

**Decision Maker:** **CONTRACTS AND COMMISSIONING SUB-COMMITTEE.  
RENEWAL,RECREATION AND HOUSING PDS COMMITTEE**

**Date:** 19<sup>th</sup> September 2018  
18<sup>th</sup> September 2018

**Decision Type:** Non-Urgent Non-Executive Non-Key

**Title:** **PROVISION OF LIBRARY SERVICES - CONTRACT  
PERFORMANCE REPORT**

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**Chief Officer:** Colin Brand, Director of Regeneration

**Ward:** All

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1. Reason for report

1.1 This report provides Members with an update on the Provision of Library Services contract with Greenwich Leisure Ltd (GLL) over the first six months of operation. The value of the contract over a ten year period is £40,739,536.

1.2 This report provides Members with a review of the performance of the Contractor since the commencement of the contract on 1st November 2017. The services being managed by GLL include:

- The frontline/operational service.
- Specialist and Support functions including Strategic Management, Stock and Reader Development, Children and Families, Information and Learning, IT Support, Development, Improvement, Training, Marketing and Business Support.
- Bromley Historic Collections.
- Facilities management including cleaning and security.

1.3 The report demonstrates that the transfer of the Library Service proceeded well and the Contractor has delivered in line with the contract, specification and Key Performance Indicators.

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2. **RECOMMENDATION(S)**

2.1 **Members of the Contracts & Commissioning Sub Committee and the Renewal, Recreation & Housing Policy, Development and Scrutiny Committee are asked to review the report and to note the the performance of the service provider in the first six months of the contract.**

## Impact on Vulnerable Adults and Children

1. Summary of Impact: An EIA conducted indicates that there were not expected to be any negative impacts from the performance of GLL on vulnerable adults or children in Bromley .This is because the contract documents ensure that existing service levels are protected.
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## Corporate Policy

1. Policy Status: Existing Policy
  2. BBB Priority: Excellent Council Supporting Independence Vibrant Thriving Town Centres  
Healthy Bromley Regeneration
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## Financial

1. Cost of proposal: Not Applicable
  2. Ongoing costs: Not Applicable
  3. Budget head/performance centre: Libraries Service Contract
  4. Total current budget for this head: £2.693m for 2017/18 (including one-off costs of £847k),  
£4.376m for 2018/19
  5. Source of funding: Existing Revenue Budget for 2017/18 and 2018/19
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## Personnel

1. Number of staff (current and additional): 2.69 FTE (Client Team)
  2. If from existing staff resources, number of staff hours:
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## Legal

1. Legal Requirement: Statutory Requirement: The Public Libraries and Museums Act 1964
  2. Call-in: Not Applicable
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## Procurement

1. Summary of Procurement Implications:
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## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): The library service has a statutory duty to be available and accessible to all those who live, work and study in the borough. A 2014 estimate identified that 320,057 people live in the London Borough of Bromley
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## Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

### **3. COMMENTARY**

#### **Background**

- 3.1 The contract is for a term of 10 years with the option of a further 5 years by mutual agreement. The contract commenced on 1st November 2017. The transfer was a complex operation involving a TUPE transfer of over 130 staff, decommissioning and commissioning of major IT systems and hardware as well as changes to operational management of multiple satellite sites. This process was achieved with minimal effect on customers and maintenance of all essential services.
- 3.2 The contract is monitored by the Library Client Team ensuring adherence to the contract and specification using a suite of Key Performance Indicators (KPIs), see Appendix 1. Financial sanctions are attached to non-compliance with the KPIs.

#### **SERVICE PERFORMANCE**

- 3.3 The Specification sets out Bromley Council's requirements for the Library Service by identifying a series of outputs and minimum performance standards in relation to delivery of frontline and back office services, operational sustainability and facilities management. The approach used has ensured that the service is provided on a like-for-like basis with that previously in place.
- 3.4 The Contractor is delivering on the prescribed outputs (see Section 4 below).
- 3.5 Some complaints have been received about the service but these have not been about major issues and have been dealt with appropriately by the Contractor.
- 3.6 It was agreed in the contract that no financial penalties would apply during the first six months of the contract, although monitoring would take place. In practice there were no issues affecting the maintenance of the service during this period. The main difficulties experienced related to the transition of ICT systems and equipment that were reliant on other third parties. Mitigation in relation to non-availability of some IT equipment was supplied by the Contractor.
- 3.7 Good working relationships have been established between the Client Team and the GLL Partnership Manager both through the monthly performance review meetings and regular, ongoing communication on service matters.

#### **RISK**

- 3.8 The main operational service risk relates to GLL's ability to keep the libraries open during all published opening hours. GLL has demonstrated in practice that they have the capacity to do this when faced with a range of challenges including vacant posts, staff sickness and industrial action. During an extended period of industrial action in March and April all libraries remained open to the public.

