Increasing access to Library buildings

Annex 2: Outline Business Case for Open Access

OUTLINE BUSINESS CASE

REPORT	Complete / select
Report title	Implementation of Open Access technology in Libraries
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Portfolio holder *(change/add name if required)*	Cllr Mark Nuti, Cabinet Member for Communities (associated portfolios – Natalie Bramhall, Property & Waste and Becky Rush, Finance & Resources)
Executive Director *(change/add name if required)*	Marie Snelling, Executive Director, Customer & Communities

FIVE CASE BUSINESS MODEL

1. STRATEGIC CASE

1.1. Purpose of the report and project outline

Open Access is technology-based system that enables increased and flexible access to library buildings, through membership-based door entry systems and associated security features. Open Access will increase the ability of libraries to meet the needs of communities, supports the council's strategic priorities, and be fit and sustainable for the future.

The Library & Cultural Services Strategy, approved by Cabinet in 2019, set out the role of technology enabled open access in the transformation of the county's libraries: "Meeting local need and delivering our wider outcomes in neighbourhoods, libraries will [work]… in partnership with other services and the community while maintaining access through the application of technology to enable open access."

The council is committed to developing modern libraries that are bright, inviting, flexible spaces which provide access to a range of valuable information and resources and are a gateway to events, activities and other public services through co-location and digital access. The Carnegie Trust in their Shining a Light Report defines a modern library as having four interconnected offers: Libraries as Social Hubs, Cultural Centres, Learning Hubs and Economic Enablers. Modernised libraries that meet this ambition will make a significant and direct contribution to the council's strategic priorities by, for example:

- empowering local communities by improving access to support and resources and creating spaces communities can use themselves for events and local activities.
- providing a range of working spaces in a variety of libraries for other council staff to work locally in the communities they serve, a key part of the Agile Workforce programme
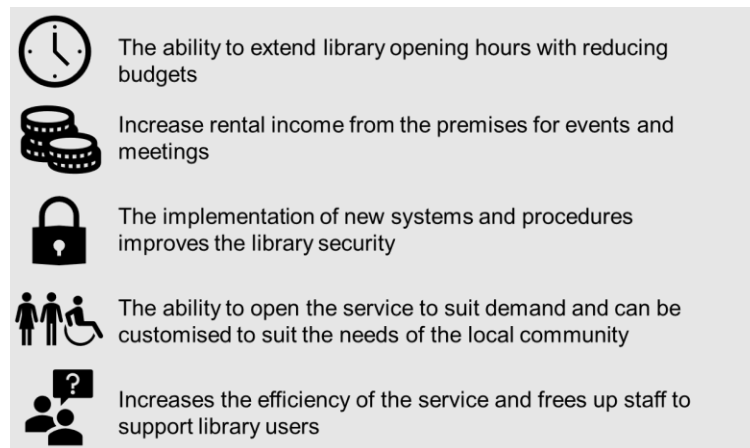
There is a need for flexibility of access to spaces, for both partners and residents, to deliver this new approach and Open Access is a key aspect that facilitate this additional flexibility,

allowing the service and the council to meet the changing needs of communities. Through Open Access libraries, residents will be able to access facilities at the time that suits them, and partner organisations and community groups will be able to make use of library spaces to offer services and activities without the restriction of fitting with libraries' staffed opening hours. This added flexibility will enable libraries to fulfil their potential, delivering maximum positive impact for local communities.

Open Access is designed to be used as a complementary and integral part of the overall service delivery. Pioneered in Scandinavia and installed in over 140 libraries in the UK, it uses technology and processes to enable a library to open with or without staff needing to be present. This builds on existing self-service technology to allow residents to access core library services such as book borrowing, PCs and Wi-Fi, printing as well as use the space for studying or meeting. There is also potential to provide access to a range of council and other services.

The skills, passion and wealth of knowledge provided by library staff cannot be replaced by technology, but technology can facilitate innovation to add value and help transform the library service.

The introduction of Open Access will deliver the following benefits:

🕐	The ability to extend library opening hours with reducing budgets
🪙	Increase rental income from the premises for events and meetings
🔒	The implementation of new systems and procedures improves the library security
👥	The ability to open the service to suit demand and can be customised to suit the needs of the local community
👥	Increases the efficiency of the service and frees up staff to support library users

Furthermore, the integration of Open Access and its benefits will contribute to and support the realisation of the following corporate priorities:

- Growing a sustainable economy so everyone can benefit – Open Access allows for increased accessibility and opportunity for partner services to support residents, and for access outside currently staffed library opening hours, for business and skills related activity. This would enable, for example, activities that might need to be undertaken outside standard 'office hours', such as skills development for residents currently in work, or employers providing business mentoring to residents / new start-ups.
- Empowering communities – Open Access significantly increases the value of the self-service solutions recently introduced to libraries, allowing flexibility and choice for residents to access the service at a time that suits them.

