



CABINET – 15 SEPTEMBER 2017

**PROGRESS WITH THE IMPLEMENTATION OF THE
COMMUNITIES AND WELLBEING STRATEGY 2016-2020**

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

PART A

Purpose of the Report

1. The purpose of this report is to advise the Cabinet of the work undertaken to implement the Communities and Wellbeing Strategy 2016-2020 (attached as Appendix A) and seek approval to progress a number of actions to enable the next phase of implementation.
2. This report focuses on SMART library technology, a Collections Hub, the Green Plaque scheme, Care Online, the mobile library service, the Portable Antiquities Scheme, and the Century Theatre.

Recommendations

3. It is recommended:
 - a) That the results of the SMART library pilot at Syston library and the business case for SMART libraries be noted;
 - b) The Director of Adults and Communities be authorised to implement full SMART library technology (Option 2), as outlined in the Business Case attached as Appendix B, where possible, within the following libraries:
 - Ashby de la Zouch;
 - Blaby;
 - Birstall;
 - Broughton Astley;
 - Coalville;
 - Earl Shilton;
 - Glenfield;
 - Hinckley;
 - Loughborough;
 - Lutterworth;
 - Melton Mowbray;
 - Oadby;
 - Shepshed;
 - Wigston Magna.

- c) The options appraisal for the development of a Collections Hub be noted and a full business case be submitted to the Cabinet in 2018;
- d) That the Director of Adults and Communities be requested to carry out further work, including any necessary consultation and engagement with partners, stakeholders and service users, to:
 - i) Develop a more sustainable and cost-effective delivery model for the Green Plaque Scheme;
 - ii) Develop proposals to decommission the Care Online service;
 - iii) Explore the decommissioning or possible development of a new model for the British Museum sponsored Portable Antiquities Scheme;
 - iv) Review the Mobile Library Service to improve efficiency;
 - v) Explore possibility of transferring the Century Theatre, Coalville, to alternative management;
- e) That it be noted that further reports will be submitted to the Cabinet as appropriate regarding progress with d) i)-v) above;
- f) That it be noted that the current structure of the Communities and Wellbeing Service will need to be revised having regard to the proposed changes outlined in this report.

Reasons for Recommendations

- 4. The recommendations will enable the full implementation of the Communities and Wellbeing Strategy, which has been developed to fulfil statutory duties, meet budgetary requirements and the efficiency targets detailed in the Medium Term Financial Strategy (MTFS) and to provide a basis for the planning, commissioning and delivery of services.
- 5. The introduction of SMART library technology across the County-funded library network will realise circa £230,000 per annum savings whilst potentially increasing hours of access. Of the 16 libraries in the network, Market Harborough library is the only library where it is not proposed to have SMART technology installed. This is due to its layout and shared use arrangements.
- 6. The creation of a Collections Hub could realise circa £350,000 per annum savings whilst also providing a modern enhanced facility for the area.
- 7. It is considered that the balance of £750,000 savings can be achieved through a blend of remodelling or decommissioning of the Mobile Library Service, the Green Plaque scheme, the Care Online service, the Portable Antiquities scheme, transferring the Century Theatre and an end point restructuring of the Communities and Wellbeing Service.

Timetable for Decisions (including Scrutiny)

8. The Adults and Communities Overview and Scrutiny Committee will consider this report on the 12 September 2017 and its comments will be reported to the Cabinet.
9. Subject to the Cabinet's approval of the recommendations in this report, it is proposed to begin procurement of the SMART library technology immediately with a view to commencing the installation programme early in 2018.
10. The full business case for the creation of a Collections Hub will be reported to Cabinet in 2018.
11. The consultation outcomes and accompanying recommendations on changes to provision detailed in d) i)-v) will be the subject of further report(s) to the Cabinet during 2018.

Policy Framework and Previous Decisions

12. On 18 July 2016, the Cabinet approved the Communities and Wellbeing Strategy 2016–2020, "Providing Less: Supporting More" authorising the Director of Adults and Communities to develop an implementation plan, subject to further reports being made to the Cabinet and the Adults and Communities Overview and Scrutiny Committee as appropriate.
13. On 22 February 2017, the Council approved an MTFS saving of £1.3 million for the Communities and Wellbeing Service to be delivered by 2020/21.

