CABINET	AGENDA ITEM No. 5
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Cabinet Member(s) responsible:	Cllr Lucia Serluca, Cabinet Member for City Centre Management, Culture and Tourism	
Contact Officer(s):	John Harrison, Corporate Director Resources	Tel 452520

NEW DELIVERY MODEL FOR PETERBOROUGH LIBRARY SERVICE

R E C O M E N D A T I O N S	
FROM : Cllr Lucia Serluca	**Deadline date :**

For Cabinet:

1) To consider the responses received to the second consultation as set out in the report; and

2) To approve the future delivery model for the library service in Peterborough.

1.   **ORIGIN OF REPORT**

1.1   This report is submitted to Cabinet following a referral from Cabinet on the 25th February 2015.

2.   **PURPOSE AND REASON FOR REPORT**

2.1   The purpose of this report is to allow Cabinet to consider the responses made to the consultation on the future delivery model for the library service in Peterborough and, in light of those responses to determine the way forward in such a way as to fulfil the Council's statutory obligations.

2.2   This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 'To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services'.

3.   **TIMESCALE**

Is this a Major Policy Item/Statutory Plan?	No

4.   **LIBRARIES**

4.1   **Background and context**

4.1.1   Under section 7 of the Public Libraries and Museums Act 1964 a Local Authority is under a statutory duty to:

a.   provide a comprehensive and efficient library service for all persons in the area

that want to make use of it;

    b.   promote the service; and

    c.   lend books and other printed material free of charge for those who live, work or study in that area.

4.1.2   The Local Authority is required to consult on any changes being recommended to the way services are delivered and it is essential that the public are consulted before any service changes are adopted.

4.1.3   The Peterborough library service currently operates through 10 fixed buildings, a mobile library and an at-home service run by a team of volunteers who take books to those with mobility problems.

4.1.4   In the city centre, Central Library is open 40 hours per week. Bretton, Werrington, Orton and Dogsthorpe are open 29 hours a week. Eye, Stanground, Thorney and Woodston are open 21 hours per week. The new Hampton library is open for 75 hours a week (21 hours with Library staff and 54 hours through self-service).

4.1.5   The mobile library makes 103 stops across Peterborough, covering villages out as far as Burghley House. It also supports nine 'micro-libraries' in a variety of places, from the Stagecoach bus garage to the Perkins' canteen.

4.1.6   Libraries offer a range of services including books, newspapers and magazines; DVDs; free access to the internet via public computers and events and activities for children, families and adults. A request service is also offered for any book that is either still in print or likely to be held in a library in England.

4.1.7   In addition to the buildings-based and home delivery services, there is also 24/7 access to online digital services such as e-books, e-audio and information databases.

4.1.8   The way customers use the library service is changing. Technology means that customers are doing a lot more things for themselves. According to management information held by Vivacity, 90% of book loans in Peterborough's libraries are now done through self-service kiosks. 51% of library members currently borrow books on a regular basis and 49% of members are using the libraries for a range of other activities.

4.1.9   Staff now spend more time supporting customers to use computers, or supporting groups meeting in libraries, than they do dealing with 'traditional' library enquiries. The challenge the library service faces is how to provide an excellent, accessible, modern library service, with declining resources.

4.1.10   An initial consultation of 8 weeks took place between 4th August and 26th September 2014 to understand which libraries and communities centres people use around Peterborough, when and how often they use them and what they use them for.

4.1.11   In total, 5,110 responses were received during that consultation period.

4.1.12   The key findings from that initial consultation, which the Authority took into account in developing the way forward, were:

- Libraries are important to everyone, both existing users and non-users;

- Users particularly value:

    - The quality of the stock of books on the shelves;

    - The location of the libraries;

- The ability to access information;

- Users also said that they would value access to libraries outside of normal hours.

4.2   The cost of the library service

4.2.1   The library service as managed by Vivacity cost **£1,518,549** to deliver during 1 April 2013 to 31 March 2014**. This is made up of:

	Cost
People	-£1,013,526
Materials / book fund	-£271,218
Buildings	-£233,805
Total	-£1,518,549

4.3   The future delivery model for the library service for Peterborough

4.3.1   The Council working with Vivacity have developed a vision for libraries in Peterborough as a direct result of the fact finding consultation outlined above in 4.1.

