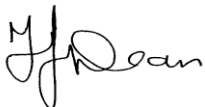


LONDON BOROUGH OF CAMDEN	WARDS: ALL
REPORT TITLE Future Shape of Library Service and Implementation of Savings Programme (CENV/2011/37)	
REPORT OF Director of Culture and Environment	
FOR SUBMISSION TO Culture and Environment Scrutiny Committee Cabinet	DATE 6 th June 2011 8 th June 2011
SUMMARY OF REPORT <p>This report seeks Cabinet approval to re-shape and re-scope library services to deliver a target saving of £1.6 million, approved by Cabinet in December 2010, whilst continuing to deliver a high quality service that meets the Council's legal obligations and customer needs. Cabinet is asked to consider and approve the proposals contained in section 8, which are informed by extensive public consultation, a consideration of the Council's legal obligations as to a library service and an analysis of the Council's duties on equality and provision of service to children.</p> <p>Due to their size, the hard copies of the appendices have been circulated to Members of the Cabinet and Culture and Environment Scrutiny only. The full report, including appendices, is however, available on the Council's website (www.camden.gov.uk/democracy).</p> <p>LOCAL GOVERNMENT ACT 1972 – ACCESS TO INFORMATION</p> <p>Documents used in the preparation of this report: Camden's Financial Strategy 2011-14</p> <p>Contact Officers Fiona Dean, Assistant Director Culture and Customers Tel: 020 7974 4172. Email: fiona.dean@camden.gov.uk</p> <p>Mike Clarke, Head of Library Customer Services Tel: 020 7974 4058 Email: mike.clarke@camden.gov.uk</p>	
RECOMMENDATIONS: <p>That the Culture and Environment Scrutiny Committee be asked to consider and note the report.</p> <p>That the Cabinet:</p> <ol style="list-style-type: none"> 1. Taking into account the Council's legal obligations, agrees the strategy for the provision of public library services for Camden 2011-14 attached at appendix 1, and approves the service developments outlined in the 	

strategy.

2. Notes and takes into account the findings of the Libraries consultation and has due regard to the equalities issues detailed within the report and the impact assessments at appendix 4.
3. Approves the proposals for core savings of £0.521m outlined in section 8.3 of the report.
4. Approves Proposal A (detailed at 8.5) to deliver £1.081m savings required and this included the recommendation to provide transitional support of up to £192,000 to community groups as appropriate for one year to April 2013 as detailed at 8.4.12 delegating authority to the Director of Culture and Environment in consultation the Cabinet Member for Culture to:
 - A) Work in partnership with other authorities, providers and the aforesaid community groups as appropriate to investigate and if possible deliver alternative methods of service provision for those locations where the council is no longer to provide a library.
 - B) Such partnership working to be continued only for so long as it remains viable, sustainable and, within the agreed budget limitations offers, overall value for money to Camden and users.
5. Delegates authority to the Director of Culture and Environment in consultation the Cabinet Member for Culture to change the model for providing Local Studies and Archives services to an outsourced or shared service model following a full options appraisal.
6. Delegates authority to the Director of Culture and Environment in consultation the Cabinet Member for Culture to support the creation of a comprehensive network of user groups across all libraries, ensuring coverage where there is none at present.

Signed by:



Fiona Dean
Assistant Director Culture and Customers

Date:
26/05/2011

List of appendices

- Appendix 1 Camden Libraries Strategy 2011-14**
- Appendix 2 Consultation top line results**
 - Appendix 2a Belsize Library
 - Appendix 2b Camden Town Library
 - Appendix 2c Chalk Farm Library
 - Appendix 2d Heath library
 - Appendix 2e Holborn Library
 - Appendix 2f Highgate Library
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- Appendix 3 Report on alternative delivery models**
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 - Appendix 4a Community Safety Section 17 Impact Assessment
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1.0 Introduction

1.1 Executive summary

- 1.1.1 Camden Council is facing significant financial pressures in the three years to 2014 which require all services to consider how they provide public services to customers to ensure that those services are affordable, sustainable and in the best shape to meet future needs.
- 1.1.2 Camden has an extensive and high quality public library service. It is well resourced, but by some efficiency measures does not offer as good value for money as some other local authorities' libraries. It is better resourced per head of population than all but four other local authorities in England. Even after the reductions proposed in this report, it will continue to offer a high quality service, well within reach of most residents. Spend per head of population is likely to remain in the top 20 of the 151 English public library authorities, taking into account that other local authorities are also considering reducing expenditure on their library services.
- 1.1.3 There are difficult financial and service-led choices to be made across many council services and libraries are no exception. In order to reduce the overall operating budget for libraries, a thorough review of 'back office' broader efficiencies was undertaken and savings have already been made for 2011/12 without impacting on front-facing services. The level of savings was agreed by Cabinet as part of the Council's efficiency savings programme, but the level of targeted savings required in the following two years, should they be agreed, will now affect customers directly. As most of the expenditure is in employee and building costs it will be necessary to reduce spend on these areas, if savings in the service are to be made.
- 1.1.4 A key question for Cabinet, having taken into account the consultation results and other legal duties upon the Council, is whether to continue resourcing 13 public libraries. This is significantly above the number of libraries needed to meet legal and good practice requirements. If libraries are to remain as public libraries it will mean that more of the saving has to come from staffing costs and consequently there will need to be a large reduction in opening hours at all sites and services. The alternative is to consider funding fewer buildings but retaining sufficient resourcing to provide a wide range of services and facilities, which are accessible to a range of customers by being open for long periods.
- 1.1.5 The savings proposed in this report are based on a consideration of the Council's legal duty to provide a comprehensive and efficient library service and take account of the results of the public consultation and engagement with residents and communities on libraries. A strategy for the future development of the service is proposed for Cabinet to consider. This framing document has guided the development of proposals for new ways of delivery. In addition to a set of core savings, three proposals have been developed for Cabinet to consider, each of which achieves the savings programme target.
- 1.1.6 Officers recognise that change, particularly if it involves the closure of a building or reduction of a service that local people value and have a sense of ownership towards, is not an easy option and that libraries rouse strong feelings in many people. The recommendations in this report, if agreed, will provide a high

quality continuing service, albeit smaller. Officers advise that the library service needs to continue adapting to changing circumstances if it is to stay relevant, accessible and affordable.

1.2 The need for a decision

1.2.1 The decisions set out in the report to Cabinet in December 2010 were made as part of a medium term financial strategy for the Council. This set out four themes that guided member decisions on reductions to budgets:

- Drive to make the Council an effective, efficient and responsive organisation in all ways.
- Investment and support to harness all of Camden's assets.
- Focus on maintaining effective Council services for all.
- Protecting and targeting services for the vulnerable.

1.2.2 The financial strategy highlights the many competing requirements for Council resources, including high priority services such as adult social care, housing elderly people or protecting vulnerable children. Within this framework, maintaining the library service at its current level of provision and expenditure is 'unaffordable', given other priorities that have been identified and the overall financial envelope within which the Council must by law operate.

1.2.4 Officers have considered a number of key factors in presenting proposals for Cabinet to consider, which are included in this report. These are:

- the current level of provision and performance of Camden's libraries.
- the Council's legal duties to provide a comprehensive and efficient service and to take into consideration equality and fairness in provision.
- the needs and requirements of Camden's communities.
- any alternative ways of delivering services.
- the impact of any proposed changes on those communities.

1.2.5 Another key influence has been widespread public consultation and engagement, through surveying residents, focus groups, stakeholder and community meetings. The results of the consultation have shaped the proposals and will influence their implementation.

1.2.6 Cabinet is asked to consider a number of proposals in this report.

A **core savings proposal** identifies a number of areas which are considered to be essential to deliver the level of saving required and have been identified as lower in impact. These savings would be made whichever of the following Proposals is adopted in addition.

Proposal A – Mixed model to the spread impact of the reductions between reductions in opening hours, fewer public libraries, shared use of assets and partial reprovision.

Proposal B – Most impact on opening hours: a reduction in opening hours of 35% across all sites, and alternative delivery of service sought for Belsize and Chalk Farm libraries.

Proposal C – Most impact on number of libraries: this proposal reduces the number of libraries operated by the Council, realising savings from both staffing and premises costs.

1.2.7 The report is presented in the following main sections:

- Background and context to the proposals, including national policy considerations and an overview of current provision in Camden (section 2)
- An assessment of what people need from Camden’s library service (section 3)
- An introduction to the draft strategy for library development, which Cabinet is also asked to approve (section 4)
- Overview and results of the public consultation (sections 5 and 6)
- Review of possible alternative models of service delivery (section 7)
- Detail of the proposals and recommendations (section 8 and 9)
- Comments of the Director of Finance (section 10), Head of Legal Services (section 11) and Director of Human Resources (section 12)

2.0 Background

2.1 National context

2.1.1 Public libraries are the responsibility of local authorities and although they are a statutory duty there is no clear definition of what level of provision is required. The Council is required by the Public Libraries and Museums Act 1964 to provide a ‘comprehensive and efficient service’ that is open to all and includes the provision of books, journals and information free of charge, and help from appropriate staff and retrieval systems to access these collections. Equalities legislation places general duties on Councils to ensure that services meet the needs of, and are accessible to, specific groups, and the Council has in all its decisions and policy making due regard for its general obligations. Beyond this, the level and nature of public library service provision is entirely discretionary, but is thought that it can be summed up as including having sufficient library provision within reasonable reach and open at reasonable times, and ensuring that libraries provide a reasonable range of stock to meet most customers’ needs for reading and information.

2.1.2 The Department for Culture, Media and Sport is the government department responsible for public library policy. The Secretary of State may intervene if he considers the requirements for a comprehensive and efficient service to have been breached by a local authority. On 3 December 2010, the Minister for Culture, Communications and Creative Industries wrote to local authority leaders in England setting out the key considerations he will expect to see authorities take into account when reviewing library services (see appendix 5) in relation to the Public Libraries and Museums Act. These considerations and how Camden could respond to them, should the recommendations be agreed, are summarised in the table below.

Minister's requirement	How Camden fulfils this
A statement of what the service is trying to achieve.	A draft strategy for the service, 2011-14, is included as appendix 1.
A description of local need; including the general and specific needs of adults and children who live work and study in the area.	Equality impact assessments on current and potential users have been completed for each library service, together with a top level needs assessment. Initial screening identified the need for enhanced equality impact assessments taking into account the wider effects of change to the service, which have been undertaken in preparing the proposals. Further work on customer need will underpin implementation and delivery of proposed changes – for example in reshaping opening hours and stock acquisitions spend in the re-scoped service.
A detailed description of how the service will be delivered and how the plans will fully take account of the demography of the area and the different needs of adults and children in different areas.	The equality impact assessments identify the impacts on communities of a changed service offer and how needs can be addressed, including prioritisation within a continuing universal offer. This includes the needs of both adults and children, which have been included because the assessments officers have undertaken have been wider than the legal minimum requirement for an equalities impact assessment.
The resources available for the service including an annual budget.	Detailed in appendix 9.

2. 1.3 The Act provides powers for the Secretary of State for Culture, Media and Sport to 'superintend' the provision of public library services, including intervention if he believes a council is failing to meet its statutory duty. The only recent example of such intervention is in the case of Wirral Council in 2008, where the Secretary of State ordered an Inquiry which found the Council to be in breach of its statutory duties because it had not developed a sufficiently strategic approach to library service development, and had failed to consult residents sufficiently.

2.2 Current Camden library provision

2.2.1 This section of the report provides information on the provision and use of Camden's libraries and, where data is available, shows comparisons with other London boroughs. Unless otherwise stated this data is derived from the data collated for 2010 by the Chartered Institute of Public Finance and Accountancy (CIPFA).

2.2.2 As it is currently delivered, the library service in Camden achieves high levels of use and customer satisfaction, but it is significantly more expensive than the majority of other public library services in England, and it remains a matter of debate whether its performance, based on consideration of a number of national indicators, matches the level of spend which places it fifth highest in the country. Libraries also face other pressures – from demand for new media and formats and competition for other uses of people's leisure time – which will pose questions for the viability of a heavily premises-dependent service over the next three to five years, especially if the continued costs of accommodating the service restrict the ability to invest in its future development.

2.2.3 Current provision and use (compared to the 32 other library authorities in London):

- Camden has the second largest number of static libraries.
- Camden's libraries are open across a wide range of hours, with one open seven days a week and eight for six days a week. Three libraries open on Sundays.
- With one library per 16,500 people, Camden has the fifth highest per head provision.
- Of the 13 inner London authorities Camden is one of five to provide a mobile library service. Two other Inner London authorities, Southwark and Tower Hamlets, have announced plans to withdraw their mobile libraries as part of savings programmes.
- Camden has the second highest number of visits to its libraries.
- Camden has the fifth largest number of items borrowed.
- Camden provides the most computer terminals with internet access for the public to use.
- At 580,000 hours, public access computers in Camden libraries had the second highest hours of usage.
- Everyone in Camden lives within one mile of a library (see figure 1 below).