Resources Implications

14. The Communities and Wellbeing Service's net budget for 2017/18 is £5.3 million. In line with the Council's MTFS, this will reduce to approximately £4.1 million per annum from 2020/21. It is recognised that given the scale of these reductions service delivery will change significantly. The Strategy provides the basis upon which these savings will be delivered.
15. To date the service has delivered £600,000 of saving towards the original £1.9 million target, through a range of measures including staffing efficiencies and a review of museums and heritage, including Snibston Discovery Museum at Coalville.
16. The Service has also made a number of investments in its infrastructure and sustainability; this included the refresh of the 1620s House and Garden, improvements to library meeting rooms and increased broadband capacity in a number of libraries.
17. Learning from work in developing SMART libraries has evidenced the benefits of a dedicated project resource to support timely delivery and minimise any potential impact to ongoing service delivery. The service has developed a detailed resourcing plan to ensure that different project strands can run concurrently and to time.
18. SMART Libraries and the Collections Hub require capital investment and the associated revenue savings will only be realised once those elements of the programme have been completed.

19. 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

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

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PART B

Background

21. The Communities and Wellbeing Service (the Service) is part of the 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 Learning Services.
22. These services are delivered across a range of venues including 16 market town and shopping centre libraries, the ROLLR, Museums in Charnwood (Loughborough), Melton Mowbray and Market Harborough, Bosworth Battlefield, the 1620s House and Garden at Donington le Heath and the Century Theatre in Coalville.
23. As the majority of LALS funding is received through the Education and Skills Funding Agency a separate strategy for this service is being developed and therefore is not within the scope of this report.

Implementing the Communities and Wellbeing Strategy

24. The Strategy was approved by the Cabinet in July 2016, following a consultation exercise, the main elements of the vision being:
 - A network of County Council funded venues that incorporate 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 Collections Hub to provide a single publically accessible base for archival, educational and museum resources;
 - A re-modelled and flexible workforce that continues to support a network of community managed and independent libraries and museums.
25. The Service has taken a holistic approach to the implementation of the Strategy, co-ordinating major project activity, e.g. SMART libraries, alongside 'business as usual' changes. This helps the Service to consider all developments in terms of their impact across the service area and identify dependencies at an early stage.
26. SMART libraries and the Collections Hub are key strands of the programme and require substantial capital investment; the achievement of the associated revenue savings are dependent on delivering the programme to schedule.
27. Progress in relation to the key areas of development is set out below.

SMART libraries

28. In November 2016, the Cabinet authorised the Director of Adults and Communities to undertake a pilot of SMART library technology at Syston library. The technology enables customers to 'swipe' their library card to obtain entry to and exit from the library and provides self-service kiosks for borrowing, returning and renewing items, (including the payment of charges) without staff support. This will offer the potential for increased opening hours, whilst enabling reduction in staffing costs.
29. On 14 March 2017, SMART library technology came into use at Syston library. The feedback and lessons learnt from this has informed the completion of a detailed business case. Further details are given in paragraph 30-40 below and in Appendix B.

Business Case

30. The business case (Appendix B) presents the baseline position and two options for development:
 - Option 1 - the replacement of the 30 existing self-service kiosks that currently deal with the majority of loans and returns and require replacement due to contract expiration. The kiosks are installed in the 16 market town and shopping centre libraries
 - Option 2 - the installation of full self-access technology, which would include kiosks.

Option 1: Kiosk only replacement

31. There would be a small ongoing revenue saving from negotiating new contract prices for the kiosks. It would present minimal service change for library users, reduce instances of kiosk breakdown, and address compliance issues around contactless card payments.
32. As there would be no reduction in staff there are no associated revenue savings. It would not be possible to increase opening hours at no additional cost.
33. This option would require the service to identify other action to achieve the £230,000 per annum saving requirement.

Option 2: Full SMART library Implementation - Preferred Option

34. This option would deliver the £230,000 savings requirement, principally through a reduction in staffed hours. It would increase customer access to libraries, through extended (unstaffed) opening hours, reduce instances of kiosk breakdown, and address compliance issues around contactless card payments.

