

Report of the Strategic Director of Place to the meeting of the Regeneration and Environment Overview and Scrutiny Committee to be held on 2nd October 2018

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Subject:

Impact of changes to the library service over the past two years and role of Museums & Libraries in Bradford's communities.

Summary statement:

Description of changes to the operation of Bradford Museums & Libraries over recent years, with particular reference to community managed libraries.

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Portfolio:
Healthy People and Places

Overview & Scrutiny Area:
Regeneration and Environment

1. SUMMARY

This report gives an update on changes to the delivery of Bradford Libraries & Museums in recent years.

2. BACKGROUND

Libraries

In 2011 four libraries became community managed. In 2014 Allerton Library relocated to Café West Healthy Living Centre and was managed by the Centre. In 2016 Idle Library relocated to Wright Watson Enterprise Centre and was managed by the Centre. In 2017 a further 11 libraries became community managed, making a total of 17. In addition to this in 2017 two libraries became hybrid managed, a mix of staff and volunteers. Ten libraries remain

libraries not directly managed by the Council	17
fully council managed Libraries	10
hybrid libraries (50:50 paid staff and volunteers)	2
Total number of libraries	29

Since the beginning of the process in 2011, Ward members and Parish and Town Councillors, along with Ward Officers and other colleagues from Neighbourhoods and the Youth Service, have been instrumental in supporting and enabling communities to manage their libraries, with some volunteering themselves.

A signed service level agreement (SLA) is in place for all 17 of the community managed libraries. The SLA between the accountable body and Bradford Libraries sets out the responsibilities of each party. Broadly this includes the continued payment of associated running costs, including rates, by Bradford Council. There is also continued indirect staff support, stock purchase and inclusion in national library initiatives.

All the community managed libraries received support for the appointment of volunteers, db's checking, initial training sessions delivered by library staff, and staff cover to initially support the opening and establishment of the library was offered.

Appendix 1 shows a complete list of libraries and current status.

Museums

The service aims to provide a high quality museums and galleries service that is responsive, inspiring and challenging, and through active community engagement enriches the lives of the citizens of Bradford and district, and enhances the profile of Bradford as a place to visit.

Since 2010 Bradford Museums has gone through a period of significant change, including the cessation of external grant funding and the closure of 3 museum sites and Horses at Work. Grant funding received for 6 years ceased in 2012. The grant of £646,000 delivered a high percentage of service and staffing.

We now consist of one Art Gallery and four Museums located throughout the district, which comprise of Cartwright Hall Art Gallery, Bradford Industrial Museum,

Bolling Hall Museum and Cliffe Castle Museum. We attract on average 190,000 visitors a year and have a very busy education programme used by 90% of all Bradford primary schools and attracting on average 20,000 pupils a year.

We care for collections of around 3/4 million objects that represents over 150 years of collecting and held in trust as community assets. These collections are used to tell the story of Bradford and its people, through exhibitions, displays, education and community engagement. In responding to changes over the last 10 years the service has demonstrated a level of resilience that has minimised the impact to public service and continued to attract some grant funding from Art Council England. The Museums and Galleries Services has a significant contribution to make to the regeneration of Bradford; Demonstrated recently with flag ship projects attracting national coverage and being key to attracting the National Rugby Museum . It has an important role to play in sharing and celebrating the cultural heritage of the district.

3. OTHER CONSIDERATIONS

Impact of the budget proposal 2016 -18

During a time of major change and impact on communities, customers and staff it should be noted that since February 2016 when the budget proposals were agreed, 11 diverse communities across the district took up the offer of managing their libraries rather than see them close. As described this is in addition to the established six community managed libraries(CMLs).

The Museums Services response to budget reductions over the last 2-3 years has included a number of changes to the public offer including a limited school holiday family activities which can be fully supported by the site staff team. A reduction in exhibitions and a greater emphasis on exhibitions derived from the service extensive permanent collections. This does put additional pressure of the small curatorial team and this area has to be closely monitored. Site operational and public opening times have been reviewed and amended where possible to reduce public opening times. Further reductions in opening times can not be ruled out due to low levels of front of house staffing.

Staff

Staff continue to deliver excellent service to all our customers, despite a reduction in full time equivalents;

In Libraries from 132 FTE in 2011 to 72.8 FTE present day. This includes a proportion of support to the CMLs. All staff are established staff on permanent contracts, complemented by a pool of casual workers to cover for holidays, sickness and vacancies. The budget allows for 2.25 staff on site per opening hour with the exception of Baildon and Clayton (as hybrids - one staff on site per open hour) and City and Keighley (with two floors - 4.5 staff on site per open hour). On-site management consists of Team Leaders. There is also a management team of operational, development and bibliographic service officers, and some specialised admin support.

