

CABINET	AGENDA ITEM No. 4
19 JANUARY 2015	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Lucia Serluca; Cabinet Member for City Centre Management, Culture and Tourism	
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NEW DELIVERY MODEL FOR PETERBOROUGH LIBRARY SERVICE

R E C O M M E N D A T I O N S	
FROM : Councillor Lucia Serluca	Deadline date : n/a
<p>For Cabinet:</p> <ol style="list-style-type: none"> 1) To consider the responses received to the first consultation as set out in the report; and 2) To approve the basis for the second public consultation on the future delivery model of library services in Peterborough. 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet from the Cabinet Member for City Centre Management, Culture and Tourism.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to allow Cabinet to consider the consultation responses received from the first consultation process, and subsequent approval for the next steps on libraries including a second, eight week public consultation on possible, affordable delivery approaches, to libraries which would meet 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?	YES	If Yes, date for relevant Cabinet Meeting	23 rd March 2015
Strong and Supportive Communities Scrutiny Committee	19 th March 2015		
Date for relevant Council meeting	N/A	Date for submission to Government Dept (please specify which Government Dept)	N/A

4. LIBRARIES

- 4.1.1 Under section 7 of the Public Libraries and Museums Act 1964 the Council 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 Council is required to consult on any changes recommended for service delivery and it is essential that the public are consulted before any service changes are adopted.
- 4.1.3 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. 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.
- 4.1.4 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. 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. 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.
- 4.1.6 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.
- 4.1.7 An initial consultation of eight 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. In total, 5,110 responses were received during the consultation period.
- 4.1.8 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 Peterborough Youth Council (16 Sept), Parish Council Liaison Group (24 Sept) and Community Action Peterborough (26 Sept).
- 4.1.9 The Council also consulted with all parish councils and clerks, registered community and resident groups, faith and community groups, voluntary sector partners such as the disability forum, Age UK and Peterborough Citizens' Advice Bureau and MPs.

4.2 LIBRARIES – FINDINGS FROM THE CONSULTATION

- 4.2.1 The consultation ran for eight weeks and was available online via both the Council and Vivacity websites. Paper copies were also available from the Town Hall and Bayard Place receptions and every library and community centre. A large amount of work was undertaken to reach a wider audience so that we could consider the views of as many residents as possible.
- 4.2.2 All 20,000 library card users who Vivacity hold email addresses for were sent an email about the consultation on two separate occasions. In addition, all 1,500 members of the Citizens' Panel 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.
- 4.2.3 In total, 5,110 responses were received to the consultation (the highest response rate to a consultation exercise received in recent years).
- 4.2.4 The question 'what is most important to you about a library service?' received three strikingly significant responses:
- The books on the shelves (87.2% said extremely important)
 - The location (70.4% said extremely important) and
 - Access to information (55.6% said extremely important)
- 4.2.5 The consultation has shown that libraries are overwhelmingly a local service, with 75% of library users travelling less than 2 miles to use a library, and 43% of library users walking to the library (rising to 90% for the users of Eye and Thorney library).
- 4.2.6 The public were also asked what factors would encourage more use of the library service, with accessing the library building outside normal hours receiving the highest response: 35.4% of respondents said this would be extremely important and 39.1% said it was quite important.
- 4.2.7 The council received a petition from the friends of Bretton library on the 16th December with 531 signatures attached with a short survey on user requirements. These findings have been taken into consideration when developing the new model of library services.
- The main findings from the friends of Bretton library survey are as follows:
- The location (47 responses)
 - The books on the shelves (41 responses)
 - Use of Computers (9 responses)
 - Social activities (8 responses)

4.3 THE COST OF THE LIBRARY SERVICE

- 4.3.1 The Council is reviewing how it delivers every aspect of its business – both statutory and discretionary services – in the lead-up to agreeing a budget for 2015/16. This is against the backdrop of significant reductions in funding from Central Government, meaning the Council needs to secure savings totalling £25.3 million.
- 4.3.2 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

4.4 LIBRARIES – NEXT STEPS

4.4.1 Taking into account local and national information on use of libraries and the costs that are associated with libraries (as detailed above), the Council has explored how different delivery models can be designed for libraries that would secure a financially sustainable offer, meet the needs of the public and fulfil the Council's statutory obligations.

4.4.2 The following responses received from the initial consultation process have been considered in exploring possible models:

- Libraries are important to users and non-users;
- Users want books on shelves;
- The location of libraries is very important;
- Users want access to information;
- Users want access to libraries outside of normal hours.

4.4.3 Our vision: Libraries in Peterborough 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;
- Supporter 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.

4.5 THE PROPOSED WAY FORWARD FOR PETERBOROUGH LIBRARIES

4.5.1 The preferred way forward is for all library buildings to remain open with reduced hours with staff present **but library facilities will be available for further hours** with no staff available- made possible through technology called Open+, which will enable visitors to access the libraries through self-service functions. Through this model libraries will be accessible for a further **126** hours per week.

4.5.2 In summary terms, a reduced staffing complement would be deployed in each of the current libraries. We believe an annual staff cost saving of **£320,000** can be achieved if we staff 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 **£350,000**. It will take time to introduce these changes, which will reduce the total saving in 2015/16 by £30,000. We would aim to implement the new arrangements from May 2015. The one month shortfall in saving will be met from the council's capacity fund.

