

BUSINESS CASE

Plan for Libraries



EXECUTIVE SUMMARY

Background

The responsibility for the library service falls within Customer Services, part of the Transformation and Change Directorate. A project was set up to develop a proposal known as Plan for Libraries, the intention of which was to undertake consultation to establish views on this proposal and then to decide on the final Plan for Libraries.

In 2014 the Cabinet agreed that the library service should support cultural engagement through literacy, learning and skills development. They agreed that these services should be embedded in the community and not dependent on buildings for success. Residents should not only be able to borrow books but also enhance digital skills, seek information and advice about employment and skills and health and wellbeing.

In 2016 we held a 'Conversation' with the people of Plymouth who told us that whilst traditional services are valued, increasingly users are accessing library services on line. Statistics show that just seven of our libraries account for 80% of all library visits and 75% of items borrowed. From this, a range of options were explored and the chosen option formed the basis of the draft Plan for Libraries. This proposal took into account the results of the conversation, the vision and aspirations of the Library Service and undertook a comprehensive needs analysis

From January to April 2017 we undertook a consultation which asked for comments on the Plan for Libraries proposal. The results of the consultation were professionally analysed and changes were made to the final Plan for Libraries which was approved by Full Council on 3rd July.

Plan for Libraries

The Plan for Libraries proposal describes our activities for the next 3 years to be delivered in 2 phases subject to the approval of capital funding through CCIB. The plan involves a commitment to invest in the future of the library service to ensure our buildings, technology and resources are fit for purpose now and into the future. Two CCIB bids will be

In summary, the Plan for Libraries proposes to :

- **1. Develop the Online Offer** – Our online offer is accessible 24 hours a day, 365 days a year. 76% of the conversation respondents access our 24/7 online offer to find, renew or reserve a book. We will deliver a click and collect service where you can reserve books on line and collect from a number of community locations
- **2. Develop the In-Library Offer** – A total of 11 libraries to stay open. This will comprise of Tier 1 and Tier 2 libraries. Tier 1 libraries are fit-for-purpose library buildings or will receive investment to make them 'fit for purpose' so that we can offer a full-range of activities including borrowing, pc access, room hire, events and activities. Tier 2 libraries are popular libraries that although they do not meet our original 'fit for purpose' model can be used effectively in the future. These libraries will offer an 'as-is' range of services. There are no plans for investment in these buildings
- **3. Develop the Outreach Offer** – With investment in a new web based library management system we can provide a pop-up library wherever and whenever is appropriate to individual communities and need not be constrained by building and opening hours. Users will be able to join the library, borrow books, receive demos of our online offers including eBooks and downloadable magazines, families can take part in reading and Rhymetime activities and receive health and well being information. Outreach

locations have been identified at

- St Edwards Church (Eggbuckland)
- River View Care Home (Ernesettle)
- Stoke Christian Centre (Stoke)
- Tothill, Community Centre (Tothill)
- Honicknowle Youth Centre (West Park)
- Four Greens Community Trust (Whitleigh)

The Plan for Libraries provides:

- An estate of seven Tier 1 libraries at Crownhill, Devonport, Southway (developed with meeting space) Central, Plympton, Plymstock and St Budeaux (proposed new development) being delivered in Phase 2. These libraries will see an increase in each library opening hours to 26.5hrs per week.
- An estate of four Tier 2 libraries at Efford, Estover, North Prospect and Peverell. Opening hours for these libraries will remain “as is” but the community will be involved in how we can best utilise these hours across the week. This plan reduces the impact on our current visitors to 6.07%.
- Investment in Tier 1 buildings to ensure they are ‘fit for purpose’ enabling us to deliver our defined ‘In-library Tier 1’ offer (e.g. bespoke meeting room space at Crownhill, Devonport and Southway).
- An enhanced online offer (additional online stock provision).
- An outreach offer in the community targeted at areas where a library is closing and also covering areas where there has previously been no library provision e.g. Whitleigh.
- We will commit to 25hrs per week of outreach activity across the city (rising to 30hrs when West Park closes in 2019), targeting areas where a library is closing or where there is currently no library provision. Outreach activities will include rhymetimes, storytimes, book borrowing, signposting for advice and information, gadget sessions and online demos and provision of locations for a “click and collect” service. Activities and timetables will be developed with the communities to ensure their needs are met.
- We will explore alternative delivery models for the library service and exploit commercial opportunities that support the sustainability of the service.
- Closure of libraries at Eggbuckland, Ernesettle, Laira, Tothill and Stoke (close of play 16th September 2017).
- Closure of West Park library - estimated June 2019 (allowing for the redevelopment of St. Budeaux to be explored and implemented).

Funding and Benefits

A key element of the Plan for Libraries is the investment into the Tier 1 libraries, outreach and online services. This relies on the approval of capital funding and will be under service payback arrangements. This application to CCIB focuses on **Phase 1** of the investment that is required to implement Plan for Libraries and includes :

- Costs associated with the creation of good quality meeting spaces in three existing libraries. (Crownhill, Devonport and Southway - **£97,808**)
- Purchase of equipment to enable the service to deliver the outreach offer - **£15,000**
- Relocation and set up costs for ICT equipment in closing and enhanced libraries - **£8,600**
- **Phase 1 Total capital request - £121,408**

The redevelopment of St Budeaux Library is also a key element of the Plan for Libraries. Work is being undertaken to decide on accommodation requirements and establish exactly what the redevelopment model will be. When this has been clarified we will submit a **Phase 2** application to CCIB with these detailed costs. We expect the request to be approx. £120,000 to take into account fit out and ICT infrastructure costs

In terms of seeking and securing other funding towards this project:

- PCC ICT capital funding of £47,334 has been secured for the investment into a software upgrade in

Axiell which will enable us to deliver the online offer. The Business Case for this was approved by Cllr Darcy on 18th June 2017