A Reduction in Museum staff from 83.1FTE in 2011 to 47.1 FTE present day. All staff are established staff on permanent contracts, complemented by a pool of casual workers and freelancers.

Volunteers

One of the key messages in the Council plan 2016 – 2020 is “to support individuals and groups who want to make a positive difference through our ‘People Can make a difference’ campaign in volunteering, being neighbourly, fundraising and taking community action.”

In Libraries this is visibly demonstrated with the cohorts of volunteers across the district, the majority of these 373 individuals from non-library backgrounds. That people give their free time not only to continue to provide a library facility but also to develop other initiatives that benefit the local community is a great credit to them. In Museums, the service has developed a programme of volunteering, with over 100 active volunteers (including young people) who deliver a range of activities, from guiding to gardening)
<https://www.bradfordmuseums.org/get-involved>

Budget

The library budget has reduced year on year since 2011 from £3,958,000 to £3,100,000 in 2018/19. Further savings of £905,000 are planned in 2019/20. Of the current budget, £2,093,886 is spent on staff; £412,000 on the materials fund and £177,854 on the CMLs.

The Museum budget has reduced year on year. Since 2014/15 from £ 3,023,300 to £1,871,900 in 2018/19. Further savings of £260,000 are planned in 2019/20. Of the current budget £1,555,100 is spent on staff.

Impact

Following the significant changes to the library service in 2017/18; 29 libraries in 22 wards across the district have either remained open or re-opened.

Bradford Libraries statement of purpose is ‘To enhance the quality of life of citizens and communities across the Bradford district and support their learning, skills development and wellbeing by promoting access to relevant ideas, information and works of imagination through a high quality Library service’

The word ‘communities’ has gained much significance now that the majority of our libraries are community managed. Libraries have remained open in those communities and the volunteers have taken the opportunity to react positively to resident needs, with support from library staff, ward officers and other partners.

Many of the community managed libraries have taken the opportunity to take a more holistic approach to provision of services to their specific communities.

Appendices 2a, 2b and 2c show reports produced by three diverse CMLs – Holme Wood, Idle and Menston. Appendix 2d shows examples of promotional material produced by Holme Wood, Idle and Addingham.

Core events

Bradford Libraries have a calendar of core events (Appendix 3) which all libraries,

including CMLs are expected to support throughout the year. These events link in to the National Library Offers of reading, learning, digital, information, health, culture and the overarching children’s promise. However it is recognised that the CMLs need time to ‘bed’ in before a full and active core events programme can be delivered. Each must also consider other local community priorities to be delivered from the sites, so a degree of flexibility is necessary.

Performance

Community Managed Libraries in the main have see a drop in usage immediately after re-opening. Experience shows that it can take up to eighteen months to establish the library and community offer. Appendix 4 shows annual performance data for 2016/17; 2017/18 and April 2018 to date.

Since 2016 there has been:

- 1,362,836 visits to the district’s libraries.
- 1,032,637 books borrowed;
- 277,775 sessions on the computers
- 13,736 new borrowers.

There are currently 37,663 active customers (people who have used their library ticket in the past year).

Museums recorded 229,000 visits (Data 2017/18 up from 212,000 2016/17) Museums increase is largely due to the Hockney Gallery which saw a 30% upturn in visits to Cartwright Hall. Cliffe Castle Museum also around 10% up following the development of the park and more joined up activities between the museum and the park.

	Visits 2016/17	Visits 2017/18	Current to date
Cartwright Hall Art Gallery	47839	62826	44165
Bradford Industrial Museum	59961	58438	21975
Cliffe Castle Museum	53289	72812	44165
Bolling Hall Museum	23279	24015	13053

Income

Income generated by the 10 council managed libraries and 2 hybrids stood at £134,383 in 2017/18; the majority of this being meeting room hire, library fines, photocopying and printing. It was agreed at the outset that the CMLs could keep any fines gathered and use to enhance their offer. Some of the CMLs make use of the space outside library opening hours and generate income for this use from community groups.

