

Agenda

Corporate and Communities Overview and Scrutiny Panel

**Wednesday, 7 November 2018, 10.00 am
County Hall, Worcester**

All County Councillors are invited to attend and participate

This document can be provided in alternative formats such as Large Print, an audio recording or Braille; it can also be emailed as a Microsoft Word attachment. Please contact Democratic Services on telephone number 01905 844963 or by emailing democraticservices@worcestershire.gov.uk

DISCLOSING INTERESTS

There are now 2 types of interests:
'Disclosable pecuniary interests' and **'other disclosable interests'**

WHAT IS A 'DISCLOSABLE PECUNIARY INTEREST' (DPI)?

- Any **employment**, office, trade or vocation carried on for profit or gain
- **Sponsorship** by a 3rd party of your member or election expenses
- Any **contract** for goods, services or works between the Council and you, a firm where you are a partner/director, or company in which you hold shares
- Interests in **land** in Worcestershire (including licence to occupy for a month or longer)
- **Shares** etc (with either a total nominal value above £25,000 or 1% of the total issued share capital) in companies with a place of business or land in Worcestershire.

NB Your DPIs include the interests of your spouse/partner as well as you

WHAT MUST I DO WITH A DPI?

- **Register** it within 28 days and
- **Declare** it where you have a DPI in a matter at a particular meeting
 - you must **not participate** and you **must withdraw**.

NB It is a criminal offence to participate in matters in which you have a DPI

WHAT ABOUT 'OTHER DISCLOSABLE INTERESTS'?

- No need to register them but
- You must **declare** them at a particular meeting where:
 - You/your family/person or body with whom you are associated have a **pecuniary interest** in or **close connection** with the matter under discussion.

WHAT ABOUT MEMBERSHIP OF ANOTHER AUTHORITY OR PUBLIC BODY?

You will not normally even need to declare this as an interest. The only exception is where the conflict of interest is so significant it is seen as likely to prejudice your judgement of the public interest.

DO I HAVE TO WITHDRAW IF I HAVE A DISCLOSABLE INTEREST WHICH ISN'T A DPI?

Not normally. You must withdraw only if it:

- affects your **pecuniary interests** **OR** relates to a **planning or regulatory** matter
- **AND** it is seen as likely to **prejudice your judgement** of the public interest.

DON'T FORGET

- If you have a disclosable interest at a meeting you must **disclose both its existence and nature** – 'as noted/recorded' is insufficient
- **Declarations must relate to specific business** on the agenda
 - General scattergun declarations are not needed and achieve little
- Breaches of most of the **DPI provisions** are now **criminal offences** which may be referred to the police which can on conviction by a court lead to fines up to £5,000 and disqualification up to 5 years
- Formal **dispensation** in respect of interests can be sought in appropriate cases.

**Corporate and Communities Overview and Scrutiny Panel
Wednesday, 7 November 2018, 10.00 am, County Hall
Worcester**

Membership

Councillors:

Mr C B Taylor (Chairman), Mrs M A Rayner (Vice Chairman), Mr A D Kent, Mr R J Morris, Mr J A D O'Donnell, Prof J W Raine, Mr A Stafford, Mr R P Tomlinson and Mr R M Udall

Agenda

Item No	Subject	Page No
1	Apologies and Welcome	
2	Declarations of Interest and of any Party Whip	
3	Public Participation <i>Members of the public wishing to take part should notify the Head of Legal and Democratic Services in writing or by e-mail indicating the nature and content of their proposed participation no later than 9.00am on the working day before the meeting (in this case 6 November 2018). Enquiries can be made through the telephone number/e-mail address below.</i>	
4	Libraries Re-Modelling	1 - 18
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6	Budget Scrutiny: Reviewing the 2018/19 Budget Position for Corporate and Communities	29 - 30

Agenda produced and published by the Head of Legal and Democratic Services, County Hall, Spetchley Road, Worcester WR5 2NP. To obtain further information or hard copies of this agenda, please contact Samantha Morris 01905 844963 or Alison Spall 01905 846607, email: scrutiny@worcestershire.gov.uk

All the above reports and supporting information can be accessed via the Council's website at [here](#)

Date of Issue: Tuesday, 30 October 2018

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CORPORATE AND COMMUNITIES OVERVIEW AND SCRUTINY PANEL 7 NOVEMBER 2018

LIBRARIES RE-MODELLING

Summary

1. The Corporate and Communities Overview and Scrutiny Panel are asked to consider the attached report on Libraries re-modelling.
2. The Cabinet Member with Responsibility for Communities and the Assistant Director, Families, Communities and Partnerships have been invited to attend the meeting.

Background

3. The Cabinet considered the attached report (Appendix 1) at their meeting on 18th October 2018 and the recommendations at paragraph 1 were approved in full.
4. The report highlights that Council has a statutory duty to provide a comprehensive and efficient library service for Worcestershire. It is up to individual Council's to determine how best to deliver this duty taking into account the needs of the local community and the available resources to provide a modern and efficient library service.
5. The report explains that in May 2011 the Cabinet launched its Libraries Transformation Programme which has resulted in considerable progress being made in the modernising of the Worcestershire library service and ensuring Value for Money. Since 2011/12 over £3.7M of efficiency savings have been achieved through a range of approaches including a property re-modelling programme which has seen 14 libraries co-located with other Council services or with a range of partners including Worcester University, schools and health centres.
6. The next phase of transformation continues to build on progress made, but also seeks to address the Library Service's savings target of £1 million for 2018/19 to 2020/2, as outlined in the Council's Medium Term Financial Plan. The savings of £200,000 for 2018/19 are on target to be met so the focus now is on achieving the remaining savings during the period 2019/20 to 2020/21.
7. In order to meet the above savings target a strategic approach has been taken with a detailed Needs Assessment having taken place, based on 4 key characteristics of library need, namely, deprivation; service isolation; exclusive use of home library site and library activity levels. The headline findings of the outcome of this Needs Assessment process are set out in the Cabinet report.

8. In light of the above and in considering further library transformation, the Cabinet report sets out seven recommendations to shape the County's approach towards the continued transformation process going forward, which include prioritising need, addressing poor value for money and ensuring that the public and stakeholders shape library transformation.

