

PERFORMANCE AUDIT

PERFORMANCE INDICATORS 2001/2002

Cultural & community services

Comparing the performance of Scottish councils



Introduction

Each year, councils publish a range of information to show people how well they are providing their services and how they compare with other bodies.

This pamphlet contains information on five indicators relating to councils' management of cultural and community services and how they compare with other councils. They are:

- the level of borrowing from public libraries
- changes in library stock
- the time taken to satisfy library book requests
- the proportion of museums managed or supported by councils that are registered under the Museums and Galleries Commission scheme
- attendance levels at sports facilities.

Other pamphlets published by the Commission cover:

Fire and Police
Benefits, Finance and Corporate issues
Housing and Social Work services
Education services
Environmental and regulatory services

The Commission will also be providing on its website¹:

- a comprehensive compendium of the information for all the services for which there are performance indicators
- council profiles analysing indicators on a council-by-council basis.

Using the information

For each activity we have set out why some of the differences in performance may have arisen. We also highlight particular features of the information – for example, the range in performance achieved by different councils or the overall change in councils' performance over time.

Several factors affect the way a council performs its activities. You need to be aware of these in order to understand why results may vary. Some of these factors are outwith the control of a council – for example, population size and density, geographical area, and the mix between urban and rural settlements. Others may be specific to a particular service or the groups of people it serves. These local factors may mean that a council with a performance which, at first sight, appears to be worse than that of another has, in fact, done better given the circumstances it faces.

In this pamphlet we have shown information for councils for 2001/2002 and where appropriate made comparison with previous years. However, for some indicators, councils have submitted data that their auditors have identified as unreliable because of doubts about the reliability of the arrangements for producing the information (see below). In such cases we have shown the information separately and have not included it in the calculation of any overall Scottish averages, although such information was included in previous years.

Some services were disrupted during 2001/2002 by the foot and mouth outbreak. The following councils have indicated that, for the indicators discussed in this pamphlet, their performance may have been affected.

Angus, Dumfries & Galloway, South Lanarkshire, West Dunbartonshire

Key

Auditors appointed by the Accounts Commission have reviewed authorities' arrangements for producing the performance information. In the tables shown in this pamphlet, an asterisk (*) against the data for a council indicates that the auditor expressed doubts about the reliability of its arrangements for producing the information.

¹www.audit-scotland.gov.uk/performance

Indicator 1

Across Scotland, the proportion of people borrowing from libraries in 2001/2002 was just under 25% in the 26 councils providing reliable information. The proportion varied among councils from 15.9% in Renfrewshire to 35.1% in East Renfrewshire. The average number of issues per borrower across Scotland was 29.2, slightly higher than last year.

Indicator 2

For the 28 councils reporting reliable information, adult library stock additions were 66.4% of the target set and additions to stock for children and teenagers were 79.1% of the target. These are the highest levels councils have achieved since the targets were introduced.

Indicator 3

Across Scotland, the average time taken to satisfy book requests was 21 days, for the 31 councils that provided reliable information (ie, excluding East Lothian). This was down from 24 days in the previous year and continues the steady improvement in performance over the last five years.

Indicator 4

Overall, 72% of museums managed or supported by councils in 2001/2002 were registered under the Museums and Galleries Commission scheme. Eighty-four per cent of council-operated museums were registered compared with nearly 56% of other museums supported by councils.

Indicator 5

In 2001/2002, there were nearly 35.2 million attendances at councils' sports facilities, for the 31 councils that reported this information (ie, excluding East Lothian). This was an increase of just over 1.5 million attendances compared with the previous year. The average number of attendances per head of population at all facilities was 7.0, an increase of 0.3 since last year.

Indicator 1: Borrowers from public libraries

Borrowers as a percentage of the resident population and the average number of issues per borrower.

This indicator shows the number of people who borrowed books and other items of media during the year, expressed as a percentage of the resident population. It also shows the average number of items they borrowed. The average is calculated by dividing the total number of items, of all forms of media issued on loan during the year, by the number of borrowers.

Points to bear in mind

The percentage of the population who actively use library loan facilities may be affected by:

- the marketing policy of the council
- whether the council supplies the stock which its users want
- the loan period and the number of items that may be borrowed
- the location of libraries
- the demand for library stock
- levels of investment in the lending stock.

Commentary

Twenty-six councils provided reliable information for this indicator in 2001/2002. The information provided by Argyll & Bute, East Lothian, Fife, Orkney Islands and Shetland Islands was unreliable and Eilean Siar continues to be unable to report the required information.