Syston - SMART library pilot scheme

35. In March 2017, the Syston pilot, 'Library Plus' began on and customer feedback on this was sought via online and paper surveys between 8 May and 23 June. Details are given in Appendix C. In summary:

- 13 of the 41 respondents (31%) had joined the library specifically to take advantage of Library Plus;
 - Most respondents said that Library Plus had made no difference to how easy or difficult it was to access library services as a whole;
 - 50% of respondents indicated that Library Plus had made it easier to borrow a book;
 - 19 comments received were positive about Library Plus. The five negative comments concerned the possibility of faulty equipment and lack of staff to provide help;
 - Most respondents rated the induction as good or very good, with only one rating it as poor;
 - The most popular reasons for signing up for Library Plus were to: visit the library more often, Library Plus hours suiting their needs better, and trying something new;
 - Most respondents rated their experience of using Library Plus as good or very good; none rated it as poor or very poor;
 - The most popular times for staffed hours were 10 am to midday;
 - The most popular times for Library Plus hours were 8–9 am and 4-5pm.
36. With respect to the small number of concerns raised the proposal includes the replacement/upgrade of the self-service kiosks and associated maintenance arrangements. A direct line to Property Services has been installed allowing users to report issues.
37. The key messages from the pilot are:
- Opening hours have increased by 30 hours per week;
 - 125 library customers had registered to use Library Plus after four weeks of operation;
 - A number of enquiries about using the venue during unstaffed hours for additional community activity have been received;
 - People registered for Library Plus to be able to visit the library more often and at a time more convenient for them;
 - If staff hours were reduced and Library Plus hours increased it would make no difference to the way that they used the library.
38. Robust safety measures were put in place to mitigate health and safety issues that might arise during non-staffed hours, including:
- CCTV systems that are monitored by officers across the County;
 - Full registration and induction procedures - a separate registration process to enable library users aged 16 and over to use the service;
 - Liaison with fire, insurance and safety representatives in carrying out risk assessments.
39. No serious incidents were reported during the operation of Library Plus at Syston.
40. The full business case, together with the experience collected from the pilot have informed a recommendation to progress Option 2; the roll-out of full self-access technology, including kiosks, across the remainder of the library network with the exception of Market Harborough. The shared use arrangements and an open plan

layout at the Market Harborough library means that full self-access technology is unfeasible. The library will be included in the kiosk replacement programme.

Collections Hub

- 41 A Collections Hub would enable the public access to a range of cultural resources, in particular archival and museum collections, through a single centralised facility which provides secure and environmentally sound storage.
- 42 The service currently houses collections at the Record Office, Wigston and sites in Lutterworth, Barrow, Coalville and Glenfield.
- 43 The Service has consulted with the partner organisations which fund the ROLLR, the Leicester City and Rutland Councils, on the shared need to resolve the future storage requirements for the Record Office and the potential additional opportunities the creation of a Collections Hub would offer, which might also be of interest to them.
- 44 Both partners initially expressed an interest in the proposal to resolve the storage issues for Record Office storage, and also to support their storage requirements for museum collections.
- 45 Preliminary investigations showed the space requirements for the City's museum storage, combined with the County's requirements and the Record Office, are too large to be feasible given the available locations in the City, or reasonably close to it. Therefore, this initial idea is not being pursued.
- 46 Following work by the City Council on their current museum storage provision they are now clear that they do not have a requirement for any new/additional museum collections storage as part of a joint Collections Hub.
- 47 The City Mayor has indicated interest in the Record Office development in principle and the City would be prepared to make a capital contribution towards the costs of the development, but it would need to be linked to financial savings for the City with regard to their revenue contribution towards the Record Office running costs.
- 48 A high-level options appraisal based on a footprint of 5,000 square metres for the Hub has been undertaken in order to estimate the indicative costs associated with each option. In summary the following three potential options are proposed to be taken forward as part of the full business case:
 - A new build on County Council owned land (capital costs of £10m-£14m);
 - A refurbishment of an existing County Council owned building (£6.3m-£8.2m);
 - A refurbishment of a non-County Council owned building (£11.7m-£13.6m excluding acquisition costs).
- 49 It is envisaged that the creation of a centralised facility would support an integrated staffing model across Archives, Creative Learning Services and Museums, releasing the potential for savings from a new shared structure. In addition, there would be financial and non-financial savings as a result of reducing the number of buildings used by the Service and releasing buildings for sale, alternative use, or saving on the payment of commercial rents.

