

Report to the Cabinet

Meeting to be held on Thursday, 13 July 2017

Report of the Director of Corporate Commissioning

Part I

Electoral Divisions affected:
All

Proposals relating to Library Buildings which were closed/proposed for closure as part of the Property Strategy (Neighbourhood Centres)

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Executive Summary

This report outlines proposals in relation to the provision of library facilities and also considers options in relation to premises where Community Asset Transfer requests have been received.

This is deemed to be a Key Decision and the provisions of Standing Order No. 26 have been complied with.

Recommendation

The Cabinet is recommended to agree:

- (i) To provide a full library service from: Coppull Library, Eccleston Library, Ansdell Library, Brierfield Library, Bacup Library and Whitworth Library.
- (ii) To operate a full library service from Milbanke Older People's Day Service, Kirkham, with a full library service to continue at Kirkham Library pending the completion of works to the new accommodation.
- (iii) The phased re-opening and delivery of a full library service at: Burnley Campus Library; Freckleton Library; Oswaldtwistle Library; Bolton-le-Sands Library; Silverdale Library; Barrowford Library; Fulwood Library; Whalley Library and Springwood Children's Centre; and Lostock Hall Library and Children's Centre.
- (iv) To note the progress in relation to the community asset transfer and development of independent community libraries at: Pike Hill Library; Trawden Library and Riverside Children's Centre; Crawshawbooth Library and Community Centre; and Penwortham Library and Penwortham Young People's Centre.
- (v) To give further consideration of the following buildings: Briercliffe Library; Rosegrove Library; Adlington Library and Children's Centre; Lytham Library;

Rishton Library; Earby Library; Bamber Bridge Library; Burscough Library; Parbold Library; Upholland Library; Cleveleys Library and Children's Centre; and Thornton Library.

(vi) That where a group that has proposed Community Asset Transfer withdraws their request, consideration should be given to re-opening the premises as a County Council managed Library.

(vii) To rescind the decision to declare surplus the following buildings: Ansdell Library; Burnley Campus Library; Freckleton Library; Oswaldtwistle Library; Bolton-le-Sands Library; Silverdale Library; Barrowford Library; Fulwood Library; Whalley Library and Springwood Children's Centre; and Lostock Hall Library.

Background and Advice

The implementation of the Property Strategy (Neighbourhood Centres) policy affected 36 libraries where service delivery was proposed to cease. The timeline for closures that was agreed has resulted in the closure of 26 of the Council's 73 original libraries.

It was also agreed that the buildings would be disposed of through sale/surrender of lease unless acceptable proposals for Community Asset Transfer (CAT) were submitted. In addition, an offer of support to groups proposing a CAT was put in place in order to promote the development of an Independent Community Library (ICL) as part of their proposals.

There are 17 live proposals for CAT relating to library buildings, 12 of which have been accepted in principle. Of these, 9 propose to operate an ICL. However, three of the community groups have subsequently indicated that they would prefer the County Council to operate a Library Service rather than progress an asset transfer.

There are a further five proposals for CAT which have not as yet been approved, three of which include proposed ICLs. However, one of the organisations has now indicated that that they would prefer the County Council to operate a Library Service. One ICL is now in operation in a non-County Council building.

The County Council's Administration has now requested that the position regarding libraries should be reviewed. This report clarifies proposals in relation to each library affected. If the proposals set out in this report are agreed, the library service will deliver through a total of 54 buildings, each of which will be a staffed facility with appropriate opening hours. 5 community libraries will be established and a further 12 buildings remain subject to further consideration. The leases on two buildings have been surrendered and one building has transferred to a school.

The Library Strategy 2016-2021 will also be reviewed and will provide a clear direction for the future and links into the ambitions of the Society of Chief Librarians and the government to offer reading, information, digital, health and wellbeing, learning and culture opportunities across the county.