- The Library Service has earmarked £20,000 from its existing budget in 17/18 to invest in eBooks.
- The Library Service has earmarked £27,397 from its existing budget 17/18 – 19/20 to pay for the outreach room hire. Commitment will be made to continue with the outreach after 2020
- Section 106 funding of approx. £40k is being sought to undertake promotion and marketing of the Libraries. This will be a vital element to the success of the Plan for Libraries. Weak promotion and marketing of the Library Service was a frequent criticism in the consultation period. This investment will enable the service to implement new methods of communications and promotions, bringing new visitors into the libraries and outreach venues and ensuring that people the huge variety of activities and events that the Library Service offers
- External grant for Engaging Libraries Fund applied for public engagement projects on health and wellbeing up to £15k which will focus on providing better dementia support within the Library Service

There will be a saving of **£90,425** in 17/18 (pro rata) rising to **£155,015** in 18/19 as part of the release of temporary staff and the deletion of 7 substantive posts. This is an ongoing saving

There will be a small saving of **£6,903** in building running costs as a result of the closure of these libraries rising to **£57,799** in 19/20 when West Park Library closes in Summer 2019 . This is an ongoing saving

Capital Investment Costs	17/18	18/19	19/20
	£	£	£
Meeting Spaces in Crownhill, Southway and Devonport	97,808	0	0
Outreach equipment	15,000	0	0
ICT set up	8,600	0	0
Capital funding request to CCIB	121,408	0	0
Other Investment (ICT) – Approved	47,334	0	0
Total capital cost of project	168,742	0	0

Revenue Budget	17/18	18/19	19/20
	£	£	£
Additional costs:			
Outreach Room Hire	5,405	9,721	12,271
On line book investment (not taken into account in savings calculations)	20,000	tbc	tbc
Capital Payback Costs	0	8,124	8,124
less savings:			
Staff – (release of temporary staff)	-90,425	-155,015	-155,015
Building running costs	-6,903	-18,186	57,799
Savings	- 91,923	-155,356	-192,419

Recommended decision

It is recommended that the Leader of the Council:

- Approves this Business Case
- Allocates **£121,408** for the project within the capital programme to be funded by service borrowing
- Authorises the procurement process
- Delegates the award of the contract to Andrew Hardingham

Author of Business case	Date	Document version
<i>Karen Renshaw</i>	<i>070617</i>	<i>0.01</i>
<i>Karen Renshaw</i>	<i>220617</i>	<i>0.02 – Changes as a results of comments from MH, KK,TB,CJ,AM</i>
<i>Karen Renshaw</i>	<i>230617</i>	<i>0.03 – Changes as a result of comments from ME, JE and RJ</i>
<i>Karen Renshaw</i>	<i>100717</i>	<i>0.04 – Changes made as a result of further comments from JE</i>
<i>Karen Renshaw</i>	<i>130717</i>	<i>0.05 – Changes made as a result of further comments from ME and KK</i>

PART I PROJECT PARTICULARS**Description of the proposal**

The Plan for Libraries delivers our vision to :

deliver modern services that inspire learning and creativity, improve health and wellbeing, and support digital inclusion

The plan gives the most effective use of our existing estate and delivers all the outputs and activities in the key areas of the city. It will deliver the vision through a delivery model which consists of the following three key areas:

- **In-library offer** – Tier 1 and Tier 2 libraries
 - An estate of seven Tier 1 libraries at Central, Crownhill (developed with meeting space), Devonport (developed with meeting space), Plympton, Plymstock, Southway (developed with meeting space) and St Budeaux (proposed new development) Phase 2. Increasing overall opening hours by 26.5hrs per week.
 - An estate of four Tier 2 libraries at Efford, Estover, North Prospect and Peverell. Opening hours for these libraries will remain “as is” but the community will be involved in how we can best utilise these hours across the week. This plan reduces the impact on our current visitors to 6.07%.
- **Outreach offer** including the home delivery service. This takes the library service to customers to suit need and demand. With investment in a new based library management system we can provide a pop-up library wherever and whenever is appropriate to individual communities and need not be constrained by building and opening hours. Users will be able to join the library, borrow books, receive demos of our online offers including eBooks and downloadable magazines, families can take part in reading and Rhymetime activities and receive health and well being information. 6 new outreach locations have been identified
- **Online offer** - Our online offer is accessible 24 hours a day, 365 days a year. 76% of the conversation respondents access our 24/7 online offer to find, renew or reserve a book. We will deliver a click and collect service where you can have your books delivered to the identified location where a library is changing

The whole library service is in scope apart from the Schools library service which is a contracted service. All library buildings will be in scope apart from the storage and back office facility at Burrington Way

This Business Case enables the implementation of important elements of the Plan for Libraries. The outputs of this project (Phase I) for which capital funding will assist directly in delivering are:

1. Creation of meeting room space and improvements to the Crownhill, Southway and Devonport Libraries
2. Purchase of outreach equipment e.g. moveable bookcases, storage cases, PC workstations for the outreach locations identified in the Plan for Libraries. Mobile devices will be purchased to enable work clubs
3. Relocation and set up of PC's from closing libraries to enhance the in -library offer so that there is a minimum of 12 public access PC's in every Tier 1 library

These deliverables will enable the outcomes of the project to be met which are:

1. Improving accessibility to the Library service
2. Delivering high quality modern services that are fit for purpose; reliable; efficient and relevant to local communities

3. Develop the library assets and workforce to enhance the customer experience

The performance indicators for the Library Service enables measurement of these outcomes

The libraries that are due to be closed and which are incorporated in this Business Case are:

Libraries	Current situation	Future arrangements
Stoke	Leased from a private Landlord	Uncertain – Land and Property Team to decide whether to sell the long lease or surrender the lease. Will be vacated on 1 st October
Ernesettle	Leased from Plymouth Community Homes	Land and Property Team have instructed legal to draft documents for surrender of lease. 6 month notice period required so it will be vacant from 1 st October to approx February 2018 (subject to when the notice is served)
Eggbuckland	Leased by Eggbuckland School	To be handed back to the School on 1 st October and will be used by the School as a school library
Tothill	Owned by PCC – part of Tothill community centre	To be handed back to Community Centre on 1 st October and will be used by Community Centre
Laira	Occupied by PCC but no formal lease with owners Police Authority exists	Uncertain – Land and Property to decide whether to take legal ownership and then sell or hand back to the Police. If the library is sold, the capital receipt will be claimed by Land and Property Team. It's value is currently unknown but is not expected to be significant as it is a very small building. It will be vacated by Library Service on 1 st October

