

ABERDEEN CITY COUNCIL

COMMITTEE	Communities, Housing and Public Protection
DATE	5 September 2024
EXEMPT	No
CONFIDENTIAL	No
REPORT TITLE	Aberdeen's Future Library and Information Service Model
REPORT NUMBER	F&C/2/4240
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TERMS OF REFERENCE	1.1.2

1. PURPOSE OF REPORT

- 1.1 At the Communities, Housing and Public Protection meeting of 23 January 2024 (CUS/24/019), officers were instructed to continue to collaborate with stakeholders in designing a strategic vision and model for the Library and Information Service, and asked to report back with a proposed vision and service delivery model on 5 September 2024. Council (December 2023) instructed that the feedback and mitigations detailed in CUS/23/386 be taken into account as this work was progressed.
- 1.2 Communities, Housing and Public Protection Committee also instructed that a consultation (including by means of newspaper advertisement) on the proposed Library and Information Services Management Rules be undertaken, with results reported back to seek a decision on whether such Rules should be made, all in accordance with section 112 of the Civic Government (Scotland) Act 1982.

2. RECOMMENDATIONS

That the Committee:-

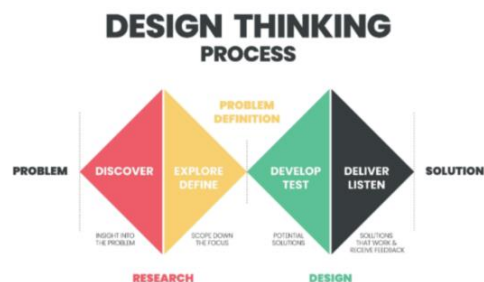
- 2.1 Note the work undertaken to develop a new model for Library and Information Services which aligns more deliberately to "education and lifelong learning" as a determinant of population health;
- 2.1 Endorse the working vision for the Library and Information Services outlined at paragraph 3.32;
- 2.2 Endorse the Future Model of Library and Information Services presented at paragraphs 3.33 – 3.38;

- 2.3 Instruct the Executive Director Families and Communities to present a detailed phased Implementation Plan which reflects plans for internal zoning of the Central Library and testing of the Library and Information Service as an integral part of the emerging model of Family Support to the next meeting of the Communities, Housing and Public Protection Committee;
- 2.4 Note the feedback on the Library and Information Service Management Rules;
- 2.5 Agree not to make Library Management Rules; and
- 2.6 Agree to refer the previous income targets set against the library service to the budget setting process (para 3.50).

3. CURRENT SITUATION

3.1 The Communities, Housing and Public Protection Committee, at its meeting on 23rd January 2024 (CUS/24/019), considered a range of consultation feedback on the provision of library services and asked that this insight be used to inform a future model for the Library and Information Service. The Integrated Impact Assessments presented to Council in December 2023 (CUS/23/386) had exemplified how the age demographic and disability descriptors of library users differed from community to community and that access to community based services was important to those who had engaged. Both of these data sets have helped inform our ‘discovery’ phase.

3.2 The Communities, Housing and Public Protection Committee of January 2024 instructed Officers to use people-centred design principles to help shape both a proposed vision and potential operating model for consideration by Members in September 2024. The Design Thinking Process has been adopted to guide our work.



3.3 In March 2024, the Council agreed a new Operational Structure aligned to the determinants of population health in response to growing levels of inequality across the city. This change guides an organisational focus on prevention and earlier intervention in order to realise improved outcomes across all of the determinants of health. This signals a need for more joined up working to ensure that we maximise the impact of available resources, co-design services with those most in need of them and be open to very different ways of working.



3.4 This structural change sees the Library and Information Service join the Education and Lifelong Learning Cluster as part of the Families and Communities Function. The alignment of all ‘learning’ within one Cluster

presents an opportunity to look at how well the sum of all 'learning parts' across the Education and Lifelong Learning Cluster is impacting on educational outcomes (as a key determinate of employability) across the city. Levels of literacy were thought to be of particular relevance to the development of a Future Libraries Model given that research tells us that low levels of literacy are associated with adverse health outcomes, due in part to associated poor health literacy (with health being a key determinant), and restrict employment opportunities (another key determinant). We also know that low levels of literacy in parents and carers can impact parental confidence in supporting their child's literacy development which can make it hard to address the intergenerational gap and the gradient of the gap. A summary of the available evidence around levels of literacy was commissioned from the Health Determinants Research Collaborative (Appendix A).

3.5 The inclusion of the Cluster within the Families and Communities Function provides an opportunity to look at the role the Library and Information Service could play in the provision of Family Support. The new Families and Communities Function has responsibility for the development and delivery of evidence based Family Support in keeping with The Promise. In real terms, the needs of children and families are now more complex and any design and delivery of services requires a coordination of the work of the wider Aberdeen City Group, including the Council ALEOs, to maximise our collective impact and demonstrate best value. As a result of this, a wide range of stakeholders have been engaged in the co-design process.

