

North Yorkshire County Council
Corporate and Partnership Overview and Scrutiny
Committee

Minutes of the meeting held at County Hall, Northallerton on 20 April 2015 at 10.30 am.

Present:-

County Councillor Derek Bastiman in the Chair.

County Councillors Val Arnold, Bernard Bateman MBE, Eric Broadbent (sub. for Steve Shaw-Wright), John Blackburn, Jean Butterfield, Michael Heseltine (sub. for John Ennis), Stuart Parsons, Tony Randerson, Elizabeth Shields and Tim Swales.

Also in Attendance

County Councillor Carl Les (Executive Member)

Officers: Paul Cresswell, Assistant Director (Strategic Resources), Lesley Dale, Corporate Development Officer, Neil Irving, Assistant Director (Policy & Partnerships), Jonathan Spencer, Corporate Development Officer, Mary Weastell, Assistant Chief Executive (Central Services)(Chair of North Yorkshire Community Safety Partnership), Neil White, Corporate Development Officer, Penny Yeadon, Head of HR (CYPS)

Apologies for absence were received from County Councillors Sam Cross, John Ennis, Andrew Lee, Steve Shaw-Wright, and Tim Swales.

Copies of all documents considered are in the Minute Book

47. Minutes

Resolved that – the minutes of the meeting held on 19 January 2015, having been printed and circulated, be taken as read and be confirmed and signed by the Chairman as a correct record.

48. Public Questions or Statements

There were no public questions or statements.

49. Executive Member Update

County Councillor Les advised that he had been experiencing some IT problems which were not surprising as the Hardware was seven years old and the software twelve years old. He wondered if a refresh of members ICT might be added to the committee's work plan.

Councillor Les commented that the upcoming issues were:

- Constitutional changes at the next Full Council meeting
- Quarter four Performance Report to the Executive
- Property Disposal that the Council's Audit Committee had expressed an interest in and was on the committee future work plan
- Library report to the Executive

50. 2020 North Yorkshire Cross-Cutting Theme: Organisational Development

The Committee received an oral report from Penny Yeadon, Head of HR - Children and Young People's Service updating the Committee on the Council's 2020 Cross Cutting Theme Organisational Development.

Penny Yeadon advised that the 2020 workforce vision was that "The success of the Council, the satisfaction of our customers, our efficiency, overall performance and effectiveness all depend heavily on our workforce's skills, abilities, knowledge and motivation".

This meant that the County Council needed to ensure that it has the right people, with the right skills working in the right way within effective roles and structures.

Penny Yeadon advised the Committee of the results of a staff focus group that took place last year which showed what the staff felt were the strengths and weaknesses of the Council. This has helped shape the Organisational Development Priorities which were now to:

- Increase visibility of senior leaders
- Value staff and especially high workloads & pressures
- Encourage joint working across Directorates and sharing of good practice
- Encourage genuine listening and consultation with staff
- Make improvements to working environments and mobile working
- Create a more positive, less risk averse ethos
- Ensure less bureaucracy and better team meetings.

Furthermore, the Key achievements within this theme were:

- Detailed plans for each of the sub groups and themes
- Briefings to senior managers and leadership teams
- Revitalising office user groups
- 'Go-to People' for help with IT systems
- 'On-line' Locality forums
- 2020 Bright ideas scheme
- Pilot Staff volunteering scheme
- Leadership principles agreed.

The medium term goals for the Organisational Development were:

- Staff engagement survey
- Update behaviour & skills framework for 2020
- Improve experience of staff appraisal
- Help staff to make best of use of new technology
- NYCC Innovation Awards
- Continue to influence culture change
- Promote volunteering more widely

Members made the following key comments:

- That to ensure that the 2020 vision was successful a key element was the training and development that staff received. Staff needed to understand and be effective in the future role they might take. The Committee expressed an interest in a greater understanding of what training was currently generally available and how this training was going to be tailored to reflect the needs of the council as the structure and level of services moved towards the 2020 vision.
- Councillor Les reflected that the Executive had not cut the Human resources budget as it had understand that more work was needed for ongoing Training and development across the council to achieve the 2020 Vision.

- That it would be appropriate for the Council's Internal Workforce Development Group to consider this issue at a future meeting.
- That the presentation had referred to work being done to assess critical gaps within the Council yet the report to the Executive in March on the new structure in the Children's Young People service did not do this.
- In response to a question, Penny Yeadon stated that the Council did not learn from service complaints and they formed part of the workforce development plan. An example of this was the Social Care development work plan which was considered the best in the region and was referred to by Ofsted.
- It was asked how the Bright Ideas programme was measured and where there any reward for staff that came up from good ideas. Penny Yeadon stated that managers had a number of ways of saying thank you to such staff and were reminded to share the good ideas widely across the council.
- The Committee agreed that it would like further updates on the progress of the Bright Ideas Programme.
- It was queried whether there was any member involvement in the Council's Joint Consultative Committee that was the employer/employee committee looked at staffing issues. Councillor Les advised that the Leader of the Council and the Deputy Leader were involved but did not attend. He would find out if it was appropriate to attend.
- That it would be useful to be clear about how the council used the term volunteers and there was a difference between those volunteers who were paid and those who were unpaid.
- Following a question, Penny Yeadon advised that there were no savings target assigned to the Organisational Development theme as the work and savings achieved under this theme would be reflected in the departmental savings.
- How the work of the theme was being evaluated and what measures were being used to assess whether the theme was being successful. Penny Yeadon stated that this year's staff engagement survey would set a benchmark and the survey would be undertaken on an annual basis with the results measured against that benchmark.

The Committee agreed that they would regularly like to see the evaluation from the staff engagement surveys.

Resolved that – (A) the Workforce Development Group be requested to consider the issue of how the training and development being offered to staff will enable them to fulfill their roles so that the Council can achieve its 2020 vision,

(B) the Committee receive further updates on the progress of the Council's Bright Ideas Programme, and

(C) the Committee receive regular updates on the evaluation from the Council's annual staff engagement surveys.

51. Annual Report for Procurement Services 2014/15

The Committee considered the report of the Corporate Director - Strategic Resources providing a summary of procurement activity, benefits and improvements created for

the Council during the year ended 31 March 2015, providing the Committee with details of the tenders awarded, savings achieved and results from service user feedback and presenting an overview of the revised five year Corporate Procurement Strategy and supporting Action Plans.

Members made the following key comments:

- The approach to set up a Board and a Group to consider procurement was queried and whether it would be more effective to have one group. Paul Cresswell, the Assistant Director (Strategic Resources) stated that in the past having one group had proved to be too cumbersome and the split to two groups had enabled one to deal with strategy and one to focus with the delivery of the strategy and operational issues.
- In response to a number of questions on individual procurement projects and whether the savings would affect the level of service, Paul Cresswell advised that the questions should be answered by the individual directorates as the role of the procurement service was how to get the best value out of a project rather than to specify the level of service that would be provided.
- Paul Cresswell responded to questions regarding the contract managing of highways projects by advising that the newly appointed Contract Manager would be involved in the design of these contracts so that the Council improves the value received.
- It was questioned whether the £3.76million of procurement savings which equated to 1% of the Council's overall procurement projects was a strong enough target as the departmental savings were about 30%. Paul Cresswell advised that the target was £12million by the end of 2017 and that with many contracts running for several years it was not always possible to make more substantial savings each year. A 30% saving would equate to £30 million of savings and would not be possible without affecting the level of service provided.
- The Committee agreed that it would like to have the level of savings that had been generated by the procurement service detailed within the annual report that it received on the procurement service.
- It was queried whether the proposed savings for Young Carers would be achievable as the number of young carers was expected to rise. Paul Cresswell advised that he would provide a response in writing to the Councillor's question.
- In response to a question, Paul Cresswell advised that the target for the contract manager was to provide more than the on cost of his salary, which he had exceeded this year although there wider non cashable benefits to the role. The work of this post would be a bigger feature of the report next year.
- It was queried how the council would enable itself to become more commercial. Paul Cresswell stated that an analysis of what was needed would be undertaken and training given to those specific areas that needed it.
- Paul Cresswell advised that, in response to a question, he would provide information to the Committee on the two Building Control projects within the Procurement Projects list.

