

LONDON BOROUGH OF CAMDEN	WARDS: ALL
REPORT TITLE: CAMDEN'S LIBRARY SERVICE: FUTURE REDESIGN AND IMPLEMENTATION OF SAVINGS PROGRAMME (CENV/2015/40)	
REPORT OF: CABINET MEMBER FOR CUSTOMERS, COMMUNITIES AND CULTURE	
FOR SUBMISSION TO CULTURE AND ENVIRONMENT SCRUTINY COMMITTEE CABINET	DATE 10th DECEMBER 2015 16th DECEMBER 2015
<p>SUMMARY OF REPORT</p> <p>In December 2014, Cabinet asked officers to undertake formal consultation and community engagement to develop a new strategic framework for Camden's public libraries. Officers were asked to report back to Cabinet with recommendations to reshape the library service, and achieve £800,000 savings by 2018 as part of the wider Medium Term Financial Strategy (MTFS). This report seeks approval for changes to Camden's Library Service, underpinned by a new strategic framework that aims to provide a flexible model of provision that can be adapted over the next 10 years. It also seeks approval for £220,000 one off investment to introduce Open Access technology across libraries, with the exception of Swiss Cottage Library.</p> <p>This report recommends that all public libraries in Camden will remain open with a minimal reconfiguration of opening hours. It recommends the introduction of a new staffing model so that resources are targeted to have the biggest impact at peak times. Outside of peak times fewer staff will be deployed primarily to help those who need the most support. The new strategic framework aims to deliver against the key Camden Plan outcomes; investing in our communities to ensure sustainable neighbourhoods, developing new solutions with partners to reduce inequality and creating conditions and harnessing the benefits of economic growth. It recognises the changing ways in which people access knowledge, learning and information.</p> <p>Libraries are a statutory public service under Section 7 of the Public Libraries and Museums Act 1964, and the new strategic framework ensures we continue to provide a "comprehensive and efficient library service for all". Section 149 of the Equalities Act 2010 requires us to have 'due regard' to the matters set out in relation to equalities.</p> <p>The following document(s) have been used in the preparation of this report:</p> <ul style="list-style-type: none"> •Libraries Survey (Adult) •Libraries Survey (Children and Young people) •Engagement plan •UCL Consultation findings report •Community Needs Assessment •Public Collaboration Lab (PCL) Home Library Service report 	

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WHAT DECISIONS ARE BEING ASKED FOR?

The Culture and Environment Scrutiny Committee is asked to consider the report and forward any comments to Cabinet.

The Cabinet is asked, having had due regard to the Equality Impact Assessment in Appendix D, and the results of the public engagement and consultation in Appendix C, to:

1. Approve the new strategic framework for Camden's public libraries summarised in section 1.2 and attached in full at Appendix A.
2. Note that officers will continue to explore opportunities, as they arise, to increase partnership delivery of services, to seek co-location of services within libraries and shared arrangements that may generate additional income and create more vibrant libraries.
3. Agree a package of £800,000 savings and service changes (Option 1) detailed in paragraphs 3.2 and 3.3.
4. Agree a one off capital investment of £220,000 to allow for the introduction of the Open Access technology noted in paragraph 3.4.
5. Delegate authority to the Director of Culture and Environment, in consultation with the Cabinet Member for Customers, Communities and Culture, to:
 - Implement the new Library model outlined in section three below.
 - Agree to the timelines for implementation as set out in section 6 below.

Signed:

Date:

1. WHAT IS THIS REPORT ABOUT?

1.1 This report seeks a decision from Cabinet on a new strategic framework for libraries and recommended new service model (Option 1) that has been developed following extensive engagement and a formal 12 week public consultation period. The appendices to the report set out supporting information including; the new strategic framework for the next 10 years (Appendix A); a summary of the engagement approach (Appendix B), the findings of the consultation (Appendix C), an equality impact assessment (EIA) on the final recommendations (Appendix D), a new outline model for library opening hours (Appendix E), a community needs assessment (Appendix F), a summary of Legal Advice from the Borough Solicitor (Appendix G), the Public Collaboration Lab (PCL) Home Library Service report (Appendix H), Adult Consultation Survey (Appendix I), Children's Consultation Survey (Appendix J), and Consultation Supporting Information (Appendix K).