Across Scotland, the proportion of people borrowing from libraries in 2001/2002 was just under 25%. The proportion varied among councils from 15.9% in Renfrewshire to 35.1% in East Renfrewshire (Table 1a). Moray and Stirling were the only other councils to report that more than 30% of their population borrowed items from their libraries.

Overall, just over 1.1 million people borrowed more than 32.5 million items during the year. **The average number of issues per borrower across Scotland was 29.2, slightly higher than last year** (Table 1b).

Table 1a: Borrowers from public libraries as a percentage of resident population

	Borrowers as a percentage of resident population				
	2001/2002	2000/2001	1999/2000	1998/1999	1997/1998
Aberdeen City	29.2	31.8	22.1	25.1	
Aberdeenshire	23.2	22.2	34.3		
Angus	29.3	32.3	33.2	52.9	47.7
Clackmannanshire	24.9	25.6	28.0	30.5	36.6
Dumfries & Galloway	29.6	31.4	29.9	29.5	29.4
Dundee City	26.1	26.7	26.5	33.3	46.9
East Ayrshire	22.2	20.4			18.0
East Dunbartonshire	29.0	30.3	31.8	33.3	37.0
East Renfrewshire	35.1	36.3	37.8	37.7	*33.1
Edinburgh, City of	25.5	24.3	22.0	22.2	*32.8
Falkirk	26.5	27.7	29.4	30.8	32.0
Glasgow City	18.8	18.0	18.8	13.0	32.5
Highland	25.0	24.9	26.9	36.0	37.0
Inverclyde	19.2	*22.7			
Midlothian	23.2	22.4			
Moray	34.3	36.3	38.3	39.7	
North Ayrshire	26.8				
North Lanarkshire	20.8	22.3	24.5	26.0	26.4
Perth & Kinross	28.6	29.8	*48.2	*52.5	54.1
Renfrewshire	15.9	16.3	18.1	17.0	37.1
Scottish Borders	21.5	22.1	21.5	24.8	*15.7
South Ayrshire	25.3	26.7	29.0	32.4	33.0
South Lanarkshire	27.8	28.6	30.8	32.7	*30.1
Stirling	31.6	31.6	31.6	34.6	36.5
West Dunbartonshire	23.5	*41.7	*45.1	*43.8	*41.2
West Lothian	26.2	25.6	28.6	29.9	*31.0
Scotland	24.7	26.0	28.4	29.1	33.5
UNRELIABLE/ UNREPORTED DATA					
Argyll & Bute	*44.8	*41.3	*42.3	*41.1	*42.0
East Lothian	*21.6				
Fife	*26.7	27.5	*36.8	*35.5	
Orkney Islands	*35.2	39.1	31.7		
Shetland Islands	*49.0	49.0	48.9	49.3	51.5
Eilean Siar					

Councils that report unreliable information are excluded from the Scotland figure for 2001/2002.

Note: Empty cells indicate that the council did not provide the information.

Table 1b: The average number of issues per borrower

COUNCIL	Average number of issues per borrower				
	2001/2002	2000/2001	1999/2000	1998/1999	1997/1998
Aberdeen City	24.1	24.2	37.5	37.7	
Aberdeenshire	28.0	29.3	20.0		
Angus	30.6	30.1	31.3	17.7	22.2
Clackmannanshire	28.8	28.0	29.0	29.5	24.4
Dumfries & Galloway	29.3	29.6	30.9	32.4	33.6
Dundee City	25.2	25.8	29.4	24.0	16.0
East Ayrshire	31.8	31.2			46.2
East Dunbartonshire	28.5	27.9	26.8	24.8	23.5
East Renfrewshire	23.5	23.9	25.3	26.9	*29.9
Edinburgh, City of	29.7	31.5	40.9	53.1	*37.4
Falkirk	41.4	42.9	42.4	42.6	43.0
Glasgow City	28.8	31.5	32.0	46.6	19.3
Highland	30.2	29.7	28.0	22.3	22.3
Inverclyde	24.7	*20.9			
Midlothian	27.0	30.5			
Moray	28.3	29.1	29.6	30.4	
North Ayrshire	26.9				
North Lanarkshire	29.3	27.5	28.7	30.8	31.0
Perth & Kinross	29.9	30.4	*20.5	*20.1	20.9
Renfrewshire	43.8	45.5	42.9	47.8	25.6
Scottish Borders	29.8	30.9	32.5	29.3	*47.8
South Ayrshire	25.9	26.8	26.4	26.6	28.1
South Lanarkshire	26.7	27.5	27.8	27.8	*31.3
Stirling	33.3	34.3	36.6	36.0	34.7
West Dunbartonshire	26.4	*16.2	*16.3	*15.1	*18.8
West Lothian	28.2	31.4	31.1	32.0	*32.0
Scotland	29.2	29.0	29.2	31.0	26.4
UNRELIABLE/ UNREPORTED DATA					
Argyll & Bute	*14.7	*16.8	*17.4	*19.4	*19.9
East Lothian	*36.5				
Fife	*28.6	30.0	*25.3	*27.9	
Orkney Islands	*31.3	29.8	38.7		
Shetland Islands	*20.6	21.0	21.2	21.1	23.3
Eilean Siar					