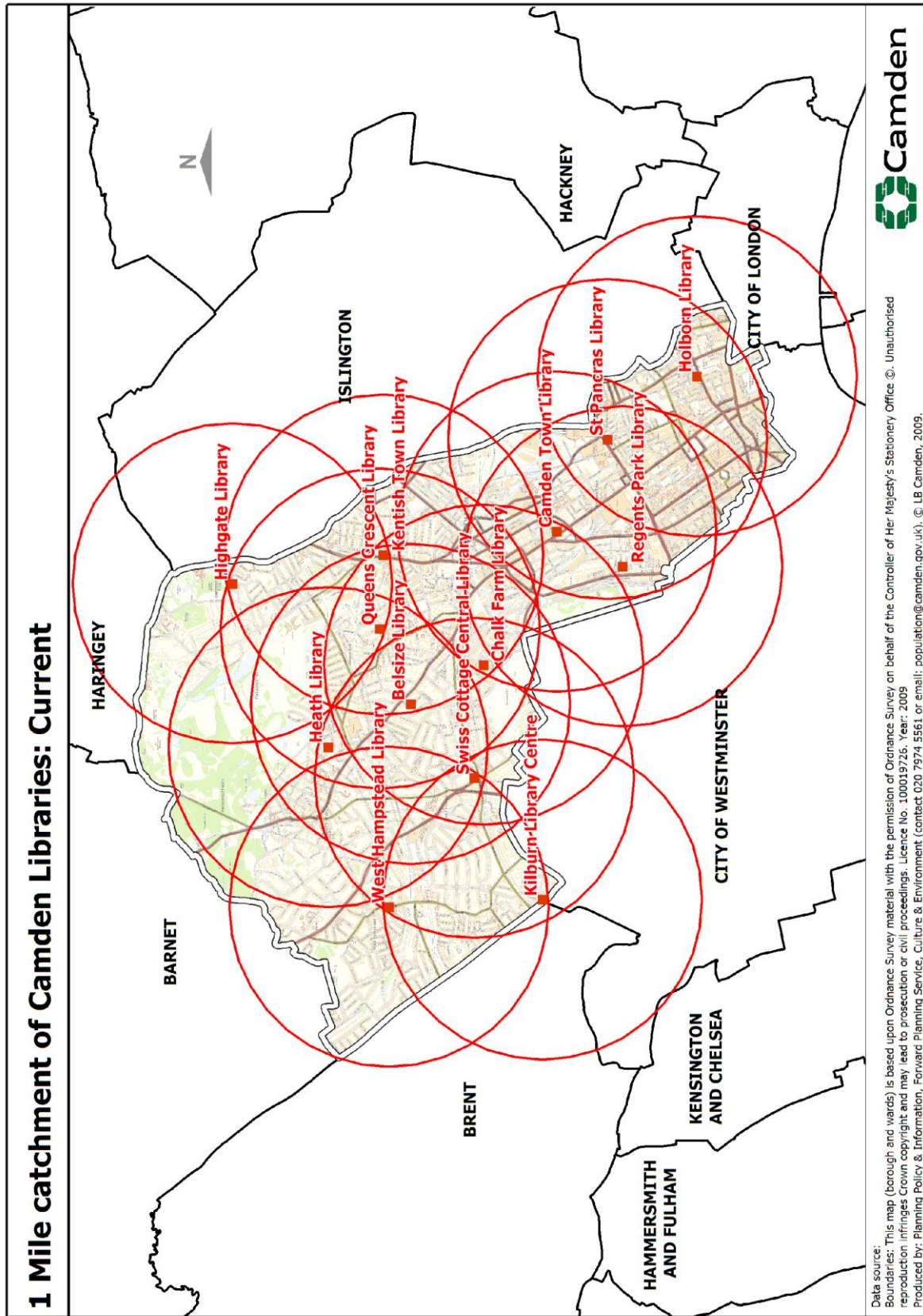


Figure 1: one mile catchment areas of Camden's 13 libraries

2.2.4 Camden has the fourth highest spend on library services in London with revenue spend of £37,817 for each 1000 of the population. Camden is also the fifth highest spend per head on library services in England. Current spend by our neighbours per 1,000 of the population is shown below:

- Westminster £43,876
- Islington £34,709
- Brent £24,119
- Haringey £27,857

The cost to Camden of each customer visit to our libraries is shown below:

Library	Budget 2010/11 (£)	Cost to the council of each customer visit (£)
Belsize	116,062	2.51
Camden Town	341,699	2.09
Chalk Farm	157,356	2.42
Heath	254,709	2.51
Highgate	180,451	2.38
Holborn	717,705	3.27
Kentish Town	464,629	1.97
Kilburn	461,768	2.02
Queen's Crescent	343,693	2.00
Regent's Park	175,154	2.50
St Pancras	649,909	2.84
Swiss Cottage	1,248,011	2.40
West Hampstead	292,362	3.09
Mobile library	171,847	24.53
Home library service	171,847	23.77
Local studies and archives	313,249	16.79

2.2.5 Camden provides a library for every 16,514 of its population, the 5th highest provision in London where the average is one per 19,731. Our nearest neighbours have:

- Westminster 1 per 20,783
- Islington 1 per 19,180
- Brent 1 per 21,292
- Haringey 1 per 20,500

2.2.6 Camden provides the most public access computers of any London local authority. We have a total of 314 computers, 1.4 for every 1000 of Camden's population. Our neighbours provide computers per 1000 of the population as follows:

- Westminster 0.9
- Islington 0.6
- Brent 0.7
- Haringey 0.9

2.2.7 With 129.5 fulltime equivalent staff, Camden has the 6th largest number of staff working in library services in London. Our nearest neighbours have:

- Westminster 139.4
- Islington 115
- Brent 100.7
- Haringey 99.7

2.2.8 In 2009/10, Camden staff issued an average of 1823 items per staff member a year, the second lowest rate in London. Sutton libraries issued 6078 items per staff member a year. Camden has an average of 11.2 members of staff per library which is the third highest proportion after Kensington and Chelsea and Hackney. London boroughs have an average of 10 staff per library.

2.2.9 Camden has a low level of use of volunteers in its library service with 13 volunteers donating 772 hours of their time in a year. This compares with 159 volunteers in Westminster donating 12,500 hours of their time.

3.0 Needs assessment

3.1 Equality impact assessments have been carried out on each of the 13 static libraries and the mobile library service (see appendix 4). These assessments are more detailed than is legally required of a local authority in these circumstances. They include more detail on the effect of changes to the service, under whichever of the proposals are adopted, and cover the Council's legal obligation to assess the impacts of the proposals, and have also been used to assess how to provide the best quality service within available resources. They also help understand local communities, their needs and what a library service needs to deliver site by site to meet them. Further detailed work on local needs will be carried out during the implementation phase. A community safety impact assessment has been carried out as part of this process and is attached as appendix 4a.

3.2 Information for the assessments was derived from:

- Census 2001 (ward profiles)
- Indices of deprivation 2010 (super output areas)
- Public Library User Survey 2006
- Library consultation survey 2011
- Library customer information
- Camden Council's website 'where's my nearest' function to identify local provision
- Neighbouring borough websites
- Transport for London website for information on travel times and routes
- Camden geographic information system

3.3 From considering the outcomes of the equalities impact assessment, and some of the information from the public consultation, it is clear that libraries in Camden serve many different communities each of which is unique in its composition and there is no 'one size fits all' approach to designing a public library for any given neighbourhood.

3.4 Generally libraries are diverse in use and customer base. Nevertheless there are a number of common factors. Camden people value the **space** provided by

their library. They use the space to meet each other and for quiet study, reading and family activities.

3.4.1 **Books** are less important to most customers except at Swiss Cottage library and one or two of the smaller libraries. Although in the consultation survey responses, books were one of the key reasons respondents visited a library, in fact less than 50% of visitors to Camden's libraries borrow an item.

3.4.2 **Information** in its widest sense is highly valued. This includes online resources and the internet, asking library staff for advice on reading choices, help with a homework project, or browsing the latest newspapers and journals.

3.5 Given resource constraints, the Council needs to think hard about maximising impact. Based on the indices of multiple deprivation for each super output area (SOA), deprivation of communities served by each static library is ranked as follows (approximate and based on proximity to most deprived SOAs):

1. Queens Crescent
2. Kilburn
3. Regents Park
4. Camden Town
5. St Pancras
6. Holborn
7. Highgate
8. Kentish Town
9. West Hampstead
10. Swiss Cottage
11. Chalk Farm
12. Belsize
13. Heath

3.6 The four libraries serving the most deprived communities have the following factors in common:

- High level of social housing in the neighbourhood.
- High level of overcrowding in local housing.
- High level of all types of deprivation.
- Higher level of use by young people.
- Low level of book borrowing.
- Customers using libraries for study space, early years activities and meeting other people socially.

3.7 Three libraries (Chalk Farm, Belsize and Heath) serve substantially less deprived than average communities within their immediate catchments. They:

- have mostly older customers.
- have fewer young people using them.
- have low levels of borrowing books and information seeking.
- are mainly used as a social space for people to meet friends and to gather.

Given the alternatives that exist for people to gather socially in these neighbourhoods, even though these are mostly commercial facilities such as

cafes, it is necessary to consider whether the Council should continue to resource this provision.

3.8 Camden's libraries provide an important resource for children and young people. They play a role in developing children's reading skills and confidence, which is shown to be very important in raising broader educational achievement. In the early years, participation in sessions for babies and toddlers, through book-gifting, rhymetime and similar activities, introduces books and language development at an early stage. School age children participate in library use either as part of a planned programme of interactivity between libraries and local schools, or with families and carers or independently. Young people use libraries for study space after school and in the approach to exams, and respondents to the survey said that availability and accessibility of this was particularly important, with young people favouring extended opening hours even if there were fewer libraries. This may be particularly important in a borough like Camden which experiences high levels of occupancy in its housing stock and consequent difficulty for some young people in finding appropriate space to study. Reflecting the high levels of deprivation served by some libraries, where those libraries are affected by withdrawal of service the Council will look to re-invest some funds in alternative or partial re-provision to meet specific need.

3.9 Camden's independent Education Commission, announced in April 2011, has been tasked with taking a long term view of how best to provide appropriate education opportunities for young people over the next 10 years. Libraries will continue to offer a complementary and active role in supporting the learning journey for young people. Elements of this include availability of a good choice of reading and study materials; help for parents and carers in promoting reading in early years; and partnerships with local schools and other settings to promote reading and literacy in and out of school. Libraries also offer study support and facilities for young people as they become increasingly independent learners.

4.0 Strategy for the future development of the service

4.1 The vision for library services, which underpins the strategy document proposed for Cabinet to consider at appendix 1, states that Camden's libraries should be at the heart of their communities, as places where people can connect to shared interests, resources and knowledge. The service has identified five key strategic priorities to deliver this:

- Be accessible in the ways, places and at the times that people need it.
- Ensure it is affordable to Camden and offers value for money.
- Offer spaces for a range of different uses by individuals and groups.
- Be connected to other services.
- Be relevant to our customers' needs and stay up to date.

4.2 We will achieve these by:

- Ensuring we invest in libraries that are well located and providing convenient opening hours, and making specific provision for disabled and other vulnerable people to facilitate access
- Reviewing the service regularly to ensure value for money and setting challenging performance targets for each library

- Across the service as a whole, providing spaces that meet a range of different needs for social and study space
- Providing help and support in accessing Council and other public services, in a local and convenient setting
- Ensuring that there is a range of library and information resources available including new formats such as e-books and online.

More detail on how we will achieve each of these is set out in the strategy document.

- 4.3 The library service in Camden has undergone significant change in recent years, as it has grown to meet increasingly complex customer demand for new and improved services. Book borrowing remains a core library service, but the demand for online resources, free computer use and space for study and recreation has increased significantly. Like most public library services, customers can now access computers and the internet for free and get help with learning to use information technology, and to navigate public services online. Camden's libraries have an extensive IT learning offer – more than is available in many library services – which started with the introduction of UK Online Centres in 2002 and is now mostly mainstreamed in the service as government support has progressively dwindled. More recently, libraries have introduced extended opening hours, and free wi-fi and an audiobook download service which has increased the range of online library services. These initiatives have resulted in increased use, and new customers coming into libraries.
- 4.4 In 2010, new technology was introduced to enable customer self-service in most libraries. Over 80% of customer loans and returns are now via self-service terminals. This not only reduced costs, with less staff time required to handle and manage library stock, but also improved customer service, freeing up staff time to spend on more productive activities such as an increased number of adult learner sessions and the popular children's Rhymetimes.
- 4.5 Library staff have always helped customers to find information, and responded to enquiries of all sorts. This service remains much valued – indeed, in one library, the survey showed more than 50% of customers came in to ask for information. As part of the changing role of libraries staff, the link to other Council services has become more explicit with their being trained in signposting customers to key areas, such as Housing Options, bill payment online, parking permit purchases and other requests for services. Libraries also now provide a courtesy phone at all sites, with free calls to 10 key Council services.
- 4.6 At the same time, management and other back office costs have been substantially reduced. The management layer in the service was reduced from 13 posts to seven in 2010, saving 44% of management costs, and the service staffing structure as a whole has been simplified to provide improved accountability for individual library service points, greater focus on customers and a clear career path for employees. Stock acquisition and premises management have also been reviewed to improve value for money, and the Council has committed to joining a consortium of local authorities to share a customer and stock database system in 2011, which will save costs compared to the current standalone system.

- 4.7 Camden Council has embarked on an ambitious transformation programme for its customer services aimed at improving the experience of residents contacting the Council and at the same time providing reception, telephony and online contact at less cost. Contact Camden is being rolled out during May 2011. In future there are likely to be fewer Council offices and reception desks across Camden as customers shift to phone or online to transact business with the Council. Despite this, there will still be a need for access points in local communities, where residents can be supported in getting online, find help in navigating the web, or have access to a phone to contact the service centre. This is particularly important for the elderly and mobility impaired, and for those who are new to Camden, and libraries are well placed to provide such a resource, given that most are well-located and open at times that many people find convenient.
- 4.8 Libraries should continue to develop and change to meet customer need in an affordable and appropriate way. The strategy has emerged from the change programmes already undertaken within the service, and more broadly, to meet the requirement for all Council services to be effective, efficient and responsive, as expressed in the financial strategy adopted in December 2010.
- 4.9 In order to support the continuing development of the service it is recommended that alongside considering the Libraries Strategy, Cabinet gives approval to support the creation of a comprehensive network of user groups across all libraries, ensuring coverage where there is none at present. These groups will draw membership from across communities, seeking to engage residents and community organisations in the development of the library service, linking it in more strongly to local schools, community learning provision and local voluntary organisations. Subject to approval, resources will be sought from the Camden People's Fund to support this work.

5 Consultation overview

5.1 Overview and aims

- 5.1.1 The consultation was designed to gauge the views and opinions of Camden residents, whether currently using libraries on a regular basis or not. Service users, whether casual, occasional visitors, regular customers or active participants in library user groups, are naturally very important in terms of their views. Although Camden is one of the best-used library services in the country, 50% of residents have not used a library in the previous year, so it is also important to gauge views of non-users, who also contribute to the service through their taxes. Although officers ensured that the survey was widely distributed, only 3% of respondents classed themselves as non-users of libraries. The independent researchers who conducted the consultation on the Council's behalf therefore advise that the survey must be considered a library user survey rather than an all-resident survey, as the margin of error with such a small sample of non-users is high.
- 5.1.2 In addition to the open survey, available to all via the website and in printed form through libraries and a further 20 public reception points across Camden, focus group work was commissioned to drill down further into residents' views about the service – what they valued and what they thought should be prioritised given reduced resources. This approach also helps establish the

views of non-users to supplement the low turnout by this group in the main survey.

5.1.3 Focus groups were recruited to ensure demographic balance, and between users and non-users, people from different parts of Camden and from different income groups. By drawing together the results of the quantitative survey with the qualitative input from focus groups (and the sessions conducted with stakeholders which were run on similar lines) it is possible to develop a balanced approach to making savings that will allow libraries to continue to meet a wide range of needs.

