Leicestershire County Council

CABINET – 23 NOVEMBER 2016

PROGRESS REPORT ON IMPLEMENTATION PLAN FOR COMMUNITIES AND WELLBEING STRATEGY 2016-20

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

PART A

Purpose of the Report

1. The purpose of this report is to provide an update to the Cabinet regarding the implementation of the Communities and Wellbeing Strategy 2016-20, with particular regard to the collections hub, market town and shopping centre libraries, and ongoing reviews.

Recommendations

2. It is recommended that:

   a) The progress on the implementation of the Communities and Wellbeing Strategy 2016-20 be noted;

   b) The Director of Adults and Communities be authorised to develop a full SMART library implementation plan and 'roll-out' schedule across the County Council funded libraries, subject to the feedback on the initial pilot;

   c) A further progress report be submitted to the Cabinet in Autumn 2017.

Reasons for Recommendations

3. The implementation of the Communities and Wellbeing Strategy will enable the new model for the delivery of services to be implemented over the Medium Term Financial Strategy (MTFS) period whilst continuing to fulfil statutory duties and meet the budgetary requirements and efficiency targets detailed in the MTFS.

Timetable for Decisions (including Scrutiny)

4. The Adults and Communities Overview and Scrutiny Committee will be provided with an update on the implementation of the Strategy in Autumn 2017.

Policy Framework and Previous Decisions

5. The Strategy takes into account a range of legislation, national standards, local strategies and plans as well as nationally published strategic reports. Further details of these are referenced in Part B below.

6. The previous MTFS, for the period 2014/15-2017/18, approved in February 2014 included reductions to budgets across the Communities and Wellbeing Service.

7. In September 2014, the Cabinet approved a remodelling of the library service. Progress made towards the creation of a new service is regularly reported to the Cabinet and the Adults and Communities Overview and Scrutiny Committee.

8. On 12 January 2016, the Cabinet approved a period of consultation on the draft Strategy for the Communities and Wellbeing Service.

9. On 17 February 2016, the Council approved the MTFS for 2016/17 to 2019/20 which included £1.9 million savings for the Communities and Wellbeing Service to be delivered by 2018/19.

10. On the 18 July 2016, the Cabinet noted the results of the consultation and approved the Communities and Wellbeing Strategy 2016-20, authorising the Director of Adults and Communities to action and develop an implementation plan subject to further reports being made to the Cabinet and the Adults and Communities Overview and Scrutiny Committee as appropriate.

11. More detail on the strategic context is given in paragraphs 20 and 21 below.

Resources Implications

12. The Communities and Wellbeing Service's net budget for 2016/17 is £5.2 million. In line with the Council's MTFS this is will reduce to approximately £3.9 million per annum from 2019/20. Given the scale of these savings, service delivery will have to change significantly. The implementation of the Strategy provides the basis upon which these savings will be delivered.

13. The current implementation plan is dependent on the development of robust business cases for two areas of work, detailed in paragraphs 30 a) and b) below. Both of these would require capital investment/invest-to-save funding in order to realise the MTFS savings required.

14. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

15. This report has been circulated to all Members of the Council via the Members' News in Brief.

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PART B

Background

16. The Communities and Wellbeing Service (the Service) is part of the Council's Adults and Communities Department and comprises a range of cultural, educational and support services including:

    - Libraries;
    - Museums and Heritage sites;
    - Record Office of Leicestershire, Leicester and Rutland (ROLLR);
    - Care Online;
    - Leicestershire Adult Learning Service (LALS);
    - Creative Leicestershire;
    - Creative Learning Services.

17. These services are delivered across a range of venues including 16 market town and shopping centre libraries, the Record Office, Museums in Loughborough, Melton Mowbray and Market Harborough, Bosworth Battlefield, the 1620s House and Gardens at Donington le Heath, and the Century Theatre in Coalville.

18. LALS delivers an accredited and non-accredited learning offer across over 130 community venues. As the majority of LALS funding is received through the Skills Funding Agency (SFA) a separate strategy for this service is being developed and it is not included in the Communities and Wellbeing Strategy.

Legal and Policy Context

19. The legal and policy context surrounding the services has been previously summarised in the report to Cabinet dated 12 January 2016 and is attached as Appendix A. Of note is the obligation for the local authority to deliver a 'comprehensive and efficient' library service which it determines according to local need and analysis, and the statutory regulation around the provision of an archive and record service.

