

Bath & North East Somerset Council

MEETING/ DECISION MAKER:	Cabinet	
MEETING/ DECISION DATE:	19th July 2017	EXECUTIVE FORWARD PLAN REFERENCE:
		E 2970
TITLE:	Modern Libraries Options for Bath	
WARD:	All	
AN OPEN PUBLIC ITEM		
List of attachments to this report: Modern Libraries Options for Bath Business Case Appendix A: Accessibility Report Appendix B: Financial Summary Appendix C: Library/One Stop Shop Common Design Principles Appendix D: Site Issues Summary Appendix E: Bath Consultation Equalities Impact Assessment Appendix F1: Consultation Summary Appendix F2: Consultation Leaflet Appendix F3: Consultation Poster		

1 THE ISSUE

- 1.1 Bath Central Library is one of our 3 main Libraries and is part of our overall strategic review of the Modern Library Agenda in which we are seeking to integrate our Library and One Stop Shop (OSS) services.
- 1.2 Following an appraisal of the potential options, a review of local needs and public consultation on design, this report and the attached papers sets out the reasoning for the recommendation to consult on two options for integrating Bath Library and OSS services in one location.

2 RECOMMENDATION

The Cabinet is asked to;

- 2.1 Note and be cognisant of the Business Case and the appendices, in particular the consultation proposals at appendix F (1, 2 & 3).

- 2.2 Approve the proposed consultation approach as set out in Appendix F (1, 2 & 3) in order to determine the preferred option.
- 2.3 Receive a further report in October which will include consultation findings, a further Equalities Impact Assessment of the selected option to implement and a request to approve capital funding.

3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)

- 3.1 The Council has made provision for a capital budget of £5.953m plus £0.773m identified balances (a total of £6.726m overall) in order to deliver the modern libraries programme, this report focuses on the delivery of integrated Library and OSS services in Bath.
- 3.2 The proposed scope of works for each of the two options is described within the business case. It is important to note that the capital costs used in the analysis are derived using standard rates and calculations are only on the assumption that all integrated services would be delivered from each site. No design has been developed at this stage. This has been done in order to assess and confirm assumptions on indicative costs and timescale. The design work will commence on the chosen option once the budget is approved later this year.
- 3.3 Lewis House is a Council owned building and we have a long lease of The Podium, conversations are ongoing with the landlord for the Podium regarding the options being considered. A summary of this and other site issues is included as appendix D to the report.
- 3.4 Of the two options being considered, Option 3 (Lewis House model) has an indicative capital cost of £6.4m for Bath (the overall Modern Libraries programme including option 3 is estimated to cost £7.1m). The net savings are estimated to be £327k per annum for Bath (the overall Modern Libraries programme is expected to save a net £732k per annum).
- 3.5 Option 4 (Podium model) has an indicative capital cost of £2.8m for Bath (the overall Modern Libraries programme including option 4 is estimated to cost £3.6m). The net savings are estimated to be £393k per annum for Bath (the overall Modern Libraries programme is expected to save a net £798k per annum).
- 3.6 Details of the costs are at Appendix B in a report prepared by Ernst & Young, the Council's financial partner, providing an independent review of the costings, the financial position for each option and a summary of how the Bath proposals contribute to the whole programme position.
- 3.7 The implications for both Library and OSS staff are that the services will operate together with integrated procedures and processes, professional skills and subject specialisms will be maintained. There are no plans to make any redundancies and this transformation of the service will contribute to the overall programme savings target of £800k by 2020.

4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL

- 4.1 Under the Public Libraries and Museums Act 1964, local councils in England have a statutory duty to provide a 'comprehensive and efficient' library service for all people working, living or studying full-time in the area who want to make use of it.
- 4.2 We are not planning on closing or diminishing the Library Service in any way, by bringing the two services together we believe that residents and library users in Bath will still receive a comprehensive and efficient library service. Councils need to take a strategic, long-term approach to transforming their library service to strengthen organisational and financial resilience. Decisions should be made based on assessment of need, and actively managed with the community and library professionals.
- 4.3 In this report you will see that the above requirements are being adhered to, this decision is part of the Council's longer term strategic plan to help Libraries and OSS services thrive and not just survive; The Needs Assessment is available online (see link in list of background papers).
- 4.4 Initial consultation on design principles has been conducted with Library and OSS users and the outcome of this has been published online (see link in list of background papers). Additional public meetings have been held in the localities setting out the strategic aims through the Area Forums. An equality impact assessment on the consultations is attached at Appendix E and the ongoing consultation plan is included as Appendix F to the report, which includes the plan to further engage with user groups as part of the design process once a decision on location is made.
- 4.5 Councils are encouraged to provide Department for Culture Media and Sport with advance notice of proposals to change library service provision to assist the Libraries Minister in carrying out their statutory superintendence role - ensuring that councils are fulfilling their legal duties. In this case the Council has been in communication with the Department about its overall strategy which aligns in many ways with the "Ambition for Public Libraries in England 2016 to 2021" paper, we have also sent details of these proposals to the Department.

