

Report for:
ACTION

Item Number:

7

Contains Confidential or Exempt Information	YES – Part Appendix is exempt from disclosure by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972
Title	Changes to neighbourhood services: Library Strategy 2019 - 2023
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Portfolio(s)	Cllr. Jasbir Anand, Business and Community
For Consideration By	Cabinet
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Affected Wards	All
Keywords/Index	Future Ealing, Libraries, Neighbourhoods, Communities

Purpose of Report

To note the outcome of the consultation on the draft library strategy 2019-2023 and agree the next steps in relation to the delivery of library services

1. Recommendations

It is recommended that Cabinet:

- 1.1 Note the outcome of the consultation on the draft library strategy 2019 – 2023 and that expressions of interest have been received from residents and community organisations to run community managed libraries in Ealing.
- 1.2 Agree the strategic direction for the Ealing library service 2019-2023 as set out in this report.
- 1.3 Delegate authority to the Executive Director, Place, to make the necessary amendments to the draft library strategy attached at Appendix 1, following consultation with the Portfolio Holder, Business and Community, to reflect the strategic direction set out in this report and finalise the Ealing library strategy 2019 – 2023.

- 1.4 Note that the strategic direction provides for Ealing's library service to be provided on line and from six static libraries enhanced by the provision of two additional branch libraries run by the council as community supported libraries in Greenford and Wood End.
- 1.5 Note that the strategic direction for Greenford and Wood End libraries is for them to be made available in the future as community managed libraries subject to viable proposals and business plans being received prior to any future development (Wood End) or relocation in to a new community hub (Greenford).
- 1.6 Delegate authority to the Executive Director, Place, following consultation with the Portfolio Holder Business and Community, and the Chief Finance Officer, to invite and review proposals supported by business plans submitted by community organisations to run community managed libraries in Hanwell, Northfields, Perivale, Pitshanger and West Ealing; and to negotiate all the necessary agreements and the award of any grants to support the CMLs for the first three years of operation.
- 1.7 Delegate authority to the Executive Director, Place, following consultation with the Portfolio Holder Business and Community, the Chief Finance Officer and Director of Legal and Democratic Services, to enter into negotiations with the freehold owner of Pitshanger Library on the terms of a new lease and a potential sublease to any successful community organisation and to enter into the lease and sublease once negotiated.
- 1.8 Note and agree that in the event that any of the proposals and business plans for the operation of community managed libraries are not viable and the proposal is not accepted by the council or the community operator is not able to make the operation sustainable, then these branch libraries will close.
- 1.9 Note and agree that proposals for community managed libraries at Hanwell, Northfields, Perivale and West Ealing libraries be invited on the basis of a peppercorn rent and that the Council will forego the estimated total potential rental income of £0.960m; further that the back office space at West Ealing library, currently used as office space by the service will have a rental value attached to it as lettable space within the CML provision in West Ealing.
- 1.10 Agree the changes in opening hours for the council run libraries in Acton, Ealing, Northolt, Southall and Jubilee Gardens; and Greenford, Northolt Leisure and Wood End libraries and delegate authority for any future changes to opening hours to the Executive Director, Place, following consultation with the Portfolio Holder, Business and Community.
- 1.11 Agree that the services of volunteers should be used to maintain and where possible, extend opening hours at Council run community supported libraries in Greenford and Wood End. Note that without volunteers these libraries may be subject to reduced hours of operation.

1.12 Note and agree that Ealing library service will provide stock for both Ealing run libraries and community managed libraries and, therefore, the stock fund of £0.240m should not be reduced further.

1.13 Note that the library service is on track in 2019/2020 to deliver £0.458m of the overall savings target of £0.571m. The library service will seek to make further progress towards achieving the £0.571m target and contain any residual pressure within the service budget. Should this prove to be unachievable in 2019/2020 budget pressures would be addressed as part of wider in year budget measures across the council.

2 Reason for Decision and Options Considered

2.1 Future Ealing is the council's outcomes-based programme, through which it aims to transform services, including changing the way it works to enable residents who are willing to get more involved can do so.

2.2 Cabinet received a report 15th January 2019 on Changes to Neighbourhood Services. The report proposed changes to neighbourhood services including Ealing's libraries and agreed that officers consult on the proposals.

2.3 The consultation ran for 12 weeks from 22nd February 2019 to 17th May 2019 and sought views on the draft library strategy proposals:

- To consolidate the council's statutory library offer, through six libraries directly run by the council in four main town centre neighbourhoods (Acton, Ealing Central, Northolt and Southall) and two branch libraries in areas of greater social need (Northolt and Southall);
- Change opening hours at the six libraries provided by the council so that services are open when they are most needed;
- Provide the opportunity for seven community managed libraries (CMLs) in Greenford, Hanwell, Northfields, Perivale, Pitshanger, West Ealing and Wood End in partnership with the community and other partners. The seven proposed CMLs are subject to community partners willing to manage and operate them. If there are no community partners, then provision of branch libraries in these neighbourhoods would cease.

2.4 Residents were able to have their say by completing the an online/paper questionnaire, face to face survey, seven public meetings, three drop in sessions and a young people's peer led face to face survey. During the consultation period a conference was held on community managed libraries (CMLs). This provided more information on the Ealing proposal for CMLs and in addition council staff made themselves available on request to residents and groups wishing to discuss the proposals in more detail.

2.5 The purpose of the consultation and conference was to provide information to residents on the Council's proposals for delivering a comprehensive and efficient library service within the budget available and deliver the £1.142m savings as part of the council's Medium-Term Financial Strategy (MTFS). Views were sought on the proposals, and residents and communities invited to submit their ideas on

alternative solutions that may not have been previously considered by the council. The intention was to be open about the need to find savings and that alternatives to the proposals would be considered as long as the savings could be achieved. Throughout the consultation, the council was consistent in its message that retaining the current thirteen libraries as council run libraries was not affordable, in their current form, and that the service would need to change, working with residents, to ensure a sustainable future for Ealing libraries.

