

NORTH YORKSHIRE COUNTY COUNCIL

MEETING OF THE CARE AND INDEPENDENCE OVERVIEW AND SCRUTINY COMMITTEE

8 June 2011

REPORT ON THE FUTURE DELIVERY OF LIBRARY SERVICES IN NORTH YORKSHIRE

1.0 PURPOSE OF THE REPORT

- 1.1 To inform Members of the analysis of the outcomes of the consultation on the future of library services.
- 1.2 In light of the above, to seek Members' views, which will be forwarded to the Executive to inform their decision making on 14 June 2011.

2.0 BACKGROUND

- 2.1 Members of the Executive will be considering the attached report in Appendix A on 14 June 2011. The report is referred to the Care and Independence Overview and Scrutiny Committee to enable the Committee to give consideration to its content and to form views to pass to the Executive to take into account when deciding on the matter.

3.0 RECOMMENDATIONS

- 3.1 Having considered the findings from the extensive consultation period on the future of libraries in North Yorkshire, that members consider the proposals outlined in Option 2 as detailed in paragraphs 5.2 to 5.9 as the way forward for delivering the required budget savings for the library service.
- 3.2 That members provide feedback on the report, to the Executive, to inform their decision making on 14 June 2011.

CORPORATE DIRECTOR – DEREK LAW

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DATE 27 May 2011

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Appendix A Report to the Executive on The Future Delivery of Library Services in North Yorkshire

NORTH YORKSHIRE COUNTY COUNCIL

MEETING OF THE EXECUTIVE

14 June 2011

REPORT ON THE FUTURE DELIVERY OF LIBRARY SERVICES IN NORTH YORKSHIRE

1.0 PURPOSE OF THE REPORT

- 1.1 To inform Members of the analysis of the outcomes of the consultation on the future of library services.
- 1.2 In light of the above, to seek Members' approval for some early decisions that will need to be taken in order to achieve the budget savings required for 2011/12.
- 1.3 To seek Members' approval to allow further work to take place on future opening hours for libraries; as well as further development of community ownership models.

1.0 EXECUTIVE SUMMARY

This report, gives an overview of the results of the consultation, which highlighted how greatly the people in North Yorkshire value their library service. The report also sets out proposals for delivering savings in 2011/12, with a view to bringing a further report to Executive in late October 2011 on detailed proposals and how these will affect individual libraries in the financial years 2012/13 and 2013/14.

2.0 ISSUES

BACKGROUND

- 2.1 Members will recall their endorsement of the Library strategy, New Look, No Shush in 2009. The strategy describes the vision and ambitions for the library service for the next decade and beyond. New Look No Shush placed libraries firmly at the centre of communities as 'lively and exciting venues of choice, in demand for use by local groups'. The County Council's aims for the service as a centre of excellence for reading, learning and access to technology and information remain, as does its need to retain a workforce that will be able to deliver this. The strategy also recognised the need for the service to work with a whole range of internal and external partners and to look for opportunities for alternative ways to provide the service sustainably. The proposals contained in this document are a direct reflection of this strategy.
- 2.2 The last few years have seen a deliberate move to increasing the level of direct community involvement in developing and delivering library services. Examples include the Harrogate Library Partnership Board, the Upper Wensleydale Community Partnership at Hawes, the Grassington Hub, the George and Dragon pub at Hudswell and delivery of the Summer Reading Challenge in partnership with young volunteers, as well as the successful

expansion of the Home Library and Information Service (HLIS). Training, support and expertise from the professional staff within the library service and other NYCC services such as Adult Learning have ensured success with these ventures; however, this success has been dependent upon the retention of staff who can develop the necessary partnerships and joint working arrangements with local communities. Throughout the consultation, this has been highlighted as being an essential element of providing an excellent service accessible by the majority of people in North Yorkshire.

- 2.3 In a letter to Councils in December, the Secretary of State for Culture, Olympics, Media and Sport quoted the Council’s work with Grassington Hub as an innovative approach to providing library services. He went on to say “We are convinced that innovation, led by the energy and experience of councils themselves, is also going to provide the best recipes for modernising cultural services generally in a tougher financial climate.” Following a recent visit by the Museums, Libraries and Archives Council (MLA) the County Council’s work on greater community ownership of its libraries will also feature in the forthcoming paper on Community Libraries produced by the MLA on behalf of the Department of Culture, Media and Sport. The aim of the paper is to support local authorities who are developing this approach with communities.

FINANCIAL ISSUES

- 2.4 Members will be aware of the issues surrounding the budget settlement for NYCC over a three-year period, starting on 1 April 2011 and ending on 31 March 2014; and the implications of this for the Library Service.
- 2.5 In brief, the Service will be required to find approximately 26% from its budget which was £7.7million in 2010/11 when the budget reductions were agreed. This means a reduction of just over £2 million over three years.
- 2.6 The Budget reports to Executive on the 8th February 2011 and County Council on the 16th February 2011 confirmed the savings required to be made in respect of the library services as summarised in the table below;

| | 2011-12 £000’s | 2012-13 £000’s | 2013-14 £000’s | Total £000’s |
|---------------------------------|-------------------|-------------------|-------------------|-----------------|
| Required Savings | 1,024 | 500 | 500 | 2,024 |
| Funding – Area Committee budget | 350 | | | |
| Total | 674 | 500 | 500 | 1,674 |

- 2.7 The Council’s original intention in response to the budget cuts required was to roll out the community ownership model over a period of four years, ie a phased approach giving the library service time to work with communities to develop local solutions. However, at the point at which the service went out to consultation on these proposals, it had become clear that the goalposts had changed, as a result of “frontloading” of the cuts, meaning that 50% of the savings had to be made in Year 1. The proposals in the consultation document, therefore, had to reflect the fact that, at that time, approximately

£1.024 million would need to be found in 2011/12.

- 2.8 Members will also be aware that over the previous three years, £1.1million had already been found from the Service. These include re-engineering of back office functions and the introduction of new technology. Technology plays a major part in developing the library service, not only in terms of revenue budget savings but also in terms of increasing access. Recent developments have included the introduction of self-service for transactional tasks such as the issue and return of books, and a stock management system working along retail principles to improve stock purchasing. The substitution of email for paper reservation and overdue notifications was part of these budget savings, with 40,000 library members opting for this service. An additional benefit for the user is the speed of notification, books are collected sooner and overdue charges kept to a minimum. The number of reservations made over the internet has risen from 2,734 in 2006 to 18,731 in 2010.
- 2.9 The other areas where savings were made over the past three years include re-procurement of the book purchasing contract and the de-layering/merging of management functions. As a result, with the exception of closure between Christmas and New Year, and some changes to opening hours, frontline library services were unaffected. However, the requirement to find an additional £2.024 million over the coming three years meant that the Service needed to look for radical solutions in terms of the way in which library services would need to be funded and delivered in order to ensure its future sustainability.

CURRENT POSITION and CONSULTATION

- 2.10 The current Library Service is delivered through 42 libraries, 10 mobiles, one supermobile and the Home Library and Information Service (HLIS). In summary, the initial proposals that went out to consultation were that the future service would be delivered through 18 “core” libraries, geographically spread across the County and two super-mobiles supplemented by the HLIS and a network of community libraries run in partnership with professional support from the County Council. (see **Appendix 1**) The consultation document stated that in order to make some of the savings required, the service would need to consider how to prioritise the manner in which the remaining £5m available for the provision of library services would need to be spent, in order to provide the most cost effective service that would still be available to the greatest number of people, particularly those in greatest need.
- 2.11 In the light of this, areas of service that needed to be carefully considered were:-
- the ten mobile libraries (excluding the supermobile) and
 - development of alternative provision in partnership with local communities, of approximately 13 libraries in the first year, ie 2011/12 and a further 11 libraries over the next year 2012/13 in order to avoid closure.
- 2.12 The consultation asked people for
- Their views about the proposals

- Their ideas for other ways we could save £2.3 million in library and community services
- Their ideas of things we could do together to reduce the effect on people in their community, especially vulnerable people
- To tell us if they are part of a local group who would be interested in running an alternative service.

(see **Appendix 2** - Consultation Response Form)

- 2.13 Formal consultation with both staff and members of the public began in early December 2010 and continued for a three-month period ending on 28 February 2011. The Library service had always been aware of how much value local communities placed on their library service, however, the response to the consultation far exceeded expectations. The County Council received an overwhelming response from communities across North Yorkshire with over 6,000 written responses received, 10,000 signatures on petitions and over 2,000 people attending the 20 public meetings. In addition, senior managers for the library service provided presentations and answered questions from the public at the County Council's seven Area Committees.
- 2.14 More detail about the consultation is provided in **Appendix 3** - "Analysis of the findings from the consultation". The findings will provide the basis for ongoing decisions on the future development of the library service.
- 2.15 The key message from the consultation was that people greatly value the library service and their local libraries. The comments made in the consultation also underline the important role library services play in helping to meet the overall objectives of the county council, ie providing access to services, helping children and young people to develop their full potential in a safe environment, supporting the local economy and improving and maintaining the health and well-being of individuals and communities.
- 2.16 The most frequent suggestion of alternative ways of saving the money was that the savings should be made from elsewhere in the County Council's budget. However, given the sheer scale of savings required across the County Council and the need for the library service to make its own contribution, a clear message, from the public meetings in particular, was the need for fairness, ie that the impact of the cuts should be shared across all libraries and that urban areas should not be protected at the expense of rural communities. The impact that potential library closures would have on the economies of the smaller market towns was also stressed, as was the need for greater consideration to be given to the needs of rural communities, particularly those with poor transport links and with an already declining number of services, including shops, leisure facilities, post offices, etc.
- 2.17 Income from fees, charges and sales is an important source of funding for the Library and Community Services, and charges are reviewed each year both to ensure that expected income levels cover the impact of inflation assumptions within the budget and to meet the requirements of Directorate budget proposals and efficiency targets. A prevalent view from the public meetings held during the consultation period was that the service should increase the charges made for services. This has been accepted and a new schedule introduced in May 2011. This schedule also includes the

introduction of a range of offers on annual subscriptions to some services, using the commercial model of Amazon, Lovefilm etc. It is too early to note the impact but anecdotal evidence is that these are popular with current users.

- 2.18 Increased income generation alone however, will not be sufficient to offset the proposed budget reductions, particularly as traditional income generation streams such as rental of DVDs, CDs etc have been declining for a number of years. Whilst making every effort to compensate, libraries have increased the range of retail goods offered with varying success and the main source of income remains room hire. Charges are set to maximise use with a reduced rate applicable to community groups and the service is constantly looking for opportunities, such as publicising the small meeting rooms via local business networks and retail exhibition space for local creative industries with commission on sales in order to boost this.
- 2.19 Aside from those wanting to retain the status quo, the most frequent comments made were about the impact on older people and children, the cost and availability of transport and the impact on people's health and well-being. It was also recognised that this represents a significant challenge for the service in that it will need to make the required savings whilst continuing to provide a good quality service which delivers local access in a cost effective and efficient way.
- 2.20 Throughout the consultation process, the County Council was clear that, in the light of the financial savings required, the status quo is no longer an option. Communities cannot solely rely upon the current "stand alone" arrangements whereby all support/funding that goes into maintaining and delivering the current levels of library service, including staff and premises' costs continues to be provided by the County Council. As part of its consultation and in the light of its budget responsibilities, the County Council emphasised the need to ensure that it makes full use of all its assets by working in partnership to realise the full potential of its library buildings by making more effective use of them to the benefit of the local community, particularly where libraries are only open a few hours a week. Libraries are a welcoming, neutral space, so ideal places for a broader range of community run activities. The consultation process stimulated a great deal of debate and encouraged more communities to engage with the County Council in discussing ways in which partnership arrangements, including local groups, could assist in sustaining their library service.
- 2.21 As a result, the County Council accelerated its approach of partnership working within localities served by the library service in order to consider how it might work further on developing innovative partnership arrangements that will maintain or in some cases enhance the delivery of library services, whilst still delivering the required savings. In order to do this it must be recognised that to be sustainable, services will increasingly have to look at how they can work with a range of other partners, sharing premises, staff and overhead costs. As has already been demonstrated, delivering services through a "community hub" can bring particular benefits to smaller towns and villages and this type of arrangement is already working well in localities such as Grassington and Bainbridge. In Bainbridge, for example, the library is in Housing 21's extra care premises, which also has the village shop,

hairdressers and a restaurant open to the public. Services co-located in this way are mutually beneficial, as people come in to use one service and quite often will also use another service while they are there.