The Transforming Corporate Centre (TCC) programme has savings targets which are required to be achieved in the next three years. The savings in rental and running costs as a result of the closure of these libraries will go to the TCC Programme savings which had been previously set by CMT and are part of the savings plan for PCC. Any capital receipt generated from the sale of Laira library will go to the Land and Property Team. The savings and capital receipt from the closure of the above libraries cannot be used to offset the costs of this Business Case

Any security costs associated with securing the buildings after vacation of Library Service on 1st October will not be covered by Library Service. It has been suggested to Land and property that the capital receipt for Laira could be used to fund any security / vandalism costs incurred.

Any dilapidations relating to the surrender of the lease (Ernesettle and possibly Stoke) will be covered through the Facilities Management budget .

The Plan for Libraries Phase 2 Business case will apply for funding which will focus on the redevelopment of St Budeaux Library. This will enable the completion of the investment needed to achieve the in-library offer

Is the project on the 'Priority List'	No		
Senior Responsible Officer	Andrew Hardingham – Joint Strategic Director for Transformation and Change	Project Value (indicate whether capital or revenue)	The capital project value is £168,742 The revenue value in 17/18 is £25,405
Project Number		Project Manager	Karen Renshaw
Programme	Transforming the Corporate Centre	Corporate plan Objective and Outcome	Growing Plymouth Caring Plymouth Pioneering Plymouth Confident Plymouth
Directorate	Transformation and Change.	Assistant Director	Faye Batchelor- Hambleton, Assistant Director of Customer Services is the Project Executive
Address and Postcode	Ballard House, West Hoe Road Plymouth PL1 3BJ	Ward	City wide

PART2: VISION AND STRATEGIC CASE INCLUDING RATIONALE & OUTCOMES

This is the opportunity to explain the strategic fit or the “why should we do this” the description should include how it meets departmental need and how it fits with the Corporate Plan / Plymouth Plan, including how it delivers a One City Council and how it achieves transformation, including financial savings and/or growth dividend / municipal enterprise etc)

Pioneering Plymouth	Digital is a strategic aim which contributes to this corporate objective by providing free wi-fi and computers with skilled staff on hand to help people make the most of the internet and digital world. An active digital inclusion programme will ensure no-one is left behind
Growing Plymouth	One of the 5 strategic aims of the library service is reading and literacy. This project meets this objective by providing free access to books and literature for all. Through initiatives like Summer Reading Challenge , Bookstart and Reading Ahead, the library aspires to raising literacy levels throughout the city. Another strategic aim is learning and the library service provides space and resources and opportunities to support lifelong learning for all. Free access to PC's assists in achieving this objective
Caring Plymouth	The strategic Library Service aim of information and history ensures that everyone has access to information and services to help them make informed decisions plus providing access to public health information including signposting and referrals contributes to happy, healthy and well connected communities
Confident Plymouth	The Plan for Libraries is innovative and reflects the Libraries Task Force advice and good practice guidance, so the implementation of this plan will strengthen our reputation for providing a quality Library Service

Explain how the project is helping to :-

Deliver the Plymouth Plan	<p>The Plan for Libraries proposal contributes to the delivery of the Plymouth Plan objectives by</p> <ol style="list-style-type: none"> 1. Plan for Libraries helps to deliver the Plymouth Plan spatial strategy by providing a high quality library service to Plymouth residents and visitors 2. Providing library services either via buildings or outreach in all of Plymouth's Growth Areas. All residents will be within 2 mile radius of a library 3. The redevelopment of St Budeaux Library will deliver a high quality development, transforming an outdated, inadequate building into a modern, efficient Library which meets the future needs of the community. 4. Provide local library services for areas of strategically important areas of growth and regeneration in North Prospect, Devonport, Estover and Efford
Deliver GAME income targets	GAME income targets are not relevant to this project. This is part of the 'Transforming the Corporate Centre' programme and will assist in achieving the TCC programme benefits which will go towards overall PCC saving requirements. It will assist in achieving this by providing the financial savings of £91,923 in 17/18 rising to £192,419 in 19/20
Deliver transformation	This project meets the Transforming Corporate Objectives by enhancing libraries

objectives.	which deliver universal services with consistency and commonality
Deliver Public Health and Social Equality outcomes.	<p>One of the five strategic aims of the Library Service is to provide access to public health information, including signposting and referrals. Through creative and social activities and initiatives such as Books on Prescription, Memory Café's and Feel Better with a Book, the Library Service will contribute to the health and well being of communities.</p> <p>This will be measured through KPI 5 - Increase % of visitors who access health related activity during their visit</p>
Manage cost and volume pressures in Adult Social care Care.	Not applicable
Rationale for the project (Benefits / Need / Outcomes)	<p>OUR DRIVERS FOR CHANGE</p> <p>To reinvest in the library service estate to ensure sustainability for the future</p> <p>Commitment to providing attractive and modern buildings in key areas across the city</p> <p>To reflect the changing needs of our users</p> <p>Traditional book lending has reduced significantly over the last decade. The public expect library buildings to be more than just a building - a flexible community space with a wide range of services including digital, advice and information, health and wellbeing. This is a national trend which is reported through Cipfa findings</p> <p>To improve the reach of our services</p> <p>We need to engage with communities to raise awareness of our offer (<i>more than just books</i>). Reaching out and understanding each communities needs will help us to define an offer specific to their needs (not a one-size fits all).</p> <p>To make the most of evolving technology and the digital world</p> <p>Enhance our online offer appreciating that users don't need to visit a physical building to make the most of library services.</p> <p>To support the Council in streamlining the delivery of services and to work with partner agencies to support health and wellbeing, advice and information</p> <p>Accessing a range of Council services and partner agencies within the community setting.</p> <p>To ensure sustainability in light of unprecedented budgetary challenges</p> <p>Consolidating our estate where possible to reduce building and resource costs while investing in key areas to enhance our offer.</p> <p>To align the library service to the Plymouth Plan and Health and Wellbeing Strategy</p> <p>Delivering a new approach for providing essential and accessible community facilities, hosting a range of modern services that inspire learning and improve health and wellbeing.</p> <p>The health and wellbeing of individuals is influenced by the communities in which they live and people's health can be affected by the nature of their physical environment. Improving access to good quality facilities such as libraries or places of worship, strengthening community relations, promoting a sense of pride and improving access to green spaces all impact positively on an individual's physical and mental health and overall feelings of safety.</p> <p>Plymouth City Council is leading on the development and implementation of a single</p>