2.6 Following the CML conference, non-binding expressions of interest in running community managed libraries were invited between 15th April and 31st May 2019. Nine expressions of interest have been received because of the consultation and engagement in the seven areas where libraries were identified as no longer sustainable in their current form. Residents and community organisations have expressed interest in running their own library as part of a wider neighbourhood offer and are keen to be able to liaise more widely with their communities on what that local offer should look like.

2.7 During the consultation four petitions were received regarding the proposals.

2.8 This report sets out the findings from the consultation, the expressions of interest and in response to this, proposed changes to the draft library strategy 2019 – 2023. Attached to this report are key documents, updated after the consultation: Appendix 1 Ealing library strategy 2019-2023; Appendix 2 Ealing library service needs assessment and Appendix 3 Equalities Analysis Assessment.

2.9 The council has a statutory duty to set a balanced budget. It also has a statutory duty to provide a ‘comprehensive and efficient’ library service. The library service must be provided within the resources that the council has available to it. In order to set a balanced budget, the council needs to bridge its budget gap of £57m over the course of the MTFs. The £1.142m savings target attached to the library service is one of the measures being taken to achieve this. The proposed library strategy 2019 – 2023 ensures that the council fulfils its duty to provide a comprehensive and efficient service and achieve the savings required.

3 Key Implications

Strategic context

3.1 As part of the Future Ealing services to neighbourhoods outcome review the council is reviewing the strategic direction for a range of services that are delivered at local level. These include libraries and children’s centres but also may eventually include community centres, leisure facilities and parks.

3.2 The aim is to enable residents who are willing to get more involved in their neighbourhood services to do so and to offer more control for the shape and reach of these services to local communities. The implementation of the neighbourhoods’ outcome review will open a wider conversation with residents, communities and businesses about how we collectively play a more active role in supporting local services and meeting local needs. The proposed changes to the way the library

service is delivered through community supported and community managed libraries is at the forefront of this change.

3.3 The six principles underpinning the Ealing Library Strategy 2019 – 2023 are to:

1. Ensure that we maintain and grow our library service of providing books, as well as spaces and opportunities for reading, learning and creativity
2. Provide good quality and fast digital access in our libraries
3. Provide opportunities for libraries to be located in the same building as other public and community services
4. Ensure our main town centre neighbourhood libraries act as the central hub for branch libraries and also support new community managed libraries
5. Partner with the local community, the not for profit social sector and other agencies, to grow sustainable community managed libraries and maximise the benefits for residents
6. Adopt a more commercial approach to make the best use of our libraries and generate income to support library services

3.4 The Ealing library strategy aims are to:

Co-create a comprehensive neighbourhood library service working with our communities and partners to provide	Improve, extend and sustain what we do through
<p>A modern library service in safe, accessible and friendly spaces real and virtual to help more people to:</p> <ul style="list-style-type: none"> • Develop reading, learning, functional and entrepreneurial skills; • Be independent users of IT and digital services, as consumers and producers; • Get involved in civic and community life; • Access the arts, imagination and creativity 	<p>Partnering with communities and businesses</p> <p>Being relevant and innovative</p> <p>Creating and exploiting commercial opportunities to unlock value and efficiencies in our assets (buildings, land and resources)</p> <p>Continuous professional development of our staff to deliver modern and efficient services</p>

3.5 Consultation on the draft library strategy 2019 – 2023 enabled us to focus on what we need to do to fulfil our aims and how we remodel the service to consolidate and improve the library offer in fewer buildings. The changes proposed as a result of consultation and engagement with residents and communities are to:

- Remodel the Library Service around a core statutory provision of six libraries. Five of these would be directly run by the library service (Acton, Ealing Central, Northolt, Southall and Jubilee Gardens) and one (Northolt Leisure library) run

by the council in partnership with SLM, the leisure operator at Northolt Leisure Centre.

- Enhance the statutory offer through two additional council run, community supported libraries at Greenford and Wood End on the basis that these two sites will eventually transition in to community managed libraries.
- Work with community partners and residents to help build capacity for these sites to transfer to community managed libraries in the medium to long term. In the case of Greenford library, this would be when the library relocates to the new Greenford Community Hub. Wood End would be dependent on the development opportunity for the site within the next 18/24 months. If there is no community partner in the medium to long term, then these branch libraries will be at risk of closure. Note that the council will work with the community to identify an alternative community operator prior to any decision on service closure.
- Invite proposals supported by business plans from the community to manage and operate five community managed libraries at Hanwell, Northfields, Perivale, Pitshanger and West Ealing library sites. If a partner cannot be identified for each community managed library site or the business plans subsequently prove to be unsustainable then any of these libraries may close.
- Ensure the provision meets the times when it is most needed, whilst reducing the opening hours of all council run libraries.

Current service model	Proposed service model
13 libraries all run by Ealing library service	<p>Ealing run - six statutory libraries</p> <p><i>Town centre/neighbourhood libraries</i> Acton (co-location with Leisure) Ealing Northolt Southall (co-location with Dominion Community Centre)</p> <p><i>Branch libraries</i> Jubilee Gardens library, Southall co-located in Jubilee Gardens Health Centre. Area of high deprivation</p> <p>Northolt leisure library, Northolt in partnership with SLM the leisure operator at Northolt Leisure Centre. Area of high deprivation need.</p>
	<p>Ealing run - two community supported libraries</p> <p><i>Two branch libraries</i> Greenford - community supported library. Library staff at busiest times. Reduced opening hours. Support of community volunteers. Future CML opportunity.</p>

	Wood End – community supported library. Library staff at busiest times. Reduced opening hour. Support of community volunteers. Future CML opportunity.
	<p>Five community managed libraries</p> <ul style="list-style-type: none"> • Hanwell • Northfields • Perivale • Pitshanger • West Ealing
	Study session opening around exams protected where the library remains open
	Opening hours reduced across all council run libraries in line with new service model
Home library service	Home library service commissioned through the voluntary sector

Reasons for changes to the library strategy

Consultation

3.6 The consultation on library services, along with the library service needs assessment, the equalities assessment analysis and the expressions of interest in community managed libraries in Ealing provided information to help inform the decision on the future operation model for Ealing library service.