- 2.22 What was also made apparent during the consultation was that, whilst there are a number of potential partners, the timescales within which they needed to come up with possible local solutions were too tight. In light of this, the County Council restored an extra £350k into the libraries' budget as indicated in the table at 2.6. This money has been supplemented for one year only with a further £300k taken from the Bookfund for 2011/12. This one-off funding has provided the time to enable communities to consider and act upon this joint solution-finding approach.
- 2.23 Officers have begun discussions with a range of communities across the County, as a number of groups and partnership organisations have come forward to express their interest in working in partnership to ensure that future delivery of the Library Service is maintained and continues to be sustainable within their local community. Officers from the Library Service, Chief Executive's Group and Legal and Property Services are currently working with groups in a number of communities. These groups include representatives from District as well as Town or Parish councils, community, cultural and voluntary sector organisations, as well as local action groups that have come together as a result of the library proposals.
- 2.24 During the consultation process a range of different proposals came forward, including running complementary cultural services in library premises whilst maintaining a library service; voluntary groups moving into the library and raising money through running additional activities in the premises; a community office offering alternative premises for the library service; as well as volunteers coming forward across the county offering their services to support their local library. It is recognised that one of the advantages for voluntary and community groups is that these groups can potentially access a range of funding sources that are not available to the County Council, which can then enhance what the County Council is able to provide.
- 2.25 In recognition of the further work that needs to continue with these groups in developing long-term sustainable solutions to deliver the Library Service, it is proposed that decisions on the future running of individual "static" libraries be delayed until 31 October in order to allow sufficient time for further work on developing alternative models of service delivery with local communities. At the same time, the library service will be required to save the balance of £374k this financial year and a further £1m over the remaining two years, as this level of savings cannot be found by shaving small amounts from different areas of the budget and a strategic/planned approach to making the savings will be required.
- 2.26 Currently, the area of service which offers the least value for money is the mobile library service. Initially, the consultation document quoted an average figure of £77.50 per mobile user. However, taking the actual costs for 2010/11 and adding in the known increase in vehicle maintenance and staff costs for 2011/12; the forecasted cost per mobile user for 2011/12 is an increase to £87.88. Assuming the same activity levels, this represents more than four times the cost per user of a branch library.

- 2.27 Mobile libraries serve both rural and urban communities in North Yorkshire on a three-weekly cycle. They provide a service limited primarily to book borrowing. Mobiles spend two thirds of their time on the road travelling between stops and are only “open” on average between 10 and 15 hours a week. Most stops last for just 10 minutes (the shortest current stop time available) and often serve only one or two individuals.
- 2.28 There were only 1,849 visits to mobiles during a complete three-weekly cycle when the Public Library User Survey was carried out. During 2010/11, 6,218 people were active library users who were registered to a mobile. This represents less than 4% of all active users of the Library Service as a whole. 10% (621) of these 6,218 “active users” have not actually used a mobile library at all, whilst a further 29% (1,807) used both branch libraries and the mobile service. Of those mobile users who responded to the consultation, 51% said they also used other libraries.
- 2.29 Whilst popular with those who use it, particularly older people, usage of the mobile library service has declined significantly over the past five years, in contrast to the overall performance of the Library Service. Visits have fallen by 34% and the number of new members recruited to mobiles has fallen by 28%, in contrast to a rise of 32% across the rest of the service. Whilst mobiles currently account for about 9.8% of total book issues (as users take out more books each visit), book issues on mobiles have fallen by 9% in the last five years, in contrast to a rise of 12% across the service as a whole.
- 2.30 One respondent to the consultation said:
“Although few people will express an opinion to you in writing, the general view is that the cost of the mobile service is now prohibitive and not cost-effective.”
- 2.31 A number of communities are recognising this and have expressed an interest in establishing a library “outlet” as a way of enhancing other facilities and services within their locality. An outlet essentially is a selection of books, changed regularly by the library service, which is available for people to borrow locally. In some instances villages are investigating the restoration of “Reading Room” buildings to their original purpose, whilst others are seeking to utilise church rooms or village halls to house deposit collections. Developments such as these will help to mitigate the impact on older people, people with a physical disability and children in particular.
- 2.32 This move follows the successful model implemented in the George and Dragon, as mentioned in paragraph 2.2. As with all options under consideration the service will provide professional advice and training to ensure that use is maximised and exploited fully for the benefit of the community, for example establishing reading groups, story-times, etc. It will be necessary for the library service to take a strategic approach to requests for local “outlets”, as there will be a limit to the number that the service can support.
- 2.33 It has already been recognised that the “outlet” model of library service delivery will not be possible in all locations, and for this reason it is important that the library service retains its existing supermobile to give the flexibility to

enable service provision at strategic locations in the more rural parts of the county which are furthest from the nearest “static” library. The original proposals included purchasing a second super mobile, but having listened to the views expressed in the consultation it is now considered that continuing to invest in static libraries in rural locations, with support from local communities, would give better value for money than providing these communities with a service from a second super mobile.

- 2.34 Two options have been considered for the existing super mobile (see Appendix 4). Both options are based on the current level of staffing, and take into account the European directive on driving time. The length of stop would be two hours. Option 1 provides weekly visits but fewer locations, the criteria of 7 miles or more from a branch library being fully applied to existing super mobile stops. The criterion for Option 2 is that a stop must be 6 miles or more from a static library. This allows more locations to receive fortnightly visits and retains those existing supermobile stops without an accessible static library, albeit at a reduced level.
- 2.35 Both options allow the provision of a library service to those areas at greatest distance from static libraries and therefore those communities potentially most disadvantaged by the cessation of the mobile library service. Option 1 provides a considerable improvement in access for communities meeting the criteria. However the sole use of distance as criteria together with capacity of the vehicle restricts this offer to a very limited number of communities. Similarly, Option 1 takes no account of current supermobile stops. Option 2 with fortnightly visits and a less restrictive approach to both distance and current locations allows more communities to receive this service. Equally, the fortnightly schedule of Option 2 is better suited to future amendments should locations cease to be viable. It is therefore the preferred option.
- 2.36 As can be seen, the schedule under Option 2 provides some spare capacity, so that consideration can be given to other locations. Similarly the retention of the current supermobile in locations with a static library will also need to be re-considered as it may be that some communities would prefer to 'lose' the super mobile visit as part of their share in the reduction of opening hours.
- 2.37 Locating super mobile stops in communities distant from branch libraries provides coverage for those less able to travel through lack of transport or cost. Professional library staff will work with communities to encourage the use of the supermobile visit as a catalyst for other social events, such as Chat and Choose, Story-times, etc. Each site will also ensure the continuance of the Home Library Service (HLIS) within the locality through use of an expanded volunteer network.
- 2.38 However, the provision of a single supermobile means that the number of locations receiving a visit will of necessity be limited, and that therefore in the majority of cases, localities will no longer receive a service directly from a mobile library. In these instances, the HLIS will be used to ensure that those unable to access the Service by any other means continue to be provided for.
- 2.39 At the same time the use made of supermobile will be closely monitored to ensure an acceptable level of use is maintained both for individual stops and

for the service overall and if usage declines and the service ceases to be viable, its future deployment will need to be re-considered.

- 2.40 In addition to the above; it is intended that the HLIS will continue to deliver books and information to those unable to access a library for themselves, across the county. HLIS currently serves over 2,500 people across the authority, primarily through volunteers, in contrast to the 300 home based users served via a mobile library. Work has been progressing to extend the use of volunteers, and many current volunteers have expressed an interest in expanding the service to include more remote communities. The service is also working with communities to develop a network of drop-off points in accessible premises and Children's Centres, churches, village halls have been offered at the public meetings held as part of the consultation process. As a result, it is anticipated that local volunteers will be available to collect and return items to these locations. Mapping of the two current delivery methods shows that there is a degree of duplication of effort across locations and that alternative delivery methods would need to be found for approximately 150 existing users.
- 2.41 The other main area of saving identified for 2011/12 is the reduction in the book fund by £300k. Reductions to this stock fund will impact on everyone who borrows library books.
- 2.42 The Book (stock) fund has already been reduced by circa 25-30% as part of the planned Library Service savings of £1.1 million achieved over the past four years. The £300k reduction for 2011/12 will give a baseline figure of £640k for all aspects of stock and acquisitions, which includes books, audio books, DVDs, newspapers and periodicals and subscriptions to on-line services such as Ancestry.com. The budget for 2011/12 is approximately 50% of the amount available for the purchase of new material three years ago. Any permanent reduction to the stock fund will impact significantly upon the library service's ability to deliver a good quality service offering reasonable choice, and future performance in almost every area of service would be severely affected. The main performance implications of this are detailed in the next section.

3.0 PERFORMANCE IMPLICATIONS

- 3.1 There is a direct correlation between the number of books bought and the number of items issued. Reduction of the book fund will, therefore, result in a decrease in the business levels and performance of the service as customers turn to other means of obtaining books via online purchasing or downloads. In turn, this will contribute to a decrease in user satisfaction rates as choice and quality are both important to library users.
- 3.2 Prior to the County's significant investment in the library service from 2002 onwards, when members of the public were asked why they didn't use libraries, they gave old and poor quality book stock as the main reason. To avoid terminal decline therefore, the service must ensure that the reduction in the book fund is only a temporary "stop gap". It is proposed that any additional savings made through implementation of the community ownership model be used to restore the level of the bookfund.

- 3.3 Reduction of the bookfund will also have an impact on much needed library income generation, as the number of new audio visual items bought reduces. With less new stock available to the public, income will fall, bringing further pressures on the overall budget position. In contrast to the reduction in the bookfund, the proposed reduction of the mobile library service will not have a significant impact on overall performance of the service for the reasons stated earlier.
- 3.4 The mobile service does, however, have a disproportionately adverse effect on overall direct library costs and key business indicators. The direct operational cost for each active user on a mobile is more than four times the county average. It has increased every year and will have risen by 16% in the three year period to 2011/12. The rise for branch libraries was only 6.6%. The cost of every book issued on a mobile is 57% higher than in a branch library. The current direct cost per visit to a mobile is £7.50 and is expected to rise to £8.32 in 2011/12. This is almost seven times greater than the direct cost of a visit to a branch library, which is expected to remain at £1.22 in 2011/12.
- 3.5 The reduction in the mobile service should therefore lead to an overall improvement in the cost effectiveness of the library service and it is anticipated that the proposed changes would result in the cost per issue reducing by 5%, the cost per active user by 11% and the cost per visit by 12%.
- 3.6 Technology plays a part in improving access to the library service with a major increase in people accessing the library service from their computers at home or work. These “virtual” visits include searching the catalogue, reserving and renewing books, using our on-line reference resources and using our brand new service - downloading eBooks from the library catalogue. Recent investment in self-service technology and co-location with other authorities/agencies has enabled maintenance and even increases in opening hours with associated increase in use as at Catterick Garrison.
- 3.7 As stated in paragraph 6.2 the further report to be presented to Executive at the end of October 2011 will set out the details of agreements brokered with community/partnership groups as well as the reductions in opening hours required to achieve the full savings. The latter will inevitably have an impact on performance as any reduction in opening hours across the authority reduces the time available for people to use their library. Previous consultation has shown that the more a person finds the building closed the less likely they are to return and will find alternatives or simply cease use altogether. This in turn means fewer visits, fewer book issues, less PC use and less income and less overall “business” and market share for the service. At the same time, reductions in opening hours at libraries in the key centres of population (ie Category 1) will have a greater impact due to their greater use. As stated in the initial consultation document, 80% of library users, and 70% of the overall library “business” is delivered through these sites.
- 3.8 Access to library services remains primarily through physical visits, this face to face contact being cited as often the only social contact for users. However, remote access using computers at home is increasingly popular, the last three years (2008 - 2011) have seen an increase of 67%, equivalent

to 6% of total visits made. It is still early for the full impact of the e-book service to be known, it currently provides less than 1% of all items borrowed, with at least one home library service user receiving books in this way. The library service however, will need to maintain investment in technology in terms of its capacity to deliver services quickly and efficiently in order to deliver value for money in the future and maintain its place in the market alongside other competitors.

4.0 POLICY IMPLICATIONS

- 4.1 The statutory basis for the library service is the Public Libraries and Museums Act 1964 which gives local authorities the duty to provide a free, comprehensive and efficient Library Service for all who wish to use it. It requires them to provide facilities for borrowing books, and other materials, for persons whose residence or place of work is in the area or who are undergoing full-time education therein. More recent national guidance is that the general public should be able to join any public library in the country. This reflects the policy that the County Council has operated for a number of years.
- 4.2 It is the County Council's expectation that, through its proposals for the future of the service, it will be able to continue to meet its statutory duty, by providing a comprehensive and efficient library service. (See also 7.0 Legal implications).
- 4.3 As stated at the beginning of the report, the main policy document for the Service is the Library and Information Service Strategy, 2008-2023 - New Look, No Shush. This strategy recognises the need for the service to work with a whole range of internal and external partners and to look at alternative ways and opportunities in order to continue to provide the service in a sustainable way. The current financial climate requires the service to accelerate the work that had already been embarked on, providing a flexible library "offer" to alternative service points. The County Council recognises that in terms of its library provision to communities one size does not fit all, and that what is developed with local communities will need to reflect the particular circumstances of that community. In recognition of what came out of the consultation the service will need to build on the strategy still further and look at how the whole of the library estate can be opened up to local community involvement.
- 4.4 The current quality of the service is best evidenced by the overall satisfaction rating of 93% (Public Library User Survey 2009). In order to at least retain these levels of satisfaction, it is imperative that community-led libraries receive the necessary expertise and support from professional library staff. A major contributor to satisfaction is the quality of resources, namely books and IT, and the level of assistance provided during library visits. Continued investment in and management/monitoring of these resources will be required to ensure service quality is maintained in order to avoid a decline in the quality of service which, in turn, will lead to a decline in repeat visits and use.
- 4.5 The current group of community-led libraries receive a monthly advisory visit which includes monitoring the knowledge and training of volunteers and the resources on offer. As part of this process, library managers are required to

action and provide prompt and effective feedback to the responsible organisation/group where necessary.

