



THE NEXT CHAPTER

Nottingham City Council Library Service
Transformation

Phase 2 Recommendations Report

December 2022

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1 Introduction

1.1 Purpose of the report

This report follows on from the Phase 2 findings report published in July 2022 to the Council's Overview and Scrutiny Committee. The report, at that stage, set out the findings from the Phase 2 consultation but did not go further at that time to present the recommendations for the library service.

This report presents the recommendations regarding the library transformation and library provision in the city. It takes account of the Phase 2 consultation findings, further analysis carried out, including looking at alternative options, and the changing environment and challenging financial position facing the Council and city residents.

In reading this report it is assumed that there is an understanding of both the Phase 1, Library Needs Assessment Report (Nottingham City Council 2022) and the Phase 2 Consultation and Findings Report (Nottingham City Council 2022) that provide the detail of the process that have led to these concluding recommendations.

1.2 Summary of recommendations

Based on the original proposals set out in Phase 2, there have been a number of changes. The recommendations come together as a result of a number of factors including feedback received from the consultation, in response to feedback from the Council's Overview and Scrutiny Committee and from analysis of the emerging and changing picture regarding library use and need.

Further exploration of access to libraries and deprivation mapping has been undertaken as well as a review of library performance looking at the return to libraries and the emerging post pandemic picture of use. In addition, need is reviewed in light of the changing and challenging economic climate.

The recommendations respond positively to the public consultation regarding the long-term approach to transformation of the service and the medium-term financial pressures to deliver an efficient and effective service. The focus of the recommendations is based on emerging operational efficiencies that align with the wider transformation principles to create a modern and sustainable library service.

The revised recommendations are summarised below:

A: Proposals consulted on	B: Recommendations following consultation
<p>Transformation Principles</p> <ul style="list-style-type: none">• Building partnerships and collaboration• Flexible and adaptable approach to working• Making the most of technology• Modernising and rationalising the library network <p>2. Closure Proposals</p> <ul style="list-style-type: none">• Closure of Basford Library	<ol style="list-style-type: none">1. Approve the transformation programme principles for future delivery of the library service2. Retain Aspley Library as a publicly accessible library, but re-purpose as a distribution point and mobile/outreach services3. Targeted reductions in opening hours across the library network

<ul style="list-style-type: none"> • Closure of Radford Lenton Library • Closure of Aspley Library to the public and re-purpose as a distribution point and mobile/outreach services. 	
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2 How the recommendations have been reached

2.1 The Changing Environment

There are a number of emerging factors that have been raised during the consultation and analysis stage in Phase 2. This changing environment, and the new information emerging, affecting both the Council and its residents, has raised further questions that needed to be considered alongside the responses and data already collected. These themes were introduced in the phase 2 findings report but are updated in this section. These factors are recognised and influenced in the revised recommendations.

2.1.1 Financial position.

To date, a saving of £0.154m has been achieved against the £0.233m Medium Term Financial Plan (MTFP) saving requirement for the Library Service from a restructure of front-line staff and services. This saving has changed the scope for the consideration of other options to achieve the remaining £0.079m saving required. The current economic situation, and the financial impact it is having on the Council, means looking at how the available resources are best used to meet the needs of Nottingham residents.

2.1.2 Cost of living crisis.

In October 2022, inflation soared to now over 10%, its highest level for more than 40 years, as the rising cost of gas and electricity pushed household energy bills to record level. The escalating cost of food and transport has also contributed to the rising cost of living deepening the crisis affecting families on low incomes and in the most deprived communities in the city. This cost of living crisis has created a perfect storm of increasing public demand for services and support whilst at the same time increasing costs for local authorities delivering those services.

2.1.3 Neighbourhood Transformation.

The library transformation, and changes to the library network, need to be seen in the broader context of a Neighbourhood Transformation programme being developed by Nottingham City Council (NCC), aimed at taking a wider strategic approach towards the council's locally based service delivery. The Library consultation has run ahead of this work and needs to align with this programme using the library needs assessment as part of understanding what communities need so that services can respond effectively. This is likely to include a review of the way land and assets of the council are used; how we deliver services to customers; and how we engage with our communities and partners in order to create a revised, locally based and resident friendly offer utilising shared spaces and better responding to needs of residents.

2.1.4 Literacy and Learning needs post pandemic

A recent report from The National Literacy Trust (NLT) and Libraries Connected, *Public Libraries and Literacy Recovery, June 2022*, examined the role libraries play in raising the literacy skills of children

whose learning has been disrupted by the pandemic. The report highlighted that the pandemic has exacerbated the literacy gap between children from disadvantaged backgrounds and their peers and that libraries are uniquely placed to help narrow this gap reaching disadvantaged communities where literacy is lowest.

2.1.5 Re-opening of New Central and Sherwood Libraries.

The approval at Executive Board in May 2022 for the completion of the New Central Library was a significant milestone. A new Central Library is considered essential for delivering the city's overall library service, a view supported by feedback in the public consultation which showed that that Central Library was the most visited/preferred library. Many residents used the Central Library as well as their own local library and value the special function it plays in supporting the whole service. The anticipated opening of Central Library in summer 2023 along with the opening of new Sherwood Library also in 2023, significantly strengthens the network and overall library offer, providing wider opportunities and access for library users than is currently available.

2.2 Partner Opportunities Explored

The Phase 2 consultation raised awareness of the library service transformation and in turn presented new opportunities to explore in response to the closure proposals. This included discussions with partners regarding libraries as a base to and deliver projects around the theme of using libraries as shared spaces. Whilst many areas were explored, none of these materialised as guaranteed alternatives that could address and deliver the financial cost savings required although there have been positive discussions that have emerged that could help deliver wider community outcomes.

The library service is currently in talks with the University of Nottingham which in principle has agreed to fund, for 12 months, a new Student Volunteer Coordinator whose work would be of benefit to the service. Work is taking place to realise this position which could, in and around Radford, have an impact for the future way Students could help support Library provision in increasing access and bringing new advice, activities programmes and events which could support financial savings moving forward however there is no direct financial benefit to the service with this opportunity.

Public Health are currently in discussion with Library Services along with Sport and Leisure Services to look at partnership approaches and opportunities to maximise the impact the libraries offer can have on health outcomes in Nottingham City. Libraries are key community assets, free and accessible for residents. They therefore offer the potential to improve the health of residents; contribute to Public Health's joint Health and Wellbeing priorities; and improve the reach of health and wellbeing services. providing non-traditional route for residents to access services and increase reach across the city.

2.3 Updated Library Performance

At each stage of the process there has been a changing picture of library use, influenced and accelerated by the pandemic. Libraries are back to providing many of their services in person however, there has been a shift towards a more blended service. This has maximised the benefits, flexibility and growth of the digital online offer, whilst retaining physical access to books and the community spaces for activities, events and face to face services.

Since the writing of the Phase 2 Findings Report, Part 1, there has been continued monitoring of library performance management data to understand the figures emerging from the post pandemic return to libraries and to understand if any of the environmental factors mentioned above are having an impact on how and when libraries are needed and used.

The data is set out for all libraries in the network however there is a focus on the libraries that were proposed for closure as this was part of looking at alternative options.

2.3.1 In person visits

The number of visits across the network when comparing pre pandemic (2019/20) to post pandemic (2022/23) is down by 68%¹ compared to when Central and Sherwood Libraries were operating and 49%² down based on the current operating network. All but 1 library (Bulwell) have seen a slight increase in visits when compared to their % share of the operating network whilst Sherwood and Central have been closed.

The return to libraries is seeing an increase on 2021/22 figures, with 139,554 visits in the first 6 months of 2022/23 compared to 65,373 in the same period of 2021/22, but visits are still significantly lower than pre pandemic figures which saw 277, 094 visits (excluding Central and Sherwood Libraries) in the same period.

Full year figures for 2022/23 have been estimated based on the actual figures for first 6 months of the financial year April to September 2022. For a more accurate comparison we have also compared the actuals from the first 6 month of 2019/20 with those of 2022/23.

Physical Visits						
	2019/20	2020/21	2021/22	Apr - Sept 19/20 Actual	Apr-Sept 22/23 Actual	% diff Apr - Sept 19/20 vs 22/23
Aspley	38,820	1,505	12,151	15,660	8,766	-44%
Basford	22,680	1,449	7,232	11,604	5,087	-56%
Bilborough	20,988	952	7,532	11,412	5,967	-48%
Bulwell Riverside	143,186	2,477	21,601	69,746	16,990	-76%
Clifton	38,436	2,165	20,293	18,732	13,338	-29%
Dales	37,500	2,842	14,462	17,724	10,791	-39%
Hyson Green	51,396	3,748	17,193	16,620	13,903	-16%
Meadows	32,688	1,410	16,509	13,392	13,579	1%
Nottingham Central	280,797	0	0	136,731	0	-100%
Radford Lenton	7,920	511	4,316	4,452	3,493	-22%
Sherwood	40,224	643	0	18,084	0	-100%
Southglade Park	28,968	1,451	9,840	14,196	7,028	-50%
St Anns	53,988	2,702	17,408	25,500	10,813	-58%

¹ Visits 19/20 = 879,779, 22/23 estimate = 279,108

² Visits 19/20 = 558,758, 22/23 estimate = 279,108

Strelley Road	32,400	3,524	14,099	16,080	11,413	-29%
Wollaton	49,788	6,436	29,471	23,892	18,386	-23%
Total	879,779			413,825		
Total excl. Central & Sherwood	558,758	31,815	192,107	259,010	139,554	-46%

Table 1, shows the visits to libraries 2019/20 to now.

The data shows significant changes in physical visits to libraries across the network since the return to libraries following the pandemic when looking at visits in 2019/20 and visits in 2023/23 (actuals and estimates) with less people visiting libraries.

Physical Visits						
	2019/20	2020/21	2021/22	Apr - Sept 19/20 Actual	Apr-Sept 22/23 Actual	% diff Apr - Sept 19/20 vs 22/23
Aspley	38,820	1,505	12,151	15,660	8,766	-44%
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TABLE 1: LIBRARY PERFORMANCE - VISITS TO LIBRARIES FOR COMPARISON

2.3.2 Issues

Item Issues	Apr-Sep 2019	Apr-Sep 2022	% Difference Apr-Sept
Aspley	16,279	12,083	-25.8%
Basford	6,954	7,939	14.2%
Bilborough	9,807	7,440	-24.1%
Bulwell Riverside	19,189	15,432	-19.6%
Clifton	18,012	14,800	-17.8%
Dales	15,059	12,520	-16.9%
Hyson Green	14,079	16,063	14.1%
Meadows	9,647	9,594	-0.5%
Nottingham Central	78,344		-100.0%
Radford Lenton	5,715	4,800	-16.0%
Sherwood	29,649		-100.0%
Southglade Park	8,030	9,831	22.4%
St Anns	8,348	10,982	31.6%
Strelley Road	14,299	11,476	-19.7%

Wollaton	39,229	35,716	-9.0%
Total	292,640	168,676	-42.4%
TOTAL (EXCL Central & Sherwood)	184,647	168,676	-8.6%

2.3.3 Table 2 - Library Performance Item Issues for Comparison

Item Issues	2019/20	2020/21	2021/22	Apr-Sep 2019	Apr-Sep 2022	% Diff Apr-Sept
Aspley	30,175	2,978	18,804	16,279	12,083	-25.8%
Basford	12,720	2,895	12,945	6,954	7,939	14.2%
Bilborough	17,962	2,101	10,868	9,807	7,440	-24.1%
Bulwell Riverside	35,740	6,870	25,776	19,189	15,432	-19.6%
Clifton	31,584	5,607	24,141	18,012	14,800	-17.8%
Dales	27,706	6,588	20,519	15,059	12,520	-16.9%
Hyson Green	26,210	7,586	27,440	14,079	16,063	14.1%
Meadows	19,644	3,668	18,107	9,647	9,594	-0.5%
Nottingham Central	147,112	7,304	19,096	78,344		-100.0%
Radford Lenton	10,136	1,427	5,976	5,715	4,800	-16.0%
Sherwood	56,693	3,095	3,475	29,649		-100.0%
Southglade Park	14,606	3,361	14,388	8,030	9,831	22.4%
St Anns	16,188	3,487	16,283	8,348	10,982	31.6%
Strelley Road	25,464	5,594	17,490	14,299	11,476	-19.7%
Wollaton	72,714	17,677	59,914	39,229	35,716	-9.0%
Total	544,654	80,238	295,222	292,640	168,676	-42.4%
excl Central & Sherwood	340,849	69,839	272,651	184,647	168,676	-8.6%

, shows the number of issues from each library again comparing 2019/20 (pre pandemic) to 2022/23 (post pandemic) and showing the change.

Figures show how well each library is used based on the number of items issued and show this as percentage of total issues across the network. Central Library, when it was open, accounted for the highest borrowing with a 27% share in 2019/20 (78,344/292,640) and Basford and Radford-Lenton Libraries the lowest with 2% of borrowing. With Central and Sherwood Libraries not available, borrowing has changed slightly as displaced users have found alternative provision during the temporary closure period. However, borrowing figures are still down by 38% compared to when Central and Sherwood Libraries were open and, as of September 2022, total figures are down by 9% based on the current network offer. The increase shown by some libraries, such as Hyson Green and Basford, may be, due to their proximity because of the temporary closures of Central and Sherwood Libraries.

2.3.4

Item Issues	Apr-Sep 2019	Apr-Sep 2022	% Difference Apr-Sept
Aspley	16,279	12,083	-25.8%
Basford	6,954	7,939	14.2%
Bilborough	9,807	7,440	-24.1%
Bulwell Riverside	19,189	15,432	-19.6%
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TOTAL (EXCL Central & Sherwood)	184,647	168,676	-8.6%

2.3.5 Table 2 - Library Performance Item Issues for Comparison

Item Issues	2019/20	2020/21	2021/22	Apr-Sep 2019	Apr-Sep 2022	% Diff Apr-Sept
Aspley	30,175	2,978	18,804	16,279	12,083	-25.8%
Basford	12,720	2,895	12,945	6,954	7,939	14.2%
Bilborough	17,962	2,101	10,868	9,807	7,440	-24.1%
Bulwell Riverside	35,740	6,870	25,776	19,189	15,432	-19.6%
Clifton	31,584	5,607	24,141	18,012	14,800	-17.8%
Dales	27,706	6,588	20,519	15,059	12,520	-16.9%
Hyson Green	26,210	7,586	27,440	14,079	16,063	14.1%
Meadows	19,644	3,668	18,107	9,647	9,594	-0.5%
Nottingham Central	147,112	7,304	19,096	78,344		-100.0%
Radford Lenton	10,136	1,427	5,976	5,715	4,800	-16.0%
Sherwood	56,693	3,095	3,475	29,649		-100.0%
Southglade Park	14,606	3,361	14,388	8,030	9,831	22.4%
St Anns	16,188	3,487	16,283	8,348	10,982	31.6%
Strelley Road	25,464	5,594	17,490	14,299	11,476	-19.7%
Wollaton	72,714	17,677	59,914	39,229	35,716	-9.0%
Total	544,654	80,238	295,222	292,640	168,676	-42.4%
excl Central & Sherwood	340,849	69,839	272,651	184,647	168,676	-8.6%

2.3.6 Computer Use

Pre Covid, computer hours used totalled 203,762 across the network and 99,282 hours excluding Central and Sherwood Libraries. Take up of the available offer was 49% or 41% excluding Central and Sherwood. PC availability reduced during the pandemic to allow for social distancing.

To compare PC use we used % take up of the available offer. Based on the current network and the available offer the take up of public network PC's is 28%. This is based on 6 months April – September.

Figures are for people using the public network PCs and not for using the Wi-Fi.