9. Prior to the consultation documents being drawn up, each of the library delivery sites has been tested against seven potential delivery options including reducing opening hours, implementing 'Open libraries' and as a last resort, closing libraries. The results of this exercise are detailed in the Cabinet report.

10. The Panel should be aware that the formal public consultation process with residents, stakeholders and staff is proposed to start on 29 October 2018 and be completed on 2 February 2019. It is hoped that the consultation will encourage communities to get actively involved and help to find local solutions towards retaining a library at the heart of their community. The results of the consultation are to be made known in April 2019 with final recommendations being presented to Cabinet in the Spring.

Purpose of the Meeting

11. The Panel is asked to:

- consider the detailed Cabinet report and recommendations
- Agree any comments to be forwarded to the Cabinet Member
- Agree an approach the Panel would wish to take to scrutinise the Consultation exercise for the duration of the process until next Spring.
- Identify specific areas where they might wish to have very detailed scrutiny involvement.

Supporting Information

Appendix 1 - Report to Cabinet on Libraries Remodelling – [18 October 2018](#) (The Needs Assessment is available electronically via the link above, please refer to supplementary papers for agenda items 4,5 & 6 for access)

Contact Points

Specific Contact Points for this report

Samantha Morris/Alison Spall Overview and Scrutiny Officers Tel: 01905 844963/ 01905 846607

Email: scrutiny@worcestershire.gov.uk

Background Papers

In the opinion of the proper officer (in this case the Head of Legal and Democratic Services) there are no background papers relating to the subject matter of this report.

[All agendas and minutes are available on the Council's website here.](#)

CABINET
18 OCTOBER 2018**LIBRARIES RE-MODELLING**

Relevant Cabinet Member

Mrs L C Hodgson

Relevant Officer

Director of Children, Families and Communities

Recommendation

1. **The Cabinet Member with Responsibility for Communities recommends that Cabinet:**
 - (a) **recognises its statutory duty to provide a comprehensive and efficient library service in Worcestershire;**
 - (b) **agrees to continue with the innovation and transformation programme, launched in May 2011, with an updated set of key principles outlined in paragraphs 13 and 14, and continue to work with partner agencies and community groups in order to provide a service within the future Medium-Term Financial Plan envelope;**
 - (c) **agrees to the updated set of potential options for library service points as outlined in paragraph 24 and that these are used as the model to shape the future of all library provision in Worcestershire;**
 - (d) **notes the headline findings of the Libraries' Needs Assessment and proposed recommendations for the library service delivery offer as outlined in paragraphs 25-32;**
 - (e) **authorises the Director of Children, Families and Communities, in consultation with the Cabinet Member with Responsibility for Communities, to finalise consultation documents and commence public consultation and engagement on the proposed options for libraries service points described in paragraph 38; and**
 - (f) **receives a further report following the outcome of the public consultation process in order to reach decisions about the future of relevant libraries.**

Background

2. Local authorities have a statutory duty under the Public Libraries and Museums Act 1964 'to provide a comprehensive and efficient library service for all persons' in the area that want to make use of it (Section 7). Local authorities have the scope to offer wider

library services beyond the statutory service to other user groups, and the Act allows for joint working between library authorities.

3. The Act does not try to define what a Library service is, but when considering how best to deliver the statutory duty, each library authority (upper-tier local authorities) is responsible for determining, through consultation, the local needs and to deliver a modern and efficient library service that meets the requirements of their communities within available resources.

In fulfilling its duty under the s7(1), a library authority shall in particular have regard to the desirability, amongst other things:

- a) of securing, by the keeping of adequate stocks, by arrangements with other library authorities, and by any other appropriate means, that facilities are available for the borrowing of, or reference to, books and other printed matter, and pictures, gramophone records, films and other materials, sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children; and (s7(2)(a))
- b) of encouraging both adults and children to make full use of the library service (s7(2)(b)).

The general duty under s7(1) of the 1964 Act does not extend "to make such facilities available to persons other than those whose residence or place of work is within the library area of the authority or who are undergoing full-time education within that area".

4. Worcestershire County Council currently meets its statutory duty through the services delivered via twenty-one static libraries, two fully volunteer-run community library links based in village halls at Welland and Martley, a mobile library and a range of digital services and digital content that are accessible on the Council's library web pages.

5. The vision of Worcestershire Library Service is to meet local need and strengthen local communities through the provision of resources, information and guidance that improve reading & literacy, develop skills and promote health & wellbeing in safe and welcoming community spaces that provide a platform for community participation.

6. Worcestershire Libraries' service offer is aligned to the Society for Chief Librarians (SCL) Universal Service Offers and has been designed to meet national library outcomes identified by the Libraries Taskforce in 2016, as well as delivering against Council priorities.

7. The role of libraries within Worcestershire communities has been changing for over a decade and continues to evolve within a challenging financial environment. Traditional library services of book borrowing, computer access and family activities & events are now delivered alongside a comprehensive adult learning programme, targeted reading and literacy schemes, job clubs, job fairs, health and wellbeing services and a varied volunteering programme.

8. Increasing participation in Worcestershire Libraries' digital service offer means that library customers no longer need to visit a library to access all library services. Over 70%

of all renewals and reservations are made online and 2017/18 saw an increase of over 80% in e-book and e-audiobook borrowing.

9. Against a backdrop of increasing digital library access and a national trend of slowly declining participation in traditional library services, almost 50% of Worcestershire Libraries have seen an increase in visitor numbers since 2015/16. This is a result of Worcestershire libraries taking on an increasing role as community hubs, offering 'one stop' access to a range of community services. A wide reaching property re-modelling programme has seen 14 libraries co-located with other Council and third party customer facing services and with a range of partners including: Worcester University, Worcestershire schools, Council service centres, Job Centres, health centres and tourist information services. These co-locations have helped to deliver efficiencies that sustain Worcestershire libraries, whilst ensuring they remain at the heart of community service provision.

