LIBRARIES FUTURE MODEL – CIVIC PROGRAMME

To:	**Communities and Partnership Committee**
Meeting Date:	**30th May 2019**
From:	**Christine May, Assistant Director – Cultural and Community Services**
Electoral division(s):	**All**
Forward Plan ref:	**N/A** *Key decision:* **No**

Purpose:	**To inform the Committee about the Council's partnership work with Civic, and to seek formal authorisation to proceed with a project to develop proposals for a future model for libraries.**
Recommendation:	The Committee is asked to:

a) **Note the work to date, and approve the project going ahead;**

b) **Review regular progress updates to the Committee, make decisions on behalf of the Council, and engage in working groups, as required; and**

c) **Support officers' active participation in this project and champion it with others**

	Officer contact:		*Member contacts:*
Name:	Christine May	Names:	Councillors Steve Criswell
Post:	AD Cultural & Community Services	Post:	Chair
Email:	Christine.may@cambridgeshire.gov.uk	Email:	Steve.Criswell@cambridgeshire.gov.uk
Tel:	01223 703521	Tel:	01223 706398

1.   BACKGROUND

1.1   In 2018 Cambridgeshire Library Service was approached by William Sieghart CBE – the author of DCMS' Independent Library Report for England and former chair of the national cross-government Libraries Taskforce – and an international social enterprise called Civic.

William Sieghart CBE is an entrepreneur, philanthropist and publisher. He has chaired two reviews into libraries for DCMS and DCLG. He is currently the chair of the Somerset House Trust and was previously chair of the Arts Council's Lottery Panel.

Civic works with select organisations across the world to support a major step-change in how communities and organisations can work together to accelerate impact. Civic are currently working internationally with a number of communities and local institutional partners including the National Trust, UNHCR, Bernard von Leer Foundation and the London Legacy Development Corporation.

Working with William and Civic we have a unique opportunity to transform the Library Service in a truly revolutionary way that improves the life chances of all our residents and supports our Think Communities approach, attracting external best practice partners and funding.

1.2   Positive initial discussions have been held between Civic and senior officers and members, the Chief Executive and the Leader (including at a Members' seminar in January) about a proposal to work in partnership to develop a 'Cambridgeshire Model' of future libraries across the county, aligned to our 'Think Communities' approach. This has been warmly welcomed informally; we now need formal approval to proceed with this partnership.

2.   VISION AND APPROACH

2.1   The project vision is 'to put libraries at the heart of a new and sustainable 21st century operating system for community-first service delivery', enabling the financial security of public services, re-energising the position of libraries in communities and creating improved citizen outcomes.

2.2   The proposed approach is to develop a family of archetypal models of 'Libraries of the Future' that reflect the diversity of communities and contexts around the UK, piloted within the broad Cambridgeshire and Peterborough library network. Whilst Cambridgeshire and Peterborough libraries have different governance models (Peterborough libraries are delivered by Vivacity, an independent charitable organisation), this is not expected to detract from the project in Cambridgeshire. The services are already working together closely on a number of initiatives and projects including the British Library Business & IP Centre, and this cross-boundary mix of libraries will enhance the project as it provides even greater potential to work with a wider range of libraries and ensure the archetypes are truly replicable across the country.

Working with a wide range of local and national partners and the communities in the library catchment areas, the approach seeks to reimagine and redesign what libraries

could be and provide for the community, and identify alternative sources of funding and commercial models for libraries to ensure the sustainability of library services.

2.3 LIBRARY ARCHETYPES

2.3.1 Based on their global experience, deep market research and insight from William Sieghart's reviews, Civic have identified five library archetypes to be designed, tested and refined through a prototyping process across Cambridgeshire and Peterborough.

