REPORT FOR DECISION

Bury COUNCIL

MEETING:	**CABINET**
DATE:	**25 JANUARY 2017**
SUBJECT:	**RESULTS OF THE PUBLIC CONSULTATION ON THE KEY PRINCIPLES FOR THE BURY LIBRARY SERVICE AND NEXT STEPS**
REPORT FROM:	**COUNCILLOR SANDRA WALMSLEY** **CABINET MEMBER FOR STRATEGIC HOUSING AND SUPPORT SERVICES**
CONTACT OFFICER:	**KLARE RUFO** **ASSISTANT DIRECTOR (LEARNING AND CULTURE)**

TYPE OF DECISION:	**KEY DECISION**
FREEDOM OF INFORMATION/STATUS:	**FOR PUBLICATION**

SUMMARY:	This report will inform the Cabinet of: • The summarised outcomes following the 2nd public consultation • The outcomes of the Mott Macdonald "options development – impact assessment" research • Provide 2 possible options for the shape of the library service in the future.
OPTIONS & RECOMMENDED OPTION	To give approval for the two options to be publically consulted on. Move the final report to Cabinet to 26 April 2017 allowing the public consultation to be 12 weeks. The proposed new Timeline;

Report to cabinet on proposed models/options for change	25 January 2017
Public Consultation on proposed models/options for change	30 January – 10 April 2017
Final Report to Cabinet on decisions to be taken	26 April 2017
Staff consultation	1 May 2017 to June 2017
Implementation	From 1 July 2017

IMPLICATIONS:	
Corporate Aims/Policy Framework:	All work is being conducted to conform with the policy framework of the council. Under Community and Partnerships: *Build capacity in (and with) communities to encourage empowerment and reduce demand on services.*
Statement by s151 Officer:	This report proposes that 2 options go forward for public consultation ahead of a further Cabinet report in April. The options have been developed utilising 6 key principles previously consulted upon and data including usage, accessibility, and socio-demographic considerations. This is less than the current budget for the service, taking account of statutory service requirements, and reduced levels of funding.
Statement by Executive Director of Resources and Regulation:	Wider resource implications, e.g. staffing, assets, and IT will be further developed for the options under consideration.

Equality/Diversity implications: The Council has a requirement to have due regard to its public sector equality duty and other equality obligations under the Equality Act 2010.

Considered by Monitoring Officer: There are 3 matters that the Council needs to consider:

1. The duty to provide a comprehensive and efficient library service pursuant to the Public Libraries and Museums Act 1964
2. The requirement to have due regard to its public sector equality duty and other equality obligations under the Equality Act 2010
3. That the consultation process is fair and thorough

Are there any legal implications?   Yes – these are set out in the report.

Wards Affected: All

Scrutiny Interest: Overview & Scrutiny

TRACKING/PROCESS   **EXECUTIVE DIRECTOR: Mark Carriline**

Chief Executive/ Strategic Leadership Team	Cabinet Member/Chair	Ward Members	Partners

Scrutiny Committee	Cabinet	Committee	Council

1.0   INTRODUCTION

1.1   In response to the continued pressure on Council budgets as a result of the 2016/17 Comprehensive Spending Review, the Council must review its services and find ways of delivering savings over the next four years. This has to be undertaken whilst continuing to meet its legal duties to provide Bury residents with a comprehensive and efficient library service.

1.2   The current library service costs the council in excess of £2.4 million per annum and is not sustainable. There are 14 library buildings in total, 7 original township libraries and 7 smaller, part time, "community libraries" which were added to the town between 1999 and 2014 to meet reasons of social inclusion and to support smaller communities.

The last library review saw a 30% reduction in staffing without the same cuts in the number of buildings or services, meaning that the libraries had to further reduce their opening hours. This has created our current situation in which staffing levels are insufficient to adhere to the hours originally committed and the standard of service is adversely affected in the form of no notice closures in many cases due to things like staff sickness and holiday cover.

The poor condition of some of the library buildings is getting worse and the necessary repairs are not being undertaken due to insufficient budget, with many libraries predicted to need significant future improvements that we have no addition budget to fund from.

In addition to this we are observing reducing numbers of active members, not enough staff to grow the service, develop new members or do face to face community work. For all these reasons the future of the library service in its current format is a growing concern.

1.3   The Council remains fully committed to retaining a comprehensive and efficient Library Service in the borough but in reviewing this service, it anticipates that there will need to be changes, including the possibility of a reduction in the number of libraries. Despite this the Council will continue to provide a service that meets its legal duties and supports the aspirations of residents of all ages for development of reading skills for the youngest, lifelong learning and access to books and information.

1.4   In developing options for change, the Council will consider the contribution that digital technologies can make to developing and improving its Library Service. This is in line with recent guidance from the Department for Culture, Media and Sport (DCMS) on libraries as a statutory service. Inspiring and enabling all Bury residents to take advantage of digital opportunities will be another consideration for the review.