We are working closely with existing transformation programmes to identify opportunities to support realisation of additional benefits. For instance, the Agile Organisation Programme will benefit from the implementation of Open Access as this will enable additional opportunities for flexible working of staff, who would be able to access hot desking and meeting space in libraries outside currently staffed opening hours.

How many electoral wards does this scheme affect?	All

This scheme requires Cabinet approval as it impacts more than two divisions.

1.2. Priority objectives and contribution to the Community vision for Surrey in 2030

Organisation strategy priority area – select all that apply	Enter "X"
Growing a sustainable economy so everyone can benefit	X
Tackling health inequality	X
Enabling a greener future	X
Empowering Communities	X

Contribution to the Community vision for Surrey in 2030 – select all that apply	Enter "X"
Children and young people are safe and feel safe and confident	
Everyone benefits from education, skills and employment that help them to succeed in life	X
Everyone lives healthy, active and fulfilling lives and makes good choices about their wellbeing	X
Everyone gets the health and social care support and information they need at the right time and place	X
Communities are welcoming and supporting especially of those most in need and people feel able to contribute to community life	X
Residents live in clean, safe and green communities where people and organisations embrace their environmental responsibilities	X
Journeys across the county are easier, more predictable and safer	
Businesses thrive in Surrey	X
Everyone has a place they can call home with appropriate housing for all	
Well-connected communities with effective infrastructure that grow sustainably	X
Transforming as a Council	X

1.3. Recommendations

It is recommended that Capital Programme Panel:

	Recommendations
1.	Notes the work undertaken to identify learning and best practice from elsewhere and to evaluate the approach most appropriate for Surrey, with a focus on achieving greatest impact and value for money.
2.	Agrees the rationale for introduction of Open Access in the proposed libraries, as set out in the preferred option (Option D) below: to tender for a project which will

	Recommendations
	allow the highest priority (circa 11-15) libraries (based on coverage (at least one per D&B), evidence of need and ease of implementation) to be surveyed and to install Open Access across the financial years 2022-2023, with further libraries being brought into the scheme from 2023-24 onwards, based on learning from the initial implementation and clear evidence of value. Should the survey and tender process identify complex issues that cannot be easily resolved within the agreed financial envelope, the project team (Library Service, IT&D and L&P) will work proactively to identify suitable alternative locations, ensuring these align with other agreed works as efficiently as possible.
3.	Approves movement of £345k from the Capital pipeline to the Capital budget, to proceed with the procurement process to select a supplier, procure and implement an Open Access solution in line with the preferred option, and to complete initial property works. Should the survey and tender process identify complex building issues that cannot easily be resolved within the agreed financial envelope, the project team (Library Service, IT&D and L&P) will work proactively to assess suitable alternative locations, propose adjustments to timescales to align with other agreed works, or request additional funds to complete the work. This may result in a further request for funding to CPP, within the overall allocation of £1.8m that is made for this work in the Capital Pipeline.
4.	Within the £345k allocation, approves the split of £300k for technology and £45k for the initial work on adaptations to property (with movement from the IT and Property strands of the Capital pipeline respectively).
5.	Recognises the requirements for support at the implementation phase from IT&D (for supplier selection, systems integration and technical implementation) and L&P Estates and FM teams (for initial feasibility, property adaptations and any lease negotiations), and in delivery (for ongoing technical and FM support, including relating to security and maintenance); and recognises the involvement in the project and development of the Business Case of the relevant IT&D and L&P teams.
6.	Recognises that this proposal sits within a significant programme of works to transform libraries, including a pipeline of property projects, with dependencies on L&P for delivery; and recognises that programmes have been aligned wherever there is a plan for capital works to any properties that are also proposed for Open Access. The rationale for the Open Access locations is based on affordability, need and geographical spread. This overlaps with those prioritised for capital works in many cases but is not a direct match. The capital investment requested for Open Access takes account of other profiled works to ensure cost efficiency, and the proposed timeline for rollout aligns with any other planned works in the same properties, to ensure overall value for money of the investment.