10. In 2017/18 there were 2.7 million visits across the full range of statutory Library provision in Worcestershire. Worcestershire library members have access to 650,000 books and audio visual items, which generated over 2.4 million issues (2017/18); and to 4,500 e-books, e-audiobooks, and e-magazines which generated 58,930 downloads in 2017/18 (49% up on 2016/17). The cumulative total of weekly opening hours across the 23 static library locations is 874 hours, ranging from 94.5 hours a week at The Hive to 8.25 hours a week at the community run library link in Welland. The Mobile Library served over 175 villages across Worcestershire and the Library Service at Home delivered books & resources to the homes of more than 400 residents who are unable to get to their local library or a mobile library stop. The Hive is the 8th most-visited library in Great Britain and remains unique in being delivered through a University/local authority partnership.

11. The 2018/19 gross budget and base budget for the Library Service is shown below:

	Gross Base Budget (Inc. all Hive based services) £000	Gross Base Budget (WCC Library services only) £000	Net Base budget (WCC Library services only) £000
2018/19 with The Hive	10,868	8,859	3,760
2018/19 without The Hive	3,883	3,883	2,342

- The Hive is Worcestershire's flagship library accommodating a number of services alongside the integrated public and University library, and with £2.009m worth of costs attributable to other Council service i.e. Worcestershire Hub and Archives & Archaeology.
- £300k of Libraries' overall base budget is funded by Public Health ring-fenced grant and a service level agreement is in place between Public Health and the Library Service, ensuring innovative use of Public Health money to maximise the use of libraries to fulfil duties of promoting independence, improving health and well-being and narrowing health inequalities
- £650k of premises-related income is generated each year through rental income from services co-located in library buildings and from library meeting room hire

- 70% of the overall service budget is spent on staff, with the remaining 30% covering premises, hardcopy and electronic content (books, newspapers, magazines, AV material, online reference sources), IT, service support and service development costs.

Next phase of transformation

12. Considerable progress has been made over recent years in modernising Worcestershire's library services and ensuring value for money. Over £3.7m of efficiency savings has been achieved since 2011/12, when the Libraries Transformation Programme was first launched by Cabinet in May 2011. A range of transformational approaches have been implemented including: a comprehensive property re-modelling programme; a series of staff and management restructures; a reduction in the Mobile Library service; investment in self-service technology; introduction of consortium stock purchasing and direct book delivery.

13. The next phase of transformation continues to build on the key principles agreed in May 2011 which were:-

- (i) Engaging local communities to help shape and deliver the library service;
- (ii) Changing the way libraries look in the future. For example, integration with other services, greater community involvement, use of technology (self-service), increasing the number of community collection points and moving away from the traditional library offer;
- (iii) Recognising that there will be a flexible model of providing library services across the County; and
- (iv) The ability to seize opportunities as they arise in discussions with local communities.

14. For this phase of transformation it is also suggested that a further key principle is added which places a greater focus on **encouraging individuals, families and communities to do more for themselves - where possible - making informed choices and planning for the future, leading to greater self-reliance rather than dependence** to further support the ambition within the Council's Corporate Plan.

15. As part of the Council's Medium Term Financial Plan (MTFP) there is a savings target for the Library Service of £1million from 2018/19 to 2020/21. The table below shows the current profile of these savings across the MTFP. The savings for 2018/19 are on track for delivery therefore the focus of this next phase is on 2019/20 – 2020/21.

	Previous MTFP Savings	Revised MTFP savings (Sept '18)
2018/19	£200,000	£200,000 (actually achieved £360k)
2019/20	£500,000	£340,000
2020/21	£300,000	£300,000
Total	£1,000,000	£1,000,000

16. To meet these savings targets identified for libraries in the Council's MTFP, an approach is required that will substantially transform library service delivery models

whilst balancing need and promoting wider engagement and use of services, within an existing library transformation strategy which puts emphasis on engaging with local communities and implementing new technologies and service delivery models.

17. Previous legal challenges to decisions by other local authorities concerning libraries indicate that major changes to an authority's library service delivery model must be made in the context of a strategic review that is in turn informed by a needs assessment. It is considered that only through the strategic review and needs assessment process, can an authority demonstrate that any proposal to fundamentally change the service delivery model would continue to secure the delivery of a comprehensive and efficient service.

Libraries' Needs Assessment - Overview

18. Worcestershire's libraries needs assessment provides a locally devised framework to describe the relative need for library provision across the county, in terms of demographic need, library location and library use. This will support the identification of a library transformation approach, which ensures that reduced resources are prioritised to meet greatest need according to this framework.

19. The needs assessment lays the foundations for designing that approach in a way that meets the seven common design principles identified by the Libraries' Taskforce for developing, and by implication, transforming library services:-

- i. meet legal requirements
- ii. are shaped by local needs
- iii. focus on public benefit and deliver a high-quality user experience
- iv. make decisions informed by evidence, building on success
- v. support delivery of consistent England-wide core offers
- vi. promote partnership working, innovation and enterprise
- vii. use public funds effectively and efficiently.

20. It also sets out the County's current library service provision and service offer, considering how well it is reaching its resident population; identifying areas of under-representation which will be taken into account when developing transformation options for libraries. It also considers the value for money of the County's libraries and initial public views on current library provision, including preferences for possible new library service delivery models.

21. The needs assessment is based on desk research and on feedback from an initial public engagement survey which ran for four weeks from 9 July 2018 to 5 August 2018. A full, 90 day public and stakeholder consultation will be undertaken from October 2018 to February 2019 to engage local communities in shaping decisions about future library transformation.

22. All aspects of the Council's statutory public library service is within scope of this needs assessment. Provision of non-statutory library services to prisons, schools and the music sector is out of scope and are being reviewed separately.

23. The needs assessment derives its findings from a body of evidence that includes:

- Demographic profiles (age and socio-economic) of library active users and library catchment populations, sourced from ACORN, which categorises neighbourhoods in terms of the characteristics of their resident population
- Indicators of deprivation levels in library catchment populations sourced from LSOA profiles using Office for National Statistics (ONS) data
- Distances and travel times from each library to its closest three service points sourced from AA Route Planner
- Patterns of active library user visiting behaviours to their home library and other libraries sourced from the County's Library Management System
- Patterns of library activity sourced from the Library Management System, MyPC computer booking system and locally collected library data
- Views of local residents sourced from responses to a public engagement survey.