1.5   The Council also recognises the importance of libraries as community spaces and wishes to explore ways of working together with local communities to strengthen the role their local library plays in meeting community needs.

2.0 PROGRESS TO DATE
The Council has now concluded the following consultations:

2.1 The first was a public consultation on The 6 Principles reported to Cabinet in October 2016 and published in full with all comments on the Library and Council's website.
http://www.bury.gov.uk/index.aspx?articleid=12184

	% Strongly Agree/Agree
Principle 1 To provide a Library Service across the borough which provides all residents and those working or studying in the borough with access to libraries and to electronic services sufficient in number, range and quality to support reading for pleasure, lifelong learning, the development of new skills and the effective use of information.	98%
Principle 2 To ensure that the needs of more vulnerable residents and groups protected by Equalities legislation are taken fully into account in the review process.	94%
Principle 3 To ensure that the resources committed to the Library Service are used as efficiently as possible by exploring options to reduce running and maintenance costs and to share premises with Council and other services.	73%
Principle 4 To explore options for investing in technology to improve access to the Library Service, for example by extending opening hours, increasing our digital offer and enhancing provision for those with sensory impairments.	89%
Principle 5 To welcome the contribution that members of the community can make to the Library Service as volunteers, supporting both traditional and digital services.	70%
Principle 6 To meet local aspirations for a network of community spaces across the borough in which the Council and local communities can work together as partners in meeting local needs.	81%

2.2 In order to gain wider insight from across the borough into library use, views on a future library service and to encompass residents who may not currently

use the library service, Mott MacDonald (see paragraph 3.1 for details of this this organisation) undertook a random telephone survey of 500 residents using the same questionnaire as was developed for the Public Consultation. The sample was representative of the borough's demographics in terms of gender, age structure and disability status. The results were reported at Cabinet in October 2016 and published in both full and summary report on the Council's website
http://councildecisions.bury.gov.uk/ieListDocuments.aspx?CId=126&MId=1919&Ver=4
http://councildecisions.bury.gov.uk/ieListDocuments.aspx?CId=126&MId=1922&Ver=4

2.3 A series of workshops run by the Council, took place between November and December 2016, as part of the second public consultation. These included sessions at 13 of the 14 libraries in the Borough. In summary, the results of the individual library workshops gave the same messages as the comments received as part of the first public consultation, namely that community usage, Books, Professional/trained Staff, Learning, IT and Children are the main focus for library users. (see also 5.3)

The presentation used, including exercises and the full consultation report can be found as APPENDIX 1 and 2

	Number of libraries that highlighted this as a priority area	%
Community uses and Groups	13/13	100%
Books	12/13	92%
Staff	12/13	92%
IT/Wi-Fi	10/13	77%
Children	9/13	70%
Advice and Guidance	6/13	46%
Learning	4/13	31%
Events and Activities	4/13	31%
Vulnerable users	2/13	15%

3.0 INDEPENDENT RESEARCH REPORT

3.1 Background to the Report

Mott MacDonald are a management consultancy with considerable experience of working with both local and national government bodies as well as commercial organisations both in the UK and globally. In 2012 they provided a socio-demographic assessment of the borough for the first Library Review. In 2016 they were commissioned to update and extend this work in order to support the Council in developing options for the future delivery of a library service in the borough consistent with the its statutory duties.

The Public Libraries and Museums Act (1964) states that it is the duty of every Council to "provide a comprehensive and efficient library service". In recent years there has been much public and legal interest in the interpretation and application of this duty. Guidance issued by the DCMS in December 2015 highlights the interpretation quoted by Mr Justice Collins in the High Court case of Draper v Lincolnshire County Council in 2014, and originally stated by Ouseley J in Bailey v London Borough of Brent [2011].

'A comprehensive service cannot mean that every resident lives close to a library. This has never been the case. Comprehensive has therefore been taken to mean delivering a service that is accessible to all residents using reasonable means, including digital technologies. An efficient service must make the best use of the assets available in order to meet its core objectives and vision, recognising the constraints on council resources. Decisions about the Service must be embedded within a clear strategic framework which draws upon evidence about needs and aspirations across the diverse communities of the borough.'

The second duty of relevance is the Public Sector Equality Duty (PSED) which is set out in the Equality Act 2010 and which states that Councils must have 'due regard' to the matters set out in the Act when exercising its functions and therefore when considering and making decisions about service provision. Note that the duty is not to achieve the objectives or take the steps set out in the Equality Act, but to bring those objectives relating to discrimination into consideration as appropriate in the circumstances. The DCMS guidance (December 2015) recommends that to evidence 'due regard', a library review process should demonstrate how proposed changes might impact vulnerable communities.

On the basis of the above, Mott MacDonald was commissioned by the Council to undertake analysis of:
(a) the transport accessibility of a range of options for future delivery of a library service across the borough to inform a view of what might constitute accessibility 'using reasonable means' in Bury;
(b) The differential impact of each option on accessibility to the service for (a) existing members and (b) vulnerable communities.