Resolved that – (A) the procurement activity, progress and savings achieved during the year and the revision to the Corporate Procurement Strategy and Governance arrangements for the delivery of the associated Act Plan be noted, and

(B) the Committee receive within the annual report on the procurement service the detailed level of savings that had been generated by the service during the year.

52. North Yorkshire Community Safety Partnership Plan

The Committee considered the report of the Chair of the North Yorkshire Community Safety Partnership Executive providing the Committee, as part of the consultation process, with the opportunity to influence and support the draft North Yorkshire Community Safety Partnership Plan for 2015-18 and informing Members of the remit of the newly formed North Yorkshire Community Safety Partnership and Local Delivery Teams, the development areas of work for the forthcoming year and the countywide priorities for North Yorkshire.

Members made the following key comments:

- Members noted that the Scarborough Community Safety Partnership worked well but queried why Domestic Abuse was not a priority for the Scarborough partnership in the partnership plan although making couples safe has had funding allocated to the partnership for this priority. Neil Irving, Assistant Director (Policy & Partnerships) advised that the funding was linked to the action plan in the Domestic Homicide Review recently undertaken in the Borough of Scarborough, in particular to better understand and pilot interventions in response to cyclical violence amongst couples. Domestic Abuse was a countywide priority but as partners felt that their overall approach was already working well in Scarborough it was not included as a priority in the partnership plan.
- The Committee noted that there was a number of principal development areas set out in the partnership plan and queried how these would be met. Mary Weastell (Chair of North Yorkshire Community Safety Partnership) stated that there was work being undertaken to establish baselines for these areas which would be used to measure future performance. There was also an opportunity to look at the partnership and explore opportunities for better joint working. York University had been engaged to look at a number of specific projects and undertake an evaluation of the effectiveness of the projects.

Resolved - that the North Yorkshire Community Safety Partnership Plan be supported and noted.

53. Work Programme

The Committee considered the report of the Scrutiny Team Leader inviting comments from Members on the content of the Committee's programme of work scheduled for future meetings.

It was noted that there was an item on Transforming Rehabilitation on the work programme and it was confirmed that this item was expected to be considered at the 18 January 2016 meeting.

Resolved – that the content of the work programme report and schedule be agreed.

The meeting concluded at 12pm.

North Yorkshire County Council**Corporate and Partnerships Overview and Scrutiny Committee****5 June 2015****Reconfiguration of the Library Service****Report of the Assistant Chief Executive, Library Customer and Community Services****1.0 Purpose of the Report**

- 1.1 To inform members of the outcome of the consultation on the future delivery of the library service
- 1.2 To seek Members' views on the final draft of the Equalities Impact Assessment
- 1.3 To seek Members views on the revised proposals and recommendations in the report to the Executive.
- 1.4 To bring to Members' attention the recommendation from the Harrogate Area Committee that they consider the points raised and recorded in the minutes of that Committee in respect of the petition regarding Knaresborough library when making their recommendations to the Executive in July 2015.

2.0 Background

- 2.1 The Library Service needed to save £1.6 million from its budget as part of the Council's overall savings of £167 million. Building on the success of the current 9 community managed libraries, the service consulted on proposals to increase the involvement of communities in the running of their local libraries, including transferring a further 20/21 libraries to community management.
- 2.2 Prior to the public consultation, the service consulted with a task group of the Corporate and Partnerships Overview and Scrutiny Committee about the criteria which should be used to determine which libraries should be in each category. The Committee considered the report from their task group at their meeting on 13 October 2014. This is available as Item 7 on the web page below.
<http://democracy.northyorks.gov.uk/committees.aspx?commid=29&meetid=2166>

2.3 Members of the Executive will be considering the attached report on 7 July 2015 (see Appendix A). The report is referred to the Corporate and Partnerships 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 making their decision.

2.4 The Committee is also asked to comment on the final draft of the Equalities Impact Assessment (EIA), in Appendix 2 of the report to the Executive. The EIA has been updated following the consultation. The key equalities impacts identified are on access to the service for older people, children and disabled people, if communities do not take on the running of their local library. The proposals aim to go some way towards mitigating any adverse impact by working with local communities, providing training to volunteers and having a robust service agreement with community library management groups. The EIA also notes that equality of access to services will be reduced, particularly for people with low incomes and residents of rural areas, if communities do not come forward to manage their local libraries.

2.5 Four petitions from local communities have been considered by Area Committees. (See Appendix 1, Annex 12 for details of these).

3.0 Recommendations

3.1 That O&S consider the report for the Executive and make recommendations to the Executive

3.2 That O&S consider the final draft of the EIA and give comments to the library service

3.3 That O&S consider the recommendation of the Harrogate Area Committee which considered the petition from Knaresborough

Appendix A

Reconfiguration of the Library Service Report going to the Executive Committee meeting which is to be held on 7 July 2015

Report Author

Julie Blaisdale, Assistant Director - Library, Customer and Community Services

North Yorkshire County Council

Executive

7 July 2015

Reconfiguration of the Library Service

Report of the Assistant Chief Executive, Library Customer and Community Services

1.0 Purpose of report

- 1.1 To inform Members of the outcome of the consultation on the future delivery of the library service
- 1.2 To seek Members' approval for the revised proposals and recommendations
- 1.3 To seek Members' approval for further work with communities in partnership with the Stronger Communities Programme to establish a way forward for the future delivery of services.

2.0 Introduction

This report sets out the current position of the library service in the context of the County Council's budget proposals. This includes the outcomes from an extensive 3 month public consultation on the future of the service, and sets out a number of options for consideration by Executive members. The report also highlights a number of potential risks and wider impacts that these proposals will have for individuals and communities as well as setting out a preferred option and recommendations for Members to consider.

3.0 Objectives

The key objectives addressed in this report are:-

- Achieving requested budget savings of £1.6m through reconfiguration of service
- Retaining current service provision through partnership working with communities and other agencies
- Minimising impact on communities, particularly older and young people

4.0 Context

4.1 The Library Service has undergone considerable changes in the last few years. Following the previous consultation in 2010/11, the service embarked on a journey of greater involvement of communities in the running of their local libraries. Since May 2012 the Library service has been delivered through 33 county run libraries (nine of which have additional opening hours provided by volunteers recruited by the local community library group); nine Community Managed libraries; a Supermobile and

the Home Library Service. The service, supported by the voluntary sector through its Active Communities project, worked with local community groups who were passionate about retaining their local library. Good working relationships have developed between these groups and the supporting library staff and the groups and their libraries have gone from strength to strength, expanding the range of services offered to local communities, beyond the purely “library” service. This mixed model of county run and community run and supported libraries has been a successful model to date, delivering a range of services directly to customers and communities in localities.

4.2 Since the successful introduction of Community Managed libraries above, North Yorkshire has participated in research into different models of practice and has been highlighted by the Arts Council and the Local Government Association as an example of best practice, due in part to the level of on-going support provided by the library service to community library groups.

4.3 In 2013, the County Council launched its 2020 Programme, setting out its ambition to make the required savings through a number of different programmes, including through the Stronger Communities Programme. As members are aware, the Stronger Communities Programme aims to support communities to play a greater role in the delivery of services in the county by supporting communities to help themselves and create local solutions for services at a time of significant challenge for the authority. Community groups are being encouraged to work together where appropriate, maximising use of buildings assets and volunteers in order to create a focal point or local network of support. Community libraries are a key element of this programme and present opportunities for communities to bring a number of services together, rather than provide standalone services. They will help provide a focal point, increase resilience, and allow sharing of volunteers and their recruitment and and training, plus back office functions such as administration, thus making services more sustainable.

5.0 Public Consultation (3 November 2014 to 8 February 2015)

5.1 Prior to the public consultation, the service consulted with a task group of the Corporate and Partnerships Overview and Scrutiny Committee about the criteria which should be used to determine which libraries should be in each category.

5.2 The original impact of the 2020 programme budget proposals on the library service was a proposed reduction of its budget to £3.8 million by 2020. This level of reduction would have reduced the service to one library per District, providing back up support only for the remaining 35 libraries that would need to be entirely community run. However, this would have given no capacity to run either the Supermobile or Home Library Service and did not recognise the greater business levels at key sites such as Ripon etc. After discussion with Executive members it was proposed that a further £500k would need to be reinstated into the budget,

giving a total of £4.3m. This was formally agreed by full council in February 2015, following the public consultation based on proposals for a budget of £4.23 million. The consultation ran from 3 November 2014 to 8 February 2015 and included an extra 2 weeks due to the Christmas/New Year holiday period.

