OVERVIEW AND SCRUTINY BOARD

Report subject	**BCP Council Libraries – Update on Library Strategy Development**
Meeting date	9 December 2024
Status	Public Report
Executive summary	This report updates Cabinet on progress being made with the future library strategy following consultation with the Public during May and June 24. It also provides Cabinet with the Needs Assessment document which has been developed to aid the evaluation of any future proposed change. The report sets out the next phase of work to determine recommendations in relation to the future library service model and explains the connection with the wider asset management work which is underway organisationally to seek efficiencies around the corporate estate. It is anticipated that the key elements of the future library strategy will be presented no late than end May 2025, including potential options on a site-by-site basis.
Recommendations	**It is RECOMMENDED that Cabinet:** (A) notes the content of the report and outcomes of the Public Consultation (B) notes and comments on the planned tranches of work to define the service offer and the options appraisal process regarding buildings (C) approves the timescale of no later than end of May 2025 for presenting the key elements of the future library strategy
Reason for recommendations	The purpose of this report is to update Cabinet on the progress made on developing the BCP Library Strategy and to seek endorsement around the key recommendations and next steps.

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Wards	Council-wide
Classification	For Update and Information

Background

1. On 7 February 2024, Cabinet approved a process to inform BCP's first Library strategy which aims to create a sustainable future for the service.

2. A public consultation programme commenced on 7 May 2024, to gain the views of the community. Five separate surveys were made available seeking the views of Adults, Children aged from birth to school year 4, and Young People aged between school year 5 and 13. In addition, we surveyed the users of the Home Library Service and created an Easy Read questionnaire for those with learning disabilities.

3. The Adult and Children's surveys were hosted online and paper versions made available in all twenty-four library branches. The consultation programme was publicised through the local media and within schools.

4. To proactively seek the views of non-users of the library service as well as of those who may attend libraries or complete surveys online, BCP commissioned a random stratified sample survey through a third party. The 'drop and collect' method of surveying was adopted in which Interviewers visited homes across all BCP ward areas, introducing the survey and then returning to collect it later. Quotas were set to ensure the sample was representative by age and sex.

5. There were no responses received for the Easy Read version of the survey. Further work will be done to approach the People First Forum, a Poole-based charity who supports self-advocacy across the BCP area for people with learning disabilities, to enable this group to be represented.

6. BCP's Research team has produced a consultation report for the Adults Survey responses, the Children and Young People's survey responses and the Home Library Service responses. These reports can be found in Appendix 1, 2, and 3.

7. In addition to seeking the views of the public, the Portfolio Holder for Customer, Communications and Culture has sought the views of the main Political Groups representing the BCP area.

Key Learning from consultation

A.   Adult/Main Survey

8. The Adult survey outcomes pull together the views of those who attended libraries to complete the survey or who filled it in online (referred to as open survey in the report) and those who responded to the sample survey (referred to as sample survey in the report). The sample survey responses are more likely to represent the area's population, rather than those who have a particular interest in libraries.

9. The key headlines can be broken into themes.

Who uses our libraries

10. Open survey respondents are more likely to have used the library service in the last 6 months compared to sample survey respondents (85% v 28%)[1]. 8% of open survey respondents and 54% of sample survey respondents had either never used the library service or had not done so in the last 2 years (although had done so before)[2].

11. Of the people who don't use the library service or haven't used libraries in the last 2 years, 32% of open survey respondents said they did not need to use the library service compared to 58% of sample survey respondents[3].

12. 50% of open survey respondents used the library in person only, compared to 73% of sample survey respondents[4]. 48% of open survey respondents use in person and on-line compared to 26% of sample survey respondents[5].

How libraries are used

13. The 3 libraries in the main town centres have been used most by respondents in both surveys the last 2 years[6].

14. When asked which library was their main library, sample survey respondents chose the libraries in the 3 main Towns, whereas respondents in the open survey named Broadstone, Poole and Christchurch, with Bournemouth, Charminster, Parkstone and Tuckton, all following those[7].

