

## **CABINET – 3<sup>rd</sup> March 2014**

### **EXECUTIVE SUMMARY OF AGENDA ITEM X**

**Report title: Libraries for the Future – Proposals for Consultation**

**Wards affected: All**

**Strategic Director: Alison Comley**

**Report Author: Kate Murray, Head of Libraries**

#### **RECOMMENDATION for the Mayor's approval:**

- 1. To agree the updated service design principles and proposed model of service delivery based on a new core and local offer for the future library provision in the city.**
- 2. To agree the proposed timescale for decision making and implementation of the future shape of the service.**
- 3. To approve 3-month public consultation from March to May 2015 on the proposals relating to specific libraries across the city**

#### **Key background / detail:**

a. Purpose of report:

This report outlines the proposed future model for the Library service, based on an extensive consultation, national research and an assessment of the needs of the city. The report sets out our strategic approach to developing the service offer at both the citywide and local level, and proposes how we will deliver our overall vision of a vibrant and sustainable network of libraries which respond to the needs of our citizens in the future.

It also seeks Cabinet approval for a full public consultation on the specific proposals for all the libraries across the city.

b. Key details:

- 1. The report sets out a vision and set of design principles for Bristol's libraries. We are proposing a core content offer for the Library Service, which clearly states what will be available across the city in every library. This is the fundamental provision of books, materials and access to information and information technology. This will be complemented by a local offer in each branch library, which is the opportunity to shape the level and type of provision at the neighbourhood level to meet specific community needs.**
- 2. We have proposed how we will deliver the future library provision based on a very successful public consultation, knowledge of neighbourhood needs, understanding of library usage and the proposed Medium Term Financial Plan expectations from**

April 2016. The proposals group our current libraries to show how we will target our investment to deliver the new service as follows:

- a. Libraries already delivering to the level of quality which meets our new offer
- b. Libraries that will be part of the council network, but needing development

There are some libraries which do not fit within these 2 groups, in terms of their potential to deliver the full core and local offer. The paper outlines a way forward for discussions about the future for these libraries within the consultation.

The rationale for the allocation of existing libraries to these groups is included in the report.

3. Some specific areas of provision have been identified which will need to change and develop to fulfil the potential of the new service:
  - Opening hours
  - Frontline staffing roles
  - Developing a volunteering programme
  - Developing quality library space with core and local offers
  - Improved self-service and access to library buildings
  - Improved ICT access via upgraded broadband
  - Marketing and promotions

c. Next steps:

If agreed, the proposals will all be subject to a second phase of consultation from 4<sup>th</sup> March to 27<sup>th</sup> May 2015. Following the consultation, a further report will be provided to Cabinet with a final proposal for a future model for the Library Service in July 2015, for implementation in 2015 and beyond.

## **AGENDA ITEM xx**

### **BRISTOL CITY COUNCIL CABINET 3rd March 2015**

**REPORT TITLE:** Libraries for the Future – Proposals for Consultation

**Ward(s) affected by this report:** ALL

**Strategic Director:** Alison Comley, Neighbourhoods

**Report author:** Kate Murray, Head of Libraries

**Contact telephone no. & e-mail address:** 01173521264  
K.Murray@bristol.gov.uk

#### **Purpose of the report:**

This report outlines the proposed future model for the Library Service, based on a wide ranging citywide consultation, national research and an assessment of the needs of the city. The report sets out our strategic approach to developing the service offer at both the citywide and local level, and proposes how we will deliver our overall vision of a vibrant and sustainable network of libraries which respond to the needs of our citizens in the future.

It also seeks Cabinet approval for a full public consultation on the specific proposals for all the libraries across the city.

Following the consultation, a further report will be provided to Cabinet with a final proposal for a future model for the Library Service in June/ July2015.

#### **RECOMMENDATION for the Mayor's approval:**

- 1. To agree the updated service design principles and proposed model of service delivery based on a new core and local offer for the future library provision in the city.**
- 2. To agree the proposed timescale for decision making and implementation of the future shape of the service.**
- 3. To approve 3-month public consultation from March to May 2015 on the proposals relating to specific libraries across the city**

## **1. The context for change:**

- 1.1 The Cabinet paper in November 2014 outlined the nature and scale of the UK and worldwide debate about the way libraries could or should develop in the future. The paper explained why we want to re-shape the library service and what the reasons for change are in Bristol:
- Low levels of use – 6% regular use of the lending service in a three month period
  - Levels of use – 14% use by active members (library card used once a year)
  - Model which has not kept up with the changing needs of our communities, or the changing way in which people now choose to access information and knowledge in their lives
  - Demographic of users
  - Poor condition of some of the existing buildings
  - High number of libraries, some in close proximity to each other
  - Ongoing financial challenges for local authorities
- 1.2 We have since looked at the national and international research and evidence about the future of libraries and have undertaken our own local 3 month consultation. The result is that we want to change the way we deliver libraries in the city, to deliver consistent quality across the library network in the city and to open up the potential for innovation and local delivery in a way we have not been able to do previously.
- 1.3 Bristol's 21<sup>st</sup> century library service needs to be relevant to the city's goals and ambitions – the service does not and should not exist in isolation of everything else that is happening in the city. We want to celebrate what's great about our existing service and be honest enough to acknowledge what has to change. We want to develop a vibrant and sustainable service, which better meets and responds to the way more of our citizens live their lives and can provide additional benefits to communities, particularly those in our city who experience more challenges and have less access to opportunities.
- 1.4 The approach in this paper reflects what people in the city have told us through our consultation and the aspiration for a quality service for the future. However it is set squarely in the context of being sustainable, both in financial terms and in the level of relevance to our citizens. It is important to understand at this stage that the status quo is not an option and that the provision across the city is going to change; this will affect all libraries. A traditional building-based service, like our current delivery model, is not sustainable in the face of the financial challenge experienced by all local authorities. This model will also not serve the 85% of Bristol citizens who do not currently use the service.
- 1.5 The debate we have had in the city has been direct and honest and we need to maintain that spirit within this report. We have taken on board professional advice, public consultation feedback and expert analysis – what we are now proposing is a way to deliver the best service for the future, without compromising the quality of the

service or avoiding some of the difficult choices we have to make.