strategic vision for Health & Wellbeing Hubs. Libraries are a crucial part of the network of services that will deliver this vision, working together with the Voluntary and community sector and statutory sectors to make the best use of community assets. Libraries will provide high quality and effective information and signposting, as well as support partners to deliver targeted interventions in their venues.

2. OUTCOMES and OBJECTIVES

Section 3 of the Plan for Libraries details how the Pfl vision will be delivered through the following outcomes and outputs

OUTCOMES

1. Improving accessibility to the library service
2. Delivering high quality modern services that are fit for purpose; reliable, efficient and relevant to local communities
3. Develop the library assets and workforce to enhance the customer experience.

OBJECTIVES

1. Deliver and operate a rationalised modern (where possible) and sustainable library network
2. Improve the availability and use of publicly accessible library spaces
3. Increase the opportunities for self-service delivery and access to council services
4. Develop an effective performance management framework to ensure continuous improvements to service delivery
5. Restructure the libraries staff structure, to improve the opportunities and roles for staff across the service to improve the effectiveness of service delivery and staff empowerment
6. Improve the library service's infrastructure, including its buildings and IT, to modernise and encourage a more relaxing, creative environment
7. Improve and increase the number of events and outreach programmes in collaboration with partners, to improve delivery against key city agendas e.g. to improve health, employment, learning and literacy etc.
8. Increase the availability and take-up of digital library services.

The savings are identified in the table below however note that revenue costs relating to payback and outreach room hire will reduce these :

	17/18	18/19	19/20
Additional costs :			
Outreach room hire	5405	9721	12271
Capital payback costs		8,124	8,124
Less savings			
Staff – (release of temporary staff) and deletion of substantive posts	90,425	155,015	155,015
Buildings	6,903	18,186	57,799
Savings	91,923	155,356	192,419

3. CRITICAL SUCCESS FACTORS – HOW WE WILL MEASURE

SUCCESS. The performance indicators below have been approved as part of the Plan for Libraries

1. Increase the number of book issues
2. Increase new membership
3. Increase summer reading challenge sign up

4. Increase % of summer reading challenge completions
5. Increase % of visitors who access health related activity during their visit
6. Overall visits to library buildings
7. Volume of outreach activities (combination of events, hours, engagement)
8. Increase E book issues
9. Increase Digital Magazine issues
10. Increase the number of appointments at outstations
11. Increase % of certificates ordered online

4. WHY IS IT NEEDED NOW / WHY URGENCY

Plymouth needs a library service fit for the 21st century. The Plan for Libraries shows how we can transform the service to extend the reach of our offering across the city and provide value for money. There has been a public library service in Plymouth for over 140 years. The last significant changes to the Library Service were the transfer from Devon County Council to Plymouth City Council in 1998, the closure of 3 small branch libraries and the withdrawal of the mobile library service in 2001, and the implementation of self service in 2010.

Visits to library buildings in Plymouth have declined significantly in the last decade and although recent research shows that book lending remains a high priority for our customers, we have an ambition to deliver much more, based around the Society of Chief Librarians' universal offers of Reading, Digital, Health, Information and Learning. We are committed to investment in the library service to ensure we are relevant in the 21st century and have a sustainable infrastructure. We'll consider the needs of existing customers and aim to create a service that is an attractive proposition and inclusive for new customers.

We currently run 17 library buildings in a relatively small geographical area of 31 square miles. In addition we have a limited outreach and home library service and an online 24/7 library.

Staff are spread thinly across the library estate. The opening hours and what we are able to offer in each library is inconsistent. Buildings are in varying states of repair with many having little scope for enhancement.

We propose to have fewer libraries across the city but offer an enhanced and consistent service in clean, well maintained and attractive buildings.

We're committed to making sure the overwhelming majority of Plymouth's population remain within two miles of a library. However, we recognise that customers do not necessarily need to visit a physical library to make use of our services.

Our online services are available 24/7 and use of our digital library is increasing. It's important we respond to this demand by investing in an improved online offer.

We propose to invest more in online stock, upgrade our 24/7 library and invest more in premium online resources, which may include streaming films and music.

We'll also offer an enhanced 'click and collect' service with selected collection points across the city in addition to the option to collect in a library.

Investing in an upgrade to our web-based library management system will mean we can take a wide range of services out into the community and engage with residents who may never have used a library before.

And wherever we have a captive audience we'll be able to deliver 'pop-up' libraries that can flex and change to suit the needs of different communities, on a regular or ad hoc basis.

We'll continue to work with partner agencies to deliver a wide breadth of information and advice (including sessions in new and improved meeting spaces) and libraries will be gateways to a wider range of Council services.