15. Respondents told us they tend to use the library closest to their home. They also choose libraries in the main towns or close to where they shop. Respondents will also choose libraries with the opening times which suit them best[8].

16. The data from the survey enables us to see which wards libraries attract users from. We can see which libraries they tend to go to as first and second choice options, which will help when considering future models of delivery[9].

17. 93% of open survey respondents are very satisfied or quite satisfied with their main library compared to 91% of sample survey respondents[10].

18. 84% of open survey library users visit their main library at least once a month compared to 45% of sample survey library users[11].

19. 77% of open survey library users and 86% of sample survey library users visit on an ad-hoc basis rather than at regular days / times[12].

20. 68% of open survey respondents walk to libraries and 43% drive. 67% of sample survey respondents walk to libraries and 45% drive[13].

Why residents visit the library

21. The main reason to visit the library is to borrow / browse books and other items (93% open survey, 81% sample survey)[14]

22. Attending an activity or event is also an attraction (39% open survey, 25% sample survey)[15]. Attending Reading groups, Author and other talks, exhibitions and coffee mornings are most in demand[16].

23. Undertaking research, using computers, printers, scanners, photocopiers and seeking general information, advice and support are also key[17].

24. Respondents also recognise the value of libraries in offering a free comfortable space to go to, to spend time away from home and meet people/friends[18].

25. Less value is placed on libraries as places to seek information or support about council services (11% open survey, 6% sample survey), to access Wi-Fi on a personal device (9% open survey, 7% sample survey) and to attend an appointment or meeting with another organisation (7% open survey, 3% sample survey)[19].

Views on facilities

26. Respondents are generally satisfied with the condition of library buildings (94% open survey, 92% sample survey)[20].

27. 87% of open survey respondents and 80% of sample survey respondents are satisfied with the range and choice of stock[21].

28. 74% of respondents to both surveys were satisfied with toilet facilities. It will be key to drill down on this view by library as we continue to look at options[22].

29. Satisfaction falls further with access for those with disabilities, access to toilets for those with disabilities and access to baby change facilities[23].

30. Less than half of respondents were satisfied with the ability to access refreshments. Parking and secure storage for bikes/scooters etc are also a concern[24].

31. The intention will be to drill down a level to each library to look at views around facilities as we explore options for a future strategy.

Community Value

32. Respondents in the open survey were much more likely to say that the library service is very important to themselves (81%) than those in the sample survey (31%)[25] perhaps explained by the fact open survey responses would most likely have attracted those with a specific interest in libraries[26].

33. 88% of library users recognised the importance of the library service to the community compared to 77% of non-users[27].

Digital Access

34. 96% of open survey respondents and 97% of sample survey respondents said they have internet access at home. Fewer than 1 in 20 said they do not have internet access at home[28].

35. Only 3% of open survey respondents and 2% of sample survey respondents said they did not have access to a PC/laptop, tablet, smart phone or smart TV at home[29].

Encouraging future use

36. Almost one in five sample survey respondents (19%) said that there is nothing that would encourage them to use the library or to use it more compared to only 3% of open survey respondents[30].

37. A café or provision of refreshments (44% open survey, 41% sample survey) followed by an improved range and choice of physical stock were the most favoured suggestions for encouraging use[31].

B. Children's Survey

38. The Children's and Young persons surveys were available in libraries, online and shared with Schools in the BCP area.

39. 99% of those responding to the children's survey (up to school year 4) visit libraries[32], indicating how valuable library resources are to early years.

40. 71% of those responding to the young people's survey (School year 5 -13) visit libraries[33].

41. About 70% of both groups use school libraries, while 6% lack access to a school or college library[34].

42. Primary reasons for not using library services include a lack of necessity (58%), insufficient time (41%), and simply not wanting to use the library (37%)[35].

