

# **The Cooperative Council**

## **The Future of Lambeth's Libraries**

### **Final Report of the Lambeth Libraries Commission**

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## Foreword

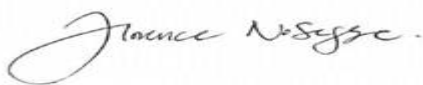
Libraries in Lambeth help people to realise their potential. They enable discovery and open doors to information, learning, books and technology. They are a vital and much loved part of the community and it's been that way for over a century. But today, our libraries face two very difficult challenges. Firstly, the need to ensure that our library service is fit for the 21<sup>st</sup> century and meets the aspirations of our communities both now and in the future. Secondly, as a result of cuts in Government funding, costs £750,000 less to run by 2014.

The Libraries Commission has faced both of these challenges head on and discussions have been frank, challenging and engaging. We have heard ideas and suggestions for change from experts, staff, other councils, residents and communities. They've told us how and where we can improve and where we might save money. We've had a wealth of information and submissions and they have provided a solid platform to create clear recommendations that will meet the robust challenge and discussions that will take place following the publication of this report.

In the following pages are ideas on how to improve the library service, how to use our resources, how to find more investment and how to embrace cooperative values. None of this would have been possible without the commitment of my fellow commissioners whose energy, insight and passion for improving our libraries have made our many discussions enjoyable and productive. I would like to thank all of the Commissioners for their support, contributions and unwavering commitment to the Commission and the future of the library service in Lambeth.

Similarly, there is a similar drive and commitment within our communities to help to improve our library services. As a Commission we want to give citizens the opportunity to design and deliver the libraries service in their area. One size does not fit every community and it is important that we enable communities to be distinctive, with a high quality library service as an essential ingredient. We have already started on this journey with a state of the art new library in Clapham which is due to open early next year.

On behalf of all the Commissioners I would also like to thank all the people who contributed evidence to the report and to the officers who spent a great deal of time digesting it and supporting the Commission. As a Commission, we have tried to set out what we think is a way forward to ensure that Lambeth has a library service with communities at its heart that is fit for the future. As an Administration we welcome this report and the opportunity to build on this work.



**Cllr Florence Nosegbe**  
**Chair, Lambeth Libraries Commission**  
**Cabinet Member for Culture, Sport and 2012 Games**

## Executive summary

Gifted to the borough in the 19<sup>th</sup> century, Lambeth's libraries were born into the heart of the borough's communities and played a vital role in supporting the sharing of knowledge and the pursuit of learning. 150 years later the importance of libraries and their place at the heart of the borough's communities is undiminished. However, in order for Lambeth's library service to continue playing this role in the 21<sup>st</sup> century it needs to face two genuinely tough challenges. Firstly, it is clear that the current library service does not adequately meet the needs and aspirations of the borough's citizens. Secondly, as a result of the financial challenges facing Lambeth Council, new ways of improving and safeguarding library services must be found, but with a significantly reduced budget.

These are the challenges that the Libraries Commission have faced head on, and at no time have Commissioners lost their enthusiasm and love for library services. The strength of feeling for library services, not only from Commissioners, but also from all of the wide and varied contributors, communities, experts and Friends Groups has spurred the Commission to set out exciting and ambitious proposals. These proposals not only address the financial savings targets, which Lambeth Council have already agreed the library service should meet, but also create a budget to finance the development of a 21<sup>st</sup> century library service.

Put simply, the Commission proposes a future library service underpinned by a mission statement which seeks to "provide exciting, safe and accessible spaces for the discovery of reading, enjoyment of cultural activities, opportunities for new learning and a strong sense of individual and community wellbeing".

To deliver this mission statement the Commission proposes a model of library services which will offer:

- More spaces and places for communities to access library services than ever before in Lambeth, improving choice and accessibility across the whole borough.
- More ways for communities to access library services than ever before in Lambeth through use of new technology, ultimately offering 24 hour a day access to library services.
- Services taken to the doorsteps of the most vulnerable in Lambeth's communities and those who have traditionally had problems accessing the current library service.
- Library membership from birth for every one of Lambeth's residents, providing access not only to all future Lambeth library services, but to services across London and the whole country.
- More opportunities for community groups to have a say in how their local library services are provided and where it's right to do so, take over the day-to-day management of their local library services.

- Better quality, more flexible and comfortable buildings to welcome library service users and communities in search of cultural activities with a high quality customer service experience.
- A stronger, more positive and enjoyable cultural experience, with better health, educational and wellbeing outcomes for Lambeth's communities.

But this exciting and inspiring vision of future library services simply cannot be achieved without significant and bold changes. Every one of the Commissioners has felt the passion held by Lambeth's communities, staff and amongst service users and Friends Groups for their libraries. The Commission has taken this to heart and wants to harness that passion and issue a challenge to communities and partners to use their energy in order to build a sustainable and inspirational legacy for service users of the future. The Commission further feels that Lambeth Council must act now with Friends Groups, communities and partners to build a new model for the future of libraries in Lambeth.

### **The Commission's proposals described**

First and foremost, the Commission proposes that Lambeth Council invests and redirects resources to install new technology, bringing Lambeth's library services into the 21st century. New Radio Frequency Identification (RFID)<sup>1</sup> terminals should bring self service technology to library service users. But more than that, the Commission proposes that Wi-Fi<sup>2</sup> should be provided in all of the borough's library service points<sup>3</sup>, new online library services should be developed, the ability to download e-books<sup>4</sup> should become easier and new applications for communities to share the books they own put in place.

In a borough as diverse as Lambeth, it is absolutely crucial that library services are accessible to communities, irrespective of where they live or their personal circumstances. Library services must provide choice, personal to each and fair to all. Whilst new technology provides new ways of providing library services, the Commission is clear that communities will always want safe and flexible spaces to access library resources; research or study, and for some of Lambeth's most vulnerable communities, library services in future must reach out to them, taking services to their doorstep.

Within its proposals the role of library staff is respected and an important part of the library service. In proposing a new library service model the Commission has sought to enable staff to become more actively engaged with

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<sup>1</sup> RFID stands for Radio Frequency Identification. It is customer self service technology used in libraries to electronically issue and discharge books, reducing the burden on staff.

<sup>2</sup> Wi-Fi is a mechanism for wirelessly connecting electronic devices. A device enabled with Wi-Fi, such as a personal computer, video game console, smartphone, or digital audio player, can connect to the Internet via a wireless network access point

<sup>3</sup> A library service point is defined as a building in which the library service is provided from. This could be a dedicated library building or another public sector/community building in which the library service is located.

<sup>4</sup> An electronic book is a book-length publication in digital form, consisting of text, images, or both, and produced on, published through, and readable on computers or other electronic devices. Sometimes the equivalent of a conventional printed book, e-books can also be born digital. The *Oxford Dictionary of English* defines the e-book as "an electronic version of a printed book," but e-books can and do exist without any printed equivalent. E-books are usually read on dedicated hardware devices known as e-Readers or e-book devices. Personal computers and some cell phones can also be used to read e-books

users and freed from desk duties to go out to communities, taking library services to those who face some of the greatest social and economic barriers. In making these changes the Commission feels there is scope to further reduce the management costs and reshape the employee structure to deliver this new model of library service.

The Commission also proposes that library services are provided at a series of locations across the borough, some of these library service points<sup>5</sup> would be provided through Community Hubs within which library and other services will be provided.

The Commission proposes that the library service points in Brixton and Streatham are open 7 days a week, offering the widest range of library stock for all citizens of Lambeth and beyond. These two service points would also be complemented by specialist library staff and the latest IT provision. The remaining library service points, would be delivered through Community Hubs, which should offer flexible, safe and exciting spaces for community groups and other services to come together to offer a joint resource. As part of this work the new Clapham Library (Clapham One), due to open in early 2012, would act as the borough's flagship Community Hub, showcasing the benefits of providing library services alongside other complementary public sector and community-led services.

The council should continue to provide financial resource to support the library services, crucially the sum of this resource should be provided in an open and transparent way – with each library service point receiving an explicit allocation of funding. Using this funding the Commission has proposed that communities and council staff work together to co-produce the library service provided at each of these library service points. This would entail determining how this resource is spent, the service provided at each site and their opening hours etc. Co-producing Lambeth's library service also enables communities to choose their level of involvement, from simply influencing how Lambeth Council spends the allocated resource, through to communities taking on the day-to-day management of a library service point.

Where communities feel ready and able to take on the day-to-day management of a library service point, Lambeth Council should commit to providing an additional resource contribution. This resource would be taken from the marginal cost saving to the council's overheads.

When considering locations for library service points and existing library service buildings the Commission recognises that many development opportunities exist and proposes that over the longer term, all future options for where library services are located should be considered. In coming to this conclusion the Commission noted that currently Lambeth Council, Friends Groups or partners have the capital investment required to bring all the current (some of which are both beautiful and historic), yet inaccessible library buildings up to modern and safe standards over the long term.

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<sup>5</sup> A library service point is defined as a building in which the library service is provided from. This could be a dedicated library building or another public sector/community building in which the library service is located.

The Commission were also provided with examples of the experience of the Upper Norwood Joint Library (UNJL). This independent library, currently funded jointly by the Lambeth Council and Croydon Council, shows how different models of service delivery can operate. The impact and interest in the UNJL was clearly shown to the Commission. Despite the ongoing uncertainty surrounding the future of the library, due to Croydon Council's decision to terminate the joint agreement, the Commission believes that Lambeth Council should continue to contribute to funding a library service in this area. However the Commission does feel that the service cannot be exempt from the impact of the budget reductions facing Lambeth Council and the rest of the library service and proposes that, in line with other libraries, a reduction is applied to the service budget.

In addition to providing library services at these service points, the Commission sees the exciting potential of creating a host of new Library Access Points across the Borough. These new library service outlets would mean communities are able to access library services on their way to work, to the shops, after dropping the children off at school, or for the children on their way home. The Commission proposes that a "Lambeth Library Access Package" is developed and offered to any public, private or community sector organisation willing to "host" (and possibly invest) in safe and free spaces in their own premises. The package should include an RFID terminal, an internet enabled laptop and an agreed level of stock. The package could be "installed" or hosted in a range of locations such as schools, GP surgeries, post offices or Lambeth Council service centres – with the council retaining responsibility for maintenance of library management systems and stock circulation.

Throughout the Commission, contributors have stressed the absolute importance of improving productive time and reducing inefficiency, waste and unnecessary costs; as well as exploring income potential. Lambeth Council should therefore, in the Commission's view, continue to explore every possible opportunity to reduce back office costs through shared and better procurement, where appropriate, with neighbouring boroughs and/ or other partners.

**The Commission's proposals in summary:**

<b>To modernise and invest in new technology in the libraries service, bringing the service into the 21<sup>st</sup> century</b>
<ul style="list-style-type: none"> <li>• Self service technology and Wi-Fi technology at all library service points and Library Access Points.</li> <li>• Widespread provision of e-books.</li> <li>• Development of an online bookshare scheme.</li> <li>• Introduction of smart-phone applications for library services and an improved on-line library service.</li> </ul>
<b>Introduce new outreach model to help the most vulnerable in Lambeth's communities to access library services</b>

- Tailored services taking library services out to your doorstep and at a range of locations across the borough.

**Give greater control to communities in co-producing a series of library service points across the Borough**

- Provide library services at a series of service points in Lambeth, a number of which to be delivered through Community Hubs.
- Co-produce the library services provided at each location, underpinned by a transparent and fair budget for each site.
- Library service points in Brixton and Streatham would be open 7 days a week, offering the widest range of library stock for all citizens of Lambeth and beyond. These two service points would also be complemented by specialist library staff and the latest IT provision.
- The remaining library service points, delivered through Community Hubs, which should offer flexible, safe and exciting spaces for community groups and other services to co-locate.
- If there are any capital receipts generated the commission recommend that a significant proportion is reinvested in the library service.

**Maintain a library service offer to address the need around the current Upper Norwood Joint Library**

- Continued support for the provision of a library service in the Upper Norwood area
- The potential application of reduction to the resources provided in accordance with the budgetary reduction facing library services and other public services across Lambeth.

**Create a Lambeth Library Access Package to be hosted in new or alternative outlets across the Borough**

This Library Access Package would include:

- RFID
- Internet enabled laptop
- Access to stock and LMS

**Remodel staffing structures and reduce management levels, shifting to a more modern, customer service focused model**

**Pursue further back office efficiencies, better and shared procurement**

- Investigate cost efficient delivery options that could be commissioned by the council in the longer term.



## 1.0 The Libraries Commission and its role

1.1 Lambeth's libraries have not kept pace with the changing expectations of the borough's residents. Low levels of investment over the long term and a lack of clarity as to the strategic direction of the library service has led to low usage, high costs and low levels of user satisfaction when compared to library services in other London boroughs. Addressing these challenges was always going to be difficult. However the task has been made significantly more complex due to the public sector spending cuts being made by central government. Over four years Lambeth Council has to make £95m in savings and the libraries service contribution to this is a saving of £750,000 by 2014.

1.2 The desire to tackle these long running challenges, meet the financial savings targets that have been set and create a library service which meets the needs of Lambeth's communities in the 21<sup>st</sup> century led Lambeth Council to the view that the time was right to undertake a detailed review of its library service. To take forward this review the council, in May 2011, established a time-limited Libraries Commission chaired by the Cabinet Member for Culture, Sport and the 2012 Games. The Commission sat for seven months, completing its work in November 2011. The specific objectives for the Commission, set out in its Terms of Reference were as follows:

- Develop a proposed vision for Lambeth's library service that will produce the required savings of £750,000 by April 2014 and the outcomes the service should seek to deliver and/or contribute toward.
- Undertake an analysis of citizen-expectations and need which relate to Lambeth's library service.
- Develop a proposed service delivery model(s) for the library service which corresponds to the vision of the service and its proposed outcomes. This service delivery model(s) will explore the potential for delivering the library service in partnership with neighbouring authorities, local communities and other public, private and voluntary sector providers.
- Building on the work of the Cooperative Council Citizens' Commission propose a range of pilots which would trial cooperative ways of delivering the library service.
- Advise on how to move to a library network that is fit for purpose, affordable within the financial envelope, sustainable and able to support the delivery of the council's strategic objectives.
- Develop a final report for Lambeth Council to consider on the proposed future of the Lambeth Library service, setting out the outcomes that the new model will deliver.

1.3 The Commission was chaired by Cllr. Florence Nosegbe (Cabinet Member for Culture, Sport and 2012 Games), and comprised a total of eight Commissioners:

- Dawn Hill Black Cultural Archives
- Laura Swaffield Friends of Lambeth Libraries
- Pam Gray Friends of Lambeth Libraries
- Carrie Bishop FutureGov
- Cllr. Pete Robbins Lambeth Council
- Cllr. Jackie Meldrum Lambeth Council
- Sue Charteris Public Policy Advisor

The Commission also received support from Martyn Allison, who was formerly the National Advisor Culture and Sport at Local Government Improvement and Development.

### **Process**

1.4 The Commission met nine times from May 2011 to October 2011 and received stimulating and informative oral evidence from representatives from 40 national, regional and local organisations who were invited to present on the issues being considered by the Commission<sup>6</sup>. In addition, the Commission also received over 40 research reports and written evidence submissions both from organisations that attended Commission meetings and those that wished to contribute, but were unable to attend. A full list of participating organisations is available in appendix one. The minutes of the Commission were also placed on the council's website<sup>7</sup>.

1.5 In addition to external evidence gathering, Commissioners were provided with reports from Lambeth Council officers on the library service, needs analysis relating to the library service, information about a staff restructure of the division and capital investment requirements. Commissioners toured Lambeth's libraries to meet staff/service users and understand the current capital investment needs of the borough's libraries. The Commission would like to extend its thanks to all those that participated in these visits as they proved very helpful in giving Commissioners a real insight into the challenges facing the service. Further, a special children and young persons Commission meeting was also held to gather the views of young people on the libraries service.

1.6 As a time-limited body, the work of the Libraries Commission represents the start of a broader piece of work which will, in the hope of this Commission, lead to sustained positive change in the way in which Lambeth Council's library service is managed.

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<sup>6</sup> Delegates giving evidence were drawn from the public, private and third sectors, universities, think tanks and local partner organisations.  
<sup>7</sup> <http://www.lambeth.gov.uk/Services/CouncilDemocracy/MakingADifference/MinutesOfLibrariesCommissionMeetings.htm>

## Consultation and community engagement

- 1.7 On behalf of the Commission, Lambeth Council undertook a detailed consultation and community engagement programme which focused on Lambeth's library service. This sought to gather the views of local residents on the libraries service. Key events and activities that took place included:
- **Open Space events - public:** Two public events open to anyone interested in attending were held at the Town Hall on Saturday 4 June and Tuesday 14 June. These were facilitated by OPM. Across both events around 100 people attended.
  - **Open Space events - staff:** Two library staff events were held at the Town Hall on Monday 20 June and Monday 27 June.
  - **Public meetings:** Two further public meetings were held on 7 and 13 September, when an update was given on the work of the Commission to date and discussion groups held for people to feedback additional comments.
  - **Friends of Libraries:** The Friends of Lambeth's Libraries presented evidence directly to commissioners on 22 June and have helped support the engagement process through regular planning meetings.
  - **Open Feedback:** People interested in giving their views were able to provide feedback and recommendations to the Libraries Commission via a dedicated email address ([LibrariesHaveYourSay@lambeth.gov.uk](mailto:LibrariesHaveYourSay@lambeth.gov.uk)), via freephone, text and freepost. Around 160 emails were received.
  - **Open Questionnaire:** A number of different questionnaires were developed in collaboration with the Friends of Libraries and used to gather data. They were available in hard copy and online, and over 1,000 were submitted.
  - **In-library interviews:** Over 600 interviews were carried out in all Lambeth libraries.
  - **Residents' survey:** Lambeth Council added library questions to the regular residents' survey, carried out by Ipsos-Mori, and received responses from 750 residents.
  - **Focus and discussion groups:** In-depth discussions were held with specific groups of residents, including a literacy group, older people, parents of children under five, and a group of people on low income.
  - **Events:** With the support of the Friends of Libraries, information and questionnaires were made available at community events.

- **Publicising the consultation:** Information on the consultation was sent to all Lambeth libraries for staff to hand to visitors, and was included in local newspapers. Lambeth Council also circulated information to 900 + community groups.
- 1.8 The results of this consultation and community engagement process are set out in section six of this report.

## **2.0 Proposals**

2.1 The proposals for the future model for Lambeth's libraries are:

- 1. To modernise and invest in new technology in the libraries service, bringing the service into the 21<sup>st</sup> century.**
- 2. Introduce new outreach model to help the most vulnerable in Lambeth's communities to access library services.**
- 3. Give greater control to communities in co-producing a series of library service points across the borough.**
- 4. Maintain a library service offer to address the need around the current Upper Norwood Joint Library.**
- 5. Create a Lambeth Library Access Package to be hosted in new or alternative outlets across the Borough.**
- 6. Remodel staffing structures and reduce management levels, shifting to a more modern, customer service focused model.**
- 7. Pursue further back office efficiencies, better and shared procurement.**

2.2 Throughout the Libraries Commission investigations, the Commissioners have also developed a series of key issues and principles that should be closely followed by Lambeth Council during the development and implementation of a new library service model. These issues and principles are set out below and at the end of each relevant chapter of this report.

### **A new mission statement for Lambeth's libraries**

- (1) Endorse the proposed mission statement for Lambeth's library service.
- (2) Seek to ensure that the library service contributes towards the delivery of the council's priorities and outcomes set out in the Cooperative Council Corporate Plan (2011-14).

### **Needs analysis**

- (3) Note the findings of the libraries need and equality analysis and ensure that in implementing the libraries model further research is undertaken to understand the comparative low use of the library service from Lambeth's older population and its white communities.
- (4) Note the findings of the comparative need assessment which suggest a degree of flexibility in determining where library service

points can be sited, due to comparable levels of need in the borough.

