

Council24th March 2016**Agenda Item 104**

Brighton & Hove City Council

Subject:	Libraries Plan 2016 -2020		
Date of Meeting:	24 March 2016 10 March 2016 – Economic Development & Culture Committee		
Report of:	Assistant Chief Executive		
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Ward(s) affected:	All		

FOR GENERAL RELEASE**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The purpose of the report is to present members with the results of the Public Libraries proposals consultation, and the proposed Libraries Plan for 2016-2020. The Libraries Plan is one of the service strategies that will also go to full Council.
- 1.2 The Libraries Plan needs to ensure that there is a comprehensive, efficient, modern and sustainable library service in Brighton & Hove. Sustainability is essential in the context of severe financial pressures on council budgets, and significant changes to the way that local authorities provide local services. It is no longer possible to make further savings without reorganising and redesigning the service.
- 1.3 Libraries are a statutory service, and the council is required to provide a 'comprehensive and efficient' service for all persons in the area who want to make use of it, to promote this service, and to lend books and other written materials free of charge. The clearest guidance to define 'comprehensive and efficient' comes from a 2009 Wirral Inquiry Report by Sue Charteris, which identified the need for a library strategy based on an analysis and assessment of local needs. More recent judicial reviews have also highlighted the need to take particular account of equalities implications of any proposed service changes.
- 1.4 A thorough service review and needs analysis took place in 2015 and was reported to this committee in November 2015. Approval was given to consult the public on the proposed changes to Library Services, and this consultation took place between November 2015 and February 2016.
- 1.5 The new Libraries Plan informed by the public consultation aims to provide the best services possible that meet people's needs and which are deliverable within the available resources. The Libraries budget is facing significant funding reductions over the next four years.

2. RECOMMENDATIONS:

- 2.1 That the Committee notes the results of the public consultation as outlined in section 5.5 below.
- 2.2 That the Committee recommends that the Libraries Plan 2016-2020, and the changes to Library Services proposed as part of this Plan, as contained in the appendix to this report, and outlined in brief in section 3 with amendments in section 6 below, are referred to Full Council for adoption

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1. The priorities for Library Service changes were identified as a result of the service review and needs analysis, and in the context of the financial challenges facing Brighton & Hove City Council where significant savings have to be found in all services across the council. These priorities also reflect national debate and developments as outlined in the recent national reviews and reports. Details can be seen in section 4 of the Libraries Plan.
- 3.2. The proposals for changes to Libraries services that went out for public consultation are in 3.3 to 3.6 below. Changes as a result of the consultation process can be found in section 6: Conclusions.
- 3.3. **Phase one: to be implemented July 2016**
 - 3.3.1. Implementing **Libraries Extra** across most community libraries will enable many community libraries to be open seven days a week with a mixture of staffed and unstaffed days each week, vastly increasing the number of hours from 362 to 701 hours per week, at reduced cost. This would address library users' biggest concern and the biggest gap between level of importance to library users and their levels of satisfaction.
 - 3.3.2. Local community organisations and other services will be encouraged to use the libraries for community activity and local service delivery. Volunteers will be encouraged to support other library users to self-serve and to act as helpful friends and neighbours.
 - 3.3.3. With this extended access, it is possible to make better use of council buildings and have greater joint service provision with other council services, so it is proposed that two community libraries will have further changes:
 - 3.3.4. Move **Hollingbury Library** to combine with Hollingbury and Patcham Children's Centre, which is located in Carden Hill School, a few yards from the current library location down County Oak Avenue, in Hollingbury. The new library facility would have a small community library collection focused on the needs of young children and families. The opening hours for this facility have yet to be determined in collaboration with the Children's Centre. It is hoped that the library will be open three days a week, supported by volunteers.