43. Weekly visits to the library are the most common, with over 40% of participants visiting at least once a week[36]. Most young people use the library service on weekends, while children go after school hours or on weekends[37].

44. 64% of young people visit the library with parents. 30% visit on their own and 21% with friends[38]. 55% of children, compared with 26% of young people attend activities or events.[39]

45. Children and Young people prefer to borrow story books with children valuing books which help them learn to read.[40]

46. Most young people have home access to either a PC/laptop (87%) or a Smartphone (82%)[41].

C. Home Library User Survey

47. The Home Library Service delivers books and other library resources to people who cannot access a library. The service is delivered under contract through the Royal Voluntary Service, supported by Library Assistants who choose resources according to customer preference.

48. The Home Library Service is available to individuals who are unable to access conventional library services because they cannot leave their home, or they have difficulty:

- Travelling to a library branch
- Gaining access to a library branch due to restricted mobility
- Carrying materials to or from a library branch.

49. Examples of individuals who meet these criteria are those:

- who are frail, often but not exclusively, due to advanced age.
- with physical difficulties.
- with sensory difficulties, especially severe visual impairment.
- with severe learning difficulties.

- with mental health problems which make it difficult to leave the home.
- suffering from illness or recovering from operations.
- who are culturally isolated in the home.
- who care for others and whose role prevents them from leaving the home

50. The need for this service by users may be long term, seasonal (illness or disability worsened by bad weather) or temporary.

51. 65% of respondents were over 85 years of age and 35% under[42]. 88% of respondents were female[43].

52. 89% access the service because they are limited by disability[44]. 15% access the service because they provide care for others[45].

53. 59% access the service because they are limited by age[46].

54. 40% don't have anyone to go to the library for them[47].

55. Other key headlines of the Home Library Service survey include:
- 95% of respondents are satisfied with the Home Library Service; 85% of these very satisfied[48].
- 93% of respondents are satisfied with the range and choice of books[49].
- The Home Library Service is important to 97% of respondents[50].
- The Home Library Service is very important to 87% of respondents limited a lot by disability compared to 58% of respondents not living with a disability[51].
- 57% of respondents have internet access at home[52].
- 96% of respondents don't use online library resources[53].
- 36% of respondents have access to a tablet at home[54].
- 31% of respondents have access to a PC computer or laptop at home[55].
- 27% of respondents have access to a smart TV[56].
- 25% of respondents have access to a smart phone[57].
- 31% of respondents have access to none of the above[58].

Elected Member Group Discussions

56. All Councilors spoken to agreed that closing library services is not an outcome they would want to see.

57. The vision for libraries for most commentating lay primarily in realising the spaces as community venues which act as places residents can visit for free, access resources and information, and engage with others through activity and events.

58. The vision sees library spaces being used to promote well-being, reduce isolation and enable communities to come together, primarily through organised events and activities. This aspect of what libraries can provide is recognised as becoming increasingly important across communities, speak directly to the council's own vision and ambitions for connected communities and can play a central role in the development and delivery of the public health strategy.

59. Libraries are seen as places which contribute to fostering community spirit and/or community cohesion, with some recognising specifically the value of Friends' Groups and volunteers in achieving this in its delivery model.

60. A strong early year's provision is cited by many as being a priority linked to the development or reading and literacy for future generations.

61. Access to technology and enabling digital literacy is also a key component.

62. Many want to see improved spaces within libraries not just in the facilities on offer (Public Toilet, accessibility, refreshments etc.), but in re-imagining spaces to create cozy seating or zone areas etc.

63. There is some recognition that the size of some of the current library buildings may curtail potential for what individual libraries may be able to offer.

64. There is also some belief that there would be merit in relocating some library services to premises which are either more efficient or provide more ability to enhance the offer to the community.

Library Strategy Development

65. Through discussion with elected members, it is evident there is a keen desire to retain library services and for there to be investment in them. However, there is no committed funding to realise this vision.