- (5) Note the findings of the spatial analysis of libraries which highlights a split between libraries which have large catchment areas (Brixton, Streatham, Clapham and West Norwood) and those which serve a smaller and much more localised community (Durning, Waterloo, Carnegie, South Lambeth and Minet).

#### **Proposed libraries model**

- (6) Endorse the proposed model for the delivery of Lambeth's library service contained within this report.

#### **Applying the proposed model**

- (7) Endorse the proposal to prioritise the modernisation of Lambeth's library service which entails the introduction of RFID, Wi-Fi, enhanced e-book offer and improved on-line services.
- (8) Endorse the proposal that library usage could be increased and financial efficiencies could be found by moving some existing library services from their current locations.
- (9) Endorse the proposal to maintain continuity of the 7 day a week offer at the two most visited library service points in Lambeth (Brixton and Streatham).
- (10) Endorse the proposal that the council should work in a coordinated and coherent way, exploring opportunities to deliver library services through proposed Community Hubs.

#### **Financial implications of the model**

- (11) Endorse the proposal to devise, with consultation, a simple and transparent way of allocating funding to the library service which will underpin the co-production of the service.
- (12) Notes the capital requirement for existing library buildings and that if capital receipts are secured that the council looks to reinvest a portion of these receipts back into library buildings.
- (13) Endorse and acknowledge that UNJL is a unique library service and that Lambeth's share of funding remains ring fenced.
- (14) Endorse the proposal the Lambeth Archives Service is a borough wide resource and funding for this resource be ring fenced.

### **Next steps**

- (15) Undertake a further period of community engagement, commencing in December and ending in February, with Lambeth's citizens to gather their views on the proposed new library model and the most effective way to implement the model.
- (16) Finalise its plans to implement the new library service model, subject to any changes as a result of the consultation and community engagement process, in March 2012

### **3.0 Context – the borough of Lambeth and its library service**

- 3.1 The borough of Lambeth is in south London, between Wandsworth and Southwark, and has the largest geographic area of any inner London borough. The borough has several distinctive neighbourhoods including Waterloo, Brixton, Clapham, Streatham and Norwood, and major landmarks such as Waterloo station, the London Eye, the South Bank arts complex, the Oval cricket ground and Lambeth Palace – the residence of the Archbishop of Canterbury.
- 3.2 Largely residential, and with a population of over 283,000, Lambeth is one of the most densely populated places in the country with over 100 persons per hectare. This is more than twice the London population density. The local population is also highly diverse with BME communities making up 33% of Lambeth’s population. Lambeth also experiences a high turnover of population – about 10% of the population leave each year and are replaced by around 10% new arrivals. The dynamism which comes from the diversity and population churn in Lambeth is complemented by strong links between the borough’s communities, with 86% of residents feeling that people from different backgrounds get on well together<sup>8</sup>.
- 3.3 However despite its many strengths Lambeth is also faced with a number of challenges. Currently Lambeth is the 14<sup>th</sup> most deprived district in England (a relative worsening of position since 2008 when it was considered the 19<sup>th</sup> most deprived), but, similar to other inner London boroughs.
- 3.4 It is within this context of diverse and dynamic communities, strong community cohesion and multiple social and economic challenges that Lambeth’s library service provides a range of services to the borough’s citizens. Currently the council runs nine libraries spread across the borough. The borough has a tenth library - the Upper Norwood Joint Library. This is an independent library service, funded by Croydon Council and Lambeth Council, but is not part of either borough’s “library service”. Lambeth also offers an outreach and home visit library service, a reference library and the Lambeth Archives and Local History service.
- 3.5 In total 54,625 people hold a library card for the borough’s library service and together Lambeth’s libraries have around one million visits a year. In addition to book loans Lambeth’s libraries also provide internet access, book groups, hold exhibitions, run classes, supports adult learning and poetry groups.
- 3.6 Whilst seemingly positive, usage of Lambeth’s libraries is low compared to other boroughs with only 37% of Lambeth’s citizens using the service compared to an inner London average of 61%<sup>9</sup>. Further,

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<sup>8</sup> Lambeth Council (2011) Council Performance Digest Quarter One.

<sup>9</sup> Lambeth Council (2011) Lambeth Residents’ Survey – Wave 8 Topline Results.



only 48% of the borough's residents rate the service as "good" – 18% below the inner London average<sup>10</sup>.

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<sup>10</sup> Lambeth Council (2011) Lambeth Residents' Survey – Wave 8 Topline Results.

## 4.0 Lambeth: The Cooperative Council

4.1 Throughout its deliberations the Libraries Commission has been aware of Lambeth Council's work to become the country's first Cooperative Council<sup>11</sup>. This section sets out, at a high level, the core elements of Lambeth's Cooperative Council idea and how it has informed the proposals within this report.

### What is the Cooperative Council?

4.2 The Cooperative Council is Lambeth Council's new idea for transforming public services in the borough, so that they better meet the different needs of the boroughs citizens and communities. It aims to radically alter the way in which services are designed and delivered by giving more power to service users and changing the relationship between the council and citizens. Rather than having services provided to them in a top-down manner, the Cooperative Council is about citizens and the council working jointly together to commission and deliver services.

4.3 The Cooperative Council draws inspiration from the values of fairness, accountability and responsibility that have driven progressive politics in this country for centuries. It is about putting the resources of the state at the disposal of citizens so that they can take control of both services and the places in which they live. More than just volunteering, it is about finding new ways in which citizens can participate in the decisions that affect their lives.

4.4 The Cooperative Council seeks to realise this transformation by making changes in four broad areas:

- **Cooperative leadership:** Involving citizens more directly in determining the priorities for Lambeth, getting councillors to work with citizens in their ward and helping community groups organise and make improvements in their local areas.
- **Community-led commissioning:** Currently when Lambeth Council develops public services it undertakes research, develops proposals, consults on these with citizens and decides for itself how a service should be delivered. The Cooperative Council wants to change this approach and have citizens actively working with the council, from the very outset. This involves the council working with its communities to understand their specific needs, the types of services which would best address these needs and the most effective ways in which these could be delivered. This requires the council to completely change the way it works, finding new and better ways to hold this ongoing dialogue with citizens. It also requires the council to stop seeing members of the public as service users and to genuinely work with them as equal

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<sup>11</sup> (2011) The Co-operative Council – Sharing Power: A new settlement between citizens and the state, Co-operative Council Citizens' Commission.

partners to (using the technical term) co-produce<sup>12</sup> the public services provided by the council.

- **Incentives:** Asking citizens to become more involved in the design and delivery of local services requires local people to give up their time to support their local community. The more people that become involved in this, the greater the benefits for Lambeth – through local knowledge and extra support for local services. To encourage as many people as possible to get involved the council believes that a menu of financial and non-financial incentives should be established. These could include discounts on council services, opportunities to experience cultural activities undertaken in Lambeth or opportunities to undertake training/adult learning courses.
- **Public service models:** As part of the community-led commissioning process the council will work with citizens to explore the best ways in which a council service could be delivered. This could include looking at moving a service to a different organisation – such as a mutual, co-operative, social enterprise etc. However it is not a requirement for the Cooperative Council to move services to a different organisation and in some instances it may be more appropriate to look at who manages a service on a day-to-day basis.

### **Integrating Cooperative Council thinking into the Libraries Commission Report**

4.5 The approach advocated by the Cooperative Council and the ethos of greater co-operation between citizen and state has informed the Commission's thinking. Key elements of the Libraries Commission report which reflect the Co-operative Council ethos include:

- **Co-producing Lambeth's library service:** This report recognises the importance of ensuring that library services are tailored to meet the needs of the communities they serve. As such this report argues that the library service should be co-produced, so that the services offered throughout Lambeth meets local need. Specifically the Commission recommends that local areas be assigned a fair and transparent budget for their local library service, which they can use to fund their co-produced library service.
- **Greater citizen involvement in the library service:** The Commission fully recognises the important role specialist library staff play in the delivery of an effective library service. However the Commission does

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<sup>12</sup> Co-production is an approach to how public services can be designed and delivered. It is one of the key concepts which informed the development of Lambeth's Co-operative Council concept. Co-production means delivering public services in an equal and reciprocal relationship between professionals, people using services and the wider community – this means professionals and citizens working together to understand need, designing a public service together and agreeing how both professionals and citizens can deliver a service. When it comes to delivering a service together there is no pre-set expectation as to what the council and members of the public should be doing, rather the extent of citizen involvement in the public service will be agreed between citizens/the council through their deliberations. It is important to remember that co-production is not consultation, it is not volunteering and it is not about giving people individual budgets.

believe that citizens could play a more active support role, assisting library staff with routine tasks and freeing them to undertake services which use their professional skills more fully.

- **Management of the library service:** A key part of the Libraries Commission deliberations focused on how libraries could be managed. The Commission is clear that the council should be willing to support local communities, employees or third sector organisations who wish to take on the day-to-day management of a library.

## 5.0 A new mission statement for Lambeth's libraries

5.1 The starting point for the Commission's deliberations was to define what Lambeth's library service was for. Over the past 100 years the role of libraries has arguably altered, and whilst the Commission was clear that access to books and learning is still one of the core defining elements of this public service<sup>13</sup>, it was also clear that Lambeth's library service must be guided by a clear mission statement which sets out the strategic direction for the boroughs library service. This statement, in the Commission's view had to:

- Express the core purpose of the borough's libraries.
- Be consistent with the council's vision.
- Be consistent with the priorities and outcomes Lambeth Council is seeking to achieve.

5.2 Evidence submitted to the Commission showed that there was a range of divergent opinions as to what a library should do within its community, with the **only consistent message being – that libraries can and should do more** (books plus other services). For example, evidence from Unison, GMB and think tanks such as the Innovation Unit all noted that fact that libraries make an essential contribution to the social fabric of communities, act as a focal point for communities and deliver a wide range of outcomes<sup>14</sup>.

### A new mission statement

5.3 Using the evidence submitted and deliberating on the purpose of libraries the Commission ultimately drew out a series of elements which it felt libraries should support and use to underpin a mission statement for a library service. These included:

- Promotion of learning<sup>15</sup>.
- Promotion of physical and mental wellbeing<sup>16</sup>.
- Provision of a safe/neutral space for residents to use<sup>17</sup>.
- Promotion of access and inclusion (ensuring libraries support efforts to tackle poverty/deprivation within Lambeth).
- Enabling fun, enjoyment and discovery of new ideas and activities.

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<sup>13</sup> Results of survey work undertaken by Lambeth Council using an online survey and paper-based survey in libraries showed that over 79% of respondents rated borrowing books as the main reason for using the library service. The residents' survey, which includes a representative sample of the population also found in its most recent survey that 57% of respondents used the library service to borrow books.

<sup>14</sup> Oral evidence (15 June 2011) submitted by Lambeth Unison and Lambeth GMB. Oral evidence (4 July 2011) submitted by Innovation Unit. OPM (2008) Sports, recreation and library facilities – residents' views: Report for the London Borough of Lambeth. Ipsos-Mori (2011) What the public want from Libraries. National Literacy Trust (2011) Public Libraries and Literacy.

<sup>15</sup> NHS Lambeth (2011) Libraries and their contribution to the health and wellbeing of the population: A literature review by NHS Lambeth Public Health Directorate. The review noted the fundamental role of libraries in supporting efforts to tackle literacy, which is an important risk factor in ill health and health inequalities.

<sup>16</sup> NHS Lambeth (2011) Libraries and their contribution to the health and wellbeing of the population: A literature review by NHS Lambeth Public Health Directorate. The review found that libraries should contribute to the promotion of health and wellbeing because of the underlying factors they are addressing such as social isolation and exclusion.

<sup>17</sup> NHS Lambeth (2011) Libraries and their contribution to the health and wellbeing of the population: A literature review by NHS Lambeth Public Health Directorate. Citing numerous sources NHS Lambeth argued that libraries provide safe and neutral spaces for the community.

- The need to maintain free access to the libraries service.
- 5.4 Drawing these elements together this paper proposes the following mission statement for Lambeth’s libraries:

***“...providing exciting, safe and accessible spaces for the discovery of reading, enjoyment of cultural activities, opportunities for new learning and a strong sense of individual and community wellbeing”<sup>18</sup>***

### **An outcomes framework for Lambeth’s library service**

- 5.5 Whilst the proposed mission statement for Lambeth’s library service provides clarity as to what the service is for, the Commission also believes that local communities and the council need to be clear as to what outcomes the service should contribute toward delivering.
- 5.6 The Commission has noted that Lambeth Council has already set out the priorities and outcomes its public services should seek to deliver in its Cooperative Council Corporate Plan (2011-14)<sup>19</sup>. These outcomes should therefore form the basis of discussions with local communities around what they would like their local library service to deliver.

### **Summary of key issues**

The Commission proposes that Lambeth Council:

- (1) Endorse the proposed mission statement for Lambeth’s library service.
- (2) Seek to ensure that the library service contributes towards the delivery of the council’s priorities and outcomes set out in the Cooperative Council Corporate Plan (2011-14)

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<sup>18</sup> Shared Intelligence, Libraries: Defining the Core Offer. Whilst this mission statement reflects the deliberations of the Commission a number of other local areas have chosen similar mission statement for their libraries. These include Bolton, Lancashire, Kensington and Chelsea, Suffolk, Shropshire and Warrington.

<sup>19</sup> <http://www.lambeth.gov.uk/NR/exeres/7AEB2668-020D-43D5-8881-0760ABF111C6.htm>

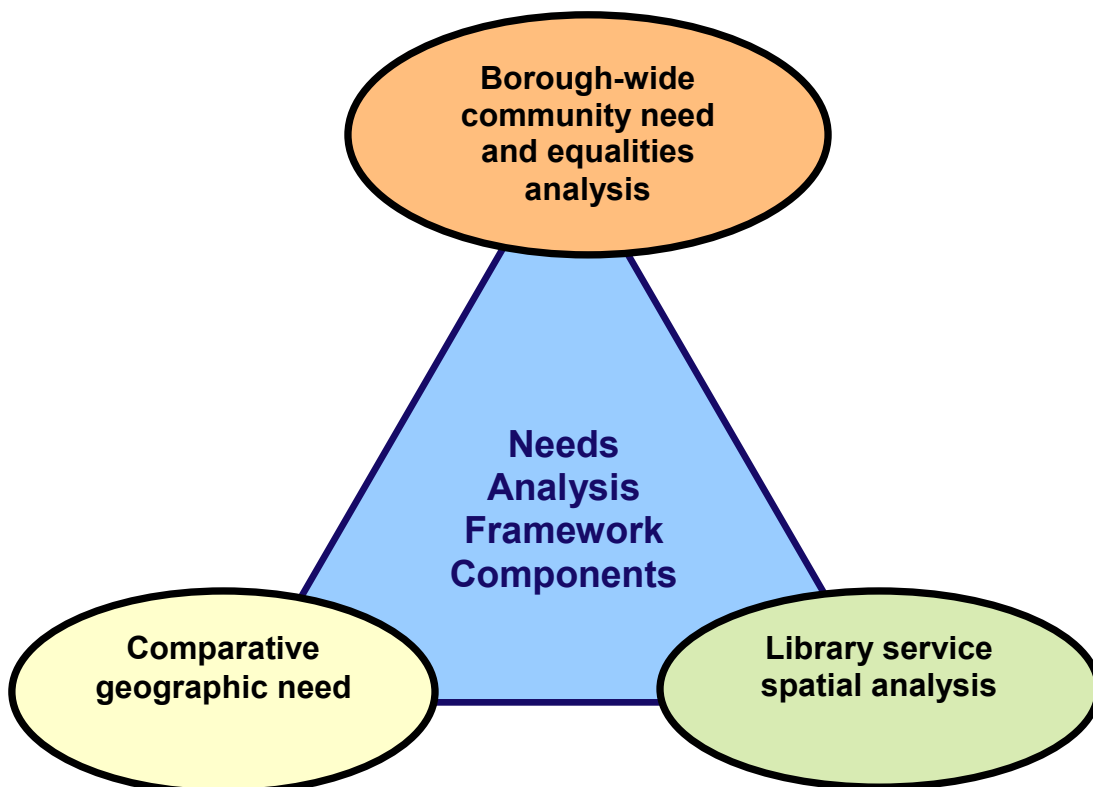
## 6.0 Needs analysis

- 6.1 Once the Commission had defined the mission statement and outcomes for the borough's library service, its next task was to consider the specific needs of the different communities within Lambeth. Understanding community need was of critical importance to the Libraries Commission as there was a clear desire to ensure that the library service model proposed, not only was consistent with the mission statement/outcomes for the library service (as discussed in section 5), but also took account of the different needs across the borough in order to provide a fair and equitable service for all of the borough's citizens<sup>20</sup>. Further, the Commission was clear that any proposals needed to ensure that Lambeth Council continued to meet its statutory duty to provide a comprehensive and efficient library service for those who live and work in the borough – as required by the Public Libraries and Museums Act (1964).

### Needs assessment framework and approach

- 6.2 A three part approach was undertaken to assess and understand community need in Lambeth and this is set out in the diagram below.

**Diagram 2: Needs Analysis Framework**



<sup>20</sup> Oral evidence (27 June 2011) submitted by ecomodo, OPM, Engine Group and Lambeth College. Oral evidence (31 May 2011) submitted by Tower Hamlets Council. Local Government Association and MLA (2011) Future libraries: Change, options and how to get there.

- 6.3 Each component of the analysis sought to generate insight into local need and provide critical information to inform the Commission's deliberations.
- The **borough-wide community need assessment and equalities analysis** enabled the Commission to understand the "context" of Lambeth and the wide ranging needs the library service could seek to address. Library usage from different equalities groups was also considered so as to understand whether this service is equally accessible to all of the borough's communities.
  - The **comparative geographic needs assessment** sought to understand variation in need between the borough's wards. This information was crucial in the Commission's deliberations around the most appropriate locations to site library service points.
  - The **library service spatial analysis** sought to understand current library usage and accessibility of the current library service within Lambeth.

#### **Borough-wide community need assessment – snapshot of need**

- 6.4 Using existing needs assessments such as The State of the Borough Report<sup>21</sup>, Joint Strategic Needs Assessment<sup>22</sup> and Local Economic Assessment<sup>23</sup> a profile of overall community need was established. The focus of this profile was designed around the three corporate outcomes within Lambeth's Cooperative Council Corporate Plan, which the Commission believes the library service should support:
- A caring borough
  - A safe and secure borough
  - An aspirational borough

- 6.5 The aim of this initial analysis was to understand the overarching context in which Lambeth's library service operates and the needs the service could help address.

#### A caring borough

- 6.6 A literature review by NHS Lambeth highlighted the ability of libraries to support the promotion of good health and healthier living<sup>24</sup>. The need to promote healthy lifestyle is a key issue for Lambeth with smoking, alcohol, drug use and poor diet being some of the main causes of poor health outcomes in the borough. For example, the proportion of Lambeth residents who smoke (35%) is much higher than the national

<sup>21</sup> [http://www.lambethfirst.org.uk/00\\_document.4433.105.00.htm](http://www.lambethfirst.org.uk/00_document.4433.105.00.htm)

<sup>22</sup> [http://www.lambethfirst.org.uk/00\\_page.1055.279.00.htm](http://www.lambethfirst.org.uk/00_page.1055.279.00.htm)

<sup>23</sup> <http://www.lambeth.gov.uk/NR/rdonlyres/AF1ECA10-E438-483A-95B0-C3BE5881FCE9/0/LambethLEA2011FullVersiondoc.pdf>

<sup>24</sup> NHS Lambeth (2011) Libraries and their contribution to the health and wellbeing of the population: A literature review by NHS Lambeth Public Health Directorate.



level (22%) and each year approximately 350 Lambeth residents die because of smoking. Alcohol is also a major problem in the borough with Lambeth ranking fifth highest in terms of alcohol related harm hospital admissions.