5 THE REPORT

- 5.1 Our Corporate Vision and objectives form the bedrock for our Modern Libraries programme. The programme aligns corporate priorities, our directorate plan priorities and the key outcomes set out in the Libraries ambition paper, as well as taking account of local needs.
- 5.2 The aim of the programme is to develop sustainable and integrated shared spaces in our three main population centres. These will be the primary destination for learning, advice and information and the delivery of multiple public, voluntary and third sector services which supports the whole community to fulfil their potential through enabling and encouraging literacy, access to information and IT in an equal environment.
- 5.3 We recognise that 'one size will not fit all' and we will tailor our solutions to meet community needs as well as working with communities to help them to deliver more for themselves.
- 5.4 The Modern Libraries Programme will play an enabling role in the community to deliver our priority outcomes:

- Create stronger more resilient communities
- Increase reading and literacy
- Improve digital access and literacy
- Improve health and wellbeing
- Provide information and support for our most vulnerable residents
- Support economic growth by encouraging people back to work and encouraging greater prosperity
- Help everyone achieve their full potential through learning and access to information
- Provide cultural and creative enrichment
- Provide safe spaces

5.5 Footfall in both the OSS and library are showing downward trends as are the number of library issues. Amalgamating the two services would enable both to succeed based on our learning from the Keynsham model.

5.6 The data shows that the demographic use of the library in Bath is from our least deprived areas which is not entirely reflective of the population in the area, it is likely that by combining the two services in the same space there would be an increased exposure to the library service for the most deprived members of the community which meets our future ambition and outcome requirements.

5.7 By implementing our new customer service operating model the staff from Libraries and the OSS will be cross trained to offer multiple services from the one location, we will still retain staff with the professional skills to meet specific needs but with the combined resources we will be able to offer a more resilient service as well as reduce costs over time.

6 RATIONALE

6.1 As described in the report, the options for integrating the Library and OSS in Bath allows us to deliver our strategic objectives at the same time as meeting the financial challenges we face.

6.2 In Section 7 we describe the alternative options for achieving the objectives set out.

7 OTHER OPTIONS CONSIDERED

7.1 We have looked at a wide range of delivery models for Libraries and we have visited a number of other authorities to see how they are meeting their current challenges. The service integration model was selected and this report focuses on our options for delivering that model in Bath. We have looked at 5 location options for delivering our modern library approach and these are detailed in the Business Case.

7.2 The five location options were evaluated against four key criteria: (1) do they deliver the savings required; (2) would they deliver our main objectives; (3) could they be delivered within the required timescale; and (4) are they within the provisional capital budget.

7.3 After analysis of each option we have concluded that only two options can meet these specific requirements. These are Options 3, integration within Lewis House & 4, integration within The Podium.

8 CONSULTATION

- 8.1 In preparing this report there has been consultation with a wide range of groups through our Community Forums and through an initial round of public consultation on design details/requirements. Information and feedback from this consultation has been taken in to account, as has the views of staff in Customer Services and the Libraries Service (including frontline workers). The output from the consultation to-date is referenced in the business case and available online.
- 8.2 Regular meetings have been held with cabinet members to update on progress and to act upon feedback. The Monitoring Officer, Legal Services and representatives at the Department for Culture, Media and Sport have been consulted on the approach being taken to ensure proper compliance.
- 8.3 The section 151 officer, finance and property officers have been involved with the options appraisal and cost models. External advice and independent assurance on the financial models has been provided by Ernst & Young.
- 8.4 It should be noted that this report recommends further consultation before any decision is made.

9 RISK MANAGEMENT

- 9.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance. A table of key risks is included within the draft business case.

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Background papers	Corporate Plan http://www.bathnes.gov.uk/services/your-council-and-democracy/corporate-plan Libraries Ambition Document https://www.gov.uk/government/publications/libraries-deliver-ambition-for-public-libraries-in-england-2016-to-2021 Public Libraries & Museums Act 1964 http://www.legislation.gov.uk/ukpga/1964/75/contents Strategic Framework http://www.bathnes.gov.uk/services/libraries-and-archives/modern-library-service Needs Assessment http://www.bathnes.gov.uk/sites/default/files/siteimages/Your-Council/Local-Research-Statistics/bnes_libraries_needs_assessment_-_final_05.07.17.pdf Public Consultation (1) http://www.bathnes.gov.uk/services/libraries-and-archives/modern-library-service Designing Public Libraries for the 21 st Century: Lessons for the UK Gemma John 2016 http://www.inspiringlibraries.com/my-project.html
Please contact the report author if you need to access this report in an alternative format	