Some contingency is built into the requested budget through an assumption for each library of the highest value of indicative costings provided by suppliers through the soft market testing. If, following site surveys, any of the libraries proposed for Open Access prove more complex and costly than anticipated, and additional costs cannot be covered within the initial allocation of £345K, the list will be reviewed and decisions made on whether to amend the list, timescale or request additional funds to complete the work. This may result in a further request for funding to CPP, within the overall allocation of £1.8m that is made for this work in the Capital Pipeline. Any request for additional funding would be on the basis that the cost of borrowing can be covered in addition to the amounts profiled within the business case, through further adjustments to staffing. |

1.4. Reason(s) for recommendations

The recommendations are to support achievement of the Library & Cultural Services Strategy, through introducing additional flexibility and improved access to libraries as community assets. The recommendations are on the basis of an options appraisal, and set out the required investment, subject to validation through survey and feasibility works, and support from IT&D and L&P to introduce Open Access to 13 libraries across the County in the first instance.

Feasibility Fund will be utilised to enable initial feasibility works to inform the costs of any property adaptations, which will then be covered by the capital budget. If cost cannot be contained within the capital budget approved, then a further request for additional capital will be taken to CPP, subject to a robust business case.

1.5. Implications of not undertaking the scheme and options considered

Option	Outline description
A	**Do nothing**
	PROS – no expenditure, no possible controversy (there is a risk that introduction of Open Access might cause concerns around future staffing reductions)
	CONS – libraries are community resources. The fact that people can only access them during staffed hours severely limits the amount and the way that individuals and communities can use these facilities, both for traditional library services and other community use. Some of the county's libraries are currently staffed for fewer hours than others, creating inequity and reduced choice and flexibility for some communities. Open access also allows for additional income to be secured via the possible use of the premises by partner organisations, and in support of other change programmes within the Council (such as Agile). A decision not to implement Open Access would fail to realise these opportunities.
B	**Introduce a small-scale pilot – three libraries and evaluate the use, with any further implementation subject to a further business case**
	PROS – allows Surrey County Council to proceed slowly and measure both use and risk.
	CONS – the Open Access model has been used in Scandinavian libraries since 2011, and by UK libraries since 2014. The risks and issues are well-understood and tried-and-tested technology and policies manage them well. Restricting implementation to a small number of libraries (without a rationale based on any significant requirement for further learning specific to Surrey) would delay realisation of benefits and could create frustration amongst residents, staff and partners as a result of missed opportunity.
C	**Tender for a project which will allow the highest priority (circa 11-15) libraries (based on coverage (at least one per D&B), evidence of need and ease of implementation) to be surveyed and to install Open Access across the financial years 2022-2023.**
	PROS – a balanced approach that restricts investment to the libraries where there is greatest evidence of need and ease of implementation, enabling

Option	Outline description
	realisation of benefits in priority locations with a clear narrative around the decision to prioritise specific libraries.
	CONS – restricting implementation to a relatively small number of libraries would reduce the overall impact across the county and could create frustration amongst residents, staff and partners as a result of missed opportunity. A commitment to investing in a finite set of libraries without the intention to review and potentially extend might be difficult to defend in communications with stakeholders.
D (Preferred option)	**Tender for a project which will allow the highest priority (circa 11-15) libraries (based on (based on coverage (at least one per D&B), evidence of need and ease of implementation) to be surveyed and to install Open Access across the financial years 2022-23, with further libraries being brought into the scheme from 2023-24 onwards, based on learning from the initial implementation and clear evidence of value.**
	PROS – allows Surrey County Council to proceed with a phased approach, to commit to an initial level of funding and measure both use and risk to inform any further investment. Demonstrates a clear commitment to supporting communities across the county to benefit from the technology, where there is evidence that this will create significant positive impact and represent value for money.
	CONS – restricting initial implementation to a relatively small number of libraries would delay realisation of benefits and could create frustration amongst residents, staff and partners as a result of missed opportunity. Failure to commit to the full number of libraries at the start of the scheme might impact the opportunity to achieve economy of scale in negotiation with technology supplier and / or contractors for property works required.
E	**Tender for a project which will allow all Surrey-run libraries (42 libraries)[1] to be surveyed and to install Open Access across the financial years 2022-23 and 2023-24.**
	PROS – a firm approach which will bring the advantages of extended library hours to the whole of Surrey. It is also likely to bring economies of scale, as property work can be undertaken wholesale rather than piecemeal. Staying open for longer and being able to offer a range of activities during extended hours will ensure that the libraries remain an integral part of the local communities, and this approach would enable the Council to communicate a clear commitment to providing an equal level of access, service and flexibility to all the county's communities.
	CONS – a very large project which will be challenging and resource intensive, particularly with the emerging COVID restrictions and the ongoing property works. There are significant challenges in some libraries as a result of the complexity of building layouts, or the lease arrangements, that would make Open Access difficult, and potentially costly and time intensive to implement. There is clear demand from residents and partner organisations in some locations to support implementation, and less evidence of demand in others.

