

PERFORMANCE AUDIT

PERFORMANCE INDICATORS 2000/2001

Leisure and library 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 councils.

This leaflet contains information on five indicators relating to councils' management of community services in 2000/2001. They are:

- attendance levels at sports facilities
- time taken to satisfy library book requests
- changes in library stock
- the level of borrowing from public libraries.

Other pamphlets published by the Commission cover:

- Benefits, Finance and Corporate issues
- Education services
- Environmental and Regulatory services
- Fire and Police services
- Housing services
- Social work services

The Commission also publishes:

- 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 the 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 2000/2001, and where appropriate made comparison with previous years.

Some services were disrupted during 2000/2001 by strike action. The following councils have indicated that, for the services discussed in this pamphlet, their performance may have been affected.

Leisure services
East Renfrewshire, South Ayrshire

Libraries
East Dunbartonshire, Fife

Key

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

Leisure and recreation

Across Scotland attendances at council sports facilities were just over 33.5 million in 2000/2001, a slight drop since last year. This varied between 1.6 (leisure pools), 2.5 (traditional pools) and 3.2 (indoor sports facilities) attendances, per head of population.

Councils reported that they either operated or financially supported 236 museums in 2000/2001, of which 73% were registered under the Museums and Galleries Commission scheme. Eighty-five percent of council-operated museums were registered compared with 55% of other museums supported by councils.

Libraries

The average time taken for council libraries to satisfy book requests in 2000/2001 was 24 days, down from 25 days in the previous year and continuing the steady improvement in performance since 1996/97.

Overall, councils failed to meet the national target additions for both adult and children and teenager lending stock for the fourth year in a row. Renfrewshire and Shetland Islands were the only councils that met the recommended levels for adult stock additions. Clackmannanshire, East Dunbartonshire, Fife, Orkney Islands and Shetland Islands achieved in excess of the recommended target additions for children and teenage lending stock.

Three councils (East Lothian, Eilean Siar and North Ayrshire) continue to be unable to report on the extent to which people borrow items from their libraries.

Indicator 1: Attendance at sports facilities

The number of attendances per 1,000 population for:

- leisure pools
- traditional swimming pools
- other indoor sport and leisure facilities.

This indicator reports the use made of leisure and traditional pools, and other indoor sport and leisure facilities, in each council. It shows the number of attendances per 1,000 population for all the pools of each type, as well as 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

Across Scotland, attendances at councils' sports facilities were just over 33.5 million in 2000/2001, a slight drop since last year. This varied between 1.6 (leisure pools), 2.5 (traditional pools) and 3.2 (indoor sports facilities) attendances, per head of population (Table 1).

Leisure pools

Twenty councils reported that they have leisure pools, compared to 21 in 1999/2000. Among these councils, the average attendance per head of population was 1.6, a slight rise from 1.5 last year. The number of attendances varied significantly from 0.8 (Glasgow City and Aberdeen City) to 14.9 (Shetland Islands). Eight councils reported two or more attendances per head of population.

Traditional pools

For the twenty-eight councils that reported having traditional swimming pools the average attendance per head of population was 2.5, a drop from 2.6 in 1999/2000. The number of attendances per head of population ranged from 0.3 (Inverclyde) to 6.0 (Orkney Islands). Eight councils reported more than three attendances per head of population.

All pools

Overall, attendance at pools varied among councils from 2.0 per head of population (Eilean Siar) to 14.9 per head of population (Shetland Islands). Thirteen councils reported an overall increase in the usage of their pools.

Indoor sports and leisure facilities excluding pools

Thirty-one councils reported this information. The average attendance per head of population was 3.2, a slight rise since 1999/2000. This varied significantly from 0.1 (Stirling) to 14.3 (Shetland Islands). Six of the smaller councils reported more than six attendances per head of population.