The majority of Income generated by Museums is from shop/retail activity and donations

	17/18 Shop Income	16/17 Shop Income	% increase
Annual Total	£66,875.98	£46,099.52	45.07%
	17/18 Donations	16/17 Donations	% Increase
Annual Total	£18,097.62	£16,479.38	9.82%

Community Asset Transfers

As indicated in Appendix 1 many of the libraries share space. Bradford Libraries pay costs for space and services in non-council buildings for Addingham, Allerton, Idle, St Augustine's, Thornbury, Wilsden and Wrose..

Many of the Council buildings in which libraries are sited have also been subject to community asset transfers (at various stages) in the last 12 months – these being: Baildon Library and Ian Clough Hall; Burley Library; Clayton Library; Denholme Library and Devholme Mechanics Institute; Great Horton Library and Great Horton Village Hall; Holme Wood Library; Menston Library and Kirklands Community Centre; Silsden Library and Town Hall and Thornton Library.

The Manor Museum, Ilkley which closed to the public in 2015 was transferred by community asset transfer in September 2017

4. FINANCIAL & RESOURCE APPRAISAL

It is agreed that the Council will resource all 17 Community Managed Libraries and two hybrids in line with Service Level Agreements currently in place to March 31st 2020. This constitutes payment of rates and utilities and/or a contribution to running costs in non-council buildings.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

The significant library budget saving of £950k in 2019/20 and Museum budget savings of £260,000 2019/20 will impact greatly on service provision. Work is on going to identify a service that can be delivered with proposed budgets, and includes embedding Community Managed Libraries beyond 2020. Options for alternative delivery models for Libraries and Museum will be considered within the Council process and agreed consultation timetable.

6. LEGAL APPRAISAL

Local Authorities have a statutory requirement to provide a comprehensive and efficient service through the provision of the Public Libraries and Museums Act 1964.

7. OTHER IMPLICATIONS

N/A

7.1 EQUALITY & DIVERSITY

Equalities Impact Assessments were produced prior to the budget setting process which informed the budget decisions in 2016

Equality Impact Assessments will be submitted against each future option going forward. These will reflect the equality and diversity of each local community associated with each option and also the existing groups and services (including Council services)

that use Libraries to deliver their services from (ie: Family Hubs and DWP)

7.2 SUSTAINABILITY IMPLICATIONS

All library buildings have remained open. Approaches are often made for use of library space (not meeting rooms) by external partners – police, job centre plus – and Council partners – children’s services, marketing and communication, customer services and this should be a consideration as the future offer changes.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

No issues anticipated

7.4 COMMUNITY SAFETY IMPLICATIONS

No issues anticipated.

7.5 HUMAN RIGHTS ACT

No issues anticipated.

7.6 TRADE UNION

No issues anticipated

7.7 WARD IMPLICATIONS

Libraries and Museums are located across the district. For information they are shown by ward location:

Museums Bowling and Barkerend (Bolling Hall Museum); Eccleshill (Industrial Museum); Keighley Central (Cliffe Castle); Manningham (Catwright Hall Art Gallery)

Council managed Libraries Bingley (Bingley); Bradford Moor (Laisterdyke) City (City Library and Local Studies); Eccleshill (Eccleshill) Ilkley (Ilkley) Keighley Central (Keighley Library & Local Studies); Manningham (Manningham); Shipley (Shipley); Wibsey (Wibsey Library), Windhill and Wrose (Wrose Library), Wyke (Wyke Library)

Hybrid Libraries Baildon (Baildon); Clayton and Fairweather Green (Clayton)

Community Managed Libraries Bingley Rural (Denholme and Wilsden); Bowling and Barkerend (Bolling Hall and St Augustine’s); Bradford Moor (Thornbury); Craven (Addingham and Silsden); Great Horton (Great Horton); Heaton (Heaton hub); Idle and Thackley (Idle); Queensbury (Queensbury); Thornton and Allerton (Allerton and Thornton); Tong (Holme Wood); Wharfedale (Burley and Menston); Windhill and Wrose (Wrose).

7.8 IMPLICATIONS FOR CORPORATE PARENTING

No issues anticipated

7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESSMENT

No issues anticipated

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

That the Library & Museum service continues to work alongside the portfolio holder to develop sustainable options for future service delivery.

10. RECOMMENDATIONS

That Regeneration and Environment Committee consider the content of this report.

11. APPENDICES

Appendix one – list and status of libraries August 2018

Appendix 2a – Holme Wood Library report

Appendix 2b – Idle Library report

Appendix 2c – Menston Library report

Appendix 2d – Promotional material Addingham, Holme Wood and Idle

[Appendix 2e – Clayton hybrid library report](#)

Appendix 3 – Core events poster

12. BACKGROUND DOCUMENTS

None