- 4.6 In 2008, the service developed a set of Innovation Quality Standards providing a benchmark for the manner and environment in which services were provided. These standards support the efficient and effective delivery of the service and therefore the level of satisfaction experienced by those visiting libraries across North Yorkshire. To ensure this quality of service is maintained these standards form part of the Service Agreements already in place with existing community-led libraries.

5 OPTIONS

- 5.1 Section 2 above, has indicated a number of means by which the Library Service can reduce its budget in order to make the savings required. Specifically, options for the service are as follows:

5.2 Option 1 (original proposals)

Having given due consideration to the feedback received during the consultation period, the retention of the original proposals of maintaining services at 18 “core” libraries, two “super” mobiles supplemented by the Home Library and Information Service (HLIS) alongside a network of community libraries with professional support from the County Council no longer represents a viable option. It is, therefore, proposed that the County Council considers Option 2 below.

5.3 Option 2

Make “in-year” savings in 2011/12 as follows:

- removal of standard mobiles at the end of September 2011, including staff, vehicles and associated stock. This would yield £529k in a full year, although early estimates indicate that the early termination of the mobile leases may result in a one-off payment of £200k
- retention and reconfiguration of existing supermobile/HLIS services to ensure coverage in areas of greatest rurality/sparsity furthest away from static libraries;
- use of £350k from central funding plus “one off” subsidy of £300k from Bookfund;
- further savings in all areas of support/back office functions, currently estimated to exceed £100k in a full year
- ensure other services within Library and Community services, eg Registration and Archive services, take an equally innovative approach to deliver further savings of £50k on behalf of the Library Service
- ensure further defraying of costs by removing subsidy to other service areas receiving support from the Library Service to achieve £50k savings.
- continue to explore opportunities for creative income streams
- continue to exploit the opportunities of new technologies to increase library usage
- continue work with communities and partnership groups to identify “community ownership” solutions in order to realise savings of a further £1m for the service over years 2012/13 and 2013/14.

- as part of the above work utilise the one-off “invest to save” monies allocated to the library service to develop the community outlet model to facilitate the transition to community ownership.
- 5.4 Under this option, proposals are that libraries will fall into four categories. These take into account the comments made during the consultation about the need to “spread the pain” across all libraries and retain a library service in the smaller market towns, whilst ensuring a good quality service is maintained.
- 5.5 **Category 1** would include libraries in key centres of population, offering the full range of services, with fewer library staff, and opening hours reduced from their current level and open a maximum of 6 days per week, ie no Sunday opening. Any retention of existing opening hours would require building on the successes already achieved at eg Harrogate by increasing the use of volunteers in all libraries in this category as well as increasing the number of other groups/partners using library premises as their own base/outlet. Libraries in this category would include Catterick, Crosshills, Filey, Harrogate, Knaresborough, Malton/Norton (one site), Northallerton, Pickering, Richmond, Ripon, Scarborough, Selby, Settle, Sherburn, Skipton, Stokesley, Thirsk and Whitby.
- 5.6 **Category 2** would include those libraries located in the smaller towns as well as areas of significant population, or in areas of social or rural deprivation. The library service would continue to ensure that these libraries are maintained through ongoing support towards accommodation, bookstock; IT facilities and broadband connectivity as well as an element of “professional” staffing based in the library albeit at a reduced rate than currently provided. However, the exact nature of the “offer” that each locality will be able to provide to local communities in partnership with the County Council, eg available opening hours will be dependant upon the additional funding that can be found from establishing greater use of premises by partners, volunteers and other groups/organisations. It is anticipated that following the work that has already begun with community groups and organisations in these areas that local solutions can be developed that will meet the needs of local communities whilst ensuring that the County Council continues to provide these localities with support. Libraries in this category would include Bedale, Bentham, Boroughbridge, Colburn, Easingwold, Eastfield, Hawes, Helmsley, Ingleton, Kirkbymoorside, Leyburn, Pateley Bridge, Scalby, Starbeck and Tadcaster.
- 5.7 **Category 3** would include those libraries in relatively close proximity ie those within about five miles or so of a category 1 library or in unsuitable premises. Support from the service would include the provision of regularly updated book stock as well as training and monitoring for volunteers/partner providers from members of the professional library team. The service will continue to work with these communities in order to develop local solutions. However, given the financial constraints and the time needed to consult with staff affected, it is proposed that, if no partners come forward to work with the service in these locations by 31 October 2011, then these libraries will close by 31 March 2012. Libraries within this category include Barlby, Bilton, East Ayton, Embsay, Gargrave, Great Ayton, Hunmanby, and Masham.

- 5.8 **Category 4** would include the various library outlets that are already established at Bainbridge, Grassington, Hudswell and North Stainley, as well as new outlets that local communities have said they would like to establish. In the main, the library service support would be limited to the provision of a regularly changed collection of books and professional guidance and support from the library team.
- 5.9 In all of the above categories, further discussions will need to take place with representatives from individual communities as to how these proposals will impact on them. This will require the full involvement of local County Councillors in recognition of their role as local community leaders.
- 5.10 **Other options** have been put forward during the consultation process alongside the “community ownership” approach, including the following:
- merging management/back office functions of library services with another library authority;
 - outsourcing of the service to private sector providers;
 - use of external consultants to work with the Library Service to determine how further efficiencies might be made.
- 5.11 These options would not realise the necessary savings within the required timescale, but more importantly, the County Council believes the community ownership model is the most sustainable long term solution for the communities of North Yorkshire and therefore does not intend to pursue these other options further.

6 FINANCIAL IMPLICATIONS/RISKS

- 6.1 The main area of savings this financial year would come from the proposal to remove the existing configuration of the mobile fleet. If this proposal is accepted, the savings would be for a part year, with the full effect being realised in subsequent years. Section 5.3 identifies where the remainder of the savings for 2011/12 will be found.
- 6.2 As previously demonstrated; the long-term financial viability of the Service will be dependent upon securing the savings required through the development of community/partnership solutions across all areas of the library service. Once this level of detail is available, further analysis can be undertaken in order to give a realistic picture as to the value of the savings that will be secured. The further report to be presented to Executive at the end of October 2011 will set out the details of agreements brokered with community/partnership groups for libraries in all categories. Realistically however, the full effect of the savings that can be made as a direct result of these activities are unlikely to be realised this financial year, and the fixed costs of maintaining the full library estate will remain.
- 6.3 See also 10.0 Risk Management Implications.

7 LEGAL IMPLICATIONS

- 7.1 Under the Public Libraries and Museums Act 1964 local authorities have a statutory duty to provide, under the superintendence of the Secretary of State,

a free, comprehensive and efficient Library Service for all who wish to use it. It requires them to provide facilities for borrowing books, and other materials, for persons whose residence or place of work is in the area or who are undergoing full-time education therein.

- 7.2 In addition to this, The Local Government Act 1972 makes the County Council the responsible Library Authority. While the core Library Service is free under the Act, the Local Government and Housing Act 1989 and the Library Charges (England and Wales) Regulations 1991 define what may not be charged for and also give library authorities the power to make charges for the provision of specified library facilities.
- 7.3 In considering the future of its library services, the County Council must be mindful of its statutory duty under the Act and considers the proposals will enable it to continue to run a comprehensive and efficient service which takes account of the needs of local communities, within the budget available.
- 7.4 Members should note that several other authorities are currently dealing with legal challenges by judicial review in relation to their councils' proposed library cuts, on various grounds including inadequate consultation, disregarding the equalities legislation and the need to undertake a proper equalities impact assessment, and failing to fulfil the duties of the Public Libraries and Museums Act 1964 to provide a comprehensive and efficient library service. Whilst the Council has and will endeavour to conduct this process for determining the future of the library service properly and thoroughly, the possibility of legal challenge in North Yorkshire was raised in some of the responses to the consultation on the proposals.

8 CONSULTATION UNDERTAKEN AND RESPONSES

- 8.1 A report on the analysis we have undertaken of the consultation responses is attached at Appendix 3.

9 IMPACT ON OTHER SERVICES/ORGANISATIONS

- 9.1 As stated previously in this report, partnership working is a key theme in the Library and Information Service Strategy: "New Look, No Shush" which was approved by Full Council in 2009.
- 9.2 The Council recognised that, in order to achieve its aims for the library service in a very rural county, it would need to work closely with a wide range of partner organisations - exploring opportunities jointly with community groups, adult learning, cultural trusts, children's services and the voluntary sector as well as other statutory organisations, such as District Councils and the Police.
- 9.3 Libraries in North Yorkshire are now recognised as important points of presence or "hubs" within their local communities and, in several instances, deliver seamless access to services on behalf of the County and District Councils, as well as being key access points to other services.
- 9.4 These examples of good practice and the lessons learned from the experience of developing access to services in this way means that North

Yorkshire is well placed to demonstrate how the current challenges in terms of long term funding can be met. To date, the response from partner organisations involved in the consultation process has been extremely encouraging, to the extent that a number have viewed this as an opportunity for NYCC and its partners to accelerate and develop further its current practice of sharing costs through co-location and joint delivery of services.

- 9.5 Responses to the consultation have highlighted the important role library services play in helping to meet the overall objectives of the County Council and the potential impacts on education, social care, transport services and the local economy have all been commented on during the consultation process. Respondents have also highlighted the importance of access to books for improving children's reading skills and consequent educational attainment, and the need for easy access to computers to enable children to do their homework. North Yorkshire libraries are also widely regarded as safe, social venues that have a positive impact on the health and well-being of communities. Other comments made included the potential increase in terms of both environmental impact and cost to the County Council if people use their bus passes more to travel if their nearest library should close.

10 RISK MANAGEMENT IMPLICATIONS

- 10.1 The proposals have undergone the County Council's risk identification and prioritisation processes and a Risk Register has been produced as a result. This is contained at **Appendix 5**. Maintaining the Risk Register is an ongoing process which will involve the development and delivery of mitigating action.

11 HUMAN RESOURCES IMPLICATIONS

- 11.1 To date, consultation with staff on the implications of the proposals has taken place in parallel with the public consultation process and a number of staff roadshows have been held. However, these discussions with staff were based on the original proposals, ie removal of the mobile fleet (excluding the super mobile) and retention of "core" services points, and therefore with the exception of the mobile fleet, further staff consultation will need to take place in order to reflect the new proposals and the potential impact that these will have on staff. It is therefore anticipated that in the light of the changes reflected in the proposals and the larger number of staff affected by these, a further period of 3 months consultation with staff and Unison will be required. A series of staff roadshows are planned to take place in early July 2011.
- 11.2 Employment law provisions, including redundancy and the requirements of TUPE need to be carefully considered in the context of potential closures and proposals where there is community involvement.

12 EQUALITIES IMPLICATIONS

- 12.1 A full Equality Impact Assessment (EIA) has been carried out on the potential impact of the proposed changes and is attached at **Appendix 6**. Members must have regard to the assessment in making their decision. As confirmed by the responses received throughout the consultation, the key equalities impacts identified are on age and disability. (See paragraphs 2.16 and 2.19 of this

report.) Paragraphs 2.20 and 2.31 outline how working with local communities can help to mitigate any adverse impact and paragraphs 2.35, 2.37, 2.38 and 2.40 identify how the use of the supermobile and the HLIS can further mitigate adverse impact. Section 2 sets out further the ways in which the service plans to mitigate the effect of the changes; and in broad terms, the EIA notes that equality of access to services will be reduced, particularly for residents of rural areas, unless alternative solutions can be found.

13 ENVIRONMENTAL IMPACTS/BENEFITS

- 13.1 Cessation or reduction in the mobile service may bring about a reduction in the carbon footprint. However if former library users do need to make special journeys to access a library, their carbon footprint may increase.

14 COMMUNITY SAFETY IMPLICATIONS

- 14.1 Libraries are regarded as safe places to go for people of any age. They also act in the role of venues for the reporting of hate crime. Any reduction in their availability as venues for wider activity within communities will impact on this.
- 14.2 Responses to the consultation also suggested crime and disorder could increase if the opportunity for children and young people to make constructive use of their leisure time in a safe environment were to be further reduced through either library closures or the curtailment of opening hours.

15 REASONS FOR RECOMMENDATIONS

- 15.1 At the end of a three-year period from 1 April 2011 to 31 March 2014, the available budget for the provision of the County Council's library service will be £5m. The County Council's aim to retain the best possible library service within the budgetary constraints has required looking at where the service is least cost-effective and setting priorities accordingly.
- 15.2 This means moving away from a "salami slicing" approach to the library's budget which would not only have a detrimental effect on the long term viability of the service in terms of its performance and accessibility, but equally would not necessarily realise the scale of savings required. More time is, therefore, needed to proceed with the detailed work on how the savings for years 2 and 3 (2012/13 and 2013/14) can be made in such a way that will enable the County Council to continue to work with communities to develop sustainable local solutions to providing a good quality library service. The report, therefore, sets out ways in which the authority can sustain its core service across its geographic spread, including market towns, whilst retaining its supermobile service to remote, sparsely populated areas.
- 15.3 It is also proposed that, in order to mitigate the effects of cuts to the library budget, the County Council continues to work closely with a range of partners in order to ensure that the service maintains its effective delivery to communities. The additional funding of £350k into the library budget has given the service further opportunity to work with communities to create shared benefits for the county council, local communities and local users.