The proposals

5.3 The service consulted on proposals to save £1.6 million from its budget as part of the Council's overall savings of £167 million as follows:-

- Three categories of library – **core, hybrid, and community managed**. All would be part of the North Yorkshire 'family' of libraries and all would need volunteer involvement.
- **Core libraries** - One main town in each of the seven districts of North Yorkshire retains a 'core' library. They would be in **Harrogate, Malton***, **Northallerton, Richmond/Catterick, Scarborough, Selby and Skipton**. They would be staffed by a combination of paid county council library staff and volunteers. These core libraries would be the centre of excellence for their District. They would need volunteers to work alongside the paid library staff to be able to open for the current opening hours. * *In 2011 a decision was taken that there would be one library serving the communities of Malton and Norton.*

These core libraries would be the base for the professional expertise to support and advise the remaining libraries in their District. In effect they would become the 'engines' that drive the service, developing partnerships, providing training and the expertise to ensure the service continues to develop in line with changing needs.

- **Hybrid libraries** - large and busy libraries catering for significant day-time populations. The cost of the premises, and one member of staff, would be met by the County Council. They would depend on volunteers working alongside this member of staff, operating with support from the core library in their district. Five hybrid libraries were proposed, based on their levels of business, – one in each of the following towns: **Filey, Knaresborough, Pickering, Ripon, and Whitby**.
- **Community managed libraries** - An additional 20 **community managed** libraries would receive regular and ongoing professional support from the core libraries, and would be at **Bedale, Bentham, Boroughbridge, Colburn, Catterick/Richmond, Crosshills, Easingwold, Eastfield, Helmsley, Ingleton, Kirkbymoorside, Leyburn, Pateley Bridge, Scalby, Settle, Sherburn, Starbeck, Stokesley, Tadcaster and Thirsk**. Community managed libraries in these locations will depend on communities and potential partners coming forward, and NYCC's aim would be to provide assistance (including some financial help) to maximise the provision of good quality services across the county.

- The council would continue to provide a Home Library Service for people who have difficulty reaching a library, and a Supermobile service to serve key areas that don't have a static library.
- The library service would continue to support existing outlets and local collections in locations such as pubs and village halls.

5.4 Under the proposal Core libraries would have 60% of their current front line staffing and Hybrid libraries 25%, and both would depend on volunteers to work with them to maintain the current opening hours.

How were the public and stakeholders consulted?

5.5 The public were offered a variety of ways to contribute to the consultation, including: a questionnaire, made available in a number of formats; drop-in information sessions in libraries; pop-up information sessions in community venues including supermarkets; email and postal addresses for written responses; attendance at a variety of meetings and forums. Several communities ran campaigns and presented petitions to the County Council. (Details of these can be seen at Appendix 1, Annex 10)

5.6 All responses have been taken into consideration in the production of this report.

5.7 Detailed information was made available to the public in libraries and on the Library Consultation webpage. This included a consultation document, draft Equalities Impact Assessment, Frequently Asked Questions, and Information Fact Sheets for each library. An extensive range of stakeholders were sent links to the relevant webpages at the start of the public consultation and encouraged to respond. The library's email database of users were all contacted about the consultation and encouraged to respond. Social media was also used extensively to raise awareness and encourage participation. The consultation and the various information sessions were also publicised in the library and in the press.

5.8 Participation in the consultation

- Questionnaire response rates (total of 8159)
 - On-line (web) 5892
 - Paper 2049
 - Large print 73
 - Easy read 145
- E-mails and letters 192
- 6 Petitions* 8,782 signatures
- Face to face events 2,500+ attendees

*Communities in Stokesley (2,047 signatures), Whitby (1677 signatures), Knaresborough (2,035 signatures), Settle (146 signatures) and Starbeck (444 signatures) sent in petitions and there was a Save North Yorkshire's Libraries petition with 2,433 signatures. Two further petitions (for Bedale and Eastfield, with 2,314 and 88 signatures respectively) were received nearly 3 months after the end of the consultation period. The Stokesley, Whitby, Knaresborough and Bedale petitions triggered debates at Area Committees. (See Appendix 1, Annex 12 for details)

Key messages from the consultation

5.9 There was a good level of participation in the consultation on the proposals for changes to the library service and the responses clearly demonstrate the high value the public place on their local library. There was a significant level of support for the involvement of volunteers in all libraries, but far fewer thought a community managed library staffed by volunteers would work for *their* local library. A strong message from the consultation was that all libraries need staff and that communities need some help from library staff to get a community managed library off the ground, and can't do it successfully from a stand-still start.

5.10 The most frequent comments on questionnaires, petitions and in meetings were that libraries and library staff are highly valued in their communities and that people wanted their local library kept open preferably with paid staff. Other frequent comments were that libraries are important for children and for literacy, and 96% of respondents to the questionnaire said they used libraries for books. However, the importance of libraries for all sections of society and the wider role libraries play in health and well-being and access to computers etc was also recognised and commented on.

5.11 Concerns were expressed about the local availability of volunteers and consequent sustainability of their local library, and the likelihood that volunteers would not have the range of knowledge that staff have, resulting in a reduction in the quality of the service. People would prefer the money to be saved elsewhere rather than in libraries.

5.12 Nearly two thirds of questionnaire respondents understood that there need to be changes to the library service because of the budget cuts, but half said they disagreed with the overall proposals, though a quarter were in favour of them. However, there was greater agreement with specific proposals.

5.13 Greatest support (83%) was for sharing buildings, sharing running costs and offering a wider range of services, which gives weight to the proposal that libraries become hubs in their communities.

5.14 Nearly two thirds of respondents (64%) agreed with involving volunteers in all libraries and half felt that volunteers could undertake more library duties alongside paid staff. 19% (1,516 people) said they would be likely to volunteer. Just over half of respondents (54%) agreed with communities running their local libraries with support from the council. However, only 19% of respondents thought a community managed library staffed by volunteers would work for their local library. (41% thought it wouldn't and 36% said they didn't know. The remainder said their library was already community managed). 12% (952 people) said they would be interested in forming a friends or community management group or volunteering. (Nearly 800 of these gave us some contact details).

5.15 There has been a degree of cynicism about the consultation. When going out to public meetings a consistent theme was that the council had made up its mind and the decision had already been made and this was reflected to some extent in the responses to the questionnaire.

Consideration of alternative suggestions made during the consultation

5.16 A number of alternative suggestions were made during the consultation on the proposals, including giving hybrids more paid staff; increasing the number of hybrids; giving all community managed libraries some staffing (or £15k to buy their own); and taking the service out of council control/alternative forms of governance such as becoming a mutual/trust/social enterprise.

The library service has considered each of these suggestions:-

5.17 Increasing the number of hybrids

Increasing the number of hybrids would either cost considerably more money than the available budget, or would deplete the service available at the proposed core and hybrid libraries. It would also reduce the ability of the core libraries to support the remaining community managed libraries and put at risk the future capacity of the service to sustain all 42 libraries. However, this proposal has in part been addressed by the proposal for an element of staffing support in proposed community managed libraries in the revised options for consideration detailed below.

5.18 Giving community managed libraries £15k worth of staffing each

This suggested alternative proposal would cost an additional £450,000 and the proposal suggests that this money could come from the proposed staffing budget for hybrids and core libraries. As outlined above, this would greatly reduce the service available at the proposed core and hybrid libraries, and would put at risk the future sustainability of all 42 libraries and in turn put the service at greater risk of challenge under the 1964 Act (see section 8.4 of this report). It was suggested that if community managed libraries had this element of staffing there would be no need for professional support. However, it is the professionally qualified staff who will provide

training, support and assistance to the community management groups in order to ensure that performance and quality of the library service are maintained.

