

# LIBRARY INFRASTRUCTURE BUSINESS CASE

## LIBRARY SERVICE REVIEW

Version: 1.0  
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File held in:

### 1. VERSION HISTORY

Version	Date	Comments
0.2	2011-01-05	2 <sup>nd</sup> draft
1.0	2011-01-18	Final Version for Cabinet meeting on 25 <sup>th</sup> January 2011

### 2. DOCUMENT APPROVALS

This business case is one part of the documentation making up the full Library Service Review.

Name	Role	Signature / Reference to evidence of approval	
			Date
Rod Craig	Project Sponsor, Executive Director CAS		
Cllr Sir Peter Brown	Portfolio holder for Communities		
Mike Hosking	Service Director: Libraries, Learning and Culture (LLC)		
Pat Harding	Corporate Director: Customer Service & Transformation		
Janet Bosworth	Head of HR		
Christine May	Head of Libraries, Archives & Info (Acting)		
Chris Heaton	Head of Policy, Planning and Culture, LLC		
Helen Maneuf	Head of Audit and Risk Management		
Eve Jarvis	Interim Strategic Manager, LLC		
Sue Hughes	Board member, Museums, Libraries & Archives Council		
Jon Anderson	LSR Project Manager		

### 3. PURPOSE OF THIS DOCUMENT

The Business Case is a description of the reasons for the project and the justification for undertaking it, based on the estimated costs, risks and the expected business benefits and savings. The Business Case is the most important set of information for the project as it drives the decision-making process. It is updated if any changes occur to the project to ensure it is still aligned to the business objectives.

### 4. PURPOSE OF THE PROJECT

#### 4.1 Description

**This business case forms one strand of the Library Service Review. It seeks to identify a pattern of future library service delivery by the County Council, which:**

**provides a network of static libraries which is affordable, sustainable and coherent in terms of geographical coverage and community need - and which therefore ensures that Cambridgeshire County Council continues to meet its mandatory statutory duty to provide a “comprehensive and efficient library service” under the 1964 Public Libraries and Museums Act meets the budget savings requirements for the service within the County Council’s 2011-12 Integrated Planning Process**

Cabinet at its meeting on 28<sup>th</sup> September agreed a range of next steps, of which the following relate to this business case:

- to assess libraries for either conversion to a library access point / community supported and operated model or for possible closure
- to inform the next phase of the Review it was agreed to explore the Library Service fitting in with the Coalition's drive for Localism and The Big Society with an emphasis on libraries being community hubs providing wider services.

#### 4.2 Business Need

This work stream is one of the elements of the Library Service Review, the overall aims of which are to:

- seek positive and innovative outcomes which will benefit customers and embody best practice and modernised services
- achieve the required budget savings in a way that minimises the impact on frontline service delivery, whilst reducing management and overhead costs to the minimum
- ensure the long term sustainability of services which are fit for purpose and meet community needs
- support staff and customers through the change and challenges ahead, ensuring they are kept well informed and able to engage / participate in the process

This strand of the work to meet that business need is focused on the number, location and pattern of provision of community libraries across the County.

The key business need is to reduce the cost of running the Libraries, Archives and Information Service in Cambridgeshire by 36% over the next four financial years, in line with the spending decisions in the Council's existing Integrated Plan and the additional reductions which have

become necessary during the Autumn in the light of the Comprehensive Spending Review and its implications for priorities within Cambridgeshire.

Cabinet at its meetings on 5th July and 28<sup>th</sup> September 2010 agreed to the approach proposed for assessing libraries. This pulls together all the relevant data to make initial decisions on which libraries in Cambridgeshire can be identified for exploring at the local level with partners and communities the possibilities of:

- combining with other public services and / or other libraries by sharing the use of buildings as local community "hubs"
- developing ways of involving local communities in managing and operating local libraries - including exploring links with the proposed Countywide trust for libraries, adult learning and culture services

Cabinet called in particular for a review of the library assessment methodology to ensure it fairly reflected service accessibility to services in both rural and urban settings.