- 1.6 This report will demonstrate how and why we propose to take the service forward in a way which is respectful of the history and current value invested in it by library users and supporters, but also challenges the current provision where we need to develop and grow beyond our traditional boundaries, to ensure that our network of libraries in the future is of the quality that the city and our citizens deserve.

## **2. Where are we now?**

- 2.1 The local authority has a statutory obligation under the Public Libraries and Museums Act of 1964 to deliver free books, access to information and trained staff to facilitate the public. In Bristol we have 28 libraries with a mixed level of provision across the city. There are some excellent services and some where more could be provided to attract more use.

## **3. What have we learned?**

### **3.1 National:**

We have been fortunate to be formulating our consultation and proposals at a time where is considerable recent research on libraries:

- The Carnegie Trust, a charity continuing the work of Andrew Carnegie (a library philanthropist), has produced a number of initiatives and research since 2013.
- Arts Council England took over responsibility for supporting and developing libraries as part of the functions they inherited from the Museums, Libraries and Archives Council (MLA) on 1 October 2011. They published the Envisioning the Library of the Future report in 2013.
- The Independent Library Report chaired by William Sieghart was published in December 2014.
- The Society of Chief Librarians nationally endorsed four main offers that all libraries approved – Health, Reading, Information and Digital offers.

The main themes that emerged from the national research are listed below and a more complete summary is provided in Appendix 1:

- Libraries need to develop to build and/or retain their place as the hub of their local communities by developing a broader remit and appeal and creating a more social and welcoming ambience
- Libraries have a role in delivering against the social, economic, educational and cultural agendas, and that these need to be more explicit, more multi agency/ community informed and relevant to the neighbourhoods/areas of the city they serve.
- Communities should be encouraged to take a more active role in shaping and

- delivering their local libraries
- Libraries need to make the most of digital technology and creative media, including delivering against the digital inclusion agenda for their cities
- Libraries need to be resilient and sustainable and we need to develop the right skills for staff to deliver this future
- A library offer should in part be focussed around the broad headings of Reading, Health, Information, Digital

These themes have been echoed in our own consultation findings.

### 3.2 **Local:**

The consultation began in Bristol on November 11th 2014. It was a three-month period of consultation about what citizens know and like about the service, what could be improved and how the service may be more relevant to Bristol citizens in the future. The consultation was designed to be an extensive, open and honest dialogue about the service in advance of any specific proposals being developed.

We used a variety of different communication channels to ensure that the consultation was accessible as accessible as possible. We know that many citizens in Bristol do not use the library service at all and we needed to find a way of reaching those citizens. To achieve this we worked closely with our colleagues in the Neighbourhood Partnership and Community Development Teams to organise the public meetings. We have also worked with the Citizens' Panel, which is a specially created panel of 2000 people for consultation that represents the diversity of Bristol (and is therefore a mix of library users and non-users). It is therefore very important that we give appropriate consideration to responses from the Citizens' Panel and the meetings carried out with Neighbourhood Partnerships and equalities/community groups to ensure that feedback is as representative as possible of the city as a whole. Further detail of the approach taken can be found in Appendix 2.

8000 people took part in this consultation, which is a record level of involvement with a Bristol City Council consultation. It is important to note that the demographic make-up of the people who have responded to the consultation is not necessarily representative of the diversity of the city. For example, we know that over 90% of people who completed the main survey are library users with a very similar demographic profile.

### 3.3 **Consultation Findings:**

Analysis of the consultation was carried out by an external research consultancy, CX Partners, and their detailed analysis report is included as Appendix 3.

We now have substantial current information about the views of the service,

many ideas that could be put into action over the short and longer term and a wider understanding of the role of libraries in people's lives.

We have reflected the extensive findings in our proposals, whilst recognising that we could not respond to every idea, within the timescales, budget or resources available. We have been very clear where the consultation has helped us formulate proposals for the future. Some of the headline themes from the consultation are set out below:

- **Gap between Beliefs and Behaviours** – there is a gap between citizens' beliefs and views of libraries and the role they play in society, and the reality of library usage. There is a clear gap between the passionate views expressed about the service and the number of people visiting libraries.
- **Ease of Access** – Ease of access is a repeated theme; respondents want more consistent, clear and convenient opening hours, locations that can be easily accessed and improved facilities in libraries (for example, toilets and baby changing facilities).
- **A library as a Community Space** – There is demand for libraries to provide flexible spaces for community groups to access, as well as for local news and community information to be shared through libraries.
- **Network of services** - Whilst the Central Library is the most visited in the city; there was consistent feedback about the value of the local branch libraries and their role in communities.
- **Books and other activities** – The consultation survey proved that borrowing, browsing and reading books are still the most popular activities within libraries. However, there is evidence that a wide range of other services are accessed in libraries.
- **Cultural and Social Activities** – Respondents want libraries to play a greater role in hosting, supporting and promoting community and cultural activities.
- **Awareness of Current Services** – There is a lack of awareness of the services currently offered by the library service.
- **Young People** – There is demand for more dedicated activities to engage children and young people. The general perception of libraries amongst young people is positive and they primarily use libraries to read, do homework and borrow books, rather than to use computers or socialise
- **Specific feedback from equalities groups** - There is a demand for more diverse stock in different languages as well as an increased emphasis on supporting learning for children. There are also key points to consider in relation to accessibility of libraries for people with a disability (equipment,

signage etc.)