5.19 *Becoming a Mutual, Trust or Social Enterprise*

A mutual, trust or social enterprise would still rely on the County Council for the majority of its funding and would not necessarily make the level of savings required. Several authorities have taken this route although all currently receive full funding from their local authority. The advantages of this option are the ability to increase income out with local authority financial regulations, potential reduction in business rates and increased access to grant funding, dependent on governance arrangements. No formal approaches have been made regarding the service becoming a mutual, trust or social enterprise

6.0 Revised Options for Consideration

6.1 Having considered the various alternative suggestions put forward, the service believes that, based on its track record and success in the area of community involvement in, and ownership of the service, extending the involvement of communities in running their local library represents the best way of continuing to provide the current library network across North Yorkshire, within the remaining available budget. In addition, community libraries are a central plank of the Council's Stronger Communities Programme which aims to work with local residents, community groups and other partners to identify and support opportunities to work together to maximise the use of buildings, assets and volunteers in order to create a focal point or local network of support.

6.2 The library service will continue to provide the virtual library, which can be accessed by everyone who has broadband and at all libraries. This includes the ability to access NYCC services on-line as well as face to face.

6.3 The basic offer to the proposed 21¹ community libraries is essentially the same as to the current community libraries. The library service will continue to provide the following to each library: -

- resources (eg books),
- ICT (including computers and connectivity), and
- infrastructure support (eg delivery vans and professional support) including
- access to the e-resources (eg Ancestry.com) as well as
- promotions such as the Summer Reading Challenge.
- Community libraries will also be able to keep the income they make.
- Where the Council owns the building it will be offered at a peppercorn rent to a community group coming forward to manage the library.

¹ The service consulted on 20 community managed libraries but with an option for Norton to express an interest in being community managed.

6.4 As stated earlier, a strong message from the consultation was that all libraries need staff and that communities need some targeted assistance from library staff to get a community managed library off the ground, and can't do it successfully from a stand-still start.

6.5 Therefore two additional options are detailed below. Option 1 (which was consulted on) and two further options which have taken on board the strong feeling from many respondents to the consultation that all libraries need paid staff. The revised proposals have taken this into account and also provide some additional staffing for proposed hybrid libraries. The revised proposals have also addressed the concern expressed by community groups about the premises running costs.

6.6 Please note the following:-

- In all options the libraries remain in the same categories that were consulted on, with the exception of the libraries below.
- It is proposed that Richmond be designated the core library for Richmondshire, and Catterick and Norton to be community managed libraries. This reflects current business levels.
- The staffing levels are expressed as an average for that category.
- All options require volunteer support to maintain the current opening hours, but the amount of staff support varies between the options.
- All community libraries would have professional support and guidance and service development, which will include a monthly visit
- The proposals for staffing levels below are based on business levels of individual libraries.
- **None of the options proposes any additional staff support for core libraries.**

6.7 Option 1 - £4.23m

This is the option that was consulted on and would provide –

Supermobile and Home Library Service plus

Core 60% current service delivery staffing

Hybrid 25% current service delivery staffing

Community No staffing

6.8 Option 2 - £4.35m

This would provide -

Supermobile and Home Library Service plus

Core	60% current service delivery staffing
Hybrid	30% current service delivery staffing
Community	7-10 hours per week each of dedicated additional support staff supporting Catterick, Colburn, Crosshills, Easingwold, Eastfield, Sherburn, Stokesley and Thirsk. 2 – 5 hours per week each of dedicated additional support staff supporting Bedale, Bentham, Boroughbridge, Helmsley, Ingleton, Kirkbymoorside, Leyburn, Norton, Pateley Bridge, Scalby, Settle, Starbeck and Tadcaster

6.9 Option 3 - £4.4m (preferred option)

This option includes an increased element of dedicated additional support staff for proposed community managed libraries and would provide -

Supermobile and Home Library Service plus

Core	60% current service delivery staffing
Hybrid	40% current service delivery staffing
Community	12 -15 hours per week each of dedicated additional support staff supporting Catterick, Colburn, Crosshills, Easingwold, Eastfield, Sherburn, Stokesley and Thirsk. 5 – 7 hours per week each of dedicated additional support staff supporting Bedale, Bentham, Boroughbridge, Helmsley, Ingleton, Kirkbymoorside, Leyburn, Norton, Pateley Bridge, Scalby, Settle, Starbeck and Tadcaster

6.10 The staffing support for proposed community managed libraries and hybrid libraries would be based on the level of business of the individual libraries. No additional support is proposed for core libraries. Following views expressed in

response to the consultation, these additional support staff (employed by NYCC) would be shared by geographic groupings of community libraries, helping to maintain consistency and quality of services without encouraging dependency upon individual, permanently based staff. The staffing support is proposed on the understanding that communities embrace the community managed model.

6.11 In conclusion, for an increase in funding of £100k on top of the budget of £4.3m, Option 3 offers the most to communities and clearly demonstrates that whilst being committed to communities having an increased role in running services, the Council is responsive to the concerns raised during the consultation regarding communities running their local libraries using volunteers and it signals its commitment to supporting sustainable services going forward.

Further proposals to create a level playing field Community Library groups

6.12 Concern has been expressed about the cost of premises for community groups so it is proposed that a subsidy is provided in the form of grants to assist with these costs based on the formula described below.

6.13 The libraries that are proposed for community management vary in size and running costs. Some are in stand-alone buildings owned by NYCC, some are in shared buildings owned by NYCC, some are in extra-care premises, one in an MOD owned building and others in other rented property.

6.14 Where NYCC own the building it is suggested that community groups would be offered a lease at a peppercorn rent (or, if appropriate, an asset transfer). This would leave those communities with libraries in rented accommodation at a disadvantage in comparison without some additional financial support to cover rent.

6.15 Aside from rent, the annual premises costs include business rates, utilities, cleaning and grounds maintenance.

6.16 Business rates and cleaning are the largest premises costs for NYCC. Registered charities are entitled to 80% mandatory rate relief with District Councils having the discretion to give up to 100% relief. It is therefore proposed that no financial support towards rates is offered by NYCC. No financial support is proposed for cleaning, as the combination of the income stream and the opportunity to recruit volunteers and engage with local businesses provides groups with the opportunity to negotiate more favourable arrangements. The same would apply to grounds maintenance.

6.17 Part of the proposals for community managed libraries is that they keep the income that they make. This comes from a variety of sources including room hire, fees and charges, fines, computer use etc. This gives groups an income stream to offset some of the costs.

6.18 The proposal for subsidy is therefore as follows:

(Fair rent + 70% of library's 3 year average utility costs) net of income = subsidy

The cost to NYCC of this would be – approximately £70,000 per annum. (This is in addition to the costs of proposals detailed above)

It is proposed that these subsidies would be in the form of annual grants.

6.19 Adjustments would need to be made to the overall formula to take account of libraries where there is a commitment to pay a service charge. Likewise, the amounts counted as income may need to be adjusted where other parts of NYCC currently occupy part of the building and are charged for this by the library service.

6.20 Appendix 4 illustrates the indicative costs by library both to NYCC and to the community group.

6.21 The subsidy would be dependent on community library groups offering a wider range of front-facing “Customer” services than they do now, including helping communities to become more digitally literate, for example through assistance with on line job searches, bus pass and benefits applications.

7.0 Human Resources Implications of the proposals

7.1 The largest area of cost in the library budget is staffing, (68% of the budget), so achieving the required savings and providing the necessary support for communities will mean a significant staffing re-structure There will be fewer staff and all staff roles will change.

7.2 The roles of staff in the options below will be very different from the current role of paid staff, with the emphasis away from the day to day task of running the library and towards providing volunteers with the skills and confidence to carry out these tasks for themselves. In addition to the support to the community library management groups and monthly visit from the professionally qualified member of staff, the dedicated additional support staff in options 2 and 3 would provide a regular presence at each service point, working directly with volunteers showing them how to deliver the service to the public and giving them reassurance and confidence in the roles they are taking on, demonstrating best practice and providing practical support and assistance with more complex enquiries or support for managing difficult or disruptive behaviour. The staff time allocated would be based on how busy the individual library is. Following views expressed in response to the consultation, these additional support staff would be shared by geographic groupings of community libraries, helping to maintain consistency and quality of services without encouraging dependency upon permanently based staff.