This initial assessment approach – set out in more detail in section 6 of this business case and the following Appendix to this Cabinet report (Appendix 5) - involves:

- community needs analysis of communities (taking particular note of the findings and recommendations of the Wirral Enquiry) including distance to nearest alternative libraries, transport and deprivation factors
- performance analysis of the 25 community libraries across the County – in both urban and rural locations

The initial assessment and the balanced scorecard it produces will then be followed by more detailed discussion and consultation based on profiles / commentaries on the local circumstances of each library and its community, focusing on the community hub or community management alternatives, and leading to final carefully considered and reasoned decisions on the future pattern of types and locations of library service provision across the County.

#### **4.3 Contribution to Corporate Mission**

There is a close strategic fit between this strand of the review and the five priorities which are informing and underpinning the 2011-12 Integrated Planning process:

1. Helping people to live independent and healthy lives
2. Giving children and young people the best possible start in life
3. Supporting people when they need it most
4. Developing our local economy for the benefit of all
5. Ensuring essential everyday services are provided

There is a similar fit with the emerging vision for CAS services, which is to:

- Safeguard from abuse and discrimination
- Promote health, wellbeing, quality of life and independence
  - Individual
  - Family
  - Community
- Enable through choice, control, engagement, customer focus

- Remove duplication/replication of function/activity
  - Within CAS
  - Across Council
  - Across geography – local, County, region
- Pursue prevention and localism
- Transform Service Delivery
- Reduce Unit Costs

At the same time the review of library provision is equally in line with the following guiding service delivery principles which will inform the Council's ways of working towards our priorities:

- **Localism** – we want to be a genuinely local council, handing power for decision making, budgets and service provision to the most local level possible
- **Commissioning** – we'll provide services directly when it's clearly better value that we do it ourselves. We will be working with partners, to make sure whoever is best suited to provide services which deliver the right outcomes and the best value does so
- **Prevention** – we'll focus on services that help people early on – increasing their independence and choice and helping them to help themselves. This improves their quality of life whilst reducing cost
- **Collaboration** – we want to continue to work better in partnership with other organisations to get the best possible value for money for taxpayers. We want to go further and identify more opportunities, working not just with other organisations but with the public too.

Finally, the review will seek to ensure that the Library Service continues to contribute to positive outcomes for individuals and communities in relation to the following existing strategic objectives of the County Council:

- Enabling people to thrive achieve their potential and improve their quality of life.
- Supporting and protecting vulnerable people.
- Managing and delivering the growth and development of sustainable communities.
- Promoting improved skill levels and economic prosperity across the county, helping people into jobs and encouraging enterprise.

#### 4.4 Key Benefits

This work package will seek to ensure that the following key benefits are delivered:

<b>Benefit 1: Continued Access to Services</b>
The options proposed in this business case seek innovative alternative ways of ensuring continued access to library services in the face of major reductions in the County Council budget. As such, it seeks to provide ongoing access to reading, learning and information resources, and – in the case of the community hub concept – to enable greater opportunity to access local facilities and public services and Increased access to a wide range of information and resources.
<b>Benefit 2: Potential for libraries to be developed as community hubs</b>
Community hubs would produce the benefit of cost effective use of existing buildings - well located, safe, neutral spaces at the heart of their communities.

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The creation of community hubs will empower the community to become more involved in the library service in future and will promote the 'big society' agenda.

### **Benefit 3: Community engagement**

Effective communication, consultation and involvement of local communities where libraries are identified for either conversion to a library access point / community managed and operated model. This together with the expansion of the use of Library Friends groups and the use of volunteers will engage the community and help them to develop a vision of a shared future for the library service.

### **Benefit 4: Localism**

The community managed library access option set out in this business case opens up the potential for communities to develop local ways of sustaining community supported library provision, possibly using the community right to buy provisions of the Localism Bill currently before Parliament. As a result this will provide opportunities for greater participation in community life and more active involvement in service provision by local communities.

### **Benefit 5: Community Cohesion**

The concept of community hubs and the community management of libraries, and the expansion of Library Friends groups and the use of volunteers will allow members of the community to get to know one another and their community. Furthermore, the community hub would foster a greater sense of community and promote social participation and inclusion, as well as providing access to knowledge, learning and information. Libraries will continue to be inclusive and further equality of opportunity.