1.2 This report sets out the key vision for Camden public libraries to better meet the Council's strategic priorities. The new strategic framework for libraries (Appendix A) aims to refocus resources to those areas that will have the biggest impact on residents' lives, to help meet the key outcomes in the Camden Plan while complying with our statutory obligations. Libraries continue to provide key services for local communities, but what residents want from them is changing, and we need to change with this. The framework proposes four key areas of priority:

- **Reading and learning** remains at the core of library provision, and plays a key part in reducing inequalities. The library service will display a relentless focus in taking a lead on the promotion and development of literacy and adult learning within Camden. This is especially important for those children and young people who don't have the resources, or environment to learn at home. This will be encouraged through literary programs, the service's annual Summer Reading Challenge, reader development initiatives and a focus on those customers with the greatest economic or developmental need. We will also focus on the promotion and development of literacy and adult learning, ensuring the support of lifelong learning for library customers in Camden.
- **Digital inclusion and Digital Access** is vital for communities that need to access information online, but don't have the skills or resources to do so. With 234 public PCs and free Wi-Fi, Camden libraries provide access to a vast range of services and information. We need to ensure that those who need it most are supported, in particular differently abled people, children and young people and Camden's older population, to enable them to gain confidence and skills.
- **Open Access** to help residents access services more independently when they need to, at a time of shrinking resources. We know that 80% of all book borrowers use self-service terminals to issue and discharge books; residents can reserve books and search the catalogue online and can also use the digital tools independently. By investing in Open Access technology, customers will be able to use libraries to borrow books, go online, and study at the times when we have fewer staff on duty. During these times priority will be given to those with the highest needs, with those able to access services independently signposted to do so.
- **Knowledge Hubs** recognising that our nine public libraries play an increasingly important role in connecting people, being local knowledge hubs and providing places for people to get together. By sharing space and looking for new partnerships with organisations like Jobcentre Plus and business start-up hubs, we can explore ways to generate additional income and grow the role of libraries and make better use of these valuable assets.

2. WHY IS THIS REPORT NECESSARY?

- 2.1 In December 2014 Camden Cabinet agreed that officers undertake a review of the nature and future shape of Camden's public libraries. Officers were asked to report back to Cabinet in 2015, following public consultation and engagement, with recommendation on how to achieve a reduction of £800,000 in the delivery of library services. Libraries are a statutory public service pursuant to the Public Libraries and Museums Act 1964. The options and recommendations within this report are such as to ensure that we will continue to provide a "comprehensive and efficient library service for all" as required by the Act.
- 2.2 Officers have undertaken a comprehensive review of community needs and extensive engagement and formal consultation to help shape the future strategic priorities for libraries. The needs assessment considered information for each library catchment area such as; patterns of usage, demographic profiling, access and location, financial modelling, level of deprivation, health data and literacy skills. Benchmarking using comparable Chartered Institute of Public Finance and Accountancy (CIPFA) data and other data was also used to compare current performance. (Appendix D).
- 2.3 The key findings from the benchmarking and community impact assessment are;
- 99.2% of Camden residents live within a mile catchment of a publically run Camden library.
 - Camden residents continue to place high value on their public library service; Camden has the 3rd highest number of visits per 1,000 population in London.
 - Take up of the service broadly matches Camden's demographic profile with a slight under representation from BME communities.
 - Camden libraries have the 5th highest spend per 1000 head of population in London.
 - An above average spend on its book and other stock, but a relatively low rate of book issues in London.
 - It has the 3rd highest number of computer hours used per 1,000 population in London.
 - A very broad range of services are offered through libraries, with increasing levels of service – e.g. homework clubs, health information and ICT training being delivered by others.