Councils that report unreliable information are excluded from the Scotland figure for 2001/2002.

Note: Empty cells indicate that the council did not provide the information.

Indicator 2: Changes in library stock

Library stock turnover per 1,000 population.

This indicator reports the level of stock turnover across councils.

The report '*Standards for the Public Library Services in Scotland*' (1995) published by the Convention of Scottish Local Authorities (COSLA) set recommendations for the annual number of additions to stock. For lending stock, book and audio materials the recommendation for adults is 280 items per 1,000 population. For children and teenagers the recommendation is 100 items per 1,000 population.

Points to bear in mind

In setting its policy for expenditure, each council will take into consideration:

- the demand for the various categories of library stock
- the level of wear and tear of stock (eg, due to repeated use)
- the level of non-return and theft of stock
- patterns of past investment in the lending stock (eg, whether there are gaps in the coverage of the stock which the council has decided to address)
- income gained from charges for lending (eg, video hire charges).

Commentary

Overall, councils have failed to meet the national target additions for both adult, and children and teenager lending stock every year since the targets were established.

In 2001/2002, 28 councils reported reliable information for this indicator (ie, excluding City of Edinburgh, Orkney Islands, Scottish Borders and West Dunbartonshire).

For the 28 councils reporting reliable information, adult stock additions were 66.4% of the target set and additions to stock for children and teenagers were 79.1% of the target. These are the highest levels councils have achieved since the targets were introduced (Figure 2).

For adult lending stock, Renfrewshire was the only council that met the recommended additional stock number. Six councils (Aberdeen City, Aberdeenshire, Argyll & Bute, Eilean Siar, Inverclyde and Midlothian) reported that additions were less than 50% of the recommended target (Table 2).

Three councils (Clackmannanshire, East Lothian and Shetland Islands) achieved in excess of the recommended target additions for children and teenage lending stock. Inverclyde reported that additions fell to only 26% of the recommended target.