3.6 In April 2024, the refreshed Local Outcome Improvement Plan and associated Locality Plans were published. These key documents provide a clear steer on the priorities identified by those living in individual localities, particularly around long term health outcomes and the inequalities evident at locality level. Since publication of the Locality Plan, [Module 1](#) of the UK Covid-19 Enquiry has been published. It provides further weight to the need to address inequality stating that,

'as the UK entered the Covid-19 pandemic, there were "substantial systematic health inequalities by socio-economic status, ethnicity, area-level deprivation, region, socially excluded minority groups and inclusion health groups". Professors Clare Bambra and Sir Michael Marmot, expert witnesses on health inequalities, stated that catastrophic shocks brought about by emergencies such as pandemics expose and amplify pre-existing health inequalities. Covid-19 was not an "equal opportunity virus". It is therefore important to place inequality central to any future model.

3.7 Given that a Future Library and Information Service model is likely to look different from the model currently in place, it is important that we look outwards, and learn from others both nationally and internationally. A review of current best practice has been undertaken and summarised to help guide thinking (Appendix B).

3.8 All of the information referenced in paragraphs 3.1 to 3.7 has been used to inform the 'discovery phase' of our Design Thinking.

3.9 THE DISCOVERY PHASE

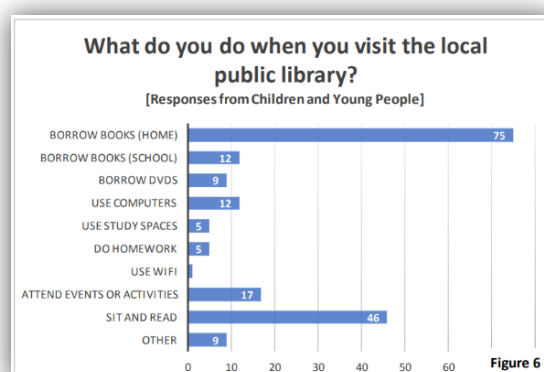
What have citizens already told us?

The [adult](#) and [children and young people's](#) consultations undertaken by the Library and Information Services (CUS/24/019), provide a clear indication of the value placed on a local library service by respondents, of their frequency of visits and most popular locations for accessing services. Footfall information available for each library shows that the Library and Information Service has limited reach in areas of deprivation, with Central and Airyhall being the most popular locations. The 1470 respondents gave an indication of when they were most likely to access library provision and of the services, such as book borrowing and ability to collect 'green bags' they valued. The responses also indicated a desire from some for longer opening hours and a higher number of locations offering Library and Information services.

3.10 The consultations highlighted that some services were not well known about, such as the Home Library Service, and the range of non-traditional services that drew citizens to libraries (such as the 14% of respondents who used libraries as warm spaces, 36% who reported using libraries to photocopy, print and scan and 44% who visited to collect 'green bags'). Comments from respondents suggested that there was an appetite for a broader range of services to be offered in library locations, for a Community Hub feel and for more social/exhibition spaces.



3.11 Responses from the 122 children and young people who responded to a Library and Information Services survey (CUS/24/019), showed that the majority of children visit libraries to borrow books, and that 60% of respondents rely on parents and carers being able to take them.

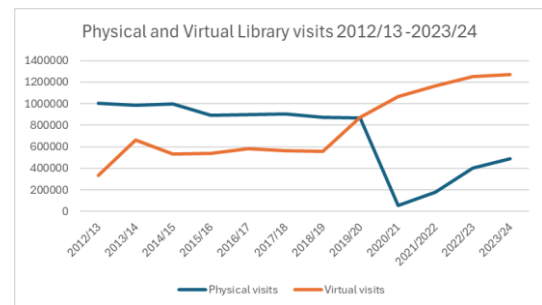
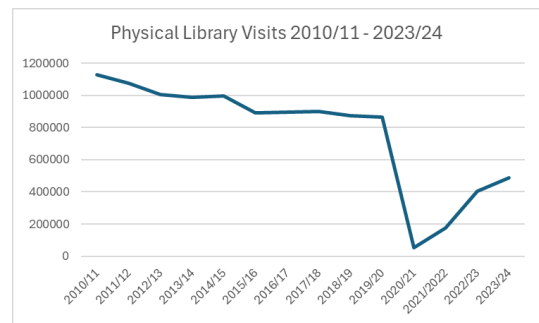


3.12 The consultation with children and young people drew a number of conclusions which require to be taken into account as we develop our Future Model. These include:

- The need to actively involve children and young people in the co-design of services, and particularly more young person friendly physical spaces
- Review membership, policy and procedures to improve accessibility
- Develop mechanisms to support participatory budgeting to address concerns raised about the quality and quantity of stock
- Encourage participation in volunteering to help challenge perceptions of library services
- Build the capacity of staff to better support children and young people

- Continue to work with partner organisations in communities to support the promotion of services, resources and activities for different age ranges.

3.13 Current data on footfall evidences that visits to libraries have not yet reached pre-pandemic levels and that there has been a long term decline from 2010, this suggests that the Library and Information Service is an underutilised resource. The Library and Information Service reviewed a number of customer journeys to help identify where improvements to services and library user experience could be made. This highlighted the extent to which library rules/restrictions, fines and perceptions of the intact model deters people from making physical visits to libraries. Many people choose to visit the library virtually instead of (in many cases as well as) in person. There is a need to remove financial barriers (library fines) which can deter people from making physical visits to libraries and ensure that we take account of those who visit virtually in our thinking around a new model.



3.14 **What do we know about levels of literacy across the city?**

Literacy is a key skill and asset for individuals, families, communities and societies. Literacy enables people to access, process, and produce information, knowledge and ideas in various domains and contexts. Literacy also enables people to communicate, collaborate, and participate in various social and civic activities. Literacy has a significant impact on various outcomes, such as personal, social, and economic outcomes. Parents and carers with higher levels of literacy skill feel more confident in supporting their child’s literacy development. We also know that 11% of those resident in the city do not have English as their mother tongue.