#### **4. Our Design Principles:**

4.1 The previous Cabinet paper in November 2014 agreed a clear set of design principles which we have used and enhanced to support our developing approach:

- A defined core service ensuring access to information, books and information technology for all of Bristol's citizens, available through all Bristol's libraries
- A sustainable network of high quality libraries with local community focused branch libraries complimented by a Central Library offering more specialist resources
- 24/7/365 access to online library services and resources. This includes specialist material from Bristol Libraries and access to catalogues and stock of other library services through the Libraries West consortium website
- Good geographical access across the city with all residents being within 1.5 miles\* of a library and libraries located, where possible, near the locus of community activity in that area and on public transport routes.
- Delivery tailored to local community need with special focus on those who are disadvantaged, vulnerable and socially isolated.
- Opening hours which are designed to match the local demand and usage
- Digital inclusion access for the city through the free library computers, complimented by trained staff offering mediated access to online information and services during opening hours.
- Creative and innovative ideas to enhance the delivery and content of library services, including shared services with other partners.

*\*2 mile access was the recommended minimum distance advised by the Secretary of State response to Bolton MBC following a local inquiry – CMS 231060/DC 31 May 2013*

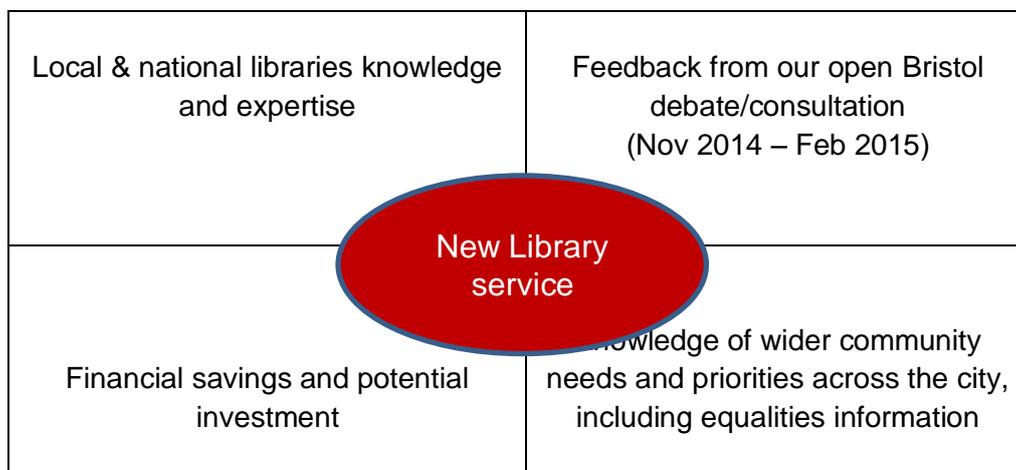
4.2 Our vision for the future service is:

“To provide a vibrant and sustainable library service designed with the citizens of Bristol, for all our diverse communities, that supports reading & learning, health & wellbeing, employment and free access to information.”

#### **5. How have we designed the new service?**

5.1 We have used the various sources of research and intelligence outlined above to help us to shape our approach, in the context of the financial/savings proposals which have been agreed as part of the Council's Medium Term Financial Plan for 2016/17. We have also taken into consideration Department of Culture, Media and Sport recommendations of how a library service should be designed (details on

recommendations available in Appendix 4).



## **6. The Service – a Core and Local Offer**

- 6.1 We will have a **core content offer** for the library service, which clearly states what will be available across the city, of a consistent quality, in every Bristol City Council library. This is the fundamental provision of books, materials and access to information and information technology.

We have based this offer around the nationally researched model developed by the Carnegie Trust in their 2014 publication, “Speaking Volumes”, which highlights the role for libraries in contributing to the health and wellbeing of their communities; becoming an effective social and learning hub, an economic enabler and a cultural centre. Delivering this offer will combine the content as laid out in the table below, with an appropriate space and appropriate levels of staffing. This offer will enable us to improve what we already deliver and to develop more targeted services to meet wider community needs.

Below is an overview of the proposed core content offer, outlining priorities aligned to 4 outcome areas: Education, Social, Cultural and Economic.

EDUCATION	SOCIAL	CULTURAL	ECONOMIC
<p><b>What?</b></p> <ul style="list-style-type: none"> <li>Supporting literacy</li> <li>Digital inclusion and literacy</li> <li>Lifelong learning</li> <li>Learning for early years and school age</li> </ul> <p><b>How?</b></p> <ul style="list-style-type: none"> <li>Access to books for loan in a variety of formats and languages to meet diverse customer needs and literacy levels</li> <li>Access to national library networks</li> <li>Access to digital services through free public computers</li> <li>Reading development work for children</li> </ul>	<p><b>What?</b></p> <ul style="list-style-type: none"> <li>Tackling social isolation by providing quality, welcoming community space and connecting citizens</li> <li>Supporting health and wellbeing</li> </ul> <p><b>How?</b></p> <ul style="list-style-type: none"> <li>Access to community information to support Bristol residents being active citizens</li> <li>Community space for hire</li> <li>Changes to design and layout of libraries</li> <li>Closer links with voluntary and community partners</li> <li>Promoting health and wellbeing e.g. books on prescription</li> <li>Volunteer opportunities</li> </ul>	<p><b>What?</b></p> <ul style="list-style-type: none"> <li>Promoting literature</li> <li>Creative spaces</li> <li>Local history resource</li> <li>Cultural activities designed for local interest (e.g. cultural diversity/identity)</li> </ul> <p><b>How?</b></p> <ul style="list-style-type: none"> <li>Promotions and events</li> <li>Resources linked to local community</li> <li>Author events</li> <li>Signposting to other cultural events in the city</li> <li>Library as a cultural venue</li> <li>Volunteer opportunities</li> </ul>	<p><b>What?</b></p> <ul style="list-style-type: none"> <li>Access to employment</li> <li>Providing a work and study setting</li> <li>Digital access</li> </ul> <p><b>How?</b></p> <ul style="list-style-type: none"> <li>Access to information on public sector and partner services</li> <li>ICT support</li> <li>Flexible space for work / study</li> </ul>
<i>24/7 digital access to the library network (Libraries West) and all resources</i>			
<i>Facilitated by access to helpful and knowledgeable staff with excellent community skills</i>			

This core offer reflects other key Council initiatives across the city. For example, all libraries will be members of the Learning City partnership and contribute to identified priorities and challenge groups to increase learning, social inclusion and employment outcomes for all

6.2 **The local offer** is the opportunity to shape the level and type of provision at the neighbourhood level. The balance of the core offer will need to change depending on the communities the library serves, to enable a more tailored approach. Communities vary, as do the needs of the area. Designing a more localised offer is an opportunity for local communities to shape and to influence their library service, and encourage the provision of other partners in the space.