5.2 Methodology

5.2.1 Through competitive tendering, Camden Council engaged RedQuadrant, which works with its partner The Research Unit, to support its research activity. Research was both quantitative and qualitative, allowing the Council to understand both how many people are likely to hold a particular opinion and to understand why this is the case. The quantitative instrument used by Camden in the libraries consultation was a survey, made widely available both in paper format and electronically. It was promoted in following ways:

- A presence on the Camden Council homepage throughout the consultation period.
- All libraries held paper copies and had dedicated computers set aside for completion.
- Made available on the mobile library and to customers of the home library service.
- A separate survey was designed for children and young people.
- Available on request in community languages, Braille, audio-cassette, large print and in an easy read version.
- Taken out to a range of different public spaces (e.g. supermarkets, local street markets) where staff encouraged completion.
- Available at 20 Camden public reception desks and service points.
- Advertised in the Camden Council residents' magazine.
- Email was sent to library customers who had given an email address.
- Library staff actively raised awareness and encouraged customers to take part.

A full list of consultation activities is given at appendix 6.

5.2.2. The survey was designed, with support from RedQuadrant and The Research Unit, to be short and easy-to-understand. Pilot versions were tested to find the best layout and wording. The survey was designed to help understand local needs, engage with choices about how library savings could be made, gauge public perceptions of volunteers in libraries, and to find out how, if at all, the public makes use of Camden's libraries and perceptions of the service. Finally, the survey asked key demographic questions about respondents including gender, age, disability, ethnicity and postcode as the ability to analyse the data by these factors is important for assessing local need.

5.2.3 Library staff were briefed to help the public with any questions they might have had about the survey. Camden created a supplementary information document

to accompany the survey to help respondents who wanted to see background information.

- 5.2.4 There were over 6000 library survey returns from a broad cross-section of residents (including over 1000 children and young people's survey returns). The level and range of responses means that the results are highly accurate and the independent researchers have confirmed a margin of error of approximately $\pm 2\%$ in terms of the opinions of those interested in the future of libraries.
- 5.2.5 The demographic and library use information can be used to weight the results to Camden's adult population profile. These results have a margin of error of approximately $\pm 4\%$. The large sample size means that it is also possible to look at sub-group level comparisons e.g. differences between male and female respondents or variations in responses by age.
- 5.2.6 Along with the survey, Camden commissioned RedQuadrant and The Research Unit to facilitate focus group sessions. Details of these groups are given in the full report on the focus groups from RedQuadrant which is attached as appendix 10. The profile of these groups was designed to develop a more in-depth understanding of local needs through looking at key segments of the resident population. The focus groups were recruited on-street and in libraries, through the Camden Talks citizens' panel and, in the case of the stakeholder and library Friends/User groups, through contacts with the council. These focus groups also provided Camden with feedback from residents who though interested in the future of library services might not otherwise have taken part in a survey.
- 5.2.7 All the groups, excepting the participants for the Friend and User Group workshop and the Stakeholder workshop, were recruited using a recruitment screener. This screener included questions on the following areas:
- Gender
 - Age
 - Employment status
 - Tenure
 - Disability
 - Area within borough
 - Library usage
 - Ethnicity.
- 5.2.8 The discussions with the focus groups were moderated by RedQuadrant and The Research Unit and lasted for one and a half hours. The topics discussed were:
- The reasons why these groups did or did not use libraries.
 - A budget saving exercise.
 - Budget savings evaluation.

These discussions have added further insight into the survey findings, especially in terms of priorities for different community segments and an understanding of why residents might propose certain kinds of budget savings over others. The Friends focus group did not carry out a budget priorities

exercise, instead concentrating on their views on the future vision of libraries in Camden.

5.2.9 RedQuadrant was also commissioned to independently validate Camden's approach to the consultation and the outcomes. The review report submitted by RedQuadrant is provided as appendix 11.

6.0 Consultation results and feedback

6.1 From the results of both the quantitative and qualitative work, officers have drawn some observations that have helped shape the proposals presented for Cabinet's consideration. These are:

- Most customers find it easy to travel around Camden and many use more than one library, therefore there is not a direct correlation between the number of libraries and their accessibility.
- That whilst a majority of respondents to the survey (57%) preferred to retain all of Camden's 13 libraries, and make the necessary saving by reducing opening hours, this was not an overwhelming majority.
- There is some tension between the wishes of those who think local provision in their neighbourhood, even on quite a small scale, is the most important factor, and those who wish to see larger, well-resourced libraries that can meet most people's needs and are open for longer even than Camden's current pattern of operating times, even if there are fewer of them.
- There was also tension between those who want a 'traditional' library service, mainly emphasising book borrowing, and those who think libraries should be multi-functional, community spaces with a wide range of uses – although it should be noted that below half of current customers borrows a book on each visit, which seems to support the latter view.
- In qualitative research, more residents aged under 45 expressed greater willingness to consider a smaller number of libraries offering better quality services rather than 'spreading the jam too thin', compared to older residents who often wished to retain local provision and all 13 libraries, even if this meant significant reductions to opening hours.
- If there were fewer libraries, there was concern from most groups that the needs of children and disabled and mobility impaired people should be taken into consideration, and specific provision made for them. As part of the proposals, officers will explore improving the efficiency of the home library service for disabled customers so that it is targeted at those in greatest need, and ensuring a continuing high quality library service for children at all remaining sites.

6.2 Focus group results and analysis

6.2.1 The focus groups are detailed in appendix 6. Discussion at the groups was centred around the same main topic areas but were modelled to suit individual groups. The key findings are detailed below

6.2.2 Access and opening hours

- There was limited evidence that focus group participants came across any problems with physical access to libraries or travel to them.

- Groups felt that the needs of those with disabilities, older people and people with children needed to be taken into account when looking at library provision.
- There was interest in looking at extended opening hours, for example earlier to suit the needs of those studying and later to suit those finishing work.

6.2.3 Vision for libraries

- Libraries as community facilities that offer a variety of functions.
- Fewer but better libraries.
- Libraries with very localised provision.
- More traditional libraries with a focus on books.

6.2.4 Top priorities for focus groups

- Library users 16-20. Study space and online resources.
- Library users 21-45. Books and computers.
- Library users 45+. Books, children's activities and community provision.
- Disabled. Books and talking books.
- Parents. Children's books, Rhymetime sessions and free activities.
- Unengaged 18-45. Cafes, events and activities.
- Unengaged 45+. Books and longer opening hours.
- Stakeholders. Learning, community provision and advice.

6.2.5 Barriers to using libraries

- Library users 16-20. Lack of space and opening hours.
- Library users 21-45. Lack of space, opening hours and noise.
- Library users 45+. Not enough books, opening hours and promotion of the service.
- Disabled. Physical access and availability of staff.
- Parents. Tend to buy books, travel to library and promotion of the service.
- Unengaged 18-45. Have internet at home and libraries not convenient.
- Unengaged 45+. Opening hours, range of books, not interested in reading.
- Stakeholders. Not felt to be "cool" and literacy issues.

6.2.6 Budget savings priorities

- Close two small libraries – Belsize and Chalk Farm mentioned most often
- Close one large library in the south – Holborn or St Pancras
- Close the mobile library
- Fewer staff and management
- 10-20% reduction in opening hours
- Spend less on furniture and computers

6.2.7 Opportunities and innovation

- Income generation:
 - Stationery/book shop franchise
 - Space hire
 - Rent space to businesses
 - Events and exhibitions
 - Charging – e.g. £1 per hour for a PC.
- Reduce costs by sharing space with other services.
- Shared, cross border library services.
- Use of volunteers.
- Better energy efficiency.

6.2.8 Key insights and feedback

- Improve marketing and promotion of libraries.
- What are Camden libraries going to be like?
- Involve and engage partners and stakeholders and the community.
- Plan for the future – what is the growth strategy when the economy recovers?

6.3 Libraries Friends/User groups workshop results and analysis

6.3.1 A workshop session was held with representatives of Camden Public Library User Group (CPLUG) and representatives from the following Friends Groups and Library User Groups in Camden: Belsize, Chalk Farm, Heath, Holborn, Queens Crescent and Swiss Cottage. The format followed was the same as adopted for other focus groups except that they did not carry out a budget prioritisation exercise and had a session focussing the future of libraries service in the borough.

6.3.2 Access

- Difficult to get around the borough using public transport.
- Problems using public transport for people with children and disabled people
- The former national standard of aiming to have a library within one mile of each urban resident was inadequate for Camden

6.3.3 Opening hours

- Extend opening hours but not to the detriment of smaller libraries
- Different opening hour patterns across different libraries made it difficult for people to know which library was open at what time.

6.3.4 Important library services

- This group identified a non-prioritised list of services they felt it was important to make available from libraries. The full list is appended at appendix 7.

6.3.5 Barriers to services

- Poor promotion of libraries
- Quantity and quality of the stock held by the service
- Closure would be irrevocable and would not be able to be reversed after the economic downturn had ended
- Emphasis needs to shift from libraries that service the whole borough like Swiss Cottage to those that serve neighbourhoods.

A full list of the issues they identified is at appendix 7.

6.3.6 Community space

- Focus on the promotion of literacy
- In some areas of Camden, a library is the only council presence.

6.3.7 Opportunities

- Outreach, particularly with schools
- Better training for library staff
- Staff to spend more time with individual users.

6.3.8 Future libraries

- Advances in technology (e.g. e-books) will transform libraries over the next five years
- Decision of future service provision should be delayed by five years to allow these changes to embed
- Friends involvement with discussion with Camden on the future shape of libraries.
- Libraries have an important role in “plugging the gap” where other services have been cut.

6.3.9 Spending

The group produced the following list of spending priorities in no particular order.

- More on books.
- Less on central services.
- Digitise local studies materials.
- Concern that any savings accrue to property services rather than library service
- Opening hours - take back to pre-increase pattern of opening (Jan 2009) i.e. protect small libraries.
- Impact of reduced spending on equipment, furniture, buildings etc is likely to be relatively minor.
- Increasing fines could be counter-productive – non-return of books – should lower the maximum that can be owed on fines.

6.4 Consultation survey topline results

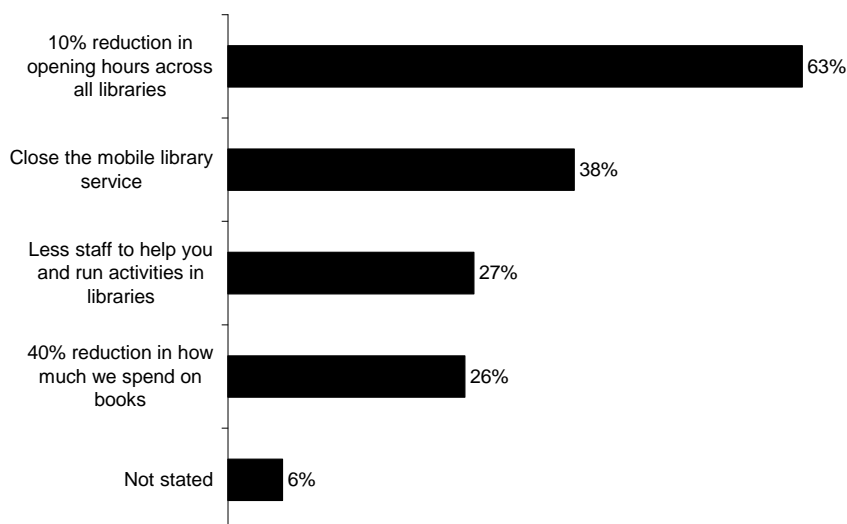
- 6.4.1 General survey - The purpose of the survey was to give insight into the views of those who use our libraries and those who currently do not. The preference, options and ideas expressed in the survey have helped us to shape the recommendations in this report. It should be noted that those who responded to the consultation were self selecting and some of the data (for example on individual library use) does not match data from other sources such as the Public Libraries User Survey (PLUS).
- 6.4.2 There were a total of 5099 responses to the general survey of which 2,766 were completed as paper surveys and 2,333 completed on line. The complete topline results tables are in appendix 2.
- 6.4.3 The preferred savings combination is to reduce overall opening hours at all of Camden’s 13 static libraries by 40%, to close the mobile library service, to increase library charges and to spend less on furniture and computers.
- 6.4.4 “To make the first £1m worth of savings, please look at the following possibilities and select your preference for how the large savings could be made” (only one choice allowed). Note that percentages have been rounded so add to more than 100%)

Reduction in opening hours at all Camden libraries but all libraries remain, 57%	Combination of closure options, 34%	Not stated 9%
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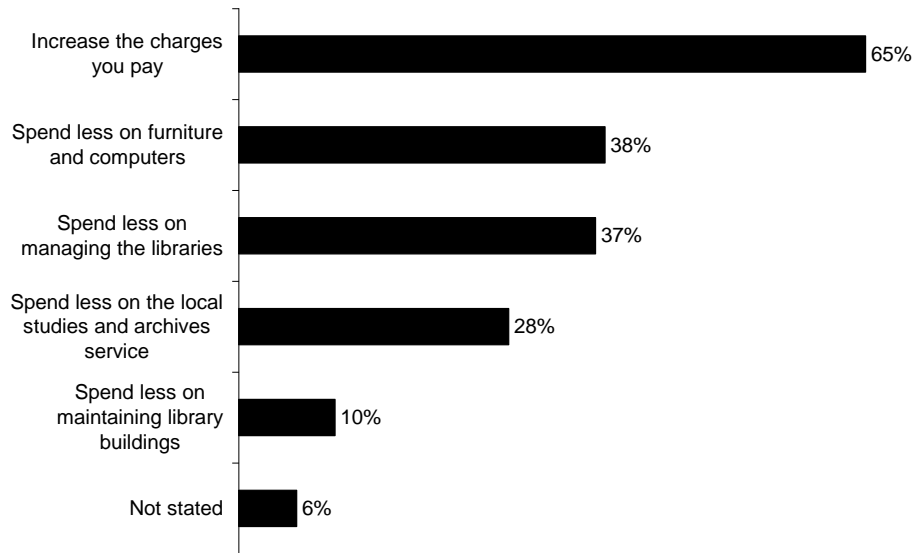
The library closure options were made up of:

- Three medium sized libraries to be closed.
- Two large libraries to be closed.
- Five smaller libraries to be closed.