1.6. Preferred option

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[1] excluding Community Partnered Libraries

Preferred option and key reason(s) why this option is recommended

The preferred option is option D: tender for a project which will allow the highest priority (circa 11-15) libraries (based on coverage (at least one per D&B), evidence of need and ease of implementation) to be surveyed and to install Open Access across the financial year 2022-23, with further libraries being brought into the scheme from 2023-24 onwards, based on learning from the initial implementation and clear evidence of value.

1.7. Legal implications

Legal services have been engaged in the drafting process and will input detailed commentary in advance of Cabinet. Joint and Local Committee approval not required as no change to existing staffed opening hours is proposed.

1.8. Environmental sustainability

COMPLIANCE AGAINST NET-ZERO EMISSIONS TARGET AND FUTURE CLIMATE COMPATIBILITY/RESILIENCE

Refurbishment of library buildings is anticipated to significantly reduce the projected carbon cost per year at 2030, as a result of improved energy efficiency in the buildings. Open Access would introduce increased usage of buildings, with the potential to increase energy costs from the target level as a result. This is anticipated to be mitigated in overall climate resilience through a reduction in travel to work or study for people able to make use of library buildings for those purposes as a result of increased access, and with the introduction of smart technologies in the buildings wherever possible (in line with the emerging strategy for property technology), for example with sensors to minimise the risk of lights being on for longer than necessary.

2. FINANCIAL CASE

2.1. Financial summary

Summary	Complete / select
Total scheme cost in £m	£0.345m
Is the scheme grant funded, or partly grant funded?	No
Is Surrey CC funding required?	Yes
If Surrey CC funding required, will borrowing cost be self-funded?	Yes
Are there revenue savings or income associated on completion?	Yes

Please note, we have presented the worst-case regarding costs. There is potential to generate further efficiencies if required to ensure it is self-financing. Initial market research included assessing the libraries, categorising them by scale and then indicative costings and surveys completed by two suppliers against three libraries covering these size categories to attempt to gain more realistic estimate of the costs involved in rolling out across the county. For the purpose of this Business Case, costs for all libraries, regardless of size and complexity, are based on the upper end of the supplier indicative costings, and staffing

efficiencies are based on the need to cover the current cost estimate. There is the potential to generate further efficiencies if required to ensure the project is self-financing.

2.2. Capital cost profile and funding

Capex and Funding Profile	2021/22 £'m	2022/23 £'m	2023/24 £'m	2024/25 £'m	2025/26 £'m	2026/27 £'m	Total £'m
Total Scheme cost	0	0.02	0.245	0.08	0	0	0.345
Funded by:							
Third Party							0
Government Grant							0
Revenue Funding							0
SCC Funding Required		0.02	0.245	0.08			0.345
Total Funding	0	0.02	0.245	0.08	0	0	0.345

The above includes £20k for 15 libraries + £5k for the adaptations required to nine libraries. The costs of property adaptations are the estimates based on information from suppliers of the level of works required in other comparable local authorities. Works to properties typically include some combination of changes to entrance doors, internal alterations to enable areas to be secured, and additional data points. Detailed site surveys of the proposed libraries will inform the precise costings (which will vary by property) and any unforeseen areas of significant cost would inform the decision on the final list of properties for implementation.

If, following site surveys, any of the libraries proposed for Open Access prove more complex and costly than anticipated, and additional costs cannot be covered within the initial allocation of £345k, the list will be reviewed and decisions made on whether to amend the list, timescale or request additional funds to complete the work. This may result in a further request to CPP for funding, within the overall allocation of £1.8m that is made for this work in the Capital Pipeline. Any request for additional funding would be on the basis that the cost of borrowing can be covered in addition to the amounts profiled within the business case, through further adjustments to staffing.

The estimates are based on nine of the 15 libraries as the remaining six are either 'plug and play' ready for installation of Open Access technology, or are already profiled for property works, within which any works to prepare for Open Access will be incorporated. Both suppliers quoted £20k as the estimated highest amount (on a scale based on complexity of building) to implement Open Access in any of our libraries. The financial model is therefore based on each of the libraries costing the maximum amount, depending on the level of complexity of each library building within the confirmed list of libraries for Open Access, this can be expected to reduce.