- 6.7 Growing trends in childhood obesity are also prevalent in Lambeth with 13% of children at reception level obese compared with 11% in London, and 9.9% in England. The obesity level for year 6 pupils (those aged 11) was 23.2% as recorded in 2008-09 school year compared to the national average of 17.5%<sup>25</sup>. Lambeth also has very high rates of teenage conceptions, high rates of sexually transmitted infections (STIs) and human immunodeficiency virus (HIV).
- 6.8 Research studies have shown that the prevalence of poor mental health in inner city deprived areas such as Lambeth is even higher than national rates. The true prevalence of mental health problems among 5-17 year olds in Lambeth lies between 4039 and 5157 (15.3% of 5-17 year olds). This is higher than national estimates that suggest around 10% of 5-17 year olds have a diagnosed mental health disorder at any one time<sup>26</sup>. In population terms poor mental health causes more disability and illness than any other long term condition.

#### A safe and secure borough

- 6.9 Crime remains the top concern of adults in Lambeth's Residents' Survey, being raised by 47% of respondents<sup>27</sup>. Lambeth also has the second highest volume of total notifiable offences compared to the nearest neighbouring/similar boroughs, behind Southwark. The comparative rate of offending (calculated as the number of offences per 1000 of the population) shows Lambeth to have the eighth highest level out of the fifteen most similar boroughs<sup>28</sup>.
- 6.10 Anti-social behaviour is the highest volume form of offending in the borough and the most likely to be experienced by residents. Anti-social behaviour also acts as an inducement for other forms of offending.
- 6.11 Alcohol attributable violent crimes and alcohol attributable sexual offences in Lambeth are all recorded as significantly worse than the rest of the country as well as at a regional level<sup>29</sup>. For alcohol attributable recorded crimes Lambeth is the 12<sup>th</sup> worst out of 354 local authorities, for alcohol attributable violent crimes Lambeth is the 16<sup>th</sup> worst out of 354 authorities and for alcohol attributable sexual offences Lambeth is the 8<sup>th</sup> worst out of 354 authorities.

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<sup>25</sup> Lambeth First (2009) Joint Strategic Needs Assessment.

<sup>26</sup> Department for Health (DoH).

<sup>27</sup> Lambeth Council (2010) Residents' Survey Wave 1-4 Survey Findings.

<sup>28</sup> iQuanta data (Home Office performance management system).

<sup>29</sup> LAPE Lambeth's measurement for alcohol attributable recorded crimes.

## An aspirational borough

- 6.12 Like many London boroughs, Lambeth has areas of affluence and areas of poverty, often side by side. The latest deprivation data (Index of Multiple Deprivation (IMD) 2010) places Lambeth as the 5<sup>th</sup> most deprived borough in London and 14<sup>th</sup> most deprived in England. 16 out of 21 wards are in the 20% most deprived wards in the country.
- 6.13 Lambeth is placed 10<sup>th</sup> amongst London local authorities with the highest number of children and young people in poverty, and 15<sup>th</sup> in the UK. Recently published HMRC data shows a significant increase in children and young people aged below 17 years in Lambeth living in families claiming out of work or in work benefits, with 59.1% of children in poverty (children living in out-of-work and in-work low income families – claiming JSA/working and Child Tax Credits) in Lambeth.
- 6.14 Unemployment is a challenge in the borough. In Lambeth, the unemployment rate is currently 9% and over the past 3 years Lambeth has had a slightly higher unemployment rate than the other inner London boroughs. The borough's worklessness rate in Lambeth is also 25.6%<sup>30</sup>. Skills levels in the borough mirror the employment trend, with the proportion of people with no qualifications falling and the rate of people with NVQ levels 1, 2 and 3 increasing over the past 5 years. However, skills levels remain polarised with some geographical areas and sections of the population having disproportionately low skills levels.
- 6.15 This analysis provides, in the Commission's view, an important snapshot of need within the borough which public sector organisations must continue to address. Lambeth's libraries provide useful locations through which council/public sector organisations and third sector organisations can use to reach out to local communities and augment current services which are seeking to tackle these issues. Tackling these needs should also be a key part of any discussion around the role of the borough's local library service.

## **Equalities analysis**

- 6.16 Complementing the overarching needs assessment was an equalities analysis of the library service, which sought to understand who uses the borough's libraries. This analysis identified a series of issues which the Commission believes Lambeth Council will need to consider in implementing the library service model proposed in section seven<sup>31</sup>.
- **Race:** CIPFA library data showed that in 2010 50% of library users described themselves as white and 33% as black. However the 2011 State of the Borough report for Lambeth shows that 67% of the population is white. This suggests that white residents are under

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<sup>30</sup> LSEB Observatory, February 2011.

<sup>31</sup> Lambeth Council (2011) Lambeth Libraries Commission Equality Impact Assessment.

represented in using Lambeth's library service. This data is supported by Lambeth libraries data which shows that in 2010/11 58% of new library members were white, again lower than the population profile of the borough.

- **Gender:** Analysis of library usage and gender shows that 55% of users were women. This was slightly higher than the borough profile of 51% women and 49% men. The Lambeth Residents' Survey supports this finding with data showing that women are more likely than men to use Lambeth's libraries.
- **Disability:** The Lambeth Residents' Survey suggests that people who are ill or have a disability are less likely to use libraries. In addition, people with a disability are more likely to use Lambeth's home visit library service.
- **Age:** Data from Lambeth's libraries and the Residents' Survey both suggest that young people are more likely to borrow material from the borough's libraries and that older residents – over the age of 60 are underrepresented. Specifically, libraries data shows that only 6% of active borrowers were over the age of 60, but across the borough the over 60s make up 11% of the population.
- **Sexual orientation:** Although the data around library usage and sexual orientation is limited the Lambeth Residents' Survey shows no difference in library user satisfaction on the basis of sexuality.

6.17 In taking account of this analysis the Commission believes that the library service model (set out in section seven), with its emphasis on co-production and greater community involvement in the design and delivery of the library service will provide a fairer and more accessible library service for all of Lambeth's communities. However if the proposed model is implemented it will need take account of the findings from the equalities analysis, which do reveal a number of challenges for Lambeth Council. Specifically, as a universal service<sup>32</sup> Lambeth Council will need to identify the barriers to using the service faced by Lambeth's older population and white population.

### **Comparative geographic need**

6.18 Building on this analysis of borough-wide needs analysis and equalities analysis the Commission also undertook an analysis of differential need between Lambeth's wards. The aim here was to understand the implications any relocation of library facilities would have on vulnerable communities within Lambeth.

6.19 Looking at each of the borough's wards a series of datasets were selected which sought to understand local need and ward accessibility.

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<sup>32</sup> A universal service is a public service provided by Lambeth Council which is available for all communities to use and is not specifically targeted at one community group and/or geographic area.

These datasets were based around the three corporate outcomes identified above and provide a useful snapshot of geographic need. The nine datasets were:

- GCSE attainment.
- Indices of multiple deprivation (IMD) overall health domain data, super output area (SOA) data aggregated to the ward level.
- IMD overall crime data, SOA data aggregated to the ward level.
- Satisfaction with the local area as a place to live (perception indicator).
- Percentage of people that get on well with one another (perception indicator).
- Unemployment rates at ward level.
- Free school meals (child poverty proxy indicator).
- Accessibility of the ward – analysis of public transport routes within the ward.

6.20 Each indicator was compared to the borough average, using standard deviation, to identify which wards which were more likely than average (a 90% certainty) to perform above or below the borough average. The results of this analysis were then converted into a score (of between 1-3) for each indicator. Combined together these figures provided an overall score for each ward, which could be compared to other wards, to show comparative need.

6.21 These results were then categorised in high, average and low need and accessibility. The diagram below summarises the findings of this comparative needs analysis:

**Diagram 3: Results of comparative needs analysis**

	<b>Low accessibility in ward</b>	<b>Average accessibility in ward</b>	<b>High accessibility in ward</b>
<b>High relative need area</b>			<b>Coldharbour (Brixton)</b>
<b>Average relative need area</b>	<b>Gipsy Hill (West Norwood* and UNJL*)</b> St Leonard's <b>Streatham Wells (Streatham*)</b>	Brixton Hill <b>Clapham Town (Clapham*)</b> <b>Herne Hill (Carnegie*)</b> Knight's Hill Larkhall Streatham Hill Tulse Hill <b>Vassall (Minet*)</b>	<b>Bishop's (Waterloo*)</b> Ferndale <b>Prince's (Durning*)</b> Stockwell Thornton
<b>Low relative need area</b>	Clapham Common Thurlow Park		<b>Oval (South Lambeth*)</b> Streatham South

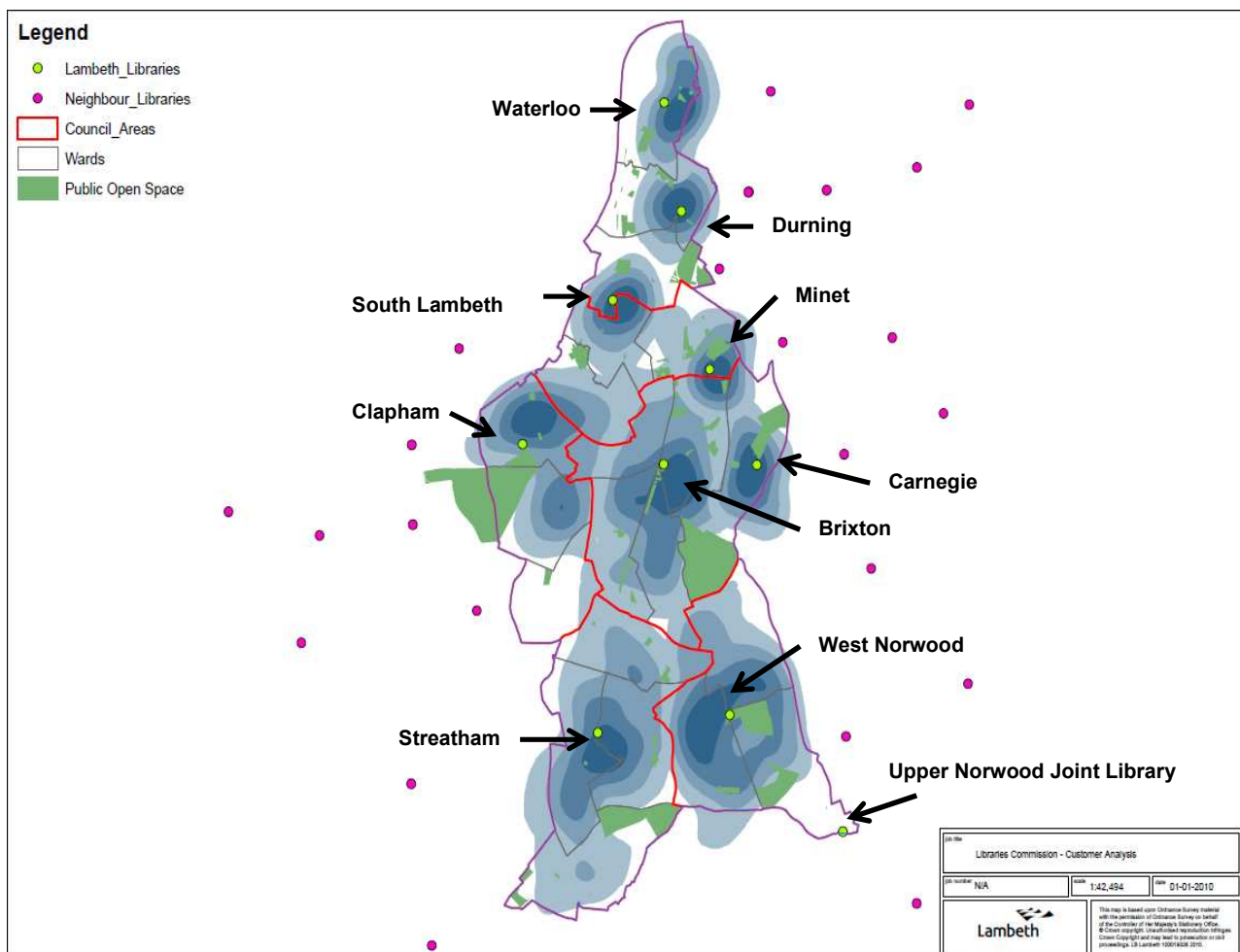
\*Wards with libraries are in bold

6.22 The findings suggested the need to maintain library provision in Coldharbour ward due to the high relative need compared to other wards and good transport links in the area. Other wards have comparable or lower levels of need, providing flexibility to the Commission around future library service point locations. The Commission has used this understanding of comparative need in the development of its library service model set out in section seven.

### Spatial analysis

6.23 In addition to the detailed needs analysis undertaken, the Commission also received spatial customer analysis of Lambeth’s library service. The spatial analysis sought to provide the Commission with a greater understanding of the existing library service customer base, and where those customers were travelling from, to use each of Lambeth’s libraries. A diagram showing this spatial analysis for each library plotted together is set out in diagram four below.

**Diagram 4:** Lambeth libraries spatial analysis



6.24 Analysis was conducted for each library separately, with the darker areas showing a higher density of visits related to each library; for example, visitor density in the darkest shaded area for Waterloo, is not the same as the visitor density in the darkest shaded area surrounding

South Lambeth. The data captured approximately 90% of the total number of visits to the libraries. Full customer analysis and the catchment area of each individual library is available in appendix one.

- 6.25 Analysis of each individual library was then combined on one map so that the catchment areas could be viewed together. As expected, the highest usage of each library is in close proximity to each individual library. A clear split exists between four of the borough's libraries with larger catchment areas where service users travel further to go to a library (Brixton, Clapham, Streatham and West Norwood) and smaller catchment areas where users travel smaller distances to access library services (Waterloo, Durning, South Lambeth, Minet and Carnegie).
- 6.26 The Commission notes that this analysis does not represent the usage of Upper Norwood Joint Library. Whilst the Commission was made aware of the visitor and book issue statistics for UNJL, the customer analysis requires further data on the address of visitors to enable spatial analysis. Unfortunately, this analysis, due to data incompatibility, could not be integrated into the spatial analysis. However, from the statistics provided by UNJL the Commission are comfortable that if spatial analysis was completed it would show their catchment area extending towards West Norwood Library to its north as well as extending outside of Lambeth across neighbouring boroughs due to its location.

### **Comparing library catchment areas**

- 6.27 The Commission notes that each of the nine libraries in Lambeth has different numbers of visitors, with Brixton registering the most visitors down to Carnegie with the least. A number of factors influence number of visits – from opening hours, to size and location of a library. However, the Commission believes that a critical factor in determining the catchment area of a Library appears to be determined by both its size and location, and in particular, its proximity to public transport.
- 6.28 For example, Brixton library has a large catchment area compared to other libraries in Lambeth. This is understandable because it is a large library in a visible and central location that is in easy walking distance to rail, underground and bus routes. However, these factors mean that visitors to Brixton Library actually travel much longer distances to visit the library than the catchment area on the map actually shows (in some cases as far as Richmond or Croydon which are most likely individuals who live outside of Lambeth but commute to the borough for work and subsequently use the library). In fact, for this reason, Brixton's catchment area shown on the map actually only accounts for about 30% of the overall numbers of visits to the Library – meaning that the other 70% of recorded visits come from outside of Brixton's shaded catchment area.
- 6.29 However, in examining Minet Library, the shaded catchment area tells a very different story to that of Brixton. Minet is a smaller library in a

community location that is not in close proximity to major transport links. As such, 80-90% of Minet's visitors come from within the shaded area shown surrounding the library on the map.

- 6.30 To a greater or lesser degree this theme continues to apply to all nine libraries that this analysis was applied to. Larger libraries that are close to major transport links (Brixton, Clapham, Streatham and West Norwood) have visitors that extend far beyond the shaded areas seen on the map. Whereas smaller libraries, or those that are not as close to a range of public transport options (Waterloo, Durning, Carnegie, South Lambeth and Minet), tend to see the vast majority of their visits coming from the immediate communities and neighbourhoods in which they are located.
- 6.31 In short, the Commission acknowledges that the catchment analysis has shown that there is a clear split between Brixton, Clapham, Streatham and West Norwood libraries with large catchment areas or customer bases and Waterloo, Durning, Carnegie, South Lambeth and Minet Libraries with have a more community or local footprint. As with the comparative need analysis the Commission has used this spatial analysis to inform its thinking on the future model of the library service in Lambeth.

### **Consultation and community engagement findings**

- 6.32 A wide range of information and insight was gathered from citizens as to what they feel a library service should provide to the community and what a library service is for. This section below sets out key findings and section seven and eight includes information as to how this information was reflected in the Commission's thinking.
- 6.33 As stated in section three, Lambeth Council's latest residents' survey data shows that usage of Lambeth's libraries is low compared to other boroughs with only 37% of Lambeth's citizens using the service compared to an inner London average of 61%<sup>33</sup>. Further, only 48% of the borough's residents rate the service as "good"– 18% below the inner London average<sup>34</sup>.
- 6.34 In support of the Commission's work Lambeth Council also ran both an online survey and paper-based survey which looked at the library service. The table below sets out the top 10 reasons as to why Lambeth's citizens use the boroughs library service. Unsurprisingly borrowing books was overwhelmingly the main reason for citizens using Lambeth's library service.

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<sup>33</sup> Lambeth Council (2011) Lambeth Residents' Survey – Wave 8 Topline Results.

<sup>34</sup> Lambeth Council (2011) Lambeth Residents' Survey – Wave 8 Topline Results.

**Table 1: Purpose of library visit**

Priority ranking	Online Survey		Paper-based survey	
	Purpose	Percentage agreeing	Purpose	Percentage agreeing
1	<b>Borrow books</b>	<b>79.1%</b>	<b>Borrow books</b>	<b>79.3%</b>
2	Look for material or use reference books/material	39.1%	Read newspapers, magazines of journals	33.8%
3	Borrow children's books	31.5%	Look for material or use reference books/material	33.6%
4	Borrow CDs or DVDs	29.4%	Borrow children's books	29.0%
5	Read newspapers, magazines of journals	26.0%	Borrow CDs or DVDs	28.2%
6	Use a computer or the internet	21.7%	Use a computer or the internet	24.1%
7	Photocopying	17.9%	Photocopying	23.1%
8	Attend an exhibition or event	16.6%	Use space for study	16.1%
9	Attend a children's or young people's session or activity	15.7%	To find information about council services	14.1%
10	To find information about council services	15.3%	To meet friends	10.7%

6.35 Citizens were also asked for their views on how Lambeth Council could make financial savings. The table below sets out the top five most popular ideas and top five least popular ideas.

**Table 2: Ways to make financial savings – Most Popular**

	Proposal	Percentage Agreeing
1	Self service book system – RFID technology	66.5%
2	Increase library charges you pay for overdue books	62.2%
3	More volunteering	60.9%
4	Increase the library charges you pay for DVDs	58.0%
5	Spend less on managing libraries	40.9%



**Table 3: Ways to make financial savings – Least Popular**

	<b>Proposal</b>	<b>Percentage Disagreeing</b>
1	Close the library you usually go to	88.7%
2	Close another library or a number of libraries	79.5%
3	Spend less on maintaining library buildings	72.7%
4	Reduce the amount spent on new books	66.8%
5	Reduce opening hours across all libraries	57.3%
	Employ fewer staff in libraries	57.3%

6.36 Qualitative information gathered through the consultation process also provided a range of views as to the type of library service Lambeth should seek to provide. Key insights included:

- A recognition that the library service points provide a range of valuable services, making it difficult for consultation respondents to choose what “the most important” library services are.
- The importance of library services being free or low cost.
- The need for the library service to be a “community service” which welcomes all sections of the community. Popular descriptions include “safe”, “refuge”, and “haven”.
- Book lending was seen as the most important library service – and should remain at the core of Lambeth’s library service offer.
- The importance and value of the role of libraries in children’s lives. Parents also saw libraries as a place to meet whilst their children enjoyed story sessions.
- The service was more welcoming than other council services.
- Access to computers was important for those that do not have access to ICT in their homes.
- The provision of Wi-Fi and more power sockets to enable laptop use was also seen as important.
- Libraries were also seen as important for those wishing to study and learn.
- Finally, many respondents saw the library service as being central to a civilised society.