24. Prior to detailed consultation with local stakeholders the Council will assess the strengths, capacity and costs associated with different library service delivery models and will undertake a full appraisal of those models which will include, but will not be limited to:

- i. Maintaining current provision
- ii. Reducing opening hours
- iii. Implementing 'Open Libraries' (unstaffed, self-service periods in libraries with potential to extend opening hrs)
- iv. Transitioning community supported libraries to fully community run libraries
- v. Introducing new, community and/or partner run libraries
- vi. Co-locating with new community services
- vii. As a last resort, closing libraries.

Libraries' Needs Assessment – Findings

25. As highlighted in paragraph 17, in the absence of a standard methodology that measures the absolute level of need for a library in the context of statutory duty, an authority must make a value judgement with regard to assessing need for its library services.

26. The Libraries' Needs Assessment, included in the supporting information, identifies four characteristics of library use, library location and demographic make-up that indicate different aspects of local community need for libraries and which, in combination, build a picture of the overall relative need for Worcestershire's libraries:

- I. Deprivation: indicates local need to access services which improve health & wellbeing, literacy, learning, digital skills and employability;
- II. Service isolation: indicates the relative geographic isolation of each library and accessibility of alternative library provision for its customers (Worcestershire only);
- III. Exclusive use of home library site: indicates the relative reliance on the home site library by its catchment population in terms of visiting patterns to the home-site library and alternative Worcestershire libraries;
- IV. Library activity levels: indicate the reach of each library in terms of the number of: visits, issues, active users, computer use, events attendees and adult learners.

27. Each library (including community run library links at Welland and Martley) has been ranked against the four individual indicators of need. These individual rankings have

then been brought together to produce an aggregate ranking score for each library. Full details can be found in section 6.5 of the Needs Assessment document.

28. A separate exercise has been undertaken in the Needs Assessment to compare each library's percentage share of total service activity in 2017/18 with its percentage share of total library service net expenditure 2017/18. The gap between the two percentages is an indicator of the value for money of each library.

29. To meet its statutory duty the Council must deliver an efficient library service and will consider the value for money of each library when designing its approach to transformation. Value for money data is not, however, an indicator of the population's need for the County's library services and it has therefore been excluded from the overall ranking of library need. It will, however, be considered in the final decision on proposals for libraries and addressing poor value for money is one of the recommendations arising from the Needs Assessment and listed in paragraph 32. Full details can be found in section 7 of the Needs Assessment document.

30. Headline findings of the Needs Assessment are:-

- Libraries with the highest aggregate need are Evesham, Tenbury, Redditch, Kidderminster, Malvern and The Hive. These libraries have high levels of service activity and high proportions of home-site only users as well as mid to high level deprivation
- Tenbury Library's geographical isolation and very high proportion of home site only users places it amongst libraries with highest aggregate need, as does Woodrow Library's high level deprivation and high proportion of home-site only users (despite its close proximity to Redditch Library)
- Libraries with the lowest aggregate need include Catshill, Upton, Bewdley, St John's, and Warndon. These libraries on the whole have low levels of deprivation (other than Warndon), service activity and home-site only users
- Fully volunteer run Library Links at Welland and Martley have low aggregate need for similar reasons
- St John's Library, which has mid-level deprivation, has very low levels of home-site only users and is located at very close proximity to The Hive
- Warndon Library, which has high levels of deprivation, also has a relatively low aggregate need ranking due to its very low levels of home-site only users and many choosing to use The Hive as an alternative
- Bromsgrove library, the main library for Bromsgrove District, has a mid-level aggregate need ranking, largely due to its close proximity to two Worcestershire libraries at Catshill and Rubery and its mid-level ranking of deprivation and home-site only users
- Redditch, Malvern, Kidderminster, Bromsgrove and Evesham provide the most value for money. These are the County's main libraries that have high levels of service activity and have benefited from premises-related income or savings arising from a Libraries' property re-modelling programme. Hagley and Warndon libraries and the County mobile also provide good value for money
- Least value for money libraries are The Hive, Woodrow, Alvechurch, Bewdley, St John's and Rubery
- PFI arrangements at The Hive and Alvechurch Library reduce flexibility to re-model and re-structure at these service points

- Age groups are fairly well represented in the active library user population; the most under-represented age groups being 25-64 (-10.6%), 0-4 (-2%), 75+ (-1.7%) and 65-74 (-0.6%)
- Socio-economic groups are very well represented in the active library user population as a whole, although there is high under-representation of more deprived groups at both Warndon and Woodrow Libraries (-30% and -26%)
- The frequency of library visits increases with age and deprivation
- Current library services identified by the public as being most important are: a free to lend book collection; availability of staff support; being able to travel a short distance to the library; safe and welcoming community space and free computer/wifi access
- Preferred approaches from the public for keeping libraries open are to make them available for community and business use; to deliver other community services, and to co-locate with other services. Least popular approaches are reducing opening hours, implementing open libraries, and implementing community run libraries.

Recommendations for further Library Service Transformation

31. The full libraries' needs assessment can be found in the supporting information. It concluded that in defining its approach to further library service transformation, the Council is led by legal precedent, comments made by the Secretary of State in his Superintendence role and the outcome of High Court Judgements, which define a legal landscape for library change in which:

- there is no clear or absolute definition of what constitutes a, 'comprehensive and efficient' library service as described in the 1964 Public Libraries and Museums Act; nor is there an agreed mechanism for defining the need for that service
- the only way that a library authority can demonstrate that the transformation of its library service will continue to meet its statutory duty of delivering a 'comprehensive and efficient' service, is through a strategic review of that service which is underpinned by a needs assessment
- an authority must make the required value judgements to establish a needs assessment framework which describes the need for its library service
- a 'comprehensive and efficient service' is not determined by the number of libraries provided; but must be understood in the context of available budget.

32. Against this legal background, and based on findings from the needs assessment, the following recommendations are put forward to shape the County's approach to further library transformation.