16.0 RECOMMENDATIONS

- 16.1 Having considered the findings from the extensive consultation period on the future of libraries in North Yorkshire, that members agree to the proposals outlined in Option 2 as detailed in paragraphs 5.2 to 5.9 as the way forward for delivering the required budget savings for the library service.
- 16.2 A further report to be brought back to Executive in October 2011 outlining the outcome of partnership discussions with communities; with accompanying financial analysis in order to demonstrate how the approach taken will secure the savings of a further £1m required in years 2012/13 and 2013/14.

CORPORATE DIRECTOR – DEREK LAW

County Hall
NORTHALLERTON

DATE 27 May 2011

Author of report: Julie Blaisdale

Appendices:

- Appendix 1 – Consultation Document
- Appendix 2 – Consultation Response Form
- Appendix 3 – Analysis of the findings from the consultation
- Appendix 3a – Petition Summary
- Appendix 4 – Proposals for the Use of the Super Mobile
- Appendix 5 – Risk Register
- Appendix 6 – Draft Equality Impact Assessment

Background Documents: New Look, No Shush - Library and Information Service Strategy 2008 – 2023

Public Library Users Survey, September/October 2009
(Combined Weighted Authority & Service Point Report)

Innovation Quality Standards

Proposals for the Future Delivery of Library Services in North Yorkshire Consultation document from webpage

Content as of 09/12/2010

Friendly URL: [libraryconsultation](#)

Library consultation

This page gives details of a public consultation about the future delivery of library and information services in North Yorkshire, following the 28 per cent budget cut over a four-year period as part of the Government's Comprehensive Spending Review.

This equates to a cut of £2.3million out of a current library budget of £7.5million. The "front-loading" of these cuts means that £1.1million needs to be saved during 2011/12.

The consultation runs from 1 December 2010 to 28 February 2011.

This page covers the following areas:

- [Summary of current policy](#)
- [Summary of the proposals that are being consulted on](#)
- [Library service background](#)
- [The effect of the budget cuts on the library service](#)
- [Proposals for the library service](#)
- [Taking part in the consultation - what we would like from you](#)
- [Who we are consulting](#)
- [After the consultation finishes](#)

Summary of current policy

The library service is currently delivered through 42 branch libraries; ten mobile libraries; one super-mobile and the home library and information service.

Summary of the proposals that are being consulted on

The proposed future service would be delivered through 18 core libraries, geographically spread across the County and two super-mobiles, supplemented by the home library and information service; and a network of community libraries run by local communities with professional support from the County Council.

Library service background

Over the past seven years, the County Council has made considerable capital investment in its library service. We have refurbished or re-located more than half our branch libraries, which has greatly enhanced the public view of the service and enabled North Yorkshire to buck the national trend in terms of numbers of people using libraries and numbers of books issued.

The number of new people joining the library over the past five years has increased by nearly 50 per cent and the number of people borrowing books or using the libraries' computers has gone up by almost 20 per cent.

The most recent example of a major refurbishment is [Harrogate library](#), part funded by the Big Lottery Fund. In its first week, Harrogate library had over 9,000 visits; 10,000 issues; and nearly 500 new members. This level of use has continued at a similar rate with 35,466 issues in the first four weeks and 1,305 new members, 25 per cent of which were under 16s.

In addition to 'real' visits, we are seeing a major increase in people accessing the library service from their computers at home - [searching the catalogue](#); [reserving](#) and [renewing books](#); using our [online reference resources](#); and downloading e-books and audiobooks from our new [online digital library](#). The number of people using the [home library and information service](#) has doubled in the last five years and has now reached 2,500. This is a service delivered by a network of volunteers to people who cannot easily leave their home.

In 2009 we launched the 15 year strategy for the library and information service, "New Look, No Shush". This recognised the need to work in partnership with other organisations and to look at alternative ways of delivering the service to the people of North Yorkshire.

The effect of the budget cuts on the library service

As you may be aware, the headline figure of cuts required following the Government's announcement of its Comprehensive Spending Review is 28 per cent over a four-year period starting in April 2011.

From the point of view of library and community services, the 28 per cent cut amounts to a total of £2.3million starting in April 2011 out of a current library budget of £7.5million. The fact that these cuts have been "front-loaded" means that £1.1million of these savings will have to be found during 2011/12.

The library service has looked at what we can do to be more efficient and so we have already saved over £1million over the past three years through staff changes; changes to opening hours; a better book purchasing deal; and introducing new technology such as self-issue etc. However, further savings of over £2million cannot be made through efficiencies alone and this will mean that continuing to provide the service in the way in which we currently do will not be an option. We will need to look at alternative ways of delivering the library service to the people of North Yorkshire.

Proposals for the library service

The library service is currently delivered through 42 branch libraries; ten mobile libraries; one super-mobile and the home library and information service.

To give some idea of costs:

- For everyone using a branch library, it costs on average £16.50 per year;
- For everyone who uses a mobile library, it costs on average £77.50 per year;
- Every visit to a branch library costs on average 93p; and
- Every visit to a mobile library costs on average £7.

The proposed future service would be delivered through:

- Eighteen core libraries, geographically spread across the County;
- Two super-mobiles;
- Library online (a virtual library service);
- The home library and information service; and
- A network of community libraries run by local communities with professional support from the County Council.

The proposals aim to make maximum use of the budget so that, at the end of the four-year period, the remaining revenue budget for the library and information service offers good value for money by benefiting as many people as possible. Our first priority in the context of having to make these savings is to ensure that we retain good quality library services.

We think that the best way to do this is to focus resources on key market towns, retaining a geographic spread across the County, thus meeting our obligations under the 1964 Public Libraries and Museums Act to provide a comprehensive and efficient library service. Our proposals therefore, take into account population levels; numbers of active users and items borrowed; distance from other libraries; and transport links etc, as well as the relative costs of delivering some parts of the service.

The 18 core libraries include:

- Pickering and Malton
- Harrogate, Knaresborough and Ripon
- Scarborough, Whitby and Filey
- Selby and Sherburn
- Richmond and Catterick
- Thirsk, Northallerton and Stokesley
- Skipton, Settle and Crosshills

These libraries are used by 80 per cent of library users and 70 per cent of the overall library “business” is delivered through these sites.

Therefore, in order to make some of the savings required, we will need to consider the following:

- Removal of the ten mobile libraries, excluding the super-mobile; and
- The closure, or development of alternative provision by the local community, of approximately 13 libraries in the first year, i.e. 2011/12 and a further 11 libraries over the next three years.

Precise details as to which libraries would need to close will depend on whether communities or other agencies want to work with us to develop local solutions. The libraries affected include Ayton, Barlby, Bedale, Bentham, Bilton, Boroughbridge, Colburn, Easingwold, Eastfield, Embsay, Gargrave, Great Ayton, Helmsley, Hunmanby, Ingleton, Kirkbymoorside, Leyburn, Masham, Pateley Bridge, Scalby, Starbeck and Tadcaster.

The community library model

An example of community involvement in libraries is the community library model. This is where a library facility is integrated with other community venues; led and managed by the local community; and with professional support from the library service. Community libraries to date have varied in size and facilities according to the space available in the venue; the size of the local population; and the distance from a branch library.

To date, we have five community libraries up and running. These are North Stainley village hall; Sycamore Hall extra care development in Bainbridge; the Grassington Hub; the George and Dragon in Hudswell; and in Hawes, the Upper Wensleydale Community Partnership has taken over the day-to-day running of our branch library.

It is our aim to work with local communities to accelerate this model of community provision in rural areas in order to reduce the negative effect of the cuts on the most vulnerable people

in our communities. We will also continue to provide the home library and information service and explore other ways of enabling people to receive a library service.

The options for communities where the County Council can no longer afford to directly fund a library service include:

- Providing an alternative service or funding sources where an existing branch library is earmarked for closure;
- Identifying a suitable alternative venue to run a community library;
- Identifying a suitable venue to hold a deposit collection;
- Identifying a suitable venue for books to be dropped off for a) local volunteers to deliver to housebound people and b) collection by local people who have requested them on line or by phone; and
- Identifying other ways of providing a library service in local communities.

Taking part in the consultation - what we would like from you

We have outlined our proposals to you and given you the reasons why we are making them. We would like:

- You to tell us your views about these proposals;
- To hear your ideas for other ways we could save £2.3million in library and community services;
- To hear your ideas of things we could do together to reduce the effect on people in your community, especially vulnerable people (for example, people who would find it particularly difficult to get to a library that was further away than at present); and
- To hear from you if you are part of a local group who would be interested in running an alternative service.

Consultation meetings

We are planning to attend local area forum meetings. Details of these meetings can be found on the [local area forum meetings](#) page.

We are also planning to run an event in February 2011 for members of community groups who are interested in finding out more about their community running a local library service. If you are part of a local group and would like to attend, please contact us using the details below. More information and a registration form will be posted on this page in the New Year.

Who we are consulting

We are consulting the following people and groups:

- County Councillors
- Staff
- Library users
- Library “friends” groups
- The general public
- External and internal partners
- District councils
- Parish councils
- Older People’s Partnership Board
- Older people’s forums
- Physical and Sensory Impairment Partnership Board

- Learning Disability Partnership Board
- Young people
- Black and minority ethnic (BME) groups
- Area committees
- Voluntary and community sectors
- Schools
- Professional bodies, for example the Chartered Institute of Library and Information Professionals (CILIP)

After the consultation finishes

All the responses we receive by the closing date of 28 February 2011 will be used to inform the final report and recommendations to Council members (or appropriate delegated decision makers) in April-May, who will then decide what proposals will be taken forward.

The information we collect will be collated and analysed to inform the final report. Individuals will not be identified.

Thank you for taking the time to consider this proposal and provide feedback. We look forward to receiving your ideas, comments and views. Please send your responses to the contact details below.

Responses to be received no later than 28 February 2011.

Contacts

Library budget consultation
North Yorkshire County Council
Library and Community Services
Library Headquarters
21 Grammar School Lane
Northallerton
North Yorkshire
DL6 1DF

E-mail: libraries@northyorks.gov.uk
Tel: 01609 533826 or 01609 533811

Consultation Response Form

**Future delivery of library and information services in North Yorkshire
Public Consultation
1 December 2010 – 28 February 2011**

**1. What is the main way you are involved with North Yorkshire’s Libraries?
(Tick one)**

| | |
|---------------------------------------------------------------|--------------------------|
| I am a Library Customer | <input type="checkbox"/> |
| I am a Friend or relative of a library customer | <input type="checkbox"/> |
| I am a member of Library staff | <input type="checkbox"/> |
| I use other facilities in the library (eg room hire) | <input type="checkbox"/> |
| I represent a Community Group (please specify) | <input type="checkbox"/> |
| I am responding on behalf of an organisation (please specify) | <input type="checkbox"/> |
| Other (please specify) | <input type="checkbox"/> |

2. Which libraries (or mobile) do you currently use? (Please list all you use)

3. Please tell us your postcode

4. To what extent do you agree or disagree with the following statements?

| Question | Strongly Agree | Agree | Neither Agree nor Disagree | Disagree | Disagree Strongly |
|----------------------------------------------------------------------------|----------------|-------|----------------------------|----------|-------------------|
| I understand why the council needs to make changes to the library service. | | | | | |
| I will be able to access a core library. | | | | | |
| I will be able to access the library on-line. | | | | | |
| I would be interested in accessing a community run library. | | | | | |

5. Which of the following statements best describe the impact you feel the proposed changes to the library service will have on you / your organisation:-

| | |
|-----------------------------------------------------------------------------|--|
| The proposed changes will not affect me / my organisation | |
| The proposed changes will have some impact on me / my organisation | |
| The proposed changes will have a significant impact on me / my organisation | |
| I don't know | |

6. If you feel that the proposed changes to the library service will have some or a significant impact on you / your organisation, please provide details below:

7. What ideas do you have for other ways we could save £2.3million in Library and Community Services?

8. What ideas do you have of things we could do together to reduce the effect of the proposed changes on people in your community?

9. Please add any other views or comments you have about the proposals

10. Are you part of a local group who would be interested in running an alternative service? If so please give your contact details

If you would like further information contact:

libraries@northyorks.gov.uk or telephone 01609 533826/3811

The information we collect will be collated and analysed to inform the final report. Individuals will not be identified.

Thank you for taking the time to consider this proposal and to tell us your views.

Please send your response to:

Library Consultation
North Yorkshire County Council
Library and Community Services
Library Headquarters
21, Grammar School Lane
Northallerton
North Yorkshire
DL6 1DF

Or use the online response form on our website:

<http://www.northyorks.gov.uk/libraryconsultation>

Or e-mail your comments to:

libraries@northyorks.gov.uk

Responses to be received no later than **28 February 2011**.

The County Council is subject to the Freedom of Information Act 2000. The County Council may be required to disclose publicly views that have been expressed to it but will take account of your privacy rights.

Please also complete the equality monitoring form on the next page.

CORPORATE EQUALITY MONITORING FORM

If you are responding to this consultation as an individual:

We want to make sure that the proposals we are making do not unfairly discriminate against anyone. To help us make sure that we are doing this correctly it would be helpful if you could answer the following questions about yourself. The information you provide will be made anonymous and will only be used in collating statistical data.

You do not have to answer these questions. However, by answering the questions you will help us to understand the impact of these proposals.

