

<b>Title:</b> Advisory Council on Libraries Abolition <b>IA No:</b> DCMS081  <b>Lead department or agency:</b> Department for Culture, Media and Sport (DCMS) <b>Other departments or agencies:</b>	<b>Impact Assessment (IA)</b>		
	<b>Date:</b> 14/10/2013		
	<b>Stage:</b> Final		
	<b>Source of intervention:</b> Domestic		
	<b>Type of measure:</b> Secondary legislation		
<b>Contact for enquiries:</b> Colin Gibson			

<b>Summary: Intervention and Options</b>	<b>RPC Opinion:</b> GREEN
--	---------------------------

Cost of Preferred (or more likely) Option			
Total Net Present Value	Business Net Present Value	Net cost to business per year (EANCB on 2009 prices)	In scope of One-In, Measure qualifies as One-Out?
£0.02m	£0m	£0m	No
			NA

**What is the problem under consideration? Why is government intervention necessary?**

The Advisory Council on Libraries (ACL) was set up by statute in 1964 under The Public Libraries & Museums Act. The Secretary of State issued a ministerial written statement in July 2010 announcing the intention to abolish the Advisory Council on Libraries (ACL). Since July 2010, DCMS has conducted itself on the basis that ACL is effectively defunct. Membership of the eight members of ACL has expired in the intervening period and no formal advice has been taken from the Council. ACL is inactive and it last met in February 2010. The Government's preferred option is to use the powers in the Public Bodies 2011 Act to abolish ACL.

**What are the policy objectives and the intended effects?**

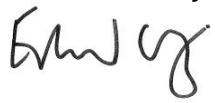
The Department's view at this stage is that the abolition of ACL meets the statutory test of improving efficiency, effectiveness and economy, whilst not undermining the Secretary of State's duty to superintend and promote the public library services. The Department considers ACL is an unnecessary duplication of the knowledge and sector expertise already found amongst other statutory and non-statutory organisations and within DCMS. This will also contribute to the objective of reducing the number of government's public bodies.

**What policy options have been considered, including any alternatives to regulation? Please justify preferred option (further details in Evidence Base)**

The preferred policy option is abolition of ACL. Other options that are being considered are: Transfer the functions of ACL or retain ACL and improve its functions. The Department's view at this stage is that the abolition of ACL meets the statutory test of improving efficiency, effectiveness and economy, whilst not undermining the Secretary of State's duty to superintend and promote the public library services. The Department considers ACL is an unnecessary duplication of the knowledge and sector expertise already found amongst other statutory and non-statutory organisations and within DCMS. The aims and objectives of ACL are being delivered through stakeholder meetings, consulting with Arts Council England, (the public body responsible for library development) and the knowledge of DCMS policy officials.

<b>Will the policy be reviewed?</b> It will not be reviewed. <b>If applicable, set review date:</b> Month/Year					
Does implementation go beyond minimum EU requirements?			No		
Are any of these organisations in scope? If Micros not exempted set out reason in Evidence Base.	<b>Micro</b> No	<b>&lt; 20</b> No	<b>Small</b> No	<b>Medium</b> No	<b>Large</b> No
What is the CO <sub>2</sub> equivalent change in greenhouse gas emissions? (Million tonnes CO <sub>2</sub> equivalent)			<b>Traded:</b> N / A	<b>Non-traded:</b> N / A	

***I have read the Impact Assessment and I am satisfied that (a) it represents a fair and reasonable view of the expected costs, benefits and impact of the policy, and (b) that the benefits justify the costs.***