(a) Prioritise need

The needs assessment has identified the relative aggregate need of each Worcestershire library in terms of four indicators of demographic need, library location and library use, and library activity levels as described in paragraph 26. The Council's transformation approach should prioritise resources on those libraries that have been identified as having the greatest aggregate need when all four indicators have been combined. The ten libraries with the greatest and lowest need in the County are:

	Libraries with greatest aggregate need
1	Evesham
2	Tenbury
3	Kidderminster

	Libraries with lowest aggregate need
1	Catshill
2	Welland (Library Link)
3	Upton

4	Redditch
5	Malvern
6	The Hive
7	Wythall
8	Droitwich
9	Pershore
10	Woodrow

4	St John's
5=	Martley (Library Link)
5=	Bewdley
7	Warndon
8	Broadway
9=	Rubery
9=	Bromsgrove

(b) Address under-representation

The needs assessment has identified demographic groups (both age and socio-economic) in the local population who are under-represented in active library user populations and the service should focus resource on improving library participation of those groups. For example:-

At a library level older age groups (65-74 and 75+) are most under represented at Woodrow, Warndon and Upton while the 0-4 age group is most under-represented at Redditch, Warndon and Broadway.

At a local level the highest under-representation of any group is of residents from most deprived postcodes is at Warndon (- 30.8%) and Woodrow (- 26%). This is followed by the under-representation of second most deprived postcodes at Warndon (-12%).

(c) Address poor value for money

The needs assessment has considered the value for money of each library in terms of its share of total service activity compared with its share of net service expenditure, and has identified the relative value for money of each library. The County's library transformation approach should seek solutions that reduce costs and/or increase participation in libraries which are currently least value for money:

	Most value for money libraries
1	Redditch
2	Malvern
3	Kidderminster
4	Bromsgrove
5	Evesham

	Least value for money libraries
1	The Hive
2	Woodrow
3	Alvechurch
4	Bewdley
5	St John's

(d) Continue to deliver national service offers

The Council's current library service offer is aligned to Society of Chief Librarians (SCL) Universal library offers and is designed to deliver Libraries Taskforce outcomes.

When designing its library transformation approach, the Council should ensure that the service offer continues to reflect these national standards and to deliver a minimum service offer that reflects resident's priorities.

(e) Ensure that public and stakeholders shape library transformation

Working with partners such as District, Town and Parish Councils and the Department for Work and Pensions has proved invaluable in shaping the previous library property re-modelling programme. In this next phase, the Council should therefore continue to work

with partner agencies and community groups to identify local solutions to sustain library provision.

Feedback captured by the County's Phase 1 public engagement survey indicates those aspects of current library service provision that are most valued by the public and those that it considers should comprise the minimum library service offer in the county.

Based on initial public feedback the Council should continue to invest, through the book-fund, in a comprehensive book lending collection which has been identified as being of primary importance to the public.

	Most important aspects of current library provision		Library services that should be included in minimum library offer
1	free book lending collection	1	free book lending collection
2	support from staff	2	safe and welcoming community space
3	being able to walk or travel a short distance to the library	3	free computers and internet access
4	library events & activities	4	reference collection
5	free computer and internet use	5	signposting to information sources & services

(f) Seek income generating opportunities

Irrespective of the transformation approach adopted at each library, opportunities should be sought across libraries to generate service income including: reviewing fees and charges, rent from new co-located occupiers, from making libraries available for community and business hire outside opening hours or through the delivery of wider public services such as the Council's Customer Services offer.

(g) Improve the Public Computer Network

To ensure a public computer network offer and self-service offer that is fit for purpose and consistent across libraries, the Council should invest in an upgrade programme for its computers, printers and self-issue kiosks. Prior to upgrade the service will conduct a review of the pattern of take-up of its computers and printers, to ensure the scale of the public computer network is appropriate.

There has been a steady reduction in public network usage over the last 3 years. Computer usage peaked in 2008 and at its highest was at 50% of available hours. Customers are able to use their own devices with free and easily accessible Wi-Fi available at all library sites. In considering replacing the public network computers, it will be important that the usage data is considered. Recent analysis suggests a reduction of 1/3rd could be considered, excluding The Hive.

Proposals for Library Service Points

33. As indicated in paragraph 24 each Library service delivery point has been tested against 7 potential delivery options:-

- i. Maintaining current provision
- ii. Reducing opening hours

- iii. Implementing 'Open Libraries' (unstaffed, self-service periods in libraries with potential to extend opening hrs)
- iv. Transitioning community supported libraries to fully community run libraries
- v. Introducing new, community and/or partner run libraries
- vi. Co-locating with new community services
- vii. As a last resort, closing libraries.

In addition to these 7 options, consideration has also been given to general staffing efficiencies and income generation activity which includes co-location with other organisations.

34. The table over the page puts forward transformation options by library that reflect prioritisation of service resources on libraries with the greatest aggregate need. Whilst every effort will be made to identify a sustainable service solution for all libraries, closure will remain an option, as a last resort, for those libraries where it has not been possible to identify such a solution and where efforts to identify service wide income generation opportunities have not been successful. If closure does become an option, consideration will also be given to the value for money delivered by the library and the extent to which its service offer meets national library outcomes. This will feed into the decision report in Spring 2019 and a second phase of consultation on proposed closures will follow.

35. Subject to the conclusion of the democratic process, the formal consultation will be launched on 29 October 2018 and will run for over 90 days taking into account Christmas and New Year, ending on 2 February 2019. As part of this consultation a programme of wider engagement with community groups and partners will commence to help facilitate community groups to come together and get more involved in the direct running of library provision. This will also include identifying opportunities for the co-location of services and sharing space with other organisations so services remain at the heart of communities. The ambition is to actively encourage local communities to seize this opportunity and identify local solutions. Therefore, wherever possible, the pace of the consultation will be determined by the interest of local communities in putting forward community-led solutions.

36. Residents, stakeholders and staff will be invited to give their views and make suggestions on the future of library services in Worcestershire based upon the recommendations in the Cabinet report. Local communities will be given an opportunity to comment on their local library service and to help shape solutions, particularly around how a community run library could operate and the Council is keen to hear from anyone who might wish to get involved with the future of their library. The consultation is aimed at all Worcestershire residents and approaches will be taken to encourage responses from residents who are not library customers and from groups who are less likely to respond.

The consultation feedback will be collated via an Online Questionnaire.

The consultation will broadly consist of:

- Questions relating to county-wide actions and themes, for example, promotion and increase of income generation opportunities at Library Service points
- Outline proposals by library group, with detailed questions designed to ensure residents have all the necessary information to hand, to make informed comments.

The consultation will be promoted through a range of channels including:

- engaging with customers in libraries and on the mobile library
- Council Member and Key Stakeholder Briefings, outlining all key information and initiating community discussions for potential solutions
- engaging with stakeholders and target user groups
- information on the Council's website
- press and social media campaigns
- displaying posters and consultation material in all libraries.

The results of the consultation will be made available on the Worcestershire County Council Website in April 2019. This is to allow for a period of robust analysis of the data collected.

37. Following the consultation a full review of findings will take place, adjustments will be made, and final recommendations will be presented to Cabinet for approval in Spring 2019.

38. Proposed options for library service points:

Need Ranking	Cost efficiency ranking	Library	Maintain current provision	Reduce opening hrs	Implement Open Library (and extend opening hours)	Transition to full community library	New co-location	New community run library	Ranking Highlights
1	5	Evesham	X						Low deprivation. high level of home site only use, high activity, 6.3 miles to closest library
2	15	Tenbury		X	X		X		No deprivation, high home site only use, mid activity, 13.7 miles to closest library
3	3	Kidderminster	X						Mid level deprivation. mid level of home site only users, high activity, 3.6 miles to closest library
4	1	Redditch	X						High activity, Mid level deprivation, high level of home site only use, 2 miles to closest library
5	2	Malvern	X						Low deprivation. mid level of home site only users, high activity, 7.4 miles to closest library,
6	21	The Hive	X						High deprivation, highest activity, high home site only users, 0.8 miles to closest library
7	11	Wythall		X	X				No deprivation, high number of home site only users, mid activity, 5.1 miles to closest library
8	9	Droitwich		X	X		X		Low deprivation, mid home site only users, high activity, 5.2 miles to closest library,
9	13	Pershore		X	X				No deprivation, mid-level of home site only users, mid activity, 7 miles to closest library,
10	20	Woodrow		X			X		High deprivation, 2 miles to closest library, low activity, high level of home site only users,
11=	12	Stourport		X	X				Mid level deprivation, low level of home site users, mid activity, 4.4 miles to closest library,

Need Ranking	Cost efficiency ranking	Library	Maintain current provision	Reduce opening hrs	Implement Open Library (and extend opening hours)	Transition to full community library	New co-location	New community run library	Ranking Highlights
11=	6	Hagley		X		X			No deprivation, high level of home site only users, low activity, 5.8 miles to closest library
13	19	Alvechurch		X	X			X	No deprivation, 3.7m from closest library, mid activity levels, high home site only use
14=	4	Bromsgrove			X				Low deprivation, mid home site only users, high activity, 1.9 miles to closest library
14=	16	Rubery		X	X		X	X	No deprivation, high level of home site only users, mid activity, 3.7 miles to closest library
16	10	Broadway		X		X			No deprivation, mid-level home site only users, low activity, 6.3 miles to closest library
17	7	Warndon		X	X		X	X	High deprivation, low level of home site only users, mid activity, 2.5 miles to closest library
18=	18	Bewdley		X	X			X	Low deprivation, low number of home site only users, low-mid activity, 3.6 miles to closest library
18=		Martley	X						No deprivation, 7.5 miles from nearest library, low home site only use, very low activity levels
20	17	St John's		X	X		X	X	Mid-level deprivation, very low level of home site only users, mid activity levels, 0.8 miles to closest library
21	8	Upton-upon-Severn		X		X			No deprivation, low level of home site use, low activity levels, 7.4 miles to closest library
22		Welland	X						No deprivation, 5 miles from nearest library, low home site only use, very low activity levels
23	14	Catshill						X	No deprivation, low home site only users, low activity levels, 1.9 miles to closest library, close to 3 libraries, poor value for money

Legal, Financial and HR Implications

39. A reduction in staffing hours is likely to result in compulsory redundancies for front-line library staff. This reduction will also have an impact on the Library management structures, where reductions would also be made to ensure the management remained efficient. Formal consultation will be held and due process followed with staff at the point of implementation.

40. Details of the financial savings and budgets are set out in paragraphs 11-17. The cumulative impact of the proposed changes is expected to realise the £800K savings.

41. At this stage in the process the recommendations within this report seek to consult wider and consider the feedback on the options set out in this paper. The majority of savings will come from staff and property-related costs. However, at this stage as no decision is being taken no further comments on the timing or likelihood of savings or cost can be provided. Following consultation and approval of options financial advice will be updated to feed into the decision making process.

Privacy, Public Health, Equality and Diversity Impact Assessments

42. The potential Public Health and Equality Impacts of current proposals will be jointly assessed and recorded. There are clear synergies regarding the potential impact for Protected Groups (listed in Equalities legislation) and residents who could be impacted from a Public Health perspective. A joint assessment will enable the Council to identify and better understand the combined impact of proposals.

Supporting Information

- Appendix - Libraries Needs Assessment – available electronically

Contact Points

County Council Contact Points
County Council: 01905 763763

Specific Contact Points for this report
Hannah Needham, Assistant Director of Families, Communities and Partnerships
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Email: hneedham@worcestershire.gov.uk

Background Papers

In the opinion of the proper officer (in this case the Director of Children, Families and Communities) the following are the background papers relating to the subject matter of this report:

Agenda and background papers for the meeting of the Cabinet held on 26 May 2011

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CORPORATE AND COMMUNITIES OVERVIEW AND SCRUTINY PANEL 7 NOVEMBER 2018

SCHOOL LIBRARY SERVICE

Summary

1. The Assistant Director of Families, Communities and Partnerships has been invited to this meeting to discuss the Officer Executive Decision dated 4 October 2018 to discontinue the Schools Library Service. There are agreements in place until the end of October and the service will be decommissioned and closed by 30 November 2018.

