

Business Case

Includes Mandate, Outline Business Case and Full Business Case documents



A. PROJECT SUMMARY INFORMATION

Project Name:	Libraries Project: Extended community offer		
Project ID (if known):	18-EN-262		
Cabinet Member:	Councillor Asher Craig	Lead Officer (Sponsor):	Nuala Gallagher
Directorate(s):	Growth & Regeneration	Associated service areas:	Library Service
Report lead author(s):	Mandate: : Sian Houdmont with revision by Robert Swift Outline Business Case: Kate Mann Full Business Case: <Name & role>		
Report recipients:	Cllr Craig; Project Board: Kate Murray, Nuala Gallagher, Kate Rogers, Steve Mathews, Penny Germon, Jon Finch, Elise Hurcombe, Kirsty Stilwell (acting Comms Manager); ICT: Simon Oliver & Ian Gale; Change Services: Tara Dillon; Lee Ford; Sian Houdmont; EDM & CLB		

B. ORGANISATIONAL CONTEXT

Alignment to corporate theme(s):	<p>There are opportunities for the Library project to align with the following corporate themes, the extent to which will depend on solutions to be agreed and funded:</p> <ul style="list-style-type: none"> • Empowering & Caring - Libraries work with the community and partners to empower local communities and individuals to increase independence and mutual support; • Fair & Inclusive - Libraries help to improve economic and social equality, through development of skills and learning opportunities in libraries; • Well connected - Libraries help connect people face to face, digitally and to Bristol (e.g. via personal Bristol stories); • Wellbeing - Libraries help promote mental & physical wellbeing; connect people in poverty with opportunities, people and jobs; and support Bristol's ambition to be a leading City of Culture
Project category:	<input type="checkbox"/> Saving delivery <input type="checkbox"/> Compliance / Statutory <input type="checkbox"/> Risk reduction <input checked="" type="checkbox"/> Cost avoidance <input checked="" type="checkbox"/> Improved outcomes <input checked="" type="checkbox"/> Enabling <Other>
Council Budget saving delivery:	No council saving attached to library service currently: Note on 03/07/2018 the original £1.4m library service saving target (RS04) was agreed by Cabinet to be removed.

C. DOCUMENT CONTROL

Sections complete:	<input checked="" type="checkbox"/> Mandate <input checked="" type="checkbox"/> Outline Business Case <input type="checkbox"/> Full Business Case																														
Document status:	<input type="checkbox"/> Draft <input checked="" type="checkbox"/> Final																														
Document owner:	Kate Mann – Senior Project Manager																														
Version control	<table border="1"> <thead> <tr> <th>Version</th> <th>Author(s)</th> <th>Description</th> <th>Date</th> </tr> </thead> <tbody> <tr> <td>V01_04</td> <td>Rob Swift & Kate Murray</td> <td>Final draft from Senior Project Manager for Stage 1, discussed at EDM on 23rd May & Project Board 3rd June; Library Strategy timescale changed from 2018-21 (3 years) to 2019-2024 (5 years);</td> <td>23rd May</td> </tr> <tr> <td>V01_05</td> <td>Kate Mann (Senior PM from 1st June 2019)</td> <td>Following steer from Project Sponsor at Project Board on 3rd June, business case updated to include options to address main themes arising in the community engagement Jan-May 2019.</td> <td>17th June</td> </tr> <tr> <td>V01_06</td> <td>Kate Mann</td> <td>Include input from other views: ICT professional view; PMO initial review of resource request; Arts development options proposal on resourcing next stage;</td> <td>1st July 2019</td> </tr> <tr> <td>V01_07</td> <td>Kate Mann</td> <td>Following decision by Colin Molton at EDM 3rd July that capital decisions for this project must go to new Capital (CLB) Board, the decision for CLB on 9th July will now relate to revenue and project change control decisions only.</td> <td>3rd July 2019</td> </tr> <tr> <td>V01_08</td> <td>Kayode Olagundoye</td> <td>Finance Business Partner Commentary added – some comments noted throughout document for Project Manager and Head of Service consideration</td> <td>4th July 2019</td> </tr> <tr> <td>V02</td> <td>Kate Mann</td> <td>Final version for CLB including Finance Business Partner commentary, and following review of his comments.</td> <td>4th July 2019</td> </tr> </tbody> </table>			Version	Author(s)	Description	Date	V01_04	Rob Swift & Kate Murray	Final draft from Senior Project Manager for Stage 1, discussed at EDM on 23 rd May & Project Board 3 rd June; Library Strategy timescale changed from 2018-21 (3 years) to 2019-2024 (5 years);	23 rd May	V01_05	Kate Mann (Senior PM from 1 st June 2019)	Following steer from Project Sponsor at Project Board on 3 rd June, business case updated to include options to address main themes arising in the community engagement Jan-May 2019.	17 th June	V01_06	Kate Mann	Include input from other views: ICT professional view; PMO initial review of resource request; Arts development options proposal on resourcing next stage;	1 st July 2019	V01_07	Kate Mann	Following decision by Colin Molton at EDM 3 rd July that capital decisions for this project must go to new Capital (CLB) Board, the decision for CLB on 9 th July will now relate to revenue and project change control decisions only.	3 rd July 2019	V01_08	Kayode Olagundoye	Finance Business Partner Commentary added – some comments noted throughout document for Project Manager and Head of Service consideration	4 th July 2019	V02	Kate Mann	Final version for CLB including Finance Business Partner commentary, and following review of his comments.	4 th July 2019
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EXECUTIVE SUMMARY: DECISION REQUIRED

OUTLINE BUSINESS CASE

Project context summary:

- Following the Cabinet decision in July 2018 to return £1.4m to the Libraries budget to keep 27 libraries open in Bristol, DWG approved the mandate for the Libraries project on 15th August 2018 to:
 - Engage with all Bristol communities in order to explore, develop and implement extended offers across all 27 libraries to better meet the needs of the communities they serve;
 - Deliver a Library vision for 2018-21, and an associated strategy and roadmap to deliver this.
- The project has delivered stage 1, which included engagement across the city and the generation of 1200 ideas for library improvements. In the engagement process 9 new community-based library groups (called 'Friends Groups') came forward, taking the total to 19.
- Since 3rd June 2019 the new Senior Project Manager has been working with the Library Management Team to develop options for delivery, based on their initial assessment of viability and impact.