Proposals relating to Buildings

Service delivery from the following buildings has not yet ceased and so it is recommended that they are retained and a full library service is provided. Staff and equipment remain in place, so there are no timescale issues arising from this recommendation.

District	Property	Current Position
Chorley	Coppull Library	Financial support (£49k) from Chorley Borough Council means that this library remains operational until March 2018 as a full library rather than a satellite library
Chorley	Eccleston Library	Financial support (£49k) from Chorley Borough Council means that this library remains operational until March 2018 as a full library rather than a satellite library
Fylde	Ansdell Library	Remains open pending works to St Anne's Library
Pendle	Brierfield Library	Remained open whilst local considerations were reviewed
Rossendale	Bacup Library	The Borough Council that owns the building has agreed to meet property running costs
Rossendale	Whitworth Library	Remains open pending local considerations. Building condition issue will need capital investment

Although Kirkham Library remains open the Property Strategy also proposed to create a new library facility in the locality at a Neighbourhood Centre at the Millbanke Older People's Day Service site. The principle of Community Asset Transfer has already been accepted in principle for the current building, but a library service will continue to be delivered until the new facility is opened.

The following buildings have previously closed and so it is recommended to agree a phased re-opening and delivery of a full library service at:

District	Property	Property issues
Burnley	Burnley Campus Library	Minimal works to re-open service dependent on staffing resource.
Fylde	Freckleton Library	Building prepared for market, substantial re-instatement works.
Hyndburn	Oswaldtwistle Library	Building prepared for asset transfer, moderate re-instatement works. Asset transfer request withdrawn.
Lancaster	Bolton-Le-Sands Library	Building prepared for market, substantial re-instatement works. Live CAT application, the group has indicated that that this will be withdrawn if the library is reopened, however they remain keen to work with LCC to enhance the library facility.

Lancaster	Silverdale Library	Building prepared for asset transfer, moderate re-instatement works. Live CAT application, the group has indicated that that this will be withdrawn if the library is reopened, however they remain keen to work with LCC to enhance the library facility.
Pendle	Barrowford Library	Building prepared for market, substantial re-instatement works.
Preston	Fulwood Library	Building prepared for market, substantial re-instatement works.
Ribble Valley	Whalley Library and Springwood Children's Centre	Building prepared for market, substantial re-instatement works.
South Ribble	Lostock Hall Library and Children's Centre	Building prepared for market, substantial re-instatement works.

Implementation Timetable

There are no timescale issues emerging from recommendation (i) as service delivery had not ceased and appropriate staffing, equipment and book stock remains in place.

However, the timescale for the reopening of facilities that have closed, and in some cases had been prepared for sale/transfer, requires a significant amount of activity including the following considerations:

An indicative, broad timetable to implement the recommendations in this report is provided below. It is important that a number of considerations are recognised:

- Staffing – Reopening the libraries listed will require additional posts to be established. In terms of library staff, it is anticipated that 59.97(fte) staff will be required. Staff recruitment, when commenced is expected to take a minimum of 8 weeks, and in addition to this staff training can take up to 5 weeks. This will also place pressure on existing staff as they would be required to deliver much of the training. 4 additional Facilities Management staff are required to manage the larger portfolio of buildings.
- Furniture – Some fixtures and furniture was not retained due to condition, and replacements will be required – delivery is expected to be 8 weeks from order.
- Building and equipment safety checks – services will need to be reconnected and safety and system checks will be required.
- Building condition works will be required in some cases.
- The retained properties will need to be managed as part of the wider property asset management programme. Structural condition works will need to be undertaken in a small number of cases.
- ICT facilities and infrastructure will need to be reinstated as obsolete equipment was not retained when buildings were cleared. This will require the re-instatement of data lines, the Libraries ICT system and the People's Network Computers (PNETs) which underpin the delivery of channel shift to

digital. Installation of the Libraries ICT system has an anticipated lead in time of approximately 4 weeks.

- Library stock will need to be secured.