Background

2. Following concerns expressed by some members, it was agreed at the Overview and Scrutiny Performance Board (OSPB) on 25 October 2018, that the Panel would invite the Assistant Director of Families, Communities and Partnerships to its meeting to discuss and clarify the detail of the Officer Executive Decision.

3. The reason for the decision as detailed on the Record of Executive Officer Decision attached at Appendix 1 was based on the declining sign up for the service which has led to increasing budgetary pressures, and inability to cover costs without a revised SLA and costing structure.

4. Members have been provided with briefings throughout the process, which are attached at Appendices 2, 3 and 4.

Purpose of the Meeting

5. The Panel is invited to:

- Discuss the Officer Executive Decision to discontinue the Schools Library Service dated 4 October 2018 and the information provided in the Member Briefings dated 25 May, 13 July and 23 October 2018 with the Assistant Director of Families, Communities and Partnerships; and
- in light of the discussion, determine what course of action it would wish to take.

Supporting Information

Appendix 1- Record of Executive Officer Decision – 4 October 2018: The School Library Service

Appendix 2 - 25 May 2018, Member Briefing: School Library Service Notice

Appendix 3 - 13 July 2018, Member Briefing: School Library Service Notice

Appendix 4 - 23 October 2018, Member Briefing: School Library Service (SLS) Notice

Specific Contact Points for this Report

Alison Spall and Samantha Morris, Overview and Scrutiny Officers, 01905 846607/8444963, scrutiny@worcestershire.gov.uk

Background Papers

In the opinion of the proper officer (in this case the Head of Legal and Democratic Services) the following are the background papers relating to the subject matter of this report:

[All agendas and minutes are available on the Council's website here.](#)

WORCESTERSHIRE COUNTY COUNCIL APPENDIX 1
RECORD OF OFFICER EXECUTIVE DECISION

Item	Outcome
Date Of Decision	4 th October 2018
Decision Maker	Hannah Needham
Brief Description Of Decision	The decision has been made to discontinue the Schools Library Service. Agreements are in place until the end of October. The service will be decommissioned and closed by 30 th November 2018.
Reason(s) For Decision	Declining sign up for the service has led to increasing budgetary pressures, and inability to cover costs without a revised SLA and costing structure.
Alternative Options Considered And Rejected	Schools were offered the opportunity to sign up to a revised SLA, based on a new financial model. The revised charges were sent to the original 15 schools plus an additional seven schools who had expressed an interest. Only 3 out of 22 schools replied yes, 5 schools didn't reply and 14 schools declined the offer.
Any Conflict of Interest declared by a consulted Cabinet Member/ any dispensation granted	N/A

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25 May 2018

Member Briefing

Re: School Library Service Notice

Provision of school library services is the responsibility of individual schools and is funded directly from their budgets.

Worcestershire County Council offers a Schools Library Service (SLS) to schools within the LA who can select from a range of services to support their library provision. The service doesn't form part of the local authority's statutory duties under the Public Libraries and Museums Act 1964 and is provided separate to the main public libraries service.

The SLS provided to schools by Worcestershire County Council is delivered by a small team of staff to only those schools, who subscribe on an annual basis using funding from their budgets. In 2018/19 the total estimated costs full year effect to provide the SLS service for 2018/19 is £140k.

The number of schools subscribing to Worcestershire's SLS has declined steadily since 2001/2002 from 216 (75.5% of total LEA schools served) to 52 in 2018/19 (24% of total LA schools served). As a result of this decline, the funding model in place is no longer adequate to cover the overall running costs of the service. Initiatives taken over recent years to promote additional buy-in to the service have proved unsuccessful and the current scheme is no longer financially viable. Continuing to support the service is putting a financial pressure on Worcestershire County Council's budget to offset any deficit (estimated in excess of £40k for 2018/19).

To mitigate the financial risk to WCC we have today written to all 52 schools that subscribe to SLS to advise them that their existing SLS Service Level Agreements are due to end on the 31st August 2018 and that it is our intention to not renew these contracts. Schools would under this proposal be responsible for making alternative arrangement for provision of their schools library service from the 1st September 2018.

We have invited schools to comment on this proposal and have set out a range of alternative options so that we can continue to build links with school through the public libraries service. A copy of the letter is attached to the briefing which schools have until the 25 June to submit their response.

A staff consultation will run concurrent to the above process with affected staff it is expected that closure of the service will lead to staff redundancies.

Hannah Needham
Assistant Director CFC

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13th July 2018

Member Briefing

Re: School Library Service Notice

I write to follow up on my briefing to you dated 5 June 2018, in order to update you on the output of the recent engagement with schools, in relation to the provision of the School Library Services

My briefing on the 5 June explained that Worcestershire County Council offers a traded Schools' Library Service (SLS) to schools across Worcestershire, who can select from a range of services to support their library provision. The service does not form part of the local authority's statutory duties under the Public Libraries and Museums Act 1964 and is provided separate to the main public libraries service.

SLS is delivered by a small team of staff to schools, who subscribe on an annual basis using funding from their budgets. It has seen a gradual but steady decline in take-up and income since 200/2001. The total number of schools buying into the service has fallen from 216 to 52 and over the same period, income from schools has fallen 64% from £378.2k to £112k per annum.

As a result of this decline, the SLS funding model in place is no longer adequate to cover the overall running costs of the service. To avoid continuing strain on Council finances, a proposal had been put forward to close SLS when existing contracts with schools end on the 31 August 2018. I wrote to all schools at the beginning of June inviting them to comment on this proposal, as well as seeking feedback on a range of alternative options. Schools had until the 29 June to submit their responses.

A total of 64 schools responded to the survey. From the 64 responses:

- 38 (59.38%) of responding schools also use their local public library.
- 27 (42.19%) of responding schools would be interested in purchasing specialist library advice/consultation from WCC Library Service to help to design, manage and plan your school library provision.
- 54 (84.38%) of responding schools would be interested in buying book stock if the service were to close.
- 25 (39.06%) of responding schools wished to explore the option of a three year SLS contract with WCC, based on increasing costs, to ensure that the full cost of providing the service is met.
- 6 (9.38%) of responding schools were interested in considering a different delivery model (e.g. mutual) that involved schools directly running the service themselves.

