Committee Objectives Already Agreed - Funding Not Identified</u>					
CS 1	Libraries- Reinstatement of reductions to Library Bookfund (from 1990/91 - adjusted to 1999/2000 purchasing power)	882		272		272
	<u>- Funding Identified</u>					
CS 1	Libraries - All libraries to be connected to the internet by year 2000 (Library Plan)	*		65		25
	Libraries - IT telecommunication costs	*		~20		20
	<u>- Contribution to Funding Identified</u> (£22,000 Contribution Identified)					
CS 5	Countryside Rights of Way	569	4.0	202	4.0	202
	<u>Other Pressures:- Funding Not Identified</u>					
CS 5	Countryside - Chilterns AQNB	2		6		6
CS 5	Countryside - Cotswolds AQNB	4		5		5
CS 5	Arts Strategy	56		10		150
CS 3	Archives - Data Protection	*	2.0	34		0
CS 5	Tourism	0		3		
CS 5	Village Hall Grants	0		50		50
TOTAL			6.0	777	9.6	801

Note:
Budget £'000=*, where budget figure is not appropriate/helpful

CULTURAL SERVICES COMMITTEE - 7 DECEMBER 1998
AGENDA ITEM CS9

REVENUE POLICY PLANS 1999/2000 - 2001/02
ANNEX 2

OPTIONS FOR FUNDING PRESSURES

Ref.	Description	Budget £'000	1999/2000 Output Prices		2000/2001	
			FTE	~£'000	FTE	£'000
	OPTIONS FOR FUNDING PRESSURES					
CS 1	Library Premises/Utility Savings:					
CS 1	Library premises and utility savings - One-off carry forward from 1998/99 - for library internet connections	*		-40		-0
CS 1	Library premises saving - fixed term - 2 Years to 2000/2001 - to contribute to IT connections to the Internet	41		-25		-25
CS 1	Library utility savings - on going - to meet IT telecommunications costs	126		-20		-20
CS 3	<u>Archives Savings for St Luke's: £000</u>					
	- 98/99 Carry forward	-42				
	- 99/00 Base Carry forward	-22				
		289				-64
	<u>Directorate Saving from 1998/99:</u>					
CS 6	One-off carry forward from 1998/99 - for Year 2000 compliance	,		-20		-0
	<u>Insurance Savings:.</u>					
CS 1-6	Insurance savings - to contribute to Countryside pressures	77		-22		-22
TOTAL				-127		-131

Note: