

**CABINET**

**13 MARCH 2018**

**DIRECTOR OF PUBLIC HEALTH: LUCY WIGHTMAN  
DIRECTOR OF CHILDREN, FAMILIES & EDUCATION: LESLEY HAGGER**

**CABINET MEMBERS WITH RESPONSIBILITY FOR PUBLIC HEALTH AND WELLBEING, CHILDREN'S SERVICES AND EDUCATION AND TRANSPORT, HIGHWAYS AND ENVIRONMENT: COUNCILLORS SYLVIA HUGHES, MATTHEW GOLBY, IAN MORRIS**

Subject:	Library Service – Moving Forward
Recommendations:	<p>1. That Cabinet agrees to the proposed approach, actions and timescales, which are presented in this Report in relation to the implementation of the Libraries Option 2 budget decision made by Council on the 28<sup>th</sup> February 2018.</p> <p>2. That Cabinet agrees that delegated authority be given to the Director of Public Health in consultation with the Director of Children, Families and Education and the Cabinet Members for Public Health and Wellbeing, Children's Services and Education and Transport, Highways and Environment to make any decisions required regarding the decommissioning arrangements for libraries, including associated children's centre considerations.</p> <p>3. Note that consultation will commence by 23<sup>rd</sup> March 2018 regarding universal children's services and Children Centre provision and that a further paper will be presented to Cabinet in July regarding the outcomes of this consultation.</p>

**1. Purpose of report**

Following the decision at Council on the 28<sup>th</sup> February regarding Library Services, this paper has been developed to provide clarity regarding the arrangements for the implementation of the Libraries Option 2.

This includes arrangements for communities to become independent libraries as well as decommissioning arrangements for those libraries progressing to closure.

This report takes account of the work required in relation to Children Centre provision and the work that may need to be undertaken following the decommissioning of buildings for the provision of library services.

## 2. How this decision contributes to the Council plan

The Council's vision is to make Northamptonshire a great place to live and work. This is achieved through increasing the wellbeing of your county's communities and/or safeguarding the county's communities.

This initiative specifically delivers increased wellbeing and/or safeguarding by ensuring that:
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| <ul style="list-style-type: none"><li>• Resources are utilised effectively and efficiently, in coordination with partners and providers.</li></ul> |
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## 3. Background and proposal for implementation

The following section identifies the recommendations that were agreed in the Report to Council on 28<sup>th</sup> February and the associated actions needed to deliver the recommendations.

### 3.1 Recommendation 5.2.2.2 from the Council Report – 28<sup>th</sup> February 2018.

**That Option 2 is supported and that a Strategy is developed to support the delivery of Northamptonshire Library and Information Service.**

#### Actions required to support implementation:

- April – June 2018 – Library Service Strategy implementation
- July 2018 – Library Service Strategy progress update presented to Cabinet

### 3.2 Recommendation 5.2.2.3 from the Council Report – 28<sup>th</sup> February 2018.

**That the Council pursue those expressions of interest where interested parties have indicated that they wish to purchase or lease their library building.**

#### Actions required to support implementation:

- All Northamptonshire libraries remain open until 31<sup>st</sup> August 2018
- There is a period of two months from 1<sup>st</sup> April to 31<sup>st</sup> May 2018 to allow interested parties to express their interest to deliver an independent library provision either through the purchase of the freehold building or through a lease arrangement where this is the only option. A proforma for formal Expressions of Interest will be developed and made available on request for interested parties before 1<sup>st</sup> April 2018.

An independent library is one that sits outside of the statutory provision and all aspects of its delivery and operating costs are met by the group or organisation running the library. This will include items such as books and

arrangements for managing and renewing stock, membership arrangements, opening hours, staffing and all matters relating to the property and the running costs of the property. This model offers considerable freedom to the group or organisation in determining how they wish to develop their provision. An independent library may wish to contract with a provider of library services for some or all of its library support. There are a number of potential providers of such contracted support, and NCC recognise that it will be only one within the market.

- For libraries where there is interest to purchase or lease a building for use as an independent library, which has been accepted by the Council, an individual project plan is put in place with key milestones which will include a full business plan demonstrating affordability and dates agreed between NCC and the purchaser or lessee. Subject to all key milestones being met, these library buildings will be kept operating until 30<sup>th</sup> September as staffed libraries. It is expected that any legal process required in relation to the completion of a property sale or a lease agreement will be completed by this date.
- During the Libraries Consultation period there were some interested parties that expressed an interest in providing a library service from an alternative building. In order that the widest possible consideration is given to how Independent Libraries might be provided, Offers will also be invited from these interested parties (subject to the same timescales), to deliver independent library provision in alternative premises, instead of exercising the option to buy or rent existing library buildings.
- For libraries where there is no serious expression of interest in purchasing the building for use as an independent library, library service staffing would be removed on or before 31<sup>st</sup> August 2018.

### **3.3 Recommendation 5.2.2.4 from the Council report – 28<sup>th</sup> February 2018.**

#### **That an Independent Library Service contract is developed**

##### **Actions required to support implementation:**

- March and April 2018 – a model Service Level Agreement is developed in relation to the provision of an Independent Library Service.
- May 2018 – where interested parties have expressed an interest in the purchase or lease of a library property for use as an independent library, meetings are held with these parties to ascertain whether the party wishes to procure its library stock and support from Northamptonshire County Council. NCC recognises that its Service Level Agreement (SLA) will be only one solution to achieving an independent library and that parties may wish to explore the wider market before choosing a supplier or deciding on no supplier at all.

- That where a party who is purchasing or leasing a library building for use as an independent library, a one-off gift to the party is made of at least 80% of the existing library stock where this is considered desirable by the party. NCC reserve the right to remove items of stock from the library for instance sole copies of titles prior to the gift being made.
- That where a party who is purchasing or leasing a library building for use as an independent library, fixtures and fittings would form part of the agreement.
- That all other items pertaining to delivery of a library service eg computer hardware and self-serve terminals are removed prior to the completion of the sale unless specifically included in the SLA.

In relation to NCC delivering services that support independent libraries, these will be developed into a model service level agreement. The indicative outline below is presented to allow interested parties to consider the feasibility of investing in a Independent Library SLA.

### **Bronze Package**

Books delivered to site at the preferential prices through NCC buying contract with current NCC library supplier – non-serviced, not shelf ready

Approximately 500 books for £6000 over one calendar year.

### **Silver Package**

Serviced shelf-ready books in jackets at preferential prices through NCC buying contract for use on their chosen Library Management System (LMS) or Browne issue system not supplied by NCC.

Approximately 500 for £6,500 over one calendar year.

### **Gold Package**

Serviced shelf-ready books in jackets at preferential prices through NCC buying contract for use on their chosen Library Management System or Browne issue system not supplied by NCC.

Approximately 500 for £6,500

NCC Library Management System (LMS), one scanner, one terminal, system support, catalogue, procedure manual

£3500 per annum

One –off set up costs for LMS in current library location to include one initial training session

£1,750 one-off cost

(set-up costs for LMS in location other than existing library will be charged at cost)

Professional support by telephone/ email

£600 per annum

### **Platinum Service Bolt-ons**

LMS as above plus self-service terminal

£650 per terminal per annum

Staff or Volunteer Training session

£500 per trainer per day (6.5 hours exclusive of breaks)

Stock selection/ individual specification for the library

£450 one-off cost

Participation in national literacy programmes eg Bookstart, Summer reading challenge

Charged at cost

Professional NCC Library support visit

£100/ hour plus travel

The following items would need to be arranged by the Independent Library themselves:

- Arrangements for donated books
- Newspapers
- Magazines
- DVDs and other media
- Children's resources other than bookstock
- Stationery
- Shop stock/ items for retail sale
- Wi-fi
- Public access computers
- Printing/ scanning
- Telephones
- Additional fixtures and fittings beyond those agreed as part of the sale of the property
- All building and staffing related matters including insurances, health & safety, licences

**3.4 Recommendation 5.2.2.5 from the Council report – 28<sup>th</sup> February 2018.**

**That a decommissioning plan and timetable is developed and implemented from 1st April 2018 that includes a renewed Library timetable in the remaining libraries focussed on meeting peak customer demand.**

**Actions required to support implementation**

- Sunday opening ceases in all Northamptonshire libraries from 8<sup>th</sup> April 2018
- For the 8 large libraries retained, opening hours from 1<sup>st</sup> April 2018 are

Monday to Friday 9am-6pm  
Saturday 9am-5pm

- For the 7 medium libraries retained, opening hours from 1<sup>st</sup> April 2018 are

Monday – Friday 9am-5pm  
Saturday 10am – 2pm

- For the 21 remaining libraries earmarked for closure

1<sup>st</sup> April to 31<sup>st</sup> August 2018 each library open a minimum of 3 days per week with a timetable to be advertised to offer customers clarity over opening days and times.

September 2018

For libraries progressing to sale to interested parties for use as an independent library, a minimum of 3 days per week until such time as the Independent Library SLA comes into force on or before 30<sup>th</sup> September 2018.

For those libraries progressing to closure, a published timetable to allow customers opportunity to return books. Library closes to public on or before 31<sup>st</sup> August 2018 depending on opening days.

**3.5 Recommendation 5.2.2.6 from the Council report – 28<sup>th</sup> February 2018.**

**That an extended Library to You service is implemented to support customers who find accessing a static library difficult in light of decommissioning of the current mobile library.**

**Actions required to support implementation:**

- That the emerging Library Service strategy referenced above includes specific actions to promote the extension of the Library to You provision, including the prioritisation of volunteer recruitment, and active identification of those customers who may benefit from the service.

### **3.6 Recommendation 5.2.2.7 from the Council report – 28<sup>th</sup> February 2018.**

**That children centre provision continues for a further period of three months in Designated Children Centre libraries whilst proposals for re-provision of these services is prepared.**

The recommendation above was presented and agreed at Council in February. Further work has now been undertaken and the recommendation has changed to enable a twelve week consultation to be undertaken beginning on the 23<sup>rd</sup> March 2018. Please see section 5 below for further details.

Below is some background information regarding Children Centre provision:

The Local Authority has a statutory duty to deliver Children's Centre services.

This dates from the 2006 Childcare Act and subsequent guidance of 2013.

The legislation requires the Local Authority to:

Improve the well-being of young children in their area and reduce inequalities between them;

- Make sure that early childhood services are provided in an integrated manner;
- Ensure that partners work together to commission early childhood services;
- Make arrangements for sufficient Children's Centres, so far as reasonably practical to meet local need;
- Ensure there is consultation before any significant changes are made to Children's Centre provision in the area; and
- Consider whether early childhood services should be provided through Children's Centres in the area; and that this legislation is currently under review.

The definition of a Children's Centre in the Childcare Act 2006, as amended by the Apprenticeships, Skills, Children and Learning Act 2009, is a place, or a group of places

- a) which is managed by or on behalf of, or under arrangements made with, an English local authority, with a view to securing that early childhood services in their area are made available in an integrated manner;
- b) through which each of the early childhood services is made available; and
- c) at which activities for young children are provided, whether by way of early years provision or otherwise.

The Council recognises the importance of the provision of support for parents and children in their early years. There is much evidence that identifies that pregnancy and early childhood impacts on physical and emotional health all the way through to

adulthood. Supporting good maternal health is important to give babies the best start. The prevention of adverse childhood experiences in pregnancy and early years is vital. During the first 2 years of life the brain displays a remarkable capacity to absorb information and adapt to its surroundings. Positive early experience is therefore vital to ensure children are ready to learn, ready for school and have good life chances.

Parents and carers have the biggest influence on their child's early learning. Talking and reading to a baby can help stimulate language skills right from birth.

Language skills help children to develop a range of cognitive skills that are crucial for their development, including working memory and reading skills. This can help prepare children so that they are ready to learn at 2 and ready for school at 5.

The provision of universal children centre services supports provision that the Council already commissions for parents and young children, these include:

- The provision of 0-19 service delivered by health visitors and school nurses
- Provision of the free entitlement to Early Years settings for delivery of childcare and education for 2,3 and 4 year olds.
- Provision of targeted children centre services in areas of higher need. A list of these sites are included in Appendix 1.

Given the decision of Council on the 28<sup>th</sup> February regarding Libraries provision, the Council will now commence detailed consultation on Children Centre provision and the delivery of universal children's services. Whilst these issues are related, it must be understood that a designated children's centre relates to a physical premises at a specific location, and the provision of services is about a description of services that can be delivered via a number of different buildings or locations.

### **Actions required to support implementation:**

- That the universal children services provision is developed based on a set of principles that the provision will need to achieve.
- That a consultation be conducted on the overarching service and model.
- That the services and interventions are;
  - to be based on local need
  - in line with the evidence base and high quality
  - accessible to all families with children under 5
  - compliment partners work in the system working with the same population group such as Health Visitors and Early Help teams etc.
  - take into consideration the target populations views and use these views to review and adapt service provision
  - meet Public Health grant conditions and good value for money
  - well evaluated and transparent about service users
- That the model will be community based, working in areas of greatest need to address inequalities, complimenting exists health and children's services.

#### 4. Property Implications

- 4.1 In the first instance properties are to be offered for sale or to lease to interested parties to operate an independent library service. As identified above interested parties will be asked to confirm their intention to operate an independent Library service for their community by the end of May 2018. If the building has an historical DFE grant attached to it, an agreement between interested parties and NCC will be developed regarding the provision of 0-5 children's services.
- 4.2 If buildings are surplus to requirement for library services, and there is an historical DFE grant attached to the property for children centre provision there will then be consideration regarding whether the properties are required for 0 - 5 Children's Services. Children's Service publish a Sufficiency Strategy, and this will help guide these plans.
- 4.3 Only when the considerations above have been made will the Council declare the buildings surplus to requirement.

#### 5. Consultation and Scrutiny

A 12 week consultation regarding provision of Children Centres and Universal children services will commence by the 23<sup>rd</sup> March 2018. Service users and the public will have be able to provide feedback via:

- an online questionnaire hosted on the Council's website;
- written submissions by post or email;
- attendance at public events held during April/May 2018 in each of the District and Borough's affected
- Using social media: Tweeting @mycountycouncil or posting comments on the mycountycouncil Facebook page;
- Signing or submitting a petition or e-petition

#### 6. Equality Screening

<b>Reason that no EqlA is required</b>	<b>as appropriate</b>
The paper is for information only	
The proposal/activity/decision has no impact on customers or the service they receive	
The proposal impacts upon staff but the proposed staffing changes will not affect the service that customers receive*	
Other (Please explain further)	X

The Library proposals have been subject to ongoing equality impact assessment. This process will continue as the library strategy is developed and where further consultation regarding children centres and universal children services is undertaken.

Equalities Impact Assessments undertaken as part of the 2018-19 budget setting process relating to the Library Service can be found here:

<http://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/budgets-and-spending/Pages/review-of-library-services-in-northamptonshire.aspx>

## 7. Alternative Options Considered

Decommissioning the 21 libraries over a shorter period of time was considered. However this would not allow communities adequate time to consider the feasibility of becoming an Independent Library which would be contrary to the recommendations approved by Council as part of the 2018/ 19 budget setting process.

Decommissioning the 21 libraries over a longer period of time was also considered. Whilst this would be advantageous for customers who wish to continue using their current library, this would compromise the ability of the service to deliver the savings outlined in the budget. This would undoubtedly lead to further measures being needed across the Council to deliver the necessary savings.