3.15 Historically, Aberdeen is a city that has a high level of literacy as per the findings of the Scottish Survey of Adult Literacies (SSAL) 2009. However, Aberdeen also faces challenges and inequalities, such as poverty, unemployment, social exclusion and health issues that accurately affect the literacy levels and outcomes of some groups and communities. The information available in Appendix A evidences that our current system is not yet effectively addressing the literacy gap and gradient between more vulnerable groups/communities and their peers. The Future Model of Library and Information Services could help support improvement in this area, particularly if designed to address the skill ‘gradient’ as well as ‘the gap’ by working with partners to address skills gaps at community level and establishing a whole system plan.

3.16 There is an opportunity to address some of these challenges by thinking about the provision of literacy support in a more holistic and collaborative way, and as an integral part of our model of Family Support (F&C/24/191).

3.17 What do our communities tell us they need to thrive?

Recent collaborative work with Communities to refresh the Local Outcome Improvement Plan and develop associated Locality Plans has evidenced that the priorities identified across each locality differ, with locality priorities being reflective of distinct needs at locality level. The differences outlined in agreed Locality Plans (outlined at a high level below) are not yet fully taken into account in our Library and Information Services offer. It is important to consider how a Library and Information Services model could support the delivery of these outcomes given that the 'information needs' across different communities are quite different, this would also help address some of the misinformation now readily available on social media. It is thought that the information provided through the Library and Information Service could help build better community understanding of prevalent community health issues, such as how to keep yourself well if at risk of Type 2 Diabetes for example.

3.18 There is a need to ensure that any future Library and Information Services model is directly influenced by Locality Plans, emerging multi-agency data and what the communities themselves deem to be important to them. There is also a need to ensure that on-going engagement with communities drives the local offer.

Locality Plan	Economy	People	Place	Community
Central	Reduce the number of people living in poverty	<p>Improve the mental health and wellbeing of the population</p> <p>Ensure people can access services timely through a person centred approach</p> <p>Create safe and resilient communities</p>	<p>Maximise the use of spaces in communities to create opportunities for people to connect and increase physical activity</p>	<p>Increase the number of people and groups involved in making improvements and decisions in their communities</p>
South	<p>Reduce the number of people living in poverty</p> <p>Improve and create employment opportunities</p>	<p>Support children and young people</p> <p>Focus on early intervention, prevention and re-enablement actions</p>	<p>Identify and maximise the use of green space</p>	<p>Increase the number of people and groups involved in making improvement and decisions in their community</p>
North	Reduce the number of people living in poverty	<p>Improve the physical health and wellbeing of people</p> <p>Support local volunteering</p> <p>Early intervention approach</p>	<p>Maximise use of unused outdoor space</p>	<p>Increase the number of people and groups involved in making improvement and decisions in their community</p>

3.19 How do other future library models operate?

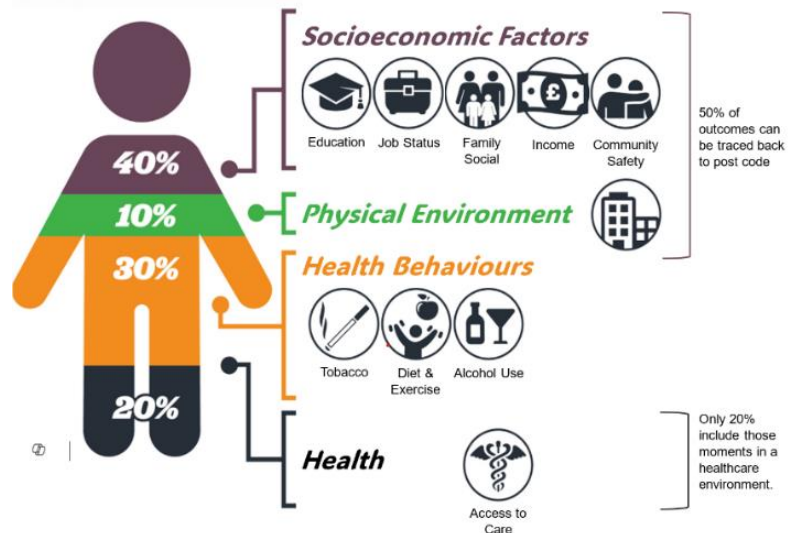
International best practice guides us to ensure that we have a strong digital offer and to consider the establishment of a more progressive on-line learning offer, an example of which is being operated in Bristol as part of their work to be a City of Learning. The accessibility of services is also a key consideration.

3.20 Consideration of European best practice guides us to see libraries as places to offer cultural and creative/experiential opportunities in order to support stronger

mental health, wellbeing and resilience. Releasing creativity at community level could help improve the engagement and participation of our citizens and help create an inspirational Civic Hub in our library spaces. Some European libraries have demonstrated that they are not only repositories of books and information, but also platforms of innovation, creativity, and community.

3.21 What does the published research tell us?

Appendix C, supported by the Health Determinants Research Collaborative, summarises current thinking on the influences of population health and how best to address it. 50% of outcomes can be traced back to post code and 30% associated with poor health behaviours. This triggers a need to consider if a community based model could be shaped to address these factors.