Any key changes since Mandate approval:

	Original mandate Aug 2018	Current position July 2019
Timescales	OBC to CLB: October 2018 FBC to CLB: March 2019	OBC to CLB: 9 July 2019 FBC to CLB: Sept 2019
Costs	<ul style="list-style-type: none"> • Cost of work to OBC: £27,840 (new costs; excluded engagement activity); • Overall project budget (inc business case development): £399k + no impact on libraries base budget; 	<ul style="list-style-type: none"> • Cost of work to OBC: £68,811 (new costs, including engagement) • Overall project budget (inc business case development): £359k (as approved by Cabinet Oct 2018) therefore £290k remaining; • Additional funding for capital improvements (TBC) + potential for revenue impact on libraries base budget;
Deliverables	<ul style="list-style-type: none"> • 6 pilots; • Library strategy 2018-2021 	<ul style="list-style-type: none"> • Enable community delivery of priority ideas • 5 main pilots but delivery on many smaller ideas • Library strategy 2019-2024 • Library infrastructure changes (capital, TBC)
Scope	Out of scope: 9. Implementation of opportunities requiring capital investment - This project has a one-off funding budget for supporting community conversations and facilitating communities to implement extended offers. These proposals will need to identify other funding sources, or be no/very low cost solutions.	In scope: <ul style="list-style-type: none"> • Replacement of public PCs in libraries is in scope (ICT capital funding in place); • Other opportunities requiring capital investment can be investigated in development of the full business case, if agreed by CLB.

Recommended option:

Option 4 – Do Optimum (pilot then wider investments)

Anticipated cost/benefit profile for preferred option delivery:

Preferred Option: Do Optimum (pilot then wider investment)

	19/20	20/21	21/22	22/23	23/24
New Costs	£290k	£400k	£400k	0	0
Opp Costs	<i>unknown</i>	<i>unknown</i>	<i>unknown</i>	<i>unknown</i>	<i>unknown</i>
Ongoing disbenefit	0	£100k	£150k	£150k	£150k
Total Costs	£290k	£500k	£550k	£150k	£150k
Gross savings	(0)	(0)	(0)	(0)	(0)
Net Savings	£290k	£500k	£550k	£150k	£150k
Confidence level	Supporting commentary				
50%	<ul style="list-style-type: none"> Profile of spend may change dependent on delivery timescales of pilots; Estimates of capital changes based on previous library capital projects 				

Identified sources of funding (including any shortfall):

- Project budget: £290k remaining, Earmarked reserve BX138
- Shortfall: £0.8m capital funding
- Ongoing costs to Library Service are a potential budget pressure of £150k from April 2020, to be managed as part of deciding and planning the changes, or funding identified;

Other anticipated key measureable (non-financial) benefits:

- Increase in community engagement with library services;
- Increase in community confidence levels;
- Increase in value of library buildings as a community asset;
- Increase in satisfaction and use of library services;

Learning from previous work

- Library changes will never succeed in keeping everyone happy – understand your stakeholders and build a strategy for how best to engage them;
- Engage inclusively during changes which disrupt the existing library service offer;
- Build in contingency into delivery plans;
- Service champions are really important to help drive change;
- Do not underestimate the volume of communication required to make change successful (be transparent about good and bad news);
- Develop a data led approach to track and monitor impact, so decisions are as informed as possible
- Build a positive working environment across the project/ programme so that everyone is motivated to help resolve issues;

Any decisions / endorsements already secured:

- Cllr Craig has endorsed Option 4: Do Optimum (27th June) and requested the additional capital budget;
- Colin Molton/ EDM has decided on 3rd July that no capital decisions should be taken at CLB, instead at new Capital Board.

Decisions requested for Outline Business Case sign-off:**CLB decisions required:**

- Note the changes to original milestones and scope and approve new milestone for the delivery of full business case (Sept 2019);
- Approve resource costs for development of full business case (£75,500 from remaining £290k project budget)
- Agree to change duration of Library Strategy to 5 years (2019-2024) to match the Mayoral term;
- Confirm delivery approach to implement pilots in 2019/20 (recommended Option 4) before any wider delivery;
- Note that Capital (CLB) Board will take forward giving a steer about the likelihood of securing additional capital for Option 4 in 2020/21;

Total spend to date - New costs:	£68,811
Total spend to date - Opp costs:	£44,871

New costs to deliver FBC:	£75,500
Opportunity costs to deliver FBC:	£84,168
Funding required:	£75,500
Funding source(s):	from remaining £290k project budget, Earmarked reserve BX138
Est. timescale for FBC to return for sign-off:	October 2019

*FBC = Full Business Case

1. Project overview

Following the Cabinet decision in July 2018 to return £1.4m to the Libraries budget to keep 27 libraries open in Bristol, DWG approved the mandate (Appendix 2) for the Libraries project on 15th August 2018 to:

- Engage with all Bristol communities in order to explore, develop and implement extended offers across all 27 libraries to better meet the needs of the communities they serve;
- Deliver a Library vision for 2018-21, and an associated strategy and roadmap to deliver this.