## 4.5 Key Stakeholders

Stakeholder Group	Role/Contribution	Potential Conflicts
Staff	Running front line library services	Resentment from job losses
Library users	Using library services	Loss of local access to library services
Local communities	Recognising and valuing library services as a vital part of the fabric of the local community. Advocating for the service locally and volunteering / participating in the service and its management	Will resist any diminishment to local services.
Local Councillors – County, District, Town, Parish	Representing the interests of the local community	Balancing the interests of local communities in retaining access to library services with pressures to maintain other services within the overall context of the need to make unprecedented levels of savings.

## 5. OPTIONS

### 5.1 Options considered

In this Business Case two options have been considered for the future pattern of library service provision. Libraries will be considered for the following options:

**combination with other public services and/or other libraries by sharing the use of buildings as local community "hubs". (The buildings shared may be the existing libraries or other community buildings in the locality)**

or

- transferring management and operation to local communities

Both options start with an assessment of the existing 25 community libraries in terms of performance and community need, in order to establish those which could be considered for these alternative delivery options

This strand of the Library Service Review has a target saving of £573,000 over the 3 financial years 2012-13 to 2014-15.

### 5.2 Options considered but not appraised:

Continuing to operate the whole of the existing network of local libraries on the current basis as directly provided County Council facilities has not been considered, because this will not enable the required level of savings to be achieved.

The seven largest libraries – those in the main market towns and the Central Library in Cambridge – have not been included in the assessment. Since these libraries are in the main centres of population and services and have the highest levels of usage, both their performance and their ability to meet community needs across wider catchment areas exceeds those of the local community libraries. As a result the scale and complexity of operation of these facilities is of a different order to the community libraries and it is considered that they will need to continue to be directly managed and operated by the County Council.

## 6 OPTIONS APPRAISAL

### Option 1: Conversion of local libraries to community hubs, combining with other public services and / or other libraries by shared use of buildings

#### 6.1.1 Description

Given the scale of the savings required, it will not be possible to maintain the current number of libraries in future. The reductions will come from within the 25 community libraries, rather than from the seven largest libraries, as indicated in paragraph 5.2 above.

The detailed assessment methodology used involves a range of both performance and community need indicators and is being applied to all 25 community libraries. The libraries which will be affected will finally be determined by Members, based on the outcome of the assessment of all 25 libraries. That final decision on the way forward will not be based simply and solely on this quantitative approach. Using the assessment methodology, those libraries which have less community need will be identified. Qualitative data in the form of profiles providing further commentary on the libraries and the needs of the communities served will

then also be taken into account, along, of course, with the results of the public consultation processes. This second stage of the process described in more detail in paragraph 6.1.2 below.

This two stage process allows room for manoeuvre and more detailed consideration in terms of:

**levels of need  
feasibility of combining the delivery of a range of services through existing  
community buildings and the appetite of partners to enter into such  
arrangements  
the appetite of communities to take on the management and operation of  
community libraries  
levels of savings achievable for the Library Service and also the other partners  
involved  
considering the overall pattern of provision across the County, taking into  
account any other specific factors, such as the proximity of libraries in  
Cambridge City to one another and to the Central Library**

### 6.1.2 Implementation Approach

#### ***Library Assessment – Stage1: Community Need and Performance Factors***

The first stage of the assessment process is to apply the agreed quantitative assessment methodology to all 25 community libraries.

The overall aim of the assessment process is to provide a basis for being as objective and rational as possible in identifying libraries for alternative models of delivery.

The robustness of this methodology is most important in order to ensure the decisions made are properly evidenced – i.e. based on detailed, hard evidence. It is likely to come under a great deal of scrutiny as the findings and proposals are made known. It is also vital to heed the findings of the DCMS enquiry into the Wirral Library Service, which was criticised for failing to make an assessment of local needs, and for displaying a lack of logic around its proposals for the future pattern of library provision.

The principles and methodology for assessing libraries have been developed from those adopted for the 2002-03 Library Strategy Review. The previous range of community need and performance criteria has been updated and expanded, taking into account the latest data sources, in order to ensure that all factors which count towards the value of each individual library are taken into consideration. In particular, Cabinet at its meeting on 28<sup>th</sup> September 2011 asked officers to review the library assessment methodology to ensure it fairly reflected service accessibility in both rural and urban settings.