• Gender

| | | |
|----------------------|-------------------------------|---------------------------------|
| What is your gender? | <input type="checkbox"/> Male | <input type="checkbox"/> Female |
|----------------------|-------------------------------|---------------------------------|

• Age

| | |
|-----------------------------------|--------------------------------|
| Which age category are you in? | |
| <input type="checkbox"/> Under 16 | |
| <input type="checkbox"/> 16-19 | <input type="checkbox"/> 20-29 |
| <input type="checkbox"/> 30-39 | <input type="checkbox"/> 40-49 |
| <input type="checkbox"/> 50-64 | <input type="checkbox"/> 65-74 |
| <input type="checkbox"/> 75-84 | <input type="checkbox"/> 85 + |

• Disability

| |
|----------------------------------------------------------------------------------------------|
| Do you consider yourself to be a disabled person or to have a long-term, limiting condition? |
| <input type="checkbox"/> Yes <input type="checkbox"/> No |
| How would you describe the nature of your impairment or condition? |

• What is your ethnic group?

| |
|-----------------------------------------------------------------------|
| Please tick one box to best describe your ethnic group or background. |
| <input type="checkbox"/> White |
| <input type="checkbox"/> Mixed / multiple ethnic groups |
| <input type="checkbox"/> Asian |
| <input type="checkbox"/> Black / African / Caribbean / Black British |
| <input type="checkbox"/> Other ethnic group, please tell us which: |

NORTH YORKSHIRE COUNTY COUNCIL

LIBRARY AND COMMUNITY SERVICES

FUTURE DELIVERY OF LIBRARY SERVICES IN NORTH YORKSHIRE

ANALYSIS OF THE FINDINGS FROM THE CONSULTATION

Process

The consultation on the future of the library service ran for 3 months, from the beginning of December 2010 to the end of February 2011.

The library service produced a consultation document and response form, which were available in libraries and on mobile libraries and also on a dedicated webpage on the NYCC web site.

(www.northyorks.gov.uk/libraryconsultation)

The proposals were first made public in November with an article on the front page of the NYTimes. A press release was also sent out on 19 November 2010 and the scale of the cuts was made clear in the papers for the Care and Independence Overview and Scrutiny Committee on 25 November 2010 which were available on the County Council's website by 18 November.

The proposals received a great deal of local and national publicity, with both the Scarborough Evening news and the Harrogate Advertiser running campaigns.

The link to the web page was sent to Town and Parish Councils; schools; and to voluntary organisations across the county North Yorkshire Forum for Voluntary organisations.

The Library service gave presentations at all 7 Area Committees and at 20 public meetings. Senior library staff also attended other meetings, eg Town council meetings, where the proposals for the service were discussed as part of the agenda. Other public meetings were organised locally by county councillors and the Harrogate Advertiser, for example.

Responses

The Library service always knew how much people valued libraries, but the response far exceeded what even we expected and the County Council received an overwhelming response from communities across North Yorkshire. Over 6,000 written responses were received, 10,000 signatures on petitions and over 2,000 people attended the 20 public meetings.

The written responses came in the form of response forms and comments, letters and emails sent to the General Manager for Libraries, the Assistant Director, the Corporate Director, Chief Executive and the Leader of the Council. We endeavoured to reply to all letters and emails. A number of letters and emails asked for additional information, which we supplied. In the

light of the number of requests we received for specific costings, we pulled together detailed factsheets which we published on the library consultation web page.

Some members of the public and councillors have spent a lot of time looking at the detail provided and have come up with various alternative proposals, which have been taken into consideration along with all the other responses.

A number of petitions were organised by campaign groups across the county and we received 28 petitions which between them contained over 10,000 signatures. (See Appendix 3a) (Where people included comments, then these were analysed alongside the response forms, letters and emails)

The proposals stimulated debate in classes in several schools, resulting in letters from individual pupils and groups of pupils and a petition from one school.

Local campaign groups and action groups have been established linked to several of the libraries where the proposals were looking for community solutions. A number of these local groups called public meetings to which the library service was invited to give a presentation on the proposals. Over 2,000 people attended public meetings.

Groups in some areas have concentrated on campaigning to keep their local library open and run by the County Council. Other groups, particularly where the town or parish council are involved, have started to look at ways they and other groups in the community could be involved in the provision of their library service. Senior library staff and staff from the corporate partnerships team have attended about 30 meetings across the county at the request of these groups, to assist with information and to gather ideas about what the local area would like to do.

Messages from the Consultation

The key message from the consultation was that people greatly value the library service and their local libraries. The comments made in the consultation also demonstrate the important role library services play in helping to meet the overall objectives of the county council – providing access to services, helping children and young people to develop their full potential in a safe environment, supporting the local economy and improving health and well-being. The following two comments illustrate the importance respondents place on libraries -

- “their value to society cannot simply be measured by the tools of accountancy” and
- “library closures carry with them financial and human costs that far outweigh the £2.3 million which will be ‘saved’ by the proposed cuts”

The most frequent suggestion of alternative ways of saving the money was that the savings should be made elsewhere in the County Council. However,

given that the library service has to make its own contribution to the Council's overall savings, a clear message, from the public meetings in particular, was that the impact of this should be shared across all libraries and that urban areas should not be protected at the expense of rural communities. The impact that potential library closures would have on the economies of the smaller market towns was also stressed, as was the need for greater consideration to be given to the needs of rural communities, particularly those with poor transport links and with an already declining number of services, including shops, leisure facilities, post offices, etc.

Aside from those wanting to retain the status quo, the most frequent comments made were about the impact on older people and children, the cost and availability of transport and the impact on people's health and well-being. This represents a significant challenge for the service in that it will need to make the required savings whilst continuing to provide a good quality service which delivers local access in a cost effective and efficient way.

Themes of comments at Area Committees and public meetings

The over-riding feeling at the public meetings was that people did not want their library to close, and they wanted to retain a staffed library. There was considerable anger at the proposals, and a perception that the County Council had already made the decision to close libraries and that it wanted to sell off the library buildings. Several people questioned the legality of the proposals, given the Council's statutory duty to provide a library service.

The important role of libraries in communities was stressed, particularly for social contact for older people and education for children and young people. In the more urban areas major house building programmes were mentioned as increasing the need for their library. Conversely, the unfairness on rural communities was a common theme, people feeling they were being unfairly penalised compared with more urban areas, despite paying the same council tax. The cost and difficulty of travelling to other libraries was a real concern in some areas.

There was a strong preference for retaining the status quo and a number of concerns about the practicality of communities taking on their library. However, in most of the public meetings there were people who were willing to volunteer, but a feeling that volunteers should be used in all libraries, alongside paid staff who have the expertise, rather than on their own. Other people questioned the availability of volunteers in communities, feeling that prospective volunteers were already fully occupied. Some people questioned the sustainability of a service dependent on volunteers.

There were also many questions asked at the public meetings, for example about the criteria used to inform the proposals on which should be core libraries, how a community run library would work, role of volunteers, what the library service would provide etc.

Analysis of Written Responses

Accompanying the consultation document was a Response form. This could either be completed in hard copy or using an on-line form. 71% of the written responses were on response forms. 11% wrote letters, 6% sent emails and 12% wrote comments either on petitions or in the comments books in libraries.

Question 1 - What is the main way you are involved with North Yorkshire's Libraries?

87% said they were library users, 0.8% said they were staff and the remainder were community groups, parish and town councils, friends or relatives of library users and people who hire rooms etc. Some people responded in more than one capacity.

Equalities Information

The consultation response form asked for equalities information about individuals. Some people chose not to give us that information, and large numbers of people chose to respond to the consultation by e-mail or letter rather than by the response form, and therefore did not provide this information. In those situations we endeavoured to ascertain some profiling information where this information was given in the body of the response. We therefore know the gender, ethnicity, age group and whether or not they have a disability of about two thirds of respondents. Of those people that provided that information the breakdown is as follows:

Gender – 68.7% were female and 31.3% were male.

Ethnicity - 99% said they were white British and 1% said they were from another ethnic group.

| | | |
|-------------|----------|-------|
| Age group - | Under 16 | 7.3% |
| | 16-19yrs | 0.4% |
| | 20-29yrs | 1.4% |
| | 30-39yrs | 7.2% |
| | 40-49yrs | 10.3% |
| | 50-64yrs | 24.3% |
| | 65-74yrs | 26.5% |
| | 75-84yrs | 16.8% |
| | 85+ | 5.8% |

Disability – Of all the respondents 12.5% said they had a disability.

Question 2 - Which libraries (or mobile) do you currently use?

The majority of responses came from people who use “non-core” libraries.

20% of people who responded use a mobile library. Of these, 51% also use other libraries.

The largest number of people said they used Easingwold and Scalby libraries, followed by Leyburn and Great Ayton.

Interestingly, 20% of people use two or more libraries.

Question 3 asked for people's postcode so we could see where responses came from.

Question 4 asked people to say the extent to which they agreed or disagreed with some key statements

38% understand why the library has to make changes. 47% don't.
31% said they will be able to access a core library, 58% said they won't
27% will be able to access on line, 61% not
40% said they would be interested in accessing a community run library, 39% would not be.

Question 5 asked people about the impact on them of the proposed changes

61% said the proposed changes would have some or a significant impact on them.

Question 10 asked if people to give us their details if they were part of a group who would be interested in running a community library

272 of the responses either said they were part of a group who would be interested in running a community library, or offered their services as a volunteer.

Question 7 - What ideas do you have for other ways we could save £2.3million in Library and Community Services?

5% made suggestions which were outside the County Council's control, eg relating to District Council services or central government responsibilities.

18% suggested the County Council should find the money from other areas than libraries, for example by following Eric Pickles' suggestions and also reducing the number and salaries of senior managers, cutting the number of councillors and their allowances, reducing pay and pensions or cutting other areas of the council's work and leaving libraries as they are.

5% suggested Library services should reduce the number of managers and support staff and reduce bureaucracy.

13% of responses suggested increasing current charges, charging for membership and borrowing books etc or looking for other income generating ideas in libraries.

15% suggested reducing opening hours.

6% suggested that the cuts should be spread equally across all libraries, or that other libraries should be closed.

1.5% suggested removing libraries in close proximity to other libraries.

3.4% suggested removing or reducing the mobile service

7% said use volunteers or hand libraries over to local communities.

1% commented on the need to improve the on-line service and use e-mail more.

8% talked about making better use of library facilities, amalgamating with other services etc.

3% suggested reducing the stock or going back to providing a basic library service.

10% made a variety of other suggestions.

Question 6, 8 and 9

These free text questions asked people about **the impact on them of the proposals and for ideas they had to reduce the effect and for any other views or comments**. The responses to the three questions overlapped so we have analysed them together. To enable analysis, similar responses to the questions on the response form were grouped together, and other written responses were analysed in the same way.

Most people made a number of comments in their responses. Some of their comments related to the effect on themselves and some to the effect on others.

The most frequent comments were about the effect on children and families/future generations (27%). Related comments were about the effect on education and literacy (16%) and the importance of access to computers (14%), and books (11%). Quote - *“Access to books (and therefore knowledge) is a fundamental right in a democratic, civilised society”*

Another frequent comment was about the effect on older people (25%). Related comments concerned the effect on people with a physical or sensory disability (12%); and the impact on people’s health and well-being and the importance of libraries for social contact (19%).

The difficulty or inconvenience of getting to a different library was frequently commented on, both in terms of the additional cost or time or environmental impact of driving (26%) and the problem of lack of public transport and/or the cost of bus fares (20%). A number of people made both comments. Some people also made the point that if people used their bus passes more to get to libraries then it would increase the costs for another part of the County

Council. 2% made comments about improving transport information or suggested laying on transport or promoting community transport so people can get to other libraries.

A further group of comments were about the effect on communities. 16% commented on the loss of a key community asset if a library were to close. In some communities the library building itself is important to local people. 12% commented on the unfairness on communities, particularly for rural or deprived areas. The effect on local businesses and the local economy if the library were to close in rural areas or small towns was also commented on (4%). The loss of access to information and/or the loss of other services provided in libraries was a concern for 6% of people.

17% specifically said they did not want any change, with 15% praising the current library service and 3% expressing their concern for library staff. People also stressed the importance of professional support for community run libraries (3%). 7% suggested using volunteers and/or working with the community, though a similar percentage didn't like that idea.

LIBRARY PETITIONS SUMMARY

Save Ingleton Library

Petition 1

72 signatures from Ingleton Primary School.

Received by NYCC 18 February 2011.

Petition 2

110 signatures

Received by NYCC 21 February 2011.

Total number of petitions: 2

Total number of signatures: 182

Save the Mobile Library Service

253 signatures from across Craven

Received by NYCC 22 February 2011

Save Hunmanby Library

Petition 1

33 signatures

Petition 2

88 signatures

Petition 3

1,520 signatures

Total number of petitions: 3

Total number of signatures: 1,641

Save Ayton Library

127 signatures from East Ayton Primary School

Save Scalby Library

Petition 1

204 signatures

Petition 2

1,367 signatures

Total number of petitions: 2

Total number of signatures: 1,571

Opposing threatened closure of North Yorkshire Libraries

186 signatures

Received by NYCC 24 February 2011

Save Tadcaster Library

Petition 1

48 signatures from Calcaria House

Petition 2

On-line petition 247 signatories

Total number of petitions: 2

Total number of signatures: 295

Save Colburn Library

157 signatures

Received by NYCC 28 February 2011.

