

Report of the Director of Place to the meeting of Regeneration & Environment Overview and Scrutiny to be held on 22 January 2019

AE

Subject:

Library Service

Summary statement:

This proposal responds to the need to realign the library service to deliver savings of £950k, in 2019/20.

Steve Hartley
Director of Place

Portfolio:
Sport & Culture
Cllr Sarah Ferriby

Report Contact: Maggie Pedley
Phone: (01274) 432626
E-mail: magie.pedley@bradford.gov.uk

Overview & Scrutiny Area:
Regeneration & Environment

1. SUMMARY

- 1.1 Arriving at a set of proposals' for a future library service for Bradford District has been very challenging and there have been many options considered prior to arriving at the current proposals. The agreed budget for 2019/20 and proposed budget for 2020/21 provides, after meeting the building costs of the Bradford City Library in the region of £1.2m for the delivery of library services across the district.
- 1.2 A Community Managed Libraries model (CML) has been established in 17 libraries and provides a strong platform for future delivery options. These will however, require additional consideration to maintain the enthusiasm, support and retention of volunteers, and to establish a minimum standard and range of services provided across these libraries.
- 1.3 This proposal supports the delivery of savings of £950k to be delivered in 2019/20. Proposals for future years will be subject to further detailed planning following the agreement of the savings target by the Executive at the end of February 2019.
- 1.4 The changes included in these proposals will lead to the development of a comprehensive library service delivered through a network of community managed libraries supported by the development of 3 Community Hub libraries located in Keighley, Shipley and the City Centre and operating on a cluster basis, as well as the retention of 7 existing Council run libraries.

2. BACKGROUND

- 2.1 Libraries form part of the district Cultural strategy and contribute to four of the five Council priorities: Better skills, more good jobs and a growing economy; a great start and good schools for all our children, Better health, and better lives. Safe, clean and active communities.
- 2.2 Bradford Libraries statement of purpose is "To enhance the quality of life of citizens and communities 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. A mostly free offer Bradford libraries meet the Council priorities as follows:-
 - centres for reading
 - champions for children, young people and families love of reading and core programmes throughout the year
 - learning centres
 - heritage access points
 - digital entry points and support for employment applications
 - adult learning programmes throughout the year
 - a safe happy place to sit alongside other residents

- 2.3 A report detailing the Service and transition over the last two years submitted on 2 October 2018 is provided as a background document within this report at **Appendix 1**.
- 2.4 The current library services net budget for 2018/19 is £3.1m of which £2.2m is spent on staff costs, £430k on supplies and services, and £610k on premises and other 3rd party payments (this includes support to existing community managed libraries in terms of premises). The service generates a modest income level of £160k.
- 2.5 The service currently provides a network of 29 libraries across the district with 10 being run direct by the Council, 2 Hybrid Libraries (combination of staff and volunteers) and 17 community or venue managed libraries following successful take up from our diverse communities over the last 5 years . It should however be noted that the success achieved in the transfer to community managed arrangements can also partly be attributed to the relatively small size of the venues and the flexibility in the Council's community managed library framework and the significant funding for those premises still borne by the Council.

3. OTHER CONSIDERATIONS

- 3.1 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.
- 3.2 This is an opportunity to introduce changes to the way in which library services are operated, but the critical requirements which will ensure that the Council remain statutorily compliant are:
1. Identification of service need through rational and focused needs assessment
 2. Identification of resources where this is relevant and resources are available to meet service needs
 3. Identification of potential range of local changes that could meet 1 using the resources in 2
 4. Consultation on which changes to adopt
 5. Transition and implementation
- 3.3 Of a 4 year budget plan 2018 to 2021 savings of circa 300k were achieved in years 1 and 2, as a direct result of the transitioning to community managed venues/hybrid models of delivery.

- 3.4 The focus of this report is to set out the high level proposals for achieving the £950k savings for the financial year 2019/20 and position the service to achieve the savings target for year 4, which are still subject to formal agreement of the Executive in late February 2019.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 The 4 year budget process is part way through with 19/20 (950k) and 20/21 proposed (£1050k) still to be delivered. Overall it represents a budget reduction of circa 65% over the next 2 years.

Libraries budget	Current 18/19	Agreed 19/20	Proposed 20/21
	£3,120,900	£2,170,900	£1,120,900
Budget Savings	-£100,000 (achieved)	-£950,000.00	-£1,050,000

- 4.2 Until any new proposals are finalised and agreed it is not possible to provide further details of the financial implications of these proposals. These will be included within the final proposal presented to Executive following the outcome of the public consultation.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 There are no significant statutory risks arising out of the implementation of the proposed recommendations for year 1 2019/20 as a result of retaining the existing library network and existing service offering.
- 5.2 The greatest risk identified will be associated with staffing reductions and careful and focused engagement with staff and trade unions will be required.
- 5.3 A dedicated steering group including resources from Finance, HR & Legal has recently been established to provide oversight to the required implementation activities and will report directly to the Place Budget Delivery Board.
- 5.4 Active consultation will take place with the Department for Digital, Culture, Media and Sport (DCMS) during 2019 to mitigate any risks associated with proposals for changes in 2020/21.

6. LEGAL APPRAISAL

- 6.1 Local Authorities have a statutory requirement to provide a comprehensive and efficient service through the provision of the Public Libraries and Museums Act 1964. An assessment of the needs which the library service should meet must

have been carried out and will be commissioned in January 2019 to inform more radical changes proposed for 2020/21.