Strategic and Financial Context

20. The services that the Communities and Wellbeing Service provides can be mapped as contributing to a range of current local strategies. These include:

    - Leicestershire County Council Medium Term Financial Strategy 2016-2020;
    - Leicestershire County Council Strategic Plan 2014-2018 (Leading Leicestershire: Transforming Public Services);
    - Leicestershire Communities Strategy 2014 (currently being reviewed);
    - Better Care Together Five Year Strategic Plan 2014-2019;
    - The Adult Social Care Strategy 'Promoting Independence, Supporting Communities' 2016-2020;
    - Joint Health and Wellbeing Strategy for Leicestershire 2013-16 (currently being reviewed);
    - Digital Leicestershire.

21. The outcomes of this contribution can be summarised as :

- Contributing to Leicestershire's cultural environment;
- Promoting local tourism;
- Investing in people through supporting employment and skills;
- Building the resilience and capacity of communities to support themselves and vulnerable individuals and families, reducing demand on public services;
- Supporting communities groups to take over relevant services and to work alongside the Council to design and deliver services;
- Supporting initiatives to build social capital;
- Promoting and facilitating access to universal services;
- Improving access to information and advice;
- Contributing to the prevention and reduction agendas of public health and social care;
- Enabling the customer shift to online services.

22. A number of national strategic reports have also influenced the Strategy for the Service. A summary of these is attached as Appendix B.

23. By 2020/21 the Communities and Wellbeing Service budget will be £3.9 million, a reduction of £1.3 million from the current 2016/17 budget of £5.2 million.

24. It was recognised that in order to deliver the savings target a revised service strategy was needed; one that moved away from the direct provision of services and instead supported communities to manage their own delivery and access.

25. The Strategy explains how the Communities and Wellbeing Service will develop and enable access to leisure, heritage, learning and creative services in the future and how it will contribute to the Council's key strategies relating to children and families, adult social care, health, the economy, digital access, tourism and skills by working in partnership with other organisations and local communities.

Implementation Progress

26. It was acknowledged that implementation of the Strategy would be particularly challenging due to the financial envelope available and the scale of the required reduction.

27. Current work is based on a vision for the Service that is made up of the following elements:

- A network of County Council funded venues that incorporates innovative use of technology that can reduce staff cost and increase public access to some venues (principally libraries);
- The continuation of statutory and non-statutory elements of the Service;
- A single collections hub for a publically accessible base for all museum, archive and educational resources;
- A re-modelled and flexible workforce that continues to support a network of community managed and independent libraries and museums.

28. Recognising the contribution that the Service can make to the strategies and outcomes noted in paragraphs 20 and 21, there is also potential to explore how elements of the service can add value to adult social care and health and consider how alternative funding to support targeted work can be realised, either through outcome-based commissioning, or the use of personalised budgets. For example, specifically commissioned provision to support adults with particular needs, e.g. mental ill health.

29. A programme management approach has been taken to the Strategy's implementation which involves the co-ordinated management of transformation projects and 'business as usual' change management activities.

30. Progress to date with potential transformation projects is as follows:

    a) SMART Libraries – The implementation of SMART library technology at 15 of the Council's 16 market town and shopping centre libraries (the shared and open plan layout of Harborough Library means this technology would not be viable) will allow these venues to open and function in self-service mode. It enables customers to 'swipe' their library card to obtain entry to and exit from the library and provides self-service issue and discharge kiosks for borrowing, returning and renewing items (including the payment of charges). This will enable reductions in staffing costs whilst also offering the potential to increase opening hours. Early indications are that circa £300,000 savings per year will be delivered.

       A full business case with a detailed analysis of the outcomes, benefits, costs, savings and risks is currently being prepared.

       Subject to the necessary approvals, it is intended that initial implementation of SMART library technology will start at Syston library early in 2017. The 'lessons learned' and feedback gathered during this period will be used to inform the development of a full implementation plan and 'roll out' schedule for the other libraries.

    b) Collections Hub - The development of a single 'collections hub' for the curation and access to all museum collections, archives and educational resources will enable reductions to staffing and the delivery of associated savings, whilst also responding to issues relating the current five storage venues and improving the service for customers.