## **7. What are the main elements of the new service?**

7.1 There are key elements of our provision which will need to change and develop to fulfil the potential of the new service:

- **Opening hours**
- **Frontline staffing roles**
- **Developing a volunteering programme**
- **Developing quality library space with core and local offers**

- **Improved self- service and access to library buildings**
- **Improved ICT access via upgraded broadband**
- **Marketing and promotions**

#### 7.1.1 Opening hours:

The consultation told us that the current opening hours are unclear and confusing for our library users, and often a barrier to access for potential new users. For example, libraries are often closed at lunchtime and at weekends, when many people have expressed that they would want or prefer to use them, particularly in the context of their other local activities, such as shopping. We propose to make some reductions to opening hours to match local usage, but ensuring that no library closes at lunchtime.

We are proposing a specific change to the Central Library:  
Central Library opening hours will be revised to close on a Monday, but open consistently Tuesday to Friday 9.30 – 7.00 and open on both Saturday and Sunday. This reflects how other central libraries operate and will provide an enhanced offer both to local library users, citywide user and visitors to the city.

We are proposing indicative hours in each library which will be subject to local consultation.

#### 7.1.2 Front line staffing roles:

The consultation was clear that library staff and their role in supporting access to the service are highly valued. We have also heard from people both locally and nationally about how they would see the staff roles developing and changing to meet the needs of a future service.

The core and local offer proposed creates a different requirement from the staff. In the future we need all staff to develop an out-facing, community focus to support the development of the local offer. We will also need some new roles within the service, which will bring in specific skills around community development, partnership working, supporting and developing volunteering. This will support the development of relevant and quality local offers which reflect the need of the wider neighbourhood and communities of interest. This is an essential part of the development of the service for the future, and will provide local communities the opportunity to engage with and shape their local provision and maximise the benefit that the service offers the neighbourhood. We will be seeking a balance of existing and new skills and will offer the opportunity to all staff to move into new roles.

We will also need to address some of the working patterns and practices in some of our service to modernise terms and conditions and ensure that the new service can be delivered flexibly and effectively. Any proposed changes

to staff terms and conditions or working arrangements will be fully consulted with staff, through the Council Managing Change policies and procedures.

#### 7.1.3 Developing a volunteering programme within the service:

The library service is regularly asked if we can provide volunteering opportunities to local people, however we have never had the right structure or support to develop a quality programme across the service. We do have library users who have formed “friends of library” groups who run activities such as book groups, or special events with library staff which are highly valued. However, there is a wide array of possible opportunities for volunteering which would relate to the local offers. We are committed to offering these opportunities, recognising that volunteering roles will vary, depending on the local interest and activity. We will not expect volunteers to fulfil specific roles which have previously been filled by paid staff.

To support all our volunteering approaches, we will seek to employ a volunteer coordinator for the service and would include supporting and developing volunteering locally in the new roles within the frontline service.

#### 7.1.4 Developing quality library space

We recognise that our current buildings and library spaces vary considerably and some are much more flexible and attractive than others. We want to develop a welcoming and flexible space with layout and shelving changes to make the customer experience far more similar to a bookshop experience. The current traditional way of organising the books will change to be based on subjects and headings that people are more familiar with e.g. hobbies rather than a Dewey Decimal number (with the exception of Central Library). This will enable easier self-service. The welcoming atmosphere will be achieved with furniture, layout and changes where possible to toilet provision. We will aim for a quality space that is attractive to current and new customers.

#### 7.1.5 Improved self-service and access to library services

Self-service has been very successful for the service and we will install self-service machines in all supported libraries to enable borrowing and return of library items.

We will also explore technology to assist access to our library buildings. This would enable customers to use the library for longer periods, outside the staffed opening hours. A swipe card access for library card holders is possible and being trialled in a number of authorities, with accompanying security measures.

We will also improve the broadband provision in some of the branch libraries, to ensure that a consistent standard is available in all libraries.

#### 7.1.6 Marketing and promotion of the library service

The consultation told us that awareness of the service across the city is poor, demonstrated by the fact that some of the ideas that came into the Ideas Bank in the consultation relate to things already offered in some libraries.

Whilst recognising that there is a cost attached to advertising and promotion which may restrict the options available, we are committed to developing the following channels:

- Improved website - outlining the full offer and events diary
- Social media – building on the momentum developed during the consultation on Facebook and Twitter
- Email bulletin –promoting events and activities across all branches
- Press & PR strategy – publicising bigger events throughout the service

### **8. What will the new network of libraries look like?**

- 8.1 There is not one single model which will deliver a library service that can be applied to Bristol. We have developed an approach which will protect and enhance those things most highly valued by our current users, and acknowledge where we need to focus our service and reducing resources to deliver the best possible service to the widest group of people. This takes into consideration the possibility of multi service provision, instead of just one service.
- 8.2 We have considered the geographical spread of our services throughout the city. As the network of 28 libraries has developed over the last 100 years, as the city has grown, there has been an organic spread of development, not planned or strategic. We know that many of Bristol's citizens currently live within one mile of a library and there is considerable over provision in some parts of the city. However, we are committed to ensuring that everyone will have access to a library within a 1.5 mile radius from where they live. This is an excellent standard, well above that set by many other local authorities.
- 8.3 Bristol Central Library plays an important role in the geography of the city and the region. It is a community library for the city centre, but also a valuable resource for specialist information, material and local studies. It sits at the centre of a transport hub and is accessible for many citizens. It offers facilities that other buildings do not – in the size of the children's library, café, public toilets and exhibition space. Therefore the Central Library will support the network of branch libraries by having a simple and easy to remember pattern of opening hours.
- 8.4 We have identified 2 groups of provision to show how we will target our investment to deliver the new Council library service. In addition, there is a further group of libraries which do not currently fit in to Groups 1 and 2 (see page 17).