3.22 Despite considerable national and local efforts to address socioeconomic factors, benefits have not been felt equally. Across Aberdeen City there continues to be considerable variation in outcomes at community level, with different communities with a similar SIMD profile, having quite different outcomes. Professor Marmot suggests that this variation triggers the need to consider if all communities need the same universal and targeted support (and therefore the same library and information services), or if they would be better served by 'proportionate universalism' in keeping with the profile of need across a community. This would mean that there would be a generic (or universal) Library and Information Services offer based on city wide themed needs (to help address the health behaviours shown above), supported by more bespoke offers at community level tailored to the particular needs and wants of the community (proportionate universalism) with the aim of creating more equal outcomes. In real terms this would see those who need the most support be able to access information and support more easily at community level, and the onus would be on all linked services (such as health (both physical and mental health), employability, housing and financial inclusion services for example) to work closely together to support community needs and wants.

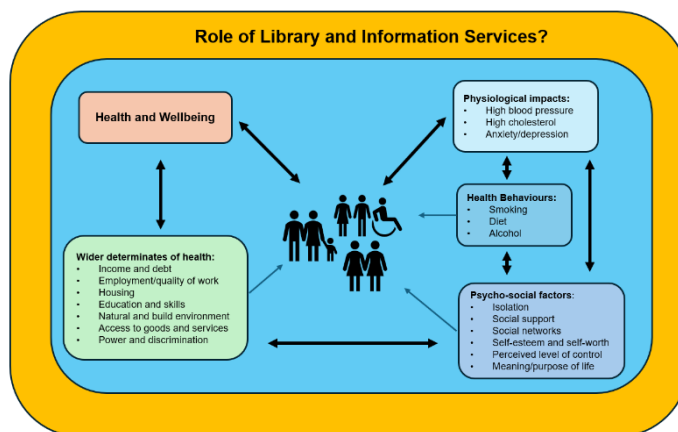
Factors impacting inequality of outcomes



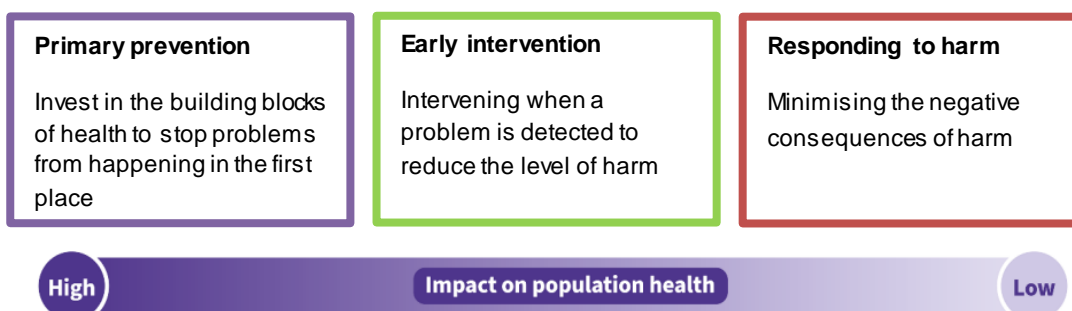
3.23 The likelihood of poor outcomes is compounded and more pronounced when an individual is impacted by more than one of the factors impacting outcomes. This can lead to weakened

psycho-social pathways resulting in low levels of resilience and feelings of loneliness and social isolation.

3.24 Psycho-social factors have a direct impact on both physiological impacts and health behaviours. There is a need to carefully consider a model that will offer the connection and information services required to address the determinants of health, give our citizens more control and build their agency.



3.25 The need to focus on prevention is widely recognised as the means of best supporting those we serve. Prevention is about keeping people healthy and avoiding the risk of poor health, illness, injury and early death. There is a need to consider how our Future Model can support prevention more effectively.



3.26 CONCLUSIONS FROM THE DISCOVERY PHASE

We can conclude that there is less demand for traditional library services now than in the past, making the current library model less sustainable due to low footfall and an inability to demonstrate best value in addressing population health. This trend is not unique to Aberdeen and is mirrored nationally and internationally. More innovative international library models now offer vibrant and creative spaces to empower communities and build agency and civic engagement in order to improve population health as well as more traditional library and information services. In many best practice examples, this is realised through the co-location of a range of services who work together to support the needs and wants of communities.

3.27 The most used libraries in the city are not located in the communities with the highest levels of inequality, however, all communities have unmet needs. Library rules/restrictions, fines and perceptions deter people from making

physical visits to libraries. There is a need to reshape our offer around the challenges, needs and wants of our communities today and focus on prevention in order to measure demonstratable impact. The future model should consider how best to work with partners to develop literacy and health literacy skills through 'proportionate universalism', and have a planned approach to developing agency, community connection and voice.

3.28 DEVELOPING THE PROBLEM STATEMENTS

Working through the 'Discovery Phase' helped draw some key problems out for consideration through the Co-Design phase. A wide range of stakeholders, including library users, children and young people, Council Clusters, The Children's Services Board, ALEOs and Aberdeen City Health and Social Care Partnership participated in the Co-Design phase.