These are:

1. Anchor to the High Street
A multi-purpose library as the anchor to the high street and civic life, driving footfall for other businesses and providing a home for key services for citizens

2. Centre for Rural Life
The library as the hub for rural life - beyond a library into the cultural centre, community centre and council outpost

3. Hub for the Region
The library as the income generator for the broader library service, and the engine room for the service delivery with flagship library interventions, staffing, longer opening hours and a heavily programmed space

4. (Re)animating Communities
The positive brand and open door of the library becomes the primary driver to community creation with an emphasis on socialising within the space

5. Pop-Up for Reviving Community Assets
The pop-up library becomes the 'community run library' of the future filling third sector places on a regular basis, going to the communities that want it, and driving engagement for asset owners with their community

2.3.2 These new archetypes aim to reposition libraries in our society, creating a new brief for the physical library - what new content, products and services should be available in libraries?; what is an appropriate evolved definition of a 'librarian'?; what are the most effective new governance structures and partnerships to roll out across our libraries?

The nature of the county, with its varied geography of urban areas, new communities, market towns and more rural areas, as well as the breadth and variety of our library services, makes Cambridgeshire and Peterborough an ideal place to test these archetypes.

2.3.3 It is proposed that 5-10 locations across Cambridgeshire and Peterborough will be selected for these prototype locations initially at the start of this three year project.

However, it is important to note that the intention is that the project and these archetypes are rolled out to *all* libraries over the 3 years of the project.

The recommended prototype places below represent the strongest immediate prototyping opportunities to trial new ideas, partnerships and designs in a manageable, strategic way. Once ideas are proven, we will look to roll them out, by archetype, across Cambridgeshire and Peterborough, working with each community as we go.

Some of these may follow on quite quickly from the pilots, depending on circumstances, and it will be important to take a flexible and responsive approach to this.

2.3.4 Through quantitative and qualitative analysis supported by the Business Intelligence team, a shortlist of these prototype libraries in Cambridgeshire and Peterborough has been developed that represents:

- The range of archetypes
- A range of ownership models (Council managed, community managed, externalised)
- A fair mix of physical locations across Cambridgeshire and Peterborough
- Strategic alignment with other place-based projects (namely 'Think Communities', Market Town Masterplanning, Wisbech 2020, Future High Streets and Neighbourhood Cares prototypes)
- A range of physical development opportunities (minimal investment, retrofit, full renovation, new build)

The proposed shortlist of prototype libraries based on this assessment is as follows:

- Anchor to the High Street: Peterborough Central Library, Wisbech Library
- Centre for Rural Life: Thorney Library, Soham Library
- (Re)Animating Communities: Northstowe (new build)
- Hub for the Region: Cambridge Central
- Pop-Up for Reviving Community Assets: Brampton Library Access Point

2.4 BENEFITS OF THE PARTNERSHIP

2.4.1 The partnership will provide financial support and additional capacity for our library transformation programme. Civic have already invested significant resource into this partnership. William Sieghart, himself a philanthropist, believes that philanthropic organisations have untapped sources of funding that our library service (and library services across the country) could benefit from if there was a clearer vision of the role and future for libraries.

This goes beyond traditional supporters of libraries to those interested in the future of the high streets, community resilience, local social entrepreneurship, social prescribing to combat health and social care issues and many others. By looking at libraries as a platform for delivering public services and bringing communities together, as well as a traditional place for self-improvement, we will be investigating the potential to open up multiple new opportunities for financial, service and design innovation and support in line with community needs.

2.4.2 The partnership will also provide us with significant know-how to support and bolster our transformation plans and to link us into a network of different organisations. For

example, conversations about the opportunities that this work could present have been held with the Director General of the BBC, nesta, FutureGov, Wellcome, prize winning architecture practices, as well as government ministers for DHSC, MHCLG and DCMS.

This adds to the partnerships that we are already developing with organisations like the Combined Authority, British Library, Anglia Ruskin University and Cambridge University as part of our British Library Business and Intellectual Property Centre.

2.4.3 This partnership will also position us as a national leader in good practice, and enable us to ensure that strong links exist between the library service transformation work and other key programmes such as Think Communities and the Cambs 2020 project.

2.4.4 Having been introduced to us by the national Libraries Taskforce, the Taskforce is now maintaining a keen interest in the project, and officers and representatives of Civic were invited to discuss the project with them at their meeting in March 2019. It was noted that this is complementary to other national pieces of work looking at the future of libraries, including DCMS' own future thinking (currently being formulated), and Libraries Connected / CILIP / Carnegie's work on a future Libraries Blueprint, which is focused on future structures, quality standards, legislation, funding and digital connectivity - see https://www.librariesconnected.org.uk/news/blueprint-libraries-update

Civic and officers will remain in close contact with these pieces of work, bringing in their best practice thinking into our prototypes and have been invited back to update the Taskforce in March 2020.