	<p>5. WHAT WOULD HAPPEN IF WE DIDN'T DO IT</p> <p>Trying to operate 17 libraries is unsustainable, a challenge to resource and limits our ability to offer the quality of services that we know is possible. The 24/7 digital offering shows that more eBooks are borrowed each year than printed books from 10 of our libraries. If we didn't undertake these changes, we will be unable to deliver library services which are good practice and in line with both the Library Task Force recommendations and the aspirations of the public which we understand through the Conversation</p>
<p>Mandatory compliance</p>	<p>Plymouth City Council has a statutory obligation under the Public Libraries and Museums Act of 1964 to provide a 'comprehensive and efficient library service for all persons' in the area that want to make use of it. Each local authority is responsible for determining how best to deliver this, based around the needs of local communities within available resources</p> <p>Consequences of not proceeding and covered in the section above</p>
<p>State Aid</p>	<p>State Aid is not relevant for the Phase I of the project, for which this Business case covers.</p>
<p>In Scope</p>	<p>Out of Scope</p>
<p>Phase I as per this Business Case as outlined in the approved Plan for Libraries i.e. The services identified in the Plan for Libraries below:</p> <ul style="list-style-type: none"> Online Offer Outreach Offer In-Library Offer <p>Potential and actual users of the library service. This includes individuals and organisations</p> <p>All staff involved in customer contact and service delivery within the library service.</p> <p>All systems used in the delivery of the library service including ICT, data and performance monitoring information</p>	<p>School Library Service Burrington Way (Library service building used for storage and back office staff Phase 2 – St Budeaux Library</p> <p>No backlog maintenance has been included in the library investment. If repairs and maintenance is required it will be paid for by the corporate repairs and maintenance budget as normal</p>

PART 3: PROJECT DEVELOPMENT AND OPTIONS ANALYSIS

Project Governance	<p>The project is governed by a Project Board TCC02 chaired by the Project Executive, Faye Batchelor Hambleton with Andrew Hardingham as the Senior Responsible Officer. There are three members on the Project Board that are members of the Library Management Team including Dave Saunders Strategic Service Manager. There are also subject matter experts also on the Project Board covering Communications, Democratic Services and Finance. The Project Board normally meets monthly. Minutes are produced and circulated which record actions and decisions. The Project Manager reports to this Board against an agreed Project Plan. Transforming the Corporate Centre Programme Board monitors progress and any escalated risks and issues</p>		
Stakeholders / Beneficiaries / Customers	<p>The stakeholder groups that will benefit from this proposal are:</p> <ol style="list-style-type: none"> 1. Users of the Library Service - The library service is open to everyone whether or not they are residents of Plymouth <p>There are 47,543 active users of the library service (2015/16 – physically borrowed an item or used a PC in last year)</p> <ol style="list-style-type: none"> 2. Non users of the Library Service 3. Library staff 4. Elected members / ward Councillors 5. Education organisations 6. Volunteers of the Library Service 7. Voluntary and community sector 8. Disability and other groups identified in the EIA's 	Partners	<p>Our main outreach partners are:</p> <p>St Edwards Church, River View Care Home, Stoke Christian Centre, Tothill Community Centre, Honicknowle Youth Centre, Four Greens Community Trust – These organisations have agreed to work with the Library Service to provide venues in the areas where libraries will be closing. In some cases, the Library Service will link into existing events and activities that are being carried out, so there will be minimal venue hire costs. Further partnerships will be developed as the outreach offer expands</p> <p>Other partners are:</p> <ul style="list-style-type: none"> • Organisations who use the library for delivering services and holding activities • Integrated health and wellbeing partners e.g CCG, Livewell, – We are working with health partners specifically as part of the health and wellbeing hub network • CaterEd are important partners for delivering the outreach offer
Engagement	<p>An extensive consultation process was undertaken which included:</p> <ul style="list-style-type: none"> • The Library Conversation ran from 27 June to 17 September 2016 and 3327 responses were received. The findings from this consultation informed the Plan for Libraries proposal and enabled the service to understand what the public already knows about the library service, what future needs and where we need to improve awareness of services • 12 week consultation process on the Plan for Libraries in which responses via an on line or paper consultation were sought. 3748 responses were 		

	<p>received. This represents 1.4 % of the general population of Plymouth and 7.8% of the active users</p> <ul style="list-style-type: none"> • 378 people attended 20 public question and answer sessions in each of the 17 libraries which were held on a variety of times and days • 157 organisations contacted by emails informed about the consultation and encouraged to participate. The Library Service offered to meet organisations and users of the service at their convenience if the briefing sessions if they preferred or if there were accessibility problems • Customer Services and Library mngt team met with key stakeholders to explain the proposal and discuss any concerns and potential for joint working <p>A Marketing and Communications Strategy was approved as part of the Plan for Libraries which includes details on future engagement of stakeholders</p>
Member engagement	<p>Extensive member engagement has taken place via:</p> <ul style="list-style-type: none"> • Monthly meetings with the Customer Services Assistant Director and Portfolio Holder, Cllr Glenn Jordan • Regular meetings with Customer Services Assistant Director and the Leader, Cllr Ian Bowyer • Peverell Ward Cllrs held a meeting with the Leader of the Council to discuss their concerns on the proposal • Scrutiny Select Committee for Plan for Libraries held on 15th May which scrutinised the Plan for Libraries proposal and the consultation process , - Members of the Scrutiny Panel were Cllr Bowie (Chair), Cllr Bridgeman, Cllr Carson, Cllr Churchill, Cllr Fletcher, Cllr Hendy, Cllr Kelly, Cllr Martin Leaves, Cllr Sparling, Cllr Jon Taylor and Cllr Winter. In addition to this Cllrs who made witness representations are Cllr Aspinall, Councillor Tuohy, and Councillor Mavin, • All Ward Cllrs were invited to attend the public sessions. Members in Peverell, Stoke, North Prospect, West Park, Central, Plympton, Ernesettle, Estover, Tothill attended their local sessions • A Cabinet meeting was held on 13th June to consider the Scrutiny recommendations and Library Service responses • Plan for Libraries proposal was approved by Cabinet on 20th June • Full Council decision was made on 3rd July to approve the Plan for Libraries
Equalities Impact Assessment	<p>A high level summary of the equalities impact our Plan for Libraries is included as Appendix E to our Plan for Libraries. It responds to the recommendations made by the Select Committee held on the 15th May 2017 and incorporates the key findings from our detailed Equalities Impact Assessments, which were carried out:-</p> <ul style="list-style-type: none"> • On the public consultation in relation to the Plan for Libraries • On each of our 17 libraries • On the proposals contained within the Plan for Libraries <p>It concludes that there are no disproportionate equality impacts from the proposals in our Plan for Libraries which are not adequately mitigated, and in relation to our wider Public Sector Equality Duty, that the proposals will help to eliminate discrimination, advance equality of opportunity and foster good relations. Further details on the specific actions are found in the risk assessments. The overall risk assessment for Plan for Libraries and the individual EIA's for Crownhill, Southway and Devonport libraries are attached with this Business Case</p>
Option Analysis Undertaken	
<p>Originally within the Plan for Libraries proposal which went out for consultation, the following options had been considered</p> <p>OPTION I</p>	