Library	Available PC hours	PC hours Used	Take Up%
Aspley	18,841	6,119	32.48
Basford	4,093	1,494	36.5
Bilborough	13,913	3,988	28.66
Bulwell Riverside	39,942	15,913	39.84
Clifton	18,099	5,726	31.64
Dales Centre	12,603	5,968	47.35
Hyson Green	36,290	17,498	48.22
Meadows	21,882	7,575	34.62
Nottingham Central	151,659	96,806	63.83
Radford-Lenton	6,947	2,855	41.1
Sherwood	15,669	7,256	46.31
Southglade Park	9,248	4,389	47.46
St Ann's Valley	30,410	17,139	56.36
Strelley Rd	19,516	7,911	40.54
Wollaton	10,178	2,707	26.6
Total	409,290	203,344	49.68
Total (excl Central and Sherwood)	241,962	99,282	41.03%

TABLE 3: LIBRARY PERFORMANCE - COMPUTER USE COMPARISON 2019/20 (FULL YEAR)

Library	Available PC hours	PC hours Used	Take Up%
Aspley	7197	1595	22.17
Basford	1483	549	37.04
Bilborough	5627	1084	19.26
Bulwell Riverside	18297	4947	27.03
Clifton	8956	2462	27.49
Dales Centre	6741	1969	29.21
Hyson Green	14957	5091	34.03
Meadows	10861	3400	31.30
Nottingham Central	0	0	0.00
Radford-Lenton	2473	502	20.28
Sherwood	0	0	0.00
Southglade Park	3999	1033	25.83
St Ann's Valley	15302	5502	35.95
Strelley Rd	9030	1693	18.74
Wollaton	4847	921	18.99
Total	109,769	30,745	28.01%
Total (excl Central and Sherwood)	109,769	30,745	28.01%

TABLE 4 LIBRARY PERFORMANCE – COMPUTER USE 2022/23 (APR – SEPT)

2.3.7 E-resources

For the latest figures we have compared data from the first half of 2022/23 with the same period of 2019/20, the last full year of data per pandemic. There has been a lot of change during this time reflected in both changes in habits and an acceleration of pre pandemic trends in how libraries were being used. Figures show a continued demand for e-resources following the sudden increase during the pandemic and 2022/23 figures predict a further increase on the 2021/22 figures.

eResource Issues	2019/20	2020/21	2021/22	2019/20 April - Sept (actuals)	2022/23 April - Sept (actuals)	% diff 2019/20- 2022/23
eBooks	12,437	30,503	25,935	5,017	12,238	144%
eAudio	6,709	17,879	24,627	2,255	16,172	617%
eMagazines	18,069	42,484	14,632	7,036	6,803	-3%
exc. Enewspapers	37,215	90,866	65,194	14,308	35,213	146%
eNewspapers	3,570	84,716	123,706	0	57,874	
Total	40,785	175,582	188,900	14,308	93,087	551%

TABLE 5: LIBRARY PERFORMANCE - ERESOURCE ISSUES

Table 6 compares performance based on visits, issues/borrowing and public computer use. In comparison to the other libraries proposed for closure, Radford-Lenton continues to perform the lowest across the three measures. However, when comparing figures per hour open, a number of libraries show relatively low figures. The operational cost to keep libraries open when they are not being used does not represent effective use of the available resources. This may indicate a need to review opening hours to better align the number of hours open with peak use and need across the network. As the hours are an average, there are times in a day when visits per hour fall even lower. The breakdown of hourly visits at each library is shown in the graphs in Appendix 1.

Library	Hours Open per week	Annual hours (50 weeks)	Visits (22/23 full year est)	Vists /hr open	Issues (22/23 full year est)	Issues / hr open	PC Hours 22/23 used (full year est)	PC hours used / hr open
Nottingham Central	59.5	2975	0	0	0	0		
Aspley	44	2200	17532	8	24,166	11	3190	1
Basford	21	1050	10174	10	15,878	15	1098	1
Bilborough	35	1750	11934	7	14,880	9	2168	1
Bulwell								
Riverside	54	2700	33980	13	30,864	11	9918	4
Clifton	44	2200	26676	12	29,600	13	4922	2
Dales	36	1800	21582	12	25,040	14	3938	2
Hyson Green	54	2700	27806	10	32,126	12	10182	4
Meadows	43	2150	27158	13	19,188	9	6800	3

Library	Hours Open per week	Annual hours (50 weeks)	Visits (22/23 full year est)	Vists /hr open	Issues (22/23 full year est)	Issues / hr open	PC Hours 22/23 used (full year est)	PC hours used / hr open
Radford-Lenton	21	1050	6986	7	9,600	9	1004	1
St Ann's Valley	54	2700	21626	8	21,694	8	11276	4
Sherwood	43	2150	0	0	0	0	0	0
Southglade Park	35	1750	14056	8	19,622	11	2064	1
Strelley Road	35	1750	22826	13	22,952	13	3,384	2
Wollaton	46	2300	36772	16	71,432	31	1,840	1

TABLE 6: LIBRARY PERFORMANCE COMPARISON

2.3.8 Volunteer capacity

The library service recruits volunteers to enhance the library service offer, enabling them to extend the range of events and services they can provide. Volunteer activities range from the Home Library Service where volunteers deliver books and other library materials to the homes of library customers unable to visit the library due to ill health, mobility or caring issues; to volunteers providing guidance and support to children at After School sessions; to Conversation Class Volunteers leading sessions with adults, for whom English is a second language, to practice conversational English. The service also provides volunteer placement opportunities for students completing the Duke of Edinburgh award.

Volunteer led services has been raised in the consultation as an alternative delivery method for libraries. Volunteers are an important and valued part of the library service however, their role is to support and enhance the library offer, currently there is not the volunteer capacity or structure in place to operate in this way.

Volunteer numbers naturally saw a decline as a result of the pandemic. Until there is a strong volunteer structure in place, volunteer run services are not an option that can be considered. The library service is working to rebuild not only the events and activities that volunteers help with but also public confidence in returning to volunteering in community settings.

	Number of volunteers	Volunteer hours total (annual)
2019/20		6463
2020/21	61	542
2021/22	101	1577

TABLE 7: VOLUNTEER NUMBERS

2.4 The Changing environment – Key Issues and Findings

There has been a constantly changing environment throughout the review affecting both the financial environment and the need for library services.

Aligning the transformation of the library service with neighbourhood transformation fits with wider council transformation principles and best value focus.

The opening of the new Central Library and Sherwood Library the opening of new Sherwood Library 2023 significantly strengthens the network and overall library offer

Partner opportunities have been explored but none of these materialised as guaranteed alternatives that could address and deliver the financial cost savings required

Library performance shows that figures for the return to libraries is down compared to pre pandemic figures as user habits have changed

Currently there is not the volunteer capacity or structure in place to consider community led alternative delivery options for the running of libraries

2.5 Access

Based on the original proposals put forward, the Council's Overview and Scrutiny Committee called for further analysis of access to libraries to gain a deeper understanding of the potential impact of any closures. This section focuses on the access and impact in relation to the proposed closures of Lenton-Radford, Basford and Aspley Libraries. Response to the questions raised by Overview and Scrutiny can be found in Appendix 2

2.5.1 Walking Catchment

Mapping showed the impact to residential properties with the loss of the 3 libraries proposed for closure, Aspley, Radford-Lenton and Basford (Fig 9). As shown by the red dots, it created a large gap in spread of libraries in the central/north of the city when compared to the current network (Fig 10).

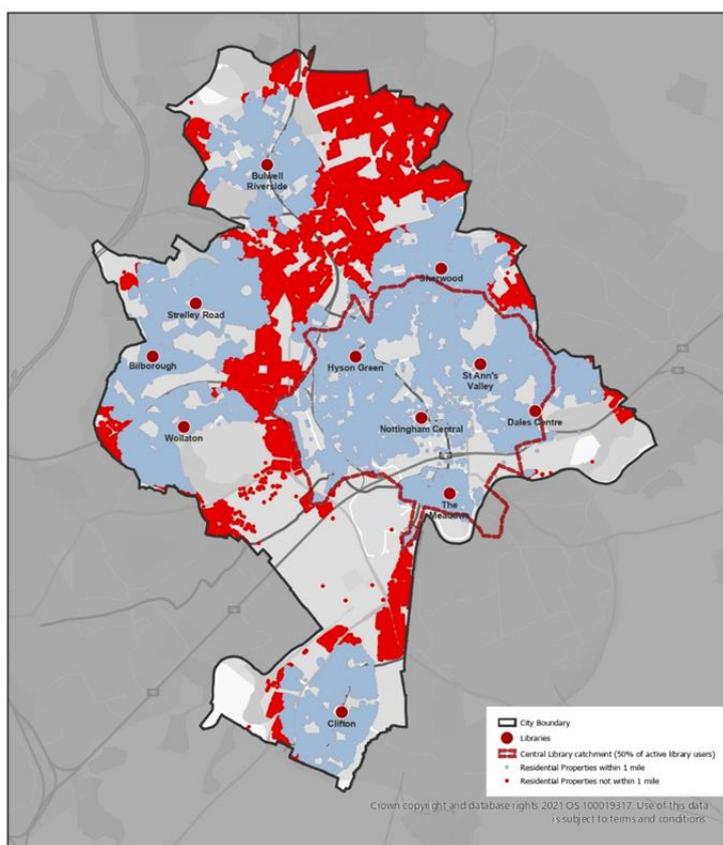


FIGURE 1: RESIDENTIAL PROPERTIES OUTSIDE OF A LIBRARY CATCHMENT - PROPOSED CLOSURES

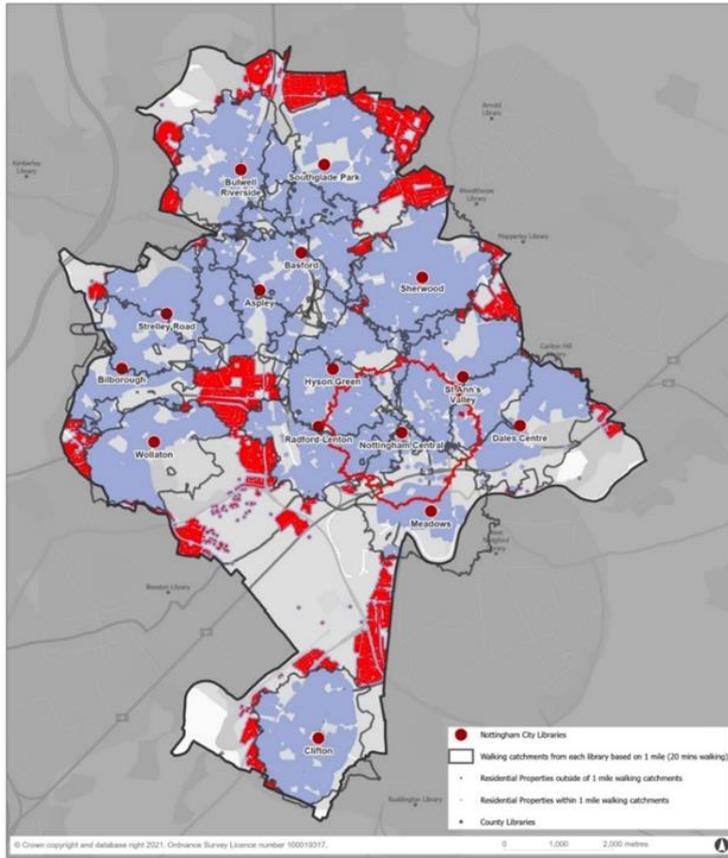


FIGURE 2: RESIDENTIAL PROPERTIES OUTSIDE OF A LIBRARY CATCHMENT - CURRENT PROVISION

A 20-minute walk time has been used in the mapping as guide to an acceptable catchment to access a Nottingham City Library. Current library provision means that 83% of residential properties are within 1 mile / 20-minute walking catchment of a library. Catchment figures based on the proposed closures are shown in Table 8 and the supporting maps can be found in Appendix 3. The Radford-Lenton area has a greater number of residential properties within the 20-minute library catchment and therefore a higher % of residential properties would be affected if the library closed. The closure of 1 of the libraries proposed would still mean that a minimum of 80% of residential properties in the city would be within a 20-minute walk of a library.

Library Proposal	% of residential properties within 1 mile / 20-minute walking catchment of a library
<i>Current provision</i>	<i>83%</i>
Closure of Radford-Lenton Library	80%
Closure of Basford Library	82%
Closure of Aspley Library	83%
Closure of Radford-Lenton and Basford Library	79%

TABLE 8: WALKING CATCHMENT TO LIBRARIES

2.5.2 Access - Public Transport Catchment

The same exercise was carried out looking at travel times to libraries within 10, 20 and 30 minute catchments via public transport. Whilst walking is the most common method of travel to a library (Phase 1), we know users do travel further across the city to access libraries other than the one that they are registered with, including travel to Central Library. Changes to the network would alter the proportion of residents who are within a 10 minute or 20 minute public transport catchment, increasing the numbers within a 20 minute catchment however, not decreasing the overall number of residents within 20 minutes travel time of a library. There are travel costs that need to be taken in to account, particularly with reference to areas where income deprivation is a factor. Public transport catchment maps are shown in Appendix 4

Library Proposal	residential properties within 10-minute catchment of a library	%	residential properties within 10-20 minute catchment of a library	%	Residential properties within 0-20 minutes of a library
Current provision	81,708	57%	60,414	42%	142,122
Closure of Radford-Lenton Library & Basford Library	79,768	55%	62,829	44%	142,597
Closure of Basford Library	73,867	51%	68,182	47%	142,049
Closure of Radford-Lenton Library	71,394	49%	68,089	47%	139,483
Closure of Radford-Lenton and Basford Library & Aspley Library	66,298	46%	77,435	54%	
Total residential properties in Nottingham City (July 2022)	144,314				

TABLE 9: PUBLIC TRANSPORT CATCHMENT FIGURES

2.5.3 Access and deprivation

Mapping also looked at public transport and walk times to the libraries, overlaid with Indices of Multiple Deprivation (IMD), to see the impact that proposed closures could have to the most deprived areas in the City. The maps focus on IMD domains linked to the library service Universal Offer. The mapping showed areas of the city where income deprivation, education and skills deprivation, health and disability deprivation and employment deprivation are in relation to the proposed library closures. The maps show areas of deprivation that fall outside of a library travel catchment for both walk times (Fig 3) and public transport times (Fig 4).

Walk times to the nearest library and the impact of deprivation show pockets of the city where access to a library falls outside a 20-minute walk. In the area relating to Basford Library, this shows need in relation to income, health and employment deprivation. In the area of Radford-Lenton Library, the same factors apply but with income affecting older people being of greater significance.