This feedback, along with a range of comments from schools, has indicated the importance of the service to a core group of subscribing schools and a real appetite amongst those schools to explore approaches for sustaining the service.

We are therefore proposing to extend all existing contracts with schools until the end of the first half of the autumn term. This will allow time for work to be carried out in proposing a new model and costing structure for schools which we will share with schools in early September. The cost of the new package is likely to incorporate a flat

fee and a per pupil rate that are higher than current rates and which will ensure that we can offer a sustainable, high quality and fit for purpose service to schools. All schools will be invited to sign up to a 3 year contract based on the revised terms. We will be reliant on a critical mass of schools to agree to this new approach in order to break even as we cannot sustain a SLT that costs the Council money.

In addition to this, we are also following up discussions that we have had with other Local Authorities, in relation to them extending their reach and offer into Worcestershire. This is a potential fall-back position, if our new model and pricing structure is not acceptable to schools and we have to close Worcestershire's School Library Service, as it would mean that current subscribing schools would not be left without any service.

Therefore at this stage we are not proposing to stop delivering the service, just remodel and re-price. I will provide any further update early in September on the new model and the feedback we have received from schools.

Please don't hesitate to contact me directly if you have any questions or queries.

Hannah Needham
Assistant Director CFC

Member Briefing

23rd October 2018**Re: School Library Service (SLS) Notice**

I write to follow up on my briefing to you dated 13 July 2018 in which I proposed to extend all existing contracts with schools until the end of the first half of the autumn term. This was in response to the feedback from the engagement survey which indicated the importance of the service to a core group of subscribing schools and a real appetite amongst those schools to explore approaches for sustaining the service.

The extension to existing contracts allowed time for work to be carried out in proposing a new model and costing structure for schools which we then shared with schools in early September.

The cost of the new package incorporated a flat fee and a per pupil rate that were higher than current rates and designed to ensure that we could offer a sustainable, high quality and fit for purpose service to schools. The new pricing model was prepared by Schools Finance and put forward to:

- 15 schools who had expressed an interest through the school engagement survey and
- 7 other schools highlighted by the SLS Manager who had not responded to the survey but had informally expressed an interest in considering a revised pricing model.

Of the 22 schools contacted with details of the new pricing model, only 3 indicated that they would continue to subscribe to SLS on revised terms.

Having considered this final feedback from schools, a decision has been taken to close SLS when current contracts with schools end on 2 November 2018, on the grounds that there is insufficient demand for Schools Library Services from Worcestershire schools to ensure the financial viability of the service. As I outlined in my 13 July 2018 briefing, we were reliant on a critical mass of schools to agreeing to this new approach in order to break even as we could not sustain a SLS that costs the Council money. Unfortunately, this has not been achieved.

Schools will be put in touch with Library Services of neighbouring authorities who have expressed an interest in providing library services to Worcestershire Schools, and with the Schools Library Association who provide a minimum SLS offer to schools.

Where the school library requirements of Worcestershire schools are not met by this alternative provision, consideration will be given to the feasibility of extending the public library service offer to meet those requirements. SLS stock will be offered schools to purchase as part of the service de-commissioning process.

Schools received a communication on 19 October 2018 to inform them of the decision to close and SLS contracts with schools will end on 2 November 2018. A plan is being prepared to identify timescales for service de-commissioning. This will include collection of stock from subscribing schools and sale of stock to schools. We expect this process to be completed by 14 December 2018, but the date is subject to change depending on the amount of time required to decommission the service.

Please don't hesitate to contact me directly if you have any questions or queries.

Hannah Needham
Assistant Director CFC

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CORPORATE AND COMMUNITIES OVERVIEW AND SCRUTINY PANEL 7 NOVEMBER 2018

BUDGET SCRUTINY: REVIEWING THE 2018/19 BUDGET POSITION FOR CORPORATE AND COMMUNITIES

Summary

1. As part of the Council's development of the 2019/20 budget, the Overview and Scrutiny Panels and the Health Overview and Scrutiny Committee will be reviewing the 2018/19 budget position at their November meetings, prior to consideration of the 2019/20 draft budget at their meetings in January 2019.
2. The Cabinet Members with Responsibility for Transformation and Commissioning and Communities and the Director of Commercial and Commissioning, Director of Economy and Infrastructure, and the Assistant Director of Families, Communities and Partnerships have been invited to this meeting.

Background

3. The Council's draft budget for 2019/20 will be presented to Cabinet on 13 December 2018. In advance of this meeting, it was agreed at the Overview and Scrutiny Performance Board on 26 September 2018 that in November the Overview and Scrutiny Panels and HOSC would review the 2018/19 budget position by discussing progress made against current saving plans and where costs are being reduced/avoided and also start to look at pressures and ways of managing demand.
4. The Cabinet Members with Responsibility for Transformation and Commissioning and Communities and the Directors of Commercial and Commissioning and Economy and Infrastructure, and the Assistant Director of Families, Communities and Partnerships have been invited to present the 2018/19 budget position and how challenges are being addressed.

Purpose of the Meeting

5. Panel Members, in liaison with other Members present, are asked to:
 - review the current position and offer comments to the appropriate Cabinet Member
 - consider whether any further information is required ahead of the January discussion of the draft 2019/20 budget.

Contact Points

Specific Contact Points for this Report

Samantha Morris / Alison Spall, Overview and Scrutiny Officers, Tel: 01905 844963 / 846607

Email: scrutiny@worcestershire.gov.uk

Background Papers

In the opinion of the proper officer (in this case the Head of Legal and Democratic Services) the following are the background papers relating to the subject matter of this report:

- Agenda and Minutes of Cabinet on 27 September - available on the Council website [here](#)
- Agenda and Minutes of the Overview and Scrutiny Performance Board on 26 September (Member Update) and 28 June 2018 (Budget Scrutiny 2019/20) – available on the Council website [here](#)