3.29 The questions explored included:

- How can the Library and Information service better meet the health and economic needs of different communities?
- How can ACC, the ACC Group and Community Planning Partners better coordinate an approach to developing literacy, health literacy and digital skills?
- How can ACC, the ACC Group and Community Planning Partners co-locate to offer a wider range of preventative and earlier intervention approaches in buildings housing libraries?
- Can we remove the library rules and restrictions that put people off from visiting a library?
- How can we further enhance our on-line offer to citizens and use it to develop employability skills?
- Can we change what we are measuring so that we can see if we are making a difference to tackling inequality ?
- How can we make sure that the scale of investment can be clearly seen in the outcomes of our citizens?
- How can we ensure that the library service builds agency by developing creativity skills and civic engagement?
- How can we position our library service as central to our emerging model of Family Support?
- How can our library service best support those impacted by poverty?

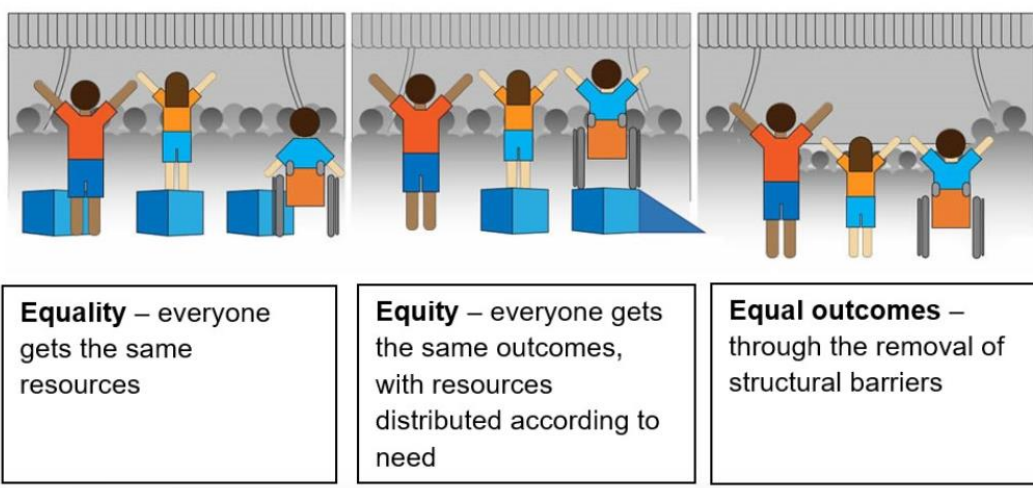
3.30 23 Co-Design sessions were held in total. Each session encouraged different stakeholder groups to explore the questions posed. The output of the Co-Design process, for each stakeholder group, is available in Appendix D.

3.31 Although there were some subtle differences in priorities identified by each group engaged in Co-Design, there was considerable commonality . Recurring themes included the benefits of co-location and collaboration, the need to rethink the environment to ensure it is welcoming and more family friendly, the need for trusted adults to help visitors navigate the offer, physical space and information, the need to have more flexible opening hours, the need for a range of learner pathways and general desire to expand the programme of events on offer. It is thought that our spaces should advertise what can be done, rather than displaying posters advising of what can't be done. This common ground

has been used to help shape a working vision for the Library and Information Service.

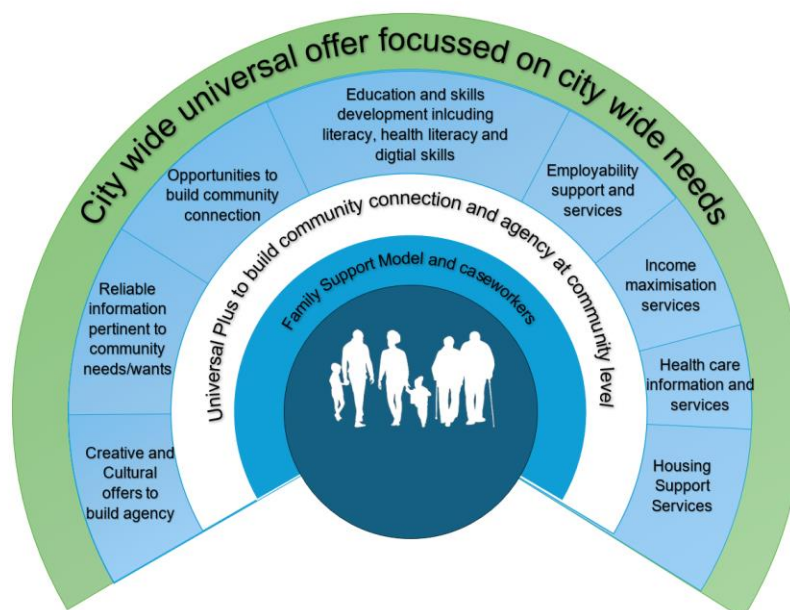
3.32 THE WORKING VISION

Our future model should strive to realise equal long term outcomes for our citizens by better addressing the health gradient in order to address the gap in outcomes evident across the city. In real terms, this means that different communities should have access to what they need to build agency and improve outcomes across all of the determinants of health.



3.33 THE PROPOSED MODEL FOR TESTING

The output of our Co-Design work guides the establishment of city wide universal offer based on city wide needs and a linked Community Hub Model offering support designed around the needs and wants of individual communities.