3. OPTIONS

- 3.1 There are five proposed options for Cabinet to consider, each will achieve the £800,000 saving;
- **Option 1 (recommended) - Introducing a new Open Access model across all libraries with the exception of Swiss Cottage Library, and a package of savings noted in paragraph 3.3.**
 - Option 2 - Outsourcing the public library service to a private or not for profit organisation and a package of savings noted in paragraph 3.3.
 - Option 3 - Closure of up to 3 libraries, and a package of savings noted in paragraph 3.3.
 - Option 4 - Creation of further community managed libraries, and a package of savings noted in paragraph 3.3.
 - Option 5 - 20% reduction in opening hours across all libraries, broadly 90 fewer hours open across borough each week, and a package of savings noted in paragraph 3.3.
- 3.2 Option 1 is recommended, this would enable all libraries to remain open with minimal changes to the current open hours, thereby recognising the important role that libraries play in their local communities. This option will deploy staff throughout the day, but with most staff working at the times we know libraries are busiest, the peak hours. Outside of these times, (10am to 12 noon and 6pm to 7 or 8pm) we will introduce Open Access technology that will allow us to open with fewer staff. During these times, those that are able, will scan

themselves into libraries, borrow books (using the self-service kiosks), access the public computers, and use the library for study and reading. During the off-peak hours, there will be a minimum of 2 staff at any one time and their focus will be to support and teach users to access services independently but also to give priority to those who are less able to do so. The Open Access system provides infrastructure for a system of alarms, public announcements and enhanced customer safety measures. This recommendation also reconfigures the opening hours at Swiss Cottage library and, if agreed, from September 2016, Swiss Cottage library will no longer open on a Sunday. This will make a significant contribution of £45,000 towards the savings required across the whole service. During exam times Pancras Square library will be changed into a study centre for students (8 weeks from April – May), with additional tables and chairs provided. Officers will work with local schools near to Swiss Cottage School to inform them of this change and to seek additional local opportunities for study space on Sundays.

3.3 In addition to the above this option also seeks agreement to a package of further savings summarised below;

- Better targeted, but reduced book and other stock budget, an overall reduction of 33% in the total budget. The remaining budget would be spent using an evidence based stock management system and greater public stock selection.
- Reduce library senior management posts.
- Consolidate the staff structure between the Holborn Public library and Local Studies and Archives service, in advance of wider proposals to invest in a redeveloped library as part of the Cockpit Yard project.
- Home Library Service to transition to a largely volunteer led model from September 2016 following the outcome of a research project led by the Public Collaboration Lab (PCL) with students from University of the Arts London (UAL). (Appendix H)
- Increase income from letting out space to commercial and other organisations. Where necessary, officers will develop a business case for further capital investment if it will generate further income from hiring out space within libraries.

3.4 The introduction of Open Plus will require a one off investment of £220,000; this will allow for building changes at all libraries with the exception of Swiss Cottage library. In view of the size and complexity of this library and an initial risk assessment the use of Open Access technology is not recommended. If we are successful with increasing community partnership delivery within libraries and sharing our spaces more effectively, the service will seek to further flex the staff resource in the future while continuing to provide a comprehensive and efficient library service.

4. WHAT ARE THE REASONS FOR THE RECOMMENDED DECISIONS?

4.1 Option 1 is the recommended option as it is the one that ensure that libraries continue to make the strongest contribution to delivering key outcomes in the Camden Plan. Library buildings are expensive to maintain, but this model will allow us to make best use of the buildings with a range of direct and partner delivery, all contributing to a vibrant knowledge hub. It will allow us to continue to provide access and services to support those who need it most; such as those who are digitally excluded, those who lack resources at home for study and learning and those who use libraries as places that bring people together, especially isolated and often elderly residents. This option is modelled at Appendix E.

4.2 After analysis of the information contained within the Equality Impact Assessment (Appendix D), we are able to fully demonstrate that this recommended option has 'due regard' to the matters set out in relation to equalities, and comply with our legal duties

under the Section 149 of the Equalities Act 2010. Option 1 complies with our legal duty under the Public Libraries and Museums Act 1964 to provide a “comprehensive and efficient library service for all”.

- 4.3 Some authorities such as Peterborough City Council and London Borough of Barnet use the Open Access system, and open libraries with no staff. However, in Camden, the initial risk assessment had led us to suggest a model where we would always have at least 2 people staffing a library (which could be a combination of security and library staff) during quieter times, with more staff at our busiest times. The model will need to be flexed library by library, following a comprehensive risk assessment
- 4.4 Option 2 - Outsourcing the public library service to a private or not for profit organisation and a package of savings noted in paragraph 3.3.