3.2 Modelling decisions

Service delivery options - in modelling accessibility, it was decided to focus on the service provided by the township libraries. Historically the borough has been well served before with 6 libraries. Following local government re-organisation in 1974 the borough had 6 township libraries (Bury, Ramsbottom, Prestwich, Radcliffe, Tottington and Whitefield) plus Unsworth and Ainsworth libraries. In 1999, in response to the then government's Social Inclusion Policy, the library service began a programme of community engagement/development; this led to the opening of 9 further community libraries. The programme was later boosted by a £1.4M Big Lottery Fund (BLF) grant.

The 7 (as mentioned above minus Ainsworth) larger township libraries have longer opening hours, significantly larger membership and offer a more comprehensive range of services than the community libraries. They are also representative of 94% of current library usage. The following table shows user numbers for the community libraries as a percentage of the overall library usage.

Library	Registered users	%
Ainsworth	195	0%
Brandlesholme	480	1%
Castle	440	1%
Coronation Road	534	1%
Dumers Lane	214	0%

Moorside	402	1%
Topping Fold	341	1%

For these reasons we focused on the township libraries only.

The seven options modelled were:

- Option 1: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Whitefield, Unsworth
- Option 2: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Whitefield
- Option 3: Ramsbottom, Bury, Prestwich, Radcliffe, Tottington, Unsworth
- Option 4: Ramsbottom, Bury, Prestwich, Radcliffe, Whitefield
- Option 5: Ramsbottom, Bury, Prestwich, Radcliffe, Unsworth
- Option 6: Ramsbottom, Bury, Prestwich
- Option 7: Ramsbottom, Bury, Radcliffe, Prestwich

Option 1 represents the largest (seven township libraries) and the other options include fewer outlets in different configurations.

Definition of 'accessible' - the measure of 'accessible' used in the modelling was the amount of time (in five minute intervals up to 30 minutes) taken for each resident to reach their nearest library by public transport. The modelling used TRACC software, which is the leading multi-modal transport travel time tool (which integrates current timetable information for bus, rail, coach and tram). This tool was developed by Basemap who have customers worldwide and are used by large organisations such as the department for transport. GIS software was also used to generate travel times to each library from a 100 metre grid of potential origin locations covering the entire borough. GIS software produces maps and other graphic displays of geographic information for analysis and presentation. With these capabilities a GIS is a good tool to visualise spatial data or to build decision support systems for use in organisations.

Choice of modelling variables - access by public transport was chosen over accessibility by car because not all residents have access to a car, and the borough's more vulnerable residents will be more highly represented in this group. In addition, older residents can travel for free on public transport.

The modelling included walking time to connect to and from the public transport network. Walks were limited to a distance of 800m at a speed of 3.5 kmph (2.2 mph). This speed was considered more appropriate for older people and parents with young children, both important groups of library users, than the default value of 4.8kmph (3 mph) which is commonly used in transport access modelling. The analysis modelled journeys within the weekday inter-peak period (11:00 to 14:00) and the Saturday AM peak period (09:00 to 12:00).

Socio-demographic mapping - a socio-demographic baseline of Bury district was created to provide the demographic context for the review, presenting a snapshot of the geographical distribution of the entire population, as well as the distribution of more vulnerable communities likely to be affected by service changes. Population data was extracted from the 2014 Sub-national Population Projections and the 2011 Census, and included the following categories:

- Total population
- Children (under 16)

- Older people (65 and above)
- Disabled people or those with an LLTI
- BAME
- Pakistani women
- Households with no access to a car
- IMD deprivation quintiles

Combining the transport modelling and socio-demographic mapping - the socio-demographic mapping and the output from the transport modelling of each of the seven options was combined to provide an accessibility profile for each one, defined in terms of access (a) by the population as a whole and (b) by different vulnerable communities. Each profile was described cumulatively in five minute increments.

Library membership data - at the time the study was undertaken, Bury's library database contained 63,658 records. Of these, 59,604 included a post code. These were integrated into the transport model in order to show the differential impact of each option on accessibility for the current membership. Where records contained more detailed descriptive information this was used to analyse the impact of the different options by user category. The following categories were defined:

- Adult borrower
- Disabled user
- Institution
- Senior citizen
- Young person

3.3 Key Usage Trends

To supplement and support the socio-demographic profiling, the membership database was interrogated to gain a greater understanding of the pattern of service use across the borough. A review of national research on library usage was also undertaken to inform the study. Key findings were:

- The highest concentrations of users are located around the town of Bury itself, and to the urban south of the district around Prestwich.
- Bury and Prestwich libraries have a combined share of 54% of users, with Bury itself accounting for 34%. This can be seen in the table below which breaks down registered users within Bury Library.
- Bury has a high proportion of adult borrowers, with a comparatively low proportion of young people when compared to other library locations. Conversely, Tottington and Unsworth libraries both have low proportions of adult borrowers, and high proportions of young borrowers.
- National evidence suggests that there has been a decline in library usage in recent years, due to numerous factors including library users having less free time and people buying or getting books from elsewhere, such as e-books.
- Much of the research literature highlights the important social and civic roles that libraries play which contribute to social well-being. Libraries are considered to be safe environments for literacy and learning and a starting point for the empowerment of citizens who may lack opportunities and resources at home. These functions are particularly important to older people and those from deprived backgrounds.