- 3.3.5. The reasons for the proposal are that the current building is in need of significant repairs and it is one of only two stand alone, isolated community library buildings. Many of the current library users are children from the school and their families. 57% of current library users already use another library. Elderly or disabled people who are eligible for Home Delivery Service will be offered this service. Patcham Library is relatively close by in Ladies Mile Road for people seeking a greater range of library books and other resources, and Coldean Library is also reasonably near and accessible by bus from Hollingbury.
- 3.3.6. The existing building could be sold to generate a capital receipt. Any potential disposal of the current library building will be subject to further evaluation and a report seeking Policy & Resources Committee approval.
- 3.3.7. Reduce the size of **Westdene Library** to provide an additional classroom for Westdene Primary School. The remaining smaller library facility will be open seven days a week using Libraries Extra arrangements and volunteers to support public use. The reason for this proposal is that the school are in need of the extra classroom space and Patcham Library is relatively close by in Ladies Mile Road for people seeking a greater range of books and other resources.
- 3.3.8. Expansion of the **Home Delivery Service** and reform of the delivery service to residential homes to make it more effective.
- 3.3.9. Develop the role of libraries as **community hubs** and build more strategic partnerships to deliver the services needed by local communities and also to attract external funding
- 3.3.10. Target Library Services to better meet the needs of identified **equalities groups**, namely carers, people with a disability or long term illness, older people, BME communities, and LGBT people, particularly given the often 'invisible' nature of their use of libraries, as identified in the Service Review and Needs Analysis
- 3.3.11. Develop a **funding strategy** to increase and diversify income
- 3.3.12. Bring **expenditure** on library materials and staffing closer to that of comparator authorities, making better use of these resources and to contribute to reducing costs and improving value for money
- 3.3.13. Review the **Jubilee PFI** (Private Finance Initiative) to identify the potential to reduce costs
- 3.4. **Phase two: to be implemented in 2017-18:**
 - 3.4.1. Through the joining together of Hove Library with Hove Museum & Art Gallery there is an opportunity to create a **Cultural Centre for Hove** and ensure a resilient future for both Hove Library and Museum Services. There is more space and freedom at the Hove Museums site to extend the building to accommodate a shared service provision. It will be a centre rooted in community and will have relevance to a wide range of people from the city and beyond.

- 3.4.2. This is a great opportunity to **work with local people**, in particular local families, children and young people to develop and co-create new combined services to provide opportunities for exploration, learning and enjoyment to nurture well-being and creativity. Together the combined Museum and Library services will ensure a future for Hove's Heritage and provide access to the city's wider collections which will be of relevance to residents and visitors.
- 3.4.3. We see the new facility as an **important local community resource** that will attract more people to visit library and museum services from Hove and beyond.
- 3.4.4. **The publicly accessible space on the ground floor of the building will double** to 520m² with the old extension being replaced by a new purpose-built extension more suited to the delivery of both library and museum services. The current public space on the ground floor is only 252m².
- 3.4.5. The building will become an integrated library/museum facility with the majority of library services on the ground floor. The idea is to blend and merge museum displays and library resources together to provide new and interesting experiences for visitors to the centre.
- 3.4.6. The amount of space for library service delivery will reduce by about 15% (the public space in the Carnegie building is 616m² with awkward spaces that are not easy to use effectively) but the level of service will be good as the spaces will be more manageable. This includes the shared spaces.
- 3.4.7. The full range of Hove Library services will be delivered from this new location, including opportunities for new facilities for the benefit of library users:
- Good reading and study spaces
 - Good selection of fiction and non-fiction books and other resources
 - Good public IT facilities and Wi-Fi
 - New and exciting offer for local children and schools
 - Better storage and research space for the special collections
 - Café facilities
 - A reading/activity garden space
 - Flexible space for temporary exhibitions, events and activities
 - Minimum six day a week opening
- 3.4.8. **Why change?** Hove Public Library is a Grade 2 Listed building and opened as a purpose built library in 1908. Over a hundred years later the building is still loved by residents of Hove, but libraries services and the needs of library users have changed.
- 3.4.9. The internal space of the current library is inflexible and unsuited to delivering a modern library service, making it difficult to provide the wide range of services people now expect from their public library, and is in need of £0.75 million repairs over next 5 years. It is also expensive to run, costing nearly £0.5 million per year to operate.
- 3.4.10. The saving for the council of moving Hove Library to Hove Museum will be an estimated £350,000 per year, plus the on-going maintenance and repairs

needed currently estimated at £750,000. If Hove Library remains in its current location, this saving will need to be found elsewhere within the library service.