There is a growing commercial market for the management and delivery of library services, with a number of boroughs now delivering library services through trusts, private consortia or other arms-length bodies. Camden undertook soft market testing of the external delivery of library services over a year ago, and engaged with 2 leading suppliers. More recently, Camden Strategic Finance team undertook a cost benefit analysis of the possible savings possible from outsourcing as part of the preparation for the formal consultation survey. It was concluded that although economies of scale could achieve savings at professional and potentially senior level, the bulk of the savings would come from shared services, such as finance, IT, property management and HR. Camden has already approved wide ranging reductions from corporate services and significantly reduced costs. Aside from an initial saving in the region of £200,000 - £300,000 from business rates through moving to a not for profit business model, it is felt unlikely at this stage that further significant savings would be possible. At this stage there appears to be limited financial advantage in outsourcing so this option is therefore not recommended.

- 4.5 Option 3 - Closure of up to 3 libraries, and a package of savings noted in paragraph 3.3

Maintaining library buildings is one of the largest costs for the service, and apart from revenue savings, there is the potential to dispose of library buildings and generate a capital receipt. The cost per visit and other costs associated with libraries were published as part of the formal consultation. Using a range of evaluation criteria this could point to a number of libraries being considered for closure, where they have higher costs and less impact, depending upon the measures used. However, it is clear from the community needs assessment that Camden libraries serve very mixed communities and their catchment areas all include varying levels of deprivation, poverty and need. This report recommends that no libraries are closed, that we continue to work in partnership with communities to deliver as broad a range of activities and services as possible, sharing costs where we can and flexing staff resource to where it can add most value.

- 4.6 Option 4 – seek to establish further community managed libraries, and a package of savings noted in paragraph 3.3.

In 2011 Cabinet agreed to the establishment of 3 independent community managed libraries and one (Highgate) community partnership library. During this consultation, a number of organisations and individuals have expressed initial interest in sharing library spaces or in managing libraries, most notably at West Hampstead Library and Queens Crescent library. As noted in paragraph 4.5 above our library buildings are expensive community assets and we need to get best value from them and seek to share more of their costs. Officers will continue to explore opportunities, as they arise, to increase

partnership delivery of services, to seek co-location of services within libraries and shared arrangement that may generate additional income and creating more vibrant libraries.

- 4.7 Option 5 - 20% reduction in opening hours across all libraries, broadly 90 fewer hours open across borough each week and a package of savings noted in paragraph 3.3.

Camden's nine public libraries currently open for 469 hours per week, including Saturdays and some on Sunday. Many open from 10 am to 8pm in the evening with full staffing. From our research, we know that most people use Camden libraries in the middle of the day and afternoons and from Monday to Thursday. Many library authorities have reduced their opening hours in order to save money; however there are challenges with this approach. It impacts on access for shift workers and those working more flexibly, it does not make the best use of these valuable assets and it denies local residents a local resource that could otherwise be used. Any change in opening hours could be modelled to minimise the impact and consolidate hours to times when they are most popular with borough wide coverage so there was always access somewhere. However the recommended model Option 1 mitigates the need to significantly reduce the hours that libraries are open, therefore this model isn't recommended.

5. WHAT ARE THE KEY IMPACTS/ RISKS? HOW WILL THEY BE ADDRESSED?

- 5.1 The library service, like all other Camden services, must consider the likelihood of future savings having to be made. The recommended Option 1 model could provide a flexible model moving forward, with libraries retained as vibrant knowledge hubs, but with a longer term vision to be universal places with a range of services delivered by partners. If successful, the staffing model could be further flexed in the future to release further savings.
- 5.2 Camden library staff deal with many incidents of anti-social behaviour that can include verbal and, on occasion physical assaults. Comprehensive risk assessments will need to be undertaken when introducing Open Access technology to identify actions to mitigate against potential community safety concerns. It is recommended that unlike other authorities who have introduced this approach, Camden maintains limited staffing, which may include security, outside of the core staffed hours.
- 5.3 The success of Option 1 also relies on library users adapting to the new Open Access technology on offer. However studies from libraries who were early adopters (Peterborough, Barnet) of Open Access technology show that this is embraced by users, as long as it is effectively managed.