7.3 Staff attended briefing sessions prior to the consultation and prior to the publication of this report. Many staff (104) have taken the opportunity to respond as individuals by completing questionnaires. Staff also took an active role in the consultation, encouraging and assisting people to participate and giving information at “Pop-up” consultation sessions.

7.4 A formal consultation with staff and Unison is planned for January to March 2016, with the new structure coming into effect in the spring of 2017. This does represent a long lead in time and as is already happening, it is anticipated that some staff will seek alternative employment or take the opportunity to retire. Currently every post is being assessed at the point it becomes vacant, to determine staffing needs and consider if it needs to be filled. The last restructure resulted in a number of staff being successfully redeployed, and only a handful of redundancies. However, whilst the staff group have many transferrable skills, the proposed restructure is on a bigger scale this time.

7.5 Employment law provisions, including redundancy will also need to be carefully considered in the context of the proposals.

8.0 Risk Management Implications and Issues

8.1 All of the options are extremely challenging and therefore a number of potential risks have been identified. The key risks are:-

- Establishment of the model including support and engagement of local Members
- Legal challenge – 1964 Act, Equalities, Duty to consult, Employment legislation;
- Financial – the majority of savings (circa £900k) are from the staffing budget and are dependent upon full realisation in 2017/18.
- Capacity – communities, and staff time, and capacity across the authority – eg legal, property, finance, ICT, HR, Communications, Stronger Communities;
- Sustainability of the model
- Data protection breach due to the requirement to give volunteers full access to Library management system;
- Performance.

Establishment of the model

8.2 The community library model is based on the authority's previous experience of delivering the first tranche of (7) community libraries. The challenge for communities and for the service is much greater this time due to the larger size of the libraries and the higher number of community libraries proposed. Exploring options with potential partners, including District and Parish councils, in 21 different communities will take a considerable time for the Library service and the Stronger Communities team. Community capacity varies and some areas will take longer to establish than others.

Maintaining current levels of service at the core and hybrid libraries and supporting an additional 21 community libraries, which all serve larger centres of population and have higher levels of business than the current community libraries, will be extremely challenging and carries a significant degree of risk in terms of providing a comprehensive and efficient service. It is therefore proposed that there is a post-implementation review in 18 months to 2 years from February 2017 to review how the community library model is working across the county and the extent to which community libraries still require the presence of paid library staff. There is recognition that some libraries will need support for longer than others to enable them to deliver an effective library service so this will need to be considered in that review.

Support and engagement of Members

8.3 For the model to work, communities need to buy into it. Previous experience suggests that the involvement and leadership of the local member is crucial to the establishment and success of community libraries.

Legal challenge

8.4 Under the *Public Libraries and Museums Act 1964* local authorities have a statutory duty to provide a free, comprehensive and efficient Library Service for all who wish to use it. There is no national definition of “comprehensive and efficient”. Experience to date demonstrates that a mixed economy of service delivery is unlikely to result in intervention by the Department for Culture, Media and Sport due to a failure to provide a comprehensive and efficient library service. However, the scale of the proposed reduction in directly managed libraries could leave the authority vulnerable to challenge/ministerial intervention. In considering the future of its library services, the County Council must be mindful of its statutory duty under the Act and consider that 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.

8.5 Members should note that other library authorities have been challenged in the courts on the statutory duty, Equalities Act and their consultations. Those which have faced legal challenge have been cited as failing to undertake full equalities impact assessments or adequate public consultation but have to date not faced full intervention or public inquiry as a result of non-compliance with the 1964 Public Libraries Act.

8.6 If there were to be a legal challenge, there would be additional costs. A challenge would put the proposed changes on hold and delay the proposed savings.

8.7 The Library service included a draft Equalities Impact Assessment in the consultation documentation and has now updated this in the light of the consultation and the revised proposals. (See Appendix 2) The Equalities Impact Assessment

illustrates how the service aims to mitigate any adverse impact on groups covered by the legislation.

8.8 The consultation which ran from 3 November 2014 – 8 February 2015 aimed to give comprehensive information on the proposals and provided a range of ways to contribute, including a questionnaire, made available in a number of formats; drop-in information sessions in libraries; pop-up information sessions in community venues including supermarkets; email and postal addresses for written responses; attendance at a variety of meetings and forums. The proposals have been revised as a result of the consultation.

8.9 Employment law is also a potential risk to the proposals, should voluntary groups or volunteers be viewed as taking the jobs of current staff. However, a re-structure of the staff team will make considerable changes to staff roles, thus reducing the risk of challenge.

Financial Implications/risks

8.10 In addition to the potential financial risk of judicial review/intervention to the authority as outlined above, the long term financial viability of the Service will be dependent upon securing the savings required through the development of community/partnership solutions across the library service.

	2015/16	2016/17	2017/18	2018/19	total
savings	105k	Nil	1495k	Nil	1600k

The savings above are broken down as follows –

- Savings from staffing costs - service reconfiguration £920k
- Savings from bookfund – new contract/digital £300k
- Savings from premises - transfer to communities £212k
- Savings from infrastructure – service reconfiguration £118k
- Savings from LMS contract – procurement £50k

8.11 The majority of savings will be made in the financial year 2017/18, due to the lead in time to enable community groups to form, prepare business plans and recruit volunteers etc. The fixed costs of maintaining the library estate will remain until then.

8.12 The new job roles will need to go through the job evaluation process, which may come out at a higher grade than anticipated, thus impacting on the savings that can be made.

8.13 The preferred option (3) proposed would cost an additional £100k, on top of the £4.3m in the budget, so the full savings detailed above would not be achieved.

Capacity

8.14 Lack of capacity of communities to take on the management of community libraries was a common theme of responses to the consultation, both in terms of the availability of volunteers, and the range of skills and knowledge communities would require. The Stronger Communities team will be supporting communities in the practicalities of establishing community managed libraries and with the recruitment and management of volunteers for all libraries.

8.15 The capacity of NYCC staff across the authority in terms of time is also an issue – ie library staff, legal, property, finance, ICT, HR, Communications.

Sustainability of the model

8.16 Capacity also has a bearing on the long term sustainability of the model. This includes the on-going availability of volunteers and availability of staff across the council for the continuing support of the community library groups. Financial sustainability would also be put at risk if partners pull out of joint arrangements.

Data protection

8.17 For the model to be successful and sustainable, volunteers will need full access to the Library Management System. There is potential risk of a data breach, so controls will need to be put in place to reduce this.

Performance risks and implications

8.19 There is no precedent for community transfer of the size of libraries proposed in this report so it is difficult to accurately forecast the impact on performance that the changes will have, given the number of libraries and levels of business undertaken. However, past experience shows an initial impact on traditional library activities, with a growth in other community activity centred on the library.

8.20 The proposed 12 core and hybrid libraries account for 65% of current library business and raise 72% of the income.

8.21 Community managed libraries currently retain income raised, so this will equate to a 28% loss of income, £175,000, to be offset against savings made. This has been factored into the proposal calculations.

8.22 The current range of performance measures do not adequately reflect the additional benefits to local communities that community managed libraries bring, through involvement of volunteers and by more flexible use of the building and the increase in the type and range of activities offered by becoming local community hubs. New performance measures are being developed by Stronger Communities and Public Health to measure this social capital and added value.

9.0 Dependencies and other implications

Stronger Communities

9.1 A major dependency for the proposals is on the Stronger Communities Programme which underpins the greater involvement of local communities in the running of their libraries, including the transfer of the day to day running of some libraries to local community groups. The Stronger Communities team will support proposed community libraries with all aspects and stages of developing local solutions, including identifying opportunities for bringing a range of services together as a 'hub', and will assist with the recruitment of and support for volunteers. This will be on-going.

Property

9.2 Throughout the course of this reconfiguration, the County will need to make further decisions in respect of its ownership of individual library properties, which will raise a range of issues in respect of leasing, asset transfer to communities etc.

9.3 The agreement with the current community managed libraries is that where the Council owns the building, a lease on a peppercorn rent has been granted. Early indications are that some proposed community library groups would be interested in asset transfer of the library building to them.

9.4 A further area of Property policy of relevance to the changes to the library service will be the co-location of services and sharing premises with other parts of the County Council, as well as partners where feasible, which will make better use of buildings and will increase the sustainability of the library service.