Walking times to the nearest library and the impact of Deprivation

With the proposed closures of Basford and Radford-Lenton libraries

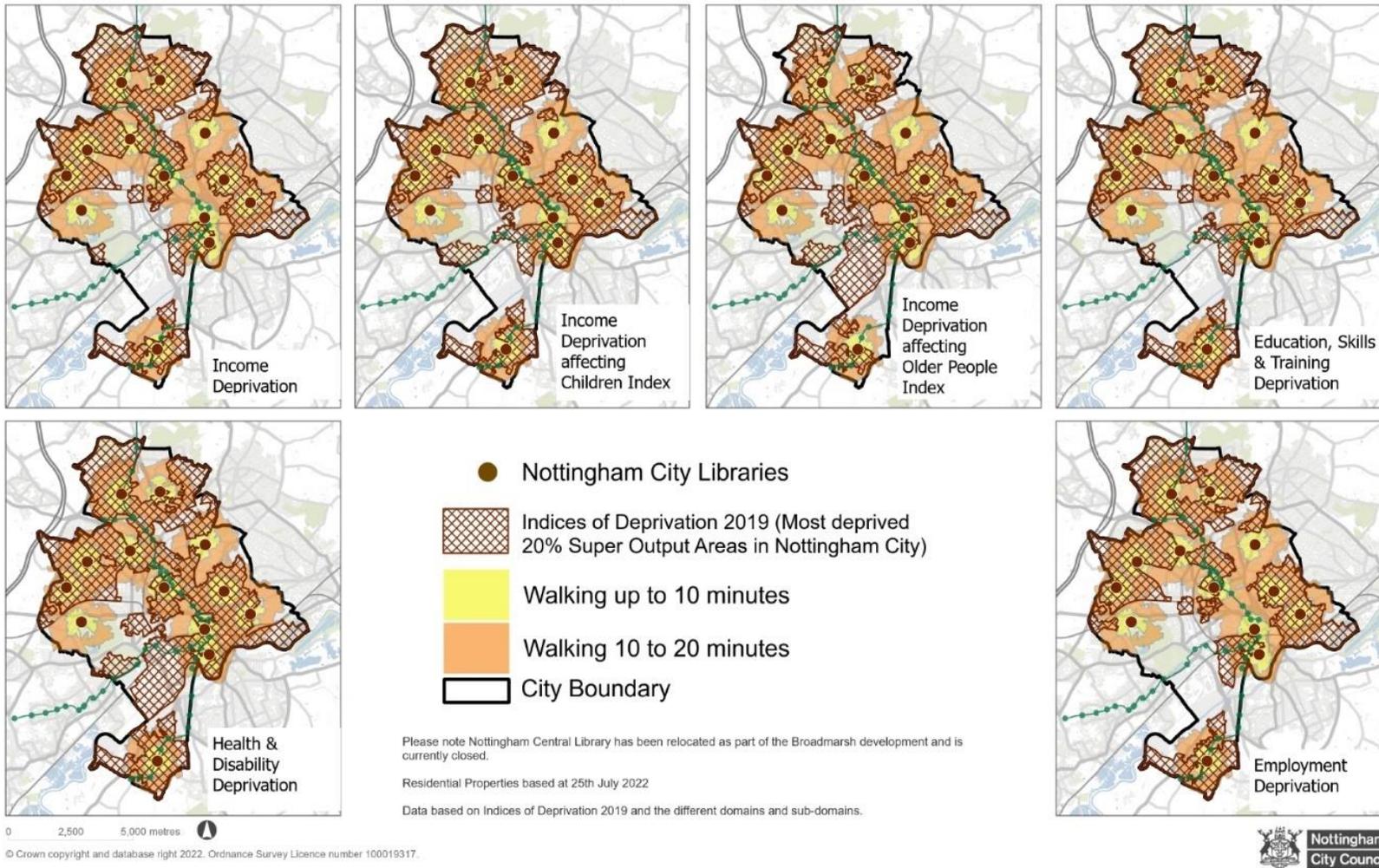


FIGURE 3: WALKING TIMES AND IMPACT OF DEPRIVATION - CLOSURE OF BASFORD AND RADFORD LENTON LIBRARIES

Public Transport times to the nearest library and the impact of Deprivation

With the proposed closures of Basford and Radford-Lenton libraries

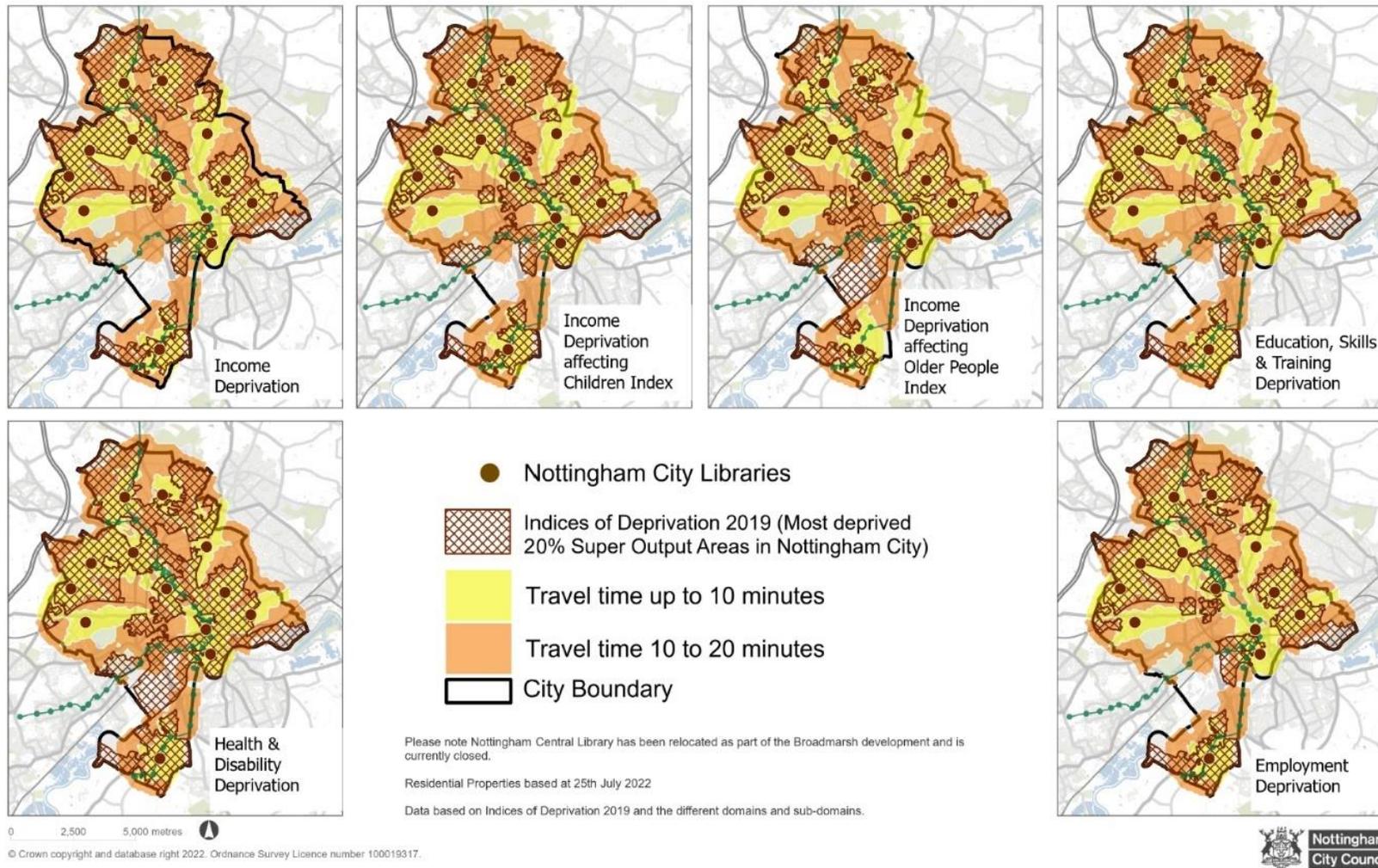


FIGURE 4: PUBLIC TRANSPORT TIMES AND THE IMPACT OF DEPRIVATION - CLOSURE OF BASFORD AND RADFORD LENTON LIBRARIES

Mapping shows that access to libraries is greater when taking in to account public transport. When considering deprivation in the domains chosen, the maps show fewer areas outside of a 20-minute travel time compared to walking catchments³. In the Income Deprivation affecting Older People map and the Health and Disability Deprivation map, the SOA in the south of the city covers an area with very few residential properties, as shown in *Figure 4*, and therefore lack of provision outside of the catchment does not impact on households in this area in this case.

2.5.4 Impact of closure and deprivation

The impact of library closures in areas of deprivation was raised by Overview and Scrutiny and during the public consultation. *Table 10: impact of closure on residential properties* sets out a summary for comparison from the impact maps presented in the Phase 2, Part 1 report.

The impact is measured by the number of households who would have reduced access to provision as the result of a library closure. The IMD figures show the number of households that would be impacted by having no access to a library within a 20 min walk, broken down by those in the IMD worst 20% and IMD worst 10%. The worst 10% represents higher levels of deprivation. The impact is lessened when there are other libraries nearby, as shown in the example of Clifton where 100% of households within a 20-minute walk of library would be impacted by its closure. For Aspley it's 19%, Basford 28% and Radford-Lenton 27%. The data also shows how many of the households are in the IMD worst 10% and 20%.

Whilst the additional analysis focused on answering questions raised following the Phase 2 findings, the mapping has helped better show the need in areas of the city aligned with access and helped to demonstrate how a rationalised and reduced network of library buildings could still provide a library offer that meets the needs of the majority of its residents in terms of access to a library.

With library use showing to have changed in terms of a reduction in visits and issues, the future of the library network in its current form, and in particular underused library building, remains an issue in terms of its future sustainability.

³ Areas are mapped as Super Output Areas (SOA). The geographical size of the SOA is determined by the number of households therefore the geographical catchment of a SOA may be larger in certain parts of the city where there are less households.

Community Library	EXISTING PROVISION		IMPACT OF CLOSURE							
	Current provision: number of households within 20 min walk	Current provision: number of active users within 20 min walk	a) TOTAL households with no library provision within 20 mins walk if closed:	% of households impacted	b) TOTAL users with no library provision within 20 mins walk	%	c) No. of households with no library provision within 20 min walk in the IMD worst 20%	% of households impacted	d) No. of households with no library provision within 20 min walk in the IMD worst 10%	%
Aspley	9,258	2,679	1,768	19%	568	21%	1100	12%	830	9%
Basford	11,528	2,534	3,178	28%	554	22%	1845	16%	682	6%
Bilborough	5,190	1,516	1,937	37%	517	34%	1751	34%	1,377	27%
Bulwell Riverside	9,686	2,463	6,549	68%	1870	76%	5626	58%	5,336	55%
Clifton	8,994	1,812	8,994	100%	1812	100%	7445	83%	746	8%
Dales	11,468	3,153	5,425	47%	1670	53%	3688	32%	1,730	15%
Hyson Green	17,727	4,501	4,354	25%	1388	31%	3668	21%	1,725	10%
Radford- Lenton	18,751	3,662	5,024	27%	778	21%	1972	11%	692	4%
Sherwood	11,370	2,422	10,040	88%	2162	89%	1459	13%	206	2%
Southglade Park	10,521	2,182	6,257	59%	1288	59%	4649	44%	2,163	21%
St Ann's Valley	18,729	4,157	6,623	35%	2101	51%	5777	31%	3,988	21%
Strelley Road	9,826	3,736	4,406	45%	1887	51%	4147	42%	4,147	42%
The Meadows	7,652	1,772	314	4%	98	6%	232	3%	25	0%
Wollaton	4,987	1,230	4,436	89%	1111	90%	8	0%	8	0%

TABLE 10: IMPACT OF CLOSURE ON RESIDENTIAL PROPERTIES

2.6 Access - Key findings and issues

Current library provision including Central and Sherwood libraries means that 83% of residential properties in the city are within 1 mile / 20 min walking catchment of a NCC library

The closure of any one of the libraries originally proposed would still mean that, as a minimum, 80% of residential properties in the city would be within a 20-minute walk of a library.

Changes to the network would alter the proportion of residents who are within a 10 minute or 20-minute public transport catchment, increasing the numbers within a 20 minute catchment but not decreasing the overall number of residents within 20 minutes travel time of a library.

One of the impacts of closure is measured by the number of households who would have no library provision within 20 minutes walk. The figures show the percentage of households that would fall outside of the current walking catchment if their local library were to close. For Aspley it's 19%, Basford 28% and Radford-Lenton 27% of residential properties that are currently within catchment whose provision would be reduced.

The future of the library network in its current form, and in particular underused library building, remains an issue in terms of its future sustainability within the resources available.

3 Alternative Options

Consultation responses from Phase 2 were heavily focused on the closure proposals however, the response to the wider transformation principles showed support towards a number of the principles aimed at modernising the service including the use of shared spaces, introducing technology to enhance the library offer and improved part. Taking into account the changing social and financial environment this chapters presents alternative options for consideration to those put forward at the end of Phase 1.

3.1 Targeted Reduction of Opening Hours and associated staff efficiencies

As local data shows, library visits across the network are 49% down compared to pre pandemic figures. The changing use, accelerated by the pandemic, presented the opportunity to look at operational efficiencies including when and where libraries are open across the city. The current operating hours are based on pre pandemic use which no longer matches the demand for how and when the service is needed and how it is accessed as the offer moves to a hybrid of physical and digital services.

If the full complement of libraries was operational (including Central and Sherwood Libraries), it would equate to 624.5 hours of library provision per week ranging from 21 hours per week for some libraries to 59.5 hours a week for the old Central Library. Joint Service Centres are the second highest offer at 54 hours per week to align with the opening these shared buildings.

A reduction to opening hours considers a number of changes that have taken place regarding when & how people use and access services.

The library service role at joint services centres (JSC) has been reviewed in light of the changing ways in which people access other support services based in the same building. The shift to many services moving online has seen reduced footfall at JSCs as more services have adjusted to a different way of working. Demand for the 'Ask Here' reception desk function at JSCs, provided by the library service, has fallen significantly and ways of operating previously aligned with JSC opening times have been reviewed. Joint Service Centres include Bulwell Riverside, Mary Potter (Hyson Green) and St Ann's Valley.

During the time that Central Library has been closed daily habits have changed because of the pandemic. The ideas for Central Library were conceived pre pandemic. The pandemic has almost certainly impacted plans for the city centre and future patterns of use of services affecting Central Library use and therefore there is an opportunity to make changes to Central Library ahead of opening lessening the impact on residents and with no impact to staff, as Central Library recruitment has not yet taken place. The plan for Central Library always included its use as a venue for hire and event space. Opening hours for Central Library will allow time for when the library is open to the public and time outside of this for additional and external events and activities.

Opening hours have been looked in to considering the factors summarised above alongside performance data, the needs of particular groups including young people and vulnerable people and library activity programming to reduce the impact on users and residents.

Performance data has been analysed looking at library use per hour to get an understanding of peak and off peak use to help determine where changes can be made to improve operating efficiencies whilst still continuing to offer services at a time when people need them.

3.1.1 Hourly Use Performance Analysis:

Library performance has been impacted by the pandemic. When looking at the return to libraries and the emerging picture it has been important to look at pre and post pandemic figures to understand changes. When looking at peak and off-peak times we are unable to use recent data as there have been so many changes to the library offer. To get an insight in to patterns of daily use and typically the peak and off-peak use of libraries we have used the 3 years pre pandemic. The graphs show the trends in peak and off-peak days and times. Variables such as the school day and working day we expect to remain the same and therefore influence patterns of use in the same way albeit with lower visitor numbers.

Library performance data, broken down by the hour (Appendix 1) shows the peak and off-peak times for library use. In ensuring efficient use of library resources in the delivery of the service, targeting opening hours to when libraries are being used presents ways of making operational savings.

After reviewing patterns of use, operational considerations, and resources available the following changes in opening hours would see alignment of core operating hours and opening hours rationalised to better respond to peak and off-peak use and changing user habits. The key changes put forward include:

- JSC Libraries are currently open 8.30-6.30 to support the 'Ask Here' reception functions for the JSCs however, demand is very low before 9am and after 6pm and it is therefore put forward that the hours can be adjusted with minimal impact on the support for the wider JSC services, including GP surgeries and to JSC users.
- Evening use of libraries is low. Wollaton and Dales libraries are the only libraries currently opening 6pm-7pm. There is low anticipated impact on customers resulting from these hours no longer being offered.
- A number of library half days have been changed to closed days to reflect use
- Where libraries are open half days, changing morning opening to afternoon opening is designed to give customers more choice the week to access their local library
- A reduction in Meadows Library's opening hours is proposed because the current opening hours are disproportionate to the use of the library relative to the wider library network.
- Changes to Central Library opening hours ahead of opening

Based on the performance data, the suggested change to hours for community library including those located in JSCs are set out in Table 10. The changes to opening hours equate to a 7% reduction across the network reducing opening hours from 624.5 hours per week to 582, this includes the new Central and Sherwood Libraries when they reopen. For comparison purposes, the current operational network opening hours, excluding Central and Sherwood Libraries, are 522 hours per week.

The savings that would result from the reduction in operating hours would equate to £0.083m in line with the gap required. Where changes to opening hours impact the current programming of activities, these will be rescheduled in consultation with user groups and partner organisations in relation to the library in question.