From January to May 2019, Stage 1 of the project has been underway running engagement activities with the public at each library, online and via community development organisations across the City. Over 1000 ideas have been identified and have been published via the BCC website:

<https://www.bristol.gov.uk/tell-us-your-idea-for-the-library-service>. The themes which emerged in the engagement were:

- Changes to library services - including extending opening hours with library staff and outside library staff hours;
- Working more with the community - to tailor the offer at each local library to meet community needs;
- More events and activities;
- Changes to buildings – a huge variety, which includes accessible toilets & café/refreshment facilities;
- IT improvements – including faster public computers; more IT-enabled Extended Access (linked to needing more self-service kiosks); and Wi Fi printing;

From the mandate, the overall purpose of this work is to: *‘Build community empowerment and facilitate communities to design and deliver an extended community offering to make the most of their local library asset that meets their current and future needs’.*

Through the engagement, Library Friends Groups have been formed in 16 libraries (up from 10 groups before the engagement), acting as each library’s community champions and focal point for co-development work with Library Development Officers and community groups. In libraries where engagement is lower and/or more support is required to engage with the community, the Library project is looking at addressing the gaps in the next stage, in partnership with community development and arts & cultural development.

It is clear from the analysis, though, that **community empowerment will not result in delivery of some of the infrastructure changes identified through the engagement work**, therefore this OBC includes options for delivery of such changes, following discussions in May and June between the Library Service and Strategic Planning, Property, ICT & Finance to indicate viability for delivering improvements.

Changes since the Mandate

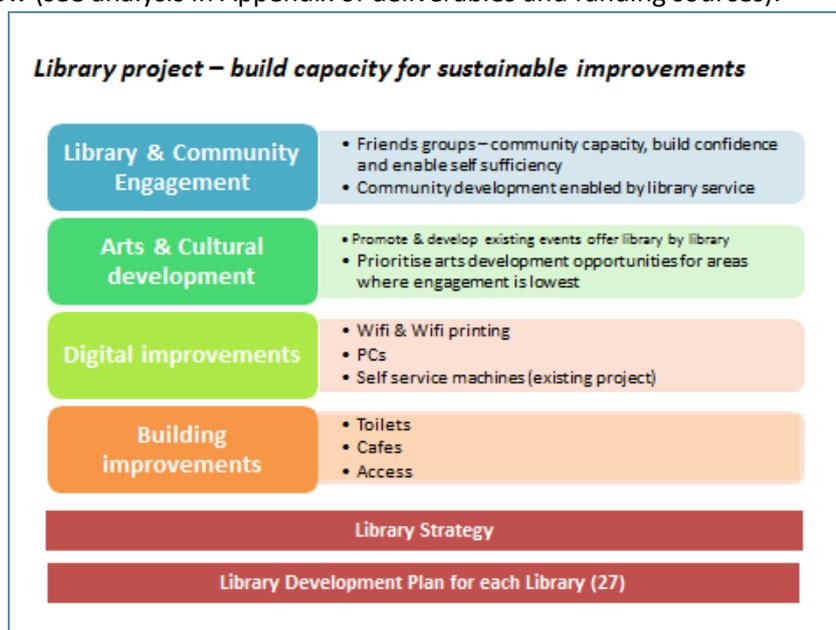
The Libraries Project Board agreed on 22nd November 2018 to complete the engagement before returning to CLB with options, and the development of the OBC has been informed by the engagement work. As a result timescales and a number of other project controls have changed since the Mandate:

	Original mandate Aug 2018	Current position July 2019
Timescales	OBC to CLB: October 2018 FBC to CLB: March 2019 <u>Milestones:</u> <ul style="list-style-type: none"> • Engaged with all communities by Feb 2019; • Developed and signed off library vision by April 2019; 	OBC to CLB: 9 July 2019 (this timescale was also impacted by change in Senior Project Manager from 1 st June; steer at Project Board 3 rd June to provide options for CLB) FBC to CLB: Sept 2019 <u>Milestones:</u> <ul style="list-style-type: none"> • Engaged with all communities by May 2019;

	<ul style="list-style-type: none"> Co-design and implement extended community offering by April 2021; 	<ul style="list-style-type: none"> Developed and signed off library vision by August 2019; Co-design and implement extended community offering by April 2024;
Costs	<ul style="list-style-type: none"> Cost of work to OBC: £27,840 (new costs; excluded engagement activity); Overall project budget (inc business case development): £399k + no impact on libraries base budget; 	<ul style="list-style-type: none"> Cost of work to OBC: £68,811 (new costs, including engagement, of which £34k was the Senior Project Manager recharged to libraries in 18/19); Overall project budget (inc business case development): £359k (as approved by Cabinet Oct 2018) therefore £290k remaining; Additional funding for capital improvements (TBC) + potential for revenue impact on libraries base budget;
Deliverables	<ul style="list-style-type: none"> 6 pilots; Library strategy 2018-2021 	<ul style="list-style-type: none"> Enable community delivery of priority ideas 5 main pilots and many smaller ideas Library strategy 2019-2024 Library infrastructure changes (capital, TBC)
Scope	<p>Out of scope:</p> <p>9. Implementation of opportunities requiring capital investment - This project has a one-off funding budget for supporting community conversations and facilitating communities to implement extended offers. These proposals will need to identify other funding sources, or be no/very low cost solutions.</p>	<p>In scope:</p> <ul style="list-style-type: none"> Replacement of public PCs in libraries is in scope (ICT capital funding in place); Other opportunities requiring capital investment can be investigated in development of the full business case, if agreed by CLB.