Table 1: Average attendance at sports facilities per head population

Council	Leisure pools		Traditional pools		All pools		Indoor sports and leisure facilities	
	2000/2001	1999/2000	2000/2001	1999/2000	2000/2001	1999/2000	2000/2001	1999/2000
Aberdeen City	0.8	0.9	2.3	2.2	3.2	3.1	2.3	2.6
Aberdeenshire			3.7	3.8	3.7	3.8	0.8	0.7
Angus			3.7	4.0	3.7	4.0	7.3	6.9
Argyll & Bute			4.5	3.3	4.5	3.3	0.8	0.8
Clackmannanshire	2.0	2.3	0.4	0.5	2.4	2.9	8.4	8.8
Dumfries & Galloway			2.6	3.1	2.6	3.1	3.6	3.3
Dundee City	1.6	1.8	1.3	1.3	2.9	3.1	2.1	2.3
East Ayrshire			2.2	2.0	2.2	2.0	4.1	3.8
East Dunbartonshire	2.8	3.2			2.8	3.2	4.4	4.2
East Lothian	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported	Not reported
East Renfrewshire			3.5	3.7	3.5	3.7	1.2	0.7
Edinburgh, City of		0.2	3.3	3.6	3.3	3.8	2.9	3.2
Eilean Siar			2.0	1.8	2.0	1.8	1.5	1.3
Falkirk	1.2	1.1	1.9	1.6	3.0	2.7	4.1	2.8
Fife	1.3	1.4	2.4	2.7	3.6	4.1	5.0	4.6
Glasgow City	0.8	0.4	1.9	1.9	2.6	2.3	2.2	1.8
Highland	1.8	1.9	2.1	2.3	3.8	4.3	1.7	2.1
Inverclyde	2.9	2.9	0.3	1.0	3.2	3.9	7.1	7.3
Midlothian	0.9	0.9	2.0	1.6	2.9	2.5	6.2	6.8
Moray	2.4	2.4	2.3	2.2	4.7	4.6	2.5	2.4
North Ayrshire	2.1	1.9	1.9	1.9	3.9	3.8	2.7	2.6
North Lanarkshire	1.2	1.4	2.2	2.2	3.4	3.6	4.0	3.9
Orkney Islands			6.0	5.3	6.0	5.3	8.1	8.4
Perth & Kinross	3.3	4.0	1.6	1.8	4.9	5.8	3.1	2.9
Renfrewshire	1.1	1.2	2.2	1.9	3.2	3.1	2.1	1.9
Scottish Borders	1.1	1.1	3.7	4.0	4.8	5.1	0.7	0.6
Shetland Islands	14.9	13.2			14.9	13.2	14.3	13.9
South Ayrshire			3.8	4.3	3.8	4.3	3.5	3.4
South Lanarkshire	1.0	1.1	2.6	3.0	3.6	4.1	3.7	3.6
Stirling			2.8	2.7	2.8	2.7	0.1	0.1
West Dunbartonshire	4.2	4.9			4.2	4.9	3.5	4.0
West Lothian	1.8	1.7	2.5	2.6	4.3	4.3	5.0	4.3
All Scotland	1.6	1.5	2.5	2.6			3.2	3.1

Indicator 2: Museums

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

The 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) and 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 which 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 236 museums in 2000/2001, of which 73% were registered under the Museums and Galleries Commission scheme. Eighty-five percent of council-operated museums were registered compared with 55% of other museums supported by councils.

Table 2: Number of museums and the percentage that are registered – 2000/2001

Council	Number of museums		Percentage registered		
	Council owned	Supported	Council owned	Supported	Overall
Aberdeen City	4		50.0		50.0
Aberdeenshire	11	6	100.0	33.3	76.5
Angus	6	3	100.0	0.0	66.7
Argyll & Bute	1	13	100.0	38.5	42.9
Clackmannanshire	1		100.0		100.0
Dumfries & Galloway	12	8	100.0	37.5	75.0
Dundee City	6		100.0		100.0
East Ayrshire	4	2	75.0	0.0	50.0
East Dunbartonshire	2		100.0		100.0
East Lothian	3		33.3		33.3
East Renfrewshire					
Edinburgh, City of	9		100.0		100.0
Eilean Siar	2	6	100.0	83.3	87.5
Falkirk	4	2	100.0	50.0	83.3
Fife	10	4	100.0	75.0	92.9
Glasgow City	9		77.8		77.8
Highland	3	12	100.0	100.0	100.0
Inverclyde	1		100.0		100.0
Midlothian	1		100.0		100.0
Moray	5	2	60.0	100.0	71.4
North Ayrshire	4	5	75.0	80.0	77.8
North Lanarkshire	6		83.3		83.3
Orkney Islands	4	8	75.0	37.5	50.0
Perth & Kinross	3	4	100.0	75.0	85.7
Renfrewshire	4		75.0		75.0
Scottish Borders	11	4	90.9	50.0	80.0
Shetland Islands	3	6	100.0	66.7	77.8
South Ayrshire	2	1	0.0	0.0	0.0
South Lanarkshire	4	6	0.0	0.0	0.0
Stirling		1		0.0	0.0
West Dunbartonshire	1	1	0.0	100.0	50.0
West Lothian	3	3	100.0	100.0	100.0
All Scotland	139	97	84.9	54.6	72.5