LIBRARY	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Current opening hours	Proposed opening hours	Change in opening hours
Aspley Library	9.00-6.00	9.00-6.00	9.00-6.00	9.00-1.00	9.00-6.00	9.00-1.00	44	40	4
				Closed					
	Tots Time 10-11am, Crafty Man Club 11-1pm	Work Club 1-3pm, Knit & Natter 4:30-5:30pm	After school club 3:30-5:30pm			Lego 9:30-12 noon			
Basford Library	9.00-1.00	9.00-1.00	Closed	9.00-6.00	Closed	9.00-1.00	21	21	0
	2.00-6.00								
	Totstime 10:30-11am, Games Café 10-12noon	Knit & Natter 10-12		Work Club 10-11:30am		Knit & Natter 11-12:45			
Bilborough Library	9.00-6.00	9.00-6.00	Closed	9.00-6.00	9.00-1.00	9.00-1.00	35	35	0
	Knit & Crochet 9:30-12noon, Reading Groups 1st Monday, Totstime 2-2:30pm	Work Club 10-12 noon		Lit Young Company 4:30-6pm	Chat & Craft 10-12noon				
Clifton Library	9.00-6.00	9.00-6.00	9.00-1.00	9.00-6.00	9.00-6.00	9.00-1.00	44	40	4
			Closed						
		Work Club 10-12 noon, Totstime 10-10:30am	Coffee Morning 1st Wed 10-12noon			Knit & Natter 10-12noon			
The Dales Centre	9.00-6.00	9.00-1.00	9.00-7.00	Closed	9.00-6.00	9.00-1.00	36	35	1
			9.00-6.00						
	Work Club 9-11am, Employment Surgery 11:30-1:30pm & 2-4pm		Totstime 10:30-11:00am, Work Club 1:30-3:30pm		Reading Group Last Friday 4:30-5:30pm	Crochet Club 11:30-12:30			
Meadows Library	9.00-6.00	Closed	9.00-6.00	9.00-6.00	9.00-6.00	9.00-4.00	43	35	8
				9.00-1.00		9.00-1.00			
	Conversation Groups 10:30-12, After school club 3:30-5:30pm		Sewing group & Craft Club 10:30-12:30, Reading Group 1st Wed 6pm	Work Club 1:30-4:30pm	Totstime 11-11:30am				
Radford - Lenton Library	9.00 -1.00	Closed	9.00-6.00	Closed	9.00-1.00	9.00-1.00	21	21	0
	2.00-6.00								
	Work Club 10-12 noon				Totstime 10:30-11am				
Sherwood Library	9.00-6.00	9.00-6.00	9.00-6.00	Closed	9.00-6.00	9.00-4.00	43	40	3
						9.00-1.00			
			n/a						
Southglade Park Library	9.00-6.00	Closed	9.00-6.00	9.00-6.00	9.00-1.00	9.00-1.00	35	35	0
	Games Café 10:30-11:30am		Totstime 10-10:30am, Work Club 10:30-12noon	Knit & Natter 12:30-2:30pm		Craft Club 10-12noon			
Strelley Rd Library	9.00-6.00	9.00 - 1.00	9.00-6.00	Closed	9.00-6.00	9.00 - 1.00	35	35	0
		Knit & Natter 10-12 noon	Work Club 1-3pm			Craft Club 10-12 noon			
Wollaton Library	9.00-6.00	9.00-7.00	9.00-1.00	9.00-7.00	9.00-6.00	9.00-1.00	46	44	2
		9.00-6.00		9.00-6.00					
Activities		Totstime 10:30-11am	Reading Group 2nd Wednesday 10-12noon	Chess Club 4:30-6pm					
Total							403	381	22

LIBRARY	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Current hours / wk	Proposed hours / wk	Change in opening hours
Nottingham Central Library	8.30-7.00	8.30-7.00	8.30-7.00	8.30-7.00	8.30-7.00	9.00-4.00	59.5	54	-5.5
	9.00-6.00	9.00-6.00	9.00-6.00	9.00-6.00	9.00-6.00	9.00-6.00			
	n/a								
Bulwell Riverside Library	8.30-6.30	8.30-6.30	8.30-6.30	8.30-6.30	8.30-6.30	9.00 - 1.00	54	49	-5
	9.00-6.00	9.00-6.00	9.00-6.00	9.00-6.00	9.00-6.00				
	Totstime 10:30-11am	Knit & Natter 10-12 noon, Work Club 10-1pm	Knit & Natter 10-12 noon, Work Club 1-4pm						
Hyson Green	8.30-6.30	8.30-6.30	8.30-6.30	8.30-6.30	8.30-6.30	9.00 - 1.00	54	49	-5
	9.00-6.00	9.00-6.00	9.00-6.00	9.00-6.00	9.00-6.00				
	Work Club 1-3pm		ESL Women Group 9:30-11:30am	Knit & Natter 2-4pm	Conversations Group 10:30-12 noon	Chess Club 11-12:30pm			
St Ann's Valley Library	8.30-6.30	8.30-6.30	8.30-6.30	8.30-6.30	8.30-6.30	9.00 - 1.00	54	49	-5
	9.00-6.00	9.00-6.00	9.00-6.00	9.00-6.00	9.00-6.00				
		Work Club 9:30-12:30pm	Totstime 10:30-11am, Conversation Groups 1-2:30pm, Reading Group 1st Wed 12-1pm		Knit & Stitch 10-12noon, After School Club 4-5:30pm				
Total							221.5	201	-20.5

TABLE 11 - CHANGES TO NETWORK OPENING HOURS

3.2 Retain Aspley Library as both a publicly accessible library and as the distribution hub and base for the development of outreach services

The intention was always to retain the library building to be used as a distribution hub and for the continuation of outreach services like Bookstart and the Home Library Service however, as a result of the financial saving already achieved, the opportunity to also retain public access to Aspley library has been considered.

This would see the Aspley library remain open to the public but with a redesign of the space to also enable the library to be the stock distribution hub for the library service and the central point for the development and delivery of outreach services. Due to the large size of the building, availability of vehicle parking and its easy access routes to the rest library network, Aspley is well positioned as a key logistical base and a vital part of the operations of the service going forward. With this as its purpose, Aspley would also become the base for the NPALS service currently based at Radford-Lenton Library.

This would result in a smaller public library space for displaying books however, from initial assessment of redesign, it would still enable a meeting room, network of PCs and study space to be accommodated and allow for the existing library programme of activities to still be delivered.

There are capital costs associated with the redesign of the building estimated at £30K. This one-off cost will be funded through an allowance made from the Central Library transformation project budget allocation.

Other factors also considered include:

- A strong case was made by the local community for retaining a publicly accessible library in an area with high deprivation and need. Almost all of Aspley Ward is in the IMD worst 10%
- Closure would have seen 1,768 households and 568 active users with no access to a library within a 20-minute walk
- It ensures continuation of library provision in a location which serves across 3 ward areas: Basford, Leen Valley and Aspley and it bridges access to the library network from Strelley across to Sherwood
- Efficient use of building space and services means reduced staffing level can be achieved as a result bringing together multiple library services into one building. This aligns to the library transformation principles to take forward.

3.3 Close 1 library plus a targeted reduction of community library opening hours

Original proposals put forward included the closure of 3 libraries. This has been reviewed to see if a reduced number of closures combined with other options, could still achieve the saving required

Based on performance and financial data, there remain some libraries in the network that are high cost and low use with alternative library provision within a 20-minute walking catchment. The Council has a duty to ensure the best value for money and therefore the option to close underused libraries is considered alongside other cost saving approaches. As presented in 3.1, a review of opening hours

considering the changing use of libraries is an important part of ensuring efficient use of library resources.

There are two libraries that remain under consideration, these are Radford-Lenton Library and Basford Library. The table below compares both libraries to show the potential impact that a closure of one would have to the council, the library network and to Nottingham residents.

Radford Lenton Library	Basford Library
<p>Catchment overlap with Hyson Green and Central Library. Data shows that users registered at Radford-Lenton Library use Hyson Green and Central Library as alternative Library provision</p> <p>5,024 households (692 in IMD worst 20%) and 778 library users would have no library provision within a 20 min walk if closed</p> <p>Access mapping has shown that the closure Radford-Lenton Library would still mean that a minimum of 80% of residential properties in the city would be within a 20-minute walk of a library</p> <p>Annual visits: 19/20: 7,920 pre Covid vs 22/23: 6,986 post Covid (est. on 6-month actuals)</p> <p>Operating cost: £41k with estimate £39k maintenance liabilities</p> <p>Investment has recently taken place at Radford-Lenton Library making the building more sustainable with reduced maintenance costs longer term</p> <p>NPALS, based at Radford-Lenton Library is suggested to be relocated as part of the Aspley distribution and logistics base for the service the cost of which are covered as part of the overall Central Library project.</p> <p>Large space at the back of building provides wider opportunities for community activity and partnership development</p> <p>Safeguards a community facility in the Radford & Lenton area which has already seen the closure of John Carroll Leisure Centre</p> <p>University of Nottingham Volunteer Coordinator role – discussions taking place to use library as a</p>	<p>Catchment overlap with Aspley, Bulwell Riverside, Sherwood Libraries. Data shows alternative access at Sherwood and Aspley Library</p> <p>3,178 households (1,845 in IMD worst 20%) and 544 library users would have no library provision within a 20 min walk if closed</p> <p>Access mapping has shown that the closure Basford Library would still mean that a minimum of 82% of residential properties in the city would be within a 20-minute walk of a library</p> <p>Annual visits: 19/20: 22,680 pre Covid 22/23: 10,174 post Covid (est. on 6-month actuals)</p> <p>Operating cost: £37K with estimate £90k maintenance liabilities</p> <p>Building design limits potential longer term development but opportunity for direct link to Vernon Park outdoor space with external capital investment</p> <p>Community partnership potential explored, but with no emerging opportunities</p>

base but with no direct financial benefit to the Council	
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The closure of 1 library alone would not achieve the savings required therefore a reduction in opening hours in line with peak use would go alongside the closure.

3.4 Technology Enabled Opening

This option is based on the same rationale as the targeted reduction in opening hours set out in option 3.1 but in this option part of the hours are offset with the introduction of technology enabled opening (TEO).

The use of technology to add value to the current offer was something that was supported through the consultation when looking at the use of technology in modernising the service. The use of technology to allow for flexibility in meeting changing needs was also supported in opposition to the closures to libraries if it was in addition to the library offer.

The use of TEO to offset a reduction in opening hours at Wollaton Library alongside other targeted reductions in opening hours is suggested as an option to achieve the required savings and mitigate against the reduction in opening hours. The pilot at Wollaton Library provides the opportunity to introduce TEO in alignment with the transformation principles. The cost of the installation would be met from existing IT budget and linked with planned maintenance works.

4 Summary of Findings

4.1 Phase 1 Recap

Phase 1 consultation and research was designed to get an understanding of library need in the city to which formed the basis for the development of a library transformation programme.

There are a lot of differences between Nottingham's 15 library buildings in terms of how well they're used, how much they cost to run, where they're located and what condition they're in.

Fewer visits to library buildings isn't unique to Nottingham – there's been a national decline in library usage over the last ten years, which has been mirrored here and further accelerated by the pandemic. How people access library resources has changed, too, with physical book loans in libraries decreasing.

Reducing the number of underused, out-of-date library buildings in Nottingham, where nearby alternative provision exists, could help ensure the service remains financially sustainable and investment can be targeted at the remaining library sites to ensure they remain up to date and accessible.

Therefore, investment is needed to develop this growing part of the service over the next five years. However, a balance must be struck between our digital and physical provision, so communities can benefit from the best of both worlds.

The role of library buildings as communal meeting spaces is highly valued by people who live in Nottingham, where they are viewed as 'non-threatening,' 'trusted' and 'safe spaces.'

We need to recognise that any change will, for some, be difficult. It is important that as a city we look at the wide range of public buildings we operate to ensure we deliver best value and where usage is low we need to make decisions on what services we can continue to provide within the given budget

Phase 1 developed outcomes for the service and principles to guide its transformation:

Workstream 1: Bringing communities and individuals together to strengthen and celebrate diversity

This looks at how libraries can work together with their partners and communities to develop libraries as cultural hubs, making them exciting places of choice for communities to learn and discover. This also looks at attracting and encouraging a new and diverse audience by offering libraries as a multifunctional space.

Workstream 2: Championing literacy and learning in the City

This builds on the library services existing strength and focus on reading and literacy. Working with education and literacy partners, this will include extending the learning offer away from formal settings and strengthening community connections with libraries. It will also look at the development of online and digital literacy and learning resources.

Workstream 3: Contributing to the economic prosperity of the City's communities and individuals

Better positioning of the role of libraries in supporting individuals gain the skills they need access to work and championing the service as a key community resources information and support as part of the city's post Covid recovery. Working with employment and skills partners in commission projects will be a key part of this

Workstream 4: Delivering a service that is efficient cost-effective and sustainable: Modernising and rationalising the library network

This looks at the buildings that have low usage and high costs with newer, more modern libraries located nearby. It also recognises that old traditional buildings will require significant investment to bring them up to a modern day standard and may not be fit for purpose to meet this future standard and need from the service.

Workstream 5: Delivering a service that is efficient cost-effective and sustainable: Making the most of technology

This explores the introduction of Technology Enabled Opening (TEO) to allow libraries to remain open at off peak times. This could also enable wider community use from partners looking for community venues. This will also include the shift in digital focus with continued development and growth of the website and on-line offer.

Workstream 6: Delivering a service that is efficient cost-effective and sustainable: Building partnerships and collaboration

A collaborative community model which seeks to use shared spaces by services and partners with natural synergies. A council wide programme bringing this together with a strategic assessment will essential.

Workstream 7: Delivering a service that is efficient cost-effective and sustainable: Making the most of people's talents

This will involve effective use of resources to better match libraries usage patterns and linking training and development alongside use of volunteers. This will also involve an outward focus for the service around marketing, advocacy, and partnership development

Proposals developed from Phase 1 were put forward for consultation:

- Closure of Basford Library and Radford Lenton Library
- Closure of Aspley Library to the public to re-purpose as a distribution point for Home Library Service, Bookstart, NPALS and other outreach services

4.2 Phase 2 Findings Recap

The purpose of the consultation was to gather views on the proposals for the transformation of the library service ahead of any decision being made. There was a large response to the consultation with similar themes emerging across the different methods.

Importance of Libraries: The findings re-emphasised the importance of books with the emphasis on them being easily assessable and the importance of introducing children to books in support of children's education. Having access to books and services free of charge was also raised. Help and support services and activities for children and families were important factors as to why libraries are important to residents.

Central Library: The findings show that Central Library was the most visited/preferred library. A lot of respondents expressed impatience with the delays in opening. The two predominant reasons that respondents gave for not visiting the central library once it is opened was the cost of public transport to get there, and the library being too far away.

Use of Technology: The majority said that they would welcome the use of technology if physical books and library buildings remain. Digital offer to be in addition to what is currently provided. The use of Technology Enable Opening (TEO), using swipe cards to access library buildings and self-service options, were only commented on by a small percentage of people but those that did were largely in favour

Partnerships: The majority were in support of partnership work. There were many ideas of how that partnership work would look with no real themes appearing.

Shared Spaces: The top suggestion was linked to health services, followed by advice and support services. Health, advice, and a café were common themes/suggestions of how the space could be used

Library Closure Proposals: The majority of responses showed disagreement with the proposals. For Basford this was 69%, for both Aspley 66% and for Radford-Lenton 67% of responses showed that they disagreed or strongly disagreed with the proposal to close libraries in these areas. The main reasons cited in the responses for disagreement with the proposals were around closing libraries in areas of deprivation.

The biggest suggestion was to have the library buildings proposed for closure to remain as spaces that could be used by the community, community groups and organisations. A holistic approach, working together to bring services back into the communities and better linking communities with partners and NCC

The findings raised a number of concerns in particular reference to the library closure proposals including:

- Taking provision away from a deprived area and the detrimental impact this could
- Lack to access to digital infrastructure and support
- Cost of travel and access to alternative provision exacerbated by the cost of living crisis
- Lack of community facilities and free facilities
- The needs for services to support people in their local areas

For the other transformation strands including shared building use, partnership working and use of technology the feedback was broadly in support of these ways of working. Efficiencies from shared

building use and joining up services in the same building were supported providing it didn't take away from the library offer. With regard to the use of technology, the majority said that they would welcome the use of technology as long as physical books and library buildings remain. It was seen positively in addition to the physical library offer but not as a replacement of the library service.

The Phase 2 findings report was submitted to the Council's Overview & Scrutiny Committee. A number of questions were raised alongside the public consultation which are covered in this concluding recommendation report.

5 Conclusion

It is recognised that library usage and the ways people access services is changing. Therefore, this review was not just a cost saving exercise but a longer-term modernisation programme for the service. The recommendations consider feedback given by citizens and stakeholders received, including further analysis of the proposals around the closure of three libraries.