Figure 2: The percentage of target additions to lending stock met

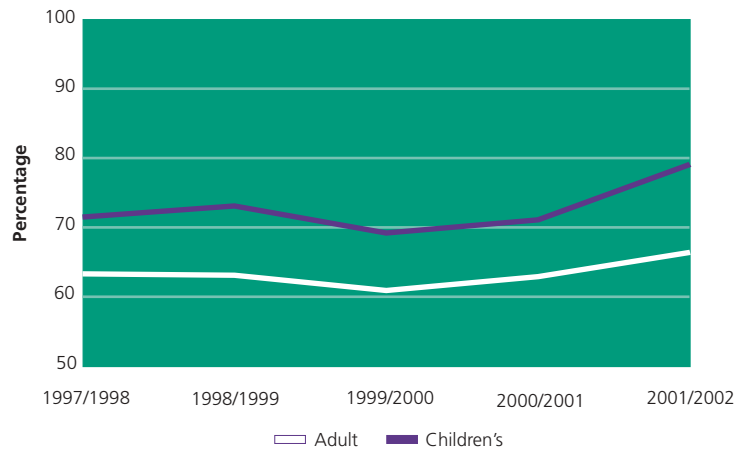


Table 2: Proportion of target additions achieved, 2001/2002

	Percentage achieved	
	Adult	Children and teenager
Aberdeen City	44.5	34.8
Aberdeenshire	42.6	79.2
Angus	70.6	92.0
Argyll & Bute	28.3	45.2
Clackmannanshire	77.9	189.8
Dumfries & Galloway	66.7	46.2
Dundee City	57.0	89.7
East Ayrshire	85.0	80.2
East Dunbartonshire	72.4	92.6
East Lothian	82.4	143.3
East Renfrewshire	62.7	90.2
Eilean Siar	34.0	63.4
Falkirk	81.4	66.7
Fife	82.7	89.4
Glasgow City	67.9	93.3
Highland	72.9	86.6
Inverclyde	36.3	26.0
Midlothian	39.2	41.8
Moray	78.3	96.4
North Ayrshire	78.0	52.6
North Lanarkshire	57.3	70.8
Perth & Kinross	72.0	74.1
Renfrewshire	105.8	83.0
Shetland Islands	94.4	337.9
South Ayrshire	61.0	86.1
South Lanarkshire	53.6	64.3
Stirling	78.2	90.0
West Lothian	71.3	68.0
Scotland	66.4	79.1
UNRELIABLE DATA		
Edinburgh, City of	*57.7	*68.6
Orkney Islands	*91.4	*165.6
Scottish Borders	*33.5	*33.4
West Dunbartonshire	*57.7	*43.3

Councils that report unreliable information are excluded from the Scotland figures.

Indicator 3: Book requests

The average time taken to satisfy book requests.

This indicator reports the average time taken by each council to fulfill a user's request for a book. The indicator refers only to those cases where the council met a request from its own stock (including transferring the book from another of the council's libraries), or by purchasing a book. Books supplied to the council from other bodies (inter-library loans) are excluded. The indicator is based on books only. Audio-visual media (eg, tapes) are excluded.

Points to bear in mind

The time taken to satisfy book requests may be affected by:

- the level of demand for books
- the availability of books
- the efficiency of the ordering systems in use; for example, whether the council has a computerised system which can speedily check the location and availability of books that have been requested
- the loan period in a particular council, which may vary from two to four weeks
- borrowers returning books late.

When a book has to be purchased, the level of publishers' stocks and the speed of response of distribution companies will affect performance.

Commentary

Across Scotland, the average time taken to satisfy book requests was 21 days, for the 31 councils that provided reliable information (ie, excluding East Lothian). This was down from 24 days in the previous year and continues the steady improvement in performance over the last five years (Table 3).

Twenty councils reduced the average number of days to satisfy book requests in comparison with 2000/2001.

The average time to satisfy requests in 2001/2002 varied significantly between 11 days (Dundee City) and 40 days (West Dunbartonshire). Four councils (East Ayrshire, Midlothian, South Ayrshire and South Lanarkshire) have reduced their average time to satisfy book requests year-on-year over the last five years.

Table 3: The average number of days taken to satisfy library book requests

	2001/2002	2000/2001	1999/2000	1998/1999	1997/1998
Aberdeen City	17	20	20	18	14
Aberdeenshire	21	44	50	38	*34
Angus	18	17	16	16	*15
Argyll & Bute	36	36	*41	*42	45
Clackmannanshire	26	31	24	29	*31
Dumfries & Galloway	18	21	21	20	23
Dundee City	11	11	13	13	14
East Ayrshire	16	19	22	23	24
East Dunbartonshire	19	19	16	16	15
East Renfrewshire	20	21	21	24	35
Edinburgh, City of	13	15	19	15	*15
Eilean Siar	32	33	31	26	16
Falkirk	16	19	14	19	20
Fife	24	33	34	*32	32
Glasgow City	14	19	22	27	20
Highland	26	32	37	51	50
Inverclyde	26	29	26	25	Not reported
Midlothian	19	29	33	34	43
Moray	25	22	*24	*25	*33
North Ayrshire	21	29	31	26	*25
North Lanarkshire	13	22	21	21	22
Orkney Islands	20	20	15	16	13
Perth & Kinross	16	15	24	21	26
Renfrewshire	21	20	21	20	32
Scottish Borders	25	19	30	33	34
Shetland Islands	13	11	8	15	10
South Ayrshire	28	30	33	36	37
South Lanarkshire	14	21	22	23	24
Stirling	13	14	14	12	13
West Dunbartonshire	40	39	34	*49	*32
West Lothian	19	21	20	24	*23
Scotland	21	24	25	26	26
UNRELIABLE DATA					
East Lothian	*24	32	30	30	*29

East Lothian's unreliable data has been excluded from the Scotland figure for 2001/2002.

Indicator 4: Museums

The proportion of museums that are registered under the Museums and Galleries Commission registration scheme.