Customer

9.5 Another cross-cutting theme of the 2020 Programme is the council's **Customer Theme**. Through this programme, libraries are seen as key deliverers of Face to Face Services and Assisted Digital solutions, and the future availability of public access to ICT in libraries to maintain and increase digital inclusion will be essential to this. In addition, many of those using the County Council's public access PCs via libraries are seeking employment or accessing learning, and several recent studies highlight the importance of digital inclusion in increasing employability.

9.6 Libraries across the county provide an assisted digital service, partly through volunteers, which is increasingly important as more and more services can only be accessed on line, and a challenge for the Library service will be to ensure that community managed library groups recruit volunteers with the skills to continue to provide this service.

Transport policy

9.7 Colleagues in Integrated Passenger Transport have carried out a transport assessment for the library proposals to assess the ability of proposed core and hybrid libraries to be accessed by public transport and, the extent to which the council's proposals for bus subsidy reductions to £1.5 million may impact on accessibility.

9.8 All of the core libraries are accessible from the local residential areas in the towns in which they are located and from the wider hinterland that would look to the town as its local service centre. These towns provide the destination for a series of commercial, tendered and community transport and the council's proposals for bus subsidy reductions would not withdraw service to these towns.

9.9 Hybrid libraries are also located in towns with good public transport services from the main residential area and from neighbouring settlements that would consider the town to be its local service centre. Similarly it is not proposed to withdraw services to these towns.

9.10 The proposed Community Managed Libraries are located in villages and towns that are accessible by public transport and considered to be service centres for the local communities. The councils overall strategy in reviewing expenditure on local bus services is to "use the budget for support for bus services to ensure that as many communities as possible have transport services which contribute to alleviating isolation and loneliness and all people to live independently ..." and as such citizens will have the opportunity to travel to their nearest service by public or community transport.

Impact on other services/organisations

9.11 The Library service has traditionally worked with a range of partners, the number of which increased following the previous round of savings, which led to the establishment of several community library groups and closer working with some parish and town councils. The proposals mean the service will need to work closely with a wide range of partner organisations, exploring opportunities jointly with community groups, adult learning, children's services and the voluntary sector as well as other statutory organisations such as District and Parish Councils and Job Centre Plus. Where libraries currently deliver access to services on behalf of other parts of NYCC, assistance/training will need to be given to these new groups to take up this work.

9.12 The greatest impact will be on those community groups/organisations which take up the challenge of managing their local library. Some groups are already excited by the opportunities this presents for them to take over the management of a

community asset and expand the range of services offered to their communities. Others are more daunted by the prospect. (See Stronger Communities Team's Community Impact Assessment in Appendix 3)

9.13 If no solution can be found for a community there are potential adverse impacts on education and literacy, and health and wellbeing, the importance of libraries for which were commented on during the consultation.

Economic

9.14 Our libraries support local economic development through business advice and support for individuals, micro businesses and Small and Medium Enterprises (SMEs), the service's offer "Your Office in the Library" includes free wi-fi, meeting space, and business information and learning opportunities.

9.15 The service, along with partners, provides employment opportunities for young people through the apprentice programme. 17 out of the 20 employed over the last couple of years have progressed into permanent employment or higher education.

Young People

9.16 With regard to children's and young people's education and personal development, recent large-scale research provides compelling evidence that library usage is linked to reading levels among children and young people.

9.17 In 2014/15 just under 10,000 young people in North Yorkshire participated in the Summer Reading Challenge, NYCC is seen as an example of best practice nationally for its work with young people – Skipton Rewind winning Library of the Year, the apprentice programme nationally recognised and copied.

Health and Well-being

9.18 Local libraries play a key role in reducing social isolation, and increasing the volunteering opportunities will have a positive impact on that. Several libraries are already located (Stokesley and Settle) or are about to be located (Thirsk) in Extra care facilities. In terms of evidence of impact, there are strong correlations between reading and mental health benefits (and library usage is linked to better reading levels). Literacy is also closely aligned with health literacy – people's ability to access health information and their capacity to use it effectively. The council's Dementia Friendly library service is cited as an example of best practice by both the Alzheimer's Society and the Joseph Rowntree Foundation. The Reading Well initiative includes support for dementia, self-help 'books on prescription' schemes, but also more socially-focused therapeutic reading groups.

Community support and cohesion

9.19 Several studies suggest that through increasing social capital, libraries contribute to enhanced community cohesion and thereby to healthier, safer

communities. Although evidence of the impact of cohesion on reducing deprivation is limited, current statistics on the high costs of ill health and crime within communities illustrate the potential cost savings that could be realised through healthier and safer communities.

Equalities implications

9.20 A full Equalities Impact Assessment (EIA) has been carried out on the impact of the proposed changes and is attached at Appendix 2. Members must pay due regard to the assessment in making their decision. The key equalities impacts identified are on age and disability. The greatest adverse impact is if communities do not come forward to manage their local libraries, which would mean people had to travel further to access a library. For children and older people this could mean that they are no longer able to visit a library independently. Equality of access to services will also be reduced for people with low incomes and residents of rural areas. However if communities do come forward to manage their local library, this will have some positive benefits in offering opportunities for older and younger people and disabled people to become volunteers, thus reducing social isolation and providing work experience for those of working age. However, volunteers may have less experience of working with disabled people and children. The EIA identifies a number of actions to mitigate adverse impacts. These include - working with local communities; providing training to volunteers, including equalities and disability awareness training; having a robust service agreement with community library management groups; providing support for disabled and older people to use on-line services; continuing to provide the Home Library Service; reviewing the use of the Supermobile; and conducting a post-implementation review to include an assessment of the impact.

Environmental impact/benefits

9.21 Where services are able to share buildings this should result in an overall reduction in their energy requirement. However, given that the consultation responses showed that 50% of people walk to the library, if a local library should close and people then make special journeys to access a library, their carbon footprint may increase.

Community Safety Implications

9.22 Libraries are regarded as safe places to go for people of any age. Any reduction in their availability as venues for wider activity within communities will impact on this.

9.23 Some communities have expressed concern during the consultation about the ability of volunteers to deal with anti-social behaviour, particularly involving young people. This presents a challenge to the wider community of developing ways of dealing with challenging behaviour in their community. The library service would

also make training available to volunteers to develop their confidence in dealing with any incidents that happen in the library itself.

Reasons for recommendations

9.24 The Library service is currently required to make savings of £1.6 million by 2017/18. Based on its previous experience, the service believes that an extension of the successful involvement of communities in running libraries represents the best way to continue to provide the network of libraries across North Yorkshire, within a reduced budget.

10 Recommendations

That Executive

1. Notes the report and agrees to the categories core, hybrid and community managed and the libraries in these categories as detailed in paragraph 5.3 as amended by paragraph 6.6
2. Agrees to the implementation of Option 3 as detailed in paragraphs 6.9 – 6.11 and the consequent decrease in savings requirement.
3. Agrees to subsidise the premises costs for community managed libraries in line with the formula detailed in paragraph 6.18
4. Agrees to receive a further report in December 2015 on the progress made with Community groups, highlighting areas of potential risk.
5. Agrees to the proposal for a post-implementation review

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Appendices

Appendix 1 Consultation Report

Annex 1	Consultation document
Annex 2	Consultation questionnaire/response form
Annex 3	Easy read consultation document
Annex 4	Easy read questionnaire/response form
Annex 5	Frequently Asked Questions
Annex 6	Library Information Sheets (listed alphabetically)
Annex 7	List of Face to Face Events
Annex 8	Consultation Responses - Overview Report
Annex 9	Consultation Responses - Individual Library Reports (listed alphabetically)
Annex 10	Consultation Responses – Easy Read Overview Report
Annex 11	Petitions summary
Annex 12	Minutes of Area Committees that considered petitions

Appendix 2 Equalities Impact Assessment

Appendix 3 Community Impact Assessments from Stronger Communities Team (Alphabetically by District and proposed category of library)

Appendix 4 Proposed community library indicative costs sheets (Alphabetically by library)

Appendix 5 Timeline

Background documents

Rural Library Services in England: exploring recent changes and possible futures – Report to DEFRA and Arts Council, May 2014.