Transformation of the library service over the next 5 years is essential if the library service is to continue to deliver its statutory duty in the context of changing usage patterns and the financial challenges now facing local authorities. The transformation principles have been developed in response to the need to deliver a comprehensive and efficient service. These principles recognise there has been a national and locally mirrored decline in physical visit to libraries over a number of years, accelerated with the pandemic, but also corresponding increase in digital borrowing of books and use of online library services, favouring a blended service of access to library buildings, use of technology and growth of the digital library offer. Additionally, in responding to the needs of citizens, there is greater opportunity for the library service to work in partnership with other public sector agencies and community organisation to deliver shared outcomes around literacy and learning, employment and skills and health and well along with shared use of buildings resources

The original proposals were aligned with the transformation of the library service and a longer-term outcome for the modernisation of the library network. The alternative options presented focus on operational efficiencies that have emerged with the return to libraries following the pandemic including when and how libraries are used.

A number of emerging developments and factors have been carefully considered in arriving at the set of recommendations now being put forward in relation to the future network requirements.

To date a saving of £0.154m has been achieved by a restructure of front-line services. This has enabled the consideration of other options to achieve the remaining saving required of £79k

The option to investigate a reduction in hours to mitigate against network closures was suggested through the consultation process. Careful consideration was then given to where changes could take place that didn't diminish the overall modernisation requirements that the service was seeking to achieve. Changes to opening hours would reflect use and need resulting in operational savings.

The revised options provide a positive response to the views and concerns raised by individuals and communities and the strong opposition to closures. The short-term saving options presented would

still enable transformation to take place to create a modern library service that remains relevant, whilst still responding to financial pressures facing the local authority and the specific delivery of the savings requirement.

These options have carefully considered:

- Community concerns around provision in most disadvantage wards
- Financial position – e.g. savings already achieved and alternative proposals to achieve budget savings through the reorganisation of opening hours to minimise impact on individual communities from closures
- Changes in library use and borrowing patterns against the costs of running a library building, which are likely to increase
- Latest findings on impact of pandemic particularly in relation to children’s learning and literacy in areas of social disadvantage
- Ensuring as far as possible that access to a library is within a 20-minute walk/journey

It is anticipated that through these options, and delivery of the transformation programme, the library services will enable the following outcomes to be achieved:

- Ensure a comprehensive and efficient service considering local authority financial challenges
- Growth of the digital service and use
- Responding to and delivering wider community needs and council priorities e.g. literacy and learning, training and support into work, support to operating in a digital world and community health and well being
- Greater opportunity to work in partnership with other public sector agencies and organisation to delivery shared outcomes along with shared use of buildings and resources
- Future proofing the service through targeted resources and activity and becoming more agile and flexible to respond to changing circumstances

5.1 Recommendations

Based on the two-phase review of library provision and transformation the following recommendations are put forward to support achievement of the MTFP and to allow the library service to modernise to provide a sustainable and relevant future offer.

- **Approve the transformation programme principles for future delivery of the library service**
- **Retain Aspley Library as a publicly accessible library, but re-purpose as a distribution point and mobile/outreach services**
- **Targeted reductions in opening hours across the library network**

6 Next Steps

This report provides the evidence and supporting document to go alongside a City Council Executive Board Decision for January 2023 on the Transformation of Library Services. The final decision to be reached by Executive Board from that meeting will be implemented over the next 3 years as part of developing the future direction of the Library Service

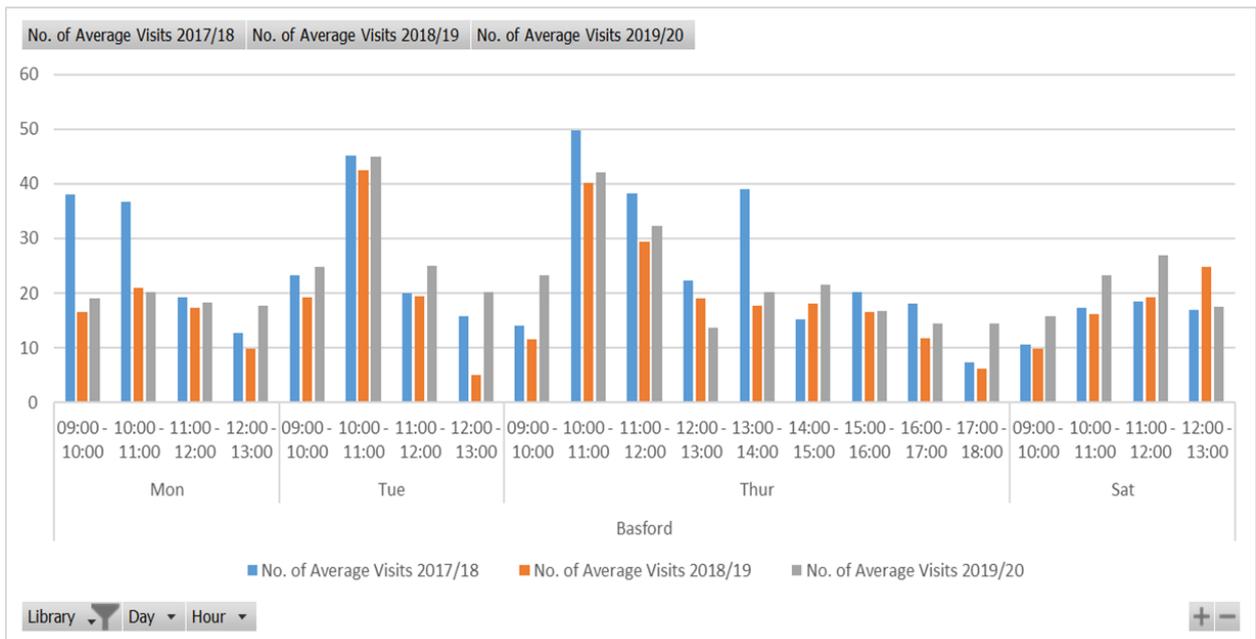
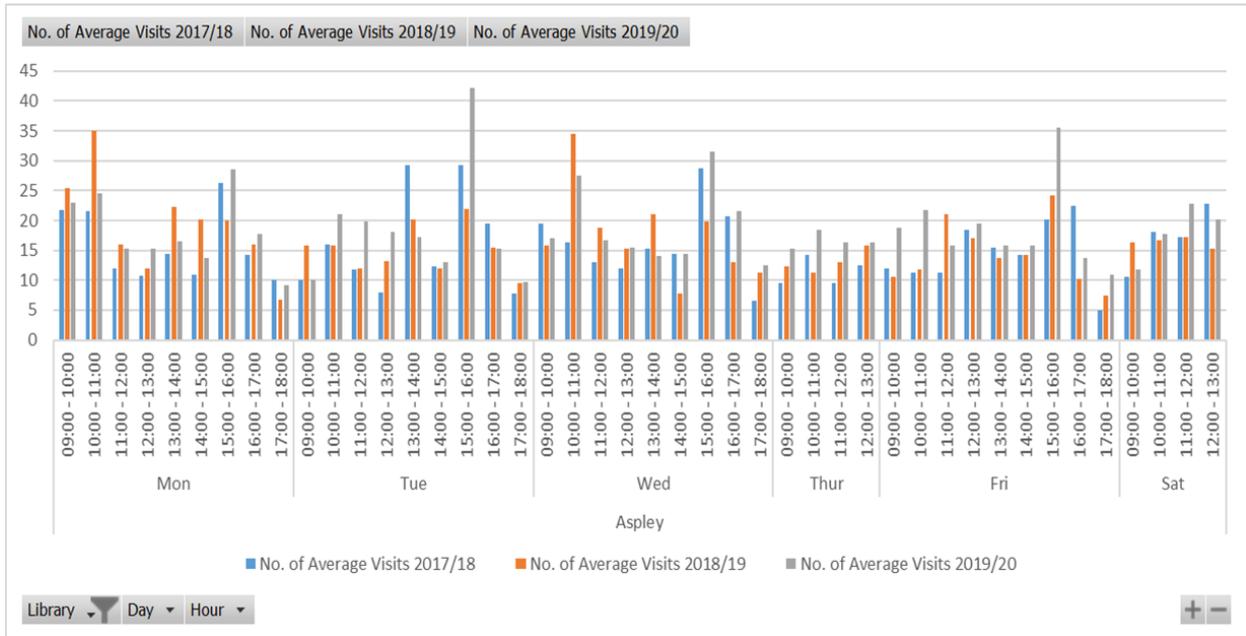
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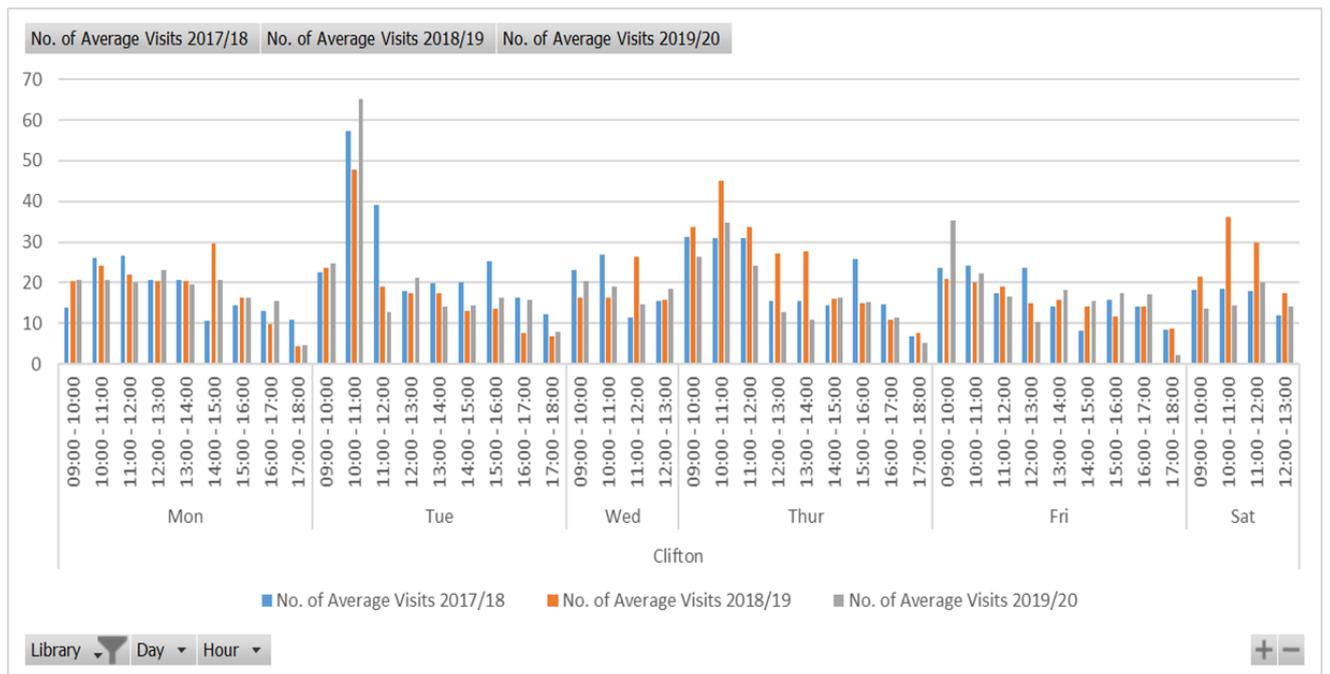
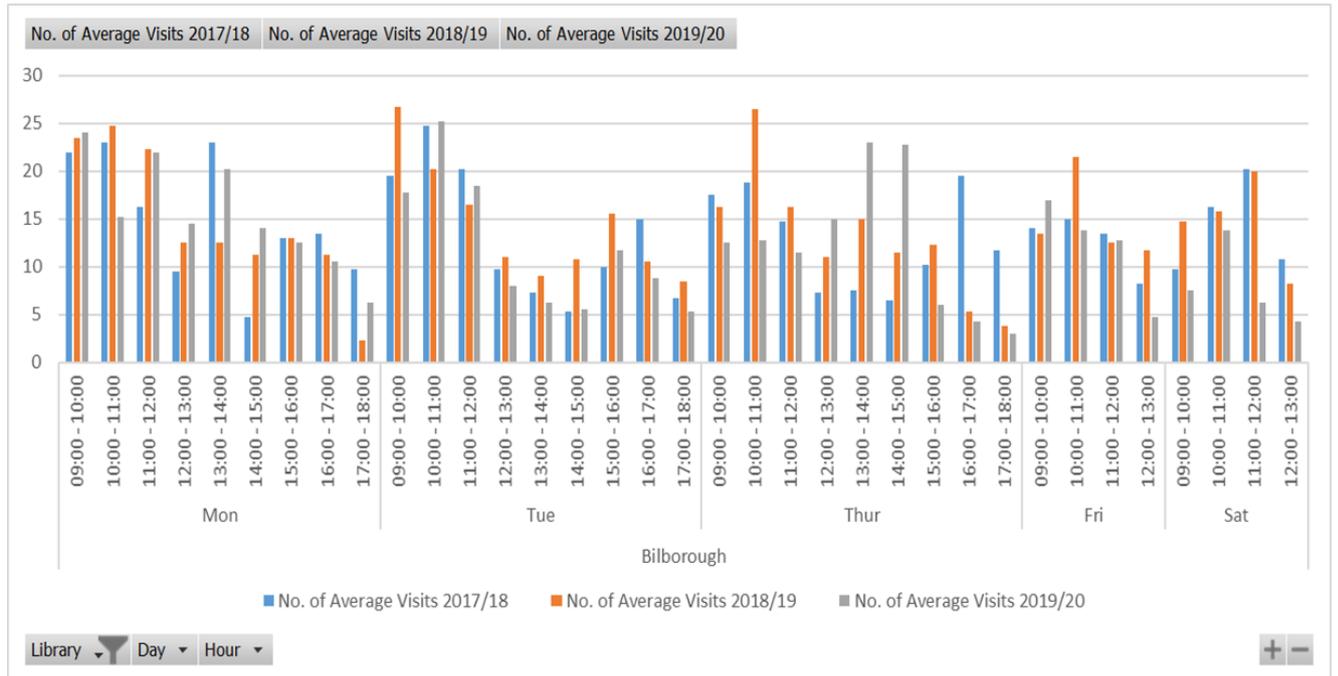
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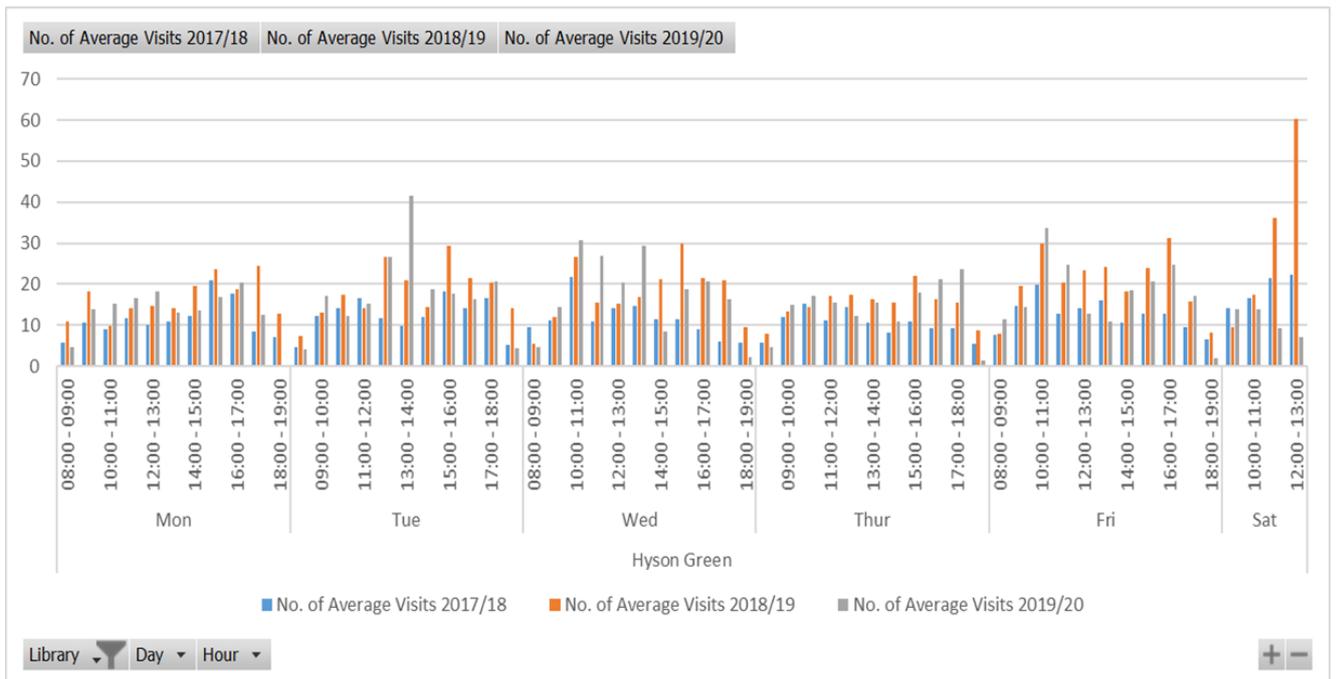
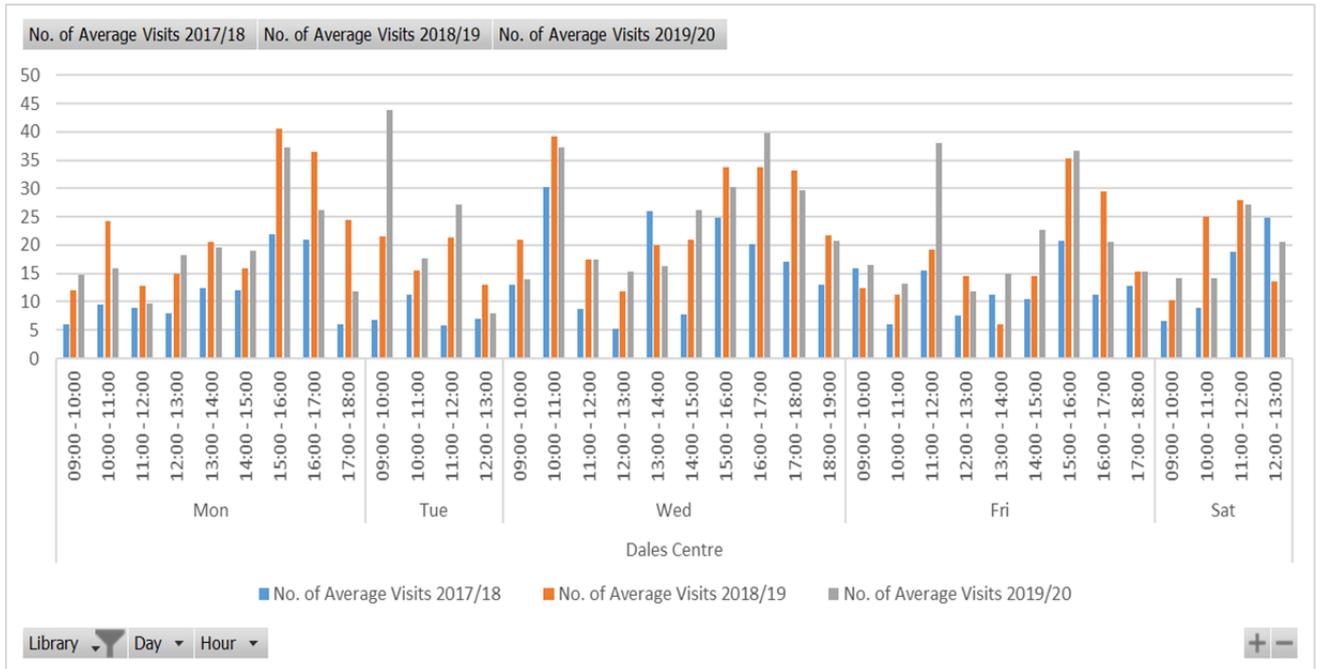
APPENDIX 1: AVERAGE HOURLY VISITS TO LIBRARIES