- Libraries enable access to computers and the internet, which can be a key driver in use by those from deprived communities and also younger people.
- There is national evidence to suggest that a higher proportion of adults from BAME groups use libraries for academic purposes compared to adults from white ethnic backgrounds.

Library	Number of registered users within Bury	Proportion of all registered users within Bury
Bury	18,458	34%
Prestwich	10,897	20%
Radcliffe	7,449	14%
Ramsbottom	4,695	9%
Tottington	2,720	5%
Unsworth	3,612	7%
Whitefield	3,758	7%
Other library or service	3,043	6%
Total	**54,632**	100%

3.4 Results

Analysis by population - results of the public transport accessibility analysis for the population of Bury show that:

- Option 1 affects the least amount of residents as it includes the highest number of libraries (seven). All of the population are within a 30 minute travel time of a library, and 97% are within a 20 minute travel time.
- Options 2 and 3 (six sites) also affect a relatively small number of residents. Although Options 2 and 3 both lose one library in the south of the district, both options already have three libraries in the south so, overall, the area remains well served. Under both options all of the population are within a 30 minute travel time of a library. Higher proportions of the population can access the site within 10 minutes under Option 3 (which retains Unsworth) as compared to Option 2 (which retains Whitefield). Within 20 minutes, 95% (Option 2) and 96% (Option 3) can access a site.
- Options 4 and 5 (five sites) both lose Tottington library. This has the greatest impact on travel times in the north west of the district. However, the north east and the south of the district remain well served. Under these options 730 people (0.4% of the population) have journey times of over 30 minutes. Higher proportions of the population can access the site within 10 minutes under Option 5 (which retains Unsworth) as compared to Option 4 (which retains Whitefield). Within 20 minutes, under both options, 95% of the population can access a site.
- Option 6 affects the highest number of residents as a result of proposing the fewest libraries in the future (three sites). With this option, over 4,500 of the district's population (2%) live over 30 minutes from a library. Within 20 minutes, 82% of the population can access a site, rising to 92% in 25 minutes.
- Option 7 is the only option that contains four libraries. Of the overall population, 26% are located within 10 minutes' travel time. The proportion of overall population located within 20 minutes travel time is 95%.

- There are no significant differences between weekday and Saturday travel times with any of the options. This is a result of Saturday services operating at a similar frequency and operating along the same routes as weekday services.

Analysis by vulnerable communities

- Under Options 1 to 5, the proportion of members from each of the vulnerable communities who are able to access library sites within 20 minutes (96%, 97% or 98%) is in line with the proportion from the population as a whole (95% to 97%).
- Access within 15 minutes for Options 1 to 5 for some vulnerable groups (BAME, Pakistani women, households without a car and the deprived population) is greater than for the population as a whole by between 4 and 12 percentage points. The only group that has slightly less access than the population as a whole are those over 65. The difference ranges from 1 to 3 percentage points.
- Under Option 6, the only option with three sites, the pattern is similar: those aged 65 and over have slightly less access at 15 and 20 minutes than the population as a whole (by between 1 and 3 percentage points), whilst BAME, Pakistani women, households without a car and the deprived population all have considerably better access than the population as a whole (between 2 and 20 percentage points).
- Under Option 7, which has four sites, at 20 minutes accessibility is broadly similar for all groups. At 15 minutes, the pattern is more disparate: whilst access for the over 65s is 4 percentage points below that for the whole population, it is between 8 and 12 percentage points higher for BAME, Pakistani women, households without a car and the deprived population.
- Overall the modelling provides little evidence to suggest that any of Bury's vulnerable communities are relatively disadvantaged by the different options for service delivery. In fact some groups retain considerably greater access than the population as a whole. The only exception are those over 65 who have slightly lower access than the population as a whole at travel times of 15 and 20 minutes.

Analysis by borrower user group - public transport travel times for each of the proposed options were also mapped for all registered users of Bury's Library service and by type using the information contained in the user database (adult borrowers, disabled users, senior citizens, and young people). This was in order to understand the differential impact of the options on the current membership and to establish whether any borrower types would be disproportionately affected. Results were as follows:

- Under all options, at 20 minutes travel time and above, the proportion of each borrower group falling within each travel time band is broadly in line with the proportion for all registered users (the maximum variation was 2 percentage points).
- At 15 minutes travel time, under all options, a gap of up to 6 percentage points opens up for registered members over 65, in other words this group is more disadvantaged in terms of accessibility than are registered users in general. The difference is most marked under Option 7.