### **Summary of key issues**

The Commission proposes that Lambeth Council:

- (3) Note the findings of the libraries need and equality analysis and ensure that in implementing the libraries model further research is undertaken

to understand the comparative low use of the library service from Lambeth's older population and its white communities.

- (4) Note the findings of the comparative need assessment which suggest a degree of flexibility in determining where library service points can be sited, due to comparable levels of need in the borough.
- (5) Note the findings of the spatial analysis of libraries which highlights a split between libraries which have large catchment areas (Brixton, Streatham, Clapham and West Norwood) and those which serve a smaller and much more localised community (Durning, Waterloo, Carnegie, South Lambeth and Minet).

## **7.0 Proposed libraries model**

- 7.1 Using the proposed mission statement, needs assessment information, consultation findings and evidence gathered over the past seven months the Commission has sought to develop a new model for Lambeth's library service. As well as responding to local need the model also seeks to ensure that the council continues to provide a comprehensive and efficient library service – whilst being consistent with the council's aspirations to become the country's first Cooperative Council.
- 7.2 In developing this model the Commission has also ensured that its proposals are rooted in the financial context facing the libraries service, which needs to find £750,000 of revenue savings by April 2014.

### **Proposed library service model**

- 7.3 Once implemented the Commission's model, described below, will lead to:
- More spaces and places for communities to access library services than ever before in Lambeth, improving choice and accessibility across the whole borough.
  - More ways for communities to access library services than ever before in Lambeth through use of new technology, ultimately offering 24 hour a day access to library services.
  - Services taken to the doorsteps of the most vulnerable in Lambeth's communities and those who have traditionally had problems accessing the current library service.
  - Library membership from birth for every one of Lambeth's residents, providing access not only to all future Lambeth library services, but to services across London and the whole country.
  - More opportunities for community groups to have a say in how their local library services are provided and where it's right to do so, take over the day-to-day running of their local library services.
  - Better quality, more flexible and comfortable buildings to welcome library service users and communities in search of cultural activities with a high quality customer service experience.
  - A stronger, more positive and enjoyable cultural experience, with better health, educational and wellbeing outcomes for Lambeth's communities.
- 7.4 The Commission believes that the library service experience described above will be delivered through the implementation of the following proposals:

- The roll out of a modernisation programme for the library service which consists of investing in new technology such as Wi-Fi<sup>35</sup>, RFID<sup>36</sup>, improvements to the libraries on-line services and greater usage of e-books<sup>37</sup>.
- Provision of a series of library service points<sup>38</sup> within Lambeth, some would be delivered through Community Hubs<sup>39</sup>, providing space for citizens, community groups and local organisations to run other services from these locations.
- Setting individual budgets for each of the library service points which will be used as the basis on which to co-produce<sup>40</sup> the library service at each location.
- Continuing to provide grant funding to maintain the provision of a library service in the Upper Norwood community.
- Creating a new Lambeth Library Access package which will enable the development of a series of Library Access Points across the borough.
- Developing a new library outreach service which provides access to library services for vulnerable residents both at their door step and at a series of locations throughout the borough.
- A more efficient library service which protects the frontline service as much as is possible through:
  - Remodelling staffing structures to fit with new service model and reduce management levels.
  - Pursuing back office efficiencies and better, shared procurement.

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<sup>35</sup> Wi-Fi is a mechanism for wirelessly connecting electronic devices. A device enabled with Wi-Fi, such as a personal computer, video game console, smartphone, or digital audio player, can connect to the Internet via a wireless network access point.

<sup>36</sup> RFID stands for Radio Frequency Identification. It is customer self service technology used in libraries to electronically issue and discharge books, reducing the burden on staff.

<sup>37</sup> An electronic book is a book-length publication in digital form, consisting of text, images, or both, and produced on, published through, and readable on computers or other electronic devices. Sometimes the equivalent of a conventional printed book, e-books can also be born digital. The *Oxford Dictionary of English* defines the e-book as "an electronic version of a printed book," but e-books can and do exist without any printed equivalent. E-books are usually read on dedicated hardware devices known as e-Readers or e-book devices. Personal computers and some cell phones can also be used to read e-books.

<sup>38</sup> A library service point is defined as a building in which the library service is provided from. This could be a dedicated library building or another public sector/community building in which the library service is located.

<sup>39</sup> Community Hubs buildings seek to provide flexible and economical spaces for community groups, social enterprise and statutory organisations to operate in, generate income, co-produce and deliver their services from. Lambeth Council is currently working to develop a network of these hubs across the borough. The Commission believes these hubs could be an ideal location for the provision of some of Lambeth's library services.

<sup>40</sup> Co-production is an approach to how public services can be designed and delivered. It is one of the key concepts which informed the development of Lambeth's Co-operative Council concept. Co-production means delivering public services in an equal and reciprocal relationship between professionals, people using services and the wider community – this means professionals and citizens working together to understand need, designing a public service together and agreeing how both professionals and citizens can deliver a service. When it comes to delivering a service together there is no pre-set expectation as to what the council and members of the public should be doing, rather the extent of citizen involvement in the public service will be agreed between citizens/the council through their deliberations. It is important to remember that co-production is not consultation, it is not volunteering and it is not about giving people individual budgets.

- Investigating cost efficient delivery options that could be commissioned by the council in the longer term.

### **Modernising Lambeth's library service**

7.5 The Commission recognises that the library service in Lambeth has been subject to significant underinvestment over the past 40 years. Whilst co-producing the library service will take Lambeth a long way to delivering a better service, this will not be successful unless it is undertaken on a strong foundation. To that end the Commission believes Lambeth Council needs to invest in its library service, in order to bring it up-to-date. Key areas for improvement in Lambeth's libraries include:

- Introduction of RFID technology at all of Lambeth's library service points.
- Provision of free Wi-Fi and access to PCs.
- Enhanced e-book offer.
- An improved on-line service.

7.6 Without these improvements the Commission believes, that even after the library service is co-produced; it will not be sufficiently modernised, accessible or relevant to Lambeth's citizens to significantly improve usage or customer satisfaction.

7.7 Written and oral evidence received by the Commission provided a compelling case for the **introduction of RFID** into Lambeth's libraries<sup>41</sup>. At its most basic, the implementation of RFID and self-service would enable customers to issue and return library materials (Books, DVDs, CDs etc.) – the target for self-service will be between 90%-95% of all transactions completed through the kiosks<sup>42</sup>. RFID further allows the opportunity to run the library service with reduced staffing<sup>43</sup>, or to reduce the numbers of staff needed to open the library. It is also possible that library services, provided out of some of the Community Hubs, could be un-staffed early morning or late evening, thus providing capacity for longer opening hours at a time when reduced budgets are forcing many local areas to cut library opening times<sup>44</sup>.

<sup>41</sup> Oral evidence (11 May 2011) Haringey Council and Hampshire County Council both noted in evidence to the Commission that the introduction of RFID technology saved time, freed up staff resources and paid for itself through savings generated. Oral evidence (31 May) Edinburgh City Council and Tower Hamlets Council's also introduced RFID enabling staff to spend more time with library users. Oral evidence (15 June 2011) Sutton Council introduced RFID into its libraries which freed up staff time. Friends of Lambeth libraries (FOLL) have recommended the introduction of RFID in libraries and this was echoed by the Unison and GMB in their submissions to the Libraries Commission. Oral evidence (4 July 2011) submitted by Innovation Unit, Manchester City Council and Merton Council and Lewisham Council. Local Government Association and MLA (2011) Future libraries: Change, options and how to get there. This report noted that Herefordshire and Shropshire has also introduced RFID to improve library services. Consultation results from survey work, undertaken to inform the Commission's thinking, found that 66.5% of survey respondents supported greater use of RFID/self-service technology.

<sup>42</sup> Oral evidence (4 July 2011) submitted by Merton Council noted that self-service technology in their libraries no accounted for over 90% of their transactions.

<sup>43</sup> Oral evidence (31 May 2011) submitted by Edinburgh City Council. Delegates from the City Council noted that whilst RFID did lead to a reduction in staffing within their libraries they were able to manage this reduction without the need to resort to compulsory redundancies.

<sup>44</sup> Lambeth Council (2011) Lambeth Residents' Survey – Wave 8 Topline Results. Data from this survey showed that the main reason why residents do not use libraries is inconvenient opening hours (22% of respondents). This was followed by too few computers (10%), and slow internet connection (8%). Not enough choice in books was only cited by 3% of respondents as the reason why they do not use Lambeth's libraries.

- 7.8 The Commission believes the case for the introduction is further strengthened with the improvements this technology would bring to stock control systems. Data generated from RFIDs will, in the Commission's view, make it significantly easier to identify stock gaps and target stock expenditure accordingly. This is important as regular inventory of stock would improve customer satisfaction by increasing the accuracy of the catalogue. RFID also enables more efficient stock management and scope for reducing bibliographic service back office functions through streamlined acquisition and processing of stock. Further, it enables books to arrive "shelf ready" with no need for further administrative work.
- 7.9 Finally, newer and more advanced RFIDs now have the ability to provide a wider range of functions which citizens can use. Therefore in addition to loaning/returning library stock, these RFID terminals can allow services users to make payments to the council such as council tax payments, housing rent payments and parking fees.
- 7.10 The second element to the modernisation programme should, in the Commission view, be **the introduction of Wi-Fi in all library service points** and continued access to PCs. Provision of Wi-Fi will enable citizens to use their own laptops and other online mobile devices within library buildings. Wi-Fi not only supports studying/learning within a library environment it also has the potential to significantly increase library usage. At present only Brixton library has Wi-Fi. However upon its introduction the library saw an increase in the number of visitors to the library<sup>45</sup>.
- 7.11 Continued access to free PCs is also, in the Commission's view, essential to provide individuals and families without access to the internet at home a free way to access it. Wi-Fi provision complements the provision of PCs as it enables those with laptops/tablets to use their own equipment in libraries, thereby freeing up library PCs for those people who do not have their own computer facilities. Sutton Council for example noted, in their oral evidence to the Commission, that the introduction of Wi-Fi in their libraries had led to a reduction in library owned PC usage<sup>46</sup>.
- 7.12 Provision of and access to books is central to a modern library service. Analysis undertaken by the New Local Government Network shows that borrowing a book remains the overwhelmingly dominant activity in libraries<sup>47</sup>, a fact reflected in the library consultation results (see section six). However books are changing and there is an ever increasing momentum toward **e-books**. Sales of e-books are increasing rapidly with online retailer, Amazon, announcing that e-book sales have now surpassed sales of hardcopy books<sup>48</sup>. Further, since 2009 there has

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<sup>45</sup> Oral evidence (15 June 2011) submitted by Lambeth Unison.

<sup>46</sup> Oral evidence (15 June 2011) submitted by Sutton Council.

<sup>47</sup> NLGN (2011) Transforming Universal Services: Transport, libraries and environmental services beyond 2015. This finding was also replicated in the consultation and community engagement work Lambeth Council undertook on the library service for the Commission.

<sup>48</sup> NLGN (2011) Transforming Universal Services: Transport, libraries and environmental services beyond 2015.

been a 318% increase in consumer digital sales (which include e-books and audio books)<sup>49</sup> – although it is worth keeping in mind that the e-book market still represents only 1% of the total book market<sup>50</sup>.

- 7.13 The transition of e-books from purchase, to e-books for lending is also, arguably, already occurring. Academic libraries, for a number of years, have provided access to an extensive collection of e-journals and e-books which can be downloaded and in June 2011 the British Library and Google announced a partnership to digitise 250,000 books<sup>51</sup>. Any modern library service therefore needs to ensure it is prepared for this growing e-book revolution. As delegates to the Commission noted without responding to the growing e-book market, and the increasing desire of people to access books in this way, libraries may see an ever increasing decline in their footfall<sup>52</sup>. This Commission therefore believes that providing greater access to e-books within Lambeth's libraries service is critically important.
- 7.14 At present Lambeth libraries service provides a limited e-book offer to citizens. The current service enables users to download text based material which can only be read from a PC screen. The library service currently also offers audio-book (or "talking book") downloads onto MP3<sup>53</sup> players. E-book providers can also supply a wide range of titles in this format enabling downloads onto MP3 and other formats such as iPods. However, it is not currently possible to download this content onto portable e-book readers. To support the wider transition to greater use of e-books it is proposed that the library service subscribes to a new e-book provider enabling downloads onto portable e-book readers. This could be done in partnership with another library authority.
- 7.15 In order to improve its e-book offer to students, and those requiring textbooks for studying, the Commission is also proposing that Lambeth Council works in partnership with Lambeth College to share e-resources<sup>54</sup>. The college has a range of titles in e-format provided by specialist academic publishers.
- 7.16 The final element of the libraries modernisation programme is a radical improvement to **on-line services** provided by Lambeth's library service. Currently Lambeth's libraries offer a number of online and virtual services. However the Commission believes there is considerable scope to develop the online library service presence adopting and utilising a number of mainstream social media sites and technology to keep pace with the digital world.

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<sup>49</sup> NLGN (2011) Transforming Universal Services: Transport, libraries and environmental services beyond 2015. Oral evidence (28 July) submitted by children and young people representatives – noted the increasing desire of young people to access books electronically.

<sup>50</sup> Oral evidence (15 June 2011) submitted by Askews and Holts.

<sup>51</sup> NLGN (2011) Transforming Universal Services: Transport, libraries and environmental services beyond 2015.

<sup>52</sup> Oral evidence (15 June 2011) submitted by Gardeners and Askews and Holts.

<sup>53</sup> MP3 is a common audio format for consumer audio storage, as well as a de facto standard of digital audio compression for the transfer and playback of music/audio material on digital audio players.

<sup>54</sup> Oral evidence (27 June 2011) submitted by Lambeth College noted that they had bought a range of eBooks which were relevant to the studies of their students.

- 7.17 One way to achieve this is to use social media sites such as Facebook, Twitter and Flickr to provide information about the libraries service. Updates and information to these sites would be coordinated to prevent duplication and adapted to communicate effectively through the chosen media. Other options would be to develop a libraries blog that would provide a central point to link all social media and allow both staff and users to provide content, advertise, comment and provide feedback. Using mainstream and popular websites may also attract more users or attract comments from different individuals and groups that have not been previously captured in existing consultation techniques.
- 7.18 Social media applications could also enable staff to respond to comments, feedback and complaints more quickly and offer ongoing opportunities to alter services to meet the needs of library users. This may also succeed in developing a greater sense of co-production and strengthen the links between the local neighbourhoods and communities and the library service.
- 7.19 The development of smart phones has also been rapid in the last five years and as such, Lambeth's library service should respond and adapt to this technology. Firstly, at a basic level, such is the prevalence of mobile phones that the library service should look to communicate through methods such as SMS messaging – sending reminders of books that are due or allowing users to request and reserve books. Complementing this, Lambeth Council should explore co-producing software applications that will provide greater access to library services. This has proved successful for City of Edinburgh Council who have developed a libraries smart phone application which has encouraged new groups of people to use their libraries<sup>55</sup>.

### **Providing a series of library service points co-produced with communities**

- 7.20 Throughout its evidence gathering and deliberations the Commission has heard that the most successful public services are those that are co-produced<sup>56</sup> between citizens and public sector organisations. Evidence from public services which have been co-produced already show that they are frequently more successful at meeting the needs of the citizens they seek to serve, have a greater degree of public support – as citizens feel as if they have shaped the services they receive, and potentially save money through better targeting of the service<sup>57</sup>.

<sup>55</sup> Oral evidence (31 May 2011) submitted by City of Edinburgh Council

<sup>56</sup> NESTA and New Economics Foundation (2009) *The Challenge of Co-Production*, NESTA and New Economics Foundation (2010) *Public Services Inside Out: Putting Co-Production into Practice*, NESTA and New Economics Foundation (2010) *Right Here, Right Now: Taking Co-production into the Mainstream*, New Economics Foundation (2008) *Co-Production: A Manifesto for Growing the Core Economy*, Elke Löffler, Tony Bovaird, Salvador Parrado and Greg van Ryzin (2008), "If you want to go fast, walk alone. If you want to go far, walk together": Citizens and the coproduction of public services. Report to the EU Presidency. Paris: Ministry of Finance, Budget and Public Services. Oral evidence (27 June 2011) submitted by ecomodo, OPM, Engine Group and Lambeth College

<sup>57</sup> NESTA and New Economics Foundation (2009) *The Challenge of Co-Production*. This report cites numerous examples of how co-production has led to better services which more accurately meet the needs of citizens. These include the Nurse Family Partnership and re-offending programmes for young people in the USA and the Expert Patient Programme in the UK.



- 7.21 The Libraries Commission is clear that if Lambeth’s library service is to be transformed into a highly effective service, which meets the needs of citizens in the 21<sup>st</sup> century, then citizens must play a central role in the design and delivery of the services. Co-production, in the Commission’s view, should therefore be the approach used by Lambeth’s library service to agree, with local communities, what services should be provided at each library service point and the way in which they should be provided.
- 7.22 As a starting point the Commission envisages that each library service point should be provided with an individual budget based on a clear, fair and transparent formula. This funding would then be used as the basis upon which the community and council staff co-produce their local library service. In developing this funding formula the Commission has used three criteria to generate an indicative budget for each library site:
- Local community need.
  - Local population density.
  - Current service usage.
- 7.23 Additional detail on the indicative budget allocations for the library service points and the funding formula is set out in more detail in section nine. These individual library budgets will be set on an annual basis with a budget for the coming financial year and an indicative budget for the subsequent financial year – enabling medium term planning for local communities and council staff when co-producing their local library service.
- 7.24 The specific approach and methods used to co-produce library services at each library service point will need to be agreed with the local communities within Lambeth. The Commission hopes that the Friends of Libraries groups will play an active part in this<sup>58</sup> – alongside other members of Lambeth’s communities.

### **Library service points and existing library buildings**

- 7.25 Throughout their deliberations a critical issue for the Libraries Commission has been the issue of library buildings and the strong feelings they evoke within local communities. Whilst library buildings are important, the Commission approached its deliberations by focusing on the issue of the “type” of **library service** it believes Lambeth’s residents need and deserve<sup>59</sup>. The Commission was of the clear view that narrowing its focus to just looking at existing library buildings would constrain its ability to think innovatively about the library service and to identify new ways in which Lambeth Council could deliver a better and more modern library service.

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<sup>58</sup> Oral evidence (22 June 2011) submitted by Friends of Lambeth Libraries.

<sup>59</sup> Oral evidence (4 July 2011) submitted by the Innovation Unit and Social Enterprise London argued that it was important to distinguish between the library service and buildings through which the service operated.

7.26 Looking at library service points within Lambeth the Commission has taken into account:

- The needs assessment, equalities analysis and spatial analysis described in section six of this report.
- The demographics of the borough.
- The statutory requirement to provide a comprehensive and efficient library service within Lambeth, as defined in the Public Libraries and Museum Act (1964).
- The aspiration to maintain frontline service provision as far as is possible.
- The reality that the £750,000 revenue savings required from the library service cannot be delivered solely through “back office” savings.
- The proposal that library services should be co-produced with local communities.

7.27 Using this seven point framework the Commission believes that a series of library service points are provided within the borough<sup>60</sup>. In order to ensure Lambeth provides a comprehensive library service the Commission is further recommending that two of these library service points would provide a differentiated service from the other library service points in both scale and scope. Specifically each of these sites would provide a 7-day-a-week service, stocking the most extensive collections of library resources in Lambeth.

7.28 In addition these two library sites should, in the Commission’s view, also act as access points for a wide range of council and non-council services. The specific services provided would be defined as part of the co-production of the library service discussed in paragraphs 7.21-7.25 above. However the Commission believes that the types of services which could be offered include:

- Services which are currently provided in Lambeth Council’s Customer Service Centres.
- Additional adult learning services.
- A wide range of preventative health and wellbeing services.
- Employment support and advice.
- Cultural/community cohesion activities (which build on the existing programme of events already held by libraries).