Community Libraries - Learning From Experience: guiding principles for Local Authorities, January 2013

Independent Library Report for England - Sieghart, December 2014

Health and Wellbeing Benefits of Libraries

Library Service Consultation Report, May 2015

1.0 Public Consultation

1.1 A 14 week public consultation ran from **3 November 2014 to 8 February 2015**. This included an extra 2 weeks due to the Christmas/New Year holiday period.

2.0 The proposals

2.1 The service consulted on proposals to save £1.6 million from its budget as part of the Council's overall savings of £167 million. The proposals consulted on were that there should be three categories of library – core, hybrid and community managed. There would be a **core** library in the main town of each of the seven districts staffed by a combination of paid county council staff and volunteers; five large and busy libraries would be **hybrid** libraries where the council would pay for the premises and a member of staff to work with volunteers to provide the service; and an additional 20 **community managed** libraries run by volunteers with on-going professional support from the core libraries. (See Annex 1)

3.0 Methodology/Approach

3.1 The main way the service sought views was through a questionnaire, made available in a number of formats and people also expressed their views at a variety of public events and via letter and email and by adding their name to petitions.

3.2 All responses have been taken into consideration in the production of this report.

3.3 The service endeavoured to make as much information available to the public as possible. A consultation document (Annex 1); draft Equalities Impact Assessment, Frequently Asked Questions (Annex 5); and Information Fact Sheets for each library (Annex 6) were made available on the Library Consultation webpage and were available to view in libraries. Library staff encouraged people to take part in the consultation and provided assistance to support people to fill in the questionnaire on line. Libraries also had paper copies of the questionnaire (Annex 2) available, and large print versions were available on request. An easy-read version of the consultation document (Annex 3) and the questionnaire (Annex 4) were also available either on request or via the consultation webpage.

3.4 Prior to the start of the public consultation, Members with proposed community managed libraries had individual meetings with the Assistant Chief Executive /Assistant Director with responsibility for libraries. Briefing sessions were held for library staff so they were fully informed of the proposals prior to them being made public.

3.5 Local MPs received an email briefing from the Chief Executive. District, City, Town and Parish Councils as well as an extensive range of stakeholders were

contacted and sent links to the relevant webpages at the start of the public consultation and encouraged to respond.

3.6 Early in the consultation period meetings were held with the existing community managed libraries and with the community library groups that extend the opening hours in libraries.

3.7 The library service, supported by the Stronger Communities team, held drop-in information sessions in the 33 libraries currently run by the Council to explain the proposals to the local community and answer questions. Local members were invited to attend. People who came were encouraged to complete the questionnaires to ensure their views were captured.

3.8 The service also ran “pop-up” information sessions in 40 other venues including supermarkets and leisure centres, which enabled staff to further raise awareness and reach non-members and infrequent library users.

3.9 The consultation and the various information sessions were publicised in the library and in the press. The library’s email database of users were all contacted about the consultation and encouraged to respond. This mail-out was repeated in the final month of the consultation. Extensive use of social media was also made to raise awareness and encourage participation, including targeted use of Facebook to reach young people.

3.10 The Assistant Director gave presentations at each of the 7 Area Committees and along with other senior managers for the library service attended 8 public meetings and 15 parish/town council meetings. A representative from Stronger Communities also attended these meetings to explain how the team could assist local communities. The service also gave presentations at the North Yorkshire Learning Disability and Physical and Sensory Impairment Partnership Boards, the North Yorkshire Forum for Older People and attended the Youth Voice Summit.

3.11 Regular updates on the progress of the consultation (ie number of responses, social media interest, website activity, press interest, and forthcoming consultation events) were sent to library staff and all Members.

4.0 Participation in the consultation

- Questionnaire response rates
 - On-line (web) 5892
 - Paper 2049
 - Large print 73
 - Easy read 145

- E-mails and letters 192
- 6 Petitions 8,782 signatures
- Face to face events 2,500+ attendees

5.0 Responses to the consultation

Questionnaire

5.1 This section gives a breakdown of the 8014 web based, paper and large print responses to the questionnaire. The overview analysis of the questionnaire, on which the following is based, can be viewed in Annex 8. The consultation responses by the library people said they used most can be seen in Annex 9.

5.2 The easy read questionnaires have been analysed separately as questions were worded differently. See paragraph 6.

5.3 The questionnaire was in 3 sections. Section 1 asked people about their use of libraries, Section 2 had questions related to the consultation proposals and Section 3 asked for relevant demographic information such as age, disability etc. This information tells us which sections of the population have responded.

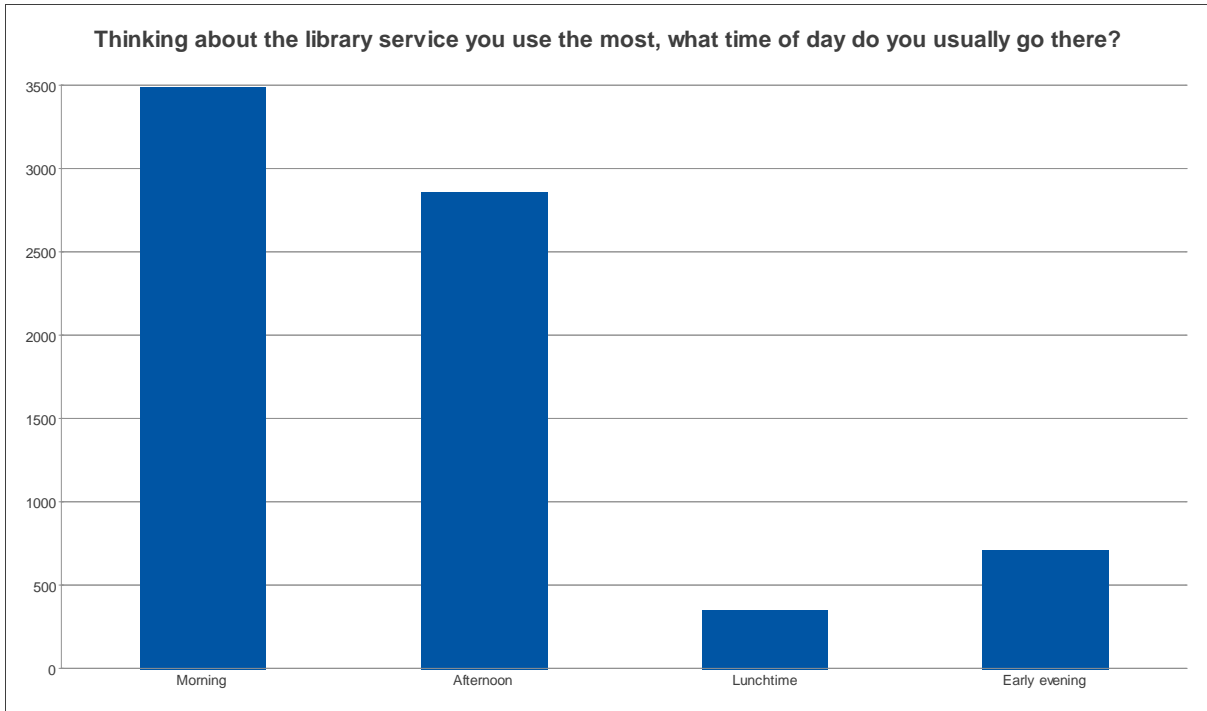
Section 1 - Use of libraries (Q1 – Q10)

5.4 The majority of people responding said they were library users (95%). 312 responses were on behalf of community groups, organisations or clubs.