Keep Bilton Library Open

Petition 1

31 signatures

Received by NYCC 3 February 2011

Petition 2

129 signatures

Received by NYCC 28 February 2011

Petition 3

206 signatures

Received by NYCC 28 February 2011

Petition 4

514 signatures

Petition 5

12 signatures

Total number of petitions: 5

Total number of signatures: 892

Save Starbeck Library

228 signatures

Received by NYCC 28 February 2011

Opposing the Closure of Pateley and Withdrawal of the Mobile Library Service to Nidderdale

879 signatures

Received by NYCC 28 February 2011

Save Bedale Library

557 signatures

Received by NYCC 17 January 2011

Save Great Ayton Library

1,372 signatures

Received by NYCC January 2011.

Opposing the Closure of Gargrave Library

Petition 1

47 signatures

Received by NYCC January 2011

Petition 2

776 signatures

Received by NYCC 22 February 2011

Total number of petitions: 2

Total number of signatures: 823

Save Easingwold Library

1,134 signatures

Received by NYCC 20 December 2010

Save Hovingham and Scackleton (mobile) Library

42 signatures

Save Leyburn Library

30 signatures

Save Bentham Library

127 Signatures

Proposals for the use of the Supermobile

The re-configuration of service delivery via the supermobile will provide the flexibility to enable service provision at strategic locations in the more rural parts of the county which are furthest from the nearest static library. Given the need to cover the more remote rural areas whilst at the same time ensuring value for money, two options have been considered. Both options are based on the current level of staffing, and the length of stop would be two hours.

Option 1 provides weekly visits but fewer locations, the criteria of 7 miles or more from a branch library being fully applied to existing sites.

Option 2 criteria is 6 miles or more from a branch library, which allows more locations with fortnightly visits and the retention of those existing locations without an accessible branch library, albeit at a reduced level.

The distances have been obtained from the AA and are shown for each location. Checks are currently being carried out on the proposed routes and stops to ensure their feasibility in terms of adequate road links and parking arrangements.

As can be seen, the schedule under Option 2 provides some spare capacity, so that consideration can be given to other locations. Similarly the retention of the current supermobile in locations with a static library will also need to be re-considered as it may be that some communities would prefer to 'lose' the super mobile visit as part of their share in the reduction of opening hours.

The use made of the supermobile at each of the stops will be closely monitored to ensure an acceptable level of use is maintained, as previously stated professional staff will work with communities with this aim. However should use decline or cease to be viable then the service will be withdrawn after suitable consultation.

Indicative super mobile timetable – Option 1

Criteria: distance over 7 miles from static library – weekly visits

Using the main criteria as distance by road of a minimum of 7 miles supplemented by the presence of Home Library Service users, the proposed locations are as follows:

| | | proposed | existing |
|-----------|-----------|----------------------|-----------------|
| | | Week 1 | |
| Monday | Morning | Staithes (10.5)* | Sleights |
| | Afternoon | Castleton (14.9) | Sleights |
| | Evening | Danby (15.7) | |
| Tuesday | Morning | Balne (10.8) | |
| | Afternoon | Kirk Smeaton (14.4) | |
| | | | |
| Wednesday | Morning | Reeth (10.2) | Masham |
| | Afternoon | Buckden (10.4) | Sleights |
| | | | |
| Thursday | Morning | Weaverthorpe (14.7) | Cowling |
| | Afternoon | Sherburn (9.8) | Cowling |
| | Evening | Hovingham (7.5) | Cowling |
| Friday | Morning | <i>Service</i> | |
| | Afternoon | Rosedale (7.1) | |
| | Evening | Sheriff Hutton (8.5) | |
| Saturday | Morning | | Pateley Bridge |
| Sunday | Morning | | |

***Figures in brackets are the distance from the nearest static library**

NB Saturday morning unallocated

Indicative super mobile timetable – Option 2

Criteria: over 6 miles from static library plus existing sites - fortnightly visits

Reducing the minimum distance to 6 miles supplemented by the presence of Home library Service users, and going to fortnightly stops would allow the retention of the existing super mobile sites, without an accessible branch library, albeit at a reduced level.

The proposed locations are as follows:

| | | proposed | | existing |
|-----------|-----------|------------------------|----------------------|----------------|
| | | Week 1 | Week 2 | |
| Monday | Morning | Robin Hoods Bay (6.1)* | Rosedale (7.1) | Sleights |
| | Afternoon | Staithes (10.5) | Sleights (3.6) | Sleights |
| | Evening | Castleton (14.9) | Danby (15.7) | |
| Tuesday | Morning | Balne (10.8) | Eggborough (6.8) | |
| | Afternoon | Brotherton (6.1) | Kirk Smeaton (14.4) | |
| | | | | |
| Wednesday | Morning | Reeth (10.2) | Masham (0.1) | Masham |
| | Afternoon | Buckden (10.4) | Kettlewell (6.9) | Sleights |
| | | | | |
| Thursday | Morning | Weaverthorpe (14.7) | Cowling (2.6) | Cowling |
| | Afternoon | Sherburn (9.8) | | Cowling |
| | Evening | Hovingham (7.5) | | Cowling |
| Friday | Morning | <i>Service</i> | | |
| | Afternoon | Slingsby (6.4) | | |
| | Evening | Osmotherley (6.9) | | |
| Saturday | Morning | | Pateley Bridge (0.1) | Pateley Bridge |
| Sunday | Morning | | | |

***Figures in brackets are the distance from the nearest static library**

NB The unallocated sessions across the fortnight would allow some flexibility to meet potential requests/demands

ACS Library and Community Services Savings Proposals

Risk Register: **Summary**
Report Date: 6th May 2011 (*cpc*)

| Identity | | | Person | | Classification | | | | | | | | | Fallback Plan | | |
|----------|----------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|--------------|----------------|-----|--|-----|-----|-------------|------|-----|--------|----------------|---|-----|
| Risk No | Risk Title | Risk Description | Risk Owner | Risk Manager | Pre | | | RR | | Post | | | FBPlan | Action Manager | | |
| | | | | | Prob | Imp | | Cat | RRs | Next Action | Prob | Imp | | | | Cat |
| 203/167 | Not achieving expected savings | Delays in setting up proposed arrangements, unexpected costs due to staffing or ongoing management and supervision issues could result in the financial savings being delayed or not realised to the value anticipated | CD ACS | ACS AD LCS | M | H | | 2 | 1 | 30/06/2011 | M | H | | 2 | Y | |
| 203/169 | Expectation Management | Failure to confer the realities of running a library service (with regard to costs, people and time commitment required) to communities and/or failure to fully explain the proposed revised level of service provision to library users could result in community dissatisfaction, failure of community partnerships and ultimately the potential loss of the library service in that community | CD ACS | ACS AD LCS | M | H | | 2 | 1 | 31/07/2011 | M | H | | 2 | Y | |
| 203/165 | Member approval | Failure to obtain member approval to the proposals in a timely fashion results in delays to implementation and subsequent knock on impact on overall savings achievement | CD ACS | ACS AD LCS | M | H | | 2 | 1 | 14/06/2011 | M | H | | 2 | Y | |
| 203/166 | Capacity and Performance | Reduced capacity within the service leads to inability to explore and capitalise on new technological solutions, creative ways of working and provide resilience to staff absences resulting in reduced overall performance, loss of future business opportunities and loss of customers to competitor markets (eg.amazon, supermarkets, kindle) | CD ACS | ACS AD LCS | L | H | | 3 | 1 | 31/07/2011 | L | H | | 3 | Y | |
| 203/163 | Personnel Legal Issues | Failure to follow correct HR processes and carry out necessary consultations results in issues with TUPE, unfair dismissal proceedings and associated costs, criticism and reputational damage | CD ACS | ACS AD LCS | M | M | | 4 | 1 | 31/07/2012 | M | M | | 4 | Y | |
| 203/164 | Recruitment and retention of key staff | Uncertainty of future roles and issues around the changes could lead to de-motivated staff, increased staff turnover and difficulties in recruiting good calibre workforce results in service performance issues and increased workload for remaining staff | CD ACS | ACS AD LCS | M | M | | 4 | 1 | 31/07/2012 | M | M | | 4 | Y | |
| 203/168 | Environmental Impact | Cessation or reduction in the mobile service could lead to library users making special journeys to access a library increasing their carbon footprint, partly offset by the reduction in library vehicles | CD ACS | ACS AD LCS | L | L | | 5 | 1 | 31/03/2012 | L | L | | 5 | Y | |

Equality Impact Assessment

Future Delivery of Library and Information Services in North Yorkshire

If you would like this information in another language or format such as Braille, large print or audio, please contact the Communications Unit on 01609 53 2013 or email communications@northyorks.gov.uk.

যদি আপনি এই ডকুমেন্ট অন্য ভাষায় বা ফরমেটে চান, তাহলে দয়া করে আমাদেরকে বলুন।

如欲索取以另一語文印製或另一格式製作的資料，請與我們聯絡。

اگر آپ کو معلومات کسی دیگر زبان یا دیگر شکل میں درکار ہوں تو برائے مہربانی ہم سے پوچھئے۔



| | | | |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|--------------------------------------------|
| Name of the Directorate and Service Area | Adult and Community Services – Library and Information Service | | |
| Name of the service/policy being assessed | Future delivery of Library and Information services in North Yorkshire | | |
| Is this the area being impact assessed a | Policy & its implementation? | / | Service? |
| | Function | | Initiative? |
| | Project? | | Procedure & its implementation? |
| Is this an Equality Impact Assessment for a (Note: the Equality Impact Assessment (EIA) is concerned with the policy itself, the procedures or guidelines which control its implementation and the impact on the users) | Existing service or a policy and its implementation? | | |
| | Proposed service or a policy and its implementation? | | |
| | Change to an existing service or a policy and its implementation? | | / |
| | Service or Policy carried out by an organisation on behalf of NYCC? | | |
| How will you undertake the EIA? Eg team meetings, working party, project team, individual Officer | Discussions with Project team | | |
| Names and roles of people carrying out the Impact Assessment | Juliet Pudney, Change and Outcomes Manager; Iris Maynard, Service Improvement and Outcomes Manager; Lee Taylor, Barbara Poole, Judith Walsh – Management Coordinators; | | |
| Lead Officer and contact details | Julie Blaisdale, Library and Community Services, County Hall, Northallerton | | |
| Date EIA started | August 2010 | | |
| Date EIA Completed | 27 May 2011 | | |
| Sign off by Service Head/ Business Unit Head | | | |
| Sign off by Assistant Director (or equivalent) | Julie Blaisdale | | |
| Date of Publication of EIA | | | |
| Monitoring and review process for EIA | | | |

1. Operating Context

Please consider issues around impacts (positive or negative) raised for **all protected characteristics**, ie age, pregnancy and maternity, race, religion or belief, disability, gender, gender re-assignment, sexual orientation, marriage and civil partnership, and show your evidence

1.1 Describe the service/policy

What does the service/policy do and how? How would you describe the policy to someone who knows very little about Council Services?

If there is a proposal to change the service or policy, describe what it looks like now and what it is intended to look like in the future. What are the drivers for this proposed change?

Who does it benefit? What are its intended outcomes? Who is affected by the policy? Who is intended to benefit from it and how? Who are the stakeholders? identify those protected characteristics for which this service is likely to have an impact (positive or negative)

Are there any other policies or services which might be linked to this one? Have you reviewed the EIA for these policies/services? What do they tell you about the potential impact?

How will the policy be put into practice? Who is responsible for it?

The Library and Information Service delivers a library service to the communities of North Yorkshire in accordance with the Public Libraries and Museums Act 1964. In addition to access to fiction, non-fiction and reference materials, the Library service provides access to computers and the internet, learning activities, adult education, events and activities that support literacy for children, families and adults, family research, signposting to advice, a gateway to a wide range of other services, community information and meeting spaces. Libraries promote social interaction and community cohesion, and reduce social isolation.

Currently the Library and Information service is delivered through 42 branch libraries, 10 mobile libraries, one supermobile and the Home Library and Information Service (HLIS). Some libraries are quite close to other, larger libraries, some are less well used, some are in smaller communities. The 10 mobile libraries visit both rural and urban communities for a minimum of 10 minutes every 3 weeks. Some stops just serve one person. Other stops serve larger numbers of people. Some villages have several short stops.

The proposals that were consulted on were that the service would be delivered through 18 core libraries, geographically spread across the county. 2 “supermobiles” would serve the larger rural/ more remote communities, providing a better quality service than the existing mobiles for those communities that receive the new service. These would be supplemented by the Home Library and Information Service (HLIS) and a network of community libraries run by local communities with professional support from the County Council. The proposed 18 core libraries would be Pickering, Malton, Harrogate, Knaresborough, Ripon, Scarborough, Whitby, Filey, Selby, Sherburn, Richmond, Catterick, Thirsk, Northallerton, Stokesely, Skipton, Settle, and Crosshills. Unless they were simply to close, the libraries which would require community solutions were Ayton, Barlby, Bedale, Bentham, Bilton, Boroughbridge, Colburn, Easingwold, Eastfield, Embsay, Gargrave, Great Ayton, Helmsley, Hunmanby, Ingleton, Kirkbymoorside, Leyburn, Masham, Pateley Bridge, Scalby, Starbeck and Tadcaster.