Do nothing and keep 17 library buildings open. Do not invest in buildings, ICT or the online offer. Retain limited outreach offer

This option was rejected as it does not address any of the drivers for change and doesn't allow the Library Service to deliver defined library offers, outputs and activities

OPTION 2

Reduce library buildings from 17 to 10 to include Central, Crownhill (developed with meeting space), Devonport (developed with meeting space, Estover, North Prospect, Peverell, Plympton, Plymstock, Southway (developed with meeting space) and St Budeaux (new development). Investment in buildings where practicable. Investment in ICT to enable an enhanced outreach offer but no new investment for on line resources

This option was rejected. Whilst it includes investment in some buildings to support our in-library offer we would be unable to provide our full range of services at Estover, Peverell and North Prospect due to limitations of the buildings. Enhancements to the online offer would not be possible

OPTION 3

Reduce library buildings from 17 to five, to include Central, Crownhill (developed with meeting space) Plympton, Plymstock and St Budeaux (new development) Full investment in ICT and the online and outreach offers.

This option was rejected as whilst it does address many of the drivers for change, it does not fit with the library needs assessment, would not provide an even geographical spread across the city and would mean that many would be more than two miles from a library building

OPTION 4 - OPTION PUT FORWARD IN PLAN FOR LIBRARIES PROPOSAL

Reduce library buildings from 17 to seven to include Central, Crownhill (developed with meeting space), Devonport (developed with meeting space, Plympton, Plymstock, Southway (developed with meeting space) and St Budeaux (new development). Investment in buildings where practicable. An enhanced online and outreach offer to extend the reach of the library service as a whole

This was the chosen option which was put out to consultation between 25th January and 19th April

OPTION 5 - FINAL CHOSEN OPTION

As a result of the consultation findings, feedback from the public and recommendations from Scrutiny Committee, the final chosen option is:

- Reduce library buildings from 17 to 11. This includes an estate of tier 1 libraries at Central, Crownhill, (developed with meeting space), Devonport (developed with meeting space), Plympton, Plymstock, Southway (developed with meeting space), and St Budeaux (proposed new development), Increase opening hours by 26.5 hours per week
- An estate of tier 2 libraries at Efford, Estover, North Prospect, and Peverell. Opening hours to remain 'as is'
- Closure of libraries at Eggbuckland, Ernesettle, Laira, Tothill and Stoke (17th September 2017)
- Closure of West Park – estimated at June 2019 (allowing for redevelopment of St Budeaux to be explored and implemented)
- An enhanced on line offer
- An outreach offer in community for any area where a library is closing and also covering areas previously having no library provision e.g. Whiteleigh
- A commitment of 25 hours outreach activity per week across the areas where a library is closing or where there is no library provision

This is the option which was approved by Full Council on 3rd July 2017

Commercialisation options

Commercialisation opportunities will be explored by the Library Service as part of the implementation of the Plan for Libraries. Commercialisation Team recently reviewed Library Service and as a result of that there was

an increase Library service charges. The opportunity for café in libraries has been explored and tested over the last few years with mixed success. Cafés proved unprofitable at Central Library and Devonport. Plymstock café is running well with the support of the local community to staff it. Opportunities will also be explored like providing advertising on the overhead screen of the tier 1 libraries. It is more likely that opportunities will exist as part of the St Budeaux redevelopment

PART 4: TIMESCALES AND CONSTRAINTS					
Mandate date		Planning Consent (If required)	Business case	Contract Award	On Site
	Crownhill	N/R	17 th July 2017	09/10/17	23/10/17 – 17/11/17
	Devonport	Yes – listed building consent		15/12/17	08/01/18 – 22/1/18
	Southway	External signs only		13/10/17	06/11/17 – 20/11/17
Specific completion deadline and reasons		The constraint for Phase 1 is that work cannot start at Devonport and Southway until Landlords permission has been granted. The improvements are minor and Landlords are not anticipated to raise any objections			

PART 5: AFFORDABILITY AND FINANCING

In this section the robustness of the proposals should be set out in financial terms, it will be for a project manager to work closely with the capital and revenue finance teams to ensure that these sections demonstrate the affordability of the proposals to the Council as a whole.

Anticipated Capital Commitment

Breakdown of project costs

The capital investment costs have been developed in conjunction with the Library Service and the Project and Contract Services Team

Library capital investment				
	Southway Library costs	Crownhill Library costs	Devonport Library costs	Other whole service costs
Main contract sum *1	18,355	30,844	3,500	n/a
Project mngt fees (Architect and Cost Manager)	2,970	4,095	810	n/a
FF & equipment	6,000	2,050	10,000	n/a
Enabling works (Preliminaries @ 15%)	2,753	4,633	525	n/a
Landlord costs for internal changes	0	n/a	3,000	n/a
Other fees (Planning and Building control)	1,000	1,000	1,000	n/a
Contingency@ 10%	1,835	3,088	350	n/a
Sub Total	32,913	45,710	19,185	n/a
Outreach				
Outreach – equipment	n/a	n/a	n/a	15,000
Outreach room hire (over 3 years)				27,397
Other				
ICT set up (DELT£6.6k & £0.8, SSI £2k & £1k)		0	0	8,600
Axiell upgrade *2	n/a	n/a	n/a	£47,334
Total	32,914	45,710	19,185	98,331