The detail of the criteria and scoring methodology is given in Appendix 5. Higher performance scores generally indicate higher levels of activity; the criteria cover both recent outturns and trends over time. Higher community scores indicate some or all of the following aspects of greater community need: greater distances to the next nearest library; larger catchment populations; larger population growth forecasts; higher numbers of children and older people in the catchment area; higher socio-economic and deprivation factors; poorer access to a range of services and facilities; poorer access to public transport and/or car ownership.

### ***Library Assessment – Stage2 : Library Profiles, Public Consultation, Consideration of Alternatives***

As indicated earlier, final decisions on the future operation of individual libraries will not be based simply and solely on the quantitative approach in the library assessment methodology. They will also follow a more in-depth consideration of the libraries which have less community need, by:

- considering individual profiles which bring in more qualitative data beyond that which is taken into account in the qualitative assessment – in particular:
  - analysing further and commenting on the usage / performance data
  - factoring in the results of the community needs analysis provided by the County Council's Research Group
- taking into account the outcomes of further detailed public consultation
- carrying out a Community Impact Assessment based on the above data.

In relation to this first option, a key focus of the further stage in the process will be to assess the potential and the feasibility of sharing buildings for the delivery of library and other public services to form local community "hubs". Three principles will underpin the development of partnership opportunities for the establishment of community "hubs":

**links will be pursued with County Council and other public service partners  
the buildings shared may be existing libraries or other community buildings in  
the locality**

**it is essential that these arrangements make the savings required from the  
Library Service, as well as the savings required from the other partners involved.**

#### **6.1.3 Interdependencies**

The Library Service Review Board is working on a range of measures (outlined in the overall strategy report accompanying this business case) in order to deliver the savings required in the Council's 2011-12 Integrated Plan.

Should any of the other savings proposals fail to prove viable, or to achieve the level of savings required from that element of the Review, it may then be necessary to increase the level of reduction sought from the operation of community libraries across the county.

#### **6.1.4 Costs**

Savings requirement of £573,000 over the 3 financial years 2012-13 to 2014-15.

#### **6.1.5 Major Risks**

The following table lists key risks facing this strand of the Review.

<b>Risk 1</b> <b>Description:</b> The Council becomes subject to Judicial Review because the extent of the savings means that it fails in its statutory duty to provide a comprehensive and efficient library service and/or decision-making is not judged to be sufficiently strategic.	<b>Probability:</b> <b>Medium</b>
<b>Impact: High</b>	<b>Cost impact:</b>  To be determined



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Minimisation	Cost	Person Responsible
<p><b>Demonstrate that the future shape of the service is evidence-based, taking into account detailed research into current usage / performance and community needs analysis, including the general and specific needs of adults and children who live, work and study in the County.</b></p> <p><b>Community profiling, needs assessment and analysis of the results of public consultation and community engagement will be used to determine the best geographical spread access to library services across the County.</b></p>	£	
<b>Risk 2</b> <b>Description:</b> Adverse public reaction as a consequence of the perceived threat of library closures.		<b>Probability: High</b>
<b>Impact: High</b>		<b>Cost impact:</b> To be determined
Minimisation	Cost	
<p><b>Communications Strategy, including public meetings for each library where alternative delivery models are being considered.</b></p> <p><b>Full engagement with all communities involved.</b></p>	£	
<b>Risk 3</b> <b>Description:</b> In some communities it may not be feasible to develop a community hub because suitable buildings may not be available and/or appropriate partnerships cannot be formed.		<b>Probability: Medium</b>
<b>Impact: High</b>		<b>Cost impact:</b> £
Minimisation	Cost	
<p><b>Drawing widely on colleagues' knowledge and data sources and existing information on community buildings gathered for the Making Assets Count initiative</b></p> <p><b>Investigating thoroughly the possibilities for making links with other public services</b></p>	£	
<b>Risk 4</b> <b>Description:</b> The full savings targets are not met in the required timescales due to the complexity of some of these proposals and the time required for their implementation.		<b>Probability: Low</b>
<b>Impact: High</b>		<b>Cost impact:</b> £