3.34 **Universal Offer (prevention at a city wide level)**

The city wide universal offer, based at the Central Library, and through a dynamic on-line presence, would enable our citizens to access traditional and non-traditional services in a less constrained and more vibrant library environment. The restrictive Library and Information Management Rules should be removed with a focus on what can be done in library spaces. This triggers the need to look at the use of physical space in the central library to ensure it offers a welcoming environment that can be used for a wider range of purposes. There is also a need to think of spaces that families can access together. This should include opening the café space, ensuring there is a suitable mix of quiet and more social zones for different purposes and ensuring that the use of private rooms across the Central Library are considered. The participation of library users in this process will be important.

3.35 Additional supports available will be maximised through collaboration with partners to take a whole systems approach in order to offer more comprehensive programmes and activities for all age groups. It is thought that the offer available would broadly reflect the areas of focus in the visual above:

- City wide creative and cultural offers (and exhibitions) which could be linked to the ACC Cultural Investment Framework
- Reliable information (including about city wide needs such as smoking cessation and healthy diet)
- Opportunities to connect with others, develop participation and voice in order to create a Civic Engagement Hub
- Education and skills information and signposting
- Employability information and signposting
- Income maximisation information
- Health care information
- Information on housing support services and signposting

3.36 **Universal Plus, a Place Based approach (described as proportionate universalism by Marmot)**

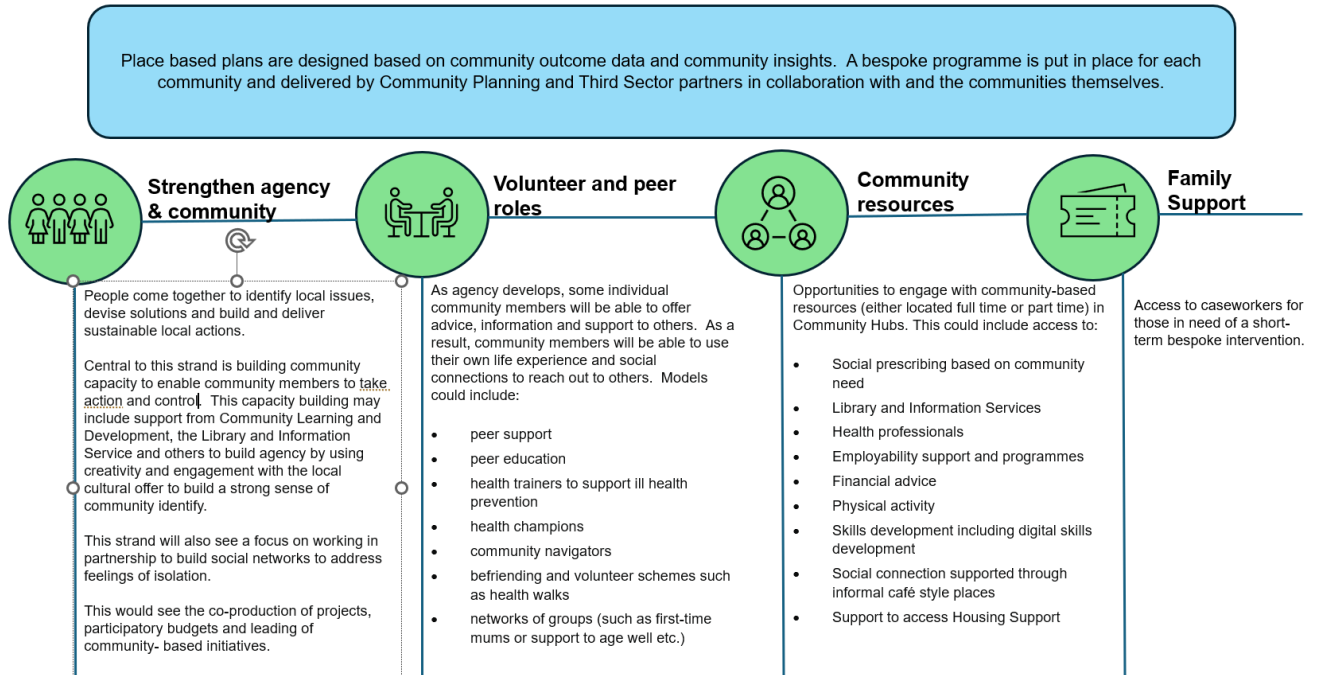
A Community Hub model is proposed to prioritise strengthening agency and community connection for communities with higher levels of need in order to deliver the proportionate universalism Professor Marmot describes. This would see a range of multi-agency partners co-locate in communities with a significant health gradient and work collaboratively to address the gradient through delivery of a shared plan based on the needs and wants of the community. The level of programmed support available would be relative to the challenges facing communities and the co-location of services would make extending library opening hours more feasible.

3.37 A bespoke programme, co-designed with the community to address community needs and wants would operate from the Community Hub. The programme would ultimately be designed to address the health gradient and gap evident across the community. In addition to a traditional library service, areas of focus for the programme are likely to include partnership and whole system delivery of:

- Access to support and reliable information around particular needs across a community, including planned programmes of support (for example diabetes, healthy diet)
- Frequent opportunities to connect with others to build agency, voice and a sense of control. Creative and cultural offers will be utilised to build agency and the insight gleaned used to inform the local programme, develop participation and a sense of community connection/activism.
- Education and skills information and support, including programmes with a particular focus on literacy, health literacy and digital skills
- Employability information and support through the delivery of tailored programmes
- Income maximisation support
- Health care information and delivery of targeted programmes
- Housing support
- More bespoke home service, for example the offer for residents in care homes etc.