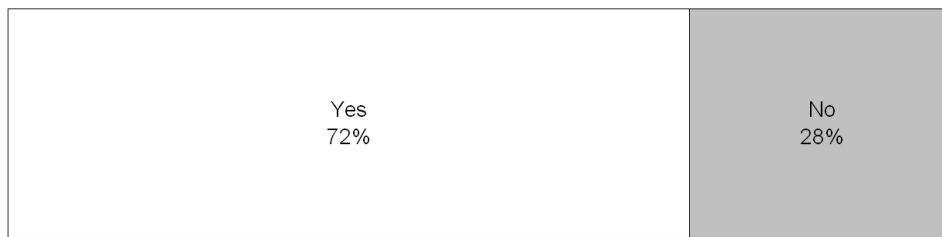
6.4.5 “To make the next £500,000 worth of savings, please look at the following possibilities and select how the medium sized savings could be made. Each possibility provides savings of about £250,000”
(up to two choices allowed so totals are greater than 100%)



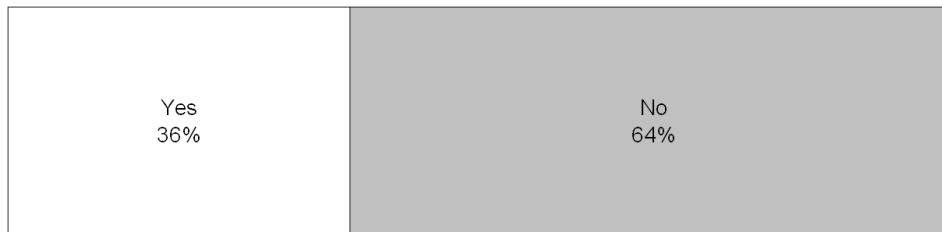
6.4.6 “To make the final £100,000 worth of savings, please look at the following possibilities and select how the smaller savings could be made. Each possibility provides savings of about £50,000”
(up to two choices allowed so totals are greater than 100%)



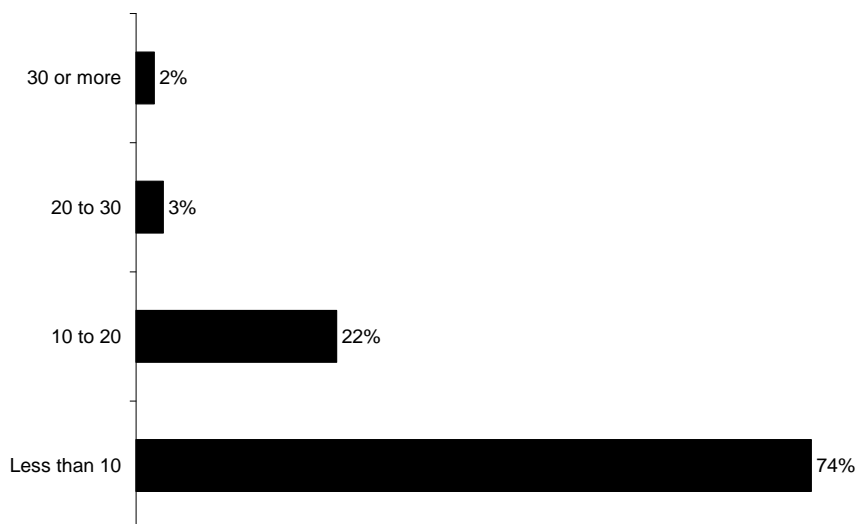
6.4.7 “Do you think more volunteers should be used in Camden Libraries?”



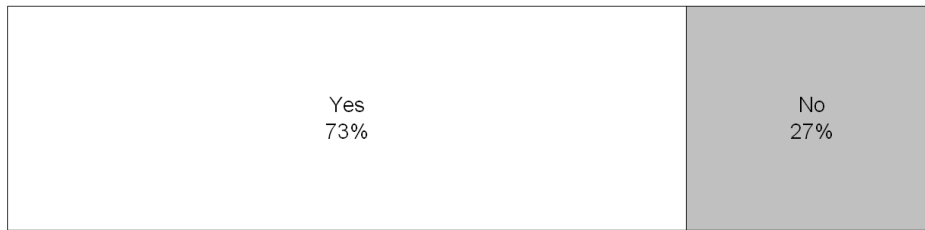
6.4.8 “Would you be interested in volunteering in Camden libraries?”



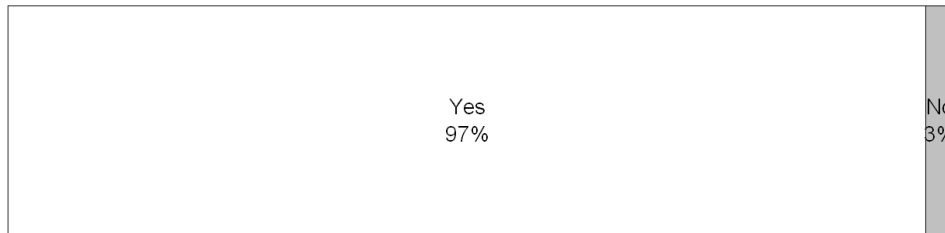
6.4.9 “If yes, (interested in volunteering) how many hours a month would you be willing to volunteer for?”



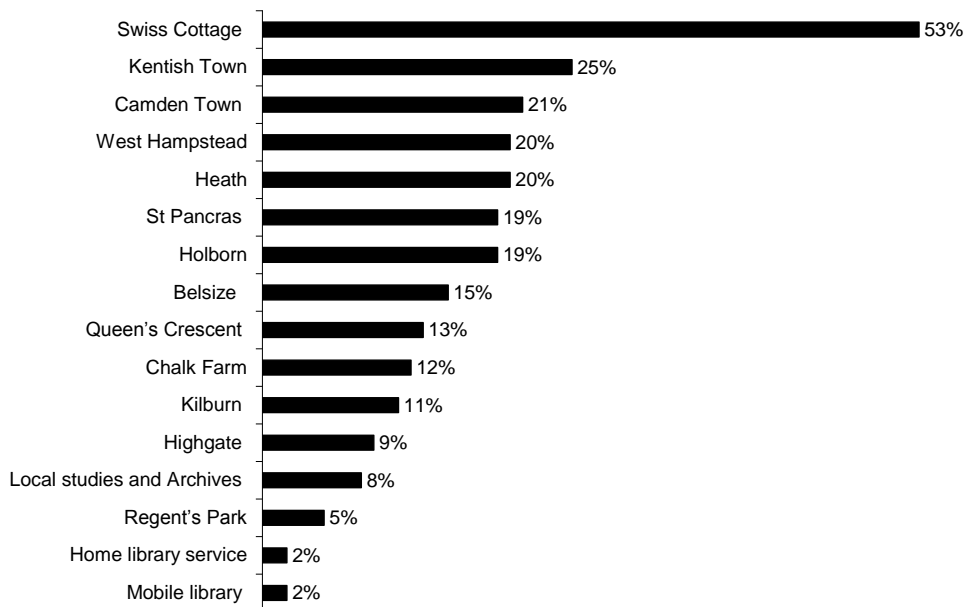
6.4.10 “Do you think voluntary organisations should be supported to take over running libraries, if this would prevent them from being closed?”



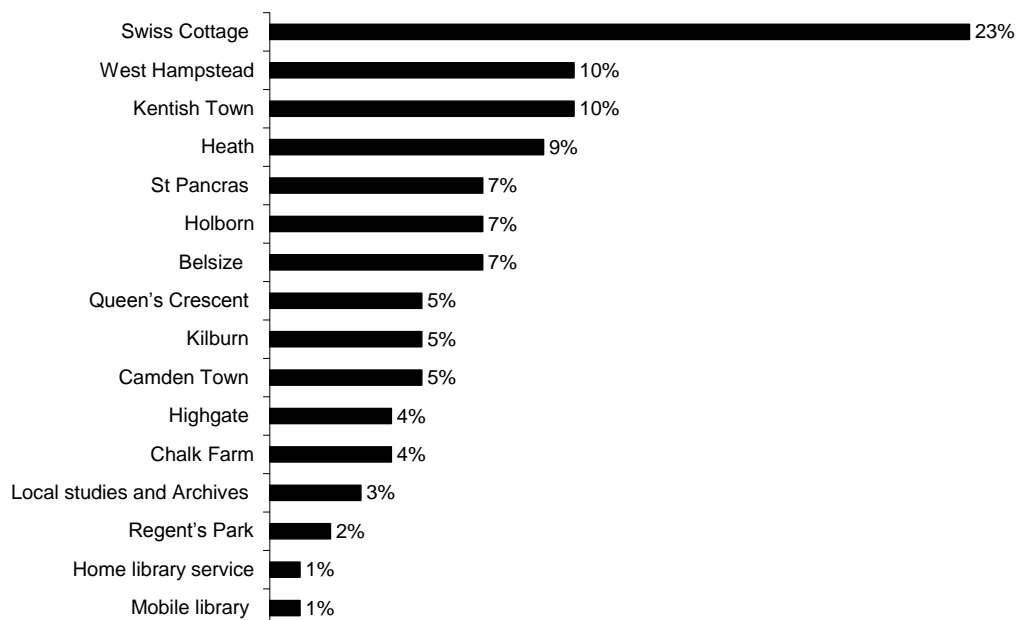
6.4.11 “Have you visited a library in the last 12 months?”



6.4.12 “Which Camden libraries have you used in the last 12 months?” *Respondents could chose more than one library so totals add up to more than 100%*



6.4.13 “Which Camden library do you use the most?”



6.5 Open question results analysis

6.5.1 There were two open text questions which together received 4600 individual responses. All responses have been read and analysed. A number of themes have arisen from the analysis and the summary provided below for each of the open text questions reflects what respondents have said through the open text questions and the themes that have developed. General responses received via the Library savings email address have been fed into the analysis of the open questions.

6.5.2 Results of open text question number 4: "Your suggestions on other library savings we should look at". This question received approximately 2500 responses.

6.5.3 A significant number of respondents commented that savings should be made elsewhere outside of libraries, by cutting senior managers' pay or reducing the number of middle managers in the council for example. Others simply stated that nothing should change and no library should be closed or hours reduced

6.5.4 Reducing opening hours or closing smaller libraries was noted by some respondents. More were in favour of reducing hours rather than closing any of the libraries in line with the results to the questions asking where the savings should be made.

6.5.5 The majority of respondents to the question gave a suggestion for other ways to save money or increase income. The following suggestions are those that were most frequently given:

- Volunteering – There were a number of suggestions around volunteering, including offering work experience opportunities, working with rehabilitation programmes for offenders, encouraging the long term unemployed to take on volunteering or by working with other local organisations to consider volunteer staffing. There was also some strong opposition to the idea of volunteering with some respondents stating that the service needed to be run by professionals and some concerns were raised about who would manage the

volunteers and meet associated costs such as for training. The majority of responses concerning volunteering saw it as a positive opportunity.

- Fees and charges – A variety of suggestions were received around charging, including introducing a voluntary membership fee, charging for internet use, charging for additional activities or events such as visits from authors.
- Rental opportunities and hiring spaces – A number of respondents suggested seeking rental opportunities, hiring out the building or spaces within the building to the public and to other organisations wishing to use the space for events or classes. There was a division of opinion as to whether this should only be done at times when the libraries would not usually be open or at any time.
- Book donations – There were a range of suggestions regarding taking book donations from the public or publishers to help reduce stock costs. There were also suggestions around negotiating better discounts with book suppliers and selling second hand books.
- Advertising and sponsorship – Some respondents suggested that the service allows advertising and/or sponsorship from private organisations private organisations or allowing coffee shops to open inside libraries.
- Prioritise books – There were a number of suggestions around spending less on computers, CDs, DVDs and refocusing the stock budget on books.
- Shared services – Some respondents suggested merging services and libraries within the borough or with library services in other boroughs.

6.5.6 Results of open text question number 14: “Are there any further comments that you would like to make about libraries”. This question received approximately 2100 responses and the following themes were seen in the responses:

- The vast majority of people that responded to this question said they think libraries are a vital service to themselves and others and should not be closed. Respondents have identified that libraries are of particular use to the elderly, parents with small children and other children and young people.
- Many of the respondents praised aspects of the library services and/ or mentioned specific libraries they would wish to remain open.
- Some of the respondents commented on aspects of the current service that they did not like and in the main these were preferences that were particular to the respondent.
- Some respondents commented that the consultation was not a fair one and that there was not enough choice in the options and no option to say that they did not want any cuts at all. These kind of comments were few in number but often strongly worded.

6.5.7 In conclusion, the responses to the open text questions are broadly in line with the responses to questions one to three which asked respondents to identify their preferences for where the savings should be made. A similar division in opinions and preferences is seen in the open text questions as is demonstrated in questions one to three.

6.5.8 A helpful and thoughtful range of savings suggestions have been made by respondents. Officers are considering these, along with suggestions made by

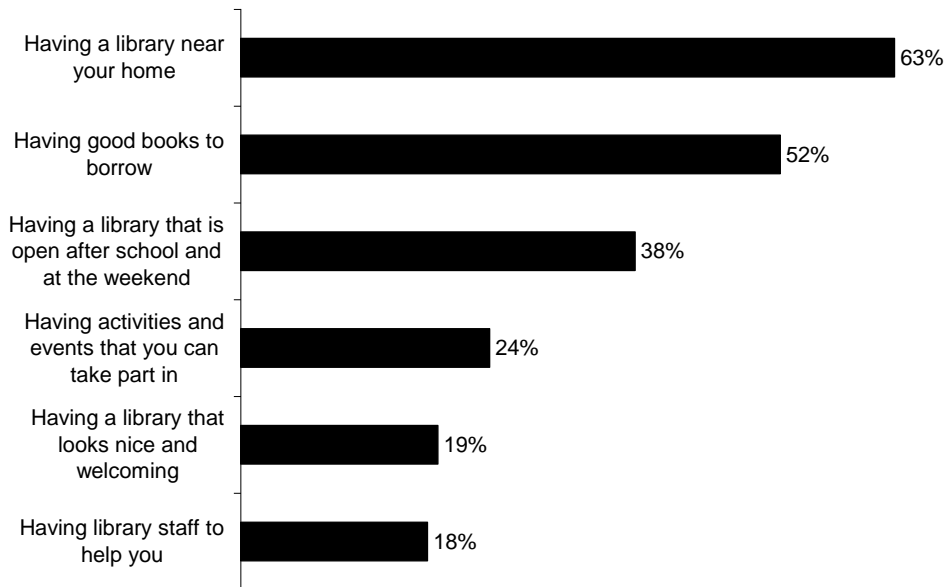
those who attended public meetings during the consultation period, or wrote to Members and officers. Some initial considerations are presented in the following paragraphs.

- 6.5.9 **Volunteering:** As well as considering community-led facilities where it is proposed to withdraw public library provision, officers will seek to build on the strong support expressed for volunteer involvement in libraries in the continuing service. This could include, for example, volunteer-organised events and activities such as children's story sessions or author visits.
- 6.5.10 **Fees and charges:** There was support for increased fees and charges as a way of meeting the savings target in the consultation, and these will be implemented in line with the Council's annual review of all its charges. In addition, officers are considering where it is legally permissible to introduce additional charges for activities, and increasing revenue from hire of spaces.
- 6.5.11 **Donations:** libraries already accept donations of items where these add value to the stock and officers will consider how to promote this in a cost effective and manageable way. Respondents also suggested that library customers should be able to make cash donations and this will also be explored.
- 6.5.12 **Advertising and sponsorship:** indications are that, given restrictions on many of our buildings and resident objections to large scale advertising, that revenue generating potential from these sources is limited; this will be kept under review and opportunities explored further.
- 6.5.13 **Prioritise books:** Less than half of library customers borrow books, and most customers expect libraries to provide a range of other services including computers and online information and resources. New technology, such as e-books, offer opportunities to provide services in different ways and officers expect libraries will change to meet these challenges in future. Reference materials and information resources are increasingly available solely or mainly online, and often at less cost than printed sources. A focus solely or mainly on lending books is unlikely therefore to meet the majority of customers' needs in future.
- 6.5.14 **Shared services:** officers are actively exploring opportunities to share services with other authorities, particularly neighbouring boroughs, where these could provide greater efficiency and make a contribution to the savings required.