In this table blank cells indicate that the council did not own and/or support any museums.

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 24 days, down from 25 days in the previous year and continuing the steady improvement in performance since 1996/97** (Figure 3). Twenty councils maintained or reduced the average number of days to satisfy book requests in comparison with 1999/2000.

The average time to satisfy requests in 2000/2001 varied significantly between 11 days (Dundee City and Shetland Islands) and 44 days (Aberdeenshire). Two councils (South Ayrshire and South Lanarkshire) have reduced their average time to satisfy book requests year-on-year since 1996/97. Eighteen councils took, on average, 21 days or less to satisfy book requests, four more than last year (Table 3).

Figure 3: Average time taken to satisfy library book requests across Scotland

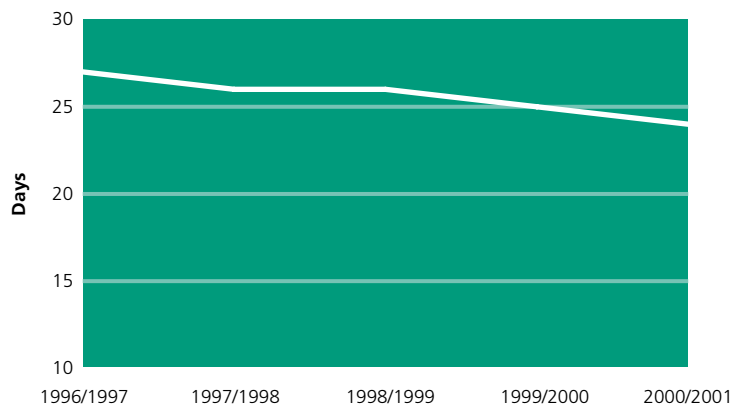


Table 3: The average number of days taken to satisfy library book requests

Council	2000/2001	1999/2000	1998/1999	1997/1998	1996/1997
Aberdeen City	20	20	18	14	16
Aberdeenshire	44	50	38	*34	*37
Angus	17	16	16	*15	*17
Argyll & Bute	36	*41	*42	45	42
Clackmannanshire	31	24	29	*31	*25
Dumfries & Galloway	21	21	20	23	23
Dundee City	11	13	13	14	*16
East Ayrshire	19	22	23	24	24
East Dunbartonshire	19	16	16	15	*16
East Lothian	32	30	30	*29	*29
East Renfrewshire	21	21	24	35	31
Edinburgh, City of	15	19	15	*15	*15
Eilean Siar	33	31	26	16	18
Falkirk	19	14	19	20	20
Fife	33	34	*32	32	Not reported
Glasgow City	19	22	27	20	26
Highland	32	37	51	50	52
Inverclyde	29	26	25	Not reported	36
Midlothian	29	33	34	43	39
Moray	22	*24	*25	*33	25
North Ayrshire	29	31	26	*25	*24
North Lanarkshire	22	21	21	22	*27
Orkney Islands	20	15	16	13	13
Perth & Kinross	15	24	21	26	39
Renfrewshire	20	21	20	32	30
Scottish Borders	19	30	33	34	34
Shetland Islands	11	8	15	10	17
South Ayrshire	30	33	36	37	46
South Lanarkshire	21	22	23	24	28
Stirling	14	14	12	13	12
West Dunbartonshire	39	34	*49	*32	27
West Lothian	21	20	24	*23	27
All Scotland	24	25	26	26	27

Indicator 4: 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 annual additional stock levels. 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 failed to meet the national target additions for both adult and children and teenager lending stock for the fourth year in a row. Across Scotland, adult stock additions were 63% of the target set and additions to stock for children and teenagers were 71% of the target. These levels are similar to those in 1997/98 when this information was first collected (Figure 4).