This indicator covers museums and galleries directly managed by councils and those for which they provide either direct financial support (eg, in the form of grants) or indirect support such as staff time or the use of buildings.

Achieving registration with the Museums and Galleries Commission shows that a museum has met established standards in relation to its financial management, collecting policy, documentation and public accessibility. Therefore, the indicator identifies the proportion of museums meeting a quality threshold covering important aspects of their management.

Points to bear in mind

Only those museums that meet the UK Museums Association definition and are therefore eligible for registration are included. Art galleries are eligible for registration if they have permanent collections. Museums do not include:

- natural or archaeological sites, and historical or industrial buildings which do not have associated collections
- science centres
- institutions that are based on live collections ie, zoos, botanical gardens
- venues for temporary exhibitions
- record offices, libraries, sound or other archives.

Commentary

Across Scotland, councils reported that they either operated or financially supported 246 museums in 2001/2002, ten more than in the previous year. Councils reported a drop of one museum in the total number they managed and an increase of 11 in the number they supported. **Overall, 72% of these museums were registered under the Museums and Galleries Commission scheme. Eighty-four per cent of council-operated museums were registered compared with nearly 56% of other museums supported by councils.** These levels are similar to 2000/2001.

Table 4: The number and proportion of museums that are registered

	Number of museums		Percentage registered			
	Council owned	Supported	Council owned	Supported	Overall	
	2001/2002	2001/2002	2001/2002	2001/2002	2001/2002	2000/2001
Aberdeen City	3	0	66.7	0.0	66.7	50.0
Aberdeenshire	11	6	72.7	33.3	58.8	76.5
Angus	7	3	100.0	33.3	80.0	66.7
Argyll & Bute	1	10	100.0	40.0	45.5	42.9
Clackmannanshire	1	0	100.0	0.0	100.0	100.0
Dumfries & Galloway	12	6	100.0	83.3	94.4	75.0
Dundee City	6	0	100.0	0.0	100.0	100.0
East Ayrshire	4	2	75.0	0.0	50.0	50.0
East Dunbartonshire	2	0	100.0	0.0	100.0	100.0
East Lothian	3	1	33.3	0.0	25.0	33.3
East Renfrewshire						
Edinburgh, City of	9	0	100.0	0.0	100.0	100.0
Eilean Siar	2	10	100.0	50.0	58.3	87.5
Falkirk	4	2	100.0	50.0	83.3	83.3
Fife	11	4	100.0	75.0	93.3	92.9
Glasgow City	9	4	88.9	50.0	76.9	77.8
Highland	2	16	100.0	87.5	88.9	100.0
Inverclyde	1	1	100.0	0.0	50.0	100.0
Midlothian	1	0	100.0	0.0	100.0	100.0
Moray	5	2	60.0	100.0	71.4	71.4
North Ayrshire	4	5	75.0	100.0	88.9	77.8
North Lanarkshire	6	0	83.3	0.0	83.3	83.3
Orkney Islands	4	8	75.0	37.5	50.0	50.0
Perth & Kinross	3	3	100.0	66.7	83.3	85.7
Renfrewshire	3	0	66.7	0.0	66.7	75.0
Scottish Borders	11	4	90.9	75.0	86.7	80.0
Shetland Islands	3	9	100.0	55.6	66.7	77.8
South Ayrshire	2	1	0.0	0.0	0.0	0.0
South Lanarkshire	4	6	0.0	0.0	0.0	0.0
Stirling	0	1	0.0	0.0	0.0	0.0
West Dunbartonshire	1	1	0.0	0.0	0.0	0.0
West Lothian	3	3	100.0	100.0	100.0	100.0
Scotland	138	108	84.1	55.6	71.5	72.0

Note: Empty cells denote that the council did not provide this service.

Indicator 5: Attendances at sports facilities

The number of attendances per head of population for swimming pools and other indoor sport and leisure facilities.

This indicator reports the use made of swimming pools, and other indoor sport and leisure facilities, in each council. It shows the number of attendances per head of population for swimming pools and other types of indoor sports facilities in each council area.

Points to bear in mind

Important factors that influence attendance levels include:

- the age, quality, size and range of facilities available
- the extent to which facilities and activities are publicised
- the variety, scheduling and cost of activities on offer
- the location of facilities in relation to other competing leisure facilities.

Pools may vary considerably, from small traditional pools to major water activity leisure centres, and appeal to very different groups of users, so care should be exercised in comparing the figures for councils.