- 50 The business case will also consider the options and costs of addressing the Record Office storage requirement separate of the Collections Hub, as this issue will require resolution regardless of any decision in relation to the development of a Hub and would remain a significant capital investment and development project for the County Council.
- 51 The business case would test current assumptions around requirements, co-location of services, and develop a detailed design with costings.
- 52 The Hub project would be a major capital investment for the Council, and would address its statutory requirements around the provision of an archive and record keeping service, ensuring the provision of storage space of sufficient capacity and quality for the next 25 years. It would provide the opportunity to create a modern facility for the region designed to ensure that access to the invaluable cultural assets held by the Council on behalf of local people is maintained and enhanced for current and future generations.
- 53 It is recommended that a full business case is developed and submitted to the Cabinet in 2018.

Future Structure of the Communities and Wellbeing Service

- 54 Work on a flexible and responsive staffing structure for Communities and Wellbeing is being developed. It is currently based on assumptions that the service will:
 - continue to operate through existing public venues;
 - continue to operate a mix of statutory and non-statutory cultural provision;
 - roll-out SMART library technology;
 - develop a Collections Hub;
 - decommission, or significantly remodel, the areas of provision detailed in paragraphs 57-75 below.
- 55 Based on those assumptions, the full £1.3 million saving target to 2020/21 can be achieved. The MTFS savings target represent a further 22% reduction of the current Service budget and options for delivering the savings are now limited.
- 56 Alternative models to deliver the savings, should either SMART libraries or the Collections Hub not be progressed, are also being considered, for example increasing the use of volunteers across the nine shopping centre libraries. However, indications are that alternative models present a higher level of risk to financial and service delivery.

Re-modelling/Decommissioning Services

- 57 A small number of services have undertaken a high-level review to determine options for their future:
 - Care Online;
 - The Green Plaque Scheme;
 - The Portable Antiquities Scheme;
 - Mobile Library Service;
 - Century Theatre.

Care Online

- 58 Care Online provides training, ICT equipment and telephone support to enable people to use IT to increase their independence. Approximately 300 people use the service each year of which 100 people are new referrals. The service costs circa £100,000 per year and the majority of the cost is staffing resource.
- 59 A high unit cost of around £330 per user means that it is not considered viable to continue to operate this service in its current form. A number of other high-level options have been explored to:
- Outsource the service to a different provider;
 - Transform the service model;
 - Decommission the service.
- 60 Outsourcing the model would not achieve the savings required as it is considered unlikely that alternative voluntary groups/organisations could deliver the service and the commissioning process itself would incur further costs.
- 61 The skill set that exists within the current service may be reshaped to assist with other departmental digital agendas such as the development of a customer portal (a project that will seek to enable service users to engage digitally with social care services).
- 62 It is therefore proposed to develop detailed proposals to decommission the service and explore if there are opportunities to utilise the skills, knowledge and expertise to enhance social care delivery and explore referral options for service users. Subject to the Cabinet's agreement, this will be the subject of consultation with stakeholders and service users and a further report submitted to the Cabinet for decision.

Green Plaque Scheme

- 63 The Council's Green Plaque Scheme was launched in December 2013, inviting residents to nominate and vote for Leicestershire people and places they believe are worthy of commemoration.
- 64 The scheme has proved popular with the general public casting over 6,000 votes in the latest round of nominations and to date 24 plaques have been awarded. However, given the significant pressure on the Council's revenue budget, a more efficient delivery model is required to continue to deliver the scheme. The delivery costs will be reviewed with a view to suggesting options for a remodelling of the scheme.