In 2000/2001, over 900,000 additions were made to adult lending stock with over 360,000 additions being made to children and teenagers lending stock.

For adult lending stock, Renfrewshire and Shetland Islands were the only councils that met the recommended additional stock number. Eight councils reported that additions were less than 50% of the recommended target and Argyll and Bute reported that it met less than 30% of the recommended target.

Five councils (Clackmannanshire, East Dunbartonshire, Fife, Orkney Islands and Shetland Islands) achieved in excess of the recommended target additions for children and teenage lending stock. However, Inverclyde reported that additions were only just over 30% of the recommended target (Table 4).

Figure 4: The percentage of target additions to lending stock met

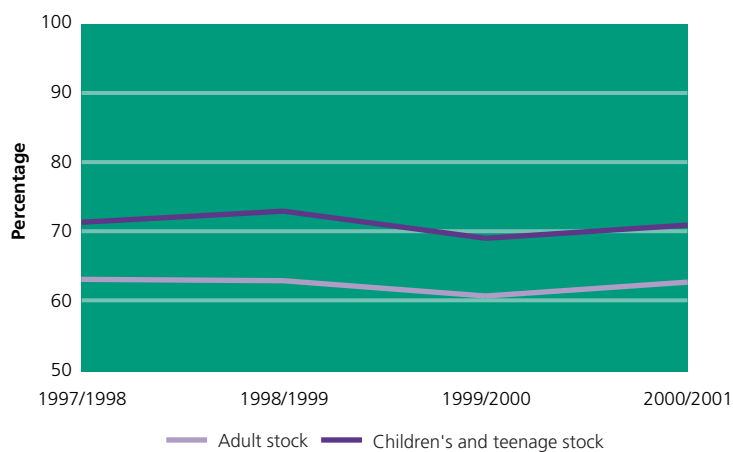


Table 4: Target and actual lending stock additions – 2000/2001

Council	Percentage achieved	
	Adult	Children and teenagers
Aberdeen City	44.9	43.9
Aberdeenshire	42.9	50.0
Angus	67.2	71.5
Argyll & Bute*	28.4	43.3
Clackmannanshire	90.6	220.4
Dumfries & Galloway	62.3	48.4
Dundee City	56.6	95.0
East Ayrshire	80.3	78.4
East Dunbartonshire	57.0	121.4
East Lothian	91.1	99.1
East Renfrewshire	62.5	81.1
Edinburgh, City of	49.1	61.9
Eilean Siar	77.0	63.4
Falkirk	91.8	63.0
Fife	77.7	104.8
Glasgow City	66.9	64.3
Highland	61.2	80.8
Inverclyde	38.0	30.5
Midlothian	46.9	50.7
Moray	73.3	67.3
North Ayrshire	80.3	69.7
North Lanarkshire	41.9	49.3
Orkney Islands*	78.5	137.2
Perth & Kinross	75.8	67.7
Renfrewshire	103.3	84.2
Scottish Borders	67.3	52.1
Shetland Islands	134.6	354.4
South Ayrshire	63.4	93.8
South Lanarkshire	45.8	46.9
Stirling	71.8	99.0
West Dunbartonshire*	59.1	48.9
West Lothian	74.2	79.0
All Scotland	62.9	71.1

Indicator 5: 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-nine councils reported on this indicator in 2000/2001. However, **three councils (East Lothian, Eilean Siar and North Ayrshire) continue to be unable to report on the extent to which people borrow items from their libraries.**

The percentage of people borrowing items varied significantly from slightly over 16% (Renfrewshire) to 49% (Shetland Islands) with the average for Scotland being 26% (Table 5a). Six councils reported that over one-third of the population within their area borrowed items from their libraries.

Across Scotland, just under 1.3 million people borrowed over 36.5 million items during the year. The average number of issues per borrower across Scotland was 29, which ranged from 16 (West Dunbartonshire) to 46 (Renfrewshire) (Table 5b).