- 3.4.11. For comparison purposes, at least seven community libraries would need to close completely to save the same amount of money.
- 3.4.12. Any potential disposal of the current Hove Library building will be subject to further evaluation and a report seeking Policy & Resources Committee approval.

3.5. **Phase three: to be implemented 2018-19**

- 3.5.1. The first focus for phase three will be on implementing any identified changes to the Jubilee Library PFI contract to deliver further savings and better value for money. The Department of Culture, Media and Sport will provide support in the review of this cultural PFI contract. Previous reviews of other cultural services PFIs have identified the potential for a 2% saving, although those authorities have not chosen to implement all of the recommended changes as it was felt this would reduce the quality of the service to the extent that it would impact on service use.
- 3.5.2. The second focus for phase three will be a review of the impact of the changes made in phases one and two, in order to identify any further changes that need to be made.
- 3.5.3. During this phase, there will be further investigation of the potential for shared services with other library authorities, and further consideration of the option of moving out of direct delivery of the library service by the council to an alternative governance model.

3.6. **Phase four: to be implemented 2019-20**

- 3.6.1. The focus for phase four will be the implementation of any shared service proposals that have been developed, and/or the implementation of any alternative governance arrangements. The details of phases three and four are not fully developed at this stage as much depends on the success of the first two phased of modernisation changes. A report on the detail of phases three and four will be brought to the relevant committees nearer the time.

4. **ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1. Option 1: Do Nothing Option: If no changes are made to Library Services then it cannot make the necessary budget reductions which would then need to be met by other services. Doing nothing is not a viable option.
- 4.2. Option 2: Make funding reductions without service transformation: Broadly speaking the library budget is in three parts: £2.6 million on staffing, £2.6 million on the Jubilee PFI contract (offset by £1.5 million government grant), and around £0.5 million on everything else, which is off-set by around £0.5 million in revenue income. The bookfund spending for all public libraries in the city is included in the Jubilee PFI costs. Advice from the Department of Culture Media and Sport is that around 2 - 4% of savings might be found from cultural PFI contracts. This equates to about £50k to £100k for the Jubilee PFI. Without service redesign and reorganisation, all libraries except Jubilee Library would need to close to

deliver the necessary budget reductions. Under these circumstances it would be unlikely that the service would meet the statutory requirements. Delivering savings without service transformation is not a viable option.

4.3. Option 3: Modernise the Library Service as described in the Libraries Plan 2016-2020 (recommended): The Libraries Modernisation Programme has been created to ensure a sustainable future for Library Services in Brighton & Hove in the context of severe financial pressures on council budgets. It is no longer possible to make further savings without reorganising and redesigning the service. The programme is the vehicle for delivering the priorities and changes needed as identified in the library service review and needs analysis. The programme currently has four strands:

4.4. **(1) Libraries as Community Hubs:** Community hubs are local places at the heart of their communities, offering and hosting a wide range of services, public events and activities, and spaces to meet friends and contribute to community life. They are places where people may spend as much or little time as they like without having to spend any money. Libraries are a resource for local communities, other services and organisations to use, to collaborate in meeting local needs. There will be greater partnership working, and with the potential for libraries being commissioned to deliver other services.

4.5. **(2) New Ways of Delivering Library Services:** Libraries Extra is being piloted this year with a view to extending this approach to other community libraries if successful. It is an innovative project that uses technology to enable libraries to be open outside of current opening hours for the public to self-serve without staff present. This will be a great opportunity to increase access and reduce costs through developing a mixture of staffed and unstaffed provision. It will be possible to have most libraries open seven days a week at a reduced cost.

4.6. The new ways of delivering library services will include reshaping the network of libraries in the city working more closely with other agencies to make better use of reducing resources to deliver the best service we can. This includes further co-location of libraries with other services to reduce operational costs and increase sustainability; developing different relationships with partners; reducing employee costs; rationalising bookfund spending, and greater use of volunteers.

4.7. Essential to the success of Libraries Extra is the encouragement of local community groups, organisations and other services to make best use of the library as a local resource. The presence of trusted members of the community will make the libraries safe creative community spaces.