- 6.2 The findings and recommendations arising from the library needs assessment and subsequent public consultation will be embedded within a clear strategic framework which draws upon evidence about needs and aspirations across the diverse communities of the area.

7. OTHER IMPLICATIONS

None

7.1 EQUALITY & DIVERSITY

- 7.1.1 Equalities Impact Assessments were produced prior to the budget setting process which informed the budget decisions in 2016 and an updated assessment for 2019/20 activity is attached (**appendix 2**).

7.2 SUSTAINABILITY IMPLICATIONS

None.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Not considered at this stage

7.4 COMMUNITY SAFETY IMPLICATIONS

None

7.5 HUMAN RIGHTS ACT

None

7.6 TRADE UNION

- 7.6.1 Until any new proposals are finalised and agreed it is not possible to provide details of the employee relation implications of these proposals. Discussions are currently taking place with HR on the requirements for Trade Union Consultation using the existing Council policies and procedures. The outcomes of these consultations will be included within the final proposal presented to Executive following the outcome of the public consultation.

7.7.1 WARD IMPLICATIONS

- 7.7.1 No immediate implications however the development of Hub libraries in Shipley,

City Centre and Keighley will involve ward councillors and require their support and advice as each hub is developed to reflect the needs of the local community.

**7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS
(for reports to Area Committees only)**

None

7.9 IMPLICATIONS FOR CORPORATE PARENTING

None

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

None

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

9.1 The impact of delivering library budget saving of £950k in 2019/20 has been mitigated by the following proposals, to make cuts and reductions in support and development activity (back office) to ensure that the impact to public and customers is minimal in 2019/20

9.2 Activities Proposed for 2019/20

9.2.1 It is the Council's ambition to retain all existing libraries across the district; however previous options were restricted due to a significant budget pressure of circa £420k associated with the lease costs for City Library. Following internal discussions agreement for central financial support for these costs has been agreed.

9.3 The remaining saving for 2019/20 of £530,000 will be delivered by:

9.3.1 Establishment of Community Hub Libraries

9.3.1.1 The existing libraries located in Shipley, Keighley and City will be developed to become "community hubs" offering a wider range of Council and community sector services and will be cognisant of the existing programmes of work on "Single Estate" and "Prevention & Early Help" strategies.

9.3.1.2 The hubs will become a focal point for local activities and services, and facilities, accessible to the local community with more focus on "multi-purpose" use. This approach to the future management of the libraries service will enable efficiencies through the shared use of assets and will reduce costs through bringing services together in one place.

- 9.3.1.3 Shared resources and increased use of community volunteers together with enhancements to the current self service technology will enable a significant contribution to savings targets through directly employed staff reductions.
- 9.3.1.4 In addition to the community benefits, such models offer cross departmental employment opportunities for existing staff thus retaining public sector skills within the Council.
- 9.3.1.5 The whole ethos of the hubs will be to “deliver better together” for the community”

9.3.2 Central Services Restructure

- 9.3.2.1 The transfer of some libraries to community delivery models achieved savings through the removal of front line resources, however in the interest of ensuring a successful transition to new arrangements; central resources were not reviewed at that time.
- 9.3.2.2 Given the success of the models now in place and the recent integration of the Museums and Galleries service with Libraries, there are now opportunities to review these services and undertake staff reorganisation activities. This approach will focus on enabling community libraries to become more independent and will focus more on supporting and responding to community needs and also support with external funding bids to make those models more sustainable in the longer term. A recent desktop exercise shows that there are significant savings to be made through this approach and the deletion of existing vacancies.
- 9.3.2.3 New staff structures will include posts whose purpose will be to liaise with the relevant accountable bodies in each cluster of community managed libraries, with a link back to central and specialist library support via the 3 central hubs referred to earlier in this report. There will also be dedicated library posts to support the running of Council managed libraries to ensure standards and delivery of Council outcomes; supported by a new operating model. It is also planned to develop a volunteer programme across the service to support more community activity and outreach and complement the delivery of the Universal Offer¹.
- 9.3.2.4 In addition to the rationalisation of central staffing arrangements, the service will also seek to significantly reduce the use of “casuals” through more effective resource planning.

9.3.3 Reduction in Material Funds

¹ A national scheme supported by DCMS the Universal Offer is central to the delivery of our core library offer and to develop new services to help cement their position at the heart of local communities. The Universal Offers are a promise to our customers and a commitment to quality provision across these six core areas of our service: Culture Digital Health Information Learning Reading

9.3.3.1 The creation of the hub libraries provides the opportunity to create further efficiencies both in the practical management of moving books around more easily and in accordance with community needs and also through the re-negotiation of existing contracts. In addition there are many new and existing initiatives being discussed at a regional level with the West Yorkshire Combined Authorities which includes ideas around book sharing across authorities via an approach that is more needs based rather than demand led and maximising collaborative purchasing powers. It is therefore proposed that this fund be reduced by 30%.

9.3.4 Increased Income Generation

9.3.4.1 As part of the initial consultation process, staff within the libraries service have been very active in offering ideas to achieve a greater level of income generation including a wider range of stock available for sale, charges for some services including research, and increased charges for photocopying and printing which will now be pursued and included in a refreshed business plan for the service.

10. RECOMMENDATIONS

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

11. APPENDICES

Appendix 1 – Report of the Strategic Director of Place to the Regeneration & Environment Overview and Scrutiny Committee Dated 2nd October 2018.

Appendix 2 – Equality Impact Assessment – Libraries Proposals 2019/20

12. BACKGROUND DOCUMENTS