#### **BENEFITS**

- 3.9 The commissioning of the Library Service was carried out with the goal of ensuring the maintenance of the statutory service whilst achieving lower ongoing revenue costs. This benefit has been delivered by the contract. An experienced operator of public libraries is now managing the service whilst driving down costs.
- 3.10 GLL are actively investigating proposals for enhanced use of facilities and income generation.

## **MANAGEMENT**

- 3.11 The Client Team has been established in its role and has the capacity to manage and monitor the contract on an ongoing basis.
- 3.12 The Client Team has initiated a robust monitoring programme ensuring that the Contractor produces the specified statistics, KPIs and reports on a monthly and quarterly basis.
- 3.13 Regular spot checks are made by the Client Team by visiting all of the libraries to ensure that the required standards are being met.

## **REVIEW OF CONTRACT PURPOSE**

- 3.14 There continues to be a statutory requirement for the Council to provide a comprehensive and efficient library service to all those who live, work or study within the Borough.

## **REVIEW OF CONTRACTOR'S LEARNING AND MATURITY TARGETS**

- 3.15 The Contractor has demonstrated a willingness and ability to adapt its processes and approach to the specific needs of Bromley and has identified areas where the service can be developed and improved further.

## **4. IMPACT ON VULNERABLE ADULTS AND CHILDREN**

- 4.1 The impact of the commissioned library service on children and young people was evaluated as part of an Equalities Impact Assessment at various stages during the commissioning process
- 4.2 A Children's PLUS Survey undertaken in 2017 identified the age profile of children who use the library service in Bromley. It also identified that 30% of children who use the library service are from ethnic minorities.

<b>Age</b>	<b>% of children visiting the library</b>
0-7 years (Key Stage 1)	60%
7-11 years (Key Stage 2)	30%
11-16 years (Key Stage 3)	10%

## **5. SERVICE PROFILE / DATA ANALYSIS**

- 5.1 An important measure of success is the number of items borrowed. Since the contract commenced there has been an increase in the number of items borrowed in six of the eight months. Overall, this has resulted in an average increase of 1.2%, meaning that 10,000 more items were borrowed between November 2017 and June 2018, compared with the same period in the previous year.
- 5.2 In order to improve the range of the digital offer (electronic books and electronic audio books) in June Bromley Libraries joined a new consortium site with Wandsworth and Greenwich, the Better Libraries Digital Consortium. All stock from Bromley remains available on the site, but now Bromley residents can see and are able to borrow and request all the stock currently held by Wandsworth and Greenwich. Where all three authorities may have purchased the same title, residents will now have access to three copies instead of one. This change has contributed to a

53% increase in e Audio book downloads and a 33% increase in e Book downloads during June, compared with the same period last year.

- 5.3 The Contractor has organised promotional events and is undertaking outreach work in the community. The Contractor is linking up with the Council for a survey and strategy for the elderly in the borough - "Ageing well in Bromley". The strategy will look at current and future population trends and needs across the borough and consider how best to support people to live happily, healthily and independently. Evidence shows that the numbers of Bromley residents who are 65 and over are increasing and that people are living longer. The Contractor has therefore put a focus on supporting this demographic within the borough.
- 5.4 The Contractor offers a diverse program of events and activities throughout all fourteen branches, to ensure a broad cultural and inclusive offer for all residents. Some examples of these are demonstrated in Table 1 below:

Table 1 – Activities held in the April – June 2018 Quarter

<b>Library</b>	<b>Activity</b>	<b>Description</b>
Beckenham	Festival of Learning	Drawing for the terrified
Biggin Hill	Festival of Learning	Fabric Fun
Bromley Central	City Read	Art Exhibition
Bromley Central	Festival of Learning	Recognise your Potential
Bromley Central	Festival of Learning	Introduction to Mindfulness
Orpington	Dementia Action Week	Demonstration of interactive magic table
Orpington	Festival of Learning	Fun with Maths
Orpington	Festival of Learning	19th Century Fiction
Penge	City Read	Reminiscence Dementia Sessions
Penge	Dementia Action Week	Sing along session
Penge	Festival of Learning	ESOL Taster Session
Petts Wood	Mindfulness Week	Twitter engagement and Adult colouring sessions
St Paul's Cray	Year of the Woman	Reading events

- 5.5 The success of these programmes is demonstrated in the attendance figures for the April to June 2018 Quarter as seen in Appendix 2.
- 5.6 After an inspection visit by The National Archive and extensive preparation and provision of documents by the Archivist, the archive service achieved Archive Accreditation. The benefits of accreditation to the London Borough of Bromley and service are that it:
- Is a badge of external recognition which demonstrates quality services.
  - Raises the profile of archive services, by building confidence and credibility both within the parent organisations and externally, through increased awareness and understanding.
  - Helps archive services adapt and respond to user needs and interests, and enhances workforce development.
  - Encourages partnership working within and between organisations, by helping archive services to examine how best to deliver quality library and archives services within the borough.

