Policy and Sustainability Committee

10:00am Thursday, 6 August 2020

Community Centres and Libraries reopening

Executive/routine
Wards
Council Commitments

1. Recommendations

- 1.1 The Policy and Sustainability Committee is asked to:
 - 1.1.1 Note the challenges involved in reopening libraries and community centres
 - 1.1.2 Approve the approach being adopted to safely reopen libraries and community centres, subject to available resources
 - 1.1.3 Note the requirement for some community centres and libraries to be utilised for out of school care, early learning and childcare and as alternative accommodation for the contingency plan for the 50% model for schools returning in August
 - 1.1.4 Approve that further details on the reopening of community centres and libraries are included in the wider action plans which will emerge from the Adaptation and Renewal workstream on Operations and Services

Alistair Gaw

Executive Director for Communities and Families

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Report

Community Centres and Libraries reopening

2. Executive Summary

- 2.1 The report outlines some of the significant resource challenges, risks and considerations which need to be taken into account in reopening community centres and libraries, in the context of competing pressures to reopen (and maintain the opening of) other buildings such as schools. This is not simply a return to business as usual: opening any building now requires significant additional resource and planning, which further pressures the ability to open a variety of settings across the estate.
- 2.2 It proposes next steps: a mechanism (now live) for all Management Committees (MCs) to submit a request to reopen centres within specific, defined criteria; a suggested process for how a further opening up of centres for citizens could be explored; outline plans for library reopening and gradual introduction of services.
- 2.3 That further details on the reopening of community centres and libraries are included in the wider action plans which will emerge from the Adaptation and Renewal workstream on Operations and Services

3. Background

- 3.1 The Council has 30 community centres and 28 libraries offering a wide range of community learning, information and leisure opportunities which are highly valued by citizens and community groups across the city. In addition to the 28 libraries there are targeted mobile library services, a prison library and hospital library.
- 3.2 In response to the Covid-19 pandemic, the Council took the decision to close all non-essential buildings, including all libraries and community centres.
- 3.3 Since current restrictions came into being, libraries have continued to provide targeted door to door drop off services for vulnerable people, including former patients from the Royal Hospital for Sick Children, Library Link customers and families receiving food parcels.
 - The use of online services has markedly increased: there has been a 64% increase in the use of e-books, a 67% increase in the use of e-audio books and a 118%

- increase in the use of e-newspapers and e-magazines. In April 2020 alone, there were 211,834 digital downloads.
- 3.4 The Council is planning for the reopening of libraries and community centres, in order to meet priority needs of citizens and communities, within what is likely to remain a highly challenging operational context, prioritising public and staff safety while developing public access to services within available resources.

4. Main report

- 4.1 Edinburgh has been responding to the Covid-19 global pandemic. There are three drivers guiding the Council's approach:
 - 4.1.1 Ensure the most vulnerable in our city and in our care are protected
 - 4.1.2 Minimise the risks to Council staff and volunteers
 - 4.1.3 Continue to provide services as best we can in challenging circumstances We will build from the Council's current priorities: poverty, sustainability and wellbeing
- 4.2 The challenge before the City and the Council cannot be underestimated in both the immediate and longer term. The national position regarding Covid-19 continues to evolve. Therefore, any programme arrangements put in place need to have the flexibility to adapt to changing circumstances and Public Health Guidance.
- 4.3 As has been widely debated nationally, it is unlikely that the Council will see an immediate return to pre-Covid-19 ways of working, if at all. Indeed, this may lead to opportunities to do things differently and adapt new working models. As such, the Council programme, setting out its approach has been named Adaptation and Renewal and our library and community centre plans need to be located within the Service Operations strand of this programme.
- 4.4 Subject to public health guidance and the capacity to support the safe use of the settings, our ambition is to have a planned, phased reopening of libraries and community centres for the wider public as part of Phase 4 of the Scottish Government's Scotland's Route map through and out of the crisis

Libraries

4.5 Staff are busy planning for how they can adapt and renew libraries in a context of the significant resources needed to support this. We need to ensure the safety of our staff, volunteers and the public who use our services. We will continue to be led by the Scottish Government's guidance on Coronavirus in terms of our duty of care.