3.7 Documents, including the draft library strategy 2019-23, needs assessment and equalities assessment analysis, plus a summary of the proposals and FAQs setting out more detail on the proposals were published on the council website. Consultees were invited to submit their views on the proposals via:

- Online questionnaires. The consultation was promoted via a dedicated page on Ealing Council's website with a live link from the homepage at www.ealing.gov.uk throughout the consultation period. From there, Consultees could view or download supporting documents (the Ealing library Strategy, an Equalities Analysis Assessment, Needs Assessment) as well as the consultation document and a paper version of the questionnaire.
- Paper copies of the consultation booklet and questionnaires were available on request from Ealing Council and to print from the Council website. Paper copies were also made available at each of the libraries in the borough.

3.8 Lake Market Research was commissioned to do face to face resident surveys across the Borough. A representative sample of residents were interviewed at home and in line with census statistics representing the demographic profile of the

borough. They were also commissioned to analyse the results from both the online and face to face surveys.

3.9 There were 1,433 online and paper surveys returned and, 828 face to face resident surveys undertaken.

3.10 Completion of the survey was by self-selection: given the self-selecting nature of the consultation, it was expected that the majority of those completing the consultation document would be those who use the library service and those who currently use a library proposed to be community managed. This expectation was realised in the profile of consultees responding at 82% indicating they were current users of a library in Ealing and of those indicating the library they use most often, 71% selected a library proposed to be a CML. Lake Market Research note that the findings of the consultation are largely based on current users and particular geographic areas within Ealing and may not therefore represent the views of Ealing residents as a whole.

3.11 Lake Market Research identified some factors to be considered when interpreting and comparing the findings from the online / paper consultation and the Face to Face resident survey:

- The proportion of current library users and non-users varies considerably between the two research elements. The vast majority of consultees completing the online / paper consultation are library users and visit a library frequently. In comparison, the face to face survey is based on a mix of library users and non-users, as well as a mix of usage frequencies amongst users.
- The proportion of consultees who currently use a library proposed to be Community Managed in the future is higher than the active library user profile recorded by the library service. It is also significantly higher than the profile of library users noted for the face to face resident survey, where usage is more in line with the active library user profile.
- The consultation questionnaire was available to complete for a 12-week period and was made available alongside a detailed consultation proposal booklet and library strategy document. In addition, it should be considered that local and social media coverage, as well as ongoing petitions, throughout the consultation period may have influenced response.
- Face to face surveys were conducted in the first four weeks of the consultation.

3.12 The consultation analysis report is attached as Appendix 4. Summary of findings:

- 49% of the consultees completing the online/paper survey agreed with the six principles underpinning the library strategy as set out in paragraph 3.3

of this report. For the Face to Face survey, 78% agreed that the six principles would provide an efficient and stable library service.

- Just under two thirds (65%) of residents completing the face to face survey agreed with the proposal that the seven branch libraries are offered to the community to manage, i.e. Greenford, Hanwell, Northfields, Perivale, Pitshanger, West Ealing and Wood End libraries; considerably higher than the Online / Paper consultation response to this proposal of 26%.
- Broadly consistent with response to the online / paper consultation, only 21% agreed the seven libraries proposed to be community managed could close if no suitable community can be found to run them; 18% of consultees agreed in the online / paper consultation. In the resident survey, a significant proportion of residents (26%) neither agreed nor disagreed; suggesting uncertainty.
- From the face to face survey, 73% residents agreed that the opening hours of libraries should be changed to bring them in line with when the service is used most; considerably higher than the online / paper consultation where 50% agreed.
- From the face to face survey 48% of consultees indicated they would be interested in volunteering to keep the library they use most often open.
- Consistent with the online / paper consultation, the proportion volunteering help is fairly low, ranging from 1% to 4% across the libraries. When filtering response from the face to face survey by residents interested in volunteering to keep their most often library open, the libraries with the highest proportions interest in volunteering are for Wood End, Perivale and Hanwell libraries.
- 64% of the face to face survey respondents indicated that the library service savings should be made from the library service and not other council services. This is higher than the online / paper consultation which was 17% in agreement with savings from the library service and 36% indicated the savings should be made from other frontline services. However, from the face to face survey respondents who were regular library users the percentage who agreed that the library service savings should be found from other front-line services was higher.

Public Meetings

3.13 A company called Collaborate was commissioned to provide independent facilitation of public meetings in the seven areas where community managed libraries were proposed. This is attached as Appendix 5. Three hundred people attended the meetings.

3.14 Opinions in the meetings were mixed with some participants in Hanwell, Northfields and West Ealing being vocal about their concerns about their local

library becoming a CML, citing concerns regarding the principle of community managed libraries and job losses. Assurances were sought on the quality of any CML provision, safeguarding, the consistency of service across CML libraries in the borough.

- 3.15 Suggestions for consideration by the council with regards the library proposals included reducing opening hours further, making greater use of s106 and community infrastructure levy to help fund the library service, sponsorship and investment.
- 3.16 Specific concerns were raised in the Greenford meeting about the lack of a strong community focus in the area able to take on the opportunity of a community managed library in the area. In Wood End, the concern was where a CML could be located if the current site was not available and the suggestion that the council include provision for a CML in any future development of the site. In Pitshanger the primary concern was the loss of the current library building and alternative location for a CML in the area.
- 3.17 Three library drop in sessions were held in Greenford, Wood End and Perivale libraries where attendance at the earlier public meetings were low. In total sixty-six residents attended these sessions, including eight children.
- 3.18 Seven young people (15 – 21 years of age) were commissioned as peer researchers to interview their peers across the borough and gather young people's views about libraries to provide insight in to how libraries could better meet their needs They conducted 150 interviews and 137 surveys were completed. In summary, the survey responses showed that most young people use the libraries to borrow books, study and do homework and seem to prioritise this over attending the library to use computers. They value study space and study support in the library environment and have an interest in more activities that can support them in their studies. Young people are keen to be involved in libraries and have increased opportunities for work placements and volunteering. The survey has provided information on the kind of activities and improvements that young people want from their libraries. This will be used to run focus groups across the library service to help shape the future offer for young people.