Portable Antiquities Scheme (PAS)

- 65 The PAS is hosted by the County in partnership with British Museum (BM). The scheme was established to promote the recording of chance finds and broaden public awareness of the importance of such objects for understanding our past. Objects are reported to a local Finds Liaison Officer (FLO) who records them and adds them to a publically accessible database - www.finds.org.uk.
- 66 The County Council has employed the FLO for the Leicester, Leicestershire and Rutland area (LLR) since 2002. The approved functions of the FLO are set by the

BM and include recording archaeological finds on the PAS database, working with individuals, groups and partners to forward the work of the PAS and Treasure Act, organising educational activities, exhibitions and displays, reporting Treasure to the Coroner and liaising with local partners around Treasure cases, and managing volunteers supporting the scheme. The terms of the agreement with the BM mean that the FLO is not able to engage in duties outside the remit of PAS.

- 67 The BM distributes grants to partner organisations to support the employment of the FLOs. The grant was originally made on a three-year basis, with the agreement that the local partner would make a 10% contribution towards the costs of the scheme (5% cash, 5% in kind). Over the last five years the grant has moved to an annual arrangement and the local partner contribution has risen to 23%.
- 68 The direct costs of the scheme in 2017/18 are projected to be £33,763. The BM contributes £26,040 leaving a shortfall of £7,723. The County Council has not applied a hosting/management fee (normally 20% of the value of a programme). Whilst the annual financial shortfall is small the County Council as the employer would bear any redundancy costs should the grant reduce or the scheme come to a close.
- 69 It is proposed to engage with the BM and key stakeholders locally, (Leicester City and Rutland Councils) on the future of the scheme in LLR with a view to identifying a sustainable model and/or decommissioning the current scheme.
- 70 It is understood that the BM is commissioning consultants to review the PAS and it would be helpful to align outcomes of the two reviews which, assuming there was no major change to the grant in the interim, would come into effect from April 2020.

Mobile Library Service

- 71 The Mobile Library Service currently visits around 250 communities across Leicestershire and makes circa 400 individual stops. It has been ascertained that 14% of these stops attract no visitors and that 46% of stops there are less than three customers. An indicative cost per unique service user is around £190.
- 72 It is therefore proposed to review the Mobile Library Service to explore the options for reducing costs and increasing engagement. The review will focus on streamlining the service to reduce staffing and vehicle costs, but may also include options to decommission aspects of the service. Engagement with users of the service will form part of the review.

Century Theatre

- 73 The Century Theatre in Coalville provides a varied programme of arts activity, ranging from recent cinema releases to musical acts and theatrical productions. The theatre is owned and managed by the County Council and its successful operation depends on the support of a number of skilled volunteers, who provide the essential technical support, as well as catering and front of house support.
- 74 Since January 2017, the Council has been working with stakeholders to discuss the potential opportunities for the Century Theatre to grow and develop as a community arts venue.

- 75 The County Council is liaising with North West Leicestershire District Council, which has an interest in ensuring there is access to arts provision in Coalville and the surrounding area. It is proposed to undertake further engagement to look at future management options in liaison with the Theatre Trust, the national advisory body for theatres.

Conclusion

- 76 If the recommendations within this report are approved, the Service will deliver £230,000 of savings from the roll-out of SMART libraries; provide a robust business case for a Collections Hub and finalise work around the future structure, which would deliver the remainder of the £1.3 million saving by 2020/21.

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, 18 July 2016 “Communities and Wellbeing Strategy 2016-2020” <http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=4604&Ver=4>
- Report to the Cabinet, 23 November 2016 “Communities and Wellbeing Strategy 2016-2020 - <http://politics.leics.gov.uk/ieListDocuments.aspx?MId=4607>

Appendices

Appendix A – Providing Less: Supporting More - Our Vision and Strategy for Communities and Wellbeing 2016-2020

Appendix B – Full Business Case for SMART Libraries

Appendix C – Syston Library self-access (Library Plus) survey: July 2017

Appendix D - Equality and Human Rights Impact Assessment on SMART Libraries

Relevant Impact Assessments

Equalities and Human Rights Implications

- 77 An Equalities and Human Rights Impact Assessment has been completed for SMART libraries and is attached as Appendix D. This indicates that key protected groups that may be affected by the introduction of self-service are children and young people, and people with disabilities.
- 78 An individual improvement plan will be required for each library where the technology is installed and will help ensure that the staffed hours are appropriate for each library and that mitigating actions reflect local circumstances and need.