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Minimisation	Cost	Person Responsible
Thorough financial planning and close financial monitoring throughout the implementation period.	£	
<b>Risk 5</b> <b>Description:</b> Any proposal to change the existing Service Levels Policy would need to be underpinned by a full Community Impact Assessment		<b>Probability:</b> <b>High</b>
<b>Impact:</b> Medium		<b>Cost impact:</b> £
Minimisation	Cost	Person Responsible
The extensive research undertaken for the library assessment process and profiles will provide a sound basis for the Impact Assessment. An overall Community Impact Assessment has already been completed for the Library Service Review as a whole. This will be updated and developed as the process progresses.  Particular attention will be directed to access for children and older people. They are the most intensive users of local library services and are therefore most at risk of inequitable treatment as a result changes to local access to library services	£	
<b>Risk 6</b> <b>Description:</b> Changing existing library provision in the Cambridge area in advance of securing commitment to funding for provision in the new communities could undermine the Council's position in relation to the developers.		<b>Probability:</b> <b>High</b>
<b>Impact:</b> Medium		<b>Cost impact:</b> £
Minimisation	Cost	Person Responsible
Providing evidence of need in relation to provision in the new communities.	£	
<b>Risk 7</b> <b>Description:</b> Overall library service performance may be affected		<b>Probability:</b> <b>High</b>
<b>Impact:</b> Medium		<b>Cost impact:</b> £
Minimisation	Cost	Person Responsible

<b>A balance will need to be struck between performance and community factors in making final decisions on future library provision. It is worth noting that giving preference to community factors at the expense of library performance is likely to result in a decline in overall library performance, whilst leaning towards performance may run counter to the Council's priorities.</b>	£	
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## **Option 2: Transfer of local libraries to a community managed and operated model of delivery**

### **6.2.1 Description**

The same assessment methodology as described in Option 1 above will be used. Similarly, the libraries involved in consideration for this option will initially be the same as for Option 1. As the process evolves, schemes will be developed which see some libraries being identified for conversion to community hubs and others for transfer to a community managed and operated model.

### **6.2.2 Implementation Approach**

In the case of this option conversion to a supported community managed and operated model. The communities involved will be invited to produce a robust business case for establishing and operating a community library facility which would be capable of meeting and sustaining a service delivery and quality specification produced by the County Council. It is recognised that not all communities affected may have the appetite and the resources required to undertake this commitment.

### **6.2.3 Interdependencies**

The same inter-dependencies apply as in 6.1.3 above.

### **6.2.4 Costs**

Savings requirement of £573,000 over the 3 financial years 2012-13 to 2014-15.

### **6.2.5 Major Risks**

The risks for this Option are shared with those in Option 1 above, but in most cases the Probability and/or the Impact increase because of the increased number of communities involved.

<b>Risk 1</b>	
<b>Description:</b> The Council becomes subject to Judicial Review because	<b>Probability</b>

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the extent of the savings means that it fails in its statutory duty to provide a comprehensive and efficient library service and/or decision-making is not judged to be sufficiently strategic.		<b>High</b>
<b>Impact: High</b>		<b>Cost impact:</b> To be determined
<b>Minimisation</b>	<b>Cost</b>	<b>Person Responsible</b>
Demonstrate that the future shape of the service is evidence-based, taking into account detailed research into current usage / performance and community needs analysis, including the general and specific needs of adults and children who live, work and study in the County.  Community profiling, needs assessment and analysis of the results of public consultation will be used to determine the best geographical spread of the reduced number of libraries across the County.	£	
<b>Risk 2</b> <b>Description:</b> Adverse public reaction as a consequence of the perceived threat of library closures.		<b>Probability: High</b>
<b>Impact: High</b>		<b>Cost impact:</b> To be determined
<b>Minimisation</b>	<b>Cost</b>	
<b>Communications Strategy, including public meetings for each library where alternative delivery models are being considered. Full engagement with all communities involved.</b>	£	
<b>Risk 3</b> <b>Description:</b> Some communities may not have the appetite to pursue this route and/or may not be able to commit the resources needed to sustain this alternative.		<b>Probability: Medium</b>
<b>Impact: High</b>		<b>Cost impact:</b>
<b>Minimisation</b>	<b>Cost</b>	
<b>Work with the communities concerned so that they are aware of the commitment needed. Specify clearly the requirements for service delivery and performance</b>	£	
<b>Risk 4</b> <b>Description:</b> The full savings targets will not be met in the required timescales due to the complexity of some of these proposals and the time required for their implementation.		<b>Probability: High</b>