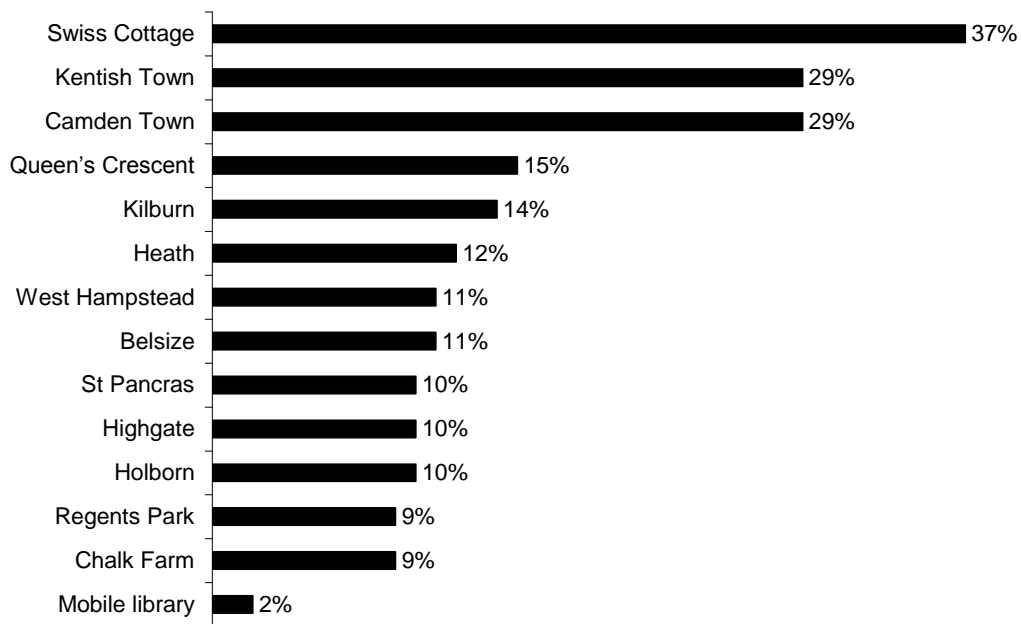
6.6 Children's survey

1069 children and young people responded to a survey specifically designed to gather their views. 1004 completed the written survey and 65 completed the survey online. The following charts show responses to the first five questions.

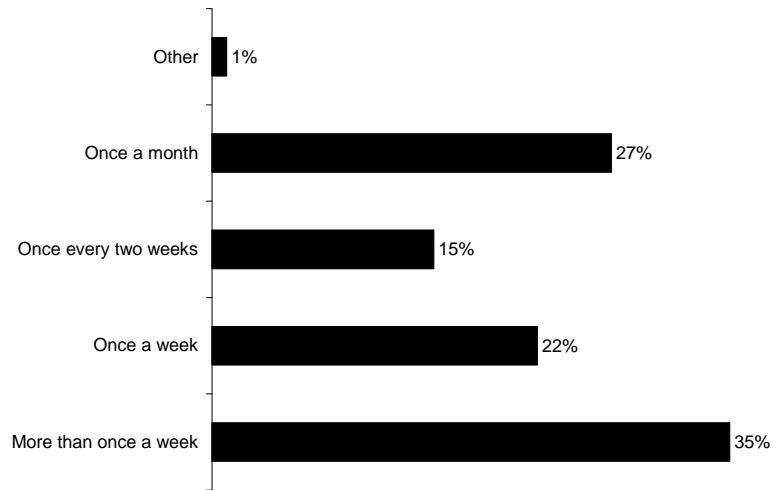
6.6.1 "Which of these are most important to you?"



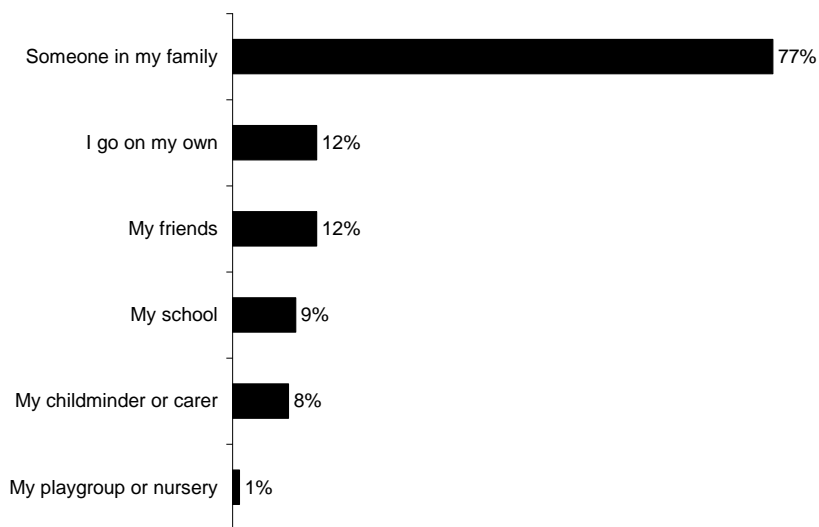
6.6.2 “Which libraries do you go to?” It was possible to choose more than one answer so figures total more than 100%



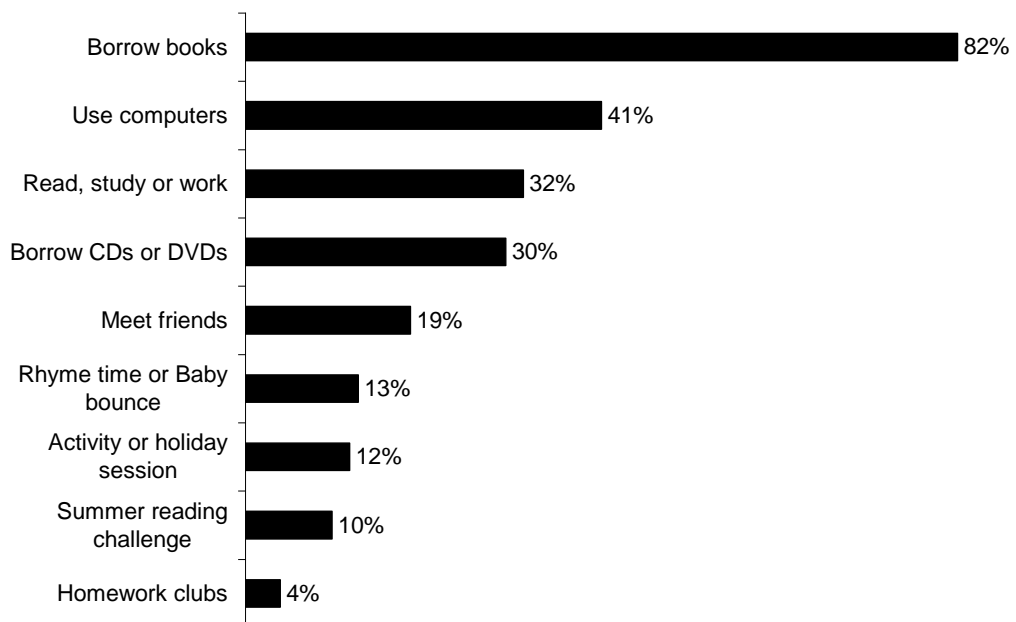
6.6.3 “How often do you go to the library?”



6.6.4 “Who do you usually go with?”



6.6.5 “What do you do when you go to the library?”



6.7 Staff input into the consultation

6.7.1 Although the proposals do not directly affect staff at this stage, and consultations with staff and trade unions will take place as necessary during the implementation of the savings programme, informal staff discussion groups were organised during the public consultation, and Unison, representing staff working in Camden libraries, also responded to the consultation.

6.7.2 17 staff discussion groups were held and more than 70 staff took part. There were a number of issues arising from the discussions with staff that have been fed into consideration in the process of developing the proposals in this report. The key points are summarised as follows and have been taken from analysis of the records of the meetings created by staff members:

- Recognition of the financial challenge faced by the Council but staff stress the importance of library services to the communities they serve.
- On balance there was a fairly even distribution between those staff that would prefer an opening hours reduction in the hope that more hours could be reinstated at a later date and those that would prefer closures to help maintain a quality service at remaining libraries.
- The importance of considering local need and ensuring that whatever change does take place, it is in a way that supports the most accessible service, meeting the needs of as many people as possible across the borough.
- The mobile library was seen as an expensive service against the number of people it serves and given the level of provision through static libraries in the borough and the home library service for vulnerable people.
- Look again at what services and activities are charged for.
- Consider more targeted purchasing of stock to ensure that what is spent on stock has the maximum impact.
- Volunteering could support value added activities that may not otherwise be possible but was not felt to be a reliable model for delivering core services.

6.7.3 Some libraries staff are members of the trade union Unison. The response from Unison on behalf of its members working in libraries is summarised as follows:

- Unison opposes the proposed reduction in library services in Camden regardless of the form that any savings take.
- Unison stresses the role of libraries as hubs within their communities and the importance of having services near and accessible to residents, particularly the vulnerable, the elderly and families and children.
- The response did not favour any of the savings options over others given that all reductions would be to the detriment of the service.
- Concern was noted about any increases to fees and charges that it was felt would impact most on the vulnerable.
- Health and safety requirements should be considered, for example spending less on maintenance, furniture and equipment.
- Whilst supporting work placements and work experience, Unison opposes the use of volunteers in libraries to replace paid staff and raises concerns over the costs associated with the use of volunteers, reliability of service and data protection.
- Unison state concern that “any library handed over to be community run is more vulnerable, and is lost forever to the public sector”.

6.8 Petitions and special responses to the consultation

- 6.8.1 In addition to the responses received to the consultation survey a number of general responses were received from organisations across Camden. In the main these responses were from community groups of libraries friends and user groups. The responses are detailed in appendix 12 and are summarised as calling for Cabinet to reconsider the savings target for libraries, to protect all libraries from closure and to consider the benefits that individual libraries have for their communities and the resulting impacts if they were no longer there.
- 6.8.2 A deputation to full Council on 11 April 2011 presented petitions from across four libraries signed by a total of 4185 individuals. More details of the petitions are provided in appendix 12.
- 6.8.3 The Council has also received a survey from 169 residents compiled by the Camden Public Libraries User Group (CPLUG). Appendix 12 provides more details of the results to this survey to be considered in addition to the 6000 responses to the full consultation survey and children and young people's survey.

7 Research and review of alternative delivery models

- 7.1 In reviewing the savings options available to the Council for library services, research has been undertaken by the Council's procurement officers to understand and review possible alternative delivery models that have been adopted by other local authorities. Their report is attached as appendix 3. The alternative delivery models relate in the main to library services or leisure and culture services more widely but models adopted outside of these service areas have also been considered.
- 7.2 Interest in alternative delivery models has been a strong theme in the responses to the consultation survey and from key stakeholders engaged in the process. As such, in addition to the work that had been ongoing for some time to understand and consider alternative delivery models, the Culture and Environment Procurement team was commissioned to undertake a review of the possible models.
- 7.3 The review carried out by the procurement team considered the feasibility, strengths, weaknesses and benefits of the alternative models which were divided into three categories:

Service delivery options

- Charitable Trust.
- Community Interest Company (CIC).
- Industrial and Provident Society (IPS).
- Company limited by guarantee.
- Outsourced service provision.

Income streams

- Sponsorship.
- In premises retail offering.

Collaboration

- Local authorities.
- Other public bodies.

7.4 The summary report from the procurement team is attached as Appendix 3. The report demonstrates that whilst there are a number of feasible alternative delivery models, there are none at the current time that would offer the level of saving and stability of service required without also needing to include significant change in shape and scope of the service. Officers therefore recommend that none of the options be pursued at this point in time, however that officers continue to actively review and consider how to achieve best value services through either external procurement, shared service or other models. There is a lack of evidence that any of the options can deliver the required savings within the predetermined timeframe.

7.5 Service delivery options

7.5.1 Benefits - Of the service delivery options outlined in 7.3 above, charitable trust status is the model most commonly used in the leisure and culture sector. As with an industrial and provident society or a company limited by guarantee, the main benefit in terms of savings is from charitable status and the resulting national non-domestic rate (NNDR) relief. Across all 13 libraries the current total paid in NNDR £397,000. Two libraries are located in Camden civic buildings, Camden Town library at Crowndale Centre and St Pancras library in the Town Hall Extension, and a proportion of the NNDR for the building as a whole is apportioned to the library service. For the remaining 11 libraries, the figure is £287,000. Other potential cost savings relate to reducing overheads and staffing costs through using external providers for administrative, human resources and facilities management support and employing staff to more commercially competitive terms and conditions which offer fewer benefits and incur lower costs. These models also offer the opportunity for increased community involvement in service delivery. A community interest company offers the same benefits but without charitable status and the resulting NNDR relief.

7.5.2 Costs and risks - In many instances the costs of moving to one of these models would offset the benefits received through NNDR relief. There are a number of legal points that would also limit the savings that could be gained. Staff currently employed would be transferred to the new model under the Transfer of Undertakings (Protection of Employment) regulations (TUPE), retaining their current terms and conditions of employment and offering no saving in the immediate term to staffing costs. It would also be possible that a certain amount of facilities management support would need to be procured from the Council depending on how library buildings as assets were leased to the delivery organisation. In both legal and property terms it would be unlikely that the library buildings would be fully transferred to the organisation meaning that the organisation could not raise capital against the value of the assets.

7.5.3 Outsourcing to an external provider has also been considered. The market for outsourcing library services in the UK is currently not mature, with only two private sector providers identified as being active. Officers met with both providers to discuss their business models and what they could offer for our library services. Outsourcing could offer the benefits of best practice from the private sector, bulk buying and sharing common infrastructure. Camden already benefits from being a member of two different consortia for the purchase of

stock and for the delivery of the libraries' stock and customer management system, being implemented during 2011. Both have resulted in substantial savings to the costs of standalone provision. As with the other delivery options there are cost implications for transfer, mainly in running a European tendering process. The factors that offset savings in the other models are also relevant here with consideration needing to be given to TUPE transfer of staff and the lack of NNDR relief as this is not a charitable model.