Signed by the responsible Minister:  Date: 28.01.14

# Summary: Analysis & Evidence

Policy Option 1

Description: Abolition of ACL

## FULL ECONOMIC ASSESSMENT

Price Base Year 2013	PV Base Year 2014	Time Period Years 10	Net Benefit (Present Value (PV)) (£m)		
			Low:	High:	Best Estimate: 0.02
<b>COSTS (£m)</b>	<b>Total Transition</b> (Constant Price) Years		<b>Average Annual</b> (excl. Transition) (Constant Price)		<b>Total Cost</b> (Present Value)
Low					
High					
Best Estimate	0		0		0
<b>Description and scale of key monetised costs by 'main affected groups'</b> No Cost					
<b>Other key non-monetised costs by 'main affected groups'</b>					
<b>BENEFITS (£m)</b>	<b>Total Transition</b> (Constant Price) Years		<b>Average Annual</b> (excl. Transition) (Constant Price)		<b>Total Benefit</b> (Present Value)
Low					
High					
Best Estimate	0		0		0
<b>Description and scale of key monetised benefits by 'main affected groups'</b> Negligible savings of administrative costs of £2500 above the base case.					
<b>Other key non-monetised benefits by 'main affected groups'</b>					
Key assumptions/sensitivities/risks N/A					Discount rate 3.5

## BUSINESS ASSESSMENT (Option 1)

<b>Direct impact on business (Equivalent Annual) £m:</b>			<b>In scope of OIOO?</b>	<b>Measure qualifies as</b>
Costs: £0	Benefits: 0	Net: 0	No	NA

# Summary: Analysis & Evidence

# Policy Option 2

**Description:** Transfer of the advisory function of ACL to another eligible body or person

## FULL ECONOMIC ASSESSMENT

Price Base Year 2013	PV Base Year 2014	Time Period Years 10	Net Benefit (Present Value (PV)) (£m)		
			Low: Optional	High: Optional	Best Estimate: 0

COSTS (£m)	Total Transition (Constant Price) Years	Average Annual (excl. Transition) (Constant Price)	Total Cost (Present Value)
Low			
High			
Best Estimate	0	0	0

### Description and scale of key monetised costs by 'main affected groups'

No Cost

### Other key non-monetised costs by 'main affected groups'

No net change in administrative costs.

Unnecessary duplication of the knowledge and sector expertise already found amongst other statutory and non-statutory organisations and within DCMS.

BENEFITS (£m)	Total Transition (Constant Price) Years	Average Annual (excl. Transition) (Constant Price)	Total Benefit (Present Value)
Low			
High			
Best Estimate	0	0	0

### Description and scale of key monetised benefits by 'main affected groups'

No monetised benefits have been identified.

### Other key non-monetised benefits by 'main affected groups'

Key assumptions/sensitivities/risks

N/A

Discount rate

3.5

## BUSINESS ASSESSMENT (Option 2)

Direct impact on business (Equivalent Annual) £m:			In scope of OIOO?	Measure qualifies as
Costs: £0	Benefits: 0	Net: 0	No	NA

# Summary: Analysis & Evidence

# Policy Option 3

**Description:** Retain and Reconvene the ACL and improve its functions

## FULL ECONOMIC ASSESSMENT

Price Base Year 2013	PV Base Year 2014	Time Period Years 10	Net Benefit (Present Value (PV)) (£m)		
			Low: Optional	High: Optional	Best Estimate: 0
<b>COSTS (£m)</b>	<b>Total Transition</b> (Constant Price) Years		<b>Average Annual</b> (excl. Transition) (Constant Price)		<b>Total Cost</b> (Present Value)
Low					
High					
Best Estimate	0		0		0
<p><b>Description and scale of key monetised costs by 'main affected groups'</b></p> <p>Negligible cost of £2,500 as this is the yearly budget for travel of members of the ACL. However, with option 3 expressing the base case which, assuming no new cost of continuation of the ACL, costs are set to zero, option 1 shows the cost saving relative to option 3.</p>					
<p><b>Other key non-monetised costs by 'main affected groups'</b></p> <p>No net change in administrative costs. Unnecessary duplication of the knowledge and sector expertise already found amongst other statutory and non-statutory organisations and within DCMS.</p>					
<b>BENEFITS (£m)</b>	<b>Total Transition</b> (Constant Price) Years		<b>Average Annual</b> (excl. Transition) (Constant Price)		<b>Total Benefit</b> (Present Value)
Low					
High					
Best Estimate	0		0		0
<p><b>Description and scale of key monetised benefits by 'main affected groups'</b></p> <p>No monetised benefits have been identified.</p>					
<p><b>Other key non-monetised benefits by 'main affected groups'</b></p>					
Key assumptions/sensitivities/risks N/A					Discount rate 3.5