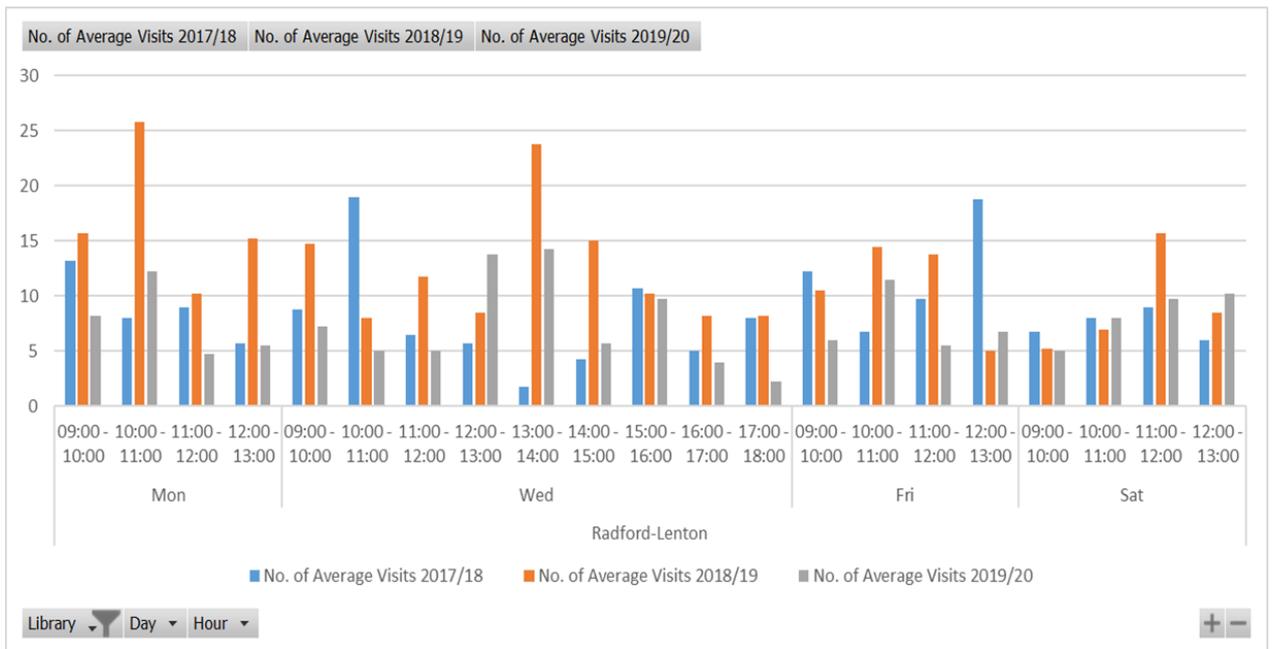
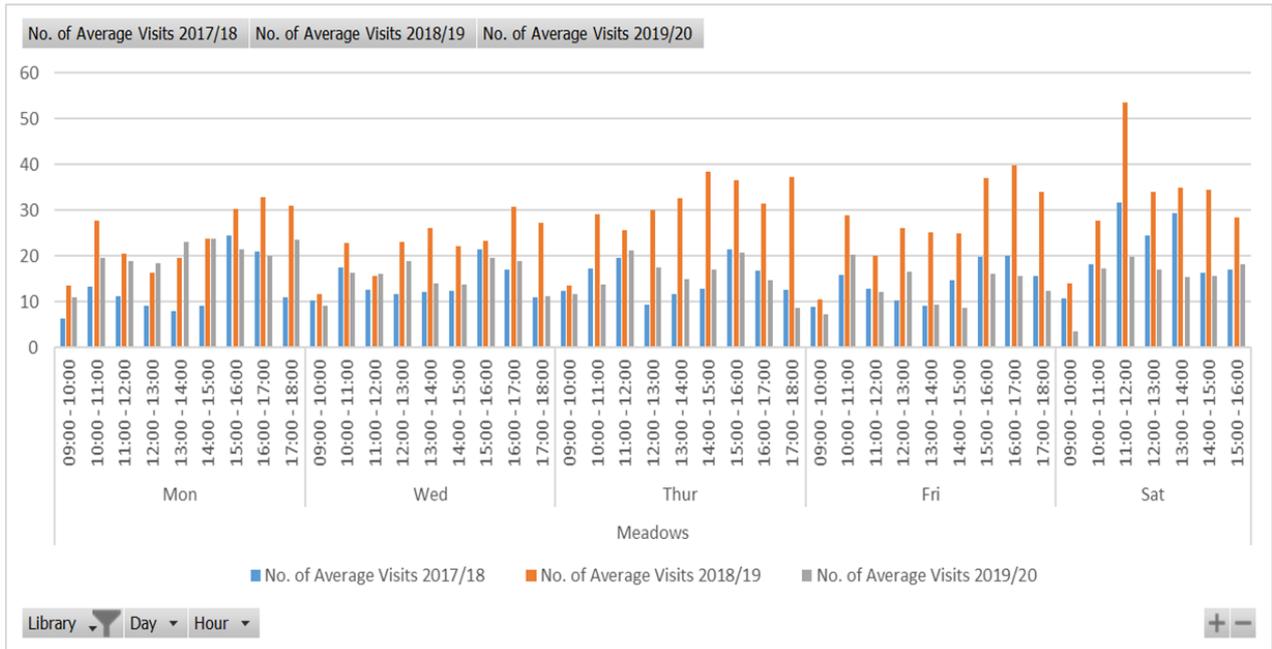
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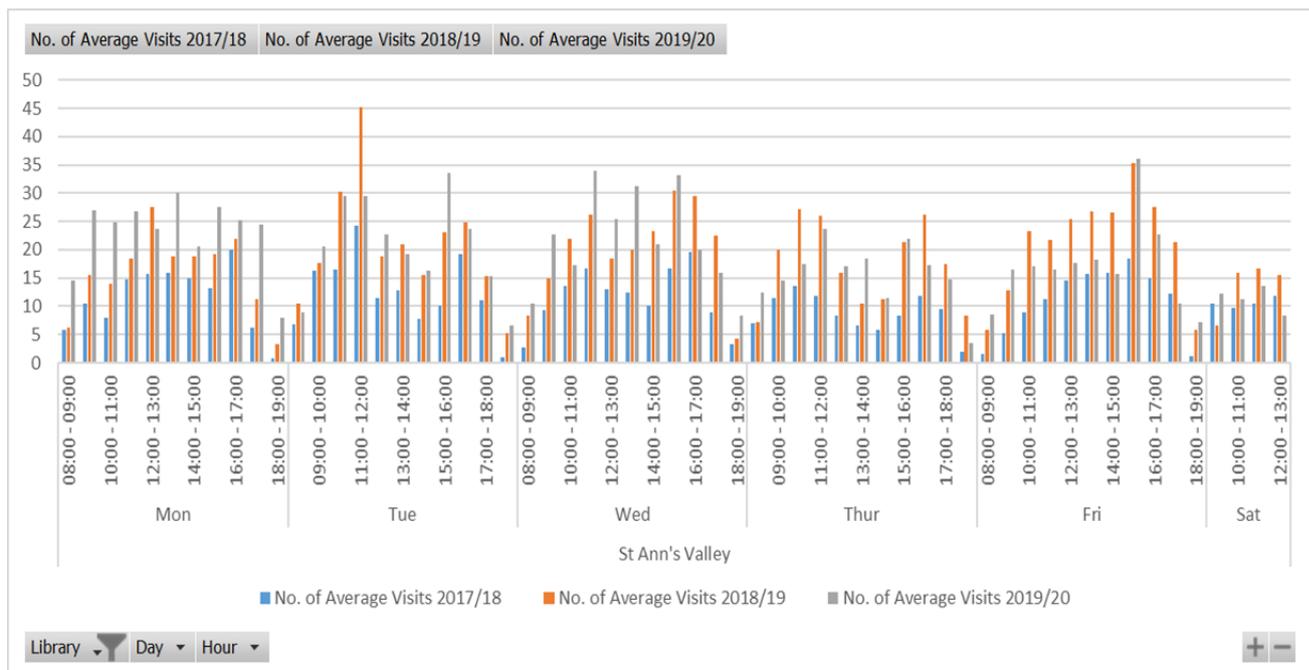
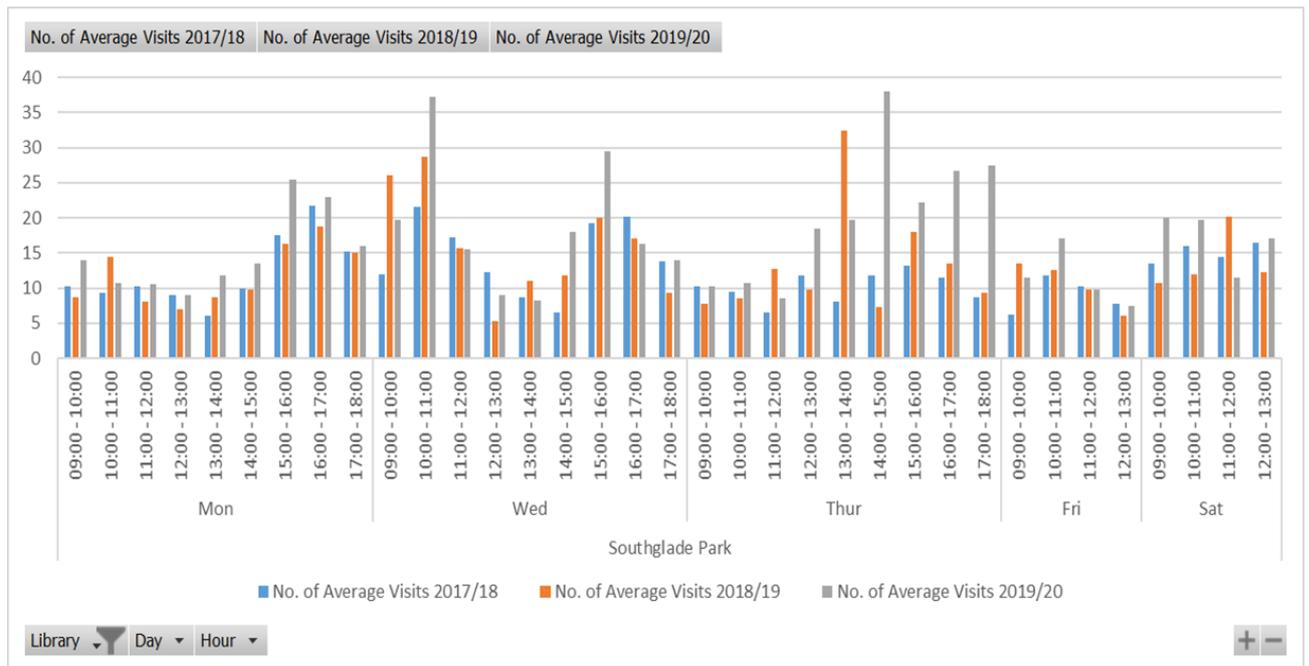
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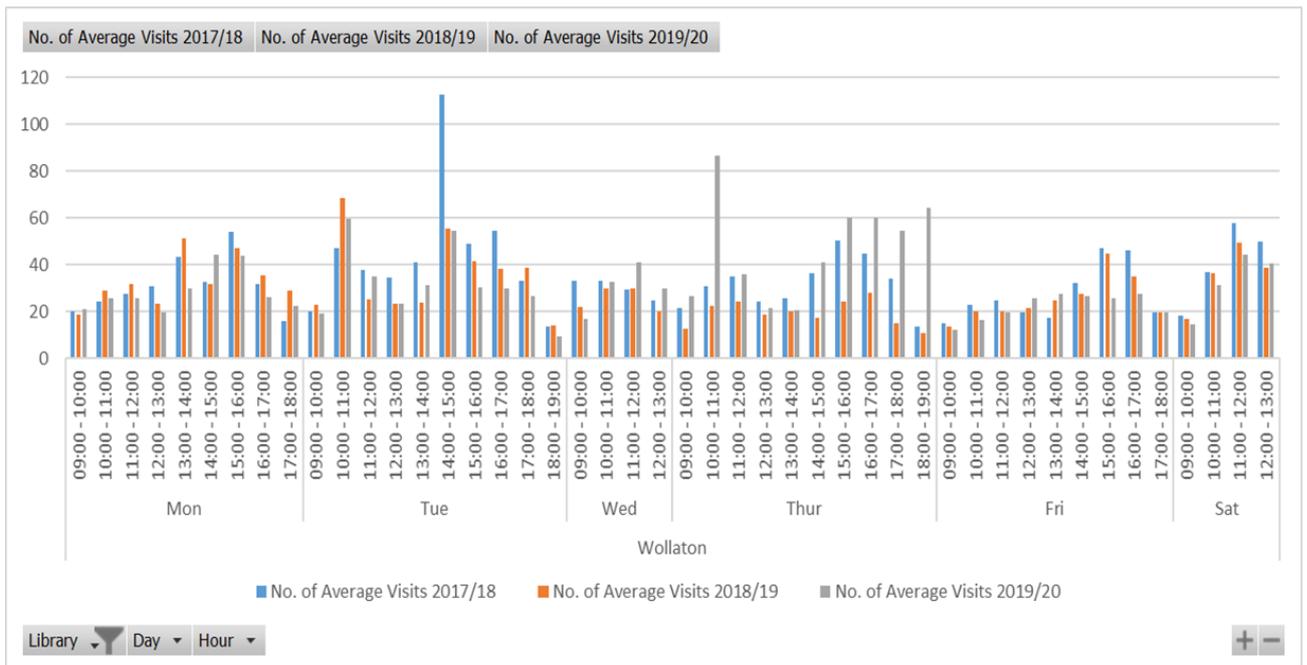
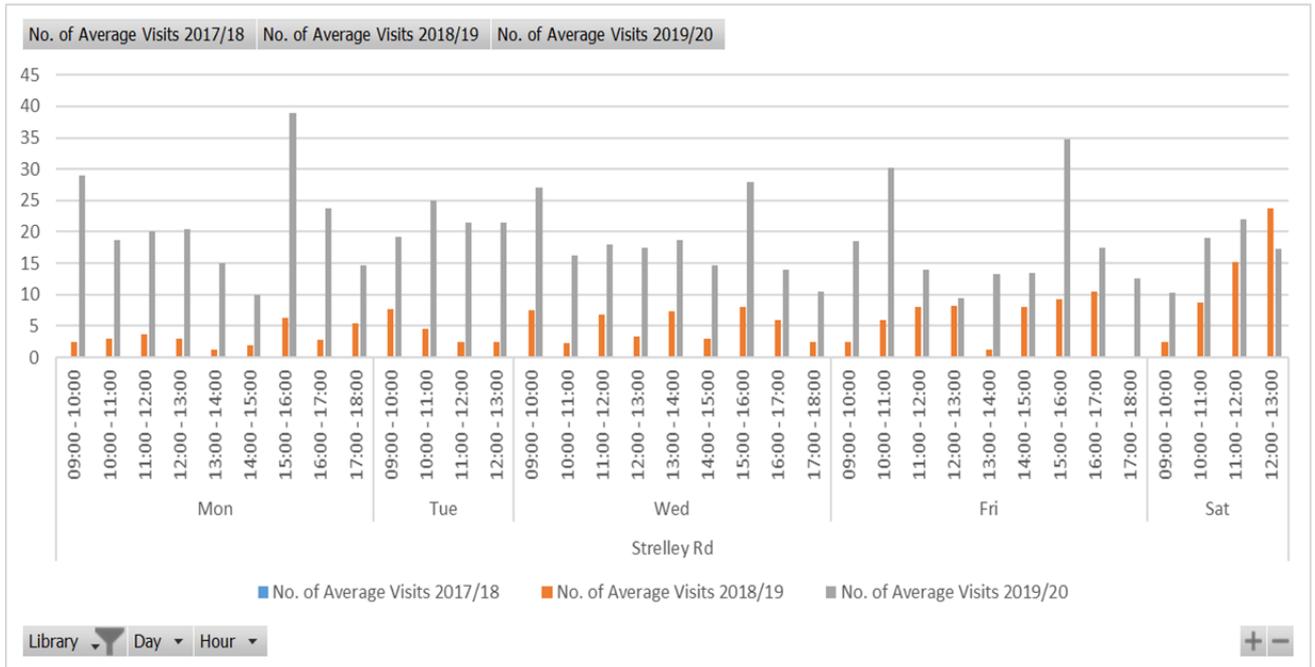
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LIBRARIES CONSULTATION RESPONSE TO QUESTIONS RAISED BY OVERVIEW AND SCRUTINY 3RD AUGUST 2022