3.5   Conclusions of the Study

The study does not provide a definition of accessibility 'using reasonable means' but it does provide decision makers with measures of accessibility under seven different service provision options. It will be up to Council members, advised by their officers, to select which measure and the corresponding option they believe will meet the local authority's statutory duty under the Public Libraries and Museums Act (1964).

Results show that even under Option 6 (Ramsbottom, Bury and Prestwich), which offers the lowest level of provision, 98% of the borough's residents can access a library within 30 minutes. This is only marginally different to the level of accessibility achieved within 30 minutes by Option 1 (seven township libraries) which is 100%.

It is worth noting that the modelling indicates that at 20 minutes travel time, Option 2 (six libraries) and Options 4 and 5 (five libraries) deliver no increase in accessibility than that indicated under Option 7 (four libraries). In all cases 95% of the population can reach a library site within 20 minutes. Option 3 only adds marginally to this figure (96% of the population). In all cases 95% of the population can reach a library site within 20 minutes. Option 3 (six libraries including Unsworth) only adds marginally to this figure (96% of the population). In other words if public transport accessibility were to be the only decision criteria for determining the level of library service provision, the four sites identified in Option 7 would provide as good a level of service as that provided by five or six sites when applying a 20 minute travel time. Accessibility within this travel time under Option 6 (three libraries) is lower at 82%, though this rises to 92% when the travel time is extended by five minutes.

With respect to the Public Sector Equality Duty, overall the modelling provides little evidence to suggest that any of Bury's vulnerable communities are relatively disadvantaged by the different options for service delivery. In fact under all options some groups retain considerably greater access than the population as a whole at travel times of 15 and 20 minutes. The only exception is those over 65 who have slightly lower access.

4.0   OTHER RESEARCH/READING TO INFORM OPTIONS

4.1   Throughout the process the team have worked hard to research how other library services operate nationally. This was with a view to learning from innovation, good practice and mistakes made in other local authority areas. Due to the vast number of different sizes of local authorities and councils it was difficult to find one model that was suitable to all. One commonality was to be found in the fact that all new library services had focused an increased amount of resources towards the use of digital technologies and online books and magazines to make the service more accessible. Our new proposed models also reflect the same pattern.

Full research list can be found as APPENDIX 4

5.0   DEVELOPING OUR OWN BURY OPTIONS

5.1   Using all the evidence

In developing a selection of options we needed to ensure that all findings from public consultations, the Mott Macdonald reports and all internal and external research was referenced to create the right set of options to be consulted on, at all times ensuring we understood our statutory requirements and adherence to the 2010 Equality Act.

The focus of the library review is to develop an improved library service whilst exploring the libraries contribution of cost savings as currently expected by all Council services.

Public consultations very clearly reflected support for the six principles originally developed and for this reason we were comfortable that they would form the basis of the new service.

5.2   Statutory Duties

Although the time residents would need to travel to access a library is not the only factor to consider in the context of Bury's statutory duty to provide a service 'accessible to all residents using reasonable means' it is central to defining how extensive the network of library sites should be across the borough. The decision to commission the modelling exercise was to provide as detailed an assessment as possible, on the basis of the best available data, of the physical accessibility to the library service for all borough residents under different options of service provision.

As previously stated in Section 3.5, within a 30 minute travel time, 98% of residents would be able to access a library by public transport under Option 1 (Ramsbottom, Bury and Prestwich). We believe that this level of provision is consistent with the local authority's statutory duty to provide a service 'accessible to all residents using reasonable means'. We are also confident, on the basis of the evidence provided by the modelling, that this level of provision will not impact disproportionately on any protected vulnerable group.

The table below summarises key features of this option

No	Location	Population	Current Library Users	Social /Vulnerable groups		
3	Bury, Prestwich Ramsbottom	98% of population less than 30 minutes away 92% of population less than 25 minutes away 82% of the population less than 20 minutes away	98% of current library users less than 30 minutes away 94% of current library users less than 25 minutes away 84% of current library users less than 20 minutes away	Could all access a library with 30 minutes		
				99% of deprived population	98% of households without a car	98% under 16
				97% LLTI	99% BAME	97% 65+
				Could access a library within 25 mins		
				93% of deprived population	92% of households without a car	93% under 16
				91% LLTI	96% BAME	91% 65+
				Could access a library within 20 mins		
				86% of deprived population	84% of households without a car	83% under 16
				81% LLTI	89% BAME	81% 65+

5.3   Meeting the principles and public needs

The public consultation and library workshops raised the same list of themes of concern for the general public and library user alike although not in the same order of importance.