6. WHAT ACTIONS WILL BE TAKEN AND WHEN FOLLOWING THE DECISION AND HOW WILL THIS BE MONITORED?

- 6.1 Officers will implement the new Open Access technology and put in place a schedule of building works, with minimal disruption to services. The aim being that all libraries in scope will be able to operate this model by September 2016. A detailed library by library risk assessment will be undertaken to establish any particular challenges and the exact deployment of staff outside of the core hours.
- 6.2 This new recommended library model (Option 1) will require a new organisational structure for the service and, if approved, authority be delegated to the Director of Culture and Environment in consultation the Cabinet Member for Customers, Communities and Culture to implement the new model and agree to the timelines for implementation. It is intended a full

and formal staff consultation will commence in 2016 with a view to implementing the next structure from September 2016. This will be implemented in line with Camden's organisational change policies. Option 1 will allow a reduced staffing model without affecting the number of library branches open, or making significant changes to current opening hours. The reduction will take place across all staffing levels, from senior management to front-line staff with a greater proportionate impact on management staffing than on the front-line contact customer service posts.

- 6.3 Officers will continue to explore opportunities, as they arise, to increase partnership delivery of services, to seek co-location of services within libraries and shared arrangement that may generate additional income and creating more vibrant libraries.

7. LINKS TO THE CAMDEN PLAN OBJECTIVES

- 7.1 We know that the way libraries are being used is changing, with a focus on libraries as places for study, work; to access online material or to learn new IT based skills. Libraries need to change to meet this demand. The main thrust of the new strategic framework focuses investment on the following key Camden Plan objectives; investing in our communities to ensure sustainable neighbourhoods; developing new solutions with partners to reduce inequality; creating conditions for and harnessing the benefits of economic growth.

8. CONSULTATION

- 8.1 A pre-consultation period of engagement was undertaken to gather views from local people on the areas of strategic priority that the consultation might focus upon. This included an event at the British Library, engagement by local community researchers, collaboration with the University of the Arts and online Vox-Up 'ideas lab' web page. Many views were shared that fed into the formal 12 week consultation from 15th July - 6th October 2015. Over 2,300 people took part in the formal consultation including 315 children and young people.
- 8.2 During the consultation, 71% of respondents said that they would prefer to keep all library buildings open, and 21% would consider closing up to three premises. The top 10 savings options (in order) chosen are listed below:

Option	Percentage
Explore different ways to raise income	63%
Reduce library managers	46%
Use volunteers for Home Library Service	44%
Reduce in size Holborn and Camden Town libraries	41%
Reduce opening hours by 10%	38%
Reduce money spent on new books	36%
Use self-service model	32%
Outsource service	28%
Reduce opening hours by 15%	17%
Close either Holborn or Pancras Square	13%

- 8.3 The consultation helped shape the proposals, by demonstrating that a priority for local people was to try and keep all premises open. A full report, with independent analysis from University College London is attached at Appendix C. In addition Appendix B notes the groups engaged throughout the process.
- 8.4 An Equality Impact Assessment has been completed on the recommended proposals of Option 1 and is attached at Appendix D. In summary it finds that the recommended changes to Camden's public library service will not have a particular impact on any specific group with

a legally protected characteristic. Possible impacts of the Open Access model on older people or those with a disability have been mitigated against through ensuring that premises will remain staffed at all times.