(1) a review of the consultation process is undertaken, and lessons learnt are reported back to the Committee

We acknowledge that there are lessons to be learnt, and following O&S feedback we have initiated a lessons learnt review of the consultation process for the Libraries Transformation and engaged the Consultation & Engagement team in the considerations. A particular focus will be on how the Council better engages with underrepresented groups in future consultation exercises.

The consultation approach undertaken did however follow the Council policy and best practice, with support, advice and guidance provided from the Council's Consultation and Engagement Team, as well as using the guidance from other authorities that have undertaken similar reviews and following the principles set out in the DCMS Libraries good practice

Research and consultation undertaken in Phase 1 of the Library Needs Assessment (The Next Chapter – Nottingham City Council Needs Assessment (Nottingham City Council 2022)) provided the background and context to the changing picture of libraries nationally and locally. It also set the scene for libraries in Nottingham compared to similar library authorities and provided examples and case studies of how other library authorities approached adaptation and change to suit their future library needs delivery.

In terms of access to the consultation process, a number of routes were provided to enable citizens to have their say. In addition to the online questionnaire, a hard-copy paper version of the questionnaire in libraries were printed, to which we signposted voluntary and community sector partners, we also held a number of online consultation meetings at which participants could ask questions about the proposals. These were advertised to voluntary and community sector partners through both NCVS newsletter and email distribution. We held a number of in-person events which were attended by a number of representatives of voluntary and community sector groups, as well as active campaign groups and Trade Unions.

The online consultation portal managed by the Libraries team provided updates on the consultation process and information on meetings, as well as how to get help with any access and inclusion needs to participate in the survey, e.g. if someone needed help with translation. The public could keep track of the consultation through this.

We received a small number of complaints regarding the consultation process, which were addressed quickly by the team and led to improvements in the process. However, none of these complaints came from voluntary or community sector groups or were concerned with the participation (or lack of it) by these groups in the process.

The consultation gathered over 3,000 responses, or just under one percent of the City's population. This is a very robust sample size with a less than 2% margin of error. By contrast the annual Citizen's

Survey samples 2,000 responses, and the annual Respect survey samples 2,800. Both of these are used for evidence-based decision-making by the Council.

(2) consideration is given to people who might be reluctant to share their details with authorities when considering technology accessed libraries;

A library card for access would be required and we will need to work with library members interested in taking up this opportunity, although accept, this is not going to be appropriate for everybody.

Currently to obtain a library card basic details are already taken which are carefully managed and the service has in place data protection protocols to help protect, store and govern the information provided by users to us.

The offer of technology accessed libraries is designed to be in addition to staffed library opening hours and therefore access to a library building during staffed hours would still be possible.

(3) consideration is given to who would be an appropriate partner is when considering shared usage;

Careful consideration will be given to developing appropriate partnerships. Looking to ensure that where shared usage takes place this is done so that meets both the objectives outlined for the library service (see below) and will add value to the community locally.

1. *Our library service **plays a key role in bringing our communities together***
2. *Our library service is **championing literacy and learning in the City***
3. *Our library service is **helping the City's economy to thrive***
4. *Our library service is **efficient and cost-effective***

(4) a mapping exercise of other community facilities, such as leisure centres or community centres is carried out;

A neighbourhood focus has been included as part of the council's broader transformation programme. The scope for this is currently being finalised but does include mapping all community facilities and how these can better respond to needs of neighbourhoods. This work will include looking at social determinants of health & wellbeing, including financial resilience, independent living/aging well, and addressing inequity in particular with housing, welfare and access to benefits and grants.

(5) engagement is undertaken with all schools;

As part of the library needs assessment, the following consultation and engagement took place with schools:

- Information was sent to Education Services for circulation to schools and parents including an item placed in school newsletters. The Library Service also directly contacted all schools by email.
- Working with Challenge Nottingham all schools (Head Teacher and admin) were contacted for a response, with a link to the consultation questionnaire.
- A separate workshop and engagement session was undertaken with the Youth Parliament during the phase 1 needs assessment.

(6) Feedback from the Health and People directorates is shared in full;

A response was provided from Public Health in the Executive Board report 18 January 2022, where the transformation proposals were initially discussed. A further response will be provided on the consultation report in order for Public Health to make final comments which will be included in the final Executive Board report. The Director of Education Services attended a focus group discussion as part of the phase 1 needs assessment work. Further feedback will be sought from the People's directorate for inclusion in the final Executive Board report.

(7) The draft Community Asset Transfer Policy be discussed at a future meeting of this Committee;

A paper is under development regarding a policy for Community Asset Transfer. This is being led by Property Services.

(8) More context setting be included in consultation responses, and include LGBT+ and disability data, including any themes that were identified particularly with different communities;

Following O&S comments we have undertaken some further analysis looking at responses from people from protected characteristic groups including BAME communities, people with a disability and LGBTQ+ people to see if there are any common themes in relation to the transformation themes and closure proposals. The most substantial statistical difference found in the survey was from comments regarding the use of Libraries for I.T and printer usage. This concern was highlighted by significantly more people from a BAME background and also from those who consider themselves disabled.

(9) Log of the impact on individual wards of all major decisions, taking demographics into account, is maintained;

Corporately this is being considered as to how this can be achieved. This needs to look at how the cumulative impact of all major decisions effecting individual ward/communities can be captured against key deprivation indices including, health employment, education, and income as well as on community profiles e.g. disability and BAME communities.

The citizen survey results is one tool that can be used in helping to understand what factors affect people in different areas of the city. Results from the Citizen Survey can be part of the data used in this process of understanding the impact.

(10) A mapping exercise of all voluntary and community sector organisations, in particular those serving citizens with protected characteristics, is carried out and relationships established so that they can be easily contacted as a part of any consultation;

It has been confirmed from the Consultation and Engagement team that they do not hold a comprehensive list of voluntary and community sector organisations. The landscape of the voluntary and community sector is constantly changing and without a dedicated resource it would be impossible to keep up to date with these changes.

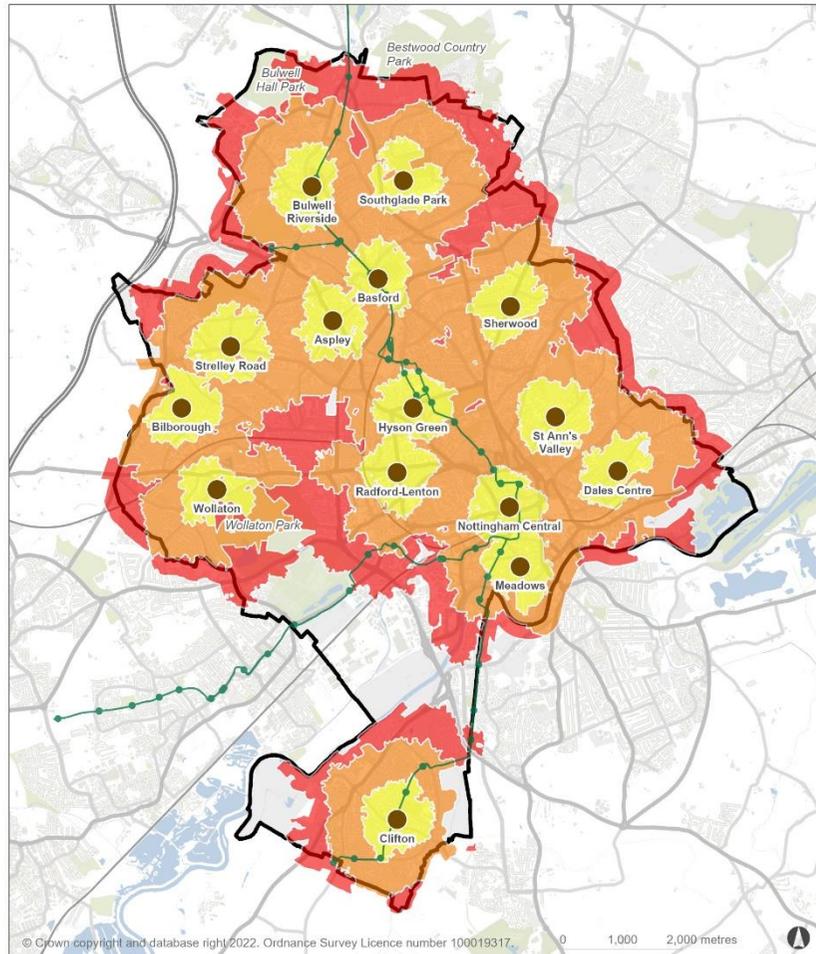
However, we do have established channels of communication with voluntary and community sector leaders and networks, which we use whenever we wish to engage a wide audience of organisations and their users.

In this instance, we worked with NCVS to ensure that information about the consultation and a link to the survey was published in NCVS newsletters and updates. We also sent out information to internal teams including Neighbourhoods and Equalities for distribution through their networks of third sector contacts. These email networks reach hundreds of contacts in community-based groups. Our social media campaign to promote the consultation was also widespread and consistent throughout the consultation.

(11) Ward councillors are consulted before any final decision is made.

Prior to any decision, ward councillor will be consulted in order for them to feed into final decisions made.

Walking times to the nearest library | All Nottingham City Libraries



Walking times from libraries	No of Residential Properties
Up to 10 minutes	49,833
10 to 20 minutes	72,618
20 to 30 minutes	18,663

● Nottingham City Libraries

Walking Times

Up to 10 minutes

10 to 20 minutes

20 to 30 minutes

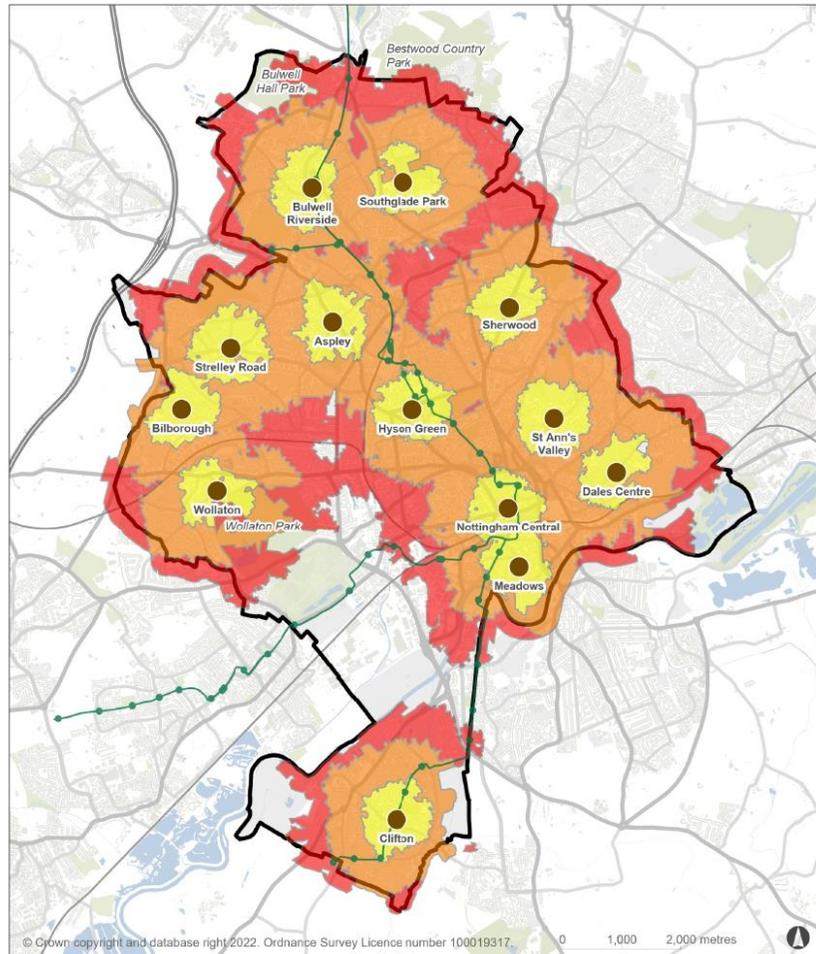
City Boundary

Please note Nottingham Central Library has been relocated as part of the Broadmarsh development and is currently closed.