Contingency and inflation	Complete / select
What level of contingency has been built into the above table? e.g. 10%	Indicative supplier costings have provided a range and for the purpose of the business case we have assumed the highest amount. Modest staffing adjustments have been assumed to cover the estimated maximum cost. Should additional costs be incurred, further adjustments have been identified that could be applied.

Contingency and inflation	Complete / select
Have you built in estimated inflation into the costs?	No
If Yes, specify rate used and why	

Third party funding details	Third party partner	Government grant
Name/Title or N/A	N/A	N/A
Is the funding secured?	N/A	N/A
If TBC, indicate when funding will be secured e.g. by end Dec 2021		
Is the funding subject to a bid process?	No	No
If Yes, when does the bid process close?		

Leave the table below blank if the scheme is **fully** grant or contribution funded.

Surrey CC borrowing/borrowing cost	Complete / select
Is it expected that borrowing costs will be offset (or partially offset) by income generation or revenue savings?	Yes, the borrowing costs will be offset with the income generation and savings
If Yes, how will this be covered? e.g. rental income, pricing, fees and charges, service cost savings etc.	Rental income, staff efficiencies and reduction in bank staff costs (sickness cover)
All projects with borrowing costs need to be modelled in the "Capital Project Model" and verified by a finance business partner. Has this been completed? (Add hyperlink to model)	We have provided the modelling below and it has been confirmed by our Finance Business Partner that the additional model is not required for this level of funding.

2.3. Efficiency savings / Value For Money / Revenue implications

(Cumulative)	2021/22 £'m	2022/23 £'m	2023/24 £'m	2024/25 £'m	2025/26 £'m	2026/27 £'m	Total £'m
Gross Savings/income (input positive)		0	0.043	0.085	0.085	0.085	0.298
Revenue Cost (input positive):							
Employees							0
Supplies and Services		0.004	0.044	0.06	0.06	0.06	0.228
Third Party							0
Borrowing Costs			0.027	0.027	0.027	0.027	0.108
Other							0
Total Costs	0	0.004	0.071	0.087	0.087	0.087	0.336
Net Savings or Income / Cost*	0	-0.004	-0.028	-0.002	-0.002	-0.002	-0.038

The costs shown in table 2.3 are at the top end of the range. If the mid-point or lower end were shown there would be a net efficiency and the scheme would be completed by self-financing. There will be additional minor property revenue costs, but these are not expected to materially affect the proposal.

Demonstrating VFM	Complete
How will the scheme contribute to the Council's requirement to demonstrate we are improving VFM in the service provided?	Allows for more efficient use of council buildings by extending opening hours and increased income through room hire, without increasing staffing costs. We are reaching more service users through increasing the opening hours and facilitating an increase in community use and agile working to increase impact.

Revenue Savings / Income	Complete / select
Does the table in 2.3 include revenue savings - detail possible: - revenue savings - income generation	Yes – staff savings total £55k pa and there is a reduction in bank staff costs (sickness cover) of up to £4k pa. Yes – income generation through room hire of up to £26k pa.
Is there expected to be continuous estimated net revenue savings per year after completion, compared to the current 'as is' situation?	As above
If so, what is the annual ongoing estimate of the saving	As above
Which directorate / service will take on the savings?	Libraries
Is there a saving to the General Fund?	No
If Yes, has the saving been put forward to be included in revenue budget proposals?	N/A

Revenue Costs – Temporary Incurred During Project	Complete / select
Does the table in 2.3 include temporary incremental revenue costs during the project?	No
If so, what is the total estimated cost over the project life?	£m
Have the above incremental costs been budgeted for?	N/A
Which directorate / service will take on the budget for these costs?	N/A
Will there be an arrangement for a virement (partial or full) to cover these costs from another service?	N/A

Revenue Costs – Ongoing Post Completion	Complete / select
Does the table in 2.3 include an incremental continuous net cost per year after completion, compared to the current 'as is' situation?	Yes
If so, what is the annual ongoing estimate of the cost	The net costs are currently 2k pa (subject to change based on the additional minor revenue property costs)
Have the above incremental costs been budgeted for?	Yes (the revenue savings from library staffing will be adjusted to cover the precise costs once known).
Which directorate / service will take on the budget for these costs?	Libraries (property takes on extra minor revenue property costs)
Is there a proposal for a permanent virement if another service is benefiting from the project?	No
Specify if the additional costs will be funded from:	Existing revenue budget
Will this require additional growth, has this been captured within service growth pressures?	No

2.4. Key deliverable metric

Key deliverable metric
Increased income generation through room hire: £26k pa. Increased number of community groups accessing the space outside of staffed hours. Increased footfall in libraries outside of staffed hours: we will set and track a target for this based on the hours during which open access is provided.