4.8. **(3) Diversification of Funding:** The Library Service already achieves nearly half a million pounds in income each year. But the traditional income from fines, reservation charges and audio-visual hire is reducing year on year, and the new income streams from retail and room hire are working hard to keep pace with this change. Libraries need to further explore opportunities to bring in external income and to diversify income sources. The new model will include increasing commercial income; commissioning of libraries to deliver services; charitable giving – with the possible creation of a development charity; increasing grant funding for targeted projects. A new funding strategy is being developed to help take this forward.

4.9. **(4) Consideration of Alternative Governance Models.** Instead of remaining a directly delivered service, there are other options such as:

- Shared services – cooperation or joint delivery of services with another library service. This could be the whole of the library service, or parts of the service.
- Libraries delivery managed outside the council- the most likely option being the development of a mutual

4.10. Whatever the model, the Council would still retain the statutory responsibility for the provision of public library services. Consideration of alternative models has been put on hold while other modernisation proposals are taken forward, as for any model, the library service would need to be more cost effective and efficient in delivering its services within the available resources.

4.11. The Modernisation programme will be delivered in phases over four years. The details of the phased proposals are outlined in section 3 above.

5. COMMUNITY ENGAGEMENT & CONSULTATION

5.1. The Library Services Review and Needs Analysis was based on extensive research, consultation and community engagement in the following ways:

- Interviews with adults in libraries in August 2015 (996 respondents)
- Exit surveys with library users (adults, children and young people) throughout the year for two years 2013-2015 (1,964 respondents aged 16 plus, 2,078 respondents aged 15 and below)
- Lapsed borrower survey (users who have not used the library for over 12 months (301 respondents)
- Qualitative research using focus groups and 'hall tests' with adults in 2015, ensuring inclusion of users and non-users, representation of equalities groups (56 focus group participants, 54 'hall test' participants)
- Qualitative research using focus groups and paired depth interviews with children and young people in 2015, ensuring inclusion of users and non-users and representation of equalities groups (49 focus group participants, 4 paired depth interviews)
- Systems Thinking research involving open conversations 2010 (2,328 participants)
- Review of Equal Access Services involving interview with people in residential homes and sheltered housing
- Feedback from service users such as Home Delivery recipients, participants in activities and events; feedback from project partners

5.2. Staff and unions have been involved in the Libraries Modernisation programme in the following ways:

- Initial briefing sessions to all staff in December 2014 / January 2015
- Regular update newsletters and emails to staff
- Discussions in team meetings
- Scenario planning workshops with representatives from all staff levels
- Series of budget planning workshops

- Nine briefing sessions held by Head of Service with library staff
- Briefings to union representatives
- Discussions in library divisional consultative group meetings
- A Libraries lone working policy has been agreed with unions
- Three months of informal discussions with staff and managers to discuss the details of the ideas emerging during the service redesign work, including detailed contributions from individual staff and managers. All of which have been carefully considered and many of the ideas raised taken on board.

5.3. Formal consultation with staff and unions on a Library Service restructure will take place after budget decisions have been made in February 2016 and final proposals for changes to Library Services are agreed at Committee and Council in March 2016.

5.4. **Public and Stakeholder Consultation November 2015 – February 2016**

5.4.1. General public and stakeholder consultation:

- The public consultation has been advertised widely through the media and anyone can take part by joining in the online consultation
- The consultation was also being publicised through social media
- Very detailed background papers were included as links from the survey so people can see the evidence leading up to the proposals
- Those unable to use the online survey could complete a hard copy survey in any public library
- Posters and leaflets advertising the library consultation were sent out to all libraries, schools and community organisations around the city
- Local schools, community groups, residents associations, councillors and other stakeholders were contacted to ensure they are aware of the proposals and encouraged to send us their views
- Library staff held face to face contact with groups who meet in a library or those participating in activity in a library
- Face to face community engagement outreach visits to stakeholder meetings, groups with particular emphasis on children, young people and families
- Presentations have been made to some partner organisations, e.g. via the Arts Commission