7.29 The Commission gathered a range of evidence from numerous organisations which supported the view that a range public services should be delivered through library access points. For example, the City of Edinburgh Council, Manchester City Council, Lewisham Council, Sutton Council, Hampshire County Council and Kirklees Council have/are in the process of providing more services from their library service points. Examples of the services provided are inter-generational

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<sup>60</sup> Upper Norwood Joint Library is discussed separately in this report as it is not part of Lambeth Council’s library service.

learning, learning programmes for those with adult learning disabilities, police services, registrars, digital literacy and freedom travel passes. Hampshire County Council have also worked with its children and young people services to place Children Centres into their libraries<sup>61</sup>. In addition the national “Future Libraries Programme” identified locating a range of services in libraries as one of the key models being employed across the country to transform library services<sup>62</sup>.

- 7.30 The remaining library service points would be delivered through a network of Community Hubs<sup>63</sup>. These hubs would provide a library service tailored to meet the needs of the local community and would also provide flexible space to enable third sector organisations and community groups to operate out of them. This “Community Hub” model has been employed in other locations and has proved a successful way in which to link library services with complementary public services, community activities and services provided by third sector organisations. Examples of this hub model in operation elsewhere includes Haringey Council, Tower Hamlets Council, Herefordshire County Council and Shropshire Council<sup>64</sup>. Further, the Commission notes that many of the borough Friends of Libraries groups already provide a range of activities from current library sites such as book reading groups and ICT courses for older residents – showing that many of the borough’s libraries already have some experience of using libraries as Community Hubs<sup>65</sup>. The notion of Community Hubs has also received strong community endorsement in consultations and peer inspections which have focused on Lambeth’s library service<sup>66</sup>.
- 7.31 As with the library service in each hub, the specific role and use of this space would be co-produced with local citizens. There is however potential, given the divergent needs within the borough and pressures on a variety of public services, to explore creating a theme for each hub<sup>67</sup>. This option could be explored as part of the co-production process. By way of illustration these could include the following services and functions:

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<sup>61</sup> Oral evidence (31 May 2011) submitted by City of Edinburgh Council. Oral evidence (15 June 2011) submitted by Sutton Council. Oral evidence (4 July 2011) submitted by Lewisham Council, Manchester City Council and Social Enterprise London. NHS Lambeth (2011) Libraries and their contribution to the health and wellbeing of the population: A literature review by NHS Lambeth Public Health Directorate. This review also cited further successful examples of co-location of services in Liverpool Childwall, Maghull, Cambourne and Lochcarron.

<sup>62</sup> Oral evidence (11 May 2011) submitted by National Advisor Culture and Sport for LGID.

<sup>63</sup> Community Hubs buildings seek to provide flexible and economical spaces for community groups, social enterprise and statutory organisations to operate in, generate income, co-produce and deliver their services from. Lambeth Council is currently working to develop a network of these hubs across the borough. The Commission believes these hubs could be an ideal location for the provision of some of Lambeth’s library services.

<sup>64</sup> Oral evidence (11 May 2011) submitted by Haringey Council. Oral evidence (31 May) submitted by Tower Hamlets Council. Local Government Association and MLA (2011) Future libraries: Change, options and how to get there.

<sup>65</sup> Oral evidence (22 June 2011) submitted by Friends of Lambeth’s libraries. Oral evidence (22 June 2011) submitted by Friends of Durning Library.

<sup>66</sup> Lambeth Youth Council (2005) The Big Inspection: A Report on Lambeth Libraries. OPM (2008) Sports, recreation and library facilities – residents’ views: report for the London Borough of Lambeth.

<sup>67</sup> Oral evidence (31 May) Commissioners discussed the notion of themed hubs at their meeting on 31 May 2011. Oral evidence (26 July 2011) submitted by children and young people suggested the benefits of linking libraries to services such as youth clubs and educational services.

- **Youth services:** This hub could provide a wide range of services for children and young people and would compliment services provided from children centres and youth centres.
- **Employment and training:** Building on the existing employment hubs, such as the Green Man Skills Zone<sup>68</sup> in Loughborough Junction, this hub could provide a range of support services to support citizens back into work.
- **Active lives for older people:** Using the recently opened Carers Hub as a model<sup>69</sup>, communities could decide that their Community Hub could provide a space for older people to come together and interact with one another as well as access a range of services specifically tailored to their needs.
- **Health and wellbeing:** As a borough Lambeth suffers from significant health inequalities (both within Lambeth and when compared to London and England). It also has a range of specific health needs such as mental health, sexual health, teenage pregnancy etc<sup>70</sup>. Communities could take the view that their hub could augment existing health services in Lambeth. Linking the provision of health services to a library service point may also increase health service uptake as evidence shows that libraries are seen by communities as safe, un-stigmatised and neutral spaces<sup>71</sup>.
- **Technology and innovation:** Through this hub communities could provide access to a range of high quality information and communication technology (ICT) services and a public service lab<sup>72</sup>, which would provide a space for statutory organisations, community groups, third sector organisations and local companies to develop new approaches to public services.
- **Learning:** Building on one of the core aims of libraries the Community Hubs could be centres for learning across all age ranges, with a range of community groups and organisations using the library facilities to support a range of learning activities for the local population.

### Upper Norwood Joint Library

7.32 The Commission were provided with examples of the experience of the Upper Norwood Joint Library (UNJL). This independent library is funded jointly by Lambeth and Croydon Councils and the Commission was

<sup>68</sup> <http://www.lambeth.gov.uk/Services/EducationLearning/AdultLearning/GreenManSkillsZone.htm>

<sup>69</sup> <http://www.lambeth.gov.uk/Services/HealthSocialCare/Carers/CarersSupport.htm>

<sup>70</sup> Lambeth First (2009) Joint Strategic Needs Assessment.

<sup>71</sup> NHS Lambeth (2011) Libraries and their contribution to the health and wellbeing of the population: A literature review by NHS Lambeth Public Health Directorate.

<sup>72</sup> A public service lab could provide space for designers, social entrepreneurs, public sector workers, local organisations (public, private and third) and members of the public to come together to design/develop innovative new approaches to tackling social-economic challenges facing Lambeth. A number of "public sector lab" organisations already exist such as NESTA's Public Service Lab and Innovation Unit.

impressed at the extent to which it worked with its local community to provide a well run and popular library service.

- 7.33 Despite the period of uncertainty UNJL has entered due to the London Borough of Croydon terminating their joint agreement with Lambeth Council, the Commission believes that Lambeth Council should continue to support the local community and library provision in this area. To that end the Commission believes that Lambeth Council should continue providing revenue funding to the local community so that they can co-produce a library service in their area.
- 7.34 In line with the reductions in funding being faced by Lambeth's library service though the Commission feels that UNJL cannot be exempt from the necessary savings of £750K over two years applied to Lambeth's library service. As a result the Commission proposes that, in line with other libraries, a reduction is applied to Lambeth's share of the UNJL library service budget.

### **Management of Lambeth's libraries**

- 7.35 Although the Commission is proposing that Lambeth Council will continue to fund the borough's library service and allocate a budget to each of the library service points, the Commission recognises that the success of the model set out above will depend, in large part, on local communities and library service users playing a much more active role in the development of their local library service. Ultimately this role in co-production may lead to larger aspirations around the management of library sites. This strongly fits with Lambeth's Cooperative Council<sup>73</sup> aspirations and is something this Commission firmly supports. However, given the pressing need to modernise the library service the Commission believes that in the short term all of Lambeth's libraries should remain under the management of Lambeth Council. This will enable the council to put in place the key foundations for a transformed library service. In addition to the modernisation of Lambeth's libraries, discussed in paragraphs 7.6-7.20, the Commission recognises that Lambeth Council will need to:

- Support the training and development of staff to provide them with the skills to operate in this new library model, i.e. providing training on the use of new technology and how to co-produce a library service with citizens.
- Drive out back-office inefficiencies.

- 7.36 In the medium-long term the Commission believes that Lambeth Council should be open to local communities and local organisations taking on the day-to-day management of library services delivered through the Community Hubs. This would be an extension to the co-production of

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<sup>73</sup> Lambeth Council (2011) The Cooperative Council, Sharing power: A new settlement between the citizen and the state.

services discussed above. As a way of supporting those local communities which want to take on day-to-day management of a library the Commission believes the council should provide an additional resource contribution to these libraries. This nominal resource could be drawn from the marginal cost saving to the council overheads – from not having to manage a specific library on a day-to-day basis. The Commission however, believes the two library service points, which will offer the largest and most extensive library offer seven-days-a-week, should remain under the day-to-day management of Lambeth Council.

7.37 Drawing these proposals together the table below seeks to compare the similarities and differences between library service points and library service points – delivered through Community Hubs.

	<b>Library service points</b>	<b>Library service points delivered through Community Hub</b>
Co-production of library service with local community	Yes	Yes
Range of book stock	Wide range of stock due to size of library	Tailored range of library stock
Additional services in library	Access to additional public services provided in these libraries. However the overriding emphasis would be to ensure an extensive library service, seven days-a-week	Library offer tailored to meet local community need. However emphasis is placed on providing a flexible space for communities, local organisations and public services to provide a wide range of services/activities for the local community
Opening hours <sup>74</sup>	Library guaranteed to be open seven days-a-week	Library opening hours to be determined through co-production – although could be open seven days-a-week.
RFID in library	Yes	Yes
Wi-Fi in library	Yes	Yes
Greater use of e-books and online book sharing	Yes	Yes
Level of staffing	Some changes in staffing	More tailored level of staffing and greater reliance on RFID self-

<sup>74</sup> Lambeth Council, as part of the libraries consultation and community engagement programme, found that 57% of respondents to the libraries online and paper-based survey did not favour reducing opening hours. This is why the Commission is proposing that opening hours, for each library, is co-produced with local communities.

		service technology. In addition, as these local libraries are part of a Community Hub there may be opportunities to use Community Hub staff to support the library
Accountability for the library service	Lambeth Council remains accountable for the library service	Lambeth Council remains accountable for the library service provided out of Community Hubs
Management of library access points	Lambeth Council continues to manage these library access points on a day-to-day basis	Lambeth Council continues the day-to-day management of these library access points in the short term. However, where local communities/organisations wish to take on the day-to-day management of these libraries Lambeth Council will support this.

### **Augmenting the library service – The Cooperative Bookshare Scheme**

- 7.38 Libraries need not be the only source of books for lending and sharing. The Commission has seen the opportunities that community book sharing schemes can provide for greater sharing of books between communities and the ability of these schemes to support the formation of new links/bonds between neighbours. Examples of these book sharing schemes include Sutton Book Share where local people can log onto a free website, see local books available and arrange to swap them with other local residents<sup>75</sup>. The Commission believes that this scheme should be replicated in Lambeth.
- 7.39 As with the Sutton scheme the Lambeth Cooperative Bookshare Scheme would be a web-based initiative enabling individuals to offer books (or other items) which can be borrowed by others in the local community. The library service would act as a safe and neutral collection and drop-off point for lenders and borrowers taking part in the scheme. The Commission believes that this scheme enables the library service to "virtually" expand the range of book stock available for loan (albeit using community resources), providing increased access to best seller books which the library service is unable to stock enough of<sup>76</sup>. The scheme also has the potential to increase footfall in the libraries. However, whilst this scheme has the potential to augment Lambeth's library service the Commission was in full agreement with delegates from Sutton Council –

<sup>75</sup> <http://suttonbookshare.org.uk/>

<sup>76</sup> Oral evidence (15 June 2011) submitted by Sutton Council.

that this would in no way act as a replacement for a local library service<sup>77</sup>.

### **Cooperative Library Outreach Service**

7.40 The current library service offers a home visit service for users that are unable to get to the library due to age, illness or disability. In addition, the service visits residential homes with collections of books and audio books or talking books for residents. The Commission recognises that this service is under pressure due to the need to deliver financial savings and cannot continue in its current form. The Commission therefore suggests that a redesigned and revitalised outreach service should be rolled out in Lambeth. The goal of this service would be to improve access to libraries for hard to reach groups in the community – especially the elderly and disabled who disproportionately rely on this service<sup>78</sup>. The aims of the outreach service would be to:

- Offer choice through the way that people can access library and information services by providing a different range of access methods.
- Promote library and information services to those who may have challenges accessing the general library service offer.
- Enthuse and motivate those with literacy needs to read and learn.

7.41 This service would be comprised of two elements. The first element would consist of library access points (discussed below). The second element of the outreach service would be a redesigned home visit service<sup>79</sup> where the council would seek to use public sector workers, already visiting vulnerable citizens, as a means to provide access to library resources such as books and DVDs.

### **Library Access Points**

7.42 Whilst this proposed model calls for the development of a network of library service points the Commission believes Lambeth Council should work with local communities to increase the number of locations where citizens can access the library service. Therefore in addition to these library service points the Commission also believes that a number of Library Access Points should also be established. Each access point would be underpinned by a “Library Access Package”, which would consist of an RFID terminal, internet enabled laptop and an agreed level of library stock. Potentially this stock could be kept within secure book vending machines. This technology is already in use within the UK and USA and provides access to library books for library card holders<sup>80</sup>. The

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<sup>77</sup> Oral evidence (15 June 2011) submitted by Sutton Council.

<sup>78</sup> Lambeth Council (2011) Libraries Commission Equalities Impact Assessment.

<sup>79</sup> Lambeth Council (2011) Lambeth Libraries Commission – Equalities Impact Assessment. The EIA found that people with a disability were more likely to use the home visit service, rather than visit one of the borough’s libraries. Ending this service, which is not recommended by this Commission, would therefore disproportionately impact upon disabled citizens.

<sup>80</sup> NLGN (2011) Transforming Universal Services: Transport, libraries and environmental services beyond 2015.



specific type of stock offered would be co-produced with the local community.

- 7.43 Library access points could be installed at a variety of locations such as schools, GP surgeries, childrens centres, train stations, post offices, council customer service centres or other appropriate community buildings. The Commission was particularly interested in the opportunities new school buildings present to Lambeth in expanding the local library offer, and felt that during the design phase of any new school consideration should be given to designing library facilities which are accessible to all of the community. An example of this potentially happening in Lambeth is at the planned new Fenstanton School, which has expressed an interest in developing a library which was more accessible to all of the local community<sup>81</sup>.

**Remodel staffing structures, reducing management and staffing levels.**

- 7.44 The Commission recognises that the new model described above will have a significant impact on the way that library services are delivered. The Commission further recognises that there is a need for cultural change within Lambeth Council's library service in order to deliver this proposed new model.
- 7.45 Specifically this model sees staff becoming more actively engaged with users and freed from desk duties to go out into communities, taking library services to those who face some of the greatest social and economic barriers. Areas which have made similar changes, such as Edinburgh, noted to the Commission that the staffing mix was ultimately a combination of professional library staff and non-professional staff delivering a range of customer focused services<sup>82</sup>. The Commission recognises that the reorganisation currently underway within the library service provides a more flexible organisational structure to deliver the necessary change.
- 7.46 However, the Commission also agrees fully with Lambeth's Trade Unions that this needs to be supported with a training and development programme for libraries staff to ensure they are able to work within this new library model<sup>83</sup>. The Commission also proposes that this presents opportunities to reduce the management costs and reshape the employee structure to deliver this new model of library service.
- 7.47 Finally, the Commission also sees a role for members of the local community to support staff in the provision of library services. The Commission was especially interested in approaches used in local areas such as Merton, which uses members of the community to undertake a number of support activities such as re-shelving/issuing books thereby

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<sup>81</sup> Oral evidence (4 July 2011) submitted by Fenstanton School.

<sup>82</sup> Oral evidence (31 May 2011) submitted to the Commission by Edinburgh City Council.

<sup>83</sup> Oral evidence (15 June 2011) submitted to the Commission by Lambeth UNISON and Lambeth GMB. Oral evidence (22 June 2011) submitted to the Commission by Friends of Lambeth's Libraries.

freeing up library staff to undertake other customer focused duties<sup>84</sup>. However the commission believes there is potential for the use of volunteers to deliver a much wider range of activities in Lambeth. Support for greater community involvement in the delivery of Lambeth's library service was also evident in the consultation and community engagement programme undertaken – with 60.9% of library survey respondents stating that volunteering in the library service should be supported<sup>85</sup>.

### **Pursue shared services, back office efficiencies and better, shared procurement**

7.48 Finding back-office efficiencies is also critical for the delivery of the £750,000 in savings the library service will need to make over the next two years. The Commission is interested in adopting best practice from the Museum Libraries and Archives (MLA) and/Local Government Association (LGA) sponsored Future Libraries Programme. As part of its deliberations the Commission discussed potential which exists in sharing back office functions with neighbouring boroughs such as the London Borough of Southwark. Lambeth and Southwark have a number of libraries in close proximity and some savings could be generated by rationalising the management and operations across both boroughs. Potential shared functions could be for example:

- Stock support
- Management and Central Support Services
- Library management system (LMS) & ICT Services

7.49 This approach is endorsed by the national Future Libraries Programme<sup>86</sup> and is currently being tested by the London Boroughs of Bexley and Bromley and by Kensington and Chelsea, Westminster and Hammersmith and Fulham councils. Shared services can take a variety of forms and MLA and LGA analysis highlights several options. These include merging: specific functions (bibliographic services), back office services – library management systems or specialist/professional services. It could also mean the use of joint management structures and full merger of different library services into one<sup>87</sup>.

7.50 The Commission therefore proposes that wherever possible, Lambeth Council should pursue better procurement and shared services to generate back office efficiencies. These efficiencies should not only help

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<sup>84</sup> Oral evidence (4 July 2011) submitted to the Commission by Merton Council. Lambeth Youth Council (2005) The Big Inspection: A Report on Lambeth Libraries.

<sup>85</sup> Lambeth Council (2011) findings from Lambeth libraries consultation and community engagement programme.

<sup>86</sup> Oral evidence (11 May 2011) submitted to the Commission by the National Advisor Culture and Sport – LGID. Local Government Group and MLA (2011) Future libraries: Change, options and how to get there.

<sup>87</sup> The MLA/LGA suggests that back office mergers alone could save 5-10% and a full merger of library services 10-25%. However this analysis also suggested that as mergers can take a long time to implement they should be the last stage of an efficiencies programme.

the council to achieve savings, but should also contribute to the modernisation and service improvements required.

### **Income within Lambeth's libraries**

- 7.51 The Commission believes there is potential to further explore the case for the introduction of cafés in some of Lambeth's libraries. A range of evidence was submitted to the Commission which supports the case for locating a café alongside a library, although this has focused more on the perceived benefits to the customer experience, rather than the financial sustainability<sup>88</sup>. Set up costs, planning and legal considerations would have to be factored into any decision to make space for a café and these will vary dependent on the restrictions of each individual building. Some buildings may prove not to be suitable or may have insufficient space available.
- 7.52 The Commission also noted that the new Clapham One Community Hub will include both a library service point and a café. The income that the café is able to generate is yet to be tested but will be to some extent dependent on the hours that the building is open to the public. Introduction of cafés at other library service points remains worthy of consideration, in the Commission's view, as a way to complement the services available from the building rather than the income that such a business may be able to generate. It should be noted that library cafes in other local authorities have sometimes struggled to generate the level of income they expected. For example, John Harvard library in Southwark had a café when it opened but this has been subsequently abandoned. Hillingdon Council entered into a partnership with Starbucks at its main library, however this has only achieved a total income of £30,000 in four years.
- 7.53 Additional income generation ideas have also been discussed by the Commission, including rental of floor space, exhibitions and other fund raising. The Commission is interested in the potential of libraries to host the fostering of new cooperative businesses who might want starter space, for example; however the Commission does recognise that although this income could be used to subsidise the service, it would be for communities in co-producing their Community Hubs to determine how this was done.

### **Summary of key issues**

The Commission proposes that Lambeth Council:

- (6) Endorse the proposed model for the delivery of Lambeth's library service contained within this report.

<sup>88</sup> Ipsos-Mori (2011) What the public want from Libraries: Submission prepared by Ipsos-Mori. OPM (2008) Sports, recreation and library facilities – Residents' views: report for the London Borough of Lambeth.