Emerging Workstreams

The development of the Library Strategy and the roadmap for improvements include the potential workstreams below (see analysis in Appendix of deliverables and funding sources):



1.1. Scope

In Scope
<p>As per the Mandate, plus:</p> <ul style="list-style-type: none"> • Replacement of public PCs in libraries is in scope (ICT capital funding in place); • Other opportunities requiring capital investment can be investigated in development of the full business case, if agreed by CLB.

Out of scope	Any risks/consequences associated with “Out of scope” items
<p>As per the Mandate, except potential removal of: 9. Implementation of opportunities requiring capital investment</p>	<p>The focus of the project is on library services, however improvements to library buildings could increase the accessibility of communities to the library service and to wider use of the library and would require capital investment</p>

1.2 Objectives

	Specific	Measureable	Timebound
1	To successfully engage with all 27 communities to fully understand and document the community needs <i>(from original Mandate)</i>	<ul style="list-style-type: none"> • Engagement events held across the city (in libraries) with all 27 communities, library staff, and via online web submissions city-wide; • 1200 ideas collected about the library service; • Engagement and report by Real Ideas Organisation (RIO) with secondary and sixth form young people; • Engagement (and report to follow) with young people to ‘Reimagine libraries’ via Rising Arts Agency; • Community engagement and report from ‘Up my Street’; • Published ideas on Bristol City Council website 	<p>✓ This was achieved in May 2019</p>
2	To develop and sign off a Library vision for 2018-21 (3 years), and supporting strategy and implementation roadmap. This to include how we will take advantage of innovative opportunities and proposals by communities <i>(from original Mandate)</i>	<ul style="list-style-type: none"> • A draft strategy has been developed for 2019-2024 (5 years), for discussion with senior stakeholders; • Full strategy needs to be endorsed by lead Cabinet member and published within and outside the Council; • An implementation roadmap will need to be in place (in the Full Business Case) once decisions about the approach to delivery have been agreed via this OBC; 	<p>Originally to be achieved by April 2019; now to be achieved by September 2019.</p>
3	To empower the community to co-design and implement extended community offering that meets their	<ul style="list-style-type: none"> • A documented list of deliverable proposals supported and championed by each individual community, with a 	<p>April 2024;</p>

	needs by the end of the strategy period; <i>(from original Mandate)</i>	community lead for each proposal <ul style="list-style-type: none"> • Implementation of pilots across a geographical spread (a minimum of one in each of the three Bristol "areas") • Targeted community engagement in areas where library engagement is lowest; 	
4	To create a governance structure which enables the Library Service to track and measure impact of the strategy, to inform decisions with internal and external partners (and to Cabinet) and evaluate the value to the community of the service and (internal and external) investment, including from an equalities perspective so that improvements are inclusive.	<ul style="list-style-type: none"> • Performance framework & criteria clearly defined & transparent (including community need; strategic & equalities outcome; sustainability of investment decisions); • Decision-making roles and authority clearly defined and in line with corporate decision pathway; • Meeting cadence and secretariat roles in operation during strategy period; • Costed options for infrastructure changes to libraries in full business case (TBC) • Method & resources for sustaining the governance and performance framework; 	September 2019;

2. Options Appraisal Summary

Option summary:

- Do Nothing** = no further use of the project budget/ reserve; continue to operate within existing plans (& limitations); engagement of 19 friends groups via library development officers, but with no additional services to support volunteer activities (e.g. insurance); keep public PCs as are;
- Do Minimum** = update public PCs; engage with 19 friends groups; continue with Arts Council England bid; no building changes; all library hours stay as are & staffed as are;
- Do Maximum** = Increase funding beyond project budget, to do as many ideas as viable, as soon as possible; Includes infrastructure projects to make up to 10 library buildings more accessible (toilets + Extended Access); Additional investment in innovative IT; develop partnerships in libraries;
- Do Optimum** = Update public PCs; engage with 19 friends groups & enable community-led activities (e.g. via seed fund); continue with Arts Council England bid: run pilots within the project budget and then review additional funding decisions – earmark reserve for 2020 capital investments in libraries (or sooner if available);

OPTION EVALUATION MATRIX		Pros summary (will achieve project objectives)				Cons summary		Net Annual Ongoing £'000s <i>*If the net figure represents a cost, remove the brackets to indicate that this is a cost rather than a benefit</i>			
Preferred option (Tick box)	Option title	To successfully engage with all 27 communities to fully understand and document the community needs	To develop and sign off a Library vision for 2018-21 (3 years), and supporting strategy and implementation roadmap. This to include how we will take advantage of innovative opportunities and proposals by communities	To empower the community to co-design and implement extended community offering that meets their needs by the end of the strategy period;	To create a governance structure which enables the Library Service to track and measure impact of the strategy, to inform decisions with internal and external partners (and to Cabinet) and evaluate the value to the community of the service and (internal and external) investment, including from an equalities perspective so that improvements are inclusive.	Risk level	Total New Costs £'000s	19/20	Ongoing costs	Confidence level (%)	Equalities Impact
<input type="checkbox"/>	1 Do Nothing	Partial	N	N	N	H	£0	(£'000)	(£'000)	75%	Neutral
<input type="checkbox"/>	2.Do Minimum	Partial	N	Partial	Partial	H	£'000	(£'000)	(£'000)	50%	Positive
<input type="checkbox"/>	3 Do Maximum	Y	Y	Y	Y	M	£290k + £1m capital now	(£'000)	£300k	50%	Positive
<input checked="" type="checkbox"/>	4 Do Optimum	Y	Y	Partial	Y	M	£290k + £0.8m from Apr 2020	(£'000)	£150k	50%	Positive