5.4.2. Hove Library and Hove Museum proposals:

In addition to the consultation activity above, there has been additional activity specifically on the proposals for Hove Library and Hove Museum:

- More detailed information was put on display as exhibitions in both Hove Library and Hove Museum buildings, including draft layout plans and illustrations of what a new cultural centre in Hove might be like
- More details was put on a special Hove Library changes page on the website: www.brighton-hove.gov.uk/hove-library
- Officers have met with ward councillors, and some councillors from the Economic Development and Culture committee to discuss the proposals

- Libraries have emailed or written to all **9,930 current active borrowers using Hove Library** (i.e. everyone who has used their library card in the library in the last year Nov 2014 to October 2015) drawing their attention to the proposals and asking them to let us know what they think
- The proposals were discussed at the Hove Central LAT meeting in November
- There have been two public meetings:
 - Thursday 7 January in Hove Museum 3.30 – 5.00 pm
 - Wednesday 27 January in Hove Library 6.00 – 7.30 pm

5.4.3. Hollingbury Library and Westdene Library proposals:

In addition to the consultation activity above, there has been additional activity specifically on the proposals for Hollingbury and Westdene Libraries

- The Hollingbury proposals were included in the Children’s Centre consultation with parents at Carden School in November/December
- Head of Service has met with the Head teachers of Westdene Primary School and Carden Primary School, and with the Principal at Portslade Academy, to get their views
- Head of Service has discussed the proposals with ward councillors
- Libraries have emailed or written to all **current active borrowers using Hollingbury Library (718 adults) and Westdene Library (516 adults)** i.e. everyone who has used their library card in the library in the last year, drawing their attention to the proposals and asking them to let us know what they think
- There have been two public meetings on the Westdene and Hollingbury proposals. The meetings covered the proposals for both libraries to give people two opportunities to find out about and comment on the proposals
 - Tuesday 9 February 6.00 - 7.30pm Hollingbury Library
 - Thursday 4 February 6.00 - 7.30pm Westdene Library

5.5. Results of the Public Consultation November 2015 – February 2016

5.5.1. The public survey received a good response with 1,124 responses. To give some comparison, the recent Children’s Centre consultation received 578 responses and the budget consultation received 450 responses. Taking the responses altogether, these were the headline results:

Questions	Tend to agree or strongly agree	Neither agree or disagree	Tend to disagree or strongly disagree
1. Do you agree or disagree with the proposal to increasing opening hours in community libraries so that they are accessible for 7 days a week by using ‘Libraries Extra’ technology and providing a mixture of both staffed and unstaffed hours?	62%	9%	29%
3. How much do you agree or disagree with the proposal for local organisations and public services to provide activities and services based in local libraries.	85%	5%	9%
4. Do you agree or disagree with the proposal to combine Hollingbury Library with Hollingbury	48%	30%	22%

Children's Centre and increase Patcham Library's opening hours?			
5. Do you agree with the proposal to provide additional classroom space for Westdene Junior school and reduce Westdene Library in size, providing unstaffed access via Libraries Extra and an increase Patcham Library's opening hours?	41%	28%	30%
6. Do you agree or disagree with the proposal to combine Hove Library and Hove Museum in a newly extended building to create a new community/cultural centre for Hove?	57%	6%	38%
8. Do you agree or disagree with the proposal to expand the Home Delivery Service and change the way that services are delivered to residential homes and sheltered housing?	68%	19%	13%
9. Do you agree or disagree with the proposal to provide modern IT facilities, fast internet access, more digital resources and support to help people use the equipment and resources?	76%	11%	13%
12. Do you agree or disagree with the proposal to specifically target services for identified groups in the community?	71%	17%	12%
13. Do you agree or disagree with the proposal to increase volunteering opportunities?	68%	11%	22%

Qu 10. Are you in favour of the following changes to improve Library Services' income?	Yes	Under certain circumstances	No
Attracting funding from other services to help deliver their services (e.g. funding from children's service to support activities with children in libraries)	46%	40%	14%
Applying for more external grant funding to provide additional activities and events	77%	20%	3%
Providing training courses for which there would be a charge	57%	35%	8%
More retail outlets in libraries (like the Booklover store in Jubilee)	47%	32%	21%
More hiring of library space to other organisations	51%	38%	11%
Actively seeking sponsorship from organisations	54%	32%	14%
Actively seeking donations from individuals	51%	34%	15%

Question	Yes	Don't know/not sure	No
15. Would you be willing to volunteer to help out in your local or other library?	26%	34%	40%

The percentages are of those who answered the question. All figures rounded to nearest percent.