3.38 As agency is developed in members of the community, they would be encouraged to develop skills through a planned programme of volunteering. It is thought that some of those community volunteers would be offered opportunities for further training to support their progression into the paid role of 'Case Worker' linked to our Family Support Model. Case Workers would have a key role in helping members of a community navigate the supports available to them, which would complement the work of the Library and Information Service staff. The research would suggest that the use of those with lived experience can be a powerful means of supporting those most in need of our help.

Placed Based Approach



3.39 **Family Support Model (Early intervention)**

The Case Workers would act as a key link into our Family Support Model (F&C/24/191).

3.40 **Implications**

Research and insight from the Co-Design suggests that there are considerable benefits to be realised through the implementation of the proposed Future Model. However, this would be a significant departure from current practice. As a result, it is proposed that work progresses on the development of the Central Library as a Civic Hub, and that one single community be identified to test the Community Hub Model. Given the links to the Family Support Model, it is proposed that Whole Family Wellbeing resource be used to support initial set up costs and that this test be aligned to the Family Support Model testing to ensure more robust evaluation of our preventative model.

3.41 A period of testing would allow a test and learn approach to be taken. A testing phase would be supported through a pre-determined evaluative framework to gather local evidence of impact. This evaluation would help inform how best to spread or adapt the model in the longer term. It is thought that this approach would give Members maximum oversight of the impact of changes made at single community level to inform longer term decision making at the end of the testing phase.

3.42 There are a number of practical considerations, some of which are detailed below, to ensure that the model is successful. These will require careful planning, phasing and oversight to ensure that all possible benefits are realised.

3.43 **Estate:** The current ACC Group estate is considerable and could offer opportunities to pool resources. There are opportunities to pool resources to allow shared investment in well positioned buildings. Releasing resource from buildings that cannot support delivery of the model would allow investment in Community Hub environments that are young person/older person friendly and support more flexible and varied use. Environments that are accessible, encourage empowerment, social cohesion, sense of belonging, social relationships and social capital may look different from some of the spaces our services, including the Library and Information Service, currently utilise. This presents an opportunity to make our physical spaces more accessible for groups, for example by making spaces dementia/Autism Spectrum Condition friendly. If the test evidences that this model more effectively supports our test community, it will be important to consider the implications on our multi-agency estate in the longer term. Providing services from a shared estate would help the library service offer longer and more flexible opening hours.

3.44 **Workforce:** We need to establish an operational team for the test and identify leaders with a growth mindset to lead this potentially transformative way of working not only for ACC staff but for the partnership workforce. Leaders need to build relationships and culture across the multi-agency partnership and with communities before we move to the implementation phase. We need to ensure that we have an implementation team in place, who have the capacity and

capability to gather the evidence base and routinely report progress. It will also be important to engage with Trade Unions representatives as we undertake the test.

- 3.45 **Vision, data and evaluation:** We need to establish an evaluation framework (including capturing qualitative data) linked to an agreed theory of change that allows us to review the impact on those more likely to have poor outcomes. We need to ensure sufficient capacity to routinely review the data to ensure that we pivot our approach based on the insight we glean. We need to establish a data dashboard to support our planning and implementation. Therefore the operational team will need to be enabled and supported by a central team who can assist in addressing any barriers to change.
- 3.45 **Digital:** A high proportion of library users can access library digital content on-line, however our on-line users must physically register in a library rather than doing so automatically. Our on-line presence could be more dynamic and feature a more extensive digital lending offer. There is a need to think about how our digital presence can better support citizens. Our digital equipment is dated and doesn't mirror how most citizens access the internet. We need to rethink our approach to digital literacy development. There is a need to look at this as a whole system to determine how best to progress this area and agree a range of accessible pathways, linked to the skills agenda, for our citizens.
- 3.46 **Literacy skills:** Our libraries don't currently evidence their contribution to literacy skills development. There is a need to look at this as a whole system to determine how best to progress this area and agree a range of accessible pathways for our citizens by utilising the learning in Appendix A.
- 3.47 **Health literacy:** Health Literacy is critical in enabling our citizens to access the information they require to live long and happy lives. The concerning level of misinformation available on line, makes knowing where to access reliable information and support critical. There is a need to look at this as a whole system to determine how best to progress this area. Given what we know about the key health behaviours significant to the development of chronic disease, this is likely to see a universal offer around smoking, healthy weight, physical activity and nutrition in our priority areas. This area requires to be fully scoped with health partners. There are considerable opportunities to support the ageing well agenda, e.g. reducing social isolation and making sure our carers a network of support.
- 3.48 **Next steps**
Given the potential of the model to genuinely transform how we support our citizens, it is proposed that a detailed and phased implementation plan be developed and presented to the next meeting of the Communities, Housing and Public Protection Committee. The plan should be aligned with a similar Family Support Model Plan and provide Members with a clear indication of how Committee will be kept informed of progress to inform decision making.
- 3.49 There is strong anecdotal evidence from the Co-Design sessions that Library and Information Management Rules are barriers to access, and negative perceptions to rules in general. 5 responses were received from members of the public on the previously proposed Library and Information Service Management Rules. Feedback suggested that aspects of the rules present

barriers to the public, and do not project the positive interactions that are vital in progressing the Future Library Model. It is recommended that the previously proposed Library and Information Service Management Rules are not implemented and instead the Library and Information Service will apply the Unacceptable Actions Policy ahead of the anticipated single policy combining Zero Tolerance, Violence and Aggression, and Unacceptable Action. Terms and Conditions will be created for library memberships and people centred guidance on library use will be available to citizens. As a result, it is proposed that the previously proposed Library and Information Service Management Rules are not implemented at this time.