7.5.4 Of the two providers currently participating in the market, John Laing Integrated Services is predominantly a facilities management provider and has a contract with Hounslow Council. Library Systems and Services UK Limited is a dormant subsidiary of a library operator in the USA. They are actively looking to enter the UK market but have yet to be awarded a contract. It is therefore an immature market at the moment, however one which could develop over the coming years and potentially add value in future. The procurement review suggests that this option is unlikely to result in a saving unless one of the market participants is willing to provide the service as a loss leader to gain a further market share. As such, officers do not recommend progressing this approach at the present time as the costs are high and the benefits uncertain. The Council will keep this area under review as the market develops.

7.6 Sponsorship

7.6.1 The review undertaken by the procurement hub considered the potential to generate income through the use of sponsorship or through in-premises retail opportunities. It was concluded that both of these opportunities would derive only a small amount of income and not on a secure basis.

7.6.2 Likely income would be lessened by property limitations relating to the size, location and legal covenants of library buildings although some lower level sponsorship of book collections or individual services may be possible. The leasing of retail space is again subject to property limitations and may be offset in part by initial investment in the space to ensure it was fit for purpose. Whilst opportunities for reliable income generation on a large scale have not currently been identified, work will continue to investigate ways to maximise income generation through the leasing of space in libraries and by introducing sponsorship where viable to do so in order to mitigate the impacts of savings required of the service.

7.7 Shared services

7.7.1 Opportunities to collaborate with other local authorities could be delivered through a number of models with varying levels of formality and complexity. The savings that could be achieved need to be sufficient to justify the work involved and the risks and potentially reduced local accountability.

7.7.2 Camden already works with the South East Library Management System (SELMS) consortium of 14 authorities which share a stock and customer management system. Camden will be implementing the shared system in summer 2011, making a saving on the cost of the current standalone system. The SELMS consortium is currently looking for further areas to work together in order to secure savings for partner authorities.

7.7.3 The recommendations in section 9 include investigation of a number of areas

where benefits may result from collaborating with other authorities, and these will be actively pursued in respect of local studies and archives and the home library service. Initial discussions with the London Borough of Islington have indicated that savings are possible but at the lower end of the required amount. Further joint work on this is underway on this. Officers will also continue to investigate wider opportunities to collaborate and consider share services with other authorities.

7.8 Conclusion

Officers will continue to investigate those alternative models of provision that have shown some likelihood of viability in the foreseeable future, however for the purposes of this report there are none that would immediately or in the timescale required reduce or remove the need for savings identified elsewhere.

8.0 Proposals

8.1 Background to proposals

8.1.1 To provide a comprehensive and efficient service it is necessary to balance the desired outcomes with resources available, including making an efficient and effective use of assets. This may require challenging decisions, such as the re-provision or cessation of services, where these no longer meet the greatest need, or to protect the sustainability of the service as a whole.

8.1.2 Given that most costs in library services are in staff (47% of the total libraries budget in Camden's case) and premises (23%), the Council has taken steps to improve the efficiency of its service. Between April 2009 and March 2011, the cost of running Camden's libraries, adjusted for inflation, fell by over £700,000 (including the savings referred to in 8.2.2 of this report) without impact on customer service or acquisitions. This was achieved through process improvements, closer collaboration with other Council services and our external suppliers, and a reduction in library service management costs of 44%.

8.1.3 In constrained times, the Council faces a difficult choice in order to deliver the level of saving required. With limited 'back office' functions remaining, the savings will impact on customers, affecting the quality and availability of service they receive. With most resource tied up in people and buildings, the choice is to reduce one or both of these areas of expenditure.

8.1.4 If all 13 libraries are retained, a reduction in opening hours of at least 40% would be required. Given that the smallest four libraries are open for 15-25 hours per week at present, this calls their viability into question, as the reduction would take the opening hours in these cases to 9 - 15 hours per week, unless it were to be reduced by cutting opening hours by more than 40% at larger libraries which would impact on more users. Even where opening hours are reduced to make most of the saving required, the costs of maintaining and running the building remain, and are only marginally affected by the length of time it is open to the public. This would mean that at the smaller libraries, stock and resources on which public money has been spent would be inaccessible most of the time and money would be spent on maintaining a building which has limited use.

8.1.5 This offers less value than the alternative which is to reduce the total number of

libraries operated by the Council so that the saving requirement can be spread between staffing reductions and premises cost savings. By adopting this approach, the Council would continue to offer good quality libraries in accessible locations, with opening hours to suit more people.

8.1.6 It is recognised that change, particularly if it involves the closure of a building and service that local people have strong feelings of ownership or attachment towards, is not an easy option and that libraries rouse strong feelings in many people. The recommendation was not therefore made lightly. However, library services need to change and develop – as they have done in the past by introducing new working practices and services, and moving to new locations – if they are to stay relevant and accessible. This is in line with good practice nationally, from the development of rebranded services such as Idea Stores in Tower Hamlets and the linking of libraries to council customer services in Manchester and Newham, to the different models of library service delivery being rolled out in Buckinghamshire, Slough, Wandsworth and elsewhere. These changes have allowed the respective library services to thrive rather than just survive, with increasing usage and a sustainable future.

8.2 Proposals for saving and investment

8.2.1 The target saving for Libraries over the three years to March 2014 is £2 million. The breakdown of this saving is as follows:

2011-12: £400,000
2012-13: £1,200,000
2013-14: £400,000

8.2.2 The 2011-2012 saving for Libraries of £400,000 has already been identified and was agreed by Cabinet in December 2010 as part of the Medium Term Financial Strategy. These savings consisted of improvements and efficiencies in key ‘back office’ processes including acquisition of new stock items, inter-library deliveries, recovery of non-returned stock and premises management. The savings also included the deletion of a small number of unfilled posts.

The proposals in this section of the report therefore relate to the remaining £1,600,000 required.

8.2.3 The proposals for meeting the £1,600,000 target have been shaped by:

- analysis of the consultation findings
- contextual information provided as part of this report
- equality impact assessments
- assessment of community need
- proposed London Borough of Camden strategy on the provision of public library services, 2011-14 (appendix 1).

8.2.4 In addition to the savings proposed, a one-year reinvestment of up to £192,000 has been identified to support transition to new delivery models. Consideration will also be given to resourcing additional requirements from the Camden People’s Fund.

8.3 Core savings

8.3.1 The proposals are divided into a set of ‘core savings’ that Cabinet are asked to approve and three further Proposals (identified as Proposals A, B and C in this section) for the remainder of the savings that Cabinet are asked to choose between. The core savings proposals are estimated to total £521,000, and the three further Proposals enable the savings target to be achieved in full.

8.3.2 All core savings figures are initial estimates from the preliminary work undertaken. They are subject to full project scoping and further investigations around feasibility, there is no guarantee that all savings will be deliverable as some are subject to partnership working. They show the full year savings that would be accrued based on 1 April start dates in each year. A later start date would be possible but would reduce the level of saving accrued proportionately.

8.3.3 The core savings are outlined as those that:

- are achievable in 2011-12 or 2012-13
- have a degree of public support as evidenced in the consultation findings
- have been assessed as having a lower impact than other proposals, in terms of the number of customers they affect
- take account of the equalities impact assessments

Core saving proposal	Estimated saving Year 2 – 2012/13
<p>1. Cease provision of the mobile library service</p> <p>Proposal Cease mobile library service. 42 stops including eight ‘street stops’ no longer served.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> • 38% chose this option as a saving • Feedback across the focus groups has questioned strongly why we have this service given the cost per user, level of provision and transport accessibility in the borough <p>Impact The equality impact assessment demonstrates that the service has a small number of registered users and a low number of visits however, a number of mobile library customers are vulnerable – elderly, disabled people or early years and we understand from the equality impact assessment that this is where the impact would be.</p> <p>Mitigation The service currently reaches a small number of users most of whom will continue to have high quality provision within a reasonable distance as demonstrated by the equality impact assessments which cover all areas of the borough. In order to protect the most vulnerable as identified in the equality impact assessment, the service will aim to prioritise access to the redesigned home library service (see item 2. below) for mobility impaired customers of the mobile library. Ensure customers are pro-actively engaged regarding alternatives.</p>	<p>£141,000</p>

Core saving proposal	Estimated saving Year 2 – 2012/13
<p>2. Redesign home library service</p> <p>Proposal Restructure service to reduce costs and increase use of volunteers. Retain existing customer base and for new clients focus on high need customers. Work will be undertaken with Adult Social Care to look at opportunities to join up with other services that visit the same customers.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> • Not outlined within the consultation as a distinct option • When explained alongside the mobile library in focus groups, the home library service is valued as an important service to vulnerable users <p>Impact Existing customers will not be affected as the service will be redesigned to be delivered in a different way but will continue for customers.</p> <p>Mitigation Exploration of alternative delivery models to ensure that new delivery models are both reliable and more efficient.</p>	£10,000
<p>3. Outsource local studies & archives provision</p> <p>Proposal Seek to outsource the service or work with a near neighbour authority or other local organisation or local partner, aiming to increase efficiency whilst improving storage conditions and increasing accessibility where possible.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> • 28% chose spending less on local studies and archives as a saving in consultation, this option was preferred to spending less on maintaining libraries and spending less on managing libraries • Feedback across the focus groups has questioned high cost of service compared to other library facilities, and whether it offers value for money against the level of use • Feedback at public meetings encouraged the Council to pro-actively consider shared services with other authorities <p>Impact Possible reduction in accessibility and customer satisfaction to non-statutory services depending on options available after exploratory work and feasibility planning.</p> <p>Mitigation Work with a near neighbour authority or other local organisation or local partner to prioritise accessibility, enable remote access and increase revenue generation potential.</p>	£135,000

Core saving proposal	Estimated saving Year 2 – 2012/13
<p>4. Increase fees and charges</p> <p>Proposal Increase fees and charges significantly to maximise income. Increase by up to 100% on some charges with new charges introduced for activity sessions, author talks and other events. Establish donations policy for stock and cash and explore potential for increasing retail sales.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> • 65% chose this option as a saving in the survey • This is not an issue that has had a high profile at the focus groups • Survey responses have supported introducing small charges or voluntary contributions for more activities • Interest in having options for people to donate money and materials to libraries expressed in consultation forums. <p>Impact Most impact would be on customers less able to pay charges and use of some services may reduce as a result. No guarantee that anticipated income will be generated. Some existing income targets are not met.</p> <p>Mitigation Any changes to fees and charges are subject to the Cabinet decision making process for fees and charges and the rationale and impact of detailed proposals would be considered at this time. Some charges (e.g. overdue) are avoidable and customers now have more ways to renew items including phone and online. Concessionary rates are available to help protect vulnerable groups and performance monitoring can be carried out to consider impact of changes on use rates.</p>	£20,000
<p>5. Further reduction in management costs</p> <p>Proposal Deletion of at least one FTE management post (PO1-7) following review of service structure and decision on other savings proposals. This is a further reduction to savings of £252,000 (or 44%) in management costs that were made over the last two years.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> • 27% chose this option as a saving in the survey, this option was preferred to spending less on maintaining libraries • This is not an issue that has had a high profile at the focus groups <p>Impact Reduced management capacity to respond to need and to develop and manage the service. Management posts have already been significantly reduced from 12 ‘middle manager’ posts to six over the last two years.</p> <p>Mitigation A reduced workforce, especially if accompanied by a reduction in sites,</p>	£45,000

Core saving proposal	Estimated saving Year 2 – 2012/13
would require less operational management.	
<p>6. Reduce number of computers</p> <p>Proposal Reduce from 285 to 260 computers. Level of provision is currently significantly higher than other inner London boroughs and across all 13 libraries the average proportion of time that each computer is in use is 41% demonstrating underutilisation.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> • 38% chose reducing funding for furniture and computers • Second most chosen option on the question behind increasing fees and charges <p>Impact The equality impact assessment and the consultation results demonstrate the use rates and value of computers and the internet to customers and the potential impact therefore if access were to be reduced. There would also be less support for digital inclusion and for customers to access other council services online.</p> <p>Mitigation The equality impact assessments demonstrate under-utilisation in most areas; review utilisation levels and redistribute computers prioritising high-need communities and locations where demand is higher to increase utilisation, better meet demand and offer more value for money from the resource.</p>	£10,000
<p>7. Reduce stock Budget by 25%</p> <p>Proposal Reducing stock budget by 25% resulting in reductions to the range and the availability of new books, CDs and DVDs.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> • 26% chose this option in the survey, the least chosen option out of the four on this question • A 10% reduction in opening hours (63%), closing the mobile library (38%) and having less staff to help customers (27%) were all preferred above reducing spend on new stock. <p>Impact Likely to lead to reduced demand for library materials over time as the range and quality of stock decreases.</p> <p>Mitigation Extensive range of stock will remain and be maintained; improve management of acquisitions budget to ensure better value and of existing stock. Camden is joining a consortium which will share stock resources across 14 library authorities, considerably extending access to stock for customers. Continue to work with partners in the purchasing consortium to maximise value when purchasing stock.</p>	£160,000

Core saving proposal	Estimated saving Year 2 – 2012/13
Total	£521,000

8.3.4 The core savings proposals would result in a reduction of seven full time equivalent posts (FTEs).

8.4 Additional savings

8.4.1 In addition to the core savings, three further proposals are provided for achieving the remaining £1,079,000 saving. The three proposals vary in the exact level of savings achieved and are described below and summarised in the table at section 8.8

- Proposal A – Mixed model to spread impacts: the ‘mixed model’ spreads the impact of the reductions between reductions in opening hours and fewer libraries.
- Proposal B – Most impact on opening hours: a reduction in opening hours of 35% across all sites, and alternative delivery of service sought for Belsize and Chalk Farm libraries. Most of the saving in this proposal comes from reduction in staffing costs, whilst 11 of the 13 library buildings are retained in Council ownership and management
- Proposal C – Most impact on number of libraries: this proposal reduces the number of libraries operated by the Council, realising savings from both staffing and premises costs.

8.4.2 In considering which libraries to recommend focusing the continuing service and remaining resources on, the Council has considered:

- the equalities impact assessments carried out.
- the geographical spread of libraries across the borough.
- availability of alternatives, including transport and accessibility issues.
- needs assessment of residents including socio-economic indicators and where libraries can provide most benefit.
- cost and usage of individual libraries.
- its legal duty towards children.
- its overall legal obligations as to provision of a library service.

Officers recommend Proposal A for reasons set out in the remaining part of section 8 below.

8.4.3 All proposals relating to individual libraries take into consideration the Council’s ownership of the buildings in question and any property considerations that relate to the buildings. An overview of the ownership type and property considerations for each library can be found at appendix 8.

8.4.4 Where options for alternative delivery or re-provision of service are outlined below, facilities would close if no viable or workable alternatives are forthcoming.