- 5.5.2. Most of the responses were overwhelmingly positive, with tend to agree or strongly agree achieving the highest percentage response in all of the 9 questions asked in this way. Qu 10 about improving income also saw a majority in favour of supporting the suggested ways to improve library income.
- 5.5.3. Whilst the majority of respondents did not want to volunteer themselves, a good number (26%, or 292 people) said they would be willing to volunteer or help out in a library.
- 5.5.4. The views of most respondents who answered the question about **Hove Library** were in agreement with the proposals, with 57% tending to agree or strongly agree.
- 5.5.5. An analysis of the responses from those who said they were users of **Hove Library** (708 respondents) resulted in a majority of 50% tending to agree or strongly agree with the proposals. (47% tended to disagree or strongly disagree, and 3% neither agreed nor disagreed)
- 5.5.6. In the analysis of all the responses, the specific question about **Hollingbury Library** resulted in 48% tending to agree or strongly agree and 22% tending to disagree or strongly disagree, with a high percentage (30%) neither agreed nor disagreed.
- 5.5.7. An analysis of the responses from those who said they were users of **Hollingbury Library** (115 respondents) produced a different response: 38% tended to agree or strongly agree; 49% tended to disagree or strongly disagree; and 13% neither agreeing nor disagreeing.
- 5.5.8. In the analysis of all the responses, the specific question about **Westdene Library** resulted 41% tending to agree or strongly agree and 30% tended to disagree or strongly disagree, with a high percentage (28%) neither agreeing nor disagreeing.
- 5.5.9. An analysis of the responses from those who said they were users of **Westdene Library** (86 respondents) produced a different response: 28% tended to agree or strongly agree; 69% tended to disagree or strongly disagree; and only 3% neither agreeing nor disagreeing.
- 5.5.10. There was a total of 2,022 separate comments made in answer to the four open-ended questions covering the topics of Libraries Extra, Hove proposals, income generation and volunteering. A summary of comments made is included in the Libraries Plan (section 7.4.12-16). A more detailed response to some of the issues raised and questions asked is being prepared to share with the public to help allay some of the concerns expressed.

5.6. **Public Meetings Feedback**

- 5.6.1. The proposals were discussed at five public meetings: two were held in February 2016 to discuss the proposals for Hollingbury and Westdene libraries; two were held in January 2016 to discuss the Hove Library proposals, and this was also discussed at the Hove Central LAT meeting in November 2015. In general terms constructive discussion and comment took place, with many people being able to ask questions and getting clarification on the proposals.

Some attendees continued to oppose the proposals, but some left the meetings in favour of the proposals and many understood why they were being made. Details of the meetings can be found in the full report on the consultation results.

5.7. Other Feedback

- 5.7.1. A public online petition was launched in October 2015, a month before the library proposals and consultation was launched, and submitted to Council in December 2015. The petition that is still live has received over 3,800 signatures. The petition stated that: *We the undersigned petition Brighton & Hove Council to We, the undersigned, are concerned to hear that Hove Library is potentially under threat from the cuts in this year's Council budget. We urge the City Council to reject the closure of our much-loved Library.*
- 5.7.2. Many of the comments on the petition site reveal that some of the signers were unaware that the library was proposed to be moved not closed, and that they were against losing services such as Baby Boogie, all of which will continue in the new location.
- 5.7.3. The local MP and ward councillors have been consulting with their constituents and have had a positive response to the proposals.