Individual building surveys are now underway which will enable a detailed timeline to be produced in relation to individual properties. At this stage it is anticipated that the timeline for re-opening library facilities will be between November 2017 and April 2018 although Cabinet should note that the practicalities of commissioning and programming works to buildings may result in a slightly longer timescale.

The use of re-instated library buildings will also be reviewed to ensure flexible use of buildings and identify opportunities for other service delivery by County Council services and third parties that will both enhance the benefit offered to communities and support their sustainability.

Community Asset Transfers and Independent Community Libraries

The Cabinet is asked to note the progress in community asset transfer and development of independent community libraries at the buildings set out below:

District	Property	Progress
Burnley	Pike Hill Library	Veterans Association UK prepared to progress asset transfer and operate an ICL
Pendle	Trawden Library and Riverside Children's Centre	Trawden Forrest Trust prepared to progress asset transfer and operate an ICL
Rossendale	Crawshawbooth Library and Community Centre	Community Association on site ready to complete transfer and operate an ICL
South Ribble	Penwortham Library	Penwortham Town Council proposes to develop a Community Theatre in the building, on the basis of which they propose to develop an ICL in the former Penwortham Young People's Centre (also subject to an asset transfer proposal approved in principle)

An Independent Community Library (including book stock transfer) has been already been established close to the former Clayton-le-Moors library building and it is therefore not proposed to re-open the library building.

In making properties available for Asset Transfer and developing the ICL offer, it was proposed that a support package including a £5,000 set up grant and a £1,000 annual grant to support public ICT facilities, as well as the support of a dedicated officer would be made available. This offer anticipated a greater number of ICLs being created but given the recommendations set out above this will not be the case. One consequence of this is that those ICLs which do proceed will be able to call on more time and support from the Community Library Manager than originally anticipated. Access to the County Book Ordering Service will also be facilitated,

meaning that communities with Independent Community Libraries can still order from a wider choice of books.

The Cabinet is asked to agree to defer decisions in relation to the following buildings whilst a range of factors are addressed:

District	Property
Burnley	Briercliffe Library
Burnley	Rosegrove Library
Chorley	Adlington Library and Children's Centre
Fylde	Lytham Library
Hyndburn	Rishton Library
Pendle	Earby Library
South Ribble	Bamber Bridge Library
West Lancashire	Burscough Library
West Lancashire	Parbold Library
West Lancashire	Upholland Library
Wyre	Cleveleys Library and Children's Centre
Wyre	Thornton Library

However, the Cabinet is asked to agree that where a group that has proposed CAT in relation to one of these buildings withdraws their request, consideration should be given to reopening as a County Council managed Library.

Chatburn and Read Libraries in Ribble Valley were subject to lease arrangements that have been surrendered and the library has closed. In addition the building for Northfleet Library in Wyre has transferred to the school. Reopening a facility in that building is outside the County Council's control and so further consideration will be given to future options.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Financial

The costs of re-opening the libraries detailed within this report are made up of recurrent costs (such as staffing and running costs), and non-recurrent costs (one-off costs such as IT, furniture costs and building checks (e.g. PAT testing and risk assessments)).

This report recommends the retaining and also reopening libraries within recommendations (i), (ii) and (iii). The estimated costs in 2017/18 (based on those libraries that are closed re-opening from November 2017 and 12 month costs for those that are still operational) total £1.654m, comprised of £1.146m part-year recurrent costs and £0.508m one-off costs. The costs are estimated on an

assumption that the closed libraries would all re-open in November. Logistically this is unlikely to be the case, with a number of the libraries likely to be re-open later on in the year, and actual costs in 2017/18 will be directly impacted by the actual re-opening date for each individual library. In 2018/19 full year recurrent costs will be £1.770m and there will be no further one-off costs of re-opening. It is important to note that these costs include the assumption that the community asset transfers at Pike Hill Library, Trawden Library and Riverside Children's Centre, Crawshawbooth Library and Penwortham library progress to completion.