Petitions

- 3.19 During the consultation period, four petitions to the consultation proposals were received. The petitions call for service in the seven libraries proposed to be CMLs to be retained and continue to be provided by the council, staffed by paid and trained staff and to maintain the level of service provided currently.
- 3.20 The petitions object to the proposals that would mean changes to the library service and are against, job losses; proposals denying children and young people access to books, community learning and cultural facilities; concern that the proposals will isolate vulnerable groups and exclude unemployed people from access to the internet; and are against library closures. The list of petitions received are:

- Change.org Petition: 'Save Ealing Libraries from Outsourcing, from Using Volunteers & Save library Jobs' – 5,197 signatures to date
- Change.org Petition: 'Save Northfields library' – 1,635 signatures to date (1,123 hard copy signatures and 512 online signatures)
- Hanwell library Users' Group, with the support of Hanwell Community Forum: Hanwell Carnegie library Petition – 1,320 signatures to date (730 hard copy signatures and 590 online signatures)
- Save Northfields Library Action Group 134 signatures to date and 511 online signatures objecting to the closure of Northfields library.
- Ealing Unison: Petition to the Council opposing proposals for seven local libraries in the London Borough of Ealing – 1,200 signatures to date
- A further eight emails were directly sent to Ealing Council in response to this consultation during the consultation period. These were considered for the purposes of the survey analysis report.

3.21 The petitions call for services at the libraries proposed as community managed libraries to remain unchanged and the general response from the consultation is of the same view. However, budget constraints must be taken into account and the current library service provision is over and above what is required in order to meet the council's statutory duty to provide a comprehensive and efficient library service.

3.22 In response to the concerns raised in the petition and taking into consideration the consultation findings the proposal to diversify the delivery model for Ealing libraries to include council run and council run community supported libraries increases the number of libraries provided by Ealing library service to eight and the number of libraries proposed as community managed libraries in the medium term to five.

3.23 The council does not take the view that CMLs is a way of outsourcing libraries. It is a model where local branch libraries can be operated by the local community along side a wider community and neighbourhood offer determined by the communities themselves with the support of the council.

3.24 Volunteering as active citizens allows local people to get more involved in the running of an amenity that is specific to the needs of their neighbourhood and in the case of CMLs, the council will still provide staff who will visit the CML location on a peripatetic basis to undertake professional library stock related duties.

3.25 Residents and community organisations have expressed interest in delivering sustainable community libraries in Hanwell and Northfield libraries. In the case of both these libraries there are multiple interests, keen to work more broadly with fellow residents to keep these libraries open.

4 Approach to community managed libraries (CMLs) in Ealing

4.1 A prospectus was issued during the consultation inviting expressions of interest in running community managed libraries in Ealing. Expressions of Interest (EOI) are not formal proposals to run a CML but are an indication of interest from the community in partnering with the council to provide CMLs in Ealing.

4.2 Summary - Expressions of Interest

- Nine expressions of interest received.
- Northfields, Perivale and Pitshanger libraries EOIs are led by residents who are interested in setting up community interest companies to provide community managed libraries as well as a wider neighbourhood offer.
- The other EOIs are from existing organisations and groups operating in the borough.
- Greenford, Hanwell; Northfields and West Ealing have multiple interest.
- Residents who have submitted EOIs held meetings out of hours in Greenford; Northfields; Perivale and Pitshanger libraries to engage with other interested residents and build support.
- All groups arranged site visits in advance of submitting their EOI
- All groups are keen to engage further with their local community once the council has made its decision on the way forward.

Library	EOI submission
Greenford & Wood End Libraries	Greenford, Northolt & Perivale Community Forum (GNP Forum) Aim to capacity build and facilitate resident and community interest in CMLs in Greenford and Wood End
Greenford	Greenford resident lead
Hanwell	Ealing Law Centre in partnership with ECVS
Hanwell	Hanwell Workary users based at Hanwell library – supported by Wimbletech and open to local residents and community partners in Hanwell
Northfields	Northfields Residents working towards set up of new not for profit to run a local CML
Perivale	Perivale residents, working name, Perivale Hive. Aim to set up of new not for profit vehicle to run a local CML
Pitshanger	Pitshanger residents working under the name Friends of Pitshanger Library aim to set up a new not for profit to run the local CML.
West Ealing & Northfields	Ealing CVS - existing organisation aim to provide CMLs with volunteering and community base serving the locality and boroughwide.
West Ealing	Open Ealing leading interest in CML on behalf of a range of organisations. Aim to establish a new overarching not for profit to incorporate local organisations and community interest

4.3 The expressions of interest received assume that the community library and neighbourhood offer will be in existing library buildings. The future tenancy arrangements will be determined according to the ownership of the building, where these are council buildings, this will be negotiated individually with the community partner.