6. CONCLUSION

- 6.1 The only way that Library Services can continue to deliver statutory services with reduced budgets is to modernise and deliver service in new ways. The Library Service Review and Needs Analysis has identified what people need from the service and the priorities for modernisation. The proposals for change put out for public consultation have received a high level of approval from the public, stakeholders and partner organisations.
- 6.2 Following the results of the consultation process, it is proposed that a number of changes are made to the Libraries Plan proposals. Full details of the new proposals can be found in section 8: Conclusions of the Libraries Plan. The key changes are:
 - 6.2.1 More **effective communication** of the proposals so that the public understand how it will work and have their main concerns addressed.
 - 6.2.2 Clarity about and implementation of the agreed **Volunteers Policy and Lone Working Policy**, to protect staff, volunteers and the public.
 - 6.2.3 As a result of detailed consultation with the Ward Councillors, creation of an additional **Community Library collection in the Old Boat Community Centre** in Hollingbury to meet the library needs of all age groups. This facility will benefit both the library and the community centre users, encouraging people to use both.
 - 6.2.4 Provision of **staffing support to Hollingbury and Westdene libraries** for one day a week each, to carry out some staff duties, to provide support and guidance to volunteers, and to liaise with the staff at the Community Centre, the Children's Centre and Westdene Junior School.

- 6.2.5 A full business case for the **Hove Library proposals** will be completed making the financial details for the relocation and new extension clear. The business plan will be taken to Policy and Resources Committee for approval. The timetable for the completion of the move will be revised to take account of the due processes that need to be followed. Further public engagement will be sought to inform the details of the development, and the planning process will include public consultation. The completion date for the development will be moved back to the first quarter of 2018.
- 6.2.6 Questions raised in regard to **transport to and parking** at the Hove Museum site will be considered as part of the planning process. The evidence from the Review and Needs Analysis shows that the greater concentration of Hove Library borrowers is more towards the west of the current building, making the Hove Museum site more central to those borrowers, and it is also clear that the majority of people walk to the library (61%), rather than driving (14%) or catching a bus (16%).
- 6.2.7 The Hove proposals will include investigating the feasibility of creating an **outdoor space in the garden** for use by library and museum visitors especially children, for library and museum related activities, such as reading and story-telling. Planning advice would be needed on what would be appropriate for the building and local neighbours.
- 6.3 The Carnegie building would need to be sold to fund the new extension at Hove Museum and other related costs to enable the move to the new location a success for both libraries and museums services. The **future use of the Carnegie building** in Hove would be the decision of the new owner, subject to relevant restrictions as a result of the building being grade 2 listed.
- 6.4 The details of phases three and four of the Libraries Plan are not fully developed at this stage as much depends on the success of the first two phases of modernisation changes. A report on the detail of phases three and four will be brought to the relevant committees nearer the time.

7. **FINANCIAL & OTHER IMPLICATIONS:**

Financial Implications:

- 7.1 The resources allocated by Budget Council to deliver the Libraries Plan are subject to the results of the consultation and any other factors that may emerge before decisions are made. The financial context is the Libraries Service budget 2016/17 and the 4 year service and Financial Plans including potential savings for future years up to and including 2019/20.
- 7.2 The Libraries Modernisation Programme aims to ensure a sustainable future for Library Services in Brighton & Hove whilst delivering anticipated savings of £0.309 million in 2016/17 and further savings of £0.742 million over the period 2017/18 to 2019/20. The net current budget for the Libraries Service in 2015/16 is £5.175m and is expected to reduce by 20% by 2019/20. The Libraries Plan is expected to deliver improved Value for Money whilst maintaining statutory services, increasing opening hours and meeting needs. Paragraph 7.4 below

sets out the responsibilities of Policy and Resources Committee in determining the Libraries Service budget.

Finance Officer Consulted: Name Anne Silley

Date: 29/02/16

Legal Implications:

- 7.3 As noted in the report the provision of libraries is a statutory service. The general duty of library authorities is found in the Public Libraries and Museums Act 1964, section 7(1) of which provides “It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof ...”. The proposals in the Libraries Plan accord with this duty.
- 7.4 If the recommendations in the report are not agreed, or if the committee wishes to amend the recommendations, then the item will need to be referred to Policy & Resources Committee. This is because any alternative proposals will have an impact on the overall budget, which means it needs to be dealt with by the Policy & Resources Committee as per the requirements of the Constitution. This will not prevent the committee from making recommendations to P&R.