- 5.7 The Contractor arranged Open Days at the Museum Store. Two sessions were provided for local societies to see the Store and for the Curator to talk about some of the objects. The Museum Curator has been working to see what objects and activities can be used in dementia friendly sessions. Several sessions at Penge Library have been very successful and this will be expanded to Mottingham and other libraries in the Autumn. The Contractor supported Apsari Arts in their successful HLF bid – there will be a sari exhibition and workshop in the Central Library early in 2019.
- 5.8 As part of the Contractor's partnership work aspirations within the borough they have set up an initiative with disability organisations. The Curator provided a talk at a Magpie Dance session held at the Churchill Theatre in May. The Contractor also provided a letter of support to them for their HLF bid which was successful and will be doing further activities with them later this year. Magpie Dance is the UK's leading dance charity for people with learning disabilities.

## **6. PLANS FOR ONGOING IMPROVEMENTS IN PERFORMANCE**

- 6.1 The contract is designed to encourage the Service Provider to think innovatively and continually look for ways to develop and improve the service.
- 6.2 The KPIs provide a clear evidence of the success of the contract. For example the count of items borrowed and of customer visits indicates where the usage of the service has increased.
- 6.3 Annual service plans are specified to ensure that performance is monitored at key milestones throughout the year.
- 6.4 A suite of over 20 KPIs covers all the relevant aspects of the service (see Appendix 1). These are baselined against the service in existence at the point of transfer as well as benchmarked on an ongoing basis against other library authorities using CIPFA data.

## **7. PLANS FOR ONGOING IMPROVEMENTS IN VALUE FOR MONEY**

- 7.1 The majority of the specification does not prescribe how outputs are delivered to enable the Service Provider to think innovatively and creatively about how services could deliver better value for money.
- 7.2 The Contractor undertook a review of the ICT facilities within the library service on offer to residents. The Contractor established that two existing sorters (automatically handling returned items) are well beyond economical repair, and having constant breakdowns. As part of the ICT upgrade across the borough, the Contractor has ordered two new sorters for Orpington Library and Bromley Central. Orpington Library will have a three bin sorter, and Bromley Central a seven bin sorter. Automated returns sorters can identify items by collection, status or other defined categories and deliver them to a trolley, bin or shelf location as required. Using an automated sortation system to return and sort items significantly reduces time spent physically handling items allowing staff to spend time interacting with library users on a face to face basis. Library patrons also benefit from items being returned to the shelves quicker and no delays in waiting for their records to be updated before they can check-out new items.
- 7.3 As part of the TUPE transfer process 134 positions came over to the Contractor ranging from Assistant Operations Manager to Customer Service Assistants. Mobilisation in the first couple of months provided some challenges due to the number of vacant posts. The Contractor created a strategy of reviewing and evaluating the current staffing requirements, and then took a phased approach to recruitment to ensure that the most talented applicants were appointed. The Contractor critically analysed previous and current staffing structures to ensure that the

recruitment strategy could be delivered. As a result of that strategic review, the posts that have been recruited to are:

- Archivist
- Business Administration Assistant
- Facilities Maintenance Manager
- Home Service Manager
- Library Assistants
- Library Branch Manager
- Museum Curator
- Sector Librarian
- Senior Library Assistants

7.4 On the transfer of service, GLL decided to continue with 13 temporary contracts previously arranged by LBB until the end of March 2018. In April these 13 staff had their temporary hours made permanent in recognition of the excellent service they have provided to Bromley residents.

7.5 The Contractor has commenced with undertaking a root and branch review of contracts inherited from the London Borough of Bromley. The review includes waste collection at Bromley Central Library. Following a discussion with the local retail outlets who were incorrectly using the bins, the Library collection service has now been significantly reduced, which has helped to contribute to a reduction in the service costs for the libraries of over £22,000 per annum.

7.6 An application was made at the end of June for a Wellcome Research Resources Scoping Award to see what resources would be required to catalogue the Bromley Poor Law records. The Contractor is awaiting a decision and it is anticipated that they will hear by the end of this month.

## 8. USER / STAKEHOLDER SATISFACTION

8.1 The library service participates in electronic user surveys which enables the Contractor to gain knowledge about library customers, their usage and satisfaction levels. Bromley libraries are reviewed all year round through an online survey platform on the Better website. Table 2 below demonstrates the feedback from residents using the libraries under the new contractor.