- 4.4 Lambert Smith Hampton (LSH) was commissioned at the outset of the consultation to provide advice to the council on letting library accommodation (Greenford, Hanwell, Northfields, Perivale and West Ealing) to a future CML operator. This is attached as Confidential Appendix 6. Advice was sought on the rental potential that could be achieved if hypothetically the council were to let the whole site at a charge; the opportunity of any CML operator letting any surplus accommodation to generate income and the potential level of income that may be possible and; the opportunity to the council for letting any surplus space in each of the properties and the level of income possible.
- 4.5 It should be noted that should the council invite proposals and business plans based on a peppercorn rent for CMLs (Hanwell, Northfields, Perivale and West Ealing) this implies the Council forgoing potential rental income, estimated at approximately £0.960m p.a. as advised by LSH.
- 4.6 The library service back office and store are based at West Ealing library. It is proposed that this space is made available to a future CML operator for a rental charge of between £0.016m and £0.031m per annum, minus the cost of the library service continuing to use the library store, retention of some desk space and car parking.
- 4.7 The report also provides a benchmark for rental values of surplus accommodation if let by a CML or the council which would enable the council to consider the rental value to be charged for the back-office accommodation attached to West Ealing library that would be made available as part of the overall CML accommodation at that library.
- 4.8 The Future Ealing: Property Assets Programme report received by Cabinet 10th July 2018 identified the following library buildings in scope: and stated that further work would be required to ascertain the council's approach to the future of these sites.
- Greenford Library – The council plans for a new Greenford community hub includes space for a relocated library alongside other community services. Further work on the scope and feasibility for the Greenford hub is still required and will proceed on the basis that this will provide accommodation for a community managed library.
 - Perivale Library – During the consultation further work was undertaken with regards the development opportunity on the Perivale library site and the feasibility of relocating the library in the Perivale community centre. The findings are that the library site is suitable for housing but would not accommodate the number of housing units required to make this site financially viable. Further discussions on the feasibility drawings to relocate the community managed library to the Perivale Community Centre demonstrated that a CML could not be accommodated without compromising the existing community activities at the centre. Therefore, the option of relocating the library to the centre has been discounted at present. With the library site not being able to provide enough housing yield, the

proposal is to retain the existing library site for a community managed library, subject to a viable proposal and business plan from the community.

- Pitshanger Library – The 16-year lease was due to end on 31 December 2018. However, the council served a notice requesting a new tenancy of 12 months under section 26 the Landlord and Tenant Act 1954. This is the most expensive of the non-council owned library sites proposed to be potentially managed by the community. The opportunity to cease occupation of the site has presented an opportunity for the service to be provided more efficiently in partnership with the community. This will give enough time for consultation and negotiation with prospective community partners for a community managed library in the Pitshanger area. One option would be for the Council to negotiate a new lease of the existing premise and grant a sublease to any successful community organisation,.
- Wood End Library – This site is currently the subject of a further feasibility for alternative uses of the site, potentially as housing accommodation. Should this be found viable, it is anticipated that it could be between eighteen months before this site is required for development. Should there be interest from the community for a community managed library within this time frame then space may be identified within future plans to house a small community library provision.

Taking forward CMLs

4.9 The CML model enables local libraries to run by local communities and voluntary/social enterprise sectors as part of a wider community-led neighbourhood offer. The Ealing CML offer is unique to Ealing in that we would be providing a significant amount of support and building on learning from national reviews and recommendations on what can help community run libraries become more sustainable. Ealing's CML offer includes:

- Stock and stock management (Ealing library service would continue to own and replenish book stock)
- Access to the London Libraries Consortium book stock
- Access to the library management system that provides access to the library network and Ealing library card)
- IT and library service Wi-Fi
- Professional advice and support from the Ealing library service
- Grant contribution towards running costs

4.10 Communities that have submitted expressions of interest will be invited to send proposals supported by business plans to run CMLs in Hanwell, Northolt, Perivale, Pitshanger and West Ealing that demonstrate local community engagement in shaping sustainable proposals. Factors to be addressed are:

- Vision and aspiration for a community managed library and how this will be delivered as part of an integrated neighbourhood offer for your local community

- Quality and type of offer (mapped to local needs)
- Evidence and local data to support the wider neighbourhood offer
- Availability (including opening hours)
- Accessibility (physical, virtual and community engagement and involvement)
- Promotes partnership working, innovation and enterprise
- Equalities and safeguarding
- Adds value to the aims of the Ealing library strategy and contributes to the Future Ealing outcomes
- Business plan sustainability – how you intend to build a sustainable CML
- Governance arrangement

4.11 Independent advice will be made available to residents and groups progressing their EOIs in to formal proposals and business plans.

4.12 Advice from LSH is that for the council to offer a peppercorn rent on the existing library sites that leases should be for six years. Leases will be negotiated with each successful applicant. In broad terms the externals of the fabric and shell of the building will be the responsibility of the council and the internals, services and utilities will be the responsibility of the tenant: except in the case of Hanwell library where the boiler will remain the responsibility of the council.

4.13 Formal invitation to submit proposals will be made available in August 2019. Applicants will have nine weeks to work up their proposals and business plans. It is anticipated that the internal panel, chaired by the Executive Director, Place, in consultation with the Portfolio Holder, will decide on awards for CMLs by the end of October 2019.

4.14 Further details about the CML offer can be found in the draft Ealing library strategy 2019 - 2023 Appendix 1.

4.15 Successful applicants will enter into an agreement with the council in exchange for CML grant support. Grant liaison and monitoring will be undertaken by the library service.

5 Opening Hours

5.1 The opening hours in the six statutory run libraries will be reduced in line with the way that most customers are using the service. Currently, these libraries provide access 543 hours per week.

5.2 The proposed reduction 55 hours per week will provide access to statutory provision for 488 hours per week. This will mean that Acton, Ealing Central, Northolt and Southall libraries will open at 10:00am instead of 9:00am July to March. During the exam period, April to June, these four libraries will open at 9:00am as part of the usual extended study time provided for Ealing students. If the study usage pattern changes, then these times will be reviewed.

5.3 Jubilee Gardens and Northolt leisure branch libraries will open 12.00pm to 5.00pm instead of 9.00am to 7.00pm in some cases.

5.4 Greenford and Wood End libraries are proposed as community supported libraries. They will open 10:00am to 5:00pm, subject to support from the local community and volunteers. These hours may be extended further with the support of residents.