8.4.5 Highgate library – Highgate library is a grade II listed building and prominent local landmark. As well as providing a local public library service it houses the

base for mobile and home library service operations borough-wide. The public library occupies a larger space than use currently justifies and if the mobile library is discontinued there would be an opportunity to review the use of space and provide accommodation for community activities and organisations within the library premises. This would have the advantage of reducing library running costs and potentially increasing the total use of the building and thus its overall value.

- 8.4.6 Regents Park library – this library has a low level of overall use and high costs associated with it. Book lending is low. The library is mainly used for information enquiries, ICT use and study space for children and young people and there is a continuing need for this type of provision in the community. Officers are exploring alternative methods of providing study and ICT support with other agencies that would provide a cost effective alternative to standalone library provision using a multi-agency approach.
- 8.4.7 In addition to the proposals in this document there are a number of actions underway to improve the efficiency and value for money across other libraries in the portfolio. This includes specific work in relation to Swiss Cottage, Holborn and Camden Town libraries.
- 8.4.8 Swiss Cottage library – This library has a very large floor space spread over three levels. Opportunities to share and rent parts of the building are being considered to improve the value for money that the service delivers from its use of the building.
- 8.4.9 Holborn library – This is a large library spread over several floors. The library itself is based on the lower and ground floors with the upper floors used by the Citizen's Advice Bureau, Camden Local Studies and Archives Centre and office space used by the library service. It has been agreed to rationalise and ultimately sell the upper parts of this building together with adjoining premises in the Council's ownership as part of the Council's accommodation strategy and the development of the new civic provision at Kings Cross.
- 8.4.10 Camden Town library – This library is currently provided within the Crowndale Centre. It is a medium sized library and makes full use of the space and is the fourth lowest in cost per visit terms. The intention is to vacate the Crowndale Centre and dispose, linked to the development of the new civic provision at King's Cross. Proposal C would see the closure of Camden Town Library at this time. Under Proposal A and Proposal B and following any disposal of the Crowndale Centre the Council will seek to re-provide a similar library in the local area funded through receipts resulting from the disposal of the building
- 8.4.11 The term alternative delivery is used in relation to libraries in both Proposal A and Proposal B. Further discussions with the community, local and voluntary organisations would be needed if either Proposal A or B is adopted, to explore the best model for each library to transfer to use as a community facility rather than as a Camden public library. It is proposed that organisations would be invited to make a proposal, including outline business case, to the Council by 1 September 2011. If no viable proposals come forward, the Council would consider future use of the buildings concerned, including disposal if appropriate. Alternative delivery models will be explored in the context of the Council's forthcoming voluntary and community sector review and if

appropriate, developed in line with the any recommendations and delegated authority agreed by Cabinet when it considers the review.

8.4.12 If either Proposal A or Proposal B is approved it is recommended as part of these proposals that Cabinet agrees to provide transitional support for any libraries that it agrees should move to alternative use. The savings detailed in the table at 8.8 are calculated on the basis that transitional is provided. It is recommended that this takes place through Camden Council continuing to cover the following costs for the course of one year (2012/13):

- Rental costs for the building
- Utilities and cleaning
- Routine maintenance
- ICT costs for internet and telephone services
- Paid officer support on a part time basis to help build community and voluntary skills and capacity within the organisations involved

8.4.13 This support would cease at 31 March 2013. This would not affect the cumulative total achieved in 2013/14 but has reduced the 2012/13 totals as follows:

Proposal A: £1,055,000 (rather than £1,247,000)

Proposal B: £1,350,000 (rather than £1,471,000)

Proposal C: No alternative delivery models to be considered for transition

8.4.14 In addition to the transitional support available in 2012/13, allocations from the Camden's People's Fund would be considered to further support transitional activity, for example to use towards the costs of legal advice, developing a business plan and becoming a formally constituted organisation.

8.4.15 It should also be noted that there are further cost considerations related to both Proposal A and Proposal B in regards to future use of buildings once Camden public library provision ceases. Both proposals include options for alternative delivery models based around community use and in this instance the Council would not benefit from the capital receipt or rent obtainable from a third party sale or lease.

8.5 **Proposal A**

8.5.1 Given these considerations, retaining all 13 libraries and the mobile library is less likely to represent good value and the best way to provide a high quality library service that meets the needs of the most people. This proposal provides a 'mixed model' which spreads the impact of the reductions between reductions in opening hours and fewer libraries. It reflects the division of opinion shown in the consultation between those who wanted to retain all existing libraries and those who were prepared to consider reducing the number to provide a good quality of service at the remaining libraries.

8.5.2 Members are asked to agree that the Council will cease public library provision at three sites – Belsize, Chalk Farm and Heath – and reduce provision at Highgate, rethink how to provide access to learning and study support in Regents Park, and reduce opening hours at the remaining libraries by 10%.

8.5.3 If agreed by Cabinet and viable, the Council will seek to transfer Belsize, Chalk Farm and Heath libraries to alternative delivery. Transitional arrangements

would be put in place during 2012/13 to enable these changes to happen in a staged, achievable way.

8.5.4 Also if agreed, the Council will also make alternative provision for access to learning and ICT in Regents Park and reduce provision at Highgate library with the existing library premises being shared with other community and local organisations, becoming a multi-use space in the process.

8.5.5 Officers recommend this proposal as it provides a balanced approach to addressing the budget reductions required, in keeping with the outcomes of the consultation which did not produce an overwhelming majority in favour of making the saving from opening hours reductions or library closures alone. It balances savings that can be made from ceasing to provide a public library service at three sites, with the consequent additional savings in premises costs, with modest reductions in customer service at other sites through the reduction of 10 customer-facing posts across the remaining service. Camden will continue to provide a good standard of accessible provision, with 95% of residents within one mile of the nine Camden libraries remaining.

8.6 **Proposal B**

8.6.1 The consultation asked residents to express preferences between the burden of the savings falling on opening hours reductions or fewer libraries. Proposal B would implement the reduction in opening hours that was expressed as the preference of 57% who responded to the survey. It is proposed to seek alternative models of delivery for two libraries, Belsize and Chalk Farm, as the reduction in opening hours required would result in their opening only for one or two days per week and the investment required in the premises is not considered good value for money.

8.6.2 A reduction in opening hours of 35% across all sites would be required. Officers will do further work to model proposed hours and seek ways to mitigate the changes, for example by considering use patterns, programming closed days on different days of the week and maintaining some degree of weekend opening.

8.6.3 To mitigate such a large reduction in opening hours, this proposal also includes a reduction in cross-service posts that support learning, information and service access for customers that is also included in Proposal A. Whilst the deletion of these posts will not impact on opening hours, it will result in a reduced range of services available at libraries.

8.6.4 This proposal would significantly reduce the level of accessibility of Camden's libraries, with opening hours more restricted than at any time in the past.

8.7 **Proposal C**

8.7.1 The alternative to proposal B shifts the impact to reducing the number of libraries operated by the Council. As with Proposal B, this represents a significant reduction with the burden of savings placed on staffing and premises costs, but in this case with no re-provision at certain sites by community organisations or other partners, and a large reduction in the number of libraries run by Camden Council from 13 to 6. This is required to make the saving because under Proposal C only library closures (in addition to the core savings)

contribute to the total.

- 8.7.2 Sufficient provision would remain to be considered a comprehensive and efficient service under the terms of the Public Libraries Act, given that most residents would still be within 1 mile of a library, and Camden benefits from excellent public transport links.
- 8.7.3 If the Council ceases to provide public libraries at the seven sites identified (Belsize, Camden Town, Chalk Farm, Heath, Highgate, Regents Park, West Hampstead) it is possible that community organisations may come forward with proposals to take over the running of any of these facilities, although there is no provision for transitional support under this proposal.

8.8 Proposals for additional savings

Service area	Proposal A Mixed model to spread impacts			Proposal B Impact on opening hours			Proposal C Impact on number of libraries		
	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14
Core savings	Core savings Detailed in point 8.3.3 of this report	£521,000		Core savings	£521,000		Core savings	£521,000	
Opening hours	<p>Reduce opening hours by 10%</p> <p>Proposal 10% reduction at 8 libraries Exact changes to be modelled following decision and subsequent analysis of usage patterns and need.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> 63% chose a 10% reduction in opening hours on, the most chosen response on that question There has been more willingness to consider closures in the focus groups when compared to the survey results The feedback from younger groups is that they value opening hours over the number of libraries available <p>Impact The equality impact assessments and consultation results demonstrate that this would impact on customers through less access to the services that they use and value.</p> <p>Mitigation Ensuring usage patterns and need is reflected when planning new opening hours to mitigate the potential impacts identified through the equality impact assessments, with core hours protected.</p>	£150,000		<p>Reduce opening hours by 35%</p> <p>Proposal 35% reduction at 11 libraries Exact changes to be modelled following decision and subsequent analysis of usage patterns and need.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> 57% chose a 40% reduction in opening hours on, the most chosen response on that question There has been more willingness to consider closures in the focus groups when compared to the survey results The feedback from younger groups is that they value opening hours over the number of libraries available <p>Impact The equality impact assessments and consultation results demonstrate that this would impact on customers through significantly less access to services, difficult to protect core hours, significant amounts of resource inaccessible to customers for large amounts of time.</p> <p>Mitigation Ensuring usage patterns and need is reflected when planning new opening hours to mitigate the potential impacts identified through the equality impact assessments</p>	£718,000		No change		
Cross service posts	<p>Reduce 5 posts working cross service</p> <p>Proposal Reduction in 5 posts that support learning, customer access, information.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> 27% chose this option in the survey, it was less popular than either a 10% reduction in opening hours or closing the mobile library Volunteering has come up as a 	£156,000		<p>Reduce 5 posts working cross service As in Proposal A</p>		£156,000	No change		

Service area	Proposal A Mixed model to spread impacts			Proposal B Impact on opening hours			Proposal C Impact on number of libraries		
	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14
	<p>supported theme in both the survey and focus groups but whilst people suggest it, far fewer people say that they themselves would be willing to volunteer</p> <p>Impact As identified through the equality impact assessments and consultation results impact would be on a number of services that customers use and value, namely: fewer children's activities, author visits and other events; less support for adult learner</p> <p>Mitigation Effective partnership working and better utilisation of remaining posts to reduce impacts on services for those identified through the equality impact assessments as most likely to be affected.</p>								
Library customer service posts	<p>Reduce 5 library customer service officer posts (Library staff serving customers)</p> <p>Proposal Reduction in 5 posts at a number of libraries</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> 27% chose this option in the survey, it was less popular than either a 10% reduction in opening hours or closing the mobile library Volunteering has come up as a supported theme in both the survey and focus groups but whilst people suggest it, far fewer people say that they themselves would be willing to volunteer <p>Impact As identified through the equality impact assessments and consultation results, impact would be on reduced accessibility of the service through longer waiting times and less support for customers using the service.</p> <p>Mitigation Ensure self-service is effective and</p>		126,000	No change			No change		

Service area	Proposal A Mixed model to spread impacts			Proposal B Impact on opening hours			Proposal C Impact on number of libraries		
	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14
	accessible and make use of volunteer support to provide value added activities and events.								
Chalk Farm Library	<p>Alternative delivery – Chalk Farm Library</p> <p>Proposal Seek an alternative delivery model for Chalk Farm Library working with the community and local organisations. The building to no longer be a Camden Public Library supported by the Council. Cabinet to receive a further report in Autumn 2011 on outcomes of expressions of interest from community and local organisations. Consider opportunities for the Council to support transition arrangements (see section 8.4.12) in 2012/13.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> 73% of survey respondents said that they thought voluntary organisations should be supported to take over libraries if it would prevent them from being closed 36% of respondents said they would be interested in volunteering in libraries All groups have said that they find libraries in Camden easy to get to, even when looking beyond their local library or first choice <p>Impact Camden public library service ceases – As demonstrated through the equality impact assessment the impact would be reduced access to services.</p> <p>Mitigation Camden will continue to provide a library within a mile for 95% of residents as demonstrated by the equality impact assessments, the service information provided in this report and the Libraries strategy 2011-14 (appendix 1). Customers will be actively redirected to libraries nearest to them.</p> <p>Transitional support equivalent to</p>	£66,000	£72,000 (£138,000 cumulative saving by 2013/14)	Alternative delivery – Chalk Farm Library As in Proposal A	£66,000	£72,000 (£138,000 cumulative saving by 2013/14)	Close Chalk Farm Library with no re-provision by community organisations or other partners	£138,000	

Service area	Proposal A Mixed model to spread impacts			Proposal B Impact on opening hours			Proposal C Impact on number of libraries		
	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14
	£72,000 provided in 2012/13 to cover: Rental costs for the building, utilities and cleaning, routine maintenance, ICT costs for internet and telephone services, paid officer support on a part time basis to help build community and voluntary skills and capacity within the organisations involved.								
Belsize Library	Alternative delivery – Belsize Library As Chalk Farm Library above Transitional support equivalent to £49,000 provided in 2012/13 to cover areas as listed for Chalk Farm Library above.	£45,000	£49,000 (£94,000 cumulative saving by 2013/14)	Alternative delivery – Belsize Library As in Proposal A	£45,000	£49,000 (£94,000 cumulative saving by 2013/14)	Close Belsize Library with no re-provision by community organisations or other partners Capital value: Subject to legal and planning considerations £500,000 - £2,500,000	£94,000	
Heath Library	Alternative delivery – Heath Library As Chalk Farm Library above Transitional support equivalent to £71,000 provided in 2012/13 to cover areas as listed for Chalk Farm Library above.	£117,000	£71,000 (£188,000 cumulative saving by 2013/14)	No change			Close Heath Library with no opportunity for alternative delivery Capital value: Not applicable, freehold is held by City of London		£188,000
Regents Park Library	Alternative delivery and partial re-provision of targeted services - Regents Park Library Proposal The building will no longer be a Camden Public Library supported by the Council. Recognising that Regents Park is an area of social deprivation, seek to re-provide a partial number of key services locally. Seek to work with other services locally to re-provide after school support for children and young people, computer and		£119,000	No change			Close Regents Park Library With no re-provision of any services in the community Capital value: Not applicable as library is within the Housing Revenue Account and any		£144,000