3.50 The Chief Education Officer will consider waiving fees in the short term.

4. FINANCIAL IMPLICATIONS

4.1 Resource from the Whole Family Wellbeing will help fund the set up costs for the testing phase, officers will also try to secure appropriate grants.

4.2 The waiving of fees is likely to result in a cost pressure. This will be monitored carefully over the coming months, with efficiencies found to ensure balanced finances.

4.3 More detailed financial information will be included in the Implementation Plan to be considered at the next meeting of Communities, Housing and Public Protection meeting.

5. LEGAL IMPLICATIONS

5.1 Under section 163(2) of the Local Government (Scotland) Act 1973, the Council has a duty to secure the provision of adequate library facilities for all persons resident in the Council area.

5.2 Section 112 of the Civic Government (Scotland) Act 1982 permits local authorities to make management rules to regulate the use of, and the conduct of persons while on or in, any land or premises owned, occupied or managed by the authority to which the public have access. Before such rules can be made, the authority must place an advertisement in a local newspaper and consider any objections timeously received by the authority and give any objector an opportunity to be heard by the authority. The setting of such rules is discretionary.

6. ENVIRONMENTAL IMPLICATIONS

6.1 There are no direct environmental implications arising from the recommendations of this report.

7. RISK

Category	Risks	Primary Controls/Control Actions to achieve Target Risk Level	*Target Risk Level (L, M or H) <small>*taking into account controls/control actions</small>	*Does Target Risk Level Match Appetite Set?
Strategic Risk	Risk that the library and Information service is financially unsustainable in the longer term due to current levels of footfall.	Research has guided the development of the proposed plan. The use of a 'testing' phase will enable consideration of the effectiveness of the model prior to scaling up.	L	Yes
Compliance	Failure to secure the provision of adequate library facilities for all persons resident in the Council area.	Aberdeen's Future Library and Information Services Model has the potential to make provision more accessible.	L	Yes
Operational	Failure to get operational teams working to a new model restricts impact.	A pre-launch period will enable operational teams to come together around a common purpose and take ownership of implementation.	L	Yes
Financial	Potential for the model to exceed available resource	The use of WFW fund resource will support the testing phase, with opportunities for efficiencies to be realised in the longer term to	L	Yes

		aid the sustainability of the model.		
Reputational	Risk that citizens perceive a reduction in library and information services	To be mitigated by having a strong digital and central library presence, and associated Community Hub during the testing phase. Mitigated through longer term planning.	L	Yes
Environment/Climate	No significant risks identified			

8. OUTCOMES

COUNCIL DELIVERY PLAN 2023-2024	
	Impact of Report
Aberdeen City Council Policy Statement	<p>This policy would positively contribute to the majority of commitments in the Aberdeen City Policy Statement.</p> <p>Supporting people with the cost of living – through providing access to financial inclusion services through the proposed model.</p> <p>A city of opportunity – through providing access to employability services and support through the proposed model.</p> <p>A vibrant city - through providing access to increased opportunities to be creative and access the cultural offer the proposed model.</p> <p>Building a greener and sustainable city – by exploring co-location which will allow the estate to be rationalised in the longer term.</p> <p>Empowering communities- by giving them a strong voice in what is offered through Community Hub programmes.</p> <p>A prosperous city – by providing employment opportunities.</p> <p>An active city – by providing locally based community services which can be easily accessed.</p>

	A caring city – by prioritising and supporting those most at risk of poor outcomes A council that listens and works – by working with the Northfield community to design the local offer they need and want.
<u>Aberdeen City Local Outcome Improvement Plan 2016-26</u>	
Economy	Stretch outcome 1 (poverty) and 2 (employment) will be supported through this policy.
Children and young people	All stretch outcomes for children and young people could be positively impacted by delivery of this policy.
Adults	All stretch outcomes for adults could be positively impacted by delivery of this policy
Community empowerment	Stretch outcome 16 (Community Empowerment) will be positively impacted by this policy.

9. IMPACT ASSESSMENTS

Assessment	Outcome
Integrated Impact Assessment	An Integrated Impact Assessment has helped inform the development of the Future Library and Information Services Model. This will be further developed if Committee instructs more detailed planning.
Data Protection Impact Assessment	A DPIA has been completed as part of the engagement on Aberdeen's Future Library and Information Service Plan

10. BACKGROUND PAPERS

- 10.1 [Meeting of Communities, Housing and Public Protection Committee, Thursday, 6th July, 2023 10.00 am \(Item 12.\)](#)
- 10.2 [Agenda for Council on Thursday, 14th December, 2023, 10.30 am \(aberdeencity.gov.uk\)](#)
- 10.3 [Fair Society, Healthy Lives](#) (known as the Marmot Review)
- 10.4 [Aberdeen Planning Guidance - Health Impact Assessments](#)

11. APPENDICES

Appendix A – Literacy

Appendix B – National and International best practice

Appendix C – The Determinates of Health

Appendix D – Output of the Co-Design Sessions

12. REPORT AUTHOR CONTACT DETAILS

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