3. Preferred Option(s)

PRIMARY Preferred Option					
4 Do Optimum					
Would the delivery of this option be different to what was described in the Mandate / approved Budget (as applicable)?					
No, apart from additional capital funding (£0.8m) is requested to make accessibility improvements to libraries and this was out of scope in the mandate					
Financial profile					
	19/20	20/21	21/22	22/23	23/24
New Costs	£290k	£400k	£400k	0	0
Opp Costs	<i>unknown</i>	<i>unknown</i>	<i>unknown</i>	<i>unknown</i>	<i>unknown</i>
Ongoing disbenefit	0	£100k	£150k	£150k	£150k
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Net Savings	£290k	£500k	£550k	£150k	£150k
* - (brackets) indicate a benefit; remove the brackets if the net position is a cost.					
Confidence level in savings delivery and justification					
No savings expected because the one off investment is aimed at building capacity to deliver sustainable improvements, and in this option the ongoing additional costs (disbenefits) are as follows (50% confidence):					
<ul style="list-style-type: none"> • Library Data & performance management; • Library events coordinator; • Ongoing FM costs where building requires it (e.g. new accessible toilet cleaning); • Ongoing IT Support & Maintenance costs, for wifi printing. 					
Risk profile of option					
Overall risk level: Medium					
Key risks associated with option:					
<ul style="list-style-type: none"> • Risk that expectations of public (and Mayor) exceed speed of delivery, because some ideas being piloted in a small number of libraries • Risk that lose the trust of the Friends Groups and communities if process seems bureaucratic; • Risk that process of learning from pilots is too slow; 					
Contingency options to mitigate risks and raise confidence level					
<ul style="list-style-type: none"> • Communicate clearly the plan and the approach, and why (pilots first to learn, financial constraints); • Combine quick wins in the delivery plan, alongside the pilots; • Simplify processes and enable community ideas for libraries to be taken forward via a seed fund; • Use action learning approach to implement and run pilots, and use impact information so can react to learning as quickly as possible; 					
Any residual shortfall against committed savings?					
Not Applicable					
Key milestones for the Full Business Case stage					
Jun – mid Sept: Friends Groups prioritise & develop ideas, share approaches at City-wide event					
Jun – Aug: Analyse need & viability for ideas & Plan pilots					
August - Arts Council England bid for innovation in libraries					
1 Sept – Finalise strategy for briefings					
TBC Sept – launch seed funding at city-wide Friends Groups meeting					

16-27 Sept - Councillor briefing event on strategy & plans
Lessons Learned from similar projects/initiatives
Lessons learned by the service from the previous consultations and changes planned (and some implemented in Libraries since 2015). Also lessons learned from other large scale project and programmes (Better Care; iTrent; Housing IT Programme): <ul style="list-style-type: none"> • Library changes will never succeed in keeping everyone happy – understand your stakeholders and build a strategy for how best to engage them; • Ensure engage inclusively during changes which disrupt the existing library service offer; • Build in contingency into delivery plans; • Service champions are really important to help drive change; • Do not underestimate the volume of communication required to make change successful (be transparent about good and bad news); • Develop a data led approach to track and monitor impact, so decisions are as informed as possible; • Build a positive working environment across the project/ programme so that everyone is motivated to help resolve issues;
Summary of Equalities impact
Positive (focus on needs from community and equalities impact in how design and evaluate pilots, improved engagement with communities in highest areas of deprivation, specific changes may result in improvements in access for certain equalities groups – online, accessible facilities, opening times)
Summary of Eco impact
Neutral
Summary of Privacy Impact Assessment (PIA) Screening Questionnaire
Potential for some impact, dependent on data processing to be undertaken by Friends Groups & personal data we may hold about people in the community using the library building.

SECONDARY Preferred Option					
Do Maximum					
Would the delivery of this option be different to what was described in the Mandate / approved Budget (as applicable)?					
Yes – seeking additional funding now, up to £1m (to be drawn down 2019-22)					
Financial profile (£'000s)					
	19/20	20/21	21/22	22/23	23/24
New Costs	£490k	£400k	£400k	0	0
Opp Costs	<i>unknown</i>	<i>unknown</i>	<i>unknown</i>	<i>unknown</i>	<i>unknown</i>
Ongoing disbenefit	£0k	£100k	£200k	£300k	£300k
Total Costs	£490k	£500k	£600k	£300k	£300k
Gross savings	(0)	(0)	(0)	(0)	(0)
Net Savings	£490k	£500k	£600k	£300k	£300k
* - (brackets) indicate a benefit; remove the brackets if the net position is a cost.					
Confidence level in savings delivery and justification					
No savings expected because the one off investment is aimed at building capacity to deliver sustainable improvements, and in this option the ongoing additional costs (disbenefits) are as follows (50% confidence): <ul style="list-style-type: none"> • Library Data & performance management; • Library events coordinator; • Ongoing FM costs where building requires it (e.g. new accessible toilets cleaning); • Ongoing IT Support & Maintenance costs, for wifi printing; 3D printing; other new technologies; 					

<ul style="list-style-type: none"> Extended access running costs inc additional insurance
Risk profile of option
<p>Overall risk level: Medium</p> <p>Key risks associated with option:</p> <ul style="list-style-type: none"> Risk that overcommit to delivery & plan exceeds internal capacity to deliver; Risk that changes do not all deliver expected value, because the impact has been assumed not learned (i.e. learn too late/ too large, if not via pilot); Risk that library service faces further financial cuts and capital investments do not realise value; Risk that too much change has negative impact on quality of core library service;
Contingency options to mitigate risks and raise confidence level
<ul style="list-style-type: none"> Regularly review resources to manage and deliver change and flag early if gaps; Use other council library services to learn from in absence of own pilots; Develop further strategic knowledge base for property development, community hub ideas, and financial plans to factor into decision making Build in criteria about the impact on service delivery into taking decisions about change/ multiple changes at once;
Any residual shortfall against committed savings?
Not Applicable
Key milestones for the Full Business Case stage
As per Option 4 (do optimum) but with less time for analysis because more planning time needed.
Lessons Learned from similar projects/initiatives
<p>As per Option 4, plus Transport projects lesson learned:</p> <ul style="list-style-type: none"> Declare capital underspends as soon as know they are likely (ie if unlikely to spend capital according to agreed profile)
Summary of Equalities impact
Positive (once changes delivered) - service disruptions need to be considered in terms of impact on equalities groups to minimise negative impacts
Summary of Eco impact
Would need to review this on a site by site basis if building work taking place
Summary of Privacy Impact Assessment (PIA) Screening Questionnaire
As per Option 4, with additional risk of what personal data may be accessible on new technology