66. The views expressed through the consultation tell us our communities also value the resources libraries provide, even though not all residents of our local population want or need to use them[59].

67. The next step is to develop a service strategy for BCP libraries supported by the views obtained within the consultation and in the knowledge that there is no additional funding available.

68. A Needs Assessment has been produced to aid wider consideration around options as these are developed. The Needs Assessment is attached in Appendix 1.

69. The challenge in developing the library strategy is the need for this to run alongside other work which is being undertaken within the council simultaneously.

70. The desire from elected members to create community hubs is being examined as part of a wider asset review. The work to deliver this is in progress but it is too early to understand any potential outcomes.

Council Operating Model

71. The Council's operating model separates 'rules-based' service delivery from more complex service delivery where a higher degree of in-person customer interaction is necessitated.

72. The vision is that any rules-based service need, no matter what service area it currently sits in, will be accessed digitally by those that can, and not automatically need the intervention of an officer.

73. This brings important cost savings and enables all similar activity (Book, Check, Pay, Apply, Report, Tell) to be managed through service patterns embedded in a single Customer Relationship Management System.

74. The model recognises that not everyone can interact with us digitally. However, by enabling the majority to transact with us online, time can be freed up in the customer contact centre to manage calls from those who need this access. The model also enables customers to have access to launch service request, 24/7/365.

75. Census data tells us that nationally, 88.9% of households completing the census across England and Wales did this online. In BCP 9% of households were sent copies of the census questionnaire in paper format with 42.5% of those choosing to respond online. 93.3% of respondents who were targeted to complete online within BCP did so.

76. Services requiring a higher degree of in-person service delivery from BCP are not included in this group of service requests. Those who require case management, or specialist knowledge to inform service decisions, are still managed by specialist service areas. This primarily includes Adults Social Care, Children's Services and Housing.

77. The wider asset review work will map the locations Children's and Adults services have identified through their own reviews as being necessary for service delivery to our communities, along with our customer hubs which are already established in Poole and Christchurch libraries, in addition to the Civic Centre.

78. In addition to these sites, the review is adding in other sites hosting community services, which primarily includes libraries, community centres and youth centres.

79. It remains to be seen outside of Housing, Adults and Children's services what elements of service delivery need an in-person delivery option over and above the digital and telephony offer, and what buildings these might be best hosted within.

Survey Respondents Vision for Libraries

80. We can be clear what users and non-users of libraries have told us about their vision for the library service through their responses to the consultation. The vision through their eyes is summarised below:

- Libraries are **community hubs** providing space for clubs and activities as well as being a source of information about groups and services in the community.

- Libraries provide **access to a wide range of resources,** alleviating the financial burden for low-income families, students and the elderly.

- Libraries significantly **enhance quality of life and wellbeing** by offering entertainment, quiet spaces for relaxation, and social opportunities that help to reduce isolation.

- Libraries are appreciated for **family and children's activities**; they are seen as a clean and friendly place for families to enjoy time together and for children to explore books and participate in activities.

- Many see the library as a **valuable educational resource**, providing access to a wide range of books and information for all ages. Browse or borrow books and other items to help foster a lifelong love of reading

81. When asked what the future focus of libraries should be the three most popular choices were[60]:

- Promoting reading for pleasure (85% open survey, 72% sample survey)
- Supporting children to develop reading and social skills (81% open survey, 89% sample survey)
- Supporting literacy (72% open survey, 70% sample survey)

82. Both surveys showed support for Citizens Advice being available through library branches (67% open survey, 62% sample survey) over and above the desire to see council, public or commercial services being delivered from them[61].

83. The preference of those responding to both the sample and open surveys was for services to move into library buildings. However, sample survey respondents were also supportive of moving libraries into other buildings, where the cost of running or improving the building is more economical[62].

84. We asked those responding to the adult survey to tell us what type of venues they would support libraries moving into if we were to relocate them due to cost. Respondents were most supportive of utilising empty retail space/high streets, community centres and shopping centres[63].