3. SOCIO-ECONOMIC CASE

3.1. Social / non-financial benefits of undertaking the scheme

There is anecdotal evidence that deliver benefits to the community and providing social outcomes to the disadvantaged, these are actual examples of feedback from UK Local Authorities using open libraries.

	Social / non-financial economic benefits to the Council and local residents
1.	**Increased support for vulnerable people and the lonely:** Libraries are lifelines for those who live alone, one example from an open library is a vulnerable user who spent his hours in the library when it was open for 23-hours a week. He lives alone and going to the library is one of the few contacts he has with people each week. Now that library is open for 37-hours per week this user has stated he has benefitted from the company of other self-service library users and a group of regular visitors have formed to create a friendship group who help the vulnerable with their isolation issues and job searching.
2.	**Increased support for Job Seekers:** With high-speed internet access and the free availability of computers, Libraries are often used by job seekers who use the PCs to look and apply for employment. One example in an open library was a user (who was a carer) who spotted a job advertisement and was able to access the library during open library hours to complete and submit her

		Social / non-financial economic benefits to the Council and local residents
		application within the closing date. Her application was successful, and she used the library PCs for interview techniques. She was successful and is now in full time employment. She says that "this would not have been possible before as the deadline for applications was really tight".
3.		**Increased support for Children and Families:** Libraries are currently and soon to be co-located with services that support children and families. Libraries are often attached to or used as Children's Centres - this is a way to bring new mothers together to share their experiences. In one UK open library, which is shared by a Sure Start Centre, they ran a course to make story sacks whilst in non-staffed mode. The result has been, now that the course has concluded, the group of mothers continue to meet up in open library time, one mum commented, "it's a wonderful safe and free environment to meet up with other mums so that I don't feel so isolated".
4.		**Increased support for reading, literacy and digital literacy:** Libraries are a valuable resource for schools to bring children in to learn about literacy and engage with reading materials at an early age. One open library provides teachers with a library card, and they bring groups of school children into the library in non-staffed time. The teacher commented, "It's about giving the library back to the community so it can be used by everyone". Examples across numerous Local Authorities have seen an increase in the use of public access PC's, "there has been an increase in the use of computers, particularly by men who may not be able to access the internet or library during the day".
5.		**Increased support for young adults:** Libraries that can extend their opening hours can attract different sections of the community because their opening hours can reach those people who want to use the service at the time of their choosing. One open library in the UK now has a study space for young adults and it is used as a meeting place for children after school and college. In another example, a library user who home schools her children, uses the library in non-staffed mode to use the space and materials to educate her children.
6.		**Empowering communities:** Open Access allows residents to choose how and when they interact with their library and staff. Some users may have anxiety and may want to visit the library in non-staffed hours in the evening which this model allows.

3.2. Outcomes the project will deliver

Enhanced service user experience and alignment with customer experience ambition: Choice and flexibility are key aspects of delivering an excellent customer experience, as are access to a wide range of information, activities and services. Through introduction of Open Access, libraries will be able to increase user choice in the times they access library self-service functions and facilities. They will also be able to increase the type and volume of partner (SCC and external organisation) services delivered within a community setting. There is further alignment with the Empowering Communities agenda with the ability for a co-design approach to lead to more responsive service developments, as a result of greater flexibility and community-led access to facilities.
Increased accessibility: The introduction of Open Access increases accessibility in smaller communities by allowing the library to open on days when the library is currently closed, enabling provision of a more equal offer across the county. It also helps mitigate ad hoc library closures due to staff sickness. For larger libraries it increases weekend, early morning and evening access which allows families to bring their children to the library at hours that suit them. Open Access will allow computer users longer hours to apply for jobs

or complete online courses outside working hours. It also facilitates students to use the space more for their studies and community groups to meet easily without the need for staff intervention.

Improved partner integration: Libraries will be able to increase the type and volume of partner (SCC and external organisation) services delivered within a community setting, as a result of flexibility of access. This is likely to be a key factor in the ability to secure partner commitment to long-term co-location in library properties, and to generate revenue from rental of spaces for partner-led activity. There will also be a reduction in staff time administrating room hire, if there is not the requirement for staff to be present to provide access to partner organisations renting space outside of standard staffed hours (which may currently be a cost incurred to enable partner use of spaces).