4 Resource(s) required to progress to the next stage

Role	What they will do	Days needed	Cost per day	Total Cost	Opportunity / New	Funding source(s)
Senior Project Manager	Produce detailed plan to co-ordinate development of the Full Business Case (FBC) Responsible for the day to day execution of the plan overseeing the detailed design work to complete the FBC	52	£334	£17,368	O	Change Services budget
Project Support Officer	Support across all project controls, managing detailed actions & providing secretariat support to Project Board	60	£250	£15,000	N	Earmarked reserve BX138 (budget of £290k remaining)
Business & performance analyst	Develop & manage performance framework & reporting to enable learning from the impact of pilots and evidence based decisions about investment priorities	85	£450	£38,250	N	Earmarked reserve BX138 (budget of £290k remaining)
Library engagement & events coordinator	Promote library offer, events, coordinate library & cultural development activities	50	£200	£10,000	N	Earmarked reserve BX138 (budget of £290k remaining)
IT Delivery manager	To develop a roadmap for libraries of existing and potential IT changes impacting libraries, so that changes can be planned with Library service and customers	12	£240	£2,880	O	Service budget
Comms Manager	To develop the comms strategy with the Library service and develop PR, & media approach	8	£240	£1,920	O	Service budget
Arts Officer	Develop bid for Arts Council England to secure £60k funding (with 10% match fund requirement) to deliver innovation in 3 libraries; support evaluation of community ideas;	10	£200	£2,000	O	Service budget* (*To be checked no recharge required)
Library Head of Service	Provide oversight, strategic direction and leadership to the project and team; Shape the approach; Lead on relationship management; Provide subject matter expertise	30	£370* (*estimated)	£10,500	O	Service budget
Library Development Officers	Coordinate, lead and communicate engagement with friends groups to prioritise ideas and feed back on status of ideas already raised	90	£200	£18,000	O	Service budget
Design & print costs	Design of online and hard copy materials to support comms at community engagement events & member briefings, and promote improvements in libraries			Approx £11,000	N	Earmarked reserve BX138 (budget of £290k remaining)
Subject matter experts	Subject matter experts to inform planning, viability & costings from: <ul style="list-style-type: none"> Equalities Libraries 	150	£210 average	£31,500	O	Service budgets

	<ul style="list-style-type: none"> • Community Development • Property • Risk & Insurance • Procurement • FM • Performance management 					
Contingency for other professional views	Inc CSRM and Solutions Architecture – may require their input dependent on decision about scope & ambition			£1,250	N	Earmarked reserve BX138 (budget of £290k remaining)

Total opportunity costs	£84,168
Total new costs	£75,500
Total resource costs (inc opp)	£148,668
Total funding being sought	£75,500 from remaining £290k project budget

5. Project governance for Full Business Case development

Project Role	Name	Job Title
Sponsor	Nuala Gallagher	Director of Growth
Project Executive	Kate Murray	Head of Library Service
Project User(s)	Penny Germon	Neighbourhood and Communities Manager
Project Supplier(s)	Kate Rogers Jon Finch Steve Matthews	ICT Delivery Manager Head of Culture and Heritage Asset Delivery Manager (property)
Project Assurance	TBC	
Project Manager	Kate Mann	Senior Project Manager

Project Board meeting regularly? Yes, monthly

Project Board ToR's agreed? Yes (due to be updated following CLB)

6. Detail of key stakeholder engagement

Key stakeholder	Date of Key engagement	Nature of engagement
Economy of Place DMT	30 th May 2019	Feedback on previous version of business case (v01_04) – need for delivery options and steer to increase library strategy period to 2024;
CLlr Asher Craig – Cabinet lead	6 th June & 27 th June 2019	To discuss library strategy, plans, community priorities, member engagement;
Growth & Regeneration EDM	2 nd July 2019	To agree business case before going to CLB; capital aspects were not agreed – EDM steer is to attend the Capital prioritisation workshop in July and new Capital (CLB) Board for decisions on Capital. It was thought in the EDM meeting that revenue aspects of the libraries project could also be

		decided in Capital Board but this was subsequently clarified the OBC still needs to go to CLB on 9 th July to agree those revenue project aspects.
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7. Outline Business Case sign off

Name	Job Title	Date circulated	Date & comments in reply
Kate Murray	Head of Library Service	27/8/2019	Signed off before submitting to EDM
Nuala Gallagher	Director of Economy of Place	28/06/2019	2 July – discussed in 2-1 meeting; requested details of pilots for CLB; also need to factor in potential for invest to save and wider property costs when deciding on library infrastructure/ capital changes;

Decision making authority	Corporate Leadership Board
Date seeking endorsement	09/07/2019