1* minimal redecoration costs

2* Approved from Capital ICT budget

Proposed Funding	<ul style="list-style-type: none"> Phase I funding sought for capital improvements to Southway, Crownhill and Devonport Libraries £97,808 plus outreach equipment £15,000 and ICT set up costs £8,600. This totals £121,408 Funding request has been reduced to a minimum by seeking to undertake the redecoration with Shekinah Mission Funding already secured for Axiell upgrade for £47,334 Existing library service revenue budget used for £20,000 investment into Ebooks The Library Service has earmarked £27,397 from its existing budget 17/18 – 19/20 to pay for the outreach room hire Library service will be repaying the CCIB Phase I loan from existing budgets
Alternative External Funding	<ul style="list-style-type: none"> The Library Service has a successful track record of maximising funding opportunities and recently received £56k from the Libraries Innovation Fund to work with Catered on an outreach project. A bid will be submitted to the Engaging Libraries Fund by the deadline of 23rd August. The purpose of the funding is for public engagement projects on health and wellbeing. Grants are available from £5k to £15k and projects must be completed by October 2018. The capital improvements required in this bid does not meet the criteria of this grant fund, although the Library Service is considering applying for a dementia related project. This will support the Plan for Libraries and PCC organisational objectives of creating a dementia friendly city Section 106 funding of approx. £40k is being sought to undertake promotion and marketing of the Libraries. This will be a vital element to the success of the Plan for Libraries. Weak promotion and marketing of the Library Service was a frequent criticism in the consultation period. This investment will enable the service to implement new methods of communications and promotions, bringing new visitors into the libraries and outreach venues and ensuring that people the huge variety of activities and events that the Library Service offers. The Library Service Manager intends to put together a package of projects which will cover all the localities of the city enabling an innovative approach to communication and marketing. Spend certificates will be submitted within the next two weeks Commercialisation opportunities have been explored previously by the service and issues like increasing library service charges have been addressed
Bidding constraints and any restrictive funding conditions	There are no bidding constraints or any restrictive funding conditions
Need for Council Contribution	<p>£121,408</p> <p>There is no provision within the Library service budget or through external funding to pay for these elements of the Plan for Libraries. There is provision in the budget to pay for the service borrowing</p>

VAT Implications	Any VAT incurred on these costs will be fully recoverable
Consequences of not proceeding	Trying to operate 17 libraries is unsustainable, a challenge to resources and limits our ability to offer the quality of services that we know is possible. The 24/7 digital offering shows that more eBooks are borrowed each year than printed books from 10 of our libraries. If we didn't undertake these changes, we will be unable to deliver library services which are good practice and in line with both the Library Task Force recommendations and the aspirations of the public which we understand through the Conversation

Capital Avoidance	The closure of the 6 libraries will avoid the requirement to make capital improvements to those buildings. E.g. boiler replacements						
Ringfenced Spend Profile	Prev. Yr	17/18	18/19	19/20	20/21	Future Yrs	Status
CCIB ICT budget	n/a	47,334	n/a	n/a	n/a	n/a	Confirmed
UnRingfenced Spend Profile	Prev. Yr	17/18	18/19	19/20	20/21	Future Yrs	Status
n/a							
n/a							
Anticipated Capital Spend	n/a	121,408	0	0	0	0	
SI06 or Tariff or CIL	n/a						
	Prev. Yr	17/18	18/19	19/20	20/21	Future Yrs	Revenue Budget Code
Revenue costs of developing the project	Revenue costs incurred by the project to implement the Plan for Libraries consultation have been funded through the Transformation TCC programme Consultation costs - £25k	103,815	30,170	tbc	n/a	n/a	n/a
Service borrowing for capital investment in building and outreach (25 yrs payback)	n/a	na	6,299	6,299	6,299	6,299	Bidding to CCIB
Service borrowing for ICT (5 yrs payback)			1,825	1,825	1,825	1,825	Bidding to CCIB
Ongoing revenue implications when project complete	There will be no change to the revenue costs for the libraries which will stay open. Maintenance costs will continue to be paid through the corporate budget. The investment in the meeting rooms does not include any backlog maintenance so						

	there will be no savings associated with this. The footprint of the building will remain the same so there will be an increase in running costs. There is no provision to include any energy saving measures in the project costs.
Period of loan	25 years for library building investment 5 years for ICT investment
Borrowing cost	£6,299 as identified above in unringfenced profile for capital investment (25 yrs). This is service borrowing £1,825 as identified above in unringfenced profile for ICT investment (5 years. This is service borrowing) Total borrowing costs pa = £8,124

PART 6: ACHIEVABILITY	
Impact on service and how to be mitigated	<p>A Business Continuity Plan will be agreed to ensure that BAU is minimised by the refurbishment work. There will be an effect on members of the public accessing the service. Temporary closure arrangements will be implemented and will be communicated effectively with stakeholders to minimise disruption to the service</p> <p>Library Service will take the lead in the implementation of the outreach and online offers</p>
Quality management arrangements	The Project Board will have direct responsibility for quality management with the Programme Board overseeing this. Internal audit have undertaken an audit of the consultation process. The project is delivered using quality management principles of Prince 2.
Handover date	Defect Liability period
February 2018 – on completion of all meeting rooms in Phase I	12 months from completion
Key assumptions in the business case	<p>The Plan for Libraries is not called into Judicial Review which would halt progress on the implementation plan</p> <p>Planning applications submitted for Southway and Devonport improvements and external signage are successful</p> <p>Redecoration and re carpeting costs can be carried out through an agreement with Shekinah or through a Framework contractor and can be achieved in the budget figure</p> <p>No backlog maintenance has been included in the in- library investment. This will need to be funded through the corporate repairs and maintenance budget if R&M issues arise</p> <p>Any dilapidations costs for the closing leased (Ernesettle and Stoke) libraries are not paid through Library Service and paid through FM budget</p> <p>Any security and vandalism costs incurred on the closing libraries is not paid through Library Service. It is proposed it will be paid for by the Land and Property Team. The capital receipt that may be collected on Laira library will offset these costs</p> <p>Any capital receipt collected through the sale of Laira Library or sale of lease of Stoke is not claimed as a benefit to this project. It will be claimed by Land and Property Team</p> <p>No costs incurred for the emptying of equipment / fixtures and fittings in the closing libraries as part of the lease conditions as this will be carried out at no cost by Surplus +</p> <p>Outreach costs based on standard amount charged by the venue</p> <p>ICT costs based on standard day rates. Confirmation required with Delt and SSI to confirm these costs</p>
Interdependencies	Intra dependencies – in the TCC Programme