5.5 CMLs - negotiations with community partners for the community managed libraries would encourage partners to provide a minimum five hours opening between 12:00 noon to 5:00pm but with the flexibility to provide extended hours in line with their community needs or service offer they are providing. Proposals will be required to show how they intend to build up the opening hours to at least thirty hours a week over the course of their first year of operation.

6 Stock

6.1 The library strategy does not propose any reduction in the stock budget for library services. We will continue to use supplier selection, staff recommendations and user requests to refresh the stock in Ealing libraries.

6.2 Standard library stock management practices will be used to keep the stock refreshed, in good condition and promoted to raise awareness, interest and curiosity in the breadth of material available in libraries

7 Summary of changes to the draft library strategy 2019 – 2023 following consultation

Draft Strategy	Updated Strategy	Why the changes were made	Implications of the changes
Statutory offer provided by Ealing Council - six Ealing libraries: Acton; Ealing Central; Northolt and Southall plus two branch libraries in areas of higher social need at Jubilee Gardens Northolt Leisure	Statutory provision of six libraries, of which, Northolt leisure library provided in partnership with SLM, the operator of the Northolt Leisure Centre and volunteering opportunities for residents	Northolt Leisure library is based in the ground floor reception area of the Northolt Leisure Centre. The library service and the leisure centre operator already work closely in providing access to the library. Formalising this partnership will enable the library service to continue services at Greenford and	There will be less library staff in branch with reception cover and general customer queries picked up by the leisure centre staff. Library staff will be on site at set, publicised hours. Reduced activity programme directly provided by library staff and increase in the amount of activities delivered in

		Wood End library as community supported libraries.	<p>partnership with volunteers and other agencies.</p> <p>Library service link with the library operational team based at Northolt library.</p>
Greenford and Wood End originally designated as community managed libraries	<p>The aim is that these libraries will transition to community managed libraries in the future.</p> <p>The strategy proposes that these libraries are run in the short to medium term by Ealing Council with the support of residents and groups as community supported libraries.</p>	<p>Community engagement in both areas during the consultation was low (online, public meetings and face to face drop in sessions at the libraries).</p> <p>Expressions of interest for community managed libraries at these sites were received. However, the level of community involvement does not appear as extensive as the other expressions of interest received.</p> <p>Allowing time for capacity building of the local community should enable these libraries to transition to community managed libraries in the future.</p>	<p>The library service will work with the initial community groups who expressed an interest in community managed libraries in these locations.</p> <p>And as part of the ongoing work of the neighbourhoods outcome review in Northolt, the council and partners will help build the capacity of the local communities to grow the potential for community managed libraries in these locations.</p> <p>Operating these libraries as community supported libraries will be dependent on the support of local communities.</p> <p>Staff resources previously allocated across the other council run libraries will be deployed across Greenford, Wood End and Northolt Leisure. This will mean that there may be less staff in branches and service disruption if staff are</p>

			unavailable and community support is not forthcoming.
Seven community managed libraries	Five community managed libraries Hanwell; Northfields; Perivale; Pitshanger; West Ealing		Proposals and business plans to be invited for these five libraries.
Assets: Greenford Site to be vacated and library provision included in new Greenford Community Hub	No change to this proposal		
Assets: Perivale library site originally identified potentially for housing and the CML offer to be relocated to the Perivale Community Centre	Assets: retain Perivale library site if viable CML proposal received from residents and the community.	Expression of interest for CMLs for these five libraries have been received each with resident involvement as well as community organisations. During the consultation, feasibility on the land assembly for housing on the Perivale library site found that the site would not give enough housing yield. Further work on a CML located in the Perivale Community Centre showed that the proposal for a CML at the Perivale Community Centre would not be	

		feasible without compromising the current activities at the centre. Expression of interest received for a CML at the Perivale library site.	
Assets: Pitshanger library site Relinquish the lease	Subject to discussions with the landlord renegotiate a new lease and sublet to community organisation to run a CML on the same terms.	An expression of interest has been received for a community managed library on the existing site. The council has been asked to consider extending the lease and subletting on the same terms to the prospective CML.	For the library to remain in the current location. Ealing would have to negotiate extension to the lease as the Head lease holder. If a mutually beneficial arrangement cannot be reached, then this current lease would be surrendered May 2020
Assets: Wood End library site originally identified potentially for housing and the CML offer to be relocated to an alternative site/re-provided in any development, if feasible	No change to the proposal regarding future plans for the site. New commitment to include a CML offer re-provided in development of the site, if feasible	Expression of interest in a CML	Re-provision on the existing site would not be a like for like provision and only on the basis that there is community interest in a CML operation on the site in advance of any proposals for site development

8 Financial

8.1 The Council has a statutory requirement to set a balanced budget as set out in the December 2018 Budget Strategy Update report and further savings are required to achieve this. Significant reductions in Government funding has resulted in real term reductions since 2010/11 of £143.7m (-64.3%).

8.2 The options available to the Council to set a balanced budget are limited and, as well as ongoing efficiencies in the way the council is organised and carries out its business, it also involves tough choices that impact on front line service delivery. Wherever possible the council will seek creative solutions to reduce spending but as far as possible limit any negative impact on community outcomes. The scale of

the financial challenge means that it must consider whether it continues to deliver the full range of services it provides to current service standards and must prioritise the activity it delivers within available resources.