APPENDIX

A. Required commentary and recommended consultation

OUTLINE BUSINESS CASE		
Recommended bodies/individuals for consultation ahead of submission to the relevant decision board:	Commentary (if any)	Date
Cabinet Lead	Endorsed Option 4: Do Optimum (27th June) and requested the additional capital budget;	27/06/2019
Executive Director Meeting (EDM)	Decisions on capital must now be taken at Capital Board.	03/07/2019
Professional Views	Commentary	Date
Finance Business Partner Kayode Olagundoye	<p><u>General commentary:</u></p> <p>The Library Service has a Net revenue expenditure budget of £4.7m which is used to operate 27 libraries across Bristol. In addition, £399k (£290k remaining) was identified to fund the work of this project.</p> <p>This report is seeking approval to fund the necessary pilot work identified in this report and to produce a full business case that will outline the resulting recommendations from the pilot and any new funding requirements identified. These costs have been identified as £75k and the detailed in section 4.</p> <p>I will expect the service to cover any revenue expenditure budget pressures (resulting from actions agreed as part of this project) from within its current funding envelope. While a potential budget pressure of £150k has been mentioned in this report, it is too early to place a value on the cost benefit implications and these need to be substantiated after the pilot has concluded and the FBC produces, which will include the financial implications/benefits of the increase usage.</p> <p>There is also mention of potential future capital expenditure requirements, however, this requires further work to confirm the value and will also be subject to the results of the pilot validating or not the assumptions. EDM have asked for this to be considered as part of the Capital expenditure prioritisation work that is commencing soon, so no funding is being sought at this point.</p> <p><u>Confirmation of funding source(s):</u> £4.7m libraries general fund budget. As well as £290k project budget from earmarked reserves</p>	04/07/2019
PMO Operations Manager	It is difficult to assess the accuracy or a level of confidence in the resource estimates provided in this business case	03/07/2019

<p>Lee Ford</p>	<p>without sight of the more detailed level of plan I'd prefer to see at this stage of a project, particularly one of this size and importance.</p> <p>That said, I do appreciate that this project is a high-priority for the council and the timescales to produce this document have been relatively short.</p> <p>The plan and estimates have been developed by a senior project management practitioner and have the approval of senior managers in the service area – all of whom are closer to the work, so confidence in the estimates can be implied from this.</p> <p>As they stand, the estimates set out full-time (or close to full-time) commitment of key resources for the duration of the next phase and each has an identified funding source.</p> <p>I'm therefore basing an endorsement on the need for urgent progress, implied approval of the responsible senior managers and an assumption that the project will be aiming to tailor and manage delivery within the available capacity to avoid the risk of additional resource and funding being sought.</p> <p>On this basis I endorse the resource estimates and associated costs set out in this business case for the next phase of the project.</p> <p>In terms of future resourcing I note that two of the proposed work-streams (relating to community engagement and arts & cultural development) are almost certainly going to be an important, ongoing element of developing the Library – along with the strategy development also forming part of this project.</p> <p>Given the ongoing needs of the service and the scarcity of project management resources to support CLB's change portfolio, I wonder if thought might be given to the potential to establish resource within the service (a Libraries Development Officer?) thereby embedding the processes and approaches going forward beyond the duration of any project manager assignment.</p> <p>Establishing this during 2019-20 would release project manager capacity to other priorities in 2020-21 – as well as providing more sustainable, ongoing support to the service and its objectives.</p>	
<p>HR Business Partner</p> <p>Celia Williams</p>	<p>No additional view sought at this stage</p> <p>At Cabinet, following mandate:</p> <p>Whilst the formation of a library strategy does not have any direct HR implementations, the service is advised to ensure staff are engaged where appropriate, in the formation of the strategy. Any subsequent review relating to workforce or working arrangements would need to be implemented via a managing change process, in accordance with the council's HR policies.</p>	<p>16/07/2018</p>

Change Services View (Business case assurance) Jo White		03/07/2019
IT View Simon Oliver & Ian Gale:	IT recognises the need to fresh and modernise the IT facilities within libraries if they are to remain a viable public space, and will support this initiative as far as its cost base will allow. This will extend to refreshing the existing IT technology; further investment will require additional service or corporate funding and prioritisation within the CLB work plan	01/07/2019
Enterprise / Solution Architecture View n/a	No view sought at this stage (contingency requested in case required in FBC development)	n/a
Property and FM view – (i.e. any building/land related implication) John Bos	At mandate stage: we must try to phase our 27 detailed discussions; it's fine to have initial discussions with all communities, but we should aim to work on 3 or 4 of them in detail at an early stage, so that these pilots can help us shape the project for the remaining branches	13/08/2018
Legal View	No professional view sought at this stage;	n/a
Commissioning & Procurement View	No view sought at this stage (contingency requested in case required in FBC development)	n/a
Information Security View	No professional view sought at this stage;	n/a
Statutory Data Protection Officer View (if PIA applicable)	No professional view sought at this stage;	n/a
Other consulted parties (as required)	Commentary	Date
Insight, Performance & Intelligence Mark Wakefield	Supports proposal to measure impact of strategy and improvements; will advise on meaningful and practical measurement and what data is already available;	02/06/2019

B. Mandatory Project Documents

Document Name (& links to templates)	Stage required	Document Exists? (Yes/ No)	Document Owner
EQIA Relevance Check	Mandate	See full EQIA	
Mandate Information Governance (IG) Relevance Check	Mandate	See PIA screening questionnaire	
Options Appraisal	OBC	Y	Kate Mann
PIA screening questionnaire	OBC	Y	Kate Mann
Project Financial Spreadsheet	OBC & FBC	Y	Kate Mann
RAID Log	OBC & FBC	Y	Kate Mann
Project Plan	OBC & FBC	Y	Kate Mann

EQIA	OBC & FBC	Y	Kate Mann
EcoIA	OBC & FBC	Y	Kate Mann
Privacy Impact Assessment template For guidance see Privacy Impact Assessments , for support in completing contact Information Management	FBC	N	
Project Board Terms Of Reference	FBC (Recommended OBC)	Y	Was Rob Swift's – now out of date – <i>need updating following CLB</i>
Solution Design (No template – this should be unique in content/ structure/ detail for each project)	FBC	N	