## BUSINESS ASSESSMENT (Option 3)

Direct impact on business (Equivalent Annual) £m:			In scope of OIOO?	Measure qualifies as
Costs: £0	Benefits: 0	Net: 0	No	NA

## Evidence Base (for summary sheets)

- **Problem under consideration**

The Advisory Council on Libraries (ACL) was set up by statute in 1964 under The Public Libraries & Museums Act. Its duty is **“to advise the Secretary of State upon such matters connected with the provision or use of library facilities whether under the Act or otherwise as it thinks fit, and upon any questions referred to it by him”**.

ACL historically comprises eight members - four Heads of Public Library Services plus four members from other related sectors (one of whom is the Chair). Appointments for members, other than the Chairman, are for a period of 2 - 4 years with (by mutual agreement) the possibility of a single re-appointment for a further year.

ACL has no budget, premises, assets, liabilities, contracts or employees. Costs associated with ACL activity (members expenses and hospitality charges for meetings) are charged to the Department (approximately £2.5k pa).

Prior to July 2010 ACL had been meeting three times per year with little contact outside of meetings. There have been periods in its history when ACL has been suspended and where proposals to merge it with another existing body have been considered.

The Secretary of State issued a ministerial written statement in July 2010 announcing the intention to abolish ACL. Also, in July 2010 the Minister for Culture wrote to all ACL members to notify them that the Public Bodies Bill would be used to wind down ACL and to thank them for their service. Since July 2010, DCMS has conducted itself on the basis that ACL is effectively defunct. The terms of appointment of the eight members of ACL have expired in the intervening period.

The Advisory Council is inactive. It last met in February 2010.

- **Rationale for intervention**

The Secretary of State for Culture, Media and Sport (DCMS) has made it a priority to examine the DCMS network of public bodies with the aim of improving accountability, transparency and value for money. Ministers consider that ACL is an unnecessary duplication of the knowledge and sector expertise already found amongst other statutory and non-statutory organisations and within the DCMS. It is therefore no longer necessary for ACL to continue as a statutory body. Its abolition will enable the Secretary of State to more efficiently and effectively fulfil the legal duties of the Public Libraries and Museums Act 1964.

- **Policy objective**

Ministers have said that they consider that it is no longer necessary for ACL to continue as a statutory body as it is an unnecessary duplication of the knowledge and sector expertise already found amongst other statutory and non-statutory organisations and within the DCMS.

In the absence of the ACL, DCMS officials have and will continue to work with relevant bodies, including Arts Council England (ACE), Local Government Association, the Society of Chief Librarians and the Chartered Institute for Library and Information Professionals to ensure appropriate intelligence about the library sector is captured, and that the DCMS has mechanisms in place to advise the Secretary of State on the use of the statutory powers.

Stakeholders with relevant expertise and knowledge will be consulted as required to supplement the skills and expertise available in DCMS and its public bodies. This flexible approach of consulting relevant stakeholders as and when needed enables the provision of responsive, timely and relevant information and advice to be delivered, by DCMS officials, to support the Secretary of State in policy development and oversight of the public library service.

## Description of options considered

### Option 1 - Abolition of ACL (Preferred Option)

The Department's view at this stage is that the abolition of ACL meets the statutory test of improving efficiency, effectiveness and economy, whilst not undermining the Secretary of State's duty to superintend and promote the public library services. The Department considers ACL is an unnecessary duplication of the knowledge and sector expertise already found amongst other statutory and non-statutory organisations and within DCMS. The aims and objectives of ACL are being delivered through stakeholder meetings, consulting with ACE, (the public body responsible for library development) and the knowledge of DCMS policy officials.

The cost savings of abolishing ACL over 10 years work out to be:

Over 10 years: £25,000

NPV: £21,519

This cost saving of £21,519 is compared to the base case of option 3 set to zero.