## 8.0 Applying the proposed model

- 8.1 Using the findings of the needs analysis and taking account of the evidence received throughout its deliberations the Commission has sought to provide information as to how Lambeth Council could begin to implement the reports recommendations.

### Modernising the library service

- 8.2 The Commission believes the initial area of focus for the library service should be the modernisation of the service with the introduction of RFID technology, Wi-Fi, online book sharing and an enhanced on-line offer. These improvements will begin a process of providing immediate improvements to the quality of the library service within Lambeth.
- 8.3 The Commission also believes that the council should move rapidly to co-produce its redesigned library outreach service and co-produce the identification of potential sites to provide its Library Access Points – as described in section seven of this report.
- 8.4 With regard to the location of library service points, based on analysis findings this paper proposes that the two library service points which would continue to provide a 7 day-a-week comprehensive library would be in **Brixton** and **Streatham**. The Commission's recommendation that Brixton and Streatham retain a 7 day a week library offer is based on the following reasons:
- Both library service points already have large catchment areas and already draw in users from across the borough and, in Brixton's case, the wider London area.
  - Both library service points currently account for over 46% of overall visits to Lambeth's existing libraries including UNJL (Brixton 29.5% & Streatham 16.5%).
  - Both library service points have the highest number of issues compared to other Lambeth libraries.
  - Both library service points have the highest number of visits per hour.
  - Both have town centre locations and are highly accessible via public transport routes – a key requirement for low income and high-need communities.
  - The high street locations of both library service points also facilitate high footfall.
  - Broadly, the centre and south of Lambeth has a higher population comparative to the north. This supports the case for continuing a 7 day a week offer in Brixton and Streatham, especially considering the large catchment areas of both libraries cover a significant amount of the population.
  - Brixton library is located in the borough's most deprived ward, Coldharbour ward, thereby providing easy access to library services for the borough's most deprived community.

- Streatham library is located in an area of comparable need with the rest of Lambeth's wards.

8.5 Whilst the Commission believes that the case for the continuation of a 7 day a week offer at Brixton and Streatham is a strong one, the Commission acknowledges that Streatham's existing library building is in a very poor condition compared to other existing library buildings. Whilst the Commission believes that the current building is in an excellent location, it requires significant capital investment if it is to offer a modern library service that meets the Commission's vision for the library service as well as the present and future needs of Lambeth's citizens. Taking in to consideration that capital funding is not readily available the Commission believes that Lambeth Council and its communities must be pragmatic. Therefore, if investment or a viable plan to improve Streatham's existing library building is not forthcoming, in the short to medium term, other locations (Gracefield Gardens<sup>89</sup> being one example submitted to the Commission), that would improve the customer experience and library offer to residents, should be explored.

### **Starting co-production**

- 8.6 The remaining locations for Lambeth's library service according to this proposal would be delivered through a network of Community Hubs. As described in section seven, Community Hubs are buildings which seek to provide flexible and economical spaces for community groups, social enterprise and statutory organisations to operate in, generate income, co-produce and deliver their services from.
- 8.7 As part of the co-production of library services in Community Hubs the Commission believes that local communities, working with council staff, will need to explore the long term viability of the existing library buildings<sup>90</sup> and their viability in becoming Community Hub locations<sup>91</sup> due to the fact that, in total, these buildings require an estimated £2-3m<sup>92</sup> of capital investment. Given the significant capital pressures on Lambeth Council the Commission acknowledged that it is highly unlikely that the council will be in a position to invest this sum of capital finance into the existing library buildings.
- 8.8 Whilst final decisions about appropriate buildings for the library service will be determined by Lambeth's communities and council staff, through co-production of the library service, the Commission recognises that any decision to provide library services from alternative buildings will take time to implement and will need to recognise the numerous challenges facing each current location. The following sections therefore provides the Commission's views as to the initial topics of discussion around the existing library sites, which should be fed into the co-production process.

<sup>89</sup> <http://www.lambethpct.nhs.uk/a/2509>

<sup>90</sup> Minet, South Lambeth, Waterloo, Durning, West Norwood, Carnegie.

<sup>91</sup> As a new-build library Clapham will not need capital investment and to a large extent is already designed to act as a Community Hub facility.

## Waterloo

- 8.9 The service in Waterloo is currently located in a temporary portacabin located on Lower Marsh, shared with the Waterloo Job Shop. Touring the site, the Commission recognised that space was cramped with little scope to diversify or expand the range of services available at this current location. Such is the limited space, the Commission felt that even using investment to reconfigure the existing space could not deliver a vast improvement in the library offer.
- 8.10 In addition, examining the needs analysis and usage data did not strengthen the case for retaining a library service in the current space. At present, Waterloo accounts for 3.3% of overall visits to the library service and with current opening hours and consideration of the limited scope for making a dramatic improvement in usage the Commission considered that the community would not be best served by maintaining a library service in the existing building.
- 8.11 The Commission acknowledges that the suggestion of service changes is a contentious issue and community representatives for Waterloo Library have made passionate submissions to the Commission. However, faced with the reality of these difficult challenges versus the Commission's commitment to modernising and improving the library service for Lambeth's residents, the Commission believes that a strong case exists to relocate library services in Waterloo to a new building that meets the requirements of a modern, forward thinking library offer.
- 8.12 The Commission is clear that discussions around relocation of the library service in Waterloo, and the service itself, would need to be undertaken in an open and inclusive manner as part of the process of co-production. Through its deliberation the Commission did however note that there are many other community facilities in the locality that may be more suitable for the library service in the Waterloo area. Once such location, which the Commission believes should be considered, is the Waterloo Action Centre (WAC). The WAC is a large space with significant potential to expand its current offer and range of activities to become and increasingly busy and vibrant Community Hub. The Commission believes that the space at this location provides opportunities for library service activities. These could include library services for children, space for study and/or events for users of all ages – all of which are currently impossible for the existing library. An alternative approach may be to provide a Library Access Point in an area of high footfall.
- 8.13 With regard to the existing Waterloo Library site, Commission recognises that it is in a prime location and is likely of significant value. As such the commission recommends that following any relocation of library services the disposal of the Waterloo site takes place and that a significant proportion of the capital receipt from the sale is reinvested in the library service.

## Durning

- 8.14 The Commission acknowledges that Durning is a well used community library accounting for just over 7% of all library visits in the borough. The Commission has taken particular note of the spatial customer analysis of Durning which has highlighted that whilst the catchment area is small compared to other Lambeth libraries, the catchment area itself has a high density of users within it. The library itself is not well signposted and this may contribute to fewer residents new to the area not recognising the location of the library.
- 8.15 On touring the library building, Commissioners also recognised the pleasant interior of the library due to a relatively recent update of the décor and additions such as new blinds and chairs purchased by the active Friends Group. However, despite these positive facts, the Commission could not ignore the extremely poor structural condition of the building overall and the challenges faced by disabled people to gain physical access to the building. In addition, the space available to the library is relatively small in comparison to other libraries and does not offer extensive potential to diversify or co-locate services within existing buildings.
- 8.16 The Commission acknowledges that the building has a basement and a self contained flat within the building which currently has a secure tenant managed by Lambeth Living. Both these spaces are not accessible to the public and that this represents an opportunity to increase the space available to the Library to increase its potential offer.
- 8.17 However, the Commission has noted that, according to the Friends of Durning, the Library would require a capital investment of between £1.5 and £2 million to completely repair and reconfigure the building to make it fit for purpose in the future. The Commission was also presented with evidence that the building will require £750K of capital investment to simply guarantee the structural integrity of the building in the long term – without making any necessary upgrades to modernise the service. This capital requirement is something that the Commission feels that it cannot ignore and for this reason the Commission would strongly urge the community to consider the state of the building and the capital investment needed as to whether the existing building is still fit to offer a modern library service and can keep pace with the demands of an increasingly technology based service.
- 8.18 When looking at the library service in this locality, ultimately, the Commission recommends that citizens are involved in the co-production of a library service at the earliest opportunity. The Commission recognises that due to its proximity to central London that the north of the borough presents the best opportunity to potentially provide a new library offer as part of a redevelopment scheme. One such example that the Commission was made aware of is that of the Oasis Centre opposite Lambeth North underground station to host the library service and community hub in a redevelopment in the medium term to long term.

However, the local community will ultimately make any decisions regarding the relocation of the service.

### **The Archives Service & Minet Library**

8.19 The Lambeth Archives are currently co-located with the Minet Library, close to Myatt's Fields Park. On touring the Library and Archives the Commission recognised the excellent service that the Archives provide considering the challenges presented by the location and condition of the building. The Commission believes that the current location is not ideal for the Archives. Minet is not easily accessible by public transport, the air handling unit (a pre-requisite for protecting historical documents) is ageing and the ever growing archives collection will, in the relatively near future outstrip the space available. Therefore, the Commission recommends that a long term solution must be found to secure the Archives. From considering all submissions the Commission believe there are four current options for the future location of the Lambeth Archives:

- Remain in the Minet with significant investment identified to make the service fit for the future. Consideration could be given to a reallocation of space within the current building to increase the room available for the Archives and reduce library floor space.
- Relocate the Archives as part of the Vauxhall Nine Elms Development<sup>93</sup> in partnership with Wandsworth Council. This would be through agreement with a developer and would need to be within the area identified in the plans as community space, potentially alongside a joint Lambeth/Wandsworth library offer. The Commission also recognises that future partnerships are not restricted to Wandsworth Council and would be open to consider other partnership opportunities with other neighbouring boroughs.
- Relocate the Archives to the West Norwood Library/Nettlefold Halls site as part of the future development of the site in conjunction with West Norwood Cemetery and other community buildings in the area. This could involve a future application to the Heritage Lottery Fund building on the potential linkages between the history of the cemetery and the resources available from the Archives.
- Seek a shared out of borough solution, potentially at a site with ease of access across London and the South East.

8.20 In the future it is envisaged that fewer people will physically wish to visit the Archives with more resources being accessed online. Archives do require considerable, and ever expanding, floor space to store the resources and this storage needs to meet certain requirements regarding humidity, light etc. None of the current options can be achieved in the short term and a longer term plan is required. Once there is a feasible

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<sup>93</sup> <http://www.lambeth.gov.uk/Services/Environment/Regeneration/VauxhallNineElmsBattersea.htm?sl=vneb>



plan for the future location of the Archives then the future of the Minet library can be determined, either alongside the Archives or as a stand alone building. Whichever option is ultimately selected the Commission is of the view that the Archives need to be linked to/share resources with the Black Cultural Archives<sup>94</sup>. The Commission will welcome the input and expertise of the National Archives service as discussions continue regarding future locations of Lambeth's Archive service.

- 8.21 The Commission recognises that the present location of the Lambeth Archives service at Minet Library inextricably links the two services. Minet Library has low usage compared to other libraries in Lambeth and, as stated in 8.19, the library is not located well for access by public transport links. The Commission believes that Minet's location and its inaccessibility inhibits its ability to draw in users from wider than the immediate community. However, considering the co-location with the Archives, the Commission recommends that the library service remains and that the local community are encouraged to co-produce the library service from this location, particularly focussing on how the library can increase its current customer footprint.

### **Carnegie**

- 8.22 On the tour of Carnegie the Commission were struck by the size of the building. The Commission also noted that other Lambeth Library services, such as stock support and the home visit service are currently based in Carnegie and that one room is currently used by Lambeth's IT services. The Commission believes that the size and location of Carnegie Library presents both challenges and opportunities. According to Transport for London's Public Transport Accessibility Level (PTAL) analysis, the library is in an inaccessible location comparative to other library buildings and the Commission believes that this, combined with the library having the lowest number of opening hours of all Lambeth Libraries<sup>95</sup> are key reasons for the library's low usage accounting for 2.8% of all visitors to Lambeth's Libraries.
- 8.23 The Commission acknowledges the claim that expanding opening hours would increase usage, however, even if Carnegie was open as long as even Brixton or Streatham and usage double or even tripled as a result, it would still receive less than a third of the visitors that Brixton receives or half of the visitors to Streatham. These are facts that the Commission cannot ignore. Considering the size and running costs of Carnegie Library, alongside its current usage, the Commission believes that the library service, in this location, does not represent good value for money and that this should be a key discussion as part of the co-production process.

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<sup>94</sup> <http://www.bcaheritage.org.uk/>

<sup>95</sup> Carnegie Library is open for 31 hours per week; this is 0.5hrs less than Waterloo, 3hrs less than Minet, 8hrs less than Durning and South Lambeth and 25 hrs less than both Streatham and Brixton which have the joint highest opening hours of Lambeth libraries at 56 hrs per week.

8.24 However, the space available at Carnegie presents considerable opportunity to diversify and to co-locate services to improve the overall community offer and usage at Carnegie Library. The Commission believes that the existing building is not sustainable and must diversify to make it a viable and well used community hub. The Commission acknowledges the submission, supported by the Friends of Carnegie Library, describing a future vision for Carnegie Library as a ‘flourishing Community Hub’<sup>96</sup> and as such the Commission believes that co-production with the community should take place at the earliest opportunity. As part of co-production, the Commission recommends that the current location of other library services, such as stock support are discussed, that all opportunities for co-location and partnerships with a range of potential public and private funding sources are explored, and that support is given to construct a sustainable business case for the existing building. The Commission hopes that this co-production process results in Carnegie becoming a full community hub that sees the building expanding its offer to the community which results in significantly more users and visitors.

### **South Lambeth**

8.25 South Lambeth is a smaller Library of similar size and usage to Durning Library. Again customer analysis shows a similar small catchment area that is predominantly community based. However, the existing building differs from the likes of Durning Library for two key reasons. Firstly, the building is in a good condition comparative to Durning Library and secondly, the library serves the Stockwell area of the borough which is a more densely populated area of the borough comparative to the north. In addition, the next closest library to the south is Clapham and, for these reasons, the Commission believes that a library service is needed in this locality. The Commission acknowledges the submissions from the local community of South Lambeth Library and other existing community commissioning projects taking place in this locality and recommends that co-production of a library service should take place at the earliest opportunity. Finally, whilst the Commission recognises the comparatively good condition of the existing library building, the Commission would support relocating the library service from the building if the community decides that it would be better served by moving the offer.

### **West Norwood**

8.26 The Commission is disappointed that vandalism at West Norwood Library has resulted in its temporary closure and that the Commissioners were not able to witness the library service in operation in this location. A limited library service is currently provided at the Lambeth Resource Centre to try and maintain a reduced library offer to the local community.

8.27 The Commission acknowledges that West Norwood library is very well used in the south of the borough. The library accounts for just over 11%

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<sup>96</sup> Submission to the Libraries Commission – ‘A Cooperative Vision for Carnegie Library’.

of visits to Lambeth's libraries and that the existing site is well located and includes the Nettlefold Hall which is an important community facility. However, the poor condition of the building has had to be acknowledged as has the need for significant investment in the existing building for services to recommence.

- 8.28 The Commission recognises that in the immediate locality of the library a number of community facilities and assets exist - the Old Library and redevelopment of Norwood Hall<sup>97</sup> are just two of a number of examples. In this sense the Commission recognises that considerable potential exists within West Norwood to improve the broad cultural offer for local residents. The Commission recommends that the community groups and public and private partners work together to co-produce a comprehensive library service alongside other community services.
- 8.29 The Commission believes that the library service in West Norwood could be provided along with an extended range of locally determined services and delivery of new activities through improved facilities following an assessment of a number of existing and future community facilities in the immediate area. This approach would deliver more for West Norwood.

### **Clapham One**

- 8.30 The existing Clapham Library is a popular library accounting for just over 9% of library visits. The Commission is delighted that, as part of a significant regeneration that a new, state of the art library will be provided on Clapham High Street that is due to open in early 2012. The Commission believes that re-locating onto the high street will increase footfall and usage significantly. The Commission is also pleased that the new library will be fitted with modern technology befitting a 21<sup>st</sup> library service, including RFID self service technology, Wi-Fi and more computers. In addition it is expected that the building will contain a café, meeting rooms and flexible spaces for a wide range of activities. The Commission recognises with new technology and flexible facilities in the library building itself, and the fact that the library is part of a development that includes accommodation, a doctors surgery and a new leisure centre, that there is vast potential to provide an enviable community offer to citizens. The Commission therefore encourages the co-production of library services at this location in order to fulfil the potential of the new facilities as well as meet the needs of the community.

### **Staff training and development**

- 8.31 The Commission recognises the challenge inherent in these proposals. It believes that the service will need to use a more technological focus to allow staff to move away from administration and process towards a library service which concentrates its resources on the customer experience.

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<sup>97</sup> <http://www.lambeth.gov.uk/Services/Environment/Regeneration/FutureLambeth/NorwoodHall.htm>

8.32 The Commission recognises that recent changes to the staffing structure form a solid organisational base going into the future, but believes that a strong staff training and development plan will need to be implemented to prepare staff for the necessary cultural change. The Commission recommends that any training plan should concentrate on the following key areas and that a focus on the customer experience should underpin all these elements:

- **Managing culture change.** There will be a need for staff to embrace this change working creatively and flexibly to remain relevant to the communities they serve. This will also entail the need to work collaboratively with local communities ensuring they are involved in the design and delivery of future library services.
- **Training in RFID procedures** related to stock management and ability to assist and promote use of self-issue facilities.
- **“Floorwalking” and active engagement with users** – RFID will enable staff to be freed from some desk duty work. There will be a requirement for staff to actively promote the book stock and other library services by providing reading sessions, demonstrations and general assistance with catalogue enquiries and use of self-issue facilities.
- **Outreach and community engagement** – with the development of library access points and outreach services, library staff will need to identify and work with marginalised communities, ensuring that library services are provided beyond the library walls. This will include the development of community profiles and the need for “laptop library staff” to provide reading and information sessions in access points within the community.
- **Working with community groups and library stakeholders** – library staff will need to develop partnerships with other organisations involved in helping to shape, deliver and manage library provision and other services as part of the community hub model. This may also include training to enable library staff to supervise and manage volunteers.
- **Up to date IT skills** ensuring staff are able to utilise and promote web-based resources in order to satisfy user enquiries. This includes awareness of key information resources, reader development websites, trends in social networking and use of e-books.

### **Reforming the back office**

8.33 The Commission believes that opportunities can be afforded by joining up back office functions across stock, management and central support functions. It was also felt that additional efficiencies may be found by exploring or developing ICT consortia. It was noted by the Commission

that several good practice models are emerging across London as part of the Future Libraries Programme, discussed in paragraph 7.49 and the commission recommends that these are fully explored.

- 8.34 It was further noted that considerable exploratory work has already been done by the seven south east London Boroughs (Bexley, Bromley, Croydon, Greenwich, Lambeth, Lewisham, Southwark) to identify viable options. The commission believe that these should be progressed wherever possible.
- 8.35 The Commission believes that there may be strong potential through joining some services with Southwark e.g. shared stock management and ICT provision and recommends that these are explored.

### **Summary of key issues**

The Commission proposes that Lambeth Council:

- (7) Endorse the proposal to prioritise the modernisation of Lambeth's library service which entails the introduction of RFID, Wi-Fi, enhanced e-book offer and improved on-line services.
- (8) Endorse the proposal that library usage could be increased and financial efficiencies could be found by moving some existing library services from their current locations.
- (9) Endorse the proposal to maintain continuity of the 7 day a week offer at the two most visited library service points (Brixton and Streatham).
- (10) Endorse the proposal that the council should work in a coordinated and coherent way, exploring opportunities to deliver library services through proposed Community Hubs.