	<p>Smart working project – Library can help provide drop-in hubs for staff,</p> <p>Digital services project - where processes are re-engineered and placed online</p> <p>Service centre – take over service telephony / take over debtors / creditors functions</p> <p>Inter dependencies – between other Transformation programmes</p> <p>IHWB Programme (Health & Wellbeing hubs / Advice and Information)</p> <p>GAME2 Programme (Estate Rationalisation / Asset Management Strategy)</p>
--	---

KEY RISKS Please include up to 5 depending on scale of project, copy and paste additional tables as required

Potential Risk Identified

Description	It is a condition of the lease that PCC get approval for internal works to Devonport and Crownhill libraries. There is a risk that there could be a delay in the Land and Property Team obtaining Landlords consent for these improvements. The effect of this will be a delay to the approved timeline for completion of this investment			
Mitigation	Negotiation with Landlord promptly after 3 rd July to explain the changes. We have been advised not to start any negotiations with Landlords before the Full Council approval due to the risk it poses in Judicial Review as pre-empting the decision Plans and specification will be produced ready to show to the Landlord to assist with speeding up the approval			
Risk assessment	Initial	Post mitigation	Current	Total rating
Likelihood To be scored 1 (low) – 5 (high)	3	3	3	12 – medium risk
Impact To be scored 1 (low) – 5 (high)	4	4	4	
Trend	Static	Lead Officer	Karen Renshaw	
		Risk Champion	Dave Saunders	

Potential Risk Identified				
Description	Planning permission is not granted for Devonport Library			
Mitigation	Devonport Library has listed building status. Changes internally to the building are minimal and do not affect the fabric of the building. It involves converting part of a kitchen area to a meeting room. Development Enquiry Service will be consulted prior to planning application			
Risk assessment	Initial	Post mitigation	Current	Total rating
Likelihood To be scored 1 (low) – 5 (high)	2	1	1	4 – Low risk
Impact To be scored 1 (low) – 5 (high)	4	4	4	
Trend	Reducing	Lead Officer	Karen Renshaw	
		Risk Champion	Dave Saunders	

Potential Risk Identified				
Description	Failure to progress quickly with the surrender of leases / purchase etc. with closing libraries may result in unnecessary or increased costs for security measures at Ernesettle, Laira, Stoke or potential vandalism to insecure buildings			
Mitigation	<p>Keep Land and Property Team fully informed on progress and implications in delays and get commitment that this will be progressed quickly</p> <p>Land and Property Team to start discussions immediately with Landlords after Full Council decision</p> <p>Consider closing libraries later than the agreed date of 17th September to co-ordinate with lease arrangements</p>			
Risk assessment	Initial	Post mitigation	Current	Total rating
Likelihood To be scored 1 (low) – 5 (high)	3	2	3	12 – Medium risk
Impact To be scored 1 (low) – 5 (high)	4	4	4	
Trend	Reducing	Lead Officer	Ian Gillhespy	
		Risk Champion	Dave Saunders	

Potential Risk Identified				
Description	Plan for Libraries may be called into Judicial Review via department for Culture, Media and Sport. The project will be put on hold if this occurs			
Mitigation	We have taken legal advice throughout the consultation process and have followed good practice from other Local Authorities which have successfully completed a library service review			
Risk assessment	Initial	Post mitigation	Current	Total rating
Likelihood To be scored 1 (low) – 5 (high)	4	3	3	15 –Medium risk
Impact To be scored 1 (low) – 5 (high)	5	5	5	
Trend	Reducing	Lead Officer	Karen Renshaw	
		Risk Champion	Faye Batchelor – Hambleton	

PART 7 PROCUREMENT AND DELIVERY

Procurement Options in accordance with Contract Standing Orders	<p>The procurement process used would follow the standard PCC process obtaining competitive quotations for expenditure. There is no specialist work required in the library capital improvement works.</p> <p>The purchase of the outreach equipment will require some research as to what is the most suitable for the particular requirements of the service. Advice will be sought from Strategic Procurement on how to deal with this appropriately</p>
--	---

PART 8 RECOMMENDATION AND DECISION

Analysis of proposal	<p>The Plan for Libraries has been developed through extensive consultation over a 12 week period. A Scrutiny Select Committee was then held which listened to witness representations and provided recommendations.</p> <p>A revised Plan for libraries was subsequently produced which Full Council approved on 3rd July. This Business Case provides resources to implement the Plan for Libraries in particular the in-library and outreach offers.</p>
Decision required	<p>Recommended decision</p> <p>It is recommended that the Leader of the Council:</p> <ul style="list-style-type: none"> • Approves this Business Case • Allocates £121,408 for this project to be funded by service borrowing • Authorises the procurement process • Delegates the award of the contract to Andrew Hardingham

CONFIRMATION OF PROMOTORS APPROVAL

Cabinet Member		*Assistant Director	
I endorse this project and agree that it meets Plymouth Plan and or Corporate Plan priorities.		I endorse this project and confirm that the revenue implications can be covered within existing service revenue budgets.	
<i>Cllr Jordan</i>		<i>Faye Batchelor – Hambleton</i>	
Either email dated:	<i>11/07/17</i>	Either email dated:	<i>11/07/17</i>
Or signed		signed	
date		date	