       Initial work to identify the building features, requirements and development issues required to facilitate a collections hub, has led to the preparation of an outline business case. This indicates that up to £400,000 per annum could be delivered through efficiencies in staffing, premises and operating costs.

    c) Service Restructure – The scale of change arising from the Strategy's implementation will require the delivery of a redesigned Service structure and associated Workforce Strategy.

       An initial Service structure, which takes into account the functions required in the future, is currently being developed. The structure will be dependent upon, and be informed by, the progress outlined in a) and b) above.

31. With regard to the ‘business as usual’ change management activities, progress to date is as follows:

a) Electronic Point of Sale (EPOS) Replacement - The procurement and implementation of a new EPOS system for museum and heritage venues which will better meet the needs of the service and deliver savings.

   Procurement of a new EPOS system is currently underway with a view to the new system being in place for April 2017.

b) Targeted Services Review – A review of the different specialist work offered by the service and subsequent development of a model for the future delivery of targeted services will ensure that the required outcomes of future service delivery are clearly defined, appropriately marketed, and contribute to outcomes based commissioning.

   Initial work to map current targeted service provision and to investigate the value of the service offer to social care and health services, has been completed. This has indicated that further work is required to engage with social care and health stakeholders to consider the feasibility of providing alternative funding for these services through outcomes-based commissioning or the use of personalised budgets. Stakeholders will include Public Health and Adult Social Care.

c) Home Library Service Review – A review of the existing service to identify a model for the future which is consistent and increases the efficiency of the service, whilst managing demand.

   Work is underway to review current operations to ensure there is a consistent approach across the service and to explore the introduction of eligibility criteria in order to help manage demand against the staffing and volunteer resources available.

d) Care Online Review - A review of existing service provision for people at risk of digital exclusion in order to produce an options appraisal for the future viability of the service.

   Work is underway to identify all activity currently undertaken and to determine whether the service is sustainable in the future, and this will be used to develop an options appraisal to inform an appropriate way forward.

e) Green Plaques Scheme Review – A review of existing service provision to recognise people and places associated with local heritage and identify options for future delivery which will produce savings and increase efficiency.

   A review of the Green Plaque scheme is scheduled to begin in 2017.

32. Delivery of these projects and activities are to be completed over the MTFS term and will be overseen by the (officer) Communities and Wellbeing Strategy Steering Group which governs the agreed workstreams and any associated business activities. In addition, regular progress of this work is reported to the Departmental Transformation Delivery Board and where appropriate to the Corporate Transformation Board.

Alternative Options

33. The work outlined above will determine whether the delivery of the Strategy is feasible within the vision outlined in paragraph 27. If there is a shortfall in meeting the MTFS requirements then further options will need to be explored. These are:

    a) The provision of statutory only services built around library and archive services. This would in effect mean the closure of all other non-statutory services.

    b) A review of the future sustainability of the network of 16 council funded libraries across market town and shopping centre areas.

Background Papers

Report of the Cabinet to County Council, 18 February 2015 “Medium Term Financial Strategy 2015/16- 2018/19” - http://ow.ly/SbldW

Report to the Cabinet, 7 October 2015 “Future Strategy for the Delivery of Library Services” - http://ow.ly/DIx8301Y9pb

Report to the Cabinet, 18 July 2016, Communities and Wellbeing Strategy 2016-20” http://ow.ly/v05P305YFli

Appendices

Appendix A - Legal Context Summary for Libraries, Museums, Archives and Learning Sector
Appendix B - National Strategic Context Summary for Libraries, Museums, Archives and Learning Sector
Appendix C - Communities and Wellbeing Strategy Equality and Human Rights Impact Assessment

Relevant Impact Assessments

Equalities and Human Rights Implications

34. The Equality and Human Rights Impact Assessment (EHRIA), is an overarching impact assessment of the Communities and Wellbeing Strategy. This EHRIA was considered by the Departmental Equalities Group at its meeting in July 2016 and is attached as Appendix C.

35. Individual EHRIAs will be completed for each of the transformation projects and ‘business as usual’ activities which are required to implement the Strategy. However, the EHRIA and the consultation responses to date identify the potential impact of various aspects of the Strategy’s implementation on children, young people and other vulnerable groups such as older people and those with disabilities. These impacts will need to be fully considered together with any steps that may be required to mitigate any adverse impact.