## 9.0 Financial implications of the model

### The libraries budget

- 9.1 The Commission has received a considerable amount of financial information regarding the existing libraries budget. The Commissioners held a dedicated session to examine the budget in more detail and the 2010/11 libraries budget was made publicly available as part of the Commission process and can be found on Lambeth Council's website.
- 9.2 The first priority for the Commission was to establish the projected overall operating budget to be carried forward for the financial year 2012/13.
- 9.3 The Commission acknowledges that Lambeth Council applies a corporate recharge to the Libraries service which is calculated so that Libraries pay for their share of Lambeth's corporate services, such as legal and IT services. The Commission also acknowledges that they have received submissions that have highlighted the corporate recharge as a potential source of savings and efficiencies. However, in response it is important to state that the Commission acknowledges that any savings that are achieved from the corporate recharge would not be retained by the library service. The Commission understands the considerable public interest in the issue of recharges to library services but were informed that the corporate recharge is already being examined centrally by the council in a separate process. For these reasons the Commission has excluded the corporate recharges from the deliberations on finances and in building a budget for Libraries, the recharges have been excluded.
- 9.4 Excluding the corporate recharge, the existing libraries budget for the 2011/12 financial year is as follows:

**Table 3:** Libraries Budget 2011/12

	<b>2011/12 projected budget £000</b>
<b>Opening</b>	<b>5,200*</b>
Less financial and service planning already agreed – Nettlefold Hall	65
Less financial and service planning already agreed libraries efficiencies	75
Less staffing restructure savings	710
<b>Projected closing budget 2011/12</b>	<b>4,350</b>

\*2010/11 libraries budget at closedown: £5.2m

## **Allocating the libraries budget 2012 onwards – key principles**

- 9.5 As stated in section seven, the Commission is of the view that the council should be able to demonstrate the level of investment for each of its library service points both now and in the future. Taking this principle and the Cooperative Council vision, the Commission proposes that the available budget for library services is clearly and openly allocated across Lambeth, with each library service point provided with an individual budget based on a clear, fair and transparent formula<sup>98</sup>.
- 9.6 The Commission has had the opportunity to examine a range of data sources and analysis as part of the commission process. Whilst the Commission believes that a suitable funding formula is agreed as part of the co-production process, the Commission recommends that any formula, to ensure fairness should be based upon the following principles:
- Population and projected population
  - Needs analysis
  - Customer demand/usage
- 9.7 Communities will be invited to co-produce how that resource is then spent, choosing their level of involvement, from simply influencing how the council spends the allocated resource, through to communities taking control and responsibility for the resource. The Commission feels this is a genuine opportunity for co-production and community led commissioning. The total available resource will be agreed for each library service and then discussed with communities over how that resource is spent to achieve agreed outcomes. To ensure financial sustainability, the council should 'contract' with communities specifying the outcomes and requirements of the service, with annual reviews as appropriate.
- 9.8 As stated previously, the Commission recognises that Brixton and Streatham, as the only two existing libraries that are open for 7 days a week, account for over 40% of library usage. Brixton in particular, draws over a third more visitors than any other library. Therefore, based on analysis of population, need and the accessibility of both Brixton and Streatham (as set out in section 8) the Commission recommends that these facts are fully and fairly taken into account as part of the budget allocation process to continue the existing comprehensive library service.
- 9.9 From the beginning of the Libraries Commission the target of saving £750,000 by the end of the 2013/14 financial year was clear. However, the Commission has taken the view that the library service is in need of significant and immediate modernisation and investment. In order to create a fund to modernise the service, the Commission proposes that

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<sup>98</sup> In addition to communities working with Lambeth Council to devise an approach to allocating the library budget to the library service points, the Commission also notes that communities already have an ability to input into the overall budget allocation to Lambeth Council's library service through the council's annual budget consultation process.

additional efficiencies over and above the £750,000 target are delivered. As such, the Commission has identified an amount of £276,000 which is described in the table below. This revenue will be reallocated to invest in critical modernisation of the service.

**Table 4:** Proposed revenue savings – for reallocation

<b>Proposed revenue savings – for reinvestment</b>		<b>£000</b>
Upper Norwood Joint Library – reduction in funding in accordance with the budgetary reduction facing library services and other council services.		40
Management costs – reduction in library management posts.		112
Back office efficiencies achieved through shared procurement and shared services – savings identified from sharing bibliographic services and arising from Library Management System contract.		92
Introduction of new outreach model – savings to be achieved through new model for Home Visiting Service.		32
<b>Total</b>		<b>276</b>

- 9.10 The Commission has also been made aware that the council has a specific fund which can be used to pay for non-recurrent investment that must result in savings. The Commission proposes that the council considers a one off bid for approximately £200,000 to supplement the above savings to invest in RFID and other technology. The Commission recognises that this £200,000 would need to be paid back to the council in full over a 2-3 year period and that the council should consider how this can be done effectively.
- 9.11 The Commission recommends that the funding for Lambeth Archives service is ring fenced to protect and maintain this Lambeth wide resource. The projected operating costs for the Lambeth Archives service equates to £165K per year.
- 9.12 The Commission notes that the remaining funding for the Nettlefold Hall in West Norwood is also ring fenced.
- 9.13 The Commission acknowledges the unique position of the UNJL and as such proposes that Lambeth’s share of funding should be ring fenced (if ultimately reduced in line with the savings that the rest of Lambeth’s library offer has to make).



- 9.14 The target of £750K savings by the end of the financial year 2014 is profiled over two years, £400K of savings in 2012/13 and then £350K of savings in 2013/14. The Commission recommends that the aim of the libraries budget should be to operate within the 2013/14 budget as this will ultimately be the budget that all library service points have to operate within.

### 2012/13 & 2013/14 projected Libraries service budget

#### 9.15 The 2012/13 Budget is as Follows:

	<b>2012/13</b> £000
<b>2012/13 opening budget</b>	<b>4,350</b>
Less 750K year 1 saving	400
<b>Budget before ring fencing and allocations (opening budget 2013/14)</b>	<b>3,950</b>
Less £276K for reinvestment and modernisation	276
Less ring fencing Lambeth Archives	165
Less ring fencing of UNJL	170
Less Nettlefold Hall	120
Operating budget for all library service points	3,219
Less Brixton & Streatham	1,500
<b>Operating budget for other library service points</b>	<b>1,719</b>

#### The budget for 2013/14 is projected as follows:

	<b>2013/14</b> £000
2013/14 opening budget	3,950
Less £750K Year 2 saving	350K
<b>Budget before ring fencing and allocations</b>	<b>3,600</b>
Less £276K for reinvestment and modernisation	276
Less ring fencing Lambeth Archives	165
Less ring fencing of UNJL	170
Less Nettlefold Hall	120

Operating budget for all library service points	2,869
Less Brixton & Streatham	1,400
<b>Operating budget for other library service points</b>	<b>1,469</b>

- 9.16 The Commission is aware that many of the libraries require extensive capital investment to bring them up to a reasonable standard with many requiring significantly more investment to future proof the service. It is essential that this is resolved if the community is to be encouraged and supported to co-produce services. A conservative estimate is that over £4 million would be required if all the current library buildings were brought up to a standard fit to last for the next 30 years. This is capital funding that the Commission is aware Lambeth Council does not have and libraries are not currently included in the priority capital investment programme.
- 9.17 Therefore, as part of the co-production process the Commission proposes that all those involved examine the current library buildings and consider whether they are fit for purpose, both now and in the future, and that they are financially sustainable. Clearly, as stated in section eight the Commission has expressed significant concerns about a number of the existing buildings. In these circumstances, the Commission believes alternative locations be identified and the existing library site released for rental or disposal.
- 9.18 The Commission believes that if the library service is able to achieve a capital receipt through the disposal of a library building a significant proportion of this should be available for the service to use to support improvements in the borough's library services. The Commission received evidence on the council's approach to the development of Community Hubs. The approach proposed for the asset management of library buildings builds on the Third Sector Property Strategy for the development of Community Hubs and the reinvestment of capital receipts to support a sustainable future property portfolio.

### **Income generation**

- 9.19 The Commission received a number of suggestions and submissions regarding income generation, similarly, the Commission would like to acknowledge a number of responses from the consultation process that also highlight ways that could increase the income generated. The Commission has explored a number of options for income generation to make inroads into the £750K savings target. However, the unfortunate reality is that the potential income yields are small – particularly on increasing charges on everything from photocopying to DVD rentals and will make a minimal impact on the savings target. Despite this the Commission retains its recommendation that the council continues to

creatively explore all potential ways of generating additional income for the library service.

9.20 Some of the income generation sources that the Commission has explored are as follows:

- **Increase the rental charged to existing tenants:** Commercial organisations rent space in Brixton and Streatham libraries. They pay rental for each site. The rental negotiated some time ago reflected the focus on service delivery rather than income generation. The Commission recommends that the level of rent charged is reviewed as it has not been increased for some years.
- **Bring in a commercial enterprise:** Commercial bookshops, coffee shops and other retail outlets would require space, sufficient footfall and the right location for competitive business. The suggestion of integrating a café into a library has been proposed in many different submissions and in consultations as an income generation option. However, the Commission has discovered that whilst a coffee shop may increase the footfall and overall visitors to a library they should not be viewed as a reliable or significant income stream.
- **Co-locate council staff and/or services:** It may be possible to accommodate small numbers of existing council staff in libraries, recharging other departments for this and sharing the costs of running and maintaining the building. The Commission proposes that this is raised with the council.
- **Rental from venue hire:** It would be possible to raise some rental by hiring out space to community groups, local businesses etc. for meetings, training courses, concerts, as a film venue or for other performances or events. Currently the service does not rent out space as there are very few rooms of rentable quality across the building stock. The Commission believes this may be achievable with some upgrade to facilities. The use of library buildings has traditionally been given for free for events organised by the Friends of Libraries.
- **Increase current charges:** Unlike many other boroughs Lambeth does not offer colour printouts or photocopies, although their charges are broadly in line with the lower end charges of other boroughs. Faxing charges however vary greatly. Lambeth could consider charging for better quality paper, for example if printing a CV or for job applications, and could make photo quality paper available for a fee.

Lambeth's overdue charges are at the upper end when compared to other London boroughs and exemptions are in line with those made by other boroughs.

**Reservations:** Lambeth offers a free service for books in stock. The charge for stock that has to be requested from elsewhere is £1 and is

comparable with other boroughs. Customers are also emailed or telephoned when the reserved item becomes available.

**CDs/Videos/DVDs/CD ROMs:** There are currently loan and overdue charges for CDs, Videos, DVDs and CD ROMs. Audio items are free for under 16s, over 60s or those registered blind or deaf. In Southwark these fees and charges apply to all borrowers. Westminster offers annual or quarterly subscriptions for the loan of music recordings and DVDs (quarterly only).

**Archives:** The Archives charge for a variety of its services. If all charges were reviewed it is estimated that up to an additional £600 per annum could be generated.

**Other charges:** Various boroughs sell USB memory sticks for between £5 to £8.20. Some boroughs charge to place items on library notice boards – from between £1.20 to £3 per item. Westminster charges £1.50 for headphones, 10p to £2 for carrier bags and up to £10 per annum for cassette player hire for home library customers.

- 9.21 Overall the Commission have looked at the options for generating income and have concluded that it is realistic to estimate that a further £5,000-£10,000 could be raised by generating additional income across the service, pending further input from communities.

### Summary of key issues

The Commission proposes that Lambeth Council:

- (11) Endorse the proposal to devise, with consultation, a simple and transparent way of allocating funding to the library service which will underpin the co-production of the service.
- (12) Notes the capital requirement for existing library buildings and that if capital receipts are secured that the council looks to reinvest a portion of these receipts back into library buildings.
- (13) Endorse and acknowledge that UNJL is a unique library service and that Lambeth's share of funding remains ring fenced.
- (14) Endorse the proposal the Lambeth Archives Service is a borough wide resource and funding for this resource be ring fenced.

## 10.0 Next steps

- 10.1 Within this report the Libraries Commission has set out its proposals as to how Lambeth Council could radically transform its library service – improving the service citizens receive, making the financial savings the library service has agreed to and providing communities with a much greater say in the type of library service they receive locally.
- 10.2 The Commission firmly believes that these changes are both realistic and deliverable. However prior to these proposals being implemented the Commission believes that Lambeth Council should undertake further community engagement with Lambeth’s communities both to explore the most effective ways to implement this model for library services and to gather their views on the model overall. This period of community engagement would also enable Lambeth Council to undertake an analysis of the Commission’s proposals and commence internal deliberations as to how this model could be implemented – if it ultimately becomes council policy.
- 10.3 Whilst it will ultimately be a decision for Lambeth Council, as to how it works with its communities to consider the content of this report, the Commission hopes that these conversations could commence in December 2011 and be completed by February 2012. This would enable Lambeth Council to finalise its plans to begin implementing this library service model in March 2012 – prior to the commencement of the new financial year in April 2012.

### Summary of key issues

The Commission proposes that Lambeth Council:

- (15) Undertake a further period of community engagement, commencing in December and ending in February, with Lambeth’s citizens to gather their views on the proposed new library model and the most effective way to implement the model.
- (16) Finalise its plans to implement the new library service model, subject to any changes as a result of the consultation and community engagement process, in March 2012.

## **In summary**

The Commission recommends a simple model for the future of Lambeth's libraries. Firstly, push to achieve as great a level of efficiency as possible, and then invest in modernising the service. Finally, shift the approach to libraries to one that is co-produced with the communities of Lambeth and put library services on a sustainable financial footing.

The Commissioners feel that many of the proposals in this vision for Lambeth's libraries are not new or different to those being explored in councils in other parts of the country. Pursuing greater back office efficiencies, modernising staffing structures and undertaking shared procurement simply must be done. However, there are also some bold and courageous features of this model that the Commissioners feel would help Lambeth Council stand tall in defence of public library services.

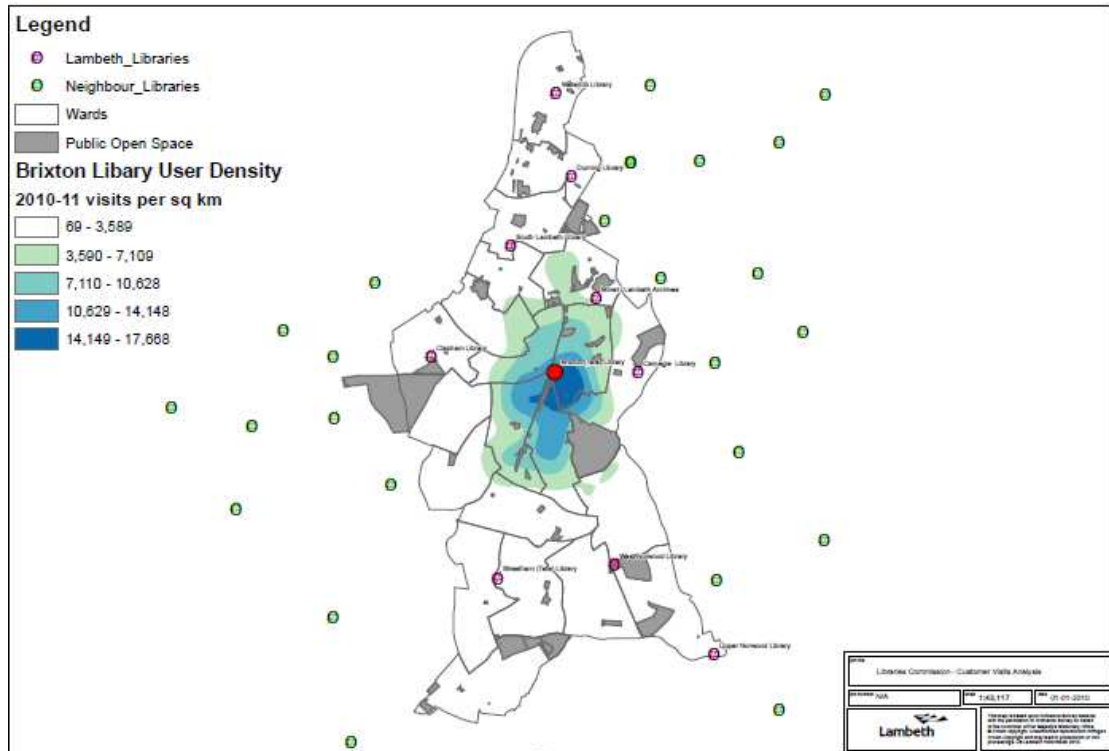
If Lambeth Council genuinely embraces the Commission's interpretation of the Cooperative Council, then a bright future can be imagined and realised for Lambeth's library services.

That bright future is one where clear, specific and transparent budgets are set for each library service point with communities co-producing services that meet their local needs and aspirations. In a borough as diverse as Lambeth, it is absolutely crucial that library services are accessible to communities, irrespective of where they live or their personal circumstances. Library services must provide choice, personal to each and fair to all. The service will be modern, more accessible and crucially, will be attracting new users, bringing the community together to enjoy cultural experiences, embrace new learning and experience stronger levels of wellbeing.

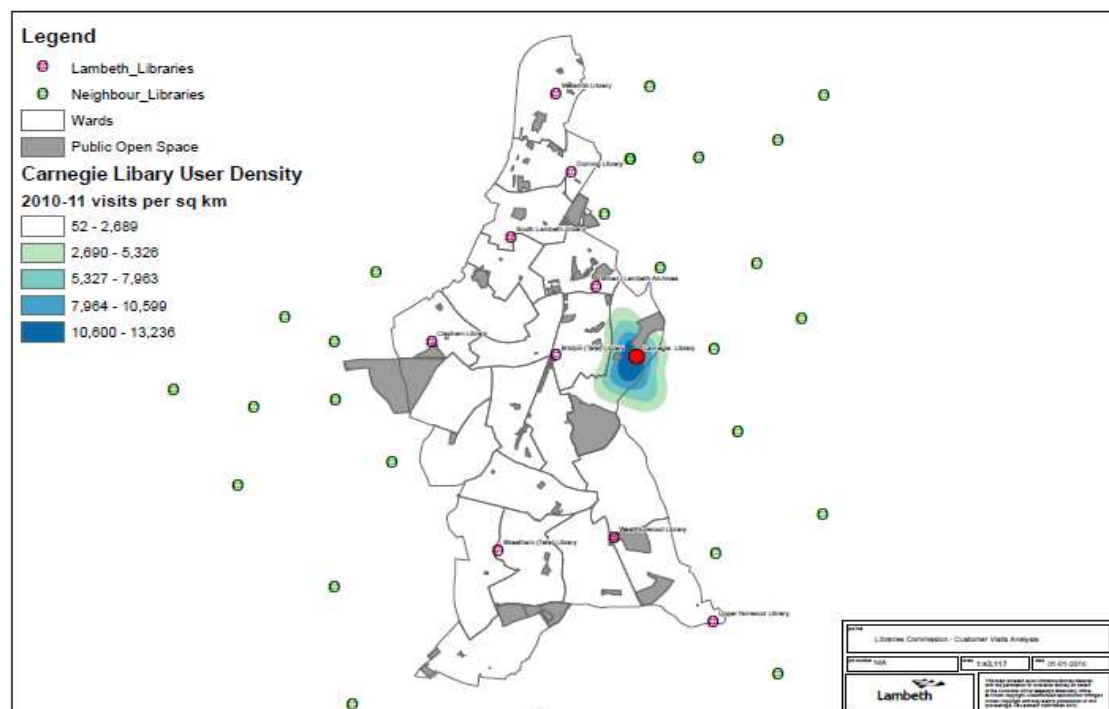
## Appendix One: Library usage – spatial analysis

This appendix provides spatial analysis of library usage for each of Lambeth’s libraries.