- Group 1: Libraries already delivering to the level of quality which meets our new offer
  - These libraries can immediately fulfil the core offer and rapidly develop their local offer. They are located in the right place to serve their communities and are based in a good quality space.
- Group 2: Libraries needing development
  - These libraries have potential to deliver to the core and local offer, but may not be doing so currently. They are located in the right geographic areas, though not necessarily in exactly the right location or in the best quality building or space. These may need capital investment or there is the potential to move in the future to meet the right standard of space.

8.5 The rationale for assessing how our existing libraries fitted within these groups was based on the following:

- Ability to deliver a quality library service; a place that inspires, motivates, informs and enriches an individual's quality of life and community life; in the right place to serve the community
- Whether it does or can deliver the core library service
- Contribution to wider community needs that can delivered by the council through the library service (particularly in areas of greater need)
- How its location works locally, for example if it is near to the local retail offer
- Current services, usage and trends
- Geography and location – proximity to other libraries\*
- In a building that can or could offer a welcoming atmosphere and flexible community space which attracts new people to the service
- Whether it is a Bristol City Council owned or leased site in a good physical condition, and the potential for shared services or space
- Location of other community buildings or demand from communities for community run/owned space
- Future development opportunities in some areas

*\*A map showing the details of the spread of libraries across the city, and how the proposals meet the design principle of all residents being within 1.5 miles of a library, is shown as Appendix 5.*

Tables showing the detail of how our existing libraries fit in to these 2 groups can be found below.

<b>Group 1: Libraries already delivering to the level of quality which meets our new offer</b>	
<b>Typical Features for Group of Libraries</b>	<ul style="list-style-type: none"> <li>• Fully staffed service, supported by technology</li> <li>• Full core service offer available</li> <li>• Changed opening hours to deliver consistency and reduced costs</li> <li>• Accessible building and location</li> </ul>
<b>Why are these libraries in this group?</b>	<p>This group applies to libraries which currently support the core offer and can be enhanced by a local offer. They currently serve the geographic and community need in each area. It includes the main 'hub' in each area of the city.</p>
<b>Which libraries fit in this group?</b>	
<b>Library</b>	<b>Explanation</b>
<b>Bedminster</b>	<ul style="list-style-type: none"> <li>• Full core service available – widest offer to south of city.</li> <li>• Good location, next to retail, easily accessed</li> <li>• Changes to opening hours which reflect usage patterns; closing Sundays</li> </ul>
<b>Bishopston / Cheltenham Road</b>	<ul style="list-style-type: none"> <li>• Full core service available – meets geographic and community need</li> <li>• Right location and facilities, easily accessed</li> <li>• Changes to opening hours</li> <li>• New library, due to open in 2015.</li> </ul>
<b>Central</b>	<ul style="list-style-type: none"> <li>• The city's largest library with widest range of resources and full core service offer</li> <li>• Central location so easily accessed.</li> <li>• Changes to opening hours; open more evenings but closed Mondays.</li> </ul>
<b>Fishponds</b>	<ul style="list-style-type: none"> <li>• Full core service available</li> <li>• Appropriate location, easily accessed.</li> <li>• Staffing levels reduced during quieter morning session.</li> <li>• Shared council service with Citizen Service Point offers efficient delivery and good access to council information</li> </ul>
<b>Henleaze</b>	<ul style="list-style-type: none"> <li>• Full core service available – widest offer to north of city.</li> <li>• Good location, next to retail, easily accessed</li> <li>• Changes to opening hours; open on Sundays but closed Wednesdays.</li> <li>• Potential for expansion</li> </ul>
<b>Junction 3</b>	<ul style="list-style-type: none"> <li>• Full core service available and good opportunities to develop local offer– widest offer to east of city.</li> <li>• Right location and facilities, easily accessed</li> <li>• Changes to opening hours to make them more consistent based on usage.</li> <li>• New library, recent investment.</li> </ul>

<b>Group 2: Libraries needing development</b>	
<b>Typical Features of Libraries in this Group</b>	<ul style="list-style-type: none"> <li>• The library service may be standalone, but will typically look to work in conjunction with other services or a community organisation, either now or in the future. There may be potential opportunities to share locations.</li> <li>• Supported service (either by Council or partner); this could be Council staff, partner staff or volunteers. Staffed hours and staff roles will vary from regular daily staffed hours to occasional management and infrastructure support (e.g. training, supporting events, stock management).</li> <li>• Changed opening hours to deliver consistency and reduced costs; where there is a reduced staffed service of five hours a day e.g. 11 – 4 or 12 – 5 (this will be subject to consultation).</li> <li>• Option to use technology where appropriate to increase access to the services and building outside of staffed hours. Commitment to upgrade all relevant libraries to 100MB</li> </ul>
<b>Why are these libraries in this group?</b>	<p>This group of libraries form part of the supported libraries network, but need development to deliver a quality local offer. They are currently in the right geographic area, but many of them are not in the ideal location / building; there is potential for future investment to deliver a better service, which may be delivered more efficiently or effectively by sharing a building with another service or community organisation. This group ensures a continued library provision, but also offers potential for the buildings to be available for wider community use. The library service helps ensure sustainable use of a building where community services may still be in development. It also balances the need for library provision with a more cost-effective model.</p>
<b>Which libraries fit in to this group?</b>	
<b>Library</b>	<b>Explanation</b>
<b>Avonmouth</b>	<ul style="list-style-type: none"> <li>• Geographic need for a library provision but a tailored local offer would better serve the community.</li> <li>• Most appropriate location in area with potential to unlock use of current building with some investment.</li> <li>• Known opportunity to work with community centre to build an integrated service with increased accessibility, opening hours and a more welcoming, open environment.</li> <li>• Small change to staffed hours to make them more consistent</li> </ul>
<b>Bishopsworth</b>	<ul style="list-style-type: none"> <li>• Geographic need for a library provision but a tailored local offer would better serve the community.</li> <li>• Staffed library, although reduction in staffed hours</li> </ul>
<b>Filwood</b>	<ul style="list-style-type: none"> <li>• Clear need for provision in this geographic area – although opportunities for relocation, development and investment will be pursued to improve offer to local community.</li> <li>• Changes to staffed hours to make them more consistent and reflect usage patterns. One more closed day per week.</li> </ul>
<b>Hartcliffe</b>	<ul style="list-style-type: none"> <li>• Geographic need for library provision in this area, but current offer not meeting local needs. Alternative locations / buildings to be considered to improve offer.</li> <li>• Shared building, but no joint delivery of services currently</li> <li>• Changes to staffed hours, reflecting usage patterns. One more closed day per week.</li> </ul>