4.3.2   Peterborough libraries will be:

- A place to find reading for pleasure and learning; both in a physical and virtual space;

- A community collaboration space;

- Somewhere to break down a sense of disconnect and isolation;

- Promoters of democracy by providing access to information and multiple points of view so that people can make knowledgeable decisions on public policy throughout their lives;

- Supporters of families through offering an alternate venue for parents and their children to enhance activities traditionally conducted at home by providing homework support, parenting collections, and early literacy programs;

- A place to learn new things;

- A quiet space – with increasing multiple occupancy housing there is need for quiet space to think and study.

4.3.3   Taking into account local and national information on the use of libraries, the key messages from the initial consultation and the costs that are associated with libraries (as detailed above in 4.2), the Council has explored how different delivery models could secure a financially sustainable offer, that meets the needs of the public and fulfils the Council's statutory obligations.

4.3.4   The Council has consulted on a model that would:

- allow all of our existing library buildings to remain open;

- ensure all libraries have opening hours with staff present;

- increase access overall to libraries, but on a self-service, unstaffed basis, enabled through Council investment in new technology called Open+;

- retain as is the mobile library and books-at-home service

4.3.5   The model was designed to allow for a *full-year* reduction in operating costs of **£350,000**, based on a reduced staffing complement deployed in each of the current libraries (saving **£320,000**) and a further saving from the Book Fund (**£30,000**).

4.3.6   We had already anticipated a time-delay in implementing the new model, reducing the in-year (15/16) saving by **£30,000**.

4.4   LIBRARIES – FINDINGS FROM THE SECOND CONSULTATION

4.4.1   The consultation has run for seven-weeks to the date of the publication on this report.

4.4.2   The consultation is still available online via both the council and Vivacity websites. Paper copies are still available from the Town Hall and Bayard Place receptions and every library. A large amount of work has been undertaken to reach a wider audience so that we can consider the views of as many residents as possible.

4.4.3   All 20,000 library card users who Vivacity hold email addresses for were sent an email about the consultation. In addition, library friends' groups were asked to complete the questionnaire and an email was sent to the head teachers of all schools in the city to cascade throughout their schools.

4.4.4   A supplementary report will be presented to Cabinet on the 20th March detailing the responses that have been received over the full eight-week period, continuing from this report from the 11th March to the 20th March. Consultation results will be analysed daily from the 6th March to incorporate all responses with the supplementary report summary.

4.4.5   To date, up to the 11th March 2015, the council has received 1768 responses.

4.4.6   Of these:

- 60.4% support the proposal put forward; and

- 39.6% oppose it.

4.4.7   Of the 39.6% that oppose the preferred option 57.1% have elaborated on their opposition to the proposed approach:

   a) 10% have stated a perception of lack of safety during Open+ hours;

   b) 8% have suggested we should close smaller libraries and invest the balance in the larger sites

   c) 39% have suggested that the Council seek to make the overall savings requirement differently – but not specified how

4.4.8   In terms of other responses received:

   a) At its meeting on 23rd February, Cabinet determined that the responses received to that date already required some modification to the original proposal.

   Specifically, to respond to concerns raised about public safety and safeguarding linked to the Open+ self-service model, Cabinet recommended the deployment of additional staff (to be employed as receptionists) in four libraries (Bretton, Orton, Central and Werrington).

An Open+ assistant post within Bretton will enable all three floors to remain open during Open+ hours and within the two libraries co-located with schools will enable extra cover for children accessing these libraries during Open+ hours.

These changes reduce the overall achievable cost reductions in a full-year from **£350,000** to **£305,000**. The saving in 2015/16 has reduced from **£320,000** to **£250,000** to meet the cost of the four Open+ assistants and delay in implementation. The short-fall will be met from the Council's risk management contingency in 2015 / 2016. In 2016/17 and beyond this will widen the Councils overall budget gap.

b) Cabinet had already considered the idea of closing the smaller libraries in the city. Cabinet's view was that the benefits of this approach (releasing funding that could be invested in the larger sites) were outweighed by the negatives (significantly limiting access to libraries, especially in areas where the evidence suggests users tend be older and also to walk to their local library);

c) Cabinet has already considered the requirement for savings from the library service in the round and believes they represent an appropriate reduction given the pressures that exist on other front-line and statutory services and the scale of the challenge the Council has faced to deliver a balanced budget. This is in line with the overall budget consultation, where no alternative proposal were received for libraries.

4.4.9 Comments received through the consultation can be reviewed under Annex 1.

4.5 THE PROPOSED WAY FORWARD FOR PETERBOROUGH LIBRARIES

4.5.1 In light of the feedback received over the course of the two consultations during the year, we have developed and subsequently modified a proposed delivery model for the library service for Peterborough.