- 4.6 The possibility to reopen libraries is part of the Scottish Government <u>Scotland's</u>

 <u>Route map through and out of the crisis</u>. The Scottish Government published <u>safe</u>

 work guidance for libraries on 14 July alongside test and protect guidance.
- 4.7 A Libraries Adaptation and Renewal Group has been meeting weekly to develop library plans around several workstreams including library operations and venue readiness, workforce planning and development, a phased 'library offer', communications, digital services.
- 4.8 An outline suggested plan for the phased reopening of libraries is attached at Appendix 1.

Community Centres

- 4.9 The Scottish Government published on 9 July <u>guidance</u> to help local authorities, third sector organisations and partners working in Scotland's schools, colleges and communities to provide community learning and development (CLD) services safely.
- 4.10 Following the previous <u>report</u> to Policy and Sustainability Committee on 9 July, there is now a process (see Appendix 2) in place for Management Committees (MCs) to apply for approval to reopen centres for defined purposes: early learning and childcare, out of school care, blood donor services, food banks. This effort is to help management committees gain access to facilities to help plan activities and store equipment for outdoor work and other work not dependent on public access for the buildings in the meantime.
- 4.11 Looking further ahead to the potential widening out of community centre use beyond the defined purposes (subject to public health guidance and Council resources) the CLD Adaptation and Renewal Group will develop a set of criteria within which all such requests will be assessed.
- 4.12 The maximum capacity of community centres is likely to be reduced, and therefore centres will not be able to return to providing the same level and range of activities that were provided pre-Covid 19, as the number of people who can safely be in the centre will be limited in accordance with the public health guidance at that time.
- 4.13 This offers an opportunity for the Council to work in partnership with Management Committees and other partners who are critical to the delivery of community based learning to consider what support and development is in most need in the community that the centre serves and to develop its offer around those needs

Resources

4.14 The reopening of any Council buildings, including community centres and libraries, and their continued, ongoing safe use will require a significant level of support from facilities management and some investment in safety equipment. The Council has prioritised the reopening of schools and to that end facilities management resources are concentrated on pre-opening preparation and ongoing schools support after opening. While explicit guidance on cleaning regimes for schools is awaited at this time, there remains a risk that all available resources will be required for the operation of the schools' estate.

4.15 Plans to reopen community centres and libraries will be considered alongside a range of other priorities within the Adaptation and Renewal workstream under Operations and Services and all work to support the reopening of these buildings would be located within that programme.

5. Next Steps

- 5.1 That further details on the reopening of community centres and libraries are included in the wider action plans which will emerge from the Adaptation and Renewal workstream on Operations and Services
- 5.2 Community Centre Management Committee applications to reopen centres for the defined purposes will be progressed as outlined in the new procedure.
- 5.3 Work will continue to adapt and renew library services as on the outline plan.

6. Financial impact

- 6.1 Currently the Council is facing a challenge in terms of prioritising Facilities Management (FM) resource support the reopening of schools and has a working assumption that there is a lack of resource and there will be a need to move resources from other CEC buildings e.g. community centres and libraries to support schools. To accommodate any reopening of community centres will result in an additional budget pressure.
- 6.2 If budget could be identified for additional FM staff to support reopening of community centres and libraries, there is concern about the recruitment and availability of people as a significant challenge already exists with the service.

7. Stakeholder/Community Impact

- 7.1 Engagement with community centre management committees took place in October 2019 on the development of the Assurance Framework and more recently in February 2020 with North West Locality management committees, covering a wide range of matters including health and safety. Although this work was paused it could be resumed to develop a Covid 19 related assurance framework. This work would involve management committees, facilities management, business support, health and safety, fire safety and lifelong learning service staff.
- 7.2 Given the huge challenges facing the city and the need for services to adapt to what is a changed world, the Council will continue to engage with citizens on its plans for libraries and community centres adaptation and renewal.