<b>Henbury</b>	<ul style="list-style-type: none"> <li>• Geographic need for a library, but current provision needs improvement</li> <li>• Appropriate location, but opportunity to introduce a different community offer more tailored to local need. Opportunity for investment.</li> <li>• Staffed library, although reduction in staffed hours</li> </ul>
<b>Hillfields</b>	<ul style="list-style-type: none"> <li>• Geographic need for a library, but current provision is not suitable or sustainable.</li> <li>• Current site not fit for future or suitable for investment so opportunity to consider use of other buildings</li> <li>• Staffed library, although reduction in staffed hours</li> <li>• Opportunities exist to work with community organisations to enhance the offer for the local area.</li> </ul>
<b>Horfield</b>	<ul style="list-style-type: none"> <li>• Geographic need for library provision in the wider local area, but opportunity to consider more suitable location in the longer term (which may be developed in partnership with community).</li> <li>• Current provision is not suitable, actively looking for alternative locations / local offer.</li> <li>• Staffed library, although reduction in staffed hours</li> </ul>
<b>Knowle</b>	<ul style="list-style-type: none"> <li>• Good geographic location although could be made easier to access</li> <li>• Staffed library, although reduction in staffed hours to reflect usage patterns</li> <li>• Current lease in Broadwalk retail centre limits short term opportunities</li> </ul>
<b>Lawrence Weston</b>	<ul style="list-style-type: none"> <li>• Geographic need for library provision - although opportunities for relocation, development and investment will be pursued to improve offer to local community.</li> <li>• Current offer will be continued in short term - unstaffed and in the customer service point</li> </ul>
<b>Shirehampton</b>	<ul style="list-style-type: none"> <li>• Geographic need for a library but a tailored local offer would better serve the community.</li> <li>• Most appropriate location in area with potential to unlock use of current building with some investment.</li> <li>• Different model of staffing; council staff support to be agreed rather than regular staffed hours.</li> <li>• Known opportunity to work with community centre to build an integrated service with increased accessibility and opening hours and a more welcoming, open environment.</li> </ul>
<b>Southmead</b>	<ul style="list-style-type: none"> <li>• Clear need for provision in this geographic area – although opportunities for relocation, development and investment will be pursued to improve offer to local community.</li> <li>• Staffed library, although reduction in staffed hours to reflect usage patterns. One more closed day per week.</li> </ul>
<b>St Pauls</b>	<ul style="list-style-type: none"> <li>• Good location – multi-use of space in centre, but library access / space could be improved</li> <li>• Meets geographic and community need – but opportunity to develop more tailored service for local community</li> <li>• Staffed service, although small reduction in staffed hours linked to patterns of usage</li> <li>• Co-located services with Ethical Property Company</li> </ul>
<b>St George</b>	<ul style="list-style-type: none"> <li>• Geographic need for library provision, but opportunity to develop more tailored local offer.</li> <li>• Appropriate location with space and potential for investment</li> <li>• Staffed library, although reduction in staffed hours</li> <li>• Local demand for increased access to community space, although community interest not yet established.</li> <li>• Also known need to develop early years' provision in this area.</li> </ul>

<p><b>Stockwood</b></p>	<ul style="list-style-type: none"> <li>• Geographic need for library provision, but opportunity to develop more tailored local offer.</li> <li>• Appropriate location with space and potential for wider use.</li> <li>• Staffed library, although reduction in staffed hours</li> <li>• Local demand for increased access to community space, although community interest not yet established.</li> <li>• Also known need to develop early years' provision in this area.</li> </ul>
<p><b>Whitchurch</b></p>	<ul style="list-style-type: none"> <li>• New library in right geographic location.</li> <li>• Current provision needs to be more tailored to the local community.</li> <li>• Staffed library, although reduction in staffed hours</li> </ul>

### 8.7 Libraries outside Groups 1 and 2

There are some libraries which do not fit within our 2 groups, in terms of their potential to deliver the full core and local offer. The reasons for this are a combination of factors including:

- Whether the building is in the right place to serve the community
- Whether the building offers a welcoming atmosphere and flexible community space to a variety of current and potential customers
- The proximity of other libraries within a reasonable distance in each area (geographical spread of our provision)
- Whether there is known community demand for using a current building in a different way, for example, more as a community centre than a library
- Whether there is a potential contribution to wider community needs that can be delivered by the council through the library service (particularly in areas of greater need)
- Whether the condition of the building is poor and subject to high maintenance costs (NB: this aligns with the approach of the Council's Corporate Land Policy, which seeks to recognise the limitations of our budgets to support buildings which require high levels of maintenance and are not fit for purpose).