4.5.2 The preferred way forward remains for **all library buildings to remain open** with **reduced hours with staff present** but with **library facilities available for further hours** with no staff present.

4.5.3 A reduced staffing complement will be deployed in each of the current libraries, wherever possible matched to when highly valued activities take place, supplemented by the receptionists referred to above.

4.5.4 This will be made possible through investment in technology called Open+ which will enable visitors to access the libraries independently.

4.5.5 Through this model libraries will be accessible for a further **114** hours per week.

4.5.6 Open+ assistants will be employed in Bretton, Orton, Central and Werrington libraries because of their unique characteristics.

4.5.7 The proposed model encourages more communities to take part in existing activities such as reading groups, knit and natter, story time and rhyme time and to set up their own groups, meeting within the libraries.

4.5.8 Vivacity will be consulting with existing groups to confirm the activity timetable which will include one rhyme time or story time session a week, held in each library.

4.5.9 We believe an annual staff cost saving of **£275,000** will be achieved by staffing all the existing libraries but for reduced hours, together with scope to make a further saving from the Book Fund of **£30,000**, equating to a full year saving of **£305,000**.

4.5.10 This saving will be reduced by **£70,000** in the first year due to the need to implement carefully.

4.5.11 The table below illustrates how the combination of staffed hours and Open+ enabled access could be implemented.

Library	Current opening hours	Our preferred option	
		Open to all users with staff present (hours)	Open for self-service users with no staff present (hours)
Central	40	33	Open+ assistants 22.5
Bretton	29	16	Open+ assistants 21.5
Dogsthorpe	29	14	19
Eye	21	10	14.5
Hampton	21	14	61
Orton	29	16	Open+ assistants 20
Stanground	21	10	13
Thorny	21	10	15.5
Werrington	29	16	Open+ assistants 24
Woodston	21	10	15
TOTAL	261	149	226
Available weekly hours	261	375	

4.5.12 A breakdown of library hours per building can be reviewed under Annex 2

4.5.13 Our preferred option will result in a reduction of staffed hours from 261 to 149, however the overall hours the buildings will be available will increased by **114** hours from the current available hours.

4.5.14 Open+ is free to join, existing library members will be invited to opt-in days during April where they will be asked to read and sign that they understand the terms and conditions of using Open+ and will then be enrolled on to the system. Customers will also be able to enrol during normal staffed hours. This method will enable the library service to monitor who had access during Open+ hours.

4.5.15 Open+ will not be available for children under the age of 16, unless accompanied by an adult and customers with temporary library membership or who have barred from the service. These customers will be able to access the library service during staffed hours.

4.5.16 Customers who live outside Peterborough, but who work or study in the Peterborough area, can opt-in to Open+ if they are an existing library member.

4.5.17 During self-service hours customers will have full access to each libraries selection of books and public computers, using the kiosks to return and take out books and using their existing library card to access the public computers.

4.5.18 Customers that are Open+ members will be able to;

- Free membership

- Borrow books and other library materials, and use library computers.

- Take part in existing activities such as reading groups, knit and natter, story time

and rhyme time

- Set up new groups to meet within the libraries.

Non library members can join the library in two ways:

- Complete our online form the Vivacity website

- Visit any library.

Once a member, customers can opt-in to Open+.

4.6   INVESTMENT IN TECHNOLOGY

4.6.1   There are a number of references in this report to enabling increased public access and opening hours through technology. The system is known as Open+. This system allows library services to maintain or extend library opening hours, providing customers and communities with more choice and flexibility as to when and how they engage with the library service. The Open+ model is currently operational in selected libraries in Leeds and London, with best practice shared between organisations.

4.6.2   The fully functional Open+ solution can automatically control and monitor building access, self-service kiosks, public access computers, lighting, alarms, public announcements and customer safety. The system links through to the current library management system, utilising membership cards and pin number and is compatible with current library self-service kiosks.

4.6.3   A photo image will be taken of each customer entering and leaving the library buildings during open+ hours and any incidents will be captured on CCTV. A full risk assessment has been carried out for all library buildings and safely measures put in place, such as an emergency telephone in each building and alarm systems. Customers will be taken through the safety measures through their induction to Open+

4.6.4   Children attending the libraries through schools will be supervised by school staff and the teachers will be required to enrol as Open+ members.