2.5 PROJECT GOVERNANCE

2.5.1 The following governance structure is proposed for the project, ensuring oversight by Members and senior officers, and involvement from a broad range of stakeholders:

- ***Tier 1: Decide***
    - o Members: Council members in both Cambridgeshire and Peterborough through committees focused on community resilience, community infrastructure and public services (in Cambridgeshire this would be the Communities & Partnership Committee)
    - o Cambridgeshire and Peterborough Joint Management Team
    - o Funders group: representatives of central government, trusts and foundations, high net worth individuals etc.
- ***Tier 2: Manage***
    - o Civic Core Team (current leads plus employees to be recruited)
    - o CCC / PCC Core Team (Libraries senior officers, colleagues from Transformation, Business Intelligence, Property/FM and Communications teams)
- ***Tier 3: Do***
    - o Prototype Design & Delivery partners – including architects, designers, content providers, technology providers
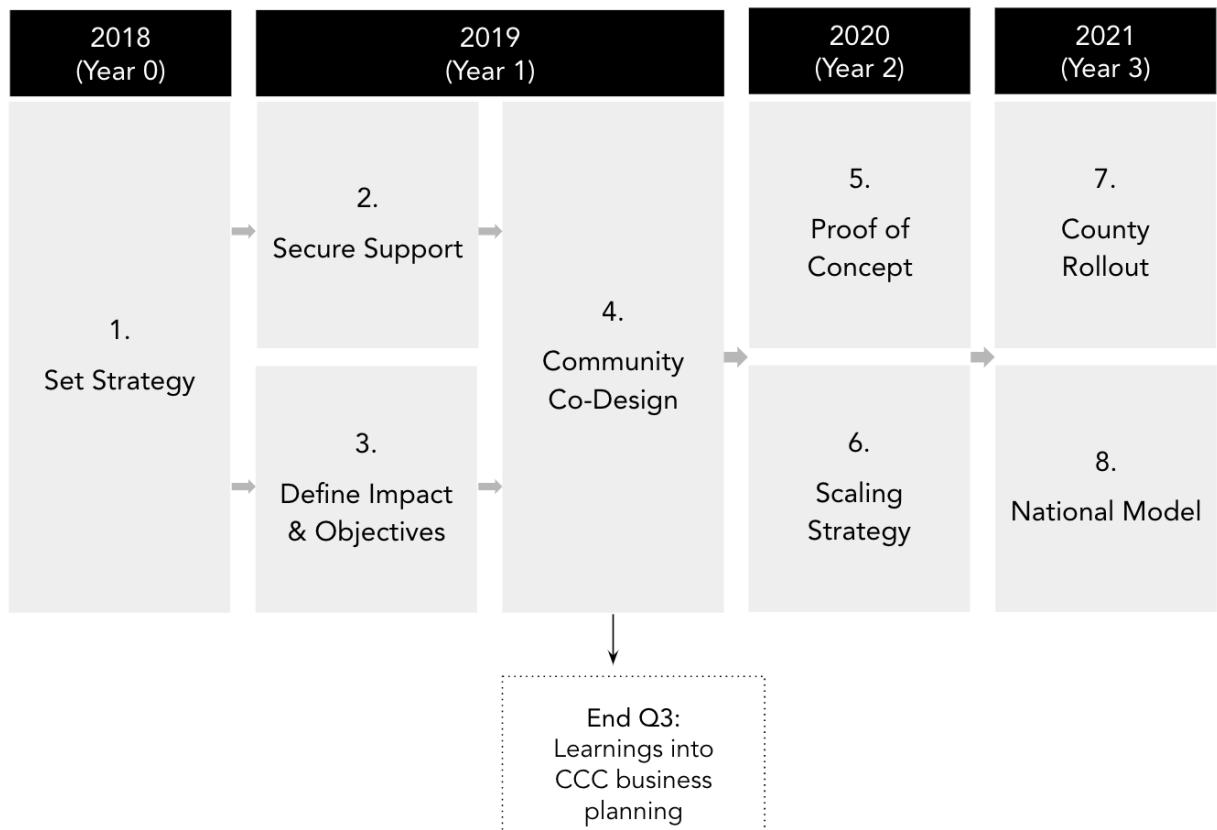
- ***Tier 4: Shape***
  - Community Impresarios – individuals who can galvanise community members to become involved in co-designing the libraries of the future, hosting key events, and communicating project ambitions to residents and library users
  - Prototype community members - providing local insights, supporting the co-creation and prototyping of new library services, products, content and design. To provide case studies and feedback on trialled interventions for project impact reporting
  - Cross-prototype working groups – including local Members – overseeing four key strategic areas:
    - Data Strategy and Impact
    - Library Service Best Practice
    - Prototype Design
    - Commercial Model and Business Casing