- **Books**
  The provision of a comprehensive range of books; encouragement of reading; support for literacy
- **Community**
  Provision of space for community use; working together; support and resources for community groups
- **Staff**
  Professional, well trained staff were seen as very important in maintaining and developing the service
- **Volunteers**
  To work with staff, not replace them
- **Children**
  Support for children and families in regard to reading, learning and leisure.
- **Access**
  Safe welcoming environment for everyone. Extended opening hours and easy access.   Facilities for people with disabilities at all libraries
- **Technology**
  Access to computers for those who need them.   Training and support. Balance between technology and books
- **Learning**
  The library is a comfortable, accessible and encouraging place to learn

The views of library users reflects the key principles and the core offer and has provided reassurance that these are "right" for the service and the borough

We began to explore some of these themes with a view to creating a larger core team of staff to work across the library service to ensure the above concerns would be address and some concerns mitigated by having a strong team to support.

5.4   Developing a New Service

5.4.1 Local and national statistics show that in the last 20 years library use has changed considerably. Whilst book issues have declined across the country the range of services provided by, and expected of, the library have widened.
Given the increase in Council services provided digitally, libraries are more and more important as point of contact for Council and other "social" services. The library has a continuing/expanding role in supporting the educational, information and leisure needs of a diverse population.

5.4.2 The 6 Principles at the centre of the Library Review reflect the services and values of the past, current use and the future needs of the borough. These principles together with the government endorsed Universal Offers for Libraries and Bury's own corporate priorities have shaped our core offer. The challenge to provide a library service which supports the changing needs of our customers and guarantees a sustainable service for the future will be met by delivering this core offer.

5.4.3 So in considering the 6 principles a core offer has been shaped. A core set of non-negotiables where developed;

Reading and Literacy
- Comprehensive and stimulating book collections in all formats
- Events and activities
- Supporting literacy
- Support for Schools

Digital Inclusion and Digital Services   Supporting digital literacy
- Virtual Library
- IT support for library activities
- Developing e-resources and services

Information and Learning
- Providing and enabling formal and informal learning
- Developing advice and information
- Council Information
- Archives and Community History

Community Support and Development
- Resources for community groups
- Volunteer programme
- Equality and Diversity
- Community libraries

5.4.4 Service wide support that can deliver on the 6 principles

In order for the library service to deliver the core offer as outlined above and provide a *borough wide* library service, regardless of any reduction in buildings, a new Service Wide Team must be in place. This team will significantly decrease the impact of a reduction in the number of 'libraries' and help retain existing library users and develop new ones. It will reflect the strongly expressed preference of library users for professional/trained staff in libraries. The team will mark a change from places to people; taking library services to a wider range of locations than 'just libraries' e.g. schools; community centres and commercial organisations. Early work may involve supporting the development of any community led libraries (should this be an option). There will also be increased opportunities for income generation and partnership funding bids allowing greater support of community groups and additional projects.

Without this team the library service will be unable to deliver the core offer, the Universal Offer and fulfil the 6 Principles.

CORE TEAM	POST	
Management Team Responsible for delivery of core offer and maintenance of the 6 principles	• Head of Libraries • Staffing and Customer Services	Delivery of a modern, comprehensive and efficient service that meets the needs of current and future customers and supports the vision of the council

CORE TEAM	POST	
Digital Services Team Extending access to digital resources and providing a 24 hour Virtual Library Service Principles 1-5	• Library Systems Liaison Officer • Digital Inclusion Officer • Virtual Librarian • Resource Services Officer • Resource Services Assistant	Promoting and enabling a digitally literate borough through technology and digital formats. Combating exclusion in an increasingly digital world particularly for those at risk through low income, unemployment and disability Upgrading the Library Management System to provide increased options for the public and improved staff efficiency Provision of a 24 hour Virtual Library Service Use of social media to retain existing customers and recruit new ones Increase staff skills and provide a cost effective and dynamic service
Information and Learning Team Providing relevant and reliable information Increasing access to learning Principles 1,2,3,5	• Information and Learning Librarian • Archivist • Archive Assistant	Help provide the people of the borough with the information they need to make life choices and access the services and resources they need. Provide access to formal and informal learning in library and community settings Providing information in accessible formats Provide specialist information in partnership with appropriate agencies e.g. health Preserve and promote the history of the borough through the Archives, local and family history service.

CORE TEAM	POST	
Reader Development Team Supporting literacy and the use of reading for leisure and learning Principles 1,2,5	• Reader development Librarian • Children and Families Librarian x 2	Work with individuals and communities to develop reading skills and a lifelong love of reading for enjoyment and education. Work with schools, Children's Centres and families to improve literacy and promote enjoyment Provide activities and reading groups for all ages Provide books in multiple formats to encourage and expand literacy and reading for pleasure
Community Team Providing accessible libraries which meet the needs and aspirations of all residents Principles 1-6	• Access and Inclusion Librarian • Community Supervisors • Courier Caretaker	Provision of well staffed and resourced library buildings which provide access to books, IT, activities and community space Working with local groups to create and develop opportunities to benefit all ages Supporting the needs and aspirations of volunteers to add value and variety to our services Providing a comprehensive collection of resources for people with special needs and a well trained staff to support their use. Ensuring our services are accessible and relevant to all including the Home Delivery Service and books and resources in community languages

5.4.5 Using Volunteers

The Library Service has worked successfully with volunteers since the late 90s when the service developed a social inclusion programme and with support from local groups and individuals opened a number of community centres and libraries.