### 8.8 The libraries in this group are as follows:

- Clifton
- Eastville
- Marksbury Road
- Redland
- Sea Mills
- Westbury
- Wick Road

### 8.9 A specific focus for the next 12 week phase of consultation will be to work with local communities in these areas to explore if there are viable potential alternative

opportunities for these libraries in the future. There are already ideas that have come up through meetings in localities as part of our Phase 1 consultation, including:

- The potential for the library setting to be developed by other council or partner services relevant to the local community. This could include services focused on children and families, older people etc. where that is the local need.
- The potential to develop wider community-led facilities to meet local need, such as developing a community centre, rather than a library. This could be facilitated through a Community Asset Transfer, subject to an appropriate business plan.

The Council commits to support these conversations in localities and will provide a clear route into these discussions as part of the consultation process.

## **9. Phase 2 Consultation**

9.1 The tables above outline the Council's proposals for delivering the future service, which will all be subject to consultation. Pending Cabinet approval to the recommendations in this report, the next phase of consultation will run from 4<sup>th</sup> March to 27<sup>th</sup> May 2015. This will be a 12 week period that will enable the public, as well as interested community groups and partners, to respond to the proposals contained within this report.

9.2 We will use a range of communication channels to make the consultation as accessible as possible to Bristol citizens. There will be particular focus on areas of most change.

9.3 The consultation will focus on main themes:

- Whether each library is in the right grouping
- Opening hours
- Access through technology

It will also focused discussions on libraries outside of groups 1 and 2.

Further detail on the plans for the next phase of consultation can be found in Appendix 6.

## **10. Finance**

10.1 The proposals in this report are designed within the parameters of the proposed revenue budget for the service from April 2016, including the Medium Term Financial Plan proposal of a reduction of £1.1m.

10.2 As part of the budget setting process for 2015/16, a capital budget provision of £1.2m was agreed to support the cost of change required to ensure the success of



**14. Risk management / assessment:**

<b>FIGURE 1</b>							
<b>The risks associated with the decision on the core service and consultation on proposals for “Libraries for the Future” are:</b>							
No.	RISK  Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES  Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1	The proposals will mean some degree of change for ALL libraries, including both reduced and modernised provision. It is therefore very likely that there will be resistance and protests from library users comfortable with a more traditional, fully staffed service.	<b>M</b>	<b>M</b>	The second phase of consultation, in particular the public meetings, will be used to engage the public and highlight why the changes are required. The reduction in staffing levels can be mitigated by the introduction of volunteers – a programme should be implemented at the earliest opportunity. Whilst it is still likely that there will be objection to the proposals, this should be reduced by the time proposals are implemented.	<b>M</b>	<b>M</b>	Kate Murray
2	If local communities become engaged in running and managing some of the Council’s library buildings, this will mean that BCC could still maintain the assets, so there will still be ongoing associated costs. In some cases the buildings are old and inflexible – so this may conflict with the Council’s asset strategy.	<b>M</b>	<b>H</b>	A rigorous process is in place for approving a business case put forward by the community to run one of the Council’s buildings, to ensure that any plans are feasible, so buildings will only be retained where there is a good evidence base for doing so. Property savings are not included in the planned service budget savings for all sites, so this would not influence any decision making. Ongoing discussions with Property are required throughout the consultation period.	<b>M</b>	<b>M</b>	Robert Orrett

<b>FIGURE 2</b>							
<b>The risks associated with <u>not</u> agreeing the decision on the core service and consultation on proposals for “Libraries for the Future” are:</b>							
No.	RISK  Threat to achievement of the key objectives of the report	INHERENT RISK		RISK CONTROL MEASURES  Mitigation (i.e. controls) and Evaluation (i.e. effectiveness of mitigation).	CURRENT RISK		RISK OWNER
		(Before controls)			(After controls)		
		Impact	Probability		Impact	Probability	
1	Risk of challenge if there is a lack of due consultation and a lack of informed debate about the future service with users and non-users of the service	<b>H</b>	<b>H</b>	Ensure the maximum period of consultation - recommended 12 weeks, working with the consultation team, communications and Neighbourhoods to reach all communities, groups, Members and residents who want to comment	<b>M</b>	<b>M</b>	Kate Murray
2	If the proposals are not subject to full consultation and a way forward is not agreed within the defined timescales, then it will not be possible to realise the required budget savings by April 2016.	<b>H</b>	<b>M</b>	Clear evidence and rationale for proposals to be provided to engage the public in meaningful consultation. Alternative plans to be considered as part of consultation period. Contingency planning to understand impact on budget if delays occur.	<b>M</b>	<b>L</b>	
3	If the principles and the approach for the core and local service offer are not agreed there is a risk that there is no service	<b>M</b>	<b>M</b>	Detail the benefits offered by implementing a new core service, tailored locally. Agreeing overarching principles provides the platform for	<b>M</b>	<b>L</b>	Kate Murray

improvement and citizens will not benefit from a new offer tailored to their community.		developing the detail of the local offer with communities in each area.			
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## 15. Public sector equality duties:

***Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:***

***i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.***

***ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:***

***- remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.***

***- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);***

***- encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.***

***iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding.***

A full and comprehensive EqIA has been produced, which includes an overall picture of what the service knows about the current customers' equalities profiles, and also includes wider information about citizens who are potential users of the service from the Neighbourhood Profiles, broken down into areas and individual libraries. This is available as Appendix 9. The EqIA also describes the community needs identified through consultation with 64 different groups representing equalities communities that took place throughout the first period of consultation.

This EqIA has helped to inform the consultation approach, the content of the core offer, and the design of the proposal that this report seeks to consult on. The EqIA is a living document which will be revised as each proposal is considered, and will help to inform the tailored neighbourhood offer in each area as these develop.

This EqIA will be reviewed in full during and at the end of the second period of consultation and will inform the final proposal to the June Cabinet meeting. A cumulative impact statement will also be produced on the service as a whole for the final report in June/July 2015.