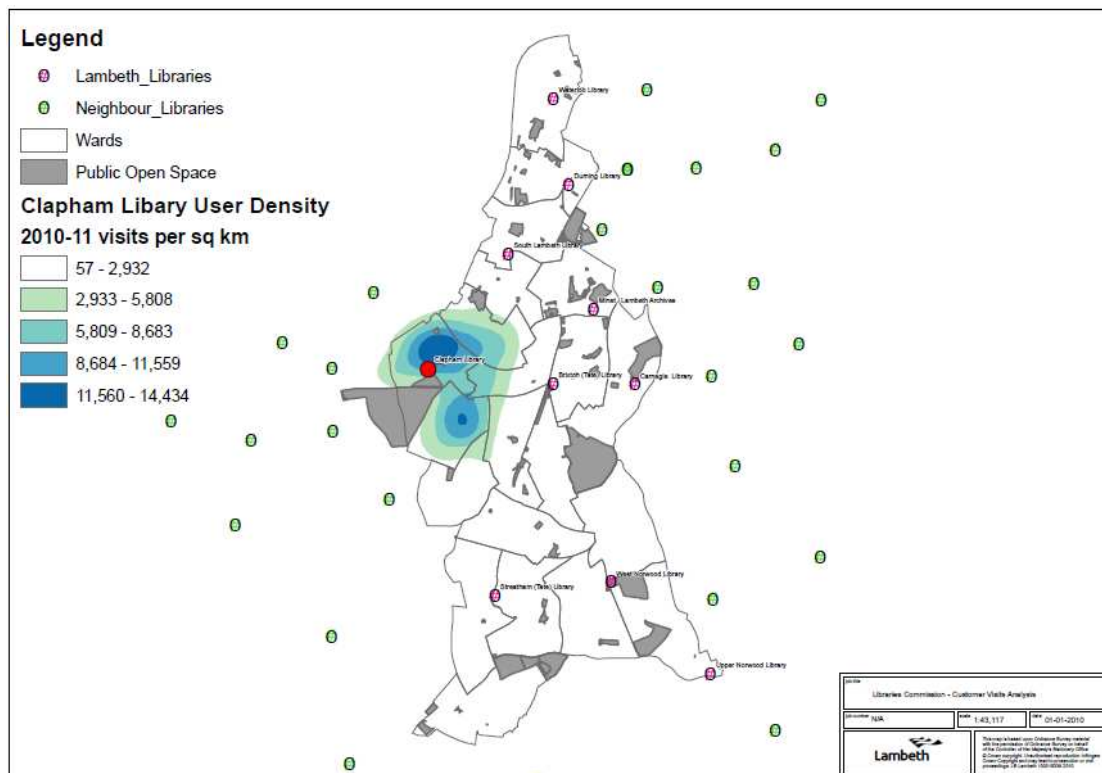
### Brixton



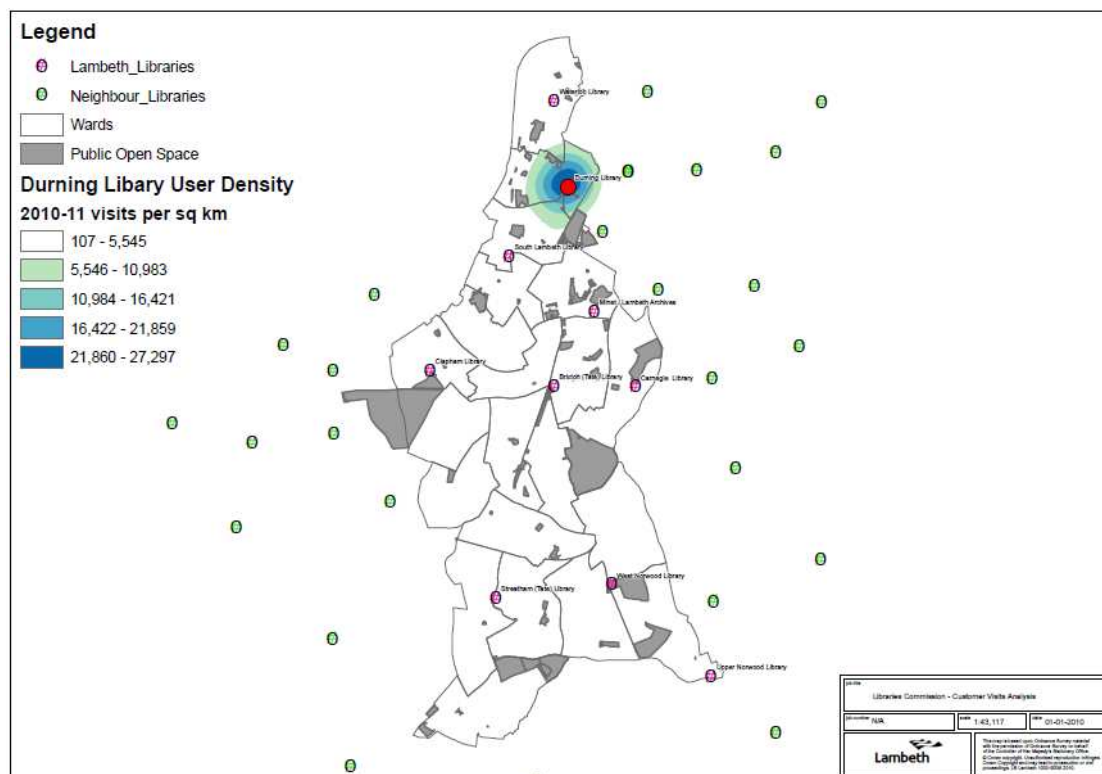
### Carnegie



## Clapham (Existing site)

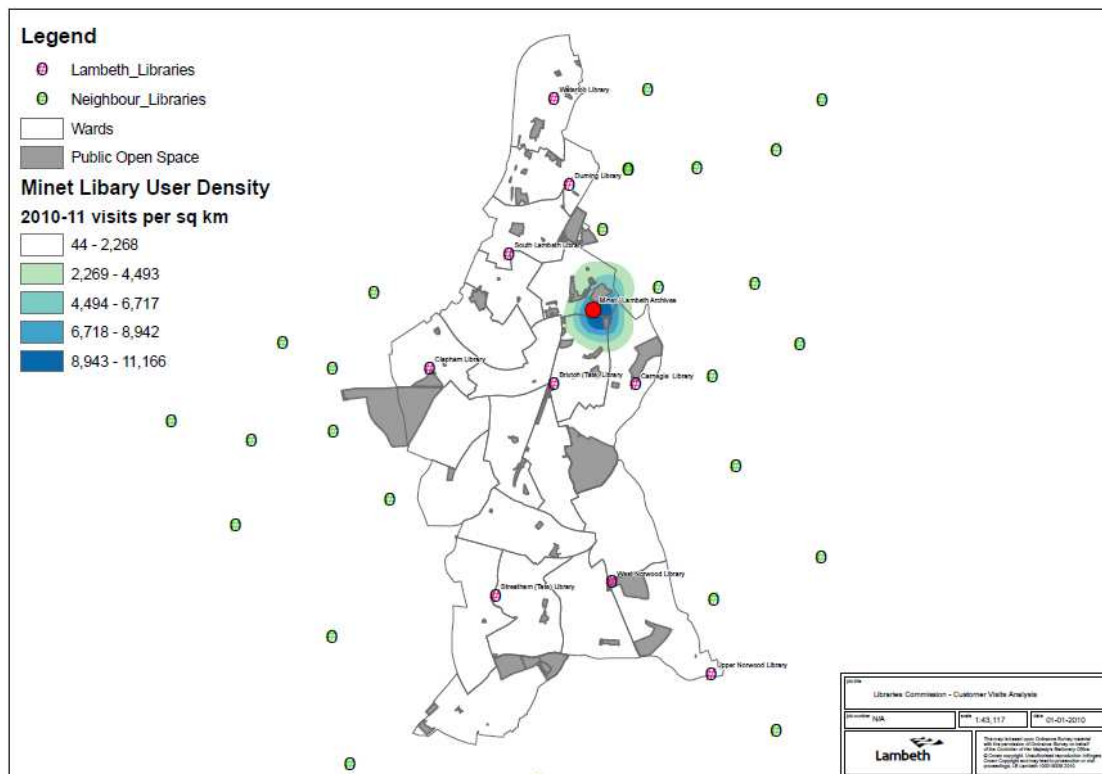


## Durning

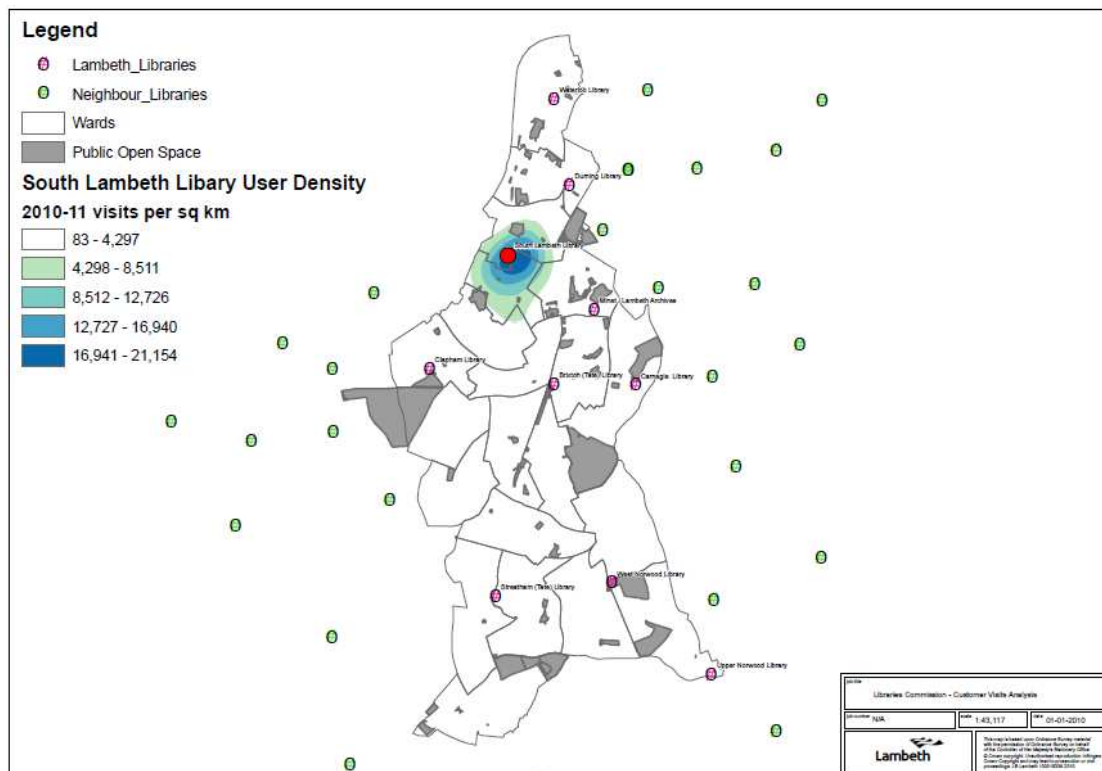




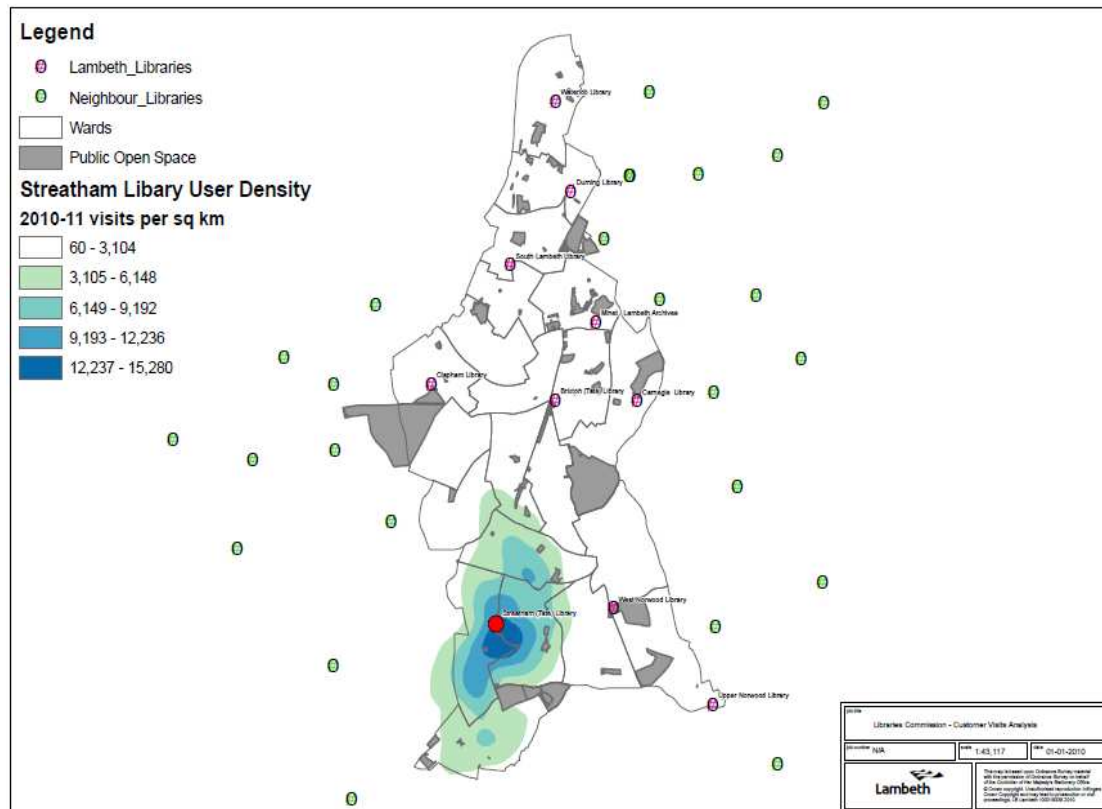
## Minet



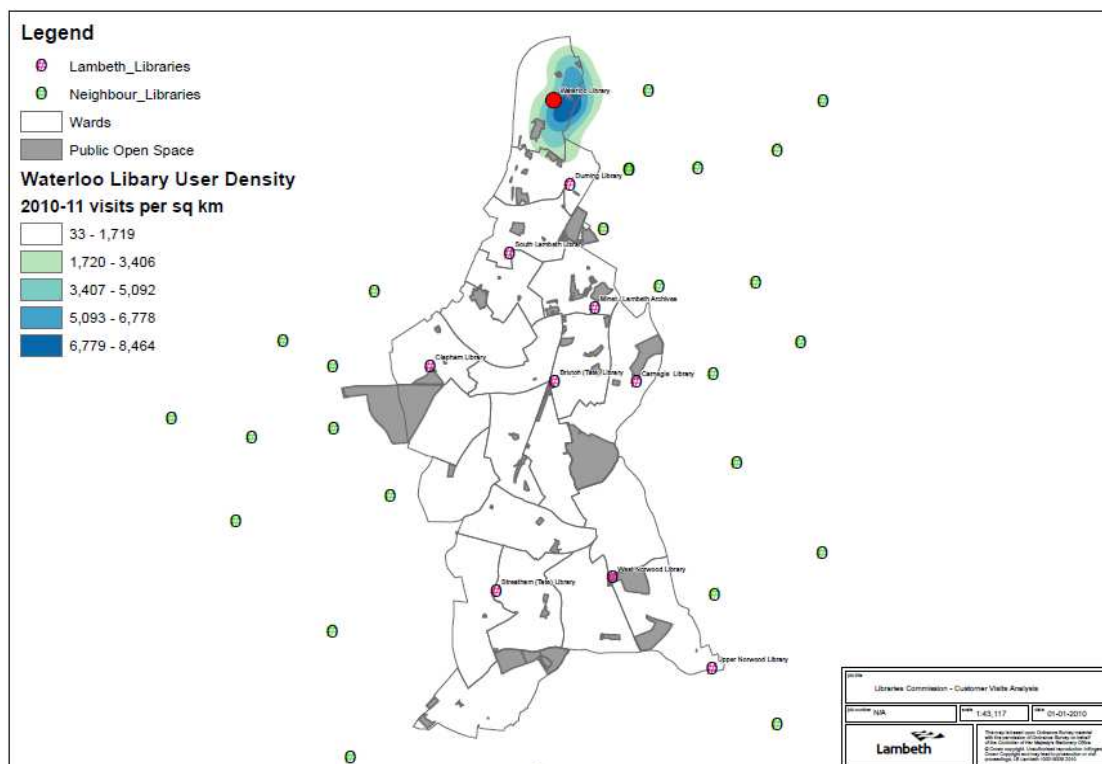
## South Lambeth



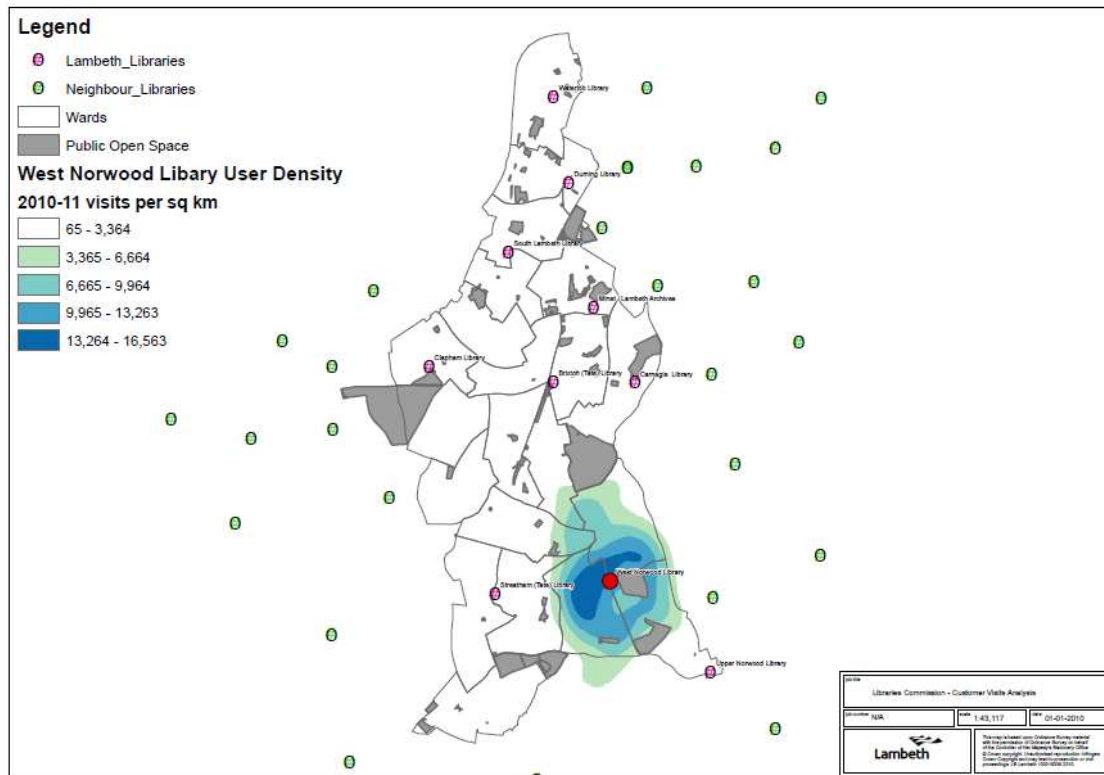
## Streatham



## Waterloo



# West Norwood



## **Appendix Two: Organisations which submitted evidence to the Commission**

Askews & Holts Library Services

City of Edinburgh Council

Croydon Labour Group

Ecomodo

Engine Group

Exchange Group

Fenstanton Primary School

Friends of Brixton Library

Friends of Carnegie Library

Friends of Durning Library

Friends of Lambeth Libraries

Friends of Minet Library

Friends of Tate South Lambeth Library

Friends of Upper Norwood Joint Library

Friends of Waterloo Library

Gardeners Books

GMB

Hampshire County Council

Innovation Unit

Ipsos-Mori

John Laing (Hounslow Libraries)

Lambeth College

Lambeth Conservative Group

Lambeth Labour Group

Lambeth Local History Forum

Lambeth Youth Mayor and Deputy Youth Mayor

Lambeth Youth Mayor Advisory Panel

Locality

London Borough of Haringey

London Borough of Lewisham

London Borough of Merton

London Borough of Tower Hamlets

London Borough of Sutton

London Cultural Improvement Programme

Manchester City Council

Museums Libraries and Archives

Network of Education Librarians

NHS Lambeth

OPM

Shared Intelligence

Social Enterprise London

The Reader Organisation

Unison

UK Youth Parliament

Upper Norwood Joint Library

Waterloo Community Development Group

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