9. LEGAL IMPLICATIONS (comments from the Borough Solicitor)

- 9.1 There are a number of issues which Cabinet Members must take into account in coming to any decision with regard to the library service including the library strategy, an assessment of local need, the results of the consultation, our equality duties, the legal requirement upon the Council to provide a comprehensive and efficient library service and the overall legal obligation upon the Council to operate within a balanced budget.
- 9.2 If Cabinet Members agree a strategy for the library service they must ensure that the strategy itself is such as to comply with the legal obligations upon us. Further logical and rational decision making dictates that once agreed that any subsequent decisions are informed and consistent with the strategy, albeit not blindly dictated by it. Camden's duty under Section 149 of the Equalities Act 2010 is to have 'due regard' to the matters set out in relation to equalities when considering and making decisions on the provision of library services. Accordingly due regard to the need to eliminate discrimination, advance equality, and foster good relations must form an integral part of the decision making process. Members must consciously consider the effect that implementing a particular policy will have in relation to equality before making a decision.
- 9.3 The potential equality impact of the proposed changes to the library service has been assessed at Appendix D. A careful consideration of this assessment is one of the key ways in which Members can show "due regard" to the relevant matters. As stated in the report the Council is under a statutory duty with regard to the provision of a library service under the Public Libraries and Museums Act 1964. In summary:

To provide a comprehensive and efficient library service for all persons desiring to make use thereof, although while it can so provide services to them it is under no duty to make such facilities available to persons other than those whose residence or place of work is within the library area of the authority or who are undergoing full-time education within that area. A library authority shall in particular have regard to the desirability:

- a) of securing that facilities are available for the borrowing of, or reference to, books and other printed matter, and pictures, gramophone records, films and other materials, sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children; and
- b) of encouraging both adults and children to make full use of the library service, and of providing advice as to its use and of making available such bibliographical and other information as may be required by persons using it.

- 9.4 Further analysis of the Legal position is available at Appendix G, and based on this our recommendation is that the legal duties under both the Equalities Act 2010, and the Public Libraries and Museums Act 1964 are compliant.

10. RESOURCE IMPLICATIONS (comments from Director of Finance)

- 10.1 This report details recommendation on how to reshape the Camden public library service and achieve Cabinet approved savings of £800,000 by 2018 as part of the wider Medium Term Financial Strategy (MTFS).

- 10.2 After extensive consultation Option 1 is being recommended, as it ensures that the service continues to contribute to delivering key outcomes in the Camden Plan, as part of a new strategic framework for the service, whilst achieving the savings target. The full savings are dependent on a new organisational structure for the service being implemented from April 2016.
- 10.3 The proposed open access model also provides flexibility for future demand and continuation of the library service should further savings be required.
- 10.4 Following the Cabinet meeting in December 2014, an initial £100,000 was allocated from the Cost of Change Reserve to fund implementation costs. This was prior to the detailed review, which has identified that, an additional £220,000 capital investment which will be required to introduce the new service and enable savings to be made.
- 10.5 It is the intention to bid for the additional £220,000 to be funded from the Camden Plan Reserve. Should this not transpire or the bid is unsuccessful, the additional amount will need to be sought from the Cost of Change Reserve. As the demand on this reserve exceeds the total budget, approval will be subject to how the competing demands are prioritised.
- 10.6 The advice from the Borough Solicitor to Cabinet Members should ensure that there is no costly legal challenge to the decision that Members come to. Such a challenge could also put the savings at risk.
- 10.7 The financial impact of preferred model is shown below.

Proposed Change	16/17 (£000)	17/18 (£000)
Introduce Open Access Open Plus Technology	185	340
Better targeted, but reduced book and other stock budget.	75	150
Reduce library senior management posts	50	100
Move to a transitional reduced staff structure for Holborn Library and Local Studies and Archives.	20	100
Introduce a volunteer model for the Home Library Service	25	80
Hire more space commercially in libraries	15	30
Total Saving	370	800

- 10.8 The table below shows the expected capital investment required for installing an Open Access technology in Camden Libraries.

£130,000	Open + system
£60,000	cabling and doors
£10,000	enabling works including internal locks
£20,000	Support cost and Wi-Fi printing per Library
£220,000	Total Investment

11. APPENDICES

- Appendix A – New Strategic Framework
Appendix B – Engagement Approach

Appendix C – UCL report
Appendix D – Equality Impact Assessment
Appendix E – new outline model for library opening hours
Appendix F – Community Needs Assessment
Appendix G – Legal Advice from Borough Solicitor
Appendix H – Home Library Service Interim report – Public collaboration Lab
Appendix I - Consultation Survey (Adult)
Appendix J - Consultation Survey (CYP)
Appendix K – Supporting Information - Survey

REPORT ENDS