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<b>Impact: High</b>		<b>Cost impact:</b> £
<b>Minimisation</b>	<b>Cost</b>	<b>Person Responsible</b>
<b>Thorough financial planning and close financial monitoring throughout the implementation period.</b>	£	
<b>Risk 5</b> <b>Description:</b> Any proposal to change the existing Service Levels Policy would need to be underpinned by a full Community Impact Assessment		<b>Probability: High</b>
<b>Impact: High</b>		<b>Cost impact:</b> £
<b>Minimisation</b>	<b>Cost</b>	<b>Person Responsible</b>
<b>The extensive research undertaken for the library assessment process and profiles will provide a sound basis for the Impact Assessment. An overall Community Impact Assessment has already been completed for the Library Service Review as a whole. This will be updated and developed as the process progresses.</b>  <b>Particular attention will be directed to access for children and older people. They are the most intensive users of local library services and are therefore most at risk of inequitable treatment as a result changes to local access to library services.</b>	£	
<b>Risk 6</b> <b>Description:</b> Changing existing library provision in the Cambridge area in advance of securing commitment to funding for provision in the new communities could undermine the Council's position in relation to the developers		<b>Probability: High</b>
<b>Impact: Medium</b>		<b>Cost impact:</b> £
<b>Minimisation</b>	<b>Cost</b>	<b>Person Responsible</b>
<b>Providing evidence of need in relation to provision in the new communities.</b>	£	
<b>Risk 7</b> <b>Description:</b> Overall library service performance may be affected		<b>Probability: High</b>

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<b>Impact: Medium</b>		<b>Cost impact:</b>
		£
<b>Minimisation</b> A balance will need to be struck between performance and community factors in making final decisions on future library provision. It is worth noting that giving preference to community factors at the expense of library performance is likely to result in a decline in overall library performance, whilst leaning towards performance may run counter to the Council's priorities.	<b>Cost</b>	<b>Person Responsible</b>

## 7 INVESTMENT APPRAISAL

Both options are being financially reviewed as part of the IPP process.

## 8 PREFERRED OPTION

Both options and their approaches to the future delivery of library services will be pursued in order to deliver the savings within the IPP process.

As the final stage of the assessment, consultation and development process, the County Council will need to ensure that the resulting access to library services still forms a coherent pattern of provision, encompassing:

**directly delivered libraries**  
**library services delivered through community hubs**  
**community managed and operated access points**  
**mobile libraries in the smaller rural communities**  
**remote / online access to services**  
**outreach services for those unable to access services directly for themselves**

This future pattern of provision will need to be flexible enough to take account of the planned areas of housing growth population increases within the County.

## 9 AFFORDABILITY OF PREFERRED OPTION

### 9.1 Costs

The overall costs and savings are set out in the above paragraphs.

#### 9.1.1. Cost Monitoring Approach

Detailed costing work – and at the same time confirmation of the ability to achieve the savings required – will be finalised when the specific libraries to be converted to a community hub or transferred to a community managed and operated alternative have been determined.

## 10 ACHIEVABILITY - HIGH LEVEL PLAN

Milestone Point/	Date	Dependency/	Overall	Resources
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## Project Business Case

Task/Phase		Interface	Responsibility	agreed? Yes/No
Present outcomes of library assessment methodology to Cabinet	25/01/2011		Project Board	
Carry out public consultation on libraries identified for potential conversion or transfer	01/03/2011 to 31/05/2011		Project Team	
Work with partners to establish the scope for achieving savings through the development of community hubs	From 01/03/2011 onwards		Project Team	
Work with local communities to explore the development of community management and operated access points	From 01/03/2011 onwards		Project Team	
Recommend to Cabinet the final way forward for community library provision	Xx/09/2011		Cabinet	
Implement cost reduction through library conversions or transfers, in order to achieve savings targets between 2012-13 and 2014-15	30/3/2012 onwards		Project Team	