## 8. Financial Implications

8.1 The savings achieved by the implementation of Libraries Option 2 are detailed in the 28<sup>th</sup> February Council budget paper and the measures and detailed implementation timetables within this report do not put at risk the delivery of the budget proposals agreed by Council.

The purpose of this paper is to determine arrangements for implementation to allow these savings to be achieved.

What benefits will the proposal deliver?	<i>This proposal will deliver the following benefits:</i> <ul style="list-style-type: none"><li>• The required 2018/2019 budget savings</li><li>• A consistent approach to implementation of the budget proposal in the context of a wide variety of circumstances for individual libraries and their communities.</li><li>• Access to universal children's centre provision in a manner which delivers maximum impact and value for money.</li><li>• Increased potential for capital receipts from the sale of property</li></ul>
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## 9. Risk and Business Continuity Management

1. Risk(s) associated with the proposal

Risk	Mitigation	Residual Risk
Budget savings not delivered	Project management capacity has been allocated to cover the transfer and decommissioning process to ensure that timelines and milestones are met to allow budget savings to be delivered.	Red/ <b>Amber</b> /Green
		Red/Amber/Green
		Red/Amber/Green

2. Risk(s) associated with not undertaking the proposal

Risk	Risk Rating
Legal challenge in relation to provision of Children's Centre services in Northamptonshire.	<b>Red</b> /Amber/Green
	Red/Amber/Green
	Red/Amber/Green

Author:	Name: Lucy Wightman Team: Public Health
Contact details:	Tel: 01604 Email:
Background Papers:	
Does the report propose a key decision is taken?	No
If yes, is the decision in the Forward Plan?	
Will further decisions be required? If so please outline the timetable here	Further report to be presented to Cabinet in July 2018
Does the report include delegated decisions? If so, please outline the timetable here	
Is this report proposing an amendment to the budget and/or policy framework?	NO
Have the financial implications been cleared by the Strategic Finance Manager (SFM)? Have any capital spend implications been cleared by the Capital Investment Board (CIB)	YES/NO Name of SFM:  YES/NO
Has the report been cleared by the relevant Director?	YES Name of Director: Lucy Wightman
Has the relevant Cabinet Member been consulted?	YES Cabinet Member: Sylvia Hughes

Has the relevant scrutiny committee been consulted?	NO Urgent paper agreed by Cllr Legge
Has the report been cleared by Legal Services?	YES Name of solicitor: ??
Have any communications issues been cleared by Communications and Marketing?	YES/NO Name of officer:
Have any property Issues been cleared by Property and Asset Management?	YES Name of officer: Rob Scott
Procurement/ Contractual Implications: <ul style="list-style-type: none"> <li>• Have you evidenced compliance with the Council's Contract Procedures Rules?</li> <li>• Have you identified where you are seeking Cabinet to approve an exemption from the Contract Procedure Rules and detailed the risks and mitigations?</li> <li>• Have you identified any EU or UK legislative risks associated with the exemption process such as non-compliance with the Public Contract Regulations Act 2015, transparency and open competition?</li> <li>• Have you identified the procurement or contractual risks associated with a contract?</li> <li>• Has the contract/procurement been subjected to the Council's Commercial Board?</li> </ul>	N/A Name of officer N/A (This should be Damon Lawrenson signature who chair's Commercial Board with People and Places Directors and Head of Procurement)
Are there any community safety implications?	There are no community safety implications identified.
<i>Are there any environmental implications:</i>	There are no environmental implications identified.
Are there any Health and Safety Implications:	NO
Are there any Human Resources Implications:	NO There are no new HR implications as a result of this paper. HR implications were identified within the paper to Council on 28 <sup>th</sup> February 2018.
Are there any human rights implications:	YES/NO (Please delete as appropriate)
Constituency Interest:	All