In 2017/18 funding will be provided from the County Fund Reserve and is included as part of the "Revisions to the 2017/18 Budget" report that is also presented to this meeting of Cabinet. In 2018/19 the additional recurrent funding requirement of £1.770m will be built into the Medium Term Financial Strategy but will increase the funding gap going forward.

Within this report there are 12 libraries that Cabinet is asked to agree that further consideration is given to the buildings whilst a range of factors are addressed. If following consideration the decision was to re-open and retain these libraries this could cost a further £0.839m in 2017/18 (both recurrent and one-off costs), although again this would be directly impacted by the actual re-opening date for each individual library, and an additional recurrent budget requirement of £0.755m in 2018/19.

In addition the report asks that consideration is given to Chatburn Library, Read Library and Northfleet Library as the premises are no longer available. If a similar library was to be opened using the same model and size this would cost a further £0.214m in 2017/18 and have an additional recurrent budget requirement of £0.098m.

The Government introduced flexibility for capital receipts to be used to fund revenue expenditure that meets certain criteria. As part of the County Council's budget for 2017/18 a value of £12.500m income from capital receipts is budgeted for with a further £5.000m built into the MTFS for 2018/19. It is important to note that the decision to re-open and retain the libraries within this report may impact on the achievement of the required value of capital receipts. This will be monitored closely throughout this financial year.

The library buildings that are to be re-opened and retained are likely to require some repairs and maintenance and capital works due to their condition. Surveys are currently underway to ascertain the value of these works which will be predominantly capital works. An estimated value of £1.571m has been included within the "Revisions to the 2017/18 Budget" paper also presented to this meeting of Cabinet. It is expected that once the surveys are complete a further detailed report to Cabinet will be provided.

Risk management

- Human Resources

Following the transformation process in 2016, the library service currently carries approx. 20 actual vacancies and is stretched over an additional number of libraries some of which are currently open as an interim measure. Adding the current vacancies to the additional vacancies as a consequence of reopening libraries, could equate to approx. 100 actual vacancies in total which include both part-time and full-time posts across a range of grades. As such there will need to be additional recruitment in order to effectively deliver the service across a greater number of premises. The lead in time for recruitment can take upwards of eight weeks to complete following which the induction and training of new employees will also be required prior to operational delivery.

- Property Asset Management

In order to facilitate the delivery of library services as set out above, the Cabinet is asked to rescind the decision to declare surplus the following buildings: Ansdell Library; Burnley Campus Library; Freckleton Library; Oswaldtwistle Library; Bolton-le-Sands Library; Silverdale Library; Barrowford Library; Fulwood Library; Whalley Library and Springwood Children's Centre; and Lostock Hall Library

List of Background Papers

Paper	Date	Contact/Tel
The Property Strategy (Neighbourhood Centres) Response to Consultation	8&26/9/2016	Steve Browne/01772 534121
Community Asset Transfer and Independent Community Libraries	7/12/2016	Mel Ormesher/01772 536966
Community Asset Transfer and Independent Community Libraries	23/1/2017	Mel Ormesher/01772 536966
Community Asset Transfer and Independent Community Libraries	9/3/2017	Mel Ormesher/01772 536966
Property Strategy (Neighbourhood Centres) - Community Asset Transfer and Independent Community Libraries	6/4/2017	Mel Ormesher/01772 536966

Property Strategy - Community Asset Transfer, Independent Community Libraries and vacated Children's Centres on school sites	27/4/2017	Mel Ormesher/01772 536966
Rescinding of the Deputy Leader's Approval to dispose of Fulwood and Barrowford Library and withdraw Fulwood Library, Barrowford Library, Earby Library, Freckleton Library, Whalley Library & Spring Wood Children's Centre & Lostock Hall Library & Children's Centre from the market for sale	24/5/2017	Gary Pearce/01772 533903

Reason for inclusion in Part II, if appropriate

N/A