- 8.3 The budget strategy report seeks to fundamentally re-align council services with the priorities as set out in the Future Ealing programme and support the Council's priorities. Through the Future Ealing programme, it aims to achieve better outcomes for individuals in the borough by redesigning and modernising services, engaging more individuals and, so far as possible, focusing services where they are most needed.
- 8.4 The council must deliver savings of c£57m over three financial years (2019/20 – 2021/22). Through the December 2018 Budget Strategy 2019/20 report to Cabinet, the council outlined a delivery programme that, if successfully implemented, will deliver financial savings of £11.825m over the MTFs period (£12.347m over the longer term). The council continues to review the best allocation of resources to deliver priority outcomes and reduce costs against this challenging backdrop of significantly reduced resources.
- 8.5 In January Cabinet approved a total of £1.641m savings in the library service to be delivered over four years 2019/20 – 2022/23, as shown in the following table:

Library Service	2019-20	2020/21	2021/22	2022/23	Total Savings
	£M	£M	£M	£M	£M
Opening Budget	4.431	3.400	2.816	2.803	
Review of Neighbourhood Provision	-0.571	-0.571	0.000	0.000	-1.142
Other saving opportunities <i>(FE1-1915 approved by December 2018 Cabinet)</i>	-0.399	-0.013	-0.013	-0.013	-0.438
CIE Management & Tiers Spans Savings - Wave 2 <i>(CIE14 approved by February 2018 Cabinet)</i>	-0.061	0.000	0.000	0.000	-0.061
Total Net Library Service Savings	-1.031	-0.584	-0.013	-0.013	-1.641
Draft Budget after Savings	3.400	2.816	2.803	2.790	

- 8.6 The review of library services to neighbourhood's provision delivers a saving of £1.142m. This is in addition to other approved savings totalling £0.499m, identified by the library service and achieved through staff efficiencies (£0.061m), reductions in IT contract costs, operational and staffing savings in the new central library (£0.438m). This represents a total saving of £1.641m (37% of the current libraries budget).
- 8.6 The savings will be achieved following an initial investment of £0.590m (included in the FE1-1913) for redundancy costs, pension fund strain and implementation costs. It is not possible to fully scope the costs until the results of the staff

consultation and organisational change have been completed and analysed, as this will undoubtedly shape the proposed strategies and implementation plan. The funding of these costs will be incorporated within the council's medium-term financial strategy required to implement other savings proposals.

- 8.7 The current position on delivery of the savings profiled for 2019-20 are that £0.460m has already been delivered. The service is on track to deliver an additional £0.458m of the 2019/20 savings target of £0.571m through the measures shown in the following table.

Service Area	£m
Home Library Service saving achieved through commissioning the service through the voluntary sector	0.040
Central Library staffing saving achieved due to reduction in staff required to operate the new Ealing Central library.	0.078
Staffing saving achieved through not filling current vacancies – 11.47 FTE	0.340
Total	0.458

- 8.8 The service will seek to, where possible, make further progress towards achieving the £0.571m target and contain any residual pressure within the service budget. Any resultant overspend will, however, need to be dealt with Council-wide as part of wider in year budget measures.
- 8.9 It is noted that recommendation in section 1.13 of this report will have cost implications for the Council, the value of which will be known in the future.

9 Legal Implications

- 9.1 Section 7 of The Public Libraries and Museums Act 1964 places a duty on the Council as Library Authority, as follows:

- (1) To provide a comprehensive and efficient library service for all persons desiring to make use thereof,

Provided, that although a library authority shall have power to make facilities for the borrowing of books and other materials available to any persons it shall not by virtue of this subsection be under a duty to make such facilities available to persons other than those whose residence or place of work is within the library area of the authority or who are undergoing full-time education within that area.

- (2) In fulfilling its duty under the preceding subsection, a library authority shall in particular have regard to the desirability—

(a) of securing, by the keeping of adequate stocks, by arrangements with other library authorities, and by any other appropriate means, that facilities are available for the borrowing of, or reference to, books and other printed matter, and pictures, gramophone records, films and other materials, sufficient in number, range and

quality to meet the general requirements and any special requirements both of adults and children; and

(b) of encouraging both adults and children to make full use of the library service, and of providing advice as to its use and of making available such bibliographical and other information as may be required by persons using it; and

(c) of securing, in relation to any matter concerning the functions both of the library authority as such and any other authority whose functions are exercisable within the library area, that there is full co-operation between the persons engaged in carrying out those functions.

9.2 The legislation itself is not prescriptive about what a comprehensive and efficient service is. However, in the case of *Bailey v London Borough of Brent* [2011] the Judge confirmed that comprehensive does not mean that every resident lives close to a library. Comprehensive has been taken to mean delivering a service that is accessible to all residents using reasonable means, including digital technologies. An efficient service must make the best use of the assets available to meet its core objectives and vision, recognising the constraints on council resources. Decisions about the Service must be embedded within a clear strategic framework which draws upon evidence about needs and aspirations across the diverse communities of the borough. Accordingly, when considering how to meet its statutory duty, it is important for the Council to carry out an assessment of the needs which the service must meet. The Council's assessment of need should be consulted upon along with the draft strategy which contains proposals to change the service.

In relation to Equalities

9.3 The Council must comply with the Public Sector Equality Duty. This general duty is set out in s.149 Equality Act 2010. In summary, the duty requires the Council decision makers to have due regard to the need to:

(a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful

(b) Advance equality of opportunity between people who share a protected characteristic and those who do not.

(c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

9.4 The Act makes clear that having due regard for advancing equality involves:

- Removing or minimising disadvantages suffered by people due to their protected characteristics.
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

9.5 The protected characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.

- 9.6 An updated Equality Analysis Assessments is attached as Appendix 3. This has been updated following the consultation and revisions to the draft strategy. Due regard should be given by members of Cabinet to the EAA alongside the consultation responses before any decisions are made

In relation to property disposal:

- 9.7 The Council has the power to dispose of property which is surplus to its requirements under section 123 of the Local Government 1972 Act in any manner it wishes. This is subject to an obligation to obtain the best consideration that can reasonably be obtained (except for leases of seven years or less) unless the Secretary of State's consent is obtained for the disposal whether pursuant to the General Disposal Consent contained in Circular 03/2003 or by means of an express consent.
- 9.8 It is currently proposed that the leases for the community managed libraries would be granted at peppercorn (nil) rent and would be offered for a maximum of six years. As a result there is no legal requirement for the Council to seek the Secretary of State's consent to grant the leases at less than the market value. However Circular 03/2003 confirms that even where the Secretary of State's consent is not required, where the council is considering a disposal at less than best consideration, a realistic valuation of the interest should still be obtained to ensure that the council can demonstrate that it has acted reasonably. This is attached at Confidential Appendix 7. In agreeing to offer a peppercorn rent members of Cabinet will need to be satisfied that this will secure the promotion or improvement of the economic, social or environmental well-being of the area.
- 9.9 Further legal advice is contained in Confidential Appendix 7.