The main driver for the proposed change is financial, ie a £2million reduction in the Library and Community Services budget, which means the library service can no longer afford to directly provide the spread of services it provides now. The proposals aim to make maximum use of the reduced budget so that it offers good value for money by benefiting as many people as possible. Our first priority in the context of having to make the savings is to ensure that we retain good quality library services.

These proposals were the subject of public consultation over a 3 month period between December 2010 and February 2011. As a result of the findings from the public consultation amended proposals to make the required budget savings have been developed as follows:

Proposals are that libraries would fall into four categories. These revised proposals take into account the comments made during the consultation about the need to “spread the pain” across all libraries and retain a library service in the smaller market towns, whilst ensuring a good quality service is maintained.

Category 1 would include libraries in key centres of population, offering the full range of services, with fewer library staff, and opening hours reduced from their current level and open a maximum of 6 days per week, ie no Sunday opening. Libraries in this category would include Catterick, Crosshills, Filey, Harrogate, Knaresborough, Malton/Norton (one site), Northallerton, Pickering, Richmond, Ripon, Scarborough, Selby, Settle, Sherburn, Skipton, Stokesley, Thirsk and Whitby.

Category 2 would include those libraries located in the smaller towns as well as areas of significant population, or in areas of social or rural deprivation. The service would be provided in partnership with the local community and the level of opening hours would be dependant upon the additional funding that can be found from establishing greater use of premises by partners, volunteers and other groups /organisations. Libraries in this category would include Bedale, Bentham, Boroughbridge, Colburn, Easingwold, Eastfield, Hawes, Helmsley, Ingleton, Kirkbymoorside, Leyburn, Pateley Bridge, Scalby, Starbeck and Tadcaster.

Category 3 would include those libraries in relatively close proximity ie those within about five miles or so of a category 1 library or in unsuitable premises. The libraries in this category are being offered to community groups to run with bookstock and arms length professional support from the library service. If community solutions are not forthcoming

then these libraries would have to close. Libraries within this category include Barlby, Bilton, East Ayton, Embsay, Gargrave, Great Ayton, Hunmanby, and Masham.

Category 4 would include the various library outlets that are already established in non-library locations, as well as new outlets that local communities have said they would like to establish. In the main, the library service support would be limited to the provision of a regularly changed collection of books and professional guidance and support from the library team.

The existing mobile service would be reduced to a single supermobile. The retention and reconfiguration of the existing supermobile and the HLIS service would ensure coverage in areas of greatest rurality/sparsity furthest away from static libraries.

People most affected by the change in policy are staff and current and potential users of mobile libraries and libraries that could close or be replaced by community run facilities.

1.2 How do people use the policy/service?

How is the policy/service delivered? How do people find out about the policy/service? Do they need specialist equipment or information in different formats? How do you meet customer needs through opening times/locations/facilities? Can customers contact your service in different ways? How do you demonstrate that your service/policy is welcoming to all groups within the community?

Does the policy/service support customers to access other services? Do you charge for your services? Do these changes affect everyone equally? Do some customers incur greater costs or get 'less for their money'? Are there eligibility criteria for the service/policy?

How do you ensure that staff/volunteers delivering the service follow the Council's equality policies? Does the Council deliver this policy in partnership or through contracts with other organisations? How do

The Library service is a universal service, open to all and providing free access to books and information and limited free access to computers. Anybody can join the library and their library card then entitles them to use any library in North Yorkshire. Having a pin number also enables people to access some library services on-line from home.

Libraries generally are regarded as neutral, welcoming and safe venues for all groups in society. An example of this is their use as Hate Crime Reporting Centres and as "Safe Places" for people with learning disabilities. The Police Service leads on third party hate crime reporting. Although there hasn't been much use of libraries for this purpose to date, category 1 libraries will continue to play this role. The North Yorkshire Strategic Partnership Hate Crime Task Group is looking at both a communication strategy for hate crime reporting and the development of additional third party reporting centres to supplement those already in place.

The library service provides information about and helps people to access other services. The proposed changes may affect people's access to the service, depending on the response of local communities to NYCC's offer of developing the community ownership model. No longer having trained staff in the library also has a potentially negative impact, as it is unlikely that volunteers will have the same range of knowledge.

Local Communities are being asked if they are interested in developing alternative

| | |
|------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>you monitor that external bodies comply with the Council's equality requirements?</p> | <p>provision.</p> <p>The proposed changes to services would mean that some library services would be run in partnership with local communities. If any resources were to be given to a local community our agreement with them would include the requirement that the service must be accessible to everyone in the community. Professional library staff would provide training and support, as well as stock to those groups running their own service.</p> <p>If the community is not in a position to develop alternative provision, the service would have to be withdrawn. This would mean that people would have further to travel to physically access a library, and thus incur greater cost.</p> <p>Following consultation, the revised proposals would mean that there are fewer libraries without trained staff and more involvement of volunteers and partners in all libraries. Physical access for everyone across North Yorkshire would reduce as opening hours would have to be cut. Increased use of on-line services, eg access to e-books, could mitigate the effect of this to a limited extent, for some people, plus the supermobile and HLIS for the most rural communities and for people with (for example) mobility impairments and their carers. However, depending on the response from local communities, library buildings could have a wider range of community activities happening in them, and access could improve.</p> |
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2. Understanding the Impact (using both qualitative and quantitative data)

Please consider issues around impacts (positive or negative) raised for **all protected characteristics** and show your evidence

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| <p>2.1 What information do you use to make sure the service meets the needs of all customers?</p> <p>What data do we use now? Is it broken down across protected characteristics (and are these categories consistent across all data sets)? How current is the data? Where is it from? Is it relevant?</p> <p>What engagement work have you already done that</p> | <p>The library service collects a range of data about its users on an ongoing basis, much of which can be broken down by equality and diversity categories. It also conducts a triennial Public Library User Survey (PLUS) which addresses all areas of diversity. This all gives us a good picture of the people who use our service and the patterns of use. The latest survey of adults was in 2009, so is very recent.</p> <p>We have used census data to identify the number of people in the catchment areas of the different libraries and also when we looked at access to branch libraries by public transport. Currently 86% of households without access to a car or van can get to a library within 30 minutes on a Saturday morning (which is when most libraries are open). This</p> |
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can inform this impact assessment? Who did you talk to and how? What are the main findings? Can you analyse the results of this consultation across the protected characteristics? Are there differences in response between different groups? How has this changed the plans for the policy/service?

percentage reduces to 79% if the number of libraries were to reduce from 42 to 18, as in the original proposals. (This analysis is based on current availability of public transport. Proposed reductions to public transport subsidy should not affect the analysis substantially, as in the main the changes would affect evening and Sunday / bank holiday bus services.)

During 2008 we consulted on our strategy “New Look, No Shush” which said we would “review where we provide the service and look at how we can provide access to services through ways other than using our own buildings or vehicles, actively seeking out alternative delivery methods”

Throughout the consultation on the strategy we talked to staff, area and scrutiny committees, user groups etc and invited comments in NYTimes and on the website. We had responses from a range of ages, and from groups representing people with learning disabilities, people with a hearing impairment and lesbian, gay and bi-sexual people. The strategy was welcomed overall. However we acknowledge that the consultation on the strategy was carried out in a more positive economic climate from the one we are in now, and people’s responses might be different now.

We were also invited to talk to two parish councils and the North York Moors National Park Northern Area Parish Forum about the mobile service. These meetings were attended by parish councillors and some local people. The key comments were that people didn’t want any change to the mobile service, and felt that any change would impact most on older people, disadvantaged and unemployed. In the main people were talking on behalf of others, so it is not possible to analyse across the protected characteristics.

A full public consultation was conducted on the proposals for the Future Delivery of Library and Information Services in North Yorkshire. This consultation was over three months – from the beginning of December to 28 February 2011.

The library service produced a consultation document and response form, which were available in libraries and on mobile libraries and also on a dedicated web page on the NYCC web site. The draft EIA was also published on the website consultation page as part of the consultation. The link to the web page was sent to Town and Parish Councils; schools; and to voluntary organisations across the county via North Yorkshire Forum for Voluntary Organisations. We also ensured that partnership boards for older people, learning disabilities and physical and sensory impairment were made aware of the

consultation as were older people's forums, learning disability self advocacy groups and physical and sensory impairment reference groups. We consulted the Our Future Lives Task Group about the draft EIA. They have helped us to look at the impacts of the proposals on diverse groups of older people.

The Library service gave presentations at all 7 Area Committees and at 20 public meetings. Senior library staff also attended other meetings, eg Town council meetings, where the proposals for the service were discussed as part of the agenda. Other public meetings were organised locally by county councillors and the Harrogate Advertiser, for example.

Over 6,000 written responses were received, 10,000 signatures on petitions and over 2,000 people attended the 20 public meetings.

2.2 What does the information tell you?

Are there any differences in outcome for different groups e.g. differences in take up rates or satisfaction levels across groups? Does it identify the level of take-up of services by different groups of people? Does it identify how potential changes in demand for services will be tracked over time, and the process for service change?

Please include data and analysis as an appendix

The 18 proposed core libraries in the original proposals are used by 80% of library users, and 70% of the overall library "business" is delivered through these sites.

The Public Library Users Survey (PLUS) told us that the majority of people who use the libraries are satisfied with the service. More than half are 'economically inactive' (not in paid employment or self-employed), mostly retired, but there is a very small percentage of unemployed people using the service. It is probable that the numbers of unemployed people using the service is now slightly higher. Figures available to us in November 2010 indicated that the headline unemployment figure is approximately 6%. In terms of the count of people claiming unemployment benefits, there was a peak in February 2010. The count has since decreased and is currently circa 8,000 (2.2%), which is about 3,000 higher than historic levels.

There is considerable variation between libraries, but our membership database shows us that 27% of our membership is aged 0-15 and 27% are aged over 55. For the mobile service, 23% of our membership is aged 0-15 and 55% are aged over 55. (On mobiles we often find it is the parents who come in to borrow books for their children rather than children actually visiting the mobile themselves).

In 2009/10 19% of all 11-19 year olds and 18% of all over 50s in North Yorkshire were library users. 25% of books issued were children's books.

PLUS confirmed that in general *adult* library users tend to be in the older age groups (34%

aged over 65). This percentage increases to 70% for mobile library users. Part of the reason for this could be that mobile libraries stop for very short periods of time when most of the working age adults are at work. 23% of adult users reported some form of disability or health problem. Again this is greater for mobile library users – 36%.

From PLUS returns, the library service overall does not appear to be reaching people from different ethnic backgrounds, although we know that the service in Skipton is being used by some people of Asian background, particularly children. Children from this community also make use of the mobile library. We also know from anecdotal information from staff and community groups that the library service is well used by recent arrivals including Eastern European migrant workers – this tends to be more in the urban areas than rural, as that is where new arrivals are more likely to live and work. Ethnic minority communities in North Yorkshire tend to be relatively dispersed, however, there are more likely to be greater numbers living in urban areas. This is reflected by local knowledge of communities and work undertaken by minority ethnic partnership projects for example those in Harrogate, Skipton, Scarborough and Ripon, and by analysis undertaken into take-up of Polish bookstock by migrant workers. The libraries already work actively to engage with minority ethnic communities, by attending engagement events such as International evenings and local BME groups, and offering targeted services such as conversation classes, bookstock and story times. The vast majority of this work is offered through libraries in major areas of population as this is where the BME customer base is found. For example, Harrogate Library has a Big Lottery target for recruitment of minority ethnic volunteers, and this has been exceeded. In addition, Harrogate Library has also had active engagement with the Chinese community, with a Chinese new year celebration that attracted over 100 people, and is developing a Diwali event with a community member which will be made available through a number of libraries.

The number of older people in the population is increasing and consequently it is likely that there will be larger numbers of people with physical or sensory impairments in the future.

Analysis of written responses to the consultation

In the consultation response form, we asked for equalities information about individuals. Some people chose not to give us that information, and large numbers of people chose to respond to the consultation by e-mail or letter rather than by the response form, and therefore did not provide this information. In those situations we endeavoured to ascertain

some profiling information where this information was given in the body of the response. We therefore know the gender, ethnicity, age group and whether or not they have a disability of about two thirds of respondents. Of those people that provided that information the breakdown is as follows:

Gender – 68.7% were female and 31.3% were male.

Ethnicity - 99% said they were white British and 1% said they were from another ethnic group.

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| Age group - | Under 16 | 7.3% |
| | 16-19yrs | 0.4% |
| | 20-29yrs | 1.4% |
| | 30-39yrs | 7.2% |
| | 40-49yrs | 10.3% |
| | 50-64yrs | 24.3% |
| | 65-74yrs | 26.5% |
| | 75-84yrs | 16.8% |
| | 85+ | 5.8% |

Disability – Of all the respondents 12.5% said they were disabled.

The ethnicity profile mirrors the profile from PLUS and the gender profile is similar to PLUS, though there was a slightly higher proportion of female respondents. The proportion of respondents who said they had some form of disability is lower than PLUS. Perhaps not unsurprisingly the age profile of respondents did not reflect the age profile in our membership database. The proportion of responses from children was lower than the membership and the proportion of responses from people aged over 65 was considerably higher.

As expected, of those people who said the proposals would have a significant impact on them, a higher proportion were aged over 50 than were children or younger working age adults.