3.3. Benefit summary

	Benefit description	How will success be measured? What are the Key Performance Indicators if applicable (KPIs)?	Benefit realisation date	Who is responsible for assessing benefit realisation? E.g. service	Is baseline data required*
1.	Increased book borrowing outside of staffed hours	Number of books borrowed outside of staffed hours compared to pre implementation	Sep 2024	Service	Yes
2.	Increased footfall outside of staffed hours	Number of visitors outside of staffed hours compared to pre implementation	Sep 2024	Service	Yes
3.	Increased use of meeting rooms/space outside of staffed hours	Number of events held/rooms booked outside of staffed hours compared to pre implementation	Sep 2024	Service	No
4.	Increased use of public wi-fi outside of staffed hours	Wi-fi usage outside of staffed hours compared to pre implementation	Sep 2024	Service	Yes
5.	Increased use of public access computers outside of staffed hours	Public computer usage outside of staffed hours compared to pre implementation	Sep 2024	Service	Yes
6.	Increased use of public printers outside of staffed hours	Public printer usage outside of staffed hours compared to pre implementation	Sep 2024	Service	Yes
7.	Increased rental income from the premises for events and meeting outside of staffed hours	Rental income generated outside of staffed hours compared to pre implementation	Sep 2024	Service	Yes

*Description of baseline data needed
For each benefit description above, please enter whether there is baseline data available for comparison post completion: 1) Yes – We currently track the number of books borrowed. Open access will allow for an increase in opening hours, and we will track the number of books borrowed during these hours then convert this into a percentage. 2) Yes – We currently track the number of visitors through beam counters. Open access will allow for an increase in opening hours, and we will track the number of visitors during these hours then convert this into a percentage. 3) No – We do not currently have a formal process for tracking room usage, but we will begin tracking this formally as part of the programme. We're working with the agile organisation programme to ensure that any room booking, or other technology used to gather and analyse the relevant data is applied consistently. 4) Yes – We currently track public wi-fi usage. Following implementation of Open Access, we should expect an increase in the public wi-fi use and we will track the usage during these hours. 5) Yes – We currently track public computer usage. Following implementation of Open Access, we should expect an increase in the usage of public computers, and we will track the usage during these hours. 6) Yes – we currently track public printer usage. Following implementation of Open Access, we should expect an increase in the usage of public printers, and we will track these during Open Access hours. 7) Yes – we currently track rental income. Following implementation of Open Access, we expect to make £26k pa across 15 libraires and we will continue tracking this.

4. COMMERCIAL CASE

4.1. Risk management

	Risk description	RAG (post mitigation)	Mitigation action/strategy
1.	**Adverse public and staff reaction** The concept of unstaffed hours in libraries may lead the public, Councillors and staff to raise questions about the safety of library users, the risks to the buildings or contents, and the potential for job losses. The risk is that this will require carefully managed communications which could slow the rollout.	Green	No changes will take place without engagement, and this is already factored into the project plan. We will deliver a clear communication plan which highlights the benefits and addresses concerns, using evidence from the many libraries across the country which already successfully offer Open Access and citing the risk management that they have in place to address these concerns.
2.	**Health and Safety of users and facilities**	Green	Robust security measures in place. Working with other authorities that have Open Access to share learning (little evidence of issues). Induction programme for the public who are signed up to use the service in Open Access mode.
3.	**Failure to align with property work**	Green	Built in line with the property 5-year plan. System can be moved to new locations. Proposed libraries are subject to feasibility review at survey stage and any opportunity to

	Risk description	RAG (post mitigation)	Mitigation action/strategy
			increase alignment with other planned property works within the project timeline for Open Access will be identified.
4.	**Accessibility** and concerns that certain categories of library users, including children and those with additional needs, will experience a disbenefit	Green	Robust induction process and adaptations to the property will be made to ensure accessibility. We will continue to monitor and manage this through the existing Equality Impact Assessments. Open Access will increase access and reach to certain categories, including those who are unable to access the service during working hours. Safeguarding measures include restriction of Open Access membership to inducted adult library users; children and young people will be able to benefit from the enhancements via supervised access, with 'Teachers' Tickets' enabling teachers to bring supervised groups into the spaces in Open Access mode.