10 Value for Money

- 10.1 The budget setting process addresses the council's performance in delivering national and local priorities and focuses on the needs of its communities. The budget process has required services to demonstrate this through budget proposals submissions.
- 10.2 The council consistently monitors performance and finance in tandem, to ensure that value for money services are commissioned and provided and regularly adjusts its activities, where improved performance and better value for money can be achieved. The proposals contained within this report are set within the context of the financial constraints facing the council, as well as improving performance and achieving better value for money.

11 Sustainability Impact Appraisal

- 11.1 Any sustainability impacts will be considered before final decisions are taken post-consultation on the proposals for community managed libraries once

business plans and proposals received, subject to recommendation 1.5 of this report.

12 Risk Management

12.1 It is important that spending is contained within budget so that the council can maintain its financial standing in the face of further pressure on resources. The Council's Medium-Term Financial Strategy is continually under review and builds in projections for the MTFFS period and beyond as further details and analysis become available. These updates are regularly reviewed by Corporate Board and the Portfolio Holder and updates on the financial environment the Council is operating in are provided in Budget Strategy reports to Cabinet.

12.2 In developing proposals, the council has had regard to need for services, particularly for the most vulnerable. It has also developed an approach which aims to minimise the impact of budget reductions and avoid unnecessary service closures by working with the community and providers to develop alternative proposals for delivery at a number of sites.

13 Community Safety

None

14 Links to the 3 Key Priorities for the Borough

14.1 The council's administration has three key priorities for Ealing. They are:

- Good, genuinely affordable homes.
- Opportunities and living incomes.
- A healthy and great place.

14.2 The proposals covered in this report relating to the library service have direct links with two of the priorities: Opportunities and living incomes, and a healthy and great place.

15 Equalities, Human Rights and Community Cohesion

15.1 An updated draft Equality Analysis Assessment is attached as Appendix 3.

16 Staffing/Workforce and Accommodation implications

16.1 To change the operating model for Ealing libraries there will be an impact on staff. The strategic shift to a mixed model of delivery reducing from 13 libraries to eight directly run by the local authority will result in a reduction in staff needed to run the service.

16.2 The proposed change to service delivery is likely to result in 150 employees being put at risk of potential redundancy. However, the net reduction in FTE posts is likely to be far fewer and a number of voluntary redundancy requests have already been received.

16.3 The organisational change report and staff consultation will be implemented following the council's usual process for organisational change starting in August 2019. The consultation will run for 45 days. A decision about implementation of changes will be made at the end of the consultation period.

16.4 Community managed libraries will be run by the community. CML operators will also provide a wider community offer for the neighbourhood. The community managed libraries will be supported by the Library Service through peripatetic site visits, advice and other support services. The council will not provide library staff permanently located or seconded to the community managed library. The community partner will determine how these spaces are run and propose its own operational arrangements as part of an extended community offer.

16.5 Community supported libraries run by the Ealing library service at Greenford and Wood End libraries, will require the support of the community to enable these libraries to be maintained. There will be an ongoing partnership with the local community to develop and strengthen the community partnerships and volunteer base for these libraries.

17 Property and Assets

17.1 The property implications are set out throughout this report.

18 Any other implications:

None

19 Timetable for implementation of changes

Activity	Time line
Staff re-organisation	August 2019 – December 2019
Community Managed Libraries Invite proposals and Business Plan submissions August to October 2019 Interested CML operators broaden engagement with residents, library users and groups to develop their CML proposals Review applications; October 2019 Decision on award of CML November 2019 Publish new arrangements for CML January 2020 Transition January/ February 2020 CML delivery March 2020	August 2019 – March 2020

Ealing library service/ community supported branch libraries	October 2019
Revised Opening Hours for Ealing run Libraries	January 2020
Commission Home Library Service August – September 2019	January 2020

Appendix 1: Draft Library Strategy 2019 - 2023

Appendix 2: Library Service Needs Assessment

Appendix 3: Equality Analysis Assessment

Appendix 4: Consultation Analysis Report – Lake Market Research

Appendix 5: Consultation Public Meetings Report – Collaborate

Confidential Appendix 6: LSH Valuation Report

Confidential Appendix 7: Further legal advice

20 Background Information

- [Future Ealing Programme Update](#), Report to Cabinet, March 2018
- [Budget Strategy 2019/20](#), Report to Cabinet, December 2018
- Changes to Neighbourhood Services, Report to Cabinet 15 January 2019

Consultation

Name of consultee	Post held	Date sent to consultee	Date response received	Comments appear in paragraph:
Internal				
Cllr Julian Bell	Leader of the Council	28/06/19	01/07/19	
Cllr. Jasbir Anand	Portfolio Holder Business and Community	28/06/19	01/07/19	
Tony Clements	Executive Director, Place	24/06/19	ongoing	throughout
Gillian Marston	Director Environment	24/06/19	ongoing	throughout
Lucy Taylor	Director Regeneration and Planning	02/07/19	02/07/19	4 and 5
Kieran Read	Director Strategy and Engagement	24/06/19	ongoing	

Charles Cato	Interim Finance Business Partner	24/06/19	ongoing	throughout
Liz Chiles Manher Ubhi	Director HR and OD HR Business Partner	24/06/19	27/06/19	throughout
Helen Harris Catherine Taylor Jackie Adams	Legal Services	24/06/19	ongoing	throughout

Report History

Decision type:	Urgency item? No
Key decision	Yes
Report no.:	Carole Stewart
	Assistant Director Arts, Heritage and Libraries cstewart@ealing.gov.uk