85. It is too early in the asset mapping work to understand what might be possible within our own stock, or whether utilising other buildings such as empty retail units etc. is something we might want to do.

Next Steps

86. Informed by service data and using the intelligence gleaned from the consultation drilled down to individual library level, we will pull together data sheets for each of the 24 library locations. Attached at Appendix 2 is the **draft** template being proposed to collate data for each library.

87. This will help us understand the difference between use/demand, space and facilities across libraries as well as any maintenance concerns connected within their present locations.

88. As the asset work continues, we will be able to import any new thinking about what might be possible by looking at the use of a collection of buildings in similar postcode areas to aid discussion about whether a potential change of location might bring efficiencies.

89. Alongside potential change of location, or co-location of services, we will consider whether merging services which are close together could be an option, or if a service could be managed and delivered with the help of the community.

90. Whilst it is too early to pre-empt what this work might lead to, there is plenty of work to do to set out what the library service could achieve, taking account of the feedback, we now have.

91. We will identify how our current model of delivery might be changed to encourage more opportunities for volunteering and how we might partner with other services/organisations on specific aspects, such as the early years' offer.

92. We will look at how we might improve the way we select and manage stock, and how we might develop a clearer programme to support digital learning or other key skills development.

93. Establishing new service offers which may generate income, such as provision of refreshments will also be considered.

94. The anticipated timescale for returning to Cabinet with a draft strategy is end of May 2025. This date is important to enable a full suite of service data to be imported into data sheets for the year 2024/5, and to enable the organisation wide asset work to progress.

95. It will also enable time so that library staff can be asked for their views on any relevant proposals that emerge.

96. Once we have options, we will be able to complete Equality Impact Assessments associated with any potential options to inform decision making.

97. The methodology being adopted is to ensure that we are robust in considering any options for future delivery and to ensure any change is not detrimental to any specific protected group of people.

98. The test for any resulting strategy is that it:

- Meets legal requirements relating to its statutory functions.

- Is shaped by local need.

- Focuses on public benefits – the outcomes and the impacts the strategy will have.

- Be informed by evidence and good practice.

- Supports the delivery of a consistent England-wide core offer linking delivery to the Libraries Connected universal offers.

- Promotes partnership working, innovation and enterprise.

- Uses public funds effectively and efficiently

Financial Context

99. The Council's financial challenges are not unique, and it is becoming increasingly common for councils across the country to be considering how their library services can play their part in addressing those challenges.

100. The library strategy will need to identify what model is suitable for our service going forwards taking account of what our communities value, what demand and needs there are locally, and what the Council can afford. The outcome may involve a combination of the delivery options, with different solutions for different libraries.

101. One potential source of funding is Community Infrastructure Levy (CIL). The projects we identify to improve our libraries could be incorporated in the Council's Infrastructure Delivery Plan that supports the BCP Local Plan.

102. Prioritisation of CIL spending for 2025/26 and future years is expected to be completed over the winter and works to reimagine library spaces could be requested within this work.

103. There will be acute competition for this funding, and it remains to be seen if any funds can be earmarked for the benefit of the library function within communities.

Timeline

104. To move forward as quickly as possible, whilst ensuring the necessary phases of work are completed to ensure a robust outcome, outstanding elements of work will continue to develop concurrently.

105. To allow the work on potential new model of delivery to be completed and for the asset work to progress it is anticipated that an update can be provided to Cabinet at the end of May 2025.

106. Any future preferred options will need to be put to public consultation as required with any major change to service delivery. It is unclear until we develop the options as to whether this will be a single consultation or local consultations.

Summary of financial implications

107. Financial implications connected to the outcomes of the library strategy are yet to be understood but will be clearer as the options appraisals are presented.

108. There is likely to be cost involved in requesting up to date stock condition surveys which will be required to inform decisions.