2.5.2   A partnership agreement to govern the project is being drafted to ensure accountability and that financial arrangements are clear and agreed.

2.6   **PROJECT PROGRAMME**

2.6.1   Below is a high level programme of activities for the proposed 3 year project, which ties in to key milestones in the Council's business planning process for review and decision:

2018 (Year 0)	2019 (Year 1)		2020 (Year 2)	2021 (Year 3)
	2. Secure Support	4. Community Co-Design	5. Proof of Concept	7. County Rollout
1. Set Strategy	3. Define Impact & Objectives		6. Scaling Strategy	8. National Model

End Q3: Learnings into CCC business planning

A detailed project plan has been created for the project to manage ongoing activities, led by Civic and the core project team.

2.7   **FUNDING**

2.7.1   William Sieghart and Civic are currently seeking funding support for the project from DCMS and other potential funding partners.

Civic has not been paid a fee by CCC or PCC. Initial funding for Civic's efforts was secured from a high net worth individual in September 2018. Further funding is expected to be secured from central government, trusts and foundations. Through Civic and William Sieghart, Esmee Fairbairn Foundation is to host a Trusts and Foundations Roundtable on behalf of this project in early June. A detailed project budget is informing these discussions.

Given the above, CCC / PCC have not currently committed any funding to this project, however there may be a request for a funding contribution once a more detailed business case has been delivered to add support to the individual prototypes (once approved by this Committee) to cover planning, design, renovation works and investment in new content and service pilots (see above). This funding will add to, not replace, the external funding secured in our prototyping stage. Any such request will come to this Committee in the first instance for consideration.

Overall the project is expected to result in sustainable (affordable) services for the Council as a whole in the longer-term, with external funding and, potentially, council investment supporting the upfront R&D finance in the short-term.

2.8   **RISKS**

2.8.1   An initial risk analysis for the project is attached in **Appendix 1**.

3.   **ALIGNMENT WITH CORPORATE PRIORITIES**

3.1   **A good quality of life for everyone**

The following bullet points set out details of implications identified by officers:

- This work will be looking at how the library can provide support across personal health and wellbeing, community support and social prescribing, SME and entrepreneur business support and employability support – all promoting individual economic agency and a sense of wellbeing
- The provision of quality information, guidance and advice in libraries helps people to live healthy and independent lives and make well-informed choices
- Encouraging the reading habit and providing self-help information in libraries supports people to remain independent

3.2   **Thriving places for people to live**

The following bullet points set out details of implications identified by officers:

- This work will look at how libraries can offer services and house partnerships promoting new social, cultural and economic opportunities/experiences that come

together to enhance the lives of community members and promote a place through the library
- The Library Service helps people to get involved and feel included in their communities
- Libraries will continue to be safe places in communities where people can meet others

3.3 The best start for Cambridgeshire's Children

The following bullet points set out details of implications identified by officers:

- This work will bring international best practice library service thinking to Cambridgeshire, and all of the benefits of this to children's education and social development, alongside new partnerships, services and experiences that aim to prevent demand on social services and promote social prescribing – all aiming to promote the life chances the library can create for children
- Providing support for children helps to ensure that the workforce of the future has well-developed essential literacy skills, and is equipped to engage in lifelong learning

4. SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

The following bullet points set out details of significant implications identified by officers:

- It is intended that the new model of library provision will be at a lower cost than the existing model. A bid may be made in the future to the Transformation Fund for one-off resources to sit alongside the external funding to support the development costs of the new model.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

The following bullet points set out details of significant implications identified by officers:

- There has been positive engagement with Procurement colleagues to identify potential procurement implications of the project, and colleagues will continue to be engaged throughout to ensure that Procurement rules and legislation are followed.