In terms of accessing the on-line library, a smaller proportion of people aged 75-84 compared to respondents overall said that this would be an option for them, which is as expected. A significantly higher proportion of working age adults (particularly the 50-64

age group) compared to respondents overall agreed that it would be an option.

Given the proposals for the mobile library service, we also looked at responses from people who **only** use the mobile library service. The equalities profile (for people who gave us this information) is as follows:

Gender

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| Female | 76.21% |
| Male | 23.79% |

Ethnicity

| | |
|-------|---------|
| Asian | 0.17% |
| Other | 0.17% |
| White | 99.66% |
| Total | 100.00% |

Age

| | |
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| Under 16 | 1.92% |
| 16 - 19 | 0.16% |
| 20 - 29 | 0.48% |
| 30 - 39 | 3.35% |
| 40 - 49 | 3.04% |
| 50 - 64 | 19.97% |
| 65 - 74 | 32.91% |
| 75 - 84 | 25.88% |
| 85+ | 12.30% |
| Total | 100.00% |

Disability: 22.11%

This confirms our PLUS and membership data, ie that of the customers that use the mobile library, a higher proportion are women, disabled people and people aged 65 and above, compared to the proportions of these groups using static libraries. The gender differential may be linked in part to age, in that women generally live longer than men.

Proportionately fewer children and people of working age use the mobile service than static libraries. As most mobile visits are during the day, people in these age groups could

well be at school or at work.

Overall, the key message from the consultation was that people greatly value the library service and their local libraries. The comments made in the consultation also demonstrate the important role library services play in helping to meet the overall objectives of the county council – providing access to services, helping children and young people to develop their full potential in a safe environment, supporting the local economy and improving health and well-being.

The most frequent suggestion of alternative ways of saving the money was that the savings should be made elsewhere in the County Council. However, given the sheer scale of savings required across the County Council and the need for the library service to make its own contribution, a clear message, from the public meetings in particular, was the need for fairness, ie that the impact of the cuts should be shared across all libraries and that urban areas should not be protected at the expense of rural communities. The impact that potential library closures would have on the economies of the smaller market towns was also stressed, as was the need for greater consideration to be given to the needs of rural communities, particularly those with poor transport links and with an already declining number of services, including shops, leisure facilities, post offices, etc.

Aside from those wanting to retain the status quo, the most frequent comments made were about the impact on older people and children, the cost and availability of transport and the impact on people's health and well-being. This represents a significant challenge for the service in that it will need to make the required savings whilst continuing to provide a good quality service which delivers local access in a cost effective and efficient way.

In public meetings the important role of libraries in communities was stressed, particularly for social contact for older people and education for children and young people. In the more urban areas major house building programmes were mentioned as increasing the need for their library. Conversely, the unfairness on rural communities was a common theme, people feeling they were being unfairly penalised compared with more urban areas, despite paying the same council tax. The cost and difficulty of travelling to other libraries was a real concern in some areas.

In free text questions people were asked about the impact on them of the proposals and for ideas they had to reduce the effect and for any other views or comments. In responses the most frequent comments were about the effect on children and families/future

generations (27%). Related comments were about the effect on education and literacy (16%) and the importance of access to computers (14%), and books (11%). Another frequent comment was about the effect on older people (25%). Related comments concerned the effect on people with a physical or sensory disability (12%); and the impact on people's health and well-being and the importance of libraries for social contact (19%). The difficulty or inconvenience of getting to a different library was frequently commented on, both in terms of the additional cost or time or environmental impact of driving (26%) and the problem of lack of public transport and/or the cost of bus fares (20%). A number of people made both comments. We know that transport issues are likely to impact most on older people and people with disability, and on children and families with low incomes, and this was reflected in the comments. 12% commented on the unfairness on communities, particularly for rural or deprived areas. The effect on local businesses and the local economy if the library were to close in rural areas or small towns was also commented on (4%). The loss of access to information and/or the loss of other services provided in libraries were a concern for 6% of people.

Whilst the proportion of the people responding to the consultation from a BME background was low, it was broadly in line with PLUS returns. We know that most BME people in North Yorkshire are resident in the more urban areas or associated with the base at Catterick. The libraries in these areas are in category 1 or category 2, and therefore we do not anticipate that BME people will be more negatively affected by the proposals than other groups. For those BME people living in very rural areas, a range of bookstock will be available via the supermobile or in outlets. This can include bookstock in community languages.

2.3 Are there areas where we need more information? How could we get this information?

What data is available? Do other directorates, partners or other organisations hold relevant information? Is there relevant information held corporately e.g. compliments and complaints? Are there national datasets that would be useful? Is there relevant census data? Do you need to collect more data? How could you do this?

We need to use people's local community knowledge to identify groups to work in partnership with. To this end we are linking in with the corporate Policy and Partnerships team, North Yorkshire Forum for Voluntary Organisations and Rural Action Yorkshire, who have links with local communities. The consultation also gave us a good deal of information and a number of groups and individuals have come forward. We consulted on this EIA at the same time as we consulted on the overall proposals for the future delivery of the library service, and whilst we did not get any responses specifically to the EIA, as can be seen above, many responses commented on equalities issues.

We do want to find out if people have other ideas of ways to mitigate any negative impact and we will continue to actively consider this as we work with communities to develop local solutions.

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| <p>Do you need to do more engagement work to inform this impact assessment? Have you identified information in other sections of this EIA that you need to assess the impact on different groups of people? What do you want to find out? Which existing mechanisms can you use to get this information?</p> <p>Please refer to the Community Engagement toolkit on the NYCC intranet</p> | <p>Some communities / community groups may need more support in order to form a group to develop local library solutions, for example communities less experienced in community activity or active citizenship. Local Support and Development Organisations (eg local CVS) can provide support and guidance to local community and voluntary groups, including funding advice, getting the group properly constituted, advice on managing volunteers etc. The Library service would provide ongoing professional advice and support, including regular monitoring/training by members of the professional team.</p> |
| <p>2.4 How will you monitor progress on your policy/service, or take-up of your service?</p> <p>What monitoring techniques would be most effective? What performance indicators or targets would be used to monitor the effectiveness of the policy/service? How often does the policy/service need to be reviewed? Who would be responsible for this?</p> | <p>We will continue to collect statistics from all libraries and the Home Library and Information Service and will monitor the number of people using libraries and number of book issues and if there is any change in these.</p> |

3. Assessing the Impact

Please consider issues around impacts (positive or negative) raised for **all protected characteristics** and show your evidence.

3.1 Has an adverse impact been identified for one or more groups?

Has this assessment shown anything in the policy, plan or service that results in (or has the potential for) disadvantage or discrimination towards people of different groups? Which groups?

Do some needs / priorities 'miss out' because they are a minority not the majority? Is there a better way to provide the service to all sections of the community?

The changes potentially have an adverse impact on everyone who has to travel further to reach a library. There will also be a negative impact on staff as staffing numbers would reduce. Staff will be supported through the Authority's redeployment policy.

In terms of potential adverse impact on protected characteristics:

- Disability – including carers - yes
- Age – yes

There may be some potential for adverse impact on grounds of gender, but from our analysis we think that in the main this is related to the age profile of our customers and we are endeavouring to reduce the impact both on grounds of age and disability which should reduce impact for all groups including on grounds of gender.

We have had responses from a number of communities about working in partnership with the service. If communities respond positively, the impact could also be positive. If communities are not able to sustain a community led library, the two groups where there could be an adverse impact are disability, including carers, and age, particularly in those communities outside the larger urban areas and market towns. If individuals have further to go to a library service, there may be an adverse impact on them, particularly children and some older and disabled people, if they have impaired mobility or are on low incomes and without access to their own transport. This also applies to other groups on low incomes and without access to transport, for example some people with young families, unemployed people and young people not in education, employment or training.

We also need to consider how we will meet the needs of customers with other forms of impairments or multiple impairments, in addition to those with mobility impairments, for example people with sensory impairments.

3.2 How could the policy be changed to remove the impact?

In the light of the findings from the consultation, a number of changes have been made to the proposals. In order to mitigate adverse impact we are proposing to close or transfer to

Which options have been considered? What option has been chosen?

community ownership fewer libraries than in the original proposals. This will help to maintain access to a library for a greater number of communities, including keeping open those libraries in areas of higher social or rural deprivation. In the original proposals, 24 libraries would have been dependent on local community solutions. In the revised proposals only 8 libraries will be reliant on this option if they are not to close. All the other libraries will have some staff provided by the County Council. We are hoping to involve volunteers in all libraries to reduce the impact of reduced opening hours and the library service will be working with local communities to develop solutions for sustainable local libraries. The original proposal that remains is the reduction of the mobile library service. As identified earlier this will have an adverse impact on those mobile users who only use a mobile, particularly older people and those who have a disability.

Various options are being proposed to mitigate the effect of adverse changes. The provision of a service from the supermobile in larger/more remote rural communities most distant from branch libraries provides coverage for those less able to travel through lack of transport or cost. Professional library staff will work with communities to encourage the use of the supermobile visit as a catalyst for other social events, such as Chat and Choose, Story-times, etc. Each site will also ensure the continuance of the Home Library Service (HLIS) within the locality through use of an expanded volunteer network.

The library service will support local communities to develop alternative solutions. A number of communities are already exploring possibilities, eg the restoration of "Reading Room" buildings to their original purpose, whilst others are seeking to utilise church rooms or village halls to house deposit collections. Developments such as these will extend the options for older people, people with a physical disability and children in particular.

Expanding the Home Library Service is also proposed, which will help to mitigate the impact on older and disabled people. HLIS currently serves over 2,500 people across the authority, primarily through volunteers. Work has been progressing to extend the use of volunteers, and many current volunteers have expressed an interest in expanding the service to include more remote communities. The service is also working with communities to develop a network of drop-off points in accessible premises and Children's Centres, churches, village halls have been offered at the public meetings held as part of the consultation process. As a result, it is anticipated that local volunteers will be available to collect and return items to these locations.

Greater use of the library service on-line (e-books and audio books via website) is another option for those with computers at home and may mitigate adverse impact for people with a sensory impairment. We already have one HLIS user using e-books. It is acknowledged that this option is

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| | <p>less useful for those without good broadband access eg in some rural areas.</p> <p>We will continue to work with disability groups to develop a range of accessible options to meet their needs, building on the existing HLIS, audio and on-line services.</p> <p>We will continue working with partners to help ensure that computer and internet provision includes assistive technology.</p> |
| <p>3.3 Can any adverse impact be justified?</p> <p>If the adverse impact will remain, can this be justified in relation to the wider aims of the policy or on the grounds of promoting equality of opportunity for one target group?</p> <p>Please seek legal advice on whether this can be justified.</p> | <p>Given the financial climate in which we are working, we believe the revised proposals go some way to mitigating adverse impacts, and a smaller number of people will be adversely impacted. We will continue to work with those affected to further reduce adverse impacts.</p> |
| <p>3.4 Are you planning to consult people on the outcome of this impact assessment?</p> <p>When and how will you do this? How will you incorporate your findings into the policy?</p> | <p>Consultation on this draft EIA formed part of the consultation on the overall proposals for the future delivery of the library service in North Yorkshire.</p> <p>The information and comments received were analysed and used to inform the final report and recommendations to Members (or appropriate delegated decision makers) who will then decide what proposals will be taken forward.</p> |
| <p>3.5 How does the service/policy promote equality of opportunity and outcome?</p> <p>Does the new/revised policy/service improve access to services? Are resources focused on addressing differences in outcomes?</p> | <p>The revised proposals could improve access to services if communities are interested in working in partnership to develop wider use of library buildings to the benefit of their community. This could include making a library service available for more hours than are currently provided. Also it is hoped that the county council will still be able to continue to provide a good quality library service which will be well placed to provide professional support and outreach to any community based solutions, thus helping to maintain the quality of people's experience of using the library service across all communities.</p> |
| <p>Don't forget to transfer any issues you have identified in this section to the <u>Equality Action Plan</u></p> | |

| Action Plan | | | | | |
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| What are you trying to change (outcome)? | Action | Officer responsible | Deadline | Other plans this action is referenced in (e.g. Service Performance Plan, work plan) | Performance monitoring |
| Mitigation of any adverse impact of the proposed changes to the method of delivering the library and information service so that it comes within the reduced budget | Provide a service from the supermobile in larger/more remote rural communities most distant from branch libraries. Monitor the impact of the proposals | Assistant Director, Library and Community Services | 1 October 2011 | | |
| | Work with local community and voluntary groups and ensure they receive the support they need to develop solutions to ensure the long term sustainability of their local library | Assistant Director, Library and Community Services | Ongoing | | |
| | Ensure equalities and inclusion issues are included in training for and agreements with community groups | Assistant Director, Library and Community Services | Ongoing | | |
| | Expand the Home Library | Assistant | October | | |

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| | Service | Director, Library and Community Services | 2011 | | |
| | Promote the use of the library service on line | Assistant Director, Library and Community Services | Ongoing | | |
| | Continue to work with disability groups to develop a range of accessible options to meet their needs, building on the existing HLIS, audio and on-line services. | Assistant Director, Library and Community Services | Ongoing | | |
| | Continue working with partners to help ensure that computer and internet provision includes assistive technology. | Assistant Director, Library and Community Services | Ongoing | | |
| | Monitor the impact of the proposed changes | Assistant Director, Library and Community Services | Ongoing | | |