C. Timeline of approvals and any associated conditions

#	Meeting	Date	Action / Decision / Condition	Date for completion (If applicable)	Owner
1	DWG	13 th August 2018	Decision: Project Mandate approved	n/a	n/a
2	Cabinet	2 nd October 2018	Decision: 1. Approved the development of a library strategy 2. Delegated authority to the relevant Executive Director to approve the strategy in conjunction with the S151 Officer and in discussion with the Cabinet lead for Libraries 3. To note ongoing community conversations around all 27 Libraries 4. To approve the allocation of resources (up to £359K) to support ongoing community conversations and strategy development. 5. To note the commencement of a library technology review which will include the procurement of replacement self-service kiosks, and revision of all existing contracts	n/a	n/a
3	Project Board	3 rd June	Action: Change libraries paper for CLB from project update to outline business case, with options for decision	3 rd July for CLB submission deadline	Kate Mann

i. Appendix – Analysis of **potential** deliverables & where/ how **they might be funded**

Workstream	A - Deliverables which are already funded, outside project budget	B - Deliverables possible within library project budget	C – Ideas which if taken forward may require additional funding, still to be quantified & funding found
Library Strategy & Development Plan/ Roadmap	<ul style="list-style-type: none"> Annual service planning & budgeting (BAU, in Library Service budget); 	<ul style="list-style-type: none"> Governance, project management and business analysis capacity to steer & manage improvements; Design & print costs; inc. new branding; Councillor strategy engagement event(s); Comms & marketing costs; Performance management, tracking & reporting on library improvements linked to outcomes; 	<ul style="list-style-type: none"> Any (unexpected/ additional) consultation on library plans; Fundamental changes to the strategy outside Library Services' control;
Library & Community Engagement & empowerment	<ul style="list-style-type: none"> Library Development Officers (currently 2) engage with communities in libraries (Library Service BAU); Third Library Development Officer (Library Service budget); Marksbury Road Library name change consultation (Library Service budget); Review of improvements to stock, library by library (Library Service budget 'Materials Fund'); 	<ul style="list-style-type: none"> Friends Groups events (by library & city-wide); Community development (new) partners to assist with establishing remaining Friends Groups; Public liability insurance for Y1 and Y2 for Friends Groups; Comms & marketing costs (promote existing + new aspects of service); Legal & insurance advice; Promotion of e-resources (and libraries) in schools; 	<ul style="list-style-type: none"> Senior Library Development Officer; Culture change and staff development programme (targeted OD support & additional change capacity);
Arts & Cultural development	<ul style="list-style-type: none"> Existing channels of comms/ social media about current events in libraries (Library Service BAU); 	<ul style="list-style-type: none"> Promotion of existing events and cultural opportunities; Rising Arts Agency funding (engagement with young people); Application costs & match funding 	<ul style="list-style-type: none"> Creative development resource to coordinate, promote and expand cultural development in libraries across the City (could be a shared post between Libraries

Workstream	A - Deliverables which are already funded, outside project budget	B - Deliverables possible within library project budget	C – Ideas which if taken forward may require additional funding, still to be quantified & funding found
		(£15k) for one-off Arts Council bid if successful (to run cultural development pilots);	& Culture);
Digital Improvements	<ul style="list-style-type: none"> • Self-service kiosks upgraded (existing project, with agreed £700k IT funding); • Update all public PCs in libraries using Windows 10 (now part of ITTP, capital funding in ICT); • New printers in libraries (existing project, with agreed IT funding); 	<ul style="list-style-type: none"> • Promote existing e-library offer; purchase new resources (Press Reader) • Digital form for anyone to register interest in holding event in a library; • Build Bristol ‘image’ to allow secured access for updated public PCs in libraries; • Enable wi-fi printing via existing IT provision (Netloan system); • Review of wi-fi set up to investigate speed issues; 	<ul style="list-style-type: none"> • Improvements in IT infrastructure in libraries – e.g. BCC & wifi network improvements; additional plug sockets; scanners; 3D printers; other digital services & innovations;
Building Improvements	<ul style="list-style-type: none"> • Extended opening hours at Central Library (in Library Service budget); 	<ul style="list-style-type: none"> • Be clear about toilet availability for library use (inside and outside library hours); • Promote existing refreshment facilities in/near libraries & ‘rules’ about food & drink in libraries; • Investigate viability for mobile volunteer-led refreshment opportunities library by library (e.g. trolley service, food brought in, where drinking water available); • Support temporary decorations by volunteers to library buildings which do not require building improvements (e.g. hanging art displays, but not wall 	<ul style="list-style-type: none"> • Relocation of Avonmouth library, as part of the building changes by community centre landlord • Changes to library security to enable use of the library buildings, without library staff supervising – this could be revenue (security role) and/or capital (physical access changes - capital approx. £50k per library); • Adapt existing/ build new toilets in BCC-owned libraries, where this is viable & long-term use planned (capital, approx. £50k average per library + ongoing

Workstream	A - Deliverables which are already funded, outside project budget	B - Deliverables possible within library project budget	C – Ideas which if taken forward may require additional funding, <i>still to be quantified & funding found</i>
		painting) <ul style="list-style-type: none"> • Furniture, rugs & Kinder boxes (£10k); • Investigate volunteer-led opening hours; • Investigate making spaces more flexible for community use by changing furniture, shelving and layouts 	revenue cost to clean & maintain toilets); <ul style="list-style-type: none"> • Library refurbishment & modernisation (painting, decoration, furniture); • Investigate viability of cafés or refreshments in libraries (beyond Central library) – require surveys & capital if viable;