8. Background reading/external references

8.1 Scotland's Route map through and out of the crisis

9. Appendices

9.1	Appendix 1	Library reopening proposal
9.2	Appendix 2	Community Centre reopening request template and process flowchart
9.3	Appendix 3	Link to previous Community Centre Reopening report (P&S 9 July)

Appendix 1

Covid 19 Adaptation and Renewal: Library Service Offer – Re-opening Stage 1:

Service Offer	Date	Libraries	Notes
Staff return to branches to prepare for re-opening: processing stock, moving furniture, tape marking floor,		Central, Craigmillar (NE)*, Fountainbridge (SW), Gilmerton (SE), McDonald Road (NE), Morningside (SE) Kirkliston (NW), Stockbridge (NW)	
installing guidance and signage, managing reservations queue etc.			
		Leith (NE), Newington (SE), Portobello (NE), Ratho (SW), Wester Hailes (SW),	
	Date tbc due to building works etc.	Balerno (SW), Balgreen (SW), Blackhall (NW)**, Colinton (SW), Corstorphine (NW)**, Currie (SW), Drumbrae (NW)***, Granton (NW), Moredun (SE), Muirhouse (NW), Oxgangs (SW), Piershill (NE), Sighthill (SW), S Neighbourhood Office (SE)* S Queensferry (NW)	

^{*}Library is a CRC – availability tbc **Library is listed as having planned building works

^{***}Drumbrae Library will be used as school accommodation –

Covid 19 Adaptation and Renewal: Library Service Offer – Re-opening Stage 2:

Service Offer	Date	Libraries	Opening Hours		Notes
Libraries open to public for: Returns Hearing aid batteries Hey Girls free sanitary provision Limited access to People's Network — free p.c. and internet access for library customers. Ilmited open access lending and browsing for customers. bus pass application processing.	Date	Central, Craigmillar (NE)*, Fountainbridge (SW), Gilmerton (SE), McDonald Road (NE), Morningside (SE) Kirkliston (NW), Stockbridge (NW) (Bold denotes full time hours)	F/T: Mon: 1pm – 5pm Tues: 10am – 5pm Wed: 1pm – 5pm Thurs: 10am – 5pm Fri: 10am – 2pm Sat: 10am – 2pm 10am - 2pm 10am – 2pm 10am – 2pm 10am – 2pm		Cleaning and Quarantine processes in place. PPE for staff mandatory. Provision of Hearing Aid batteries relies on Audiology Dept. supply and delivery. Provision of sanitary items relies on Hey Girls supply and delivery. Social distancing measures Signage and guidance Cleaning facilities One in/One out system PPE mandatory inside building Test and protect process mandatory. P.C.s - prioritising access for Universal Credit, limited time per customer, booking
	Date tbc due	Leith (NE), Newington (SE), Portobello (NE), Ratho (SW), Wester Hailes (SW), Balerno (SW), Balgreen (SW), Blackhall	As above.		As above.
	to building works etc.	(NW)**, Colinton (SW), Corstorphine (NW)**, Currie (SW), Drumbrae (NW)***, Granton (NW), Moredun (SE), Muirhouse (NW), Oxgangs (SW), Piershill (NE), Sighthill (SW), S Neighbourhood Office (SE)* S Queensferry (NW)			

Covid 19 Adaptation and Renewal: Library Service Offer – Re-opening Stage 3:

Service Offer	Date Libraries		Opening Hours		Notes
Libraries open to public for: Bookbug Sessions in Libraries. Group activities for children and young people in Libraries (Chatterbooks, Craft sessions, Film Clubs etc.) Group activities for adults in Libraries (Knit&Knatter, Book groups, ESOL classes etc.) Library Lets – to community groups and organisations.	will depend on social distancing and other legislation.	Central, Craigmillar (NE)*, Fountainbridge (SW), Gilmerton (SE), McDonald Road (NE), Morningside (SE) Kirkliston (NW), Stockbridge (NW) (Bold denotes full time hours)	F/T: Mon: 1pm – 8pm Tues: 10am – 5pm Wed: 1pm – 8pm Thurs: 10am – 5pm Fri: 10am – 5pm Sat: 10am – 2pm	P/T: 1pm – 5pm 10am - 2pm 1pm – 8pm Closed 10am- 5pm 10am – 2pm	Social distancing measures Signage and guidance Cleaning facilities One in/One out system PPE mandatory inside building Test and protect process mandatory All group activities pre-booked Limited attendees
	Date tbc - depend on social distancing and other legislation. Date tbc due	Leith (NE), Newington (SE), Portobello (NE), Ratho (SW), Wester Hailes (SW), Balerno (SW), Balgreen (SW), Blackhall	As above. As above.		As above.
	to building works etc.	(NW)**, Colinton (SW), Corstorphine (NW)**, Currie (SW), Drumbrae (NW)***, Granton (NW), Moredun (SE), Muirhouse (NW), Oxgangs (SW), Piershill (NE), Sighthill (SW), S			

	Neighbourhood Office (SE)* S	
	Queensferry (NW)	

^{*}Library is a CRC – availability tbc ** Library is listed as having planned building works *** Drumbrae library will be used as school accommodation



Appendix 2a

Management Committees of CEC owned Community Centres who are considering reopening their community centre or who wish some limited access are currently required to follow this Council approval procedure. This procedure is supplementary to any existing procedures, agreements and general Council and statutory requirements. The Council

reserves the right to make the final decision in these matters.

Step 1 – Consider the latest national guidance and CEC requirements

Current Scottish Government Advice (Phase 3)

Community centres, youth centres and similar must remain closed unless for the purpose of hosting essential voluntary or urgent public support services, such as food banks, homeless services, and blood donation sessions.

The City of Edinburgh Council Position Statement

For the purposes of this approval procedure, the Council defines essential voluntary or public services as above and as such requests for other access relating to activities such facilitating access to let holders or volunteers to access office accommodation or for volunteers to use facilities for any purpose other than those listed above will likely be refused.

Any request for reopening or limited access will be considered within the wider context of existing essential services being provided within the locality.

Any reopening of Community Centres that requires additional Council expenditure or resources will not be approved. Examples of additional costs may include but not limited to adaptation such as screens and partitions, and extra cleaning and Facilities Management.

Step 2

Do you consider your proposal for reopening or for limited access to the community centre to be for the exclusive purpose of hosting essential voluntary or public services as detailed in the national guidance and meets the Council requirements in Step 1?



No

The Community Centre must remain closed.

Yes

Complete sections A1 and A2 of Form 1 below. Send to the relevant CEC Lifelong Learning Service Manager. The initial request will be considered by the Council and the form will then be returned to the Management Committee.

Step 3

Is the initial request approved by CEC?





No

The Community Centre must remain closed.

Yes

The Management Committee will be required to oversee the activities in the Community Centre as no Council officer will be on site. The Management Committee is therefore responsible for the safe day to day operation of the community centre and compliance with the latest national guidance, including Covid-19 requirements.



Any proposed reopening plans should be consistent with: <u>Core public-health guidance</u> and <u>Safe workplace guidelines</u> and <u>service-specific guidance</u>, including <u>COVID-19</u> – <u>guidance for non-healthcare settings</u>. The Management Committee is required to complete sections B and C of Form 1. Requested supporting evidence must be attached to the proposal.

Step 4 – Decision by the Council

Does Form 1 and the supporting evidence provide reasonable and sufficient evidence to the Council of compliance with national Covid-19 Core public-health guidance, Safe workplace guidelines and service-specific guidance; including COVID-19 – guidance for non-healthcare settings and Council requirements? The Council will act on advice of the Public Health Advisory Group.