Table 2 – Bromley Libraries Customer Survey Result (January-June 2018)

How would you rate the library overall?	97%
Library staff - well presented, efficient & professional	98%
Library staff - promptness of service	97%
Library Staff - giving a friendly welcome & being helpful	94%
Library staff - service & activity knowledge	97%
Cleanliness of toilets	74%
Cleanliness of computer / study areas	95%
Cleanliness of the activity areas	93%
Cleanliness of adult library	96%
Choice and quality of the activities for children on offer	92%
Cleanliness of children's library	93%
How would you rate the customer information?	100%
How would you rate the range of activities?	95%
How would you rate the opening hours?	92%

Rate the variety and choice of books	97%
Rate the availability of books	95%
Rate the physical condition of the books	100%
What do you think of the computer facilities available?	100%
Choice & quality of the audio visual items on offer	100%
Choice and quality of the activities for adults on offer	100%

8.2 In addition to quantitative data, the Contractor monitors qualitative customer feedback, to measure how it is performing against Council service standards, and to ensure continuous improvement. The Contractor's approach to customer feedback is that it should be:

- Easy to access
- Helpful and fair
- Confidential
- Recorded and timely

8.3 The Contractor uses a variety of techniques to obtain a rounded opinion on the libraries it operates, including:

- Customer Feedback Forms: Each library displays customer feedback forms. Library Managers review feedback on a monthly basis.
- Suggestion books: each library has a suggestion book and customers are encouraged to suggest new stock.
- Email: Emails are collected by the Library Administration Team and a reply is sent by a member of staff with relevant experience.
- Social media: Customer feedback and interaction through Facebook and Twitter.
- Letters: Customers may send feedback directly to the library manager or to GLL's Head of Libraries.
- Complaints received via the Council: The Contractor works with the Council in accordance with its complaints procedure in responding to and resolving a customer complaint.

8.4 The number of complaints has declined in the last six months.

8.5 An example of compliments received is this one concerning Petts Wood Library.

"I have mainly taken groups of children in Years 5 and 6 to the library and we have been involved in a number of things. I usually bring 'reluctant' readers and their transformation in their attitudes towards reading has been quite phenomenal. I often start the library trips at the beginning of the year with children complaining about going to the library and then by May the same children then keep asking when the next visit is (and bugging me about it!) and that is wonderful. It is truly amazing to see children go from reading barely any books at all to reading recommendations made and seeing the delight on their faces at having read a book that has inspired them. Also, it has meant that children have returned to the library with their parents outside of school and that, for me, is a huge success."

Another involved the team at Orpington Library.



“I wanted to say a big thank you to the staff who run the Baby Bounce sessions. You provide a wonderful resource with enthusiasm and good humour.”

## 9. SUSTAINABILITY / IMPACT ASSESSMENTS

9.1 An equality impact assessment carried out as part of the commissioning exercise indicated that there would be no impact on particular vulnerable members of the community as a result of the transfer as the service specified was on a like-for-like basis.

## 10. POLICY IMPLICATIONS

10.1 The Executive Committee approved the commissioning of the Library Service on 19th July 2017 following pre-decision scrutiny by the Renewal & Recreation Policy Development & Scrutiny Committee on 5th July 2017.

10.2 This approach is consistent with the council’s stated ambitions around vibrant, thriving town centres, supporting independence, children & young people, and an excellent Council under its vision for Building a Better Bromley.

10.3 The Council’s Corporate Operating Principles include a commitment that services will be provided by whoever offers customers and council tax payers excellent value for money.

## 11. COMMISSIONING & PROCUREMENT IMPLICATIONS

11.1 This is the first year of a ten year contract with the option to extend for a further five years. The Contractor is performing well so there is no current need to consider alternative provision.

## 12. FINANCIAL IMPLICATIONS

12.1 For 2017/18, there was nil variation against the budget of £2.693m (which included one-off costs of £847k).

12.2 The cost of the contract for 2018/19 is expected to be within the budget of £4.376m.

## 13. LEGAL IMPLICATIONS

There is an ongoing requirement under the Council’s Contract Procedure Rule 23 to monitor contract performance, costs and user satisfaction and report annually to the Executive.

<b>Non-Applicable Sections:</b>	Customer Profile, Market Considerations
Background Documents: (Access via Contact Officer)	<b>DRR17/034 and DRR17/035</b> Contract Award for the Provision of Library Services – PARTS 1 AND 2 Reports to Executive Committee on 19 <sup>th</sup> July 2017 (with pre-decision scrutiny by the Renewal & Recreation Policy Development & Scrutiny Committee on 5 <sup>th</sup> July 2017)
	Version CP@5/16