109. Currently there is an efficiency saving expected in 2025/6 of £532k connected with the development of community hubs. It is uncertain at this stage whether this is achievable as it is reliant on the asset rationalisation work.

Summary of legal implications

110. Local Authority Library Services are a statutory obligation disseminating from the Public Libraries & Museums Act, 1964. The key duty for all libraries is to provide a 'comprehensive and efficient library service for all those who live, work or study in the area'.

111. What constitutes a 'comprehensive and efficient library service' is not defined by the DCMS, as it is expected that service is driven by local need and developed in consultation with local communities.

112. Should concerns arise about the way in which a council has chosen to change its library service it could be subject to judicial review directly from its customers or stakeholders, or DCMS has the power to launch an enquiry or refer the matter to the Secretary of State. These measures are pursued very rarely in reality, although early and ongoing engagement with DCMS is believed to mitigate risks in this respect.

Summary of human resources implications

113. The HR implications of developing a strategy at pace rest in the need to create capacity to research and explore the options, conduct options appraisals for buildings and undertake consultation with the public.

114. The consultation team are aware of the consultation needs and will be able to provide support.

115. Depending upon the finally agreed actions emerging from the strategy, there could be HR implications from a move to one or more different delivery models and/or change of location for staff.

Summary of sustainability impact

116. The sustainability of the library service offer, especially in relation to our library buildings is a key element in developing options going forwards.

117. The Council has signed up to the climate change emergency and it is important to consider the performance of the library estate in reducing carbon emissions and to operate more sustainably.

118. Furthermore, many of the buildings have significant repairing needs, and limited space, which currently inhibits the provision in some cases of key facilities, such as

toilets for the public to use. Addressing these concerns would be prudent, and ultimately secure library provision for the future.

Summary of public health implications

119.   Health and Wellbeing is a core universal offer of libraries and many of our current stakeholders are from organisations targeting interactions and activities design to support the wellbeing of the public.

120.   The consultation will include these stakeholders and health, and wellbeing will remain part of our statutory offer.

Summary of equality implications

121.   No changes for the library service have been suggested but a full Equality Impact Assessment will need to be undertaken and developed from the start of any discussion around ideas.

122.   Impact of any potential change will need to be rigorously assessed against any effects on equality groups, as well as for variances in local need and demographic. Effects on children will also need to be considered.

123.   A second stage of consultation will be required around specific change ideas, as the strategy develops.

Summary of risk assessment

124.   The risk in developing a library strategy is that any changes result in the council failing to meet its statutory obligations. Statutory obligations are set out in the Public Libraries and Museum Act, 1964, as well as the Equalities Act 2010 including the Public Sector Equalities Duty, Best Value Duty 2011 guidance, Localism Act 2011 and the Human Rights Act, 1998.

125.   Statutory duty contained in the Public Libraries and Museum Act is not prescribed by the DCMS, over and above the need to provide a 'comprehensive and efficient library service for all those who live, work or study in the area', but it does set out guidance on how it expects Local Authorities to go about their decision making.

126.   Deviating from a fully comprehensive needs analysis to ensure any change meets the council's equalities duty, and the needs of residents at a community level, could result in outcomes which lead to complaint and DCMS intervention.

127.   There is case law where Authorities have been deemed not to have met their duty in trying to press ahead with change, following a decision by the DCMS to launch a local enquiry. The Charteris Review and Draper v Lincolnshire are two enquiries which are often cited as cases for Local Authorities to be aware of.

128.   Consultation and detailed needs analysis will be required to mitigate the risk.

Background papers

BCP Council Libraries – Creating a sustainable future - Report to cabinet – 7 February 2024 (page 489 of briefing pack)

BCP Library Strategy Consultation: Main Survey Report

BCP Library Strategy Consultation: Children & Young People Report

Appendices

Appendix 1 - BCP Council Libraries Needs Assessment
Appendix 2 - Library Profiles – Data Collation Sheet

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