No

The Community Centre must remain closed.

Yes



The Community Centre is permitted to open for the exclusive hosting of essential services as detailed by the Management Committee in Form 1 and approved by the Council. The Management Committee is responsible for the continued safe day to day operation of the community centre and delivery of the essential services in accordance with existing health and safety law and national Covid-19 requirements. The Council will not provide additional funds nor resources to reopen Community Centres and to meet existing nor any new Covid-19 requirements. Additional services or activity not detailed in the submitted Form 1 are not permitted. Any additional essential services require new approval via an updated Form 1 submitted to the Council.

Form 1

The purpose of this form is to assist in the approval of the safe re-opening of community centres in accordance with current national guidance.

This form is not intended to promote a "checklist" approach to the safe reopening of community centres. Its purpose is to assist the Council in undertaking reasonable and sufficient checks that a Management Committee is complying with national guidance and Council requirements.

Management Committees should exercise their judgement to ensure the safety and wellbeing of their staff, volunteers and visitors in accordance to national guidance.

The Management Committee is responsible for ensuring compliance with guidance and statutory requirements, not the Council.



			EMENT COMMITTEE. The person completing mmittee; judged by them to be competent in				
Community Centre name:							
Person completing this form:	Name:	ame:					
	Role:						
			ement Committee to complete this task	Yes □			
requirements). This muthey required at this co	ust provide ommunity co	appropriate detail ab entre? These must al	nity Centre (linked to Step 1 national guidand out all proposed services, including what are Il be classed as <u>essential</u> . Insufficient detail	they and why are			
being returned and unable to proceed to Step 2. Does the Management Committee consider its proposal for reopening the community centre to be for the exclusive purpose of hosting essential voluntary or public services as detailed in the national guidance and meets the CEC requirements in Step 1?			Yes No If no, the Community Centre will not be approved for reopening.				
The Council will not provide additional funds nor resources to reopen Community Centres and to meet existing nor any new Covid-19 requirements. Does the Management Committee require additional funding or resources from the Council?			Yes If yes, the Community Centre will not be ap	proved for reopening.			
Description and justification of proposed reopening and delivery of essential services. Sufficient detail is required (all proposed services and activity):							
[the text box will expand]							
Please	STOP and	d send the form to t	he relevant Lifelong Learning Service Mar	nager.			
Initial decision by the Council:	Proceed v	vith Step 3 onwards (Sections B and C of Form 1).				



	The proposal does not meet national guidance and/nor Council requirements. The Community Centre is not permitted to reopen.									
Section	on B									
to me	ponse is required for each question. If the Management Committee is unable eet any of these requirements, then the Community Centre will not be itted to reopen within the context of the current national guidance.	Yes, the Management Committee can meet this requirement	The Management Committee is unable to meet this requirement							
B1	The Management Committee's proposed reopening and operation plans are consistent with Core public-health guidance and Safe workplace guidelines and service-specific guidance.									
	Additional information:									
B2	The Management Committee and delegated competent person/s will undertake an adequate health and safety check of the site concerned and deep cleaning prior to reopening. This will comply with national guidance. A completed schedule/checklist for health and safety checks must be submitted with this form. Checklist should be used again just prior to reopening e.g. check for deterioration (if approved). Any health and safety site concerns may result in the Community Centre not being able to reopen. An example of a workplace inspection checklist: Inspection Checklist. It is the responsibility of the Management Committee to adapt any templates or third-party resources to ensure they are suitable and sufficient for any Community Centre reopening and meeting Covid-19 guidance.									
	Additional information:									
В3	Robust infection control procedures comply with the latest national guidance. The Management Committee has its own Infection Control procedures that are robust and adequate to meet national Covid-19 requirements and provides sufficient detail to ensure the safe day to day operation of the Community Centre. This must be submitted with this form. Sort Operations An example Council Infection Control procedure: Sheet Infection Control It is the responsibility of the Management Committee to adapt any templates or third-party resources to ensure they are suitable and sufficient for any Community Centre reopening and meeting Covid-19 guidance.									
	Additional information:									