## **16. Eco impact assessment – see Appendix 10 for full details**

### **The significant impacts of this proposal are:**

#### Positive:

- Reduction in energy consumption due to reduction in number of staffed branches
- Reduction in waste production due to reduction in number of staffed branches
- Enhanced digital provision may reduce travel, for example through increased downloads

#### Negative:

- Potentially, increased travel by service users due to reduction in number of staffed branches
- Increased energy consumption in libraries due to increased community access at evenings / weekends
- Potentially, buildings where no alternative use is identified falling into disrepair

### **The proposals include the following measures to mitigate the impacts:**

- Libraries should reduce travel impacts by providing appropriate information and facilities for customers, such as bike racks and bus timetables
- Building Managers need to continue to use on-line energy management tools and facilitate comprehensive recycling facilities at all library branches.
- Proposed community involvement with libraries should include consideration of biodiversity opportunities in library grounds.
- The service should work closely with Corporate Property to carefully manage the condition of any building that becomes surplus to service requirements

### **The net effects of the proposals are:**

The mix of positive and negative impacts are anticipated to largely cancel each other out, so there is unlikely to be a significant change overall

## **17. Resource and legal implications:**

### **a. Financial (revenue) implications:**

If approved the consultation would be carried out on proposals, relating to specific libraries across the City, that have been designed by Library Services to achieve the proposed revenue reduction of £1.1m in the Council's Medium Term Financial Plan (MTFP) for 2016/17.

At this stage these proposals are based on estimates of reductions from staff and premises budgets. If these proposals were implemented then, based on these estimates, the £1.1m budget reduction should be achieved by the Council.

The achievement of the MTFP revenue reduction in 2016/17 will require implementation of changed services following a further key decision for library provision and the future of the service, scheduled for June/July 2015.

**Advice given by** Robin Poole, Neighbourhoods Finance Business Partner  
**Date** 13<sup>th</sup> February 2015

**b. Financial (capital) implications:**

As part of the budget setting process for 2015/16, as agreed on 17 February 2015, provision has been made in the Capital Programme of £1.2m to support the outcomes of the consultation and to facilitate investment in libraries as part of the Libraries for the Future Project.

**Advice given by** Janet Ditte, Service Manager – Finance Business Support  
**Date:** 18<sup>th</sup> February 2015

**Comments from the Corporate Capital Programme Board:**

N/a

**c. Legal implications:**

The Council is seeking to develop a model for libraries for the future in the city. In doing so the Council needs to ensure compliance with the following:

1. Public Libraries and Museums Act 1964 (“PMLA 1964”) - general duty of library authorities. Section 7 of the PMLA 1964 imposes a statutory duty on library authorities to “Provide a comprehensive and efficient library service to everyone who lives, works or attends full time education in the library area”.

“When fulfilling its duty under section 7 the Council must have regard to the desirability:

- Of securing that facilities are available for the borrowing of or reference to books and other printed matter, pictures, gramophone records, films and other materials
- That these facilities are sufficient in number, range and quality to meet the general and special requirements of adults and children
- Of encouraging children and adults to make full use of the library service”.

2. Consultation

The Council is also under a general Duty of Best Value to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness (Section 3 of the Local Government Act 1999 “LGA”). To achieve the right balance and before deciding how to fulfil our Best Value Duty – authorities are under a Duty to Consult (Section 3(2) LGA) with relevant representative bodies etc. The Council should also follow Guidance published by the Department of DCLG when undertaking its review.

There is no statutory requirement as to the form the consultation should take but general principles require that consultation must be at a time when proposals are still at a formative stage; the Council must give sufficient reasons for any proposal to enable intelligent consideration and response; adequate time must be given for consideration and response; the product of consultation must be conscientiously taken into account in finalising any proposals; it must consider carefully who should be consulted and how (linked to those who are potentially affected by the decision and should include those who are likely to support the proposals as well as those who are likely to object).

The Council should also follow the BCC best practice guidelines on Consultation.

From the details set out in the report it appears clear that due regard has been had to the Council's general duties regarding the delivery of library services. Furthermore, the report details the nature and extent of the consultation exercise carried out to date, which arrangements, in their timing, the identity of the consultees and the due consideration of the results, appear to comply with the obligations on the Council in respect of an acceptable consultation process. Going forward the Council should again be mindful of these expectations in connection with any further consultation

Advice given by Eric Andrews, Team Leader, Legal Services  
Date 11<sup>th</sup> February 2015

#### **d. Land / property implications:**

The majority of the Council's Libraries are owned freehold with just 4 out of the 28 properties being leasehold. The Council is subject to a statutory fiduciary duty to obtain the best price reasonably obtainable upon disposal of any surplus property assets. Exceptions are permitted by virtue of the General Disposal Consents which includes the ability to dispose at under value for the purposes of health and wellbeing.

Disposal of surplus freeholds will ensure that the Council does not carry the risk of future liabilities. Disposal subject to lease should ensure that all repair and maintenance responsibilities are devolved to the tenant in order to minimise the risk of future liabilities. Any such proposals should have regard to the condition of the buildings and to the ability of any prospective tenant to undertake the necessary repairs, future maintenance liabilities and to meet the cost of all other outgoings.

The inclusion of a Service Agreement within any leasehold transfer proposal is considered advisable.

**Advice given by** Steve Matthews Project Leader - Property  
**Date** 6<sup>th</sup> February 2015

#### **e. Human resources implications:**

As these proposals involve a reduction in council run libraries, and the provision of community led libraries being run without paid council staff, there is a significant impact on staff. Staff costs covers over 80% of the overall budget. The service is currently comprised

of 130 FTE (of which 104 are permanent, 26 fixed term contract posts). The roles that library staff carry out are also likely to be very different and there is likely to be a reduction in the overall numbers as a result of these proposals.

The current number of Fixed Term Contracts will enable the impact on permanent staff to be reduced. In addition, we would aim to redeploy staff into suitable vacancies across the council, wherever possible. However, a number of redundancies are still likely. An early voluntary severance offer would enable the service to manage the change in resource requirements more effectively, as well as support the service in its aim to meet the personal preferences of the permanent staff, wherever possible. It would also enable the service to meet their savings targets by April 2016.

**Advice given by** Sandra Farquharson People Business Partner, Neighbourhoods  
**Date** February 3<sup>rd</sup> 2015