Cost risks	Complete / select
Are there any costs that could change, and render the proposal unaffordable?	No costs that could render the proposal unaffordable. Costing has been based on upper limits of the range provided, and efficiencies profiled at the lower end, with the ability to adjust and provide additional efficiencies if required (for example to manage interoperability between systems). The selection of library sites will involve careful consideration at survey stage to better protect the Council from unaffordable installations.
If Yes, provide detail	
Have you made any provision for dealing with the financing of any time or cost overruns?	We will enter a contract with clearly stipulated costs and conditions.

4.2. Commercial case –

Cost risks	Complete / select
Outline the required products/services	The successful bidder will implement the technical solution, which installs swipe-card access, software and cameras to manage the building after hours. Surrey County Council will enable the necessary building and fixtures work, for example ensuring entrance doors are automatic and can be controlled by the software.

Cost risks	Complete / select
Can the proposal be effectively delivered through a workable commercial deal(s)?	There are no commercial deals available to deliver the solution. We believe that economies of scale can be achieved by going to market for a sizeable commitment of installations.
If Yes, describe how you will leverage the best available deal	
What procurement does the proposal require?	Securing a supplier to provide and install the required system.
Give a brief outline of the procurement strategy. (not required to be included here, but you should consider the routes to market options, including what is possible under regulations)	Open Access has been approved as an item on the procurement forward plan. There is one framework, the Eastern Shires Purchasing Organisation (ESPO), which offers open access technology. Procurement is advising on the appropriate route to market.
Is there a market to trade this service or product being purchased capital expenditure being incurred?	No. We only plan to procure on behalf of SCC needs, not other bodies.
Are there any personnel implications? E.g. TUPE.	No
If Yes, give a brief outline.	

5. MANAGEMENT CASE

5.1. Delivery team

	Proposal role	Responsible	Department	Position
1.	Sponsor	Marie Snelling	Customers and Communities	Executive Director
2.	SRO	Susan Wills	Libraries and Cultural Services	Assistant Director
3.	Programme Manager	Sarah Hardman	Transformation Support Unit	Senior Programme Manager
4.	Project Manager	Reanna Cooper	Transformation Support Unit	Senior Project Manager
5.	IT&D lead	Kristi Meintjes	IT&D	Business Partner
6.	Property lead	Dominic Barlow	Property	Assistant Director
7.	Libraries lead	Simon Harding	Libraries	Head of Library Service

Resource availability	Complete / select
Is feasibility work required?	Yes. Initial work has been completed with suppliers through soft market testing to provide indicative costings. Feasibility on the proposed properties at survey stage with the supplier will determine precise

Resource availability	Complete / select
	costings of both supplier installation and any property works required.
What are the resources required to build up the proposal?	Input to the Business Case, development of indicative costings, procurement process and supplier selection, site survey and feasibility is required from the Library Service, IT&D and L&P. Suppliers are supporting with the supply of information where appropriate in advance of the procurement process.
Are these resources available?	Yes
Where will the resources be sourced from?	Surrey CC staff (TSU, Library Service, IT&D, L&P) and External contractors
Are Line Managers aware that their staff capacity will be required?	Yes
Will the use of internal resource stop delivery of other Surrey CC outcomes/ priorities?	No
Are external resources required to deliver the scheme?	Yes
Is the Procurement process in place to procure external resource?	Yes, for the technology supplier.

5.2. Timeframes

Key milestones	Start	Complete
Project team and governance established	Nov 2021	Nov 2021
Soft market testing and supplier engagement	Dec 2021	Dec 2021
Internal engagement (dependency management)	Jan 2022	Jun 2022
Business Case produced	Jan 2022	Apr 2022
Data gathering to support evidence of need (CIPFA PLUS)	Feb 2022	Mar 2022
Stakeholder engagement (including staff and resident)	Apr 2022	Jun 2022
Procurement process conducted	Apr 2022	Aug 2022
Cabinet decision	27 Jun 2022	27 Jun 2022
Supplier contract issued	Aug 2022	Aug 2022
Preparatory works	Sep 2022	Dec 2022
Implementation in first library complete	Dec 2022	Dec 2022
Implementation in further 10 libraries	Feb 2023	Aug 2023
Evaluation to inform future proposals for Open Access	Sep 2023	Sep 2023
Implementation in Redhill (aligned to property works)	Dec 2023	Dec 2023
Implementation in Guildford (aligned to property works)	Sep 2024	Sep 2024
Final evaluation and recommendation on next steps	Sep 2024	Sep 2024

Asset life and Componentisation	Complete / select
Estimated asset life.	15 years

Asset life and Componentisation	Complete / select
Will the asset have two or more components which will have different useful economic lives?	No
If yes, please provide details,	

Annexes: *None*