Table 5a: Borrowers from public libraries as a percentage of the resident population

Council	2000/2001	1999/2000	1998/1999	1997/1998	1996/1997
Aberdeen City	31.8	22.1	25.1		
Aberdeenshire	22.2	34.3			
Angus	32.3	33.2	52.9	47.7	35.6
Argyll & Bute	*41.3	*42.3	*41.1	*42.0	41.0
Clackmannanshire	25.6	28.0	30.5	36.6	
Dumfries & Galloway	31.4	29.9	29.5	29.4	31.0
Dundee City	26.7	26.5	33.3	46.9	23.8
East Ayrshire	20.4			18.0	
East Dunbartonshire	30.3	31.8	33.3	37.0	
East Lothian					
East Renfrewshire	36.3	37.8	37.7	*33.1	
Edinburgh, City of	24.3	22.0	22.2	*32.8	*27.5
Eilean Siar					
Falkirk	27.7	29.4	30.8	32.0	31.0
Fife	27.5	*36.8	*35.5		
Glasgow City	18.0	18.8	13.0	32.5	34.5
Highland	24.9	26.9	36.0	37.0	37.7
Inverclyde	*22.7				
Midlothian	22.4				
Moray	36.3	38.3	39.7		
North Ayrshire					
North Lanarkshire	22.3	24.5	26.0	26.4	*23.0
Orkney Islands	39.1	31.7			
Perth & Kinross	29.8	*48.2	*52.5	54.1	
Renfrewshire	16.3	18.1	17.0	37.1	39.2
Scottish Borders	22.1	21.5	24.8	*15.7	*16.2
Shetland Islands	49.0	48.9	49.3	51.5	50.8
South Ayrshire	26.7	29.0	32.4	33.0	22.3
South Lanarkshire	28.6	30.8	32.7	*30.1	
Stirling	31.6	31.6	34.6	36.5	37.2
West Dunbartonshire	*41.7	* 45.1	*43.8	*41.2	
West Lothian	25.6	28.6	29.9	*31.0	*32.1
All Scotland	26.0	28.4	29.1	33.5	25.3

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

Table 5b: Average number of issues per borrower

Council	2000/2001	1999/2000	1998/1999	1997/1998	1996/1997
Aberdeen City	24.2	37.5	37.7		
Aberdeenshire	29.3	20.0			
Angus	30.1	31.3	17.7	22.2	32.1
Argyll & Bute	*16.8	*17.4	*19.4	*19.9	24.0
Clackmannanshire	28.0	29.0	29.5	24.4	
Dumfries & Galloway	29.6	30.9	32.4	33.6	32.0
Dundee City	25.8	29.4	24.0	16.0	33.0
East Ayrshire	31.2			46.2	
East Dunbartonshire	27.9	26.8	24.8	23.5	
East Lothian					
East Renfrewshire	23.9	25.3	26.9	*29.9	
Edinburgh, City of	31.5	40.9	53.1	*37.4	*50.3
Eilean Siar					
Falkirk	42.9	42.4	42.6	43.0	46.0
Fife	30.0	*25.3	*27.9		
Glasgow City	31.5	32.0	46.6	19.3	19.6
Highland	29.7	28.0	22.3	22.3	20.9
Inverclyde	*20.9				
Midlothian	30.5				
Moray	29.1	29.6	30.4		
North Ayrshire					
North Lanarkshire	27.5	28.7	30.8	31.0	*36.1
Orkney Islands	29.8	38.7			
Perth & Kinross	30.4	*20.5	*20.1	20.9	
Renfrewshire	45.5	42.9	47.8	25.6	26.0
Scottish Borders	30.9	32.5	29.3	*47.8	*50.0
Shetland Islands	21.0	21.2	21.1	23.3	23.2
South Ayrshire	26.8	26.4	26.6	28.1	43.8
South Lanarkshire	27.5	27.8	27.8	*31.3	
Stirling	34.3	36.6	36.0	34.7	36.3
West Dunbartonshire	*16.2	*16.3	*15.1	*18.8	
West Lothian	31.4	31.1	32.0	*32.0	*33.0
All Scotland	29.0	29.2	31.0	26.4	30.2

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

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 about this pamphlet, you may wish to contact Alec Taylor or Jim Lakie at Audit Scotland, T. 0131 477 1234.

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