Residential Properties based at 25th July 2022



Walking times to the nearest library With the closure of Basford and Radford-Lenton libraries



Travel time to the nearest library	No of Residential Properties
Up to 10 minutes	41,873
10 to 20 minutes	72,630
20 to 30 minutes	24,418

● Nottingham City Libraries

Walking Times

Up to 10 minutes

10 to 20 minutes

20 to 30 minutes

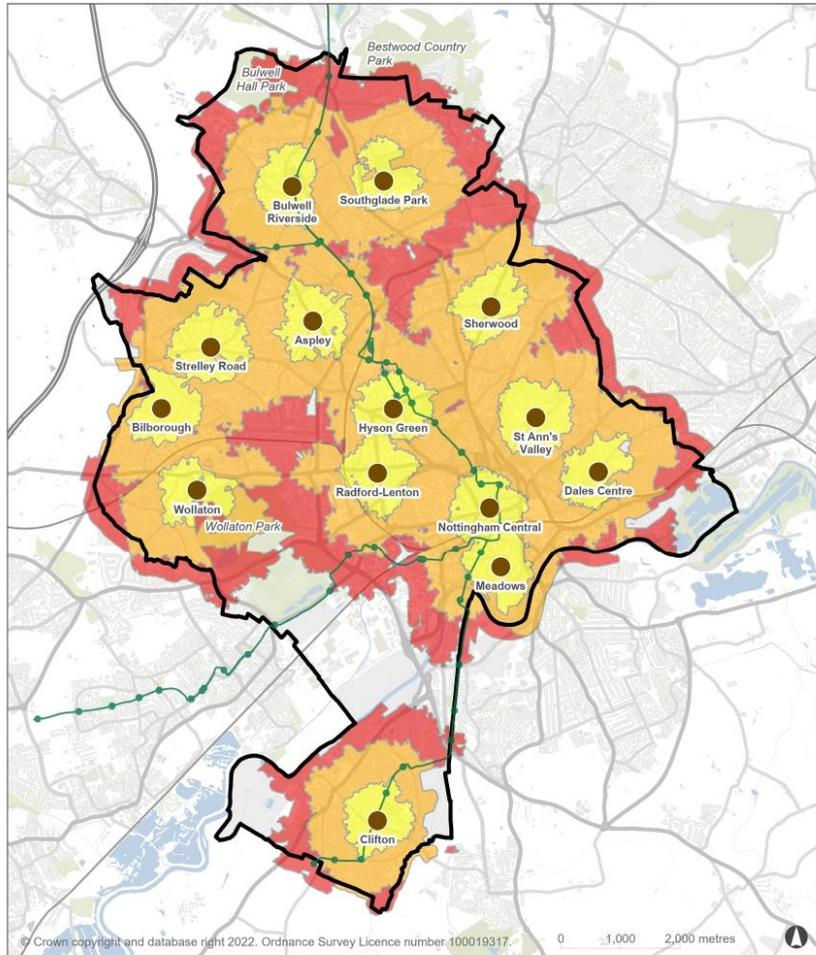
City Boundary

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Residential Properties based at 25th July 2022



Walking times to the nearest library With the closure of Basford library



Time	No of Residential Properties
Up to 10 minutes	46,683
10 to 20 minutes	72,260
20 to 30 minutes	22,080

● Nottingham City Libraries

Walking Times

Up to 10 minutes

10 to 20 minutes

20 to 30 minutes

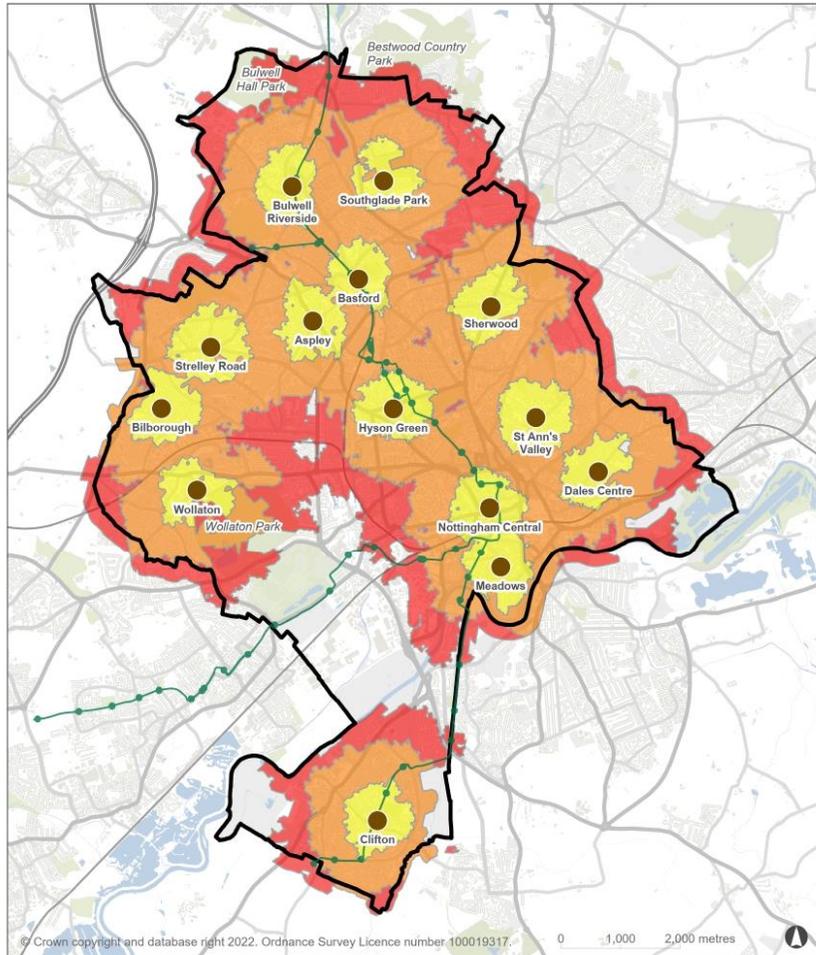
City Boundary

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Residential Properties based at 25th July 2022



Walking times to the nearest library With the closure of Radford-Lenton library



Time	No of Residential Properties
Up to 10 minutes	43,616
10 to 20 minutes	73,046
20 to 30 minutes	22,117

● Nottingham City Libraries

Walking Times

Up to 10 minutes

10 to 20 minutes

20 to 30 minutes

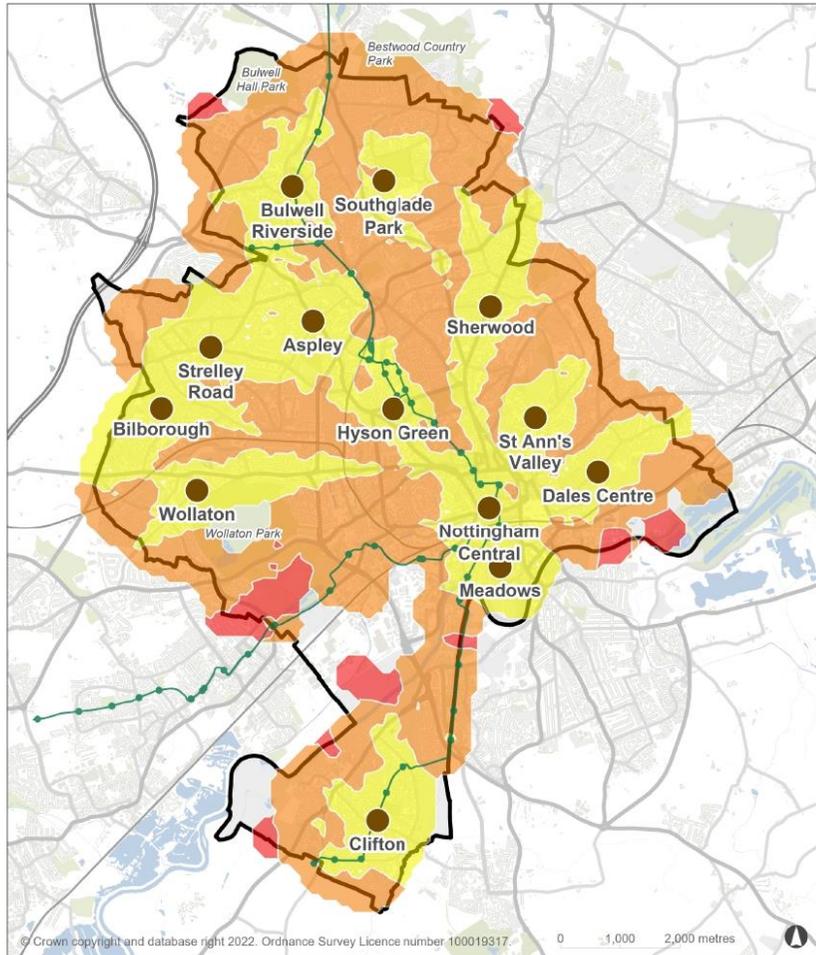
City Boundary

Please note Nottingham Central Library has been relocated as part of the Broadmarsh development and is currently closed.

Residential Properties based at 25th July 2022



Public Transport times to the nearest library (Bus and Tram) With the closure of Basford and Radford-Lenton Libraries



Travel times to the nearest library	No of Residential Properties
Up to 10 minutes	79,768
10 to 20 minutes	62,829
20 to 30 minutes	1,717

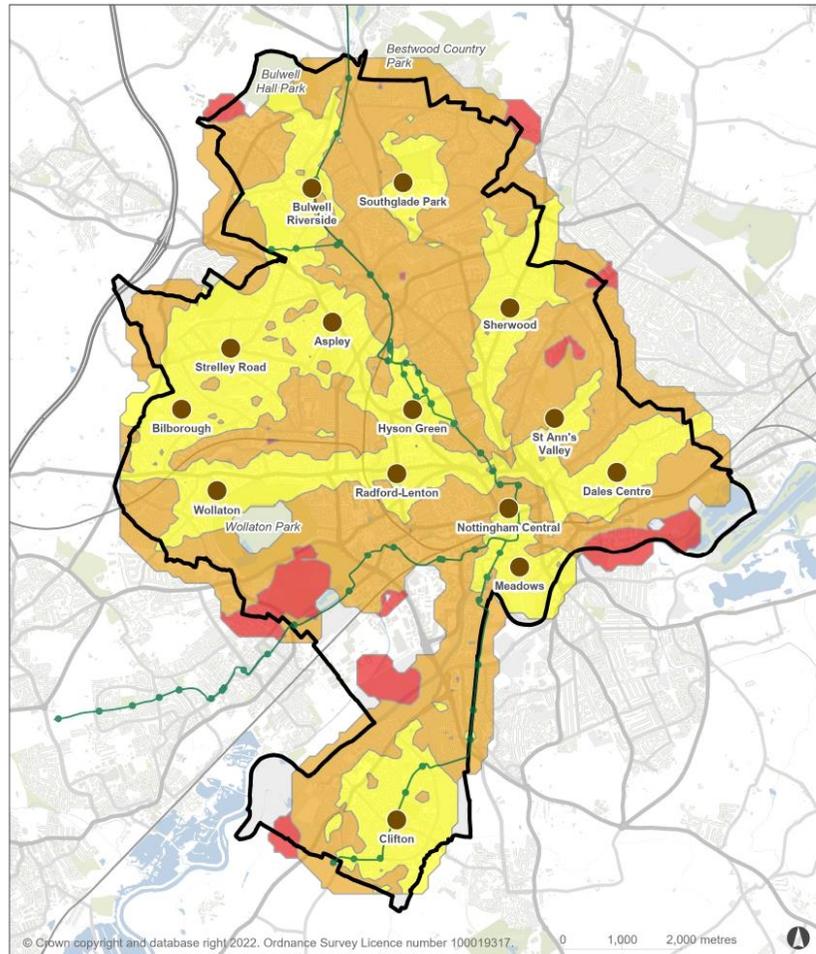
- Nottingham City Libraries
- Travel Times by Bus or Tram
- Up to 10 minutes
- 10 to 20 minutes
- 20 to 30 minutes
- City Boundary

Please note Nottingham Central Library has been relocated as part of the Broadmarsh development and is currently closed.

Travel time calculations based on travelling on Public Transport (Bus or Tram) on a Tuesday between 9-11 a.m. Analysis run Jan 20th 2022.



Public Transport times to the nearest library With the closure of Basford library



Time	No of Residential Properties
Up to 10 minutes	73,867
10 to 20 minutes	68,182
20 to 30 minutes	2,212

● Nottingham City Libraries

Walking Times

Up to 10 minutes

10 to 20 minutes

20 to 30 minutes

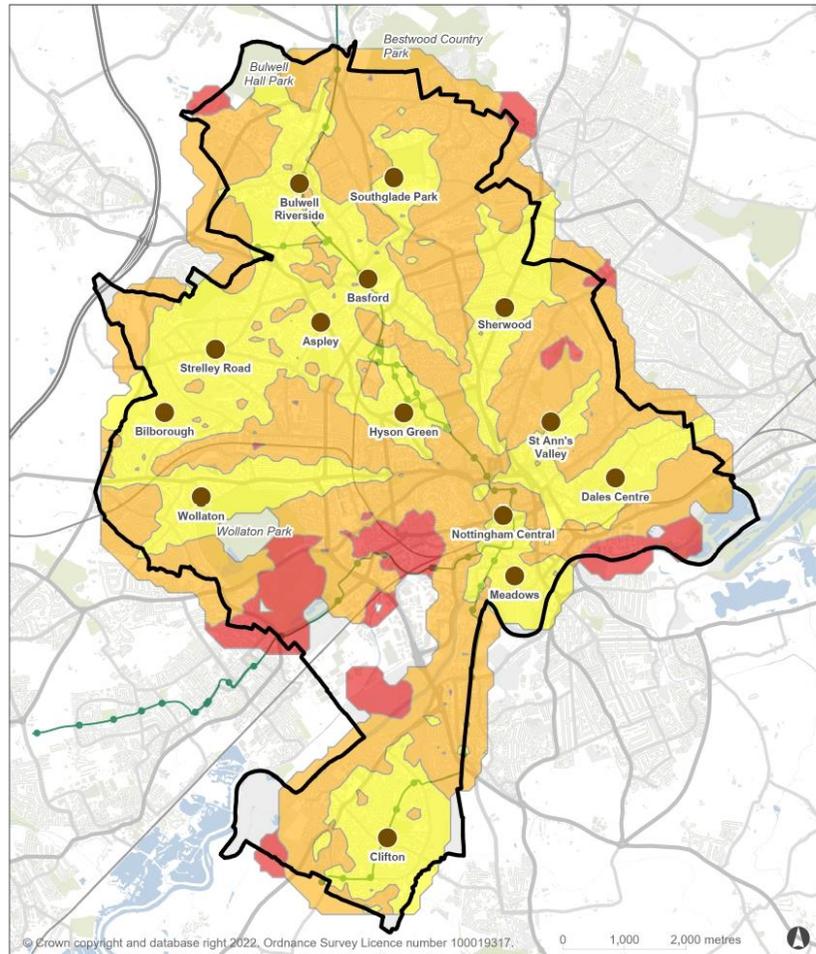
City Boundary

Please note Nottingham Central Library has been relocated as part of the Broadmarsh development and is currently closed.

Residential Properties based at 25th July 2022



Public Transport times to the nearest library With the closure of Radford-Lenton library



Time	No of Residential Properties
Up to 10 minutes	71,394
10 to 20 minutes	68,089
20 to 30 minutes	4,765

● Nottingham City Libraries

Walking Times

Up to 10 minutes

10 to 20 minutes

20 to 30 minutes

City Boundary

Please note Nottingham Central Library has been relocated as part of the Broadmarsh development and is currently closed.

Residential Properties based at 25th July 2022