B4	All cleaning will be carried out in accordance with COVID-19 – guidance for non-healthcare settings. Additional requirements may apply for some specific services such as blood donation.	
	Additional information:	
B5	All staff, volunteers, contractors and essential service users will be required to maintain personal hygiene throughout the day.	
	Additional information:	
B6	The Management Committee is familiar with and will comply with the <u>Test and Protect (Test, Trace, Isolate and Support)</u> strategy that local health boards and Public Health Scotland are implementing.	
	Additional information:	
B7	The Management Committee will ensure reasonable measures that a distance of two metres is maintained between people on the premises (other than between members of the same household or a carer and the person they are assisting).	
	Additional information:	
B8	Only staff, volunteers and essential service users directly required to host and receive the essential services described in Section A will be permitted onsite.	
	Additional information:	
B9	All staff and volunteers will be adequately inducted and managed to ensure compliance with the latest national Covid-19 guidance. The Management Committee is responsible for ensuring this takes place.	
	Additional information:	
B10	The Management Committee has adequately assessed first aid provision. Adequate first aid provision will always be available and any Covid-19 adjustments to practice and procedures implemented as required by national guidance.	
	Additional information:	
B11	The Management Committee has checked that it has adequate insurance and approval from their insurer to undertake the essential services described in Section A within the context of current national guidance regarding reopening of Community centres. As Management Committees and Community Centre operations are regarded as separate entities, the Management Committee accepts that Council insurance does not cover the day to day operation of Community Centres.	



	Additional information:		
B12	The Management Committee has completed a suitable and sufficient risk assessment for the reopening and day to day operation of the Community Centre. This should incorporate Covid-19 hazards and reasonable controls. This must be submitted with this form. Key findings have been shared with relevant persons. These are reviewed regularly and in response to any significant concern and incident, including near misses. Any significant incidents will be reported to the Council as soon as reasonably practicable. The Management Committee accepts that the Community Centre may be required by the Council to close whilst this is investigated further. An example Council risk assessment resources: Establishment Risk Risk Assessment School Operations Sheet Risk Assessmer It is the responsibility of the Management Committee to adapt any templates or third-party resources to ensure they are suitable and sufficient for any Community Centre reopening and meeting Covid-19 guidance.		
	Additional information:		
B13	The Management Committee will facilitate and support any monitoring visits by the Council.		
	Additional information:		
B14	The Management Committee will ensure it complies with any updated national Covid-19 guidance. Any concerns by the Management Committee in complying with updated guidance should result in the Community Centre being closed and the concerns reported to the Council.		
	Additional information:		
B15	In the event of staff, volunteers or visitors reporting Covid-19 symptoms during or after a visit, this must be reported as per national guidance and the Community Centre temporarily closed and advice sought from the Council before reopening.		
	Additional information:		
Section	on C		
Decla	ration by the Management Committee	Yes, the Management Committee agrees to this statement	The Management Committee is unable to agree to this



	nmittee understands that it is responsible for the day to day nunity Centre and meeting national guidance and Council		
The Management Con additional and relevan the reopening and ope			
Management Committ			
Date:			
Decision by the Council:	The Community Centre is approved to reopen subject to Managem adherence to the requirements in Sections B and C above. The proposal does not meet national guidance and/nor Council recentre is not permitted to reopen. Additional comments by the Council: Completed on behalf of the Council by: Role:		

Appendix 2b

CLD Adaptation and Renewal Group



Community Centre Change Group



Service Operations
Triage Panel

- Initial review of reopening requests to deliver essential services.
- Oversight for planning and prioritising the reintroduction of activity.

- Advises
 management
 committees on
 how to fulfil
 health and safety
 requirements.
- Ongoing monitoring of the reopening of buildings.

- Approves reopening requests.
- Determines if service recovery is safe and effective.
- Agrees resource requirements of requests.