How this could look:

4.5.3

		Our preferred option		
LIBRARY	Current opening hours	Staffed Hours	Self-service hours	Total Staffed and self service hours
Central	40	33	22.75	55.75
Bretton	29	16	21.25	37.25
Dogsthorpe	29	14	19	33
Eye	21	10	14.5	24.5
Hampton	21	14	61	75
Orton	29	16	22.25	38.25
Stanground	21	10	21.5	31.5
Thorney	21	10	15.25	25.25
Werrington	29	16	25	41
Woodston	21	10	15.25	25.25
TOTAL	261	149	237.75	386.75
Available weekly hours	261	386.75		

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 **126** hours from the current available hours.

4.5.4

The precise hours for each library building are subject to change as we refine the model with Vivacity.

4.5.5

If, as a result of the trials at Central and Dogsthorpe libraries and / or the site visits, **Open+ does not appear to represent a viable way forward for either some or all libraries** we will seek to protect the overall approach by asking volunteers to staff some additional hours on top of a continuing Vivacity presence.

4.5.6

Libraries have committed user groups and Vivacity has an excellent track record in recruiting, training and deploying volunteers. If that is not possible then only more limited (staffed) opening hours would be possible if we are to keep all our libraries open.

The existing mobile library and the (volunteer-run) books at home services will not be affected.

4.5.7

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. It is anticipated that the Open + model will enable Peterborough library buildings to be open from 9-5pm with variances from library to library, Central library will be opened from 9-7pm.
- 4.6.3 The Open+ system does not restrict the times for which any libraries can be assessable, the project team with Vivacity will review the opening hours after one year of operating to evaluate if the opening hours could be extended further.
- 4.6.4 Customers will be invited to opt-in days 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. 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 specific notices on their profile. These customers will be able to access the library service during staffed hours.
- 4.6.5 Children attending the libraries through schools will be supervised by school staff and the teachers will be required to enrol as Open+ members. 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. The support costs for Open+ are covered within the existing Book fund which supports digital subscriptions and user support.
- 4.6.6 The Open+ technology will first be piloted in Central Library and Dogsthorpe library. The pilot will then pave the way for wider roll-out, if that is desired within the current proposals presented. The pilots will be evaluated during March to enable the project team to understand the day to day running of Open+ with staff and target groups, who will be invited to test the system.

4.7 NEXT STEPS

- 4.7.1 Subject to the recommendations of Cabinet, a further 8 week consultation process is planned seeking views on the preferred approach described in this report, to run from 23 January to 20 March 2015.
- 4.7.2 The consultation would be made available through online links from the Council and Vivacity websites and promoted on social media together with hard copies would be made available in the Town Hall, at Bayard Place and in all of our libraries. We would propose facilitating public meetings in libraries.

The consultation paper is attached under Appendix 1.

- 4.7.3 The results of the second consultation process will be presented at the Strong and Supportive Communities Scrutiny Committee on 19 March 2015 and then to Cabinet on 23 March 2015 for a decision on the future operating model for library services.

4.7.4 The timeline is outlined below:

Item	Dates 2015
Cabinet discussion on the new delivery model (and permission for second consultation)	19/01/15
2 nd Consultation starts	23/01/15
Strong and Supportive Communities Scrutiny Committee	19/03/15
2 nd Consultation ends	Noon 20/03/15
Final consultation analysis	20/03/15
Cabinet supplementary paper of final consultation results, and cabinet decision on the way forward	23/03/15

4.8 RISKS AND ISSUES

- 4.8.1 The timetable is tight. If Cabinet confirms the new proposals as set out in this paper, we would recommend moving rapidly to pilot and then to deploy the Open+ technology in the two pilot libraries. Detailed risk assessments will be completed for each building where the system is operating.
- 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 An equality impact assessment will be published alongside the consultation document. We will use the consultation to test whether there are any equality issues that we have not considered associated with the proposals described.

5. CONSULTATION

- 5.1 An initial eight week consultation 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. In total, 5,110 responses were received during the consultation period.
- 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 Peterborough Youth Council (16 Sept), Parish Council Liaison Group (24 Sept) and Community Action Peterborough (26 Sept).
- 5.3 The Council also consulted with all parish councils and clerks, registered community and resident groups, faith and community groups, voluntary sector partners such as the disability forum, Age UK 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 Appendix 2.

6. ANTICIPATED OUTCOMES

- 6.1 For Cabinet's consideration and approval: the next steps on libraries include a second, eight week consultation on possible, affordable delivery approaches, which would meet the Council's statutory obligations.

7. REASONS FOR RECOMMENDATIONS

- a. To approve the proposed new approach to delivering Peterborough's library services in the future; and
- b. For approval to conduct a second consultation as detailed in 4.7.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 We have explored, but for now discounted two other options further 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.
- 3) 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 will help inform 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 costs of any future consultations will be met from existing budgets. The proposed re-modelling of Library services is expected to deliver savings of £350,000 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 are two appendices to this report:

Appendix 1: Public consultation paper

Appendix 2: Equalities impact assessment