### Option 2 - Transfer the advisory function of ACL to another eligible person or body

The Public Bodies Act provides the power to transfer the functions from the body being abolished to another eligible person or body. The Department has considered transfer of ACL's functions but is of the view this is unnecessary. The most obvious statutory body to which the transfer of ACL functions could have been considered was the Museums, Libraries and Archives Council (MLA), but the MLA was itself formally abolished in May 2012, as part of the public bodies review. Many of the key functions undertaken by the MLA including responsibility for supporting and developing libraries transferred to ACE on 1 October 2011. In this capacity ACE is contributing to the Secretary of State's duty to promote the public library service. Therefore, it is the Department's view that it is unnecessary to transfer ACL's advisory function to ACE.

### Option 3 - Retain and re-convene ACL and improve functions

This option would involve appointing new members and reconvening ACL. ACL is an unnecessary duplication of the knowledge and sector expertise already found amongst other statutory and non-statutory organisations, i.e. ACE, Local Government Association, the Society of Chief Librarians and the Chartered Institute for Library and Information Professionals, and within the DCMS. Maintaining ACL would not address the Government's view that the provision of advice to the Secretary of State to assist in the performance of her statutory duties can be more efficiently and effectively provided.

- **Rationale and evidence that justify the level of analysis used in the IA (proportionality approach)**

The proposed abolition of ACL is subject to consultation. All responses, including those which propose an alternative to the Government's preferred option, will be given due consideration. No changes will be made until the consultation is completed and responses analysed. After the consultation has been analysed and if it is concluded that the reform should be made, an Order will be laid and, if approved by Parliament, the abolition will take effect. The Order will also make the necessary consequential amendments to the Public Libraries and Museums Act 1964.

- **Impact of abolishing the ACL**

ACL has no statutory or non-statutory remit to regulate businesses. Abolition of the ACL is therefore expected to have no direct impacts on business. Wider effects of abolition are expected to be minimal: ACL is a small organisation and it is anticipated that its duties will easily be absorbed by other bodies under the DCMS umbrella.

In the absence of ACL, DCMS officials have and will continue to work with relevant bodies, including ACE, Local Government Association, the Society of Chief Librarians and the Chartered Institute for Library and Information Professionals to ensure appropriate intelligence about the library sector is

captured, and that mechanisms are in place to advise the Secretary of State on the use of the statutory powers.

The Department is confident that the aims and objectives of ACL are being delivered through stakeholder meetings, information available from statutory and non-statutory bodies, plus DCMS policy officials' expertise, and that the protection provided to the public by the Secretary of State's duty to superintend and power to intervene will not be compromised.

Abolishing ACL will not save a significant amount of money (ACL members give their time freely and ACL employs no staff). But neither will it compromise the Secretary of State's ability to fulfil the legal duty to superintend and promote the library service under section 1 of the 1964 Act.

DCMS officials would continue to support the Secretary of State to fulfil her duty to superintend public library services, but would no longer be required to provide a secretariat function, process members expenses or administer the Chair and member' appointments process. There are no overhead costs associated with the abolition as ACL has no budget, premises, assets, liabilities, contracts or employees. Costs associated with ACL activity (members expenses and hospitality charges for meetings) are charged to the DCMS (approximately £2,500 pa).

- **Risks and assumptions**

The principal concern is that the proposed abolition could be seen as undermining the Secretary of State's statutory duty to superintend and promote the public library services and may therefore lead to objections from library campaigners.

The ACL is a statutory body, so if it is not abolished following the consultation, it will be necessary to re-convene it.

- **Summary and preferred option with description of implementation plan**

Option 1 is the preferred option. It will not compromise the Secretary of State's ability to fulfil the legal duty to superintend and promote the library service under section 1 of the 1964 Act and it reduces the number of government's public bodies. If, following consultation, the abolition is agreed, a detailed project plan can be developed, with an anticipated date of December 2014 to secure the signed order enacting the abolition.

However, this proposed timetable is subject to the availability of departmental resource to deal with the consultation and the abolition of ACL, to prepare the secondary legislation and the ability to secure the necessary parliamentary time.