The aim of the volunteering programme has always been to add value and variety to the service and to ensure libraries reflected local needs and interests. Volunteers work alongside staff to provide both library services and community activities. Volunteering enables people to make a real contribution to their area, develop their skills and opportunities and enjoy themselves. It is our aim to continue the use of volunteers in order to provide benefits for the service, our customers and the volunteers themselves.

5.4.6 Community Library Provision

Libraries help tackle poverty, inequality and enhance the lives of people of all ages. They have a key role in providing access and support for people to use services such as Universal Job Match and Universal Credit. For an increasing number of people, it is the library that provides access to Council services, information and advice. Also, the role of the library as a centre for community activities, leisure and recreation must not be ignored. As we develop our online/virtual library provision we must not underestimate our buildings.

5.4.7 Digital inclusion strategy

The Library Service has a key role in supporting the estimated 23% of the UK population who are lacking in basic digital skills. People without digital skills are likely to become increasingly economically and socially disenfranchised.

Digital inclusion improves people's lives by allowing them to communicate more easily so reducing social isolation it allows users to access goods and services at a lower cost and make payments online to government, council and other services more easily. This issue not only relates to the economically disadvantaged and those without computers, but also to those who already own one but are not able to use it properly/at all. For many people the library provides their only opportunity to become digitally literate.

The new Library Management System will considerably improve and extend services to the public including: -

- the ability to access a wide range of library services from PCs and mobile devices.
- provide a store front approach to the catalogue which is easy to use, attractive and informative.
- enable the provision of a virtual library which is cost effective and dynamic.

The virtual library will include; e-books; e-audio; e-magazines and newspapers; online reference materials and an extensive local history/archives collection. These would be available for access by library members anywhere. There is also potential for income generation particularly with archival materials.

5.4.8 Appraising the library buildings

All buildings currently being used by the Library Service have been scrutinised as part of the Library Review to consider: current use in and out of library hours; accessibility; location; social demographics; community and other partners; condition of building; repairs and maintenance forecast; financial liabilities e.g. claw-back; potential to enhance the library service. Appendix 5

5.4.9 Staffing the buildings

The current situation is that there are insufficient numbers of staff to fulfil our existing commitment in terms of keeping buildings to our advertised opening hours, resulting in regular closures at short notice. Supervisors are filling in gaps in staffing leading to reduced staff management and little or no opportunities to develop and improve services. In a scenario where we have significantly less libraries it is essential that libraries are open when advertised. The proposed staffing structure would have a team of Community Library Assistants (CLA) able to work at any location; they would work with the service wide team ensuring quality staffing at all sites without reducing the amount of additional outreach work able to be delivered. To maximise efficiency, it is suggested that the majority of CLA posts are 18 hours per week enabling staff to work 6 hour sessions.

6.0   THE PROPOSED OPTIONS

6.1   Once all surveys, research reports and consultations had been concluded we began to develop some options for public consultation, taking into account all the factors set out in paragraph 5 above and all the following considerations.

The rationale used to develop the options set out below, focused on having a clear understanding of what the minimum statutory service offer needed to look like based on a "comprehensive service (reasonable access)" and a complete confidence that the service was "efficient". The statutory element could be comfortably evidenced in the most reduced Mott Macdonald option "Option 6" of 3 libraries with 98% of residents able to access a library within 30 minutes. In ensuring a library service that was "efficient" we were clear that the new library service would need to be improved from a quality perspective even if reductions are necessary in the quantity. To do this we would have to ensure a strong Service Wide Team to enable us to deliver against all the 6 Principles. This is option 1 (see 6.2 below).

This option is the baseline for costs of the options to be consulted on i.e. the amount we can feel completely confident will meet our statutory duties and provide a better quality library service. Using this as the baseline for option development ensures the options developed illustrate the maximum Council savings to be made in line with necessary budget reductions as part of the national public service cuts, without compromising our statutory duties or commitment to our residents.

This cost baseline was then used to explore other options to maintain the improved quality of the service but by measuring the impact of adding more physical libraries. We began exploring our potential choices to do this, as described below.

Both options are less than the current budget for the service, taking account of statutory service requirements, and reduced levels of funding. Details of the costs are in the attached confidential document Appendix 6.

The Mott Macdonald report made it clear our minimum offer geographically is Bury, Ramsbottom and Prestwich so these are included in the options developed.