4.6.5   The capital investment for the technology required for all libraries equates to **£170,000** with support costs of **£10,000** a year for all libraries, this will ensure that no libraries have to close. The capital costs are budgeted within the culture and leisure capital budget. The revenue cost of the capital equates to **£24,600** over 8.5 years.

4.6.6   Once the technology has been installed, used and is fully established, we will explore whether there is scope to extend self-service hours further (for example, evenings and weekends). A review of the system will take place every three months and an issues log retained to share with other councils using the Open+ system, to share best practice and learning.

4.7   NEXT STEPS

4.7.1   Subject to Cabinet's decision, the Open+ technology will be rolled out to all libraries during April and May with new operating hours introduced.

4.7.2   The timetable is outlined below:

Date	Libraries
April	Eye Thorney Woodston Bretton
May	Werrington Orton

	Stanground

Central and Dogsthorpe will be completed in February and March as pilot sites.

4.7.3

4.8 RISKS AND ISSUES

4.8.1   The timetable is tight. If Cabinet confirms the proposals as set out in this paper, we will move rapidly to deploy the Open+ technology in all remaining libraries. Detailed risk assessments have been completed for each building where the system is operating, verified by the police and fire services and the council's insurance provider.

4.8.2   Customers will not be automatically enrolled into the Open+ system and will have to opt-in, agreeing to the terms and conditions of being an Open+ member and the requirements for access which will include personal security and acceptance of the terms and conditions of using the technology.

4.8.3   The Equalities impact assessment for this proposal can be reviewed under Annex 3

5. CONSULTATION

5.1   At the time of this report being issued a 7-weeks of the consultation have taken place, the consultation will finish on the 20th Match at 12 noon, completing eight weeks of consultation. To date a total of, 1768 responses have been received, a supplementary report will be issued to Cabinet on the 20th March with the full consultation results.

5.2   A weekly email update was sent by Councillor Lucia Serluca, Cabinet Member for City Centre Management, Culture and Tourism, to all 57 councillors asking them to encourage residents in their ward to complete the consultation questionnaire. In addition, Councillor Serluca and council officers attended a number of meetings to talk about the consultation including with:

- Strong and Supportive Security committee.
- Other Councillors
- Friends of library groups for Werrington, Bretton & Orton
- Customers during a series of visits to all libraries
- Peterborough talking news paper
- The Chairs of Thorney and Eye Parish Councils
- Ken Stimpson Community School
- Ormiston Bushfield Academy

5.3   The consultation was also emailed to 20,000 library members, the Council also consulted with parish councils and clerks, registered community and resident groups, faith and community groups, voluntary sector partners such as the talking newspaper and Peterborough Citizens' Advice Bureau and MPs.

5.4   An equalities impact assessment has been produced for the proposed new library service model and is attached to this paper under Annex 2.

6. ANTICIPATED OUTCOMES

6.1   For Cabinet to consider the consultation responses received from the second consultation process, and subsequently to approve the future delivery model for the library services in Peterborough which would meet the Council's statutory obligations.

7. REASONS FOR RECOMMENDATIONS

7.1   To approve the proposed new approach to delivering Peterborough's library services in the future outlined in section 4 of this report.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1   We have explored, but discounted other options for the delivery of library services in Peterborough that would achieve a similar level of saving:

1) The option of putting all of the available staffing resource into Central Library to create an enhanced 7 day city centre offer, supplemented by the library mobile service;

2) Central, Bretton, Orton, Werrington and Dogsthorpe libraries remain open with reduced staff hours, but will be available for further hours with no staff. Hampton remains as a purely self-service library. Eye, Dogsthorpe, Stanground, Thorney and Woodston libraries will close. However if community groups come forward any of these can remain open by being run by volunteers at no additional cost to the Council.

9. IMPLICATIONS

9.1   Financial implications
The consultation has informed the options for the council on the future of library services. It is anticipated that implementation of a new delivery approach would enable the Council to achieve budget reductions. The proposed re-modelling of Library services is expected to deliver savings of £305,000 in a full year.

9.2   Legal implications
These are set out within the report the proposal and the attached impact assessment sets out the potential impacts of the proposals.

10. BACKGROUND DOCUMENTS

10.1   Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985):
Existing Council strategies, the Funding and Management Agreement dated 1 May 2010 between the Council and Vivacity, and published documents by the Arts Council and Cities outlook 2014.

11. APPENDICES

There is one appendix to this report:

Annex 1: Public consultation results
Annex 2: Proposed library timetable
Annex 3: Equalities impact assessment

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