As a matter of law, adoption of a Libraries Plan is reserved to Full Council.

It is not considered that any adverse human rights implications arise from the report.

Lawyer Consulted: Hilary Woodward Date: 4/2/16

Equalities Implications:

- 7.5 **Increasing equality** - A driving force of Libraries Modernisation is increasing equality and creating new opportunities for more people to access the services, information and activities they need in the community. The library acts as a resource for the whole community and a conduit to reach disadvantaged and vulnerable people. Equalities Impact Assessments have been carried out on the phase one and two proposals. These are being updated following the results of the public and stakeholder consultation

Sustainability Implications:

- 7.6 **Environmental sustainability** –The use of libraries as hubs and Libraries Extra makes sense environmentally by better utilisation of accommodation. Availability of ‘local’ libraries reduces the need for car journeys to city centre libraries and across city and increases access to library services to a greater number of people.

Any Other Significant Implications:

- 7.7 See appendix 1

SUPPORTING DOCUMENTATION

Appendices:

1. Other significant implications appendix
2. Libraries Plan 2016-2020

Documents in Members' Rooms

1. Libraries Plan 2016-2020
2. Full report on results of public consultation

Background Documents

1. None

Crime & Disorder Implications:

- 1.1 Enhanced security arrangements have been put in place to support Libraries Extra. This includes live monitoring of increased CCTV within each library, with a direct intercom to the security personnel in the case of emergency. There is direct audio feed from the security monitoring station into each library so immediate announcements can be made by the security staff. Security personnel will open up and close down the buildings each day, including a sweep of the building to ensure all is well. IT systems monitor who is entering and exiting the buildings. All these enhanced arrangements are significantly more than other library authorities who are implementing this sort of access.

Risk and Opportunity Management Implications:

- 1.2 Risks and opportunities of the proposals have been assessed as part of the business case proposals taken to the Corporate Modernisation Programme Board in September. Risk assessments for each project within the Modernisation programme, phases one and two have been carried out and are regularly updated.

Public Health Implications:

- 1.3 **Health and well-being** – Links between reading improving health and wellbeing are being increasingly recognised. There is strong evidence that reading for pleasure can increase empathy, improve relationships with others, reduce the symptoms of depression and the risk of dementia, and improve wellbeing throughout life. Library spaces are already being used to provide adult social care services such as the Dementia Café. Libraries provide opportunities for greater social contact and helps in tackling loneliness. Libraries work in tackling digital exclusion also supports social inclusion and has health benefits.

Corporate / Citywide Implications:

- 1.4 The Libraries Modernisation proposals support the council's priorities and principles in the following ways, (in addition to those comments in the public health and equalities sections above):

Corporate Principles

Public accountability – Changes are being informed by needs assessment and public consultation. In surveys, the largest gap (23 percentage points) between what respondents said was important and what is rated very good or good was library opening times especially for the community libraries. The second highest reason given by lapsed users for not using libraries was that they were not open when they needed them.

Citizen focus – Libraries as community hubs are completely citizen focussed, and the introduction of Libraries Extra will utilise self-service to increase the times

that services can be accessed. Recent qualitative research revealed that people want libraries to be developed as community centres and to become more of a community resource.

Active citizenship – Citizens will be engaged with developing and promoting library services through opportunities such as volunteering and fundraising. Local groups will drive the development of community hubs, as they will be encouraged to use the library during Libraries Extra days e.g. local schools bringing class visits, local carers groups holding mutual support sessions, etc.

Corporate Priorities:

Economy, jobs and homes - Community hubs and diversifying income will increase opportunities for education and employment activities for adults and children. Facilities are available for those who are digitally excluded. Library services can be used to support improving literacy.

Children and Young People – Increased opening hours will support more visits by schools who can carry out group visits during school hours. Increasing fund raising and grants will maximise the use of the library for all added value activities and projects which will include those aimed at children and young people such as study support.

Community safety and resilience – Libraries provide culture and leisure activities in the City that can promote community cohesion. Shared buildings can be used to foster positive relationships between public services and different communities.