6.2 BURY OPTION 1 - three Libraries (Plus Service Wide Team to deliver the Core Service offer)
Bury + Archives
Ramsbottom
Prestwich

This option provides us with:

- The strongest core offer and service wide team.
- Meets our statutory duty
- Optimum geographical spread for number of buildings
- Incorporates our 3 largest libraries

Concerns for this option are:

- Future developments of Prestwich precinct unclear
- Town with one of the highest need (Radcliffe) omitted
- Public opinion

6.3 BURY OPTION 2 - four libraries (plus Service Wide Team to deliver the Core Service Offer)
Bury + Archives
Ramsbottom
Prestwich
Radcliffe

This option provides us with:

- Exceeds our statutory duty
- Introduces a 4th library in an area of great need.
- Incorporates our 4 largest/busiest libraries

Concerns for this option are:

- Delivery of core offer weakened slightly
- Reduced opportunity for service development
- Future developments of Prestwich precinct unclear
- Public opinion

The rationale for the selection of a fourth library, Radcliffe library, is based on the fact that Radcliffe Library is actually the 3rd most well used library and located in one of the boroughs more significant areas of need as illustrated in the Mott Macdonald report "Option 7".

To maintain a fourth library we would need to reduce the service wide team affecting: Virtual Librarian, Reader Development; Children & Family; Resource Services; Access and Inclusion and Community Supervisors.

These reductions in service wide team could impact the following areas.

Reduced staff hours – leading to less activity primarily in locations outside the 4 libraries.
Less support/no for any new community library start-ups – i.e. community groups who have taken on a former library.
Reduced training and development opportunities for volunteers with subsequent impact on additional activities

6.4   More than 4 libraries
In further modelling more than 4 libraries and considering the other options analysed in the Mott MacDonald work (set out in paragraph 3.2); what became apparent when working through this task is that the development of a third option with more than 4 physical buildings using the same baseline costing would not provide an actual viable option. The costs needed to maintain a 5th library would have to be achieved by dramatically reducing the Service Wide Team, all libraries opening hours and staffing in all libraries, therefore watering down the quality of all library provision. This is not an option when trying to deliver a better quality service than the one we currently have. Therefore it is apparent from this and the other matters set out in this report that in considering other options and the availability of resources; keeping buildings for the use of the library service would not be providing the most comprehensive and efficient service.

6.5   The future of library buildings
In both options we are suggesting a reduced number of buildings to be maintained as public libraries. The review of library buildings gave us some initial options for uses of the potentially redundant buildings. These are starter options and do not factor in all potential uses for the buildings. In line with the Councils commitment to neighbourhood, locality working we would be very keen to see appropriate community use of the buildings and encourage residents to explore this option with us. At this stage of the consultation it is not possible to give a definitive answer but some options may include:

- community management of some buildings to include a library service and community activities/meeting place. Community groups would be expected to provide a business plan including full financial details of how the building would be opened, maintained and developed. This is really important as no financial support for this is likely to be available from the Council.
- management by other agencies e.g. nurseries and playgroups. Again would require business and financial information
- establishment of a charitable trust to which some libraries are transferred.
- sale of buildings likely to be of market value or desirable.

6.6   Transition period:
Ensuring a smooth and supported transition period from the current library provision to the selected option would be a priority for us and may include activities such as:

- meeting and greeting library users at their existing library provision and travelling the route with them to the new
- supporting community groups to relocate in remaining libraries
- supporting community groups to identify and relocate at other community premises
- providing inductions for existing members who are new to that particular library building
- providing a library buddy service to ensure vulnerable adults regain existing confidence in the new environments

The Full Report APPENDIX 5

7.0 THE NEXT PUBLIC CONSULTATION
7.1 The public consultation on the 2 options will start once the Cabinet have approved them. This consultation will consist of another borough wide survey and attendance at the township forum meetings. In the current timeline the consultation will run from 30 January – 10th February (in order for the cabinet report to be ready two weeks before planned meeting on 8 March) This is a very short consultation window, which does not reflect the 12 weeks consultation we gave on the principles of the review and could be challenged. If we moved the final report to 26 April this would comfortably allow 12 weeks to consult on the options decided.

8.0 RECOMMENDATIONS

8.1 Option 1 and 2 should be presented as the options for the public consultation
8.2 Move the final report to Cabinet to 26 April 2017 allowing the public consultation to be 12 weeks.
The proposed new Timeline

Report to cabinet on proposed models/options for change	25 January 2017
Public Consultation on proposed models/options for change	30 January – 10 April 2017
Final Report to Cabinet on decisions to be taken	26 April 2017
Staff consultation	1 May 2017 to June 2017
Implementation	From 1 July 2017

Background documents:

For further information on the details of this report, please contact:

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APPENDIX 1 - Library Workshop PowerPoint and Exercises

APPENDIX 2 - Full Library Workshop Consultation Report

APPENDIX 3 - Mott Macdonald Full Report

APPENDIX 4 – Reading/Research List

APPENDIX 5 – Full Library Asset Management Review Report

APPENDIX 6 – Confidential Costing (Commercially sensitive)