4.3 Statutory, Legal and Risk Implications

The following bullet points set out details of significant implications identified by officers:

- It may be that the Council's Service Levels Policy for Libraries will need to be reviewed in light of the learning from this project, in which case a proposed revised version will be brought to this Committee for decision
- The key risk of this project to the Council at this stage is reputational, should the project fail or for any reason cause friction with stakeholders. This risk is being mitigated through the governance structure proposed at section 2.5, through the deep engagement of stakeholders throughout the project, and through a

communications strategy and plan being developed as part of the project that will be managed by the Core Team.

4.4 Equality and Diversity Implications

There are no significant implications within this category.

4.5 Engagement and Communications Implications

The report above sets out details of significant implications in section 2.5.

There are significant communication and engagement implications, and the Corporate Communications Team is working closely with the Library Service and Civic. If approved, a communication strategy will be worked up with Civic for this project, ensuring members are briefed and this work is communicated to the media and the wider public as ideas are designed, tested and refined.

4.6 Localism and Local Member Involvement

The report above sets out details of significant implications in section 1.2 and section 2.5.

4.7 Public Health Implications

The following bullet points set out details of implications identified by officers:

- Libraries play a key role in providing information and opportunities to acquire new skills that will support users to improve their health and wellbeing.
- They provide focal points for communities to meet and mitigate the effects of isolation and loneliness on mental health
- Through embedding them into the community they become important community assets that contribute to strengthening and building community resilience that are associated with improvements in health and wellbeing.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes Name of Financial Officer: Sarah Heywood
Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?	Yes Name of Officer: Gus de Silva
Has the impact on statutory, legal and risk implications been cleared by the Monitoring Officer or LGSS Law?	Yes Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact?	Yes Name of Officer: Adrian Chapman
Have any engagement and communication implications been cleared by Communications?	Yes Name of Officer: Sarah Silk
Have any localism and Local Member involvement issues been cleared by your Service Contact?	Yes Name of Officer: Adrian Chapman
Have any Public Health implications been cleared by Public Health	Yes Name of Officer: Val Thomas

Source Documents	Location
None	

Appendix 1 : Initial risk register

Risk Description	Probability 1 - Very Low 2 - Low 3 - Moderate 4 - High 5 - Very High	Impact 1 - Negligible 2 - Marginal 3 - Significant 4 - Critical 5 - Catastrophic	Rating RED 15 or over AMBER between 8 and 14 GREEN 7 or less	Mitigation
Unable to secure sufficient funding to progress the project.	Moderate – 3	Significant – 3	AMBER	Civic is pursuing a multi-source funding strategy, identifying and approaching potential funders and making funding bids through a co-pitch approach. Working with philanthropists and charitable foundations at workshop chaired by Esmee Fairbairn to seek funding. Approach to start small with prototypes and grow – thereby managing financial risk over time. Flexible budget range established for prototyping phase depending on level of investment achieved. With a lower budget, focus would be on programming and content partnerships above more costly physical, material changes to developments. Thus de-risks dependency on raising the full amount for the project to be on/off.

Reputational damage resulting from failure of the project to realise its ambitious vision.	Moderate – 3	Significant – 3	AMBER	Effective and well timed communication – with an effective shared Communications Strategy and Plan. Set and express realistic expectations with stakeholders. Power of the partnership through engagement with national partners, their influence and support. Robust governance arrangements.
Breakdown of the partnership between Civic and CCC / PCC	2 - Low	3 - Significant	GREEN	Good groundwork in building the partnership. Regular and ongoing communication and engagement. Robust governance arrangements. Strong motivation for all involved.