The indicator does not record the number of users; a council's attendance figure may reflect high usage by a small number of individuals or low usage by a large number of individuals. The indicator may also conceal wide variations in usage between different facilities within a council.

Indoor sport and leisure facilities are those provided by a council at purpose-built indoor sports and recreational amenities other than pools.

Commentary

In 2001/2002, there were nearly 35.2 million attendances at councils' sports facilities, for the 31 councils that reported this information. This was an increase of just over 1.5 million attendances compared with the previous year. The average number of attendances per head of population at all facilities was 7.0, an increase of 0.3 since last year (Table 5).

East Lothian has failed to report information on the use of any of its sports facilities for the last three years.

Swimming pools

Overall, councils reported 3.5 attendances per head of population at swimming pools, the same level as in 2000/2001. Attendance levels varied among councils from 2.2 per head of population (East Ayrshire) to 14.1 per head of population (Shetland Islands). Fifteen councils reported an overall increase in the usage of their pools.

Other indoor sports and leisure facilities

The average attendance per head of population at indoor sport and leisure facilities was 3.5, an increase of 0.3 compared with the previous year.

Attendance varied significantly from 0.1 per head of population (Stirling) to 15.6 per head of population (Shetland Islands). Six councils (Angus, Clackmannanshire, Inverclyde, Midlothian, Orkney Islands and Shetland Islands) reported more than six attendances per head of population.

Table 5: Average attendance at sports facilities per head of population

	Swimming pools		Other indoor sports and leisure facilities		All facilities	
	2001/2002	2000/2001	2001/2002	2000/2001	2001/2002	2000/2001
Aberdeen City	3.0	3.2	2.3	2.3	5.3	5.5
Aberdeenshire	3.8	3.7	0.6	0.8	4.4	4.5
Angus	3.5	3.7	7.5	7.3	11.0	11.0
Argyll & Bute	4.6	4.5	1.1	0.8	5.7	5.3
Clackmannanshire	2.3	2.4	7.6	8.4	9.9	10.8
Dumfries & Galloway	3.1	2.6	4.6	3.6	7.7	6.3
Dundee City	2.4	2.9	1.8	2.1	4.2	4.9
East Ayrshire	2.2	2.2	4.8	4.1	7.0	6.3
East Dunbartonshire	2.6	2.8	4.0	4.4	6.6	7.2
East Renfrewshire	3.5	3.5	1.6	1.2	5.1	4.7
Edinburgh, City of	3.5	3.3	3.0	2.9	6.4	6.1
Eilean Siar	2.3	2.0	1.8	1.5	4.1	3.5
Falkirk	3.1	3.0	4.6	4.1	7.7	7.2
Fife	3.7	3.6	5.5	5.0	9.2	8.6
Glasgow City	2.9	2.6	2.5	2.2	5.4	4.8
Highland	4.1	3.8	1.9	1.7	5.9	5.5
Inverclyde	3.3	3.2	7.8	7.1	11.2	10.3
Midlothian	2.9	2.9	6.3	6.2	9.2	9.1
Moray	5.0	4.7	2.5	2.5	7.5	7.3
North Ayrshire	3.9	3.9	2.6	2.7	6.5	6.6
North Lanarkshire	3.7	3.4	4.1	4.0	7.7	7.4
Orkney Islands	6.3	6.0	7.2	8.1	13.5	14.1
Perth & Kinross	4.9	4.9	3.9	3.1	8.8	8.0
Renfrewshire	3.3	3.2	2.2	2.1	5.5	5.4
Scottish Borders	4.8	4.8	0.8	0.7	5.6	5.6
Shetland Islands	14.1	14.9	15.6	14.3	29.7	29.2
South Ayrshire	3.6	3.8	3.8	3.5	7.3	7.3
South Lanarkshire	3.8	3.6	3.9	3.7	7.7	7.3
Stirling	2.8	2.8	0.1	0.1	2.9	2.9
West Dunbartonshire	4.2	4.2	3.9	3.5	8.1	7.7
West Lothian	4.2	4.3	5.4	5.0	9.7	9.3
Scotland	3.5	3.5	3.5	3.2	7.0	6.7

East Lothian did not report the information for any of these facilities.

Contacts

If you have any specific queries about the performance information, you may wish to contact your council. A contact person for each council is given below. If you have general queries you can contact Alec Taylor, e-mail ataylor@audit-scot.gov.uk or Jim Lachie, e-mail jlachie@audit-scot.gov.uk at Audit Scotland, T. 0131 477 1234.

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