Service area	Proposal A Mixed model to spread impacts			Proposal B Impact on opening hours			Proposal C Impact on number of libraries		
	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14
	<p>internet access and learning support.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> 73% of survey respondents said that they thought voluntary organisations should be supported to take over libraries if it would prevent them from being closed 36% of respondents said they would be interested in volunteering in libraries All groups have said that they find libraries in Camden easy to get to, even when looking beyond their local library or first choice <p>Impact Camden public library service ceases – As demonstrated through the equality impact assessment the impact would be reduced access to services.</p> <p>Mitigation Camden will continue to provide a library within a mile for 95% of residents as demonstrated by the equality impact assessments, the service information provided in this report and the Libraries strategy 2011-14 (appendix 1). Customers will be actively redirected to libraries nearest to them. Re-provide key services in partnership with local schools and community groups.</p>						re-letting monies would be ringfenced to HRA.		
Highgate Library	<p>Alternative delivery with reduced library and seek shared community use of building – Highgate Library</p> <p>Proposal Seek an alternative delivery model for Highgate Library working with the community and local organisations. Reduce library space and the range of library services, exploring opportunities for community use of the library building and sharing space. There is additional opportunity here given that space occupied as a base by mobile library services would be freed up if the reductions outlined in the core savings</p>		£110,000	No change			<p>Close Highgate Library</p> <p>With no opportunity for shared delivery</p> <p>Capital value: Not available due to planning and property complexities relating to the building.</p>	£129,000	

Service area	Proposal A Mixed model to spread impacts			Proposal B Impact on opening hours			Proposal C Impact on number of libraries		
	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14
	<p>above are agreed.</p> <p>Consultation feedback</p> <ul style="list-style-type: none"> 73% of survey respondents said that they thought voluntary organisations should be supported to take over libraries if it would prevent them from being closed 36% of respondents said they would be interested in volunteering in libraries All groups have said that they find libraries in Camden easy to get to, even when looking beyond their local library or first choice <p>Impact</p> <p>As demonstrated through the equality impact assessment the impact would be reduced access to some services. Camden will continue to provide a library within a mile for 95% of residents as demonstrated by the equality impact assessments, the service information provided in this report and the Libraries strategy 2011-14 (appendix 1). Customers will be actively redirected to libraries nearest to them.</p>								
Camden Town Library	<p>No change</p> <p>Following any disposal of the Crowndale Centre we will seek to re-provide a similar library in the local area funded through receipts resulting from the disposal of the building.</p>			<p>No change</p> <p>Following any disposal of the Crowndale Centre we will seek to re-provide a similar library in the local area funded through receipts resulting from the disposal of the building.</p>			<p>Close Camden Town Library</p> <p>no re-provision or alternative service</p> <p>N.B level of saving is limited by current location in a corporate building</p> <p>Capital value: Not applicable due to location in corporate building</p>		£202,000
West Hampstead Library	<p>No change</p>			<p>No change</p>			<p>Close West Hampstead Library</p> <p>no reprovision or</p>	£246,000	

Service area	Proposal A Mixed model to spread impacts			Proposal B Impact on opening hours			Proposal C Impact on number of libraries		
	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14	Saving proposal	Estimated savings 2012/13	Estimated savings 2013/14
							alternative service Capital value: Not applicable as library is within the Housing Revenue Account and any re-letting monies would be ringfenced to HRA.		
	Totals	£1,055,000	£547,000	Totals	£1,350,000	£277,000	Totals	£1,128,000	£535,000
	Cumulative Total	£1,602,000		Cumulative Total	£1,627,000		Cumulative Total	£1,663,000	
	Cumulative reduction in full time posts across the service (estimated) = 35			Cumulative reduction in full time posts across the service (estimated) = 40			Cumulative reduction in full time posts across the service (estimated) = 38		

8.9 Equality Impact Assessment

8.9.1 As noted in section 3.0 the needs assessment, equality impact assessments have been carried out on each of the 13 static libraries and the mobile library service (see appendix 4). A community safety impact assessment has been carried out as part of this process and is attached as appendix 4a. In addition to informing the needs assessment the equality impact assessments have been used to consider the impacts and mitigations in the core proposals and cover all three additional savings proposals as detailed in the tables at 8.3.3 and 8.8.

8.9.2 The main issues identified in the assessments are:

- Some libraries are located in areas of high need whilst others are not. Officers therefore recommend focusing investment on enhancing the library service offer in areas of high need.
- If the proposals are adopted, whilst reducing the number of public libraries the Council provides will have an impact on vulnerable people, all will still be within 1 mile of at least one library. There are concerns from library users – expressed in the consultation survey, that mobility impaired and disabled people, as well as very elderly frail and younger children, will be most adversely affected by any reductions in the number of public library sites. Whilst the equality impact assessments and other work tell officers that most will still be well served by libraries within reasonable travel time, it is necessary to consider mitigations to any such reductions if Cabinet agrees them.
- If proposals to withdraw from public library provision in Belsize, Chalk Farm and Heath are adopted, this will have little impact on those with high levels of need.
- The needs of customers in Regents Park can be addressed effectively through alternative means of provision as the core public lending library service is little used.
- The mobile library plays a minimal role in reaching customers with higher levels of need but at very high cost per use. Officers think that those who need additional support in accessing library services can be served by a reorganised home library service.

8.9.3 Risks - The equality impacts assessments identify potential risks if the number of library service points is reduced or if opening hours are shortened. In summary these risks are:

- Loss of capacity for libraries to act as venues for learning and study.
- Reduced access to information on other services.
- The impact on vulnerable people from not having a library as close to them as at present.
- Loss of library provision in areas of high deprivation.

8.9.4 Work is underway to identify alternative venues where customers can access learning, study and information if these are not available locally and especially in areas of high deprivation. The home library service will seek to meet the needs of mobility impaired people and those with a long-term limiting disability.

9.0 Recommendations

9.1 The recommended approach for the future service offer for public libraries in Camden is that described in Proposal A. Nine libraries (more than one for each

square mile of the borough) would remain providing services and availability that meet customers' needs, supporting the Council's wider customer service ambitions by providing access points for an extended range of Council services supported by knowledgeable staff, and by having a good quality and sufficient quantity of library materials to meet most reasonable expectations. With a smaller number of libraries to support, Camden can continue to maintain and develop its library offer to customers in a way that residents have been accustomed to.

- 9.2 Officers have actively encouraged and considered feedback from communities. Four of the five libraries proposed for different models of service delivery in Proposal A have active user groups associated with them, and in two cases, there are also community or residents' groups that have expressed interest in some sort of community use for the premises. Proposals from communities for two of the libraries are understood by officers to be under active development and, without prejudice to the need to dispose of any sites that are surplus to requirements according to the appropriate regulations, support will be provided for organisations so that they can understand what might be required in terms of a viable proposal.
- 9.3 Proposal A, when combined with the core savings takes into consideration the feedback received through the consultation responses to build in a range of reductions to minimise the impact on either opening hours or library closures. Whilst all three proposals meet the statutory duty for libraries, Proposal A is recommended as the proposal that best meets Camden's duty to provide a comprehensive and efficient library service.
- 9.4 That the Culture and Environment Scrutiny Committee be asked to consider and note the report.

That the Cabinet:

1. Taking into account the Council's legal obligations, agrees the strategy for the provision of public library services for Camden 2011-14 attached at appendix 1, and approves the service developments outlined in the strategy.
2. Notes and takes into account the findings of the Libraries consultation and has due regard to the equalities issues detailed within the report and the impact assessments at appendix 4.
3. Approves the proposals for core savings of £521,000 outlined in section 8.3 of the report.
4. Approves Proposal A (detailed at 8.5) to deliver the remaining savings required and approves the recommendation to provide transitional support of up to £192,000 to community groups as appropriate for one year to April 2013 as detailed at 8.4.12 delegating authority to the Director of Culture and Environment to:
 - A) Work in partnership with other authorities, providers and the aforesaid community groups as appropriate to investigate and if possible deliver alternative methods of service provision for those locations where the council is no longer to provide a library.
 - B) Such partnership working to be continued only for so long as it remains viable, sustainable and, within the agreed budget limitations offers, overall value for money to Camden and users.
5. Delegates authority to the Director of Culture and Environment in consultation the Cabinet Member for Culture to change the model for providing Local

Studies and Archives services to an outsourced or shared service model following a full options appraisal.

6. Delegates authority to the Director of Culture and Environment to support the creation of a comprehensive network of user groups across all libraries, ensuring coverage where there is none at present.

10.0 Comments of the Director of Finance

- 10.1 The £2m savings target was agreed as part of the Savings Programme as detailed in the MTFs report to Cabinet in December 2010. Of the £2m, £0.4m has already been delivered for 11/12, leaving a balance of £1.6m to be achieved over the next 3 years.

The three proposals put forward all achieve the target set.

- 10.2 The proposals for refocusing the service with alternative delivery models (Proposal A and B) at certain sites are dependant upon savings being made by reducing staffing costs and the running costs of the property to Camden Council. Property savings assume that present running costs will be covered by any organisation that takes on the future delivery through a lease agreement. If the alternative community provision is not viable there will not be the resource within the service to reinstate an in house provision. The proposals include provision from the Library Service for one-off transitional support for alternative delivery in 2012/13 totalling £0.192m for Proposal A and £0.121m for Proposal B. Closures (Proposal C) would assume the same principles and would mean that the properties would become surplus to the service and Council requirements.

The Camden People's Fund is a one-off fund of £1.44m put in place to mitigate the impact of reductions in services to Camden residents. Organisations with alternative delivery models may be considered for allocations from this fund.

- 10.3 Proposals around the Mobile and Home Library Services require the reduction of three leased vehicles currently in use. Full savings from their removal from service would be dependant upon the vehicles being able to be reused within the Council fleet or agreement with the lessor to mitigate exit costs prior to the end of the current leases which expire in 2013. The maximum cost to the Council, with no mitigations, would be £0.027m.
- 10.4 Any severance costs associated with meeting the target will need to be funded. The amount estimated for this is yet to be fully quantified, although mitigating measures are currently in operation whereby vacancies are being filled on a temporary basis. When quantified, an application will be submitted for full funding of this from the Corporate Workforce Remodelling Reserve.

11.0 Comments of the Head of Legal Services

- 11.1 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.

- 11.2 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.
- 11.3 Regarding the consultation, while not required to accord with the views of the majority, the Cabinet needs to carefully consider the results of the consultation and take it into account within its overall consideration of the recommendations. In particular it is important that officers have taken the results into account when formulating their recommendations and for example considered any alternatives proposals that may have been suggested. Members should also content themselves that it was a reasonable, proportionate and effective exercise which meets the basic requirements of good consultations being that it was clear, had enough time allowed to ensure adequate participation and that the results have and will be fully taken into account.

11.4

- 11.4a In addition the impact upon equalities needs to be considered and due regard given to it. The obligations upon the Council are summarised at:
<http://www.camden.gov.uk/ccm/content/community-and-living/your-local-community/equalities/equality-impact-assessment-.en?page=4>

and these need to be considered in light of the Equality Impact Assessments at appendix 4.

- 11.4.b In summary the legal obligations upon us in regard to equalities requires the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a 'protected characteristic' and those who do not share that protected characteristic.

A 'protected characteristic' is defined in the Act as:

- age;
- disability;
- gender reassignment;
- pregnancy and maternity;
- race;(including ethnic or national origins, colour or nationality)
- religion or belief;
- sex;
- sexual orientation.

Marriage and civil partnership are also a protected characteristic for the purposes of the duty to eliminate discrimination.

- 11.4.c Having due regard to the need to 'advance equality of opportunity' between those who share a protected characteristic and those who do not includes having due regard to the need to remove or minimize disadvantages suffered by them. Due regard must also be had to the need to take steps to meet the

needs of such persons where those needs are different from persons who do not have that characteristic, and encourage those who have a protected characteristic to participate in public life.

The steps involved in meeting the needs of disabled persons include steps to take account of the persons' disabilities. Having due regard to 'fostering good relations' involves having due regard to the need to tackle prejudice and promote understanding. It should be noted that complying with the duty may involve treating some people better than others, as far as that is allowed by discrimination law.

- 11.4.d Camden's duty under Section 149 of the Act 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.
- 11.4.e There is no prescribed manner in which the equality duty must be exercised. However Camden must have an adequate evidence base for its decision making. This can be achieved by means including engagement with the public and interest groups, and by gathering details and statistics on who uses the library service and how the service is used. The potential equality impact of the proposed changes to the library service has been assessed, and that assessment is found at appendix 4 and a summary of the position is set out in section 8.9 of this report. A careful consideration of this assessment is one of the key ways in which Members can show "due regard" to the relevant matters.
- 11.4.f Where it is apparent from the analysis of the information that any of the proposed recommendations should they be agreed would have an adverse effect on equality then adjustments should be made to avoid that effect (mitigation). The steps proposed to be taken are set out alongside the proposals at 8.3 and 8.8 of the report in addition to being considered in the equality impact assessments at appendix 4. Members should be aware that the duty is not to achieve the objectives or take the steps set out in s.149. Rather, the duty on public authorities is to bring these objectives relating to discrimination into consideration when carrying out its public functions (which includes the functions relating to libraries). "Due regard" means the regard that is appropriate in all the particular circumstances in which the authority is carrying out its functions. There must be a proper regard for the goals set out in s.149. Set against this are issues around the requirement upon the Council to operate within a set budget and the mitigation measures which have been proposed.
- 11.5 As stated in the report the Council is under a statutory duty with regard to the provision of a library service. In summary:
- 11.5.1 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.

11.5.2 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.

11.6 In making these recommendations officers consider that even with the re-emphasis in the services which would result should the recommendations be adopted that this legal duty is being complied with. Members should equally and independently satisfy themselves that this is the case. An assessment of local need and children's needs results from the equality impact assessments (appendix 4) and is summarised in section 8.9, as well as informing the strategy (appendix 1). Further the recommendations arise from this strategic plan for the service which has fully taken into account local need, the particular requirements of children and other vulnerable individuals and the deprived parts of the Borough. The recommendations are also informed by a number of full equalities impact assessments to which members must have due regard.

11.7 In summary therefore Members must be satisfied that the Council would, once any suggested changes have been made should these be agreed, still be providing a comprehensive and efficient library service. In addition they must take into account the results of the consultation and their equality duties and the requirements of children. While with regard to the statutory test comparisons with provision elsewhere, these are not (they could in theory also be in breach of this duty) definitive it is legitimate and proper to look at general levels of provision when considering the overall provision by the Council and the reasonableness of any provisions being put forward.

11.8 Finally it should be noted that while the Council must operate within a balanced budget (and hence corresponding savings would have to be found) the Cabinet are not bound to make the savings suggested by the report. They are however obliged to consider the spending of the Council as a whole and must subject to compliance with the basics legal requirements as to a service judge the merits of spending in this area against the other calls on the Council's resources.

12.0 Comments of the Director of Human Resources

12.1 Should the proposals be agreed, Camden would seek to deploy permanent employees into unaffected libraries prior to implementation of any asset transfer to community groups or voluntary organisations. This action is proposed to help mitigate adverse impacts to permanent staff.

12.2 Shared service opportunities and any resulting staff reductions will be carried out in accordance with Camden's Organisational Change policy and procedure.