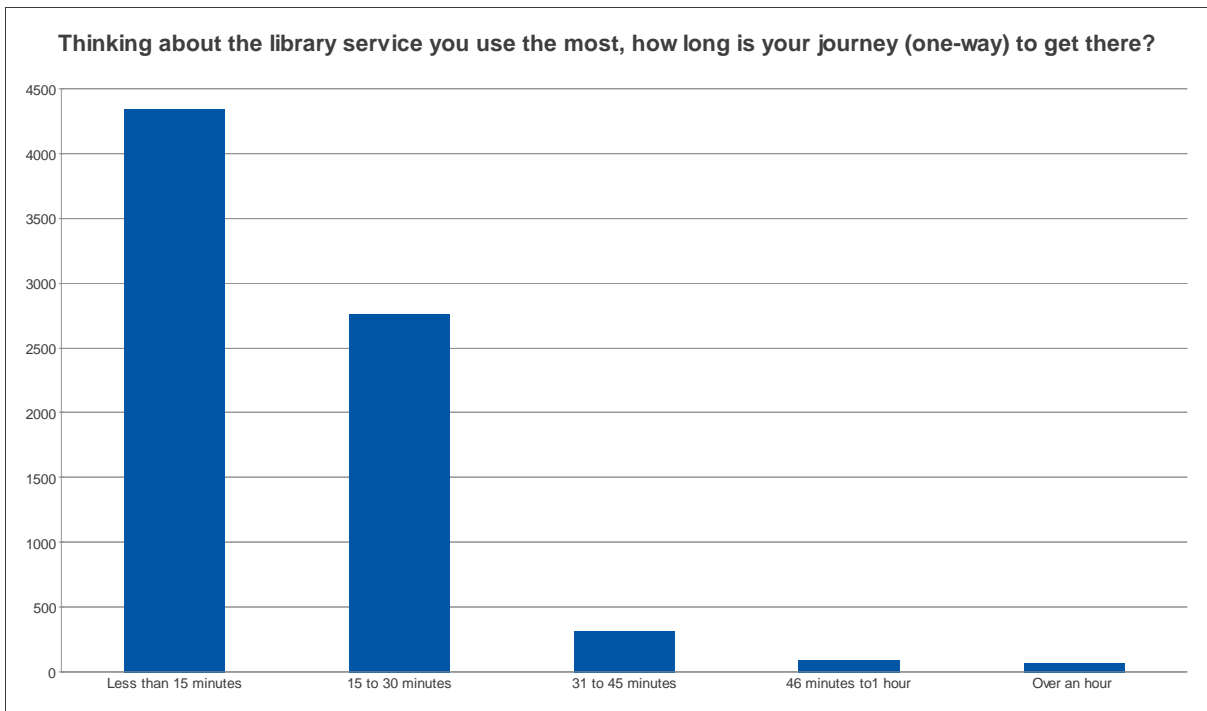
5.5 83% of respondents use libraries monthly or more frequently.

5.6 We asked several questions about the libraries people use – Which is your nearest library? Which libraries do you use? Which library do you use most? Responses suggest that a number of people use more than one library. (See Annex 8 for the detail)

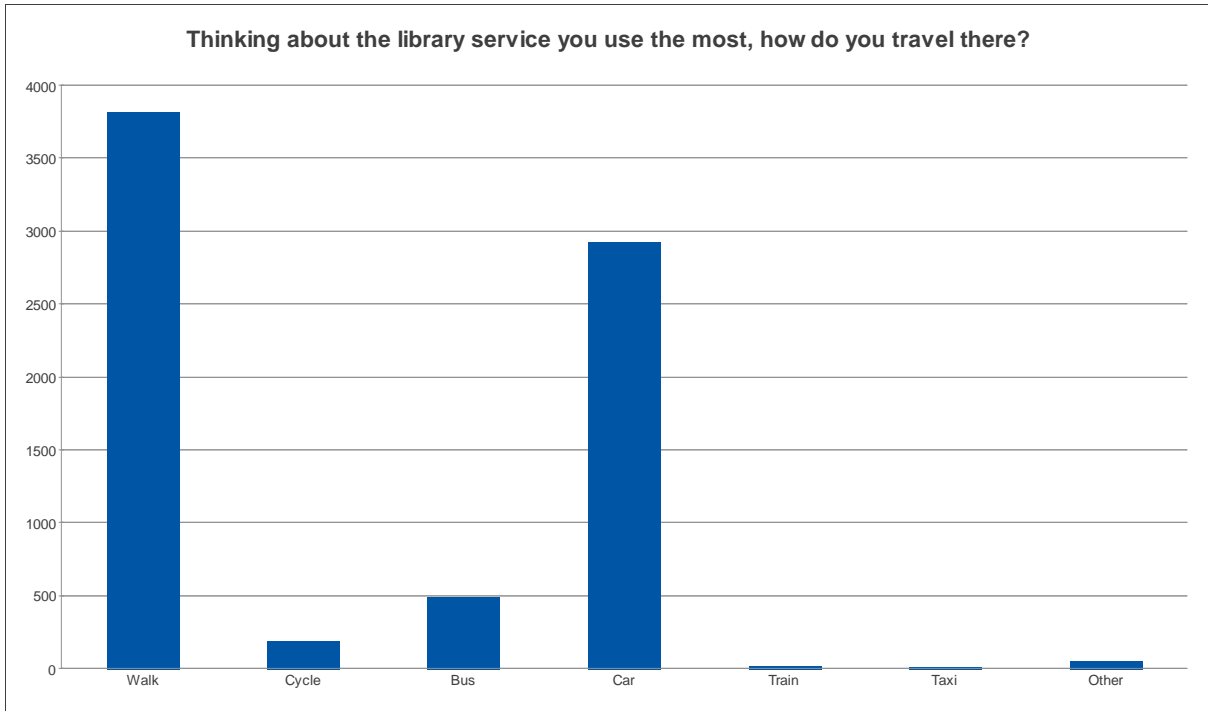
5.7 People were asked a range of questions about their use of libraries.



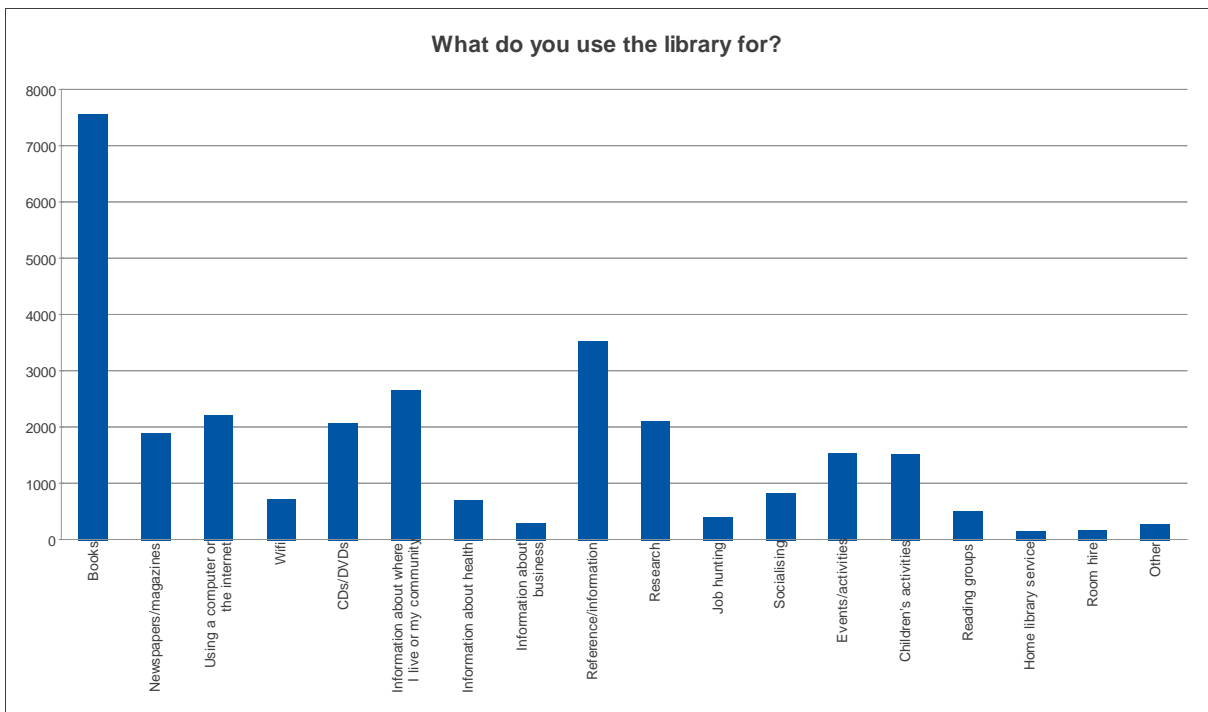
Respondents could only choose one option, but a number of people commented that they visit libraries at varying times of day.



57% of people can get to the library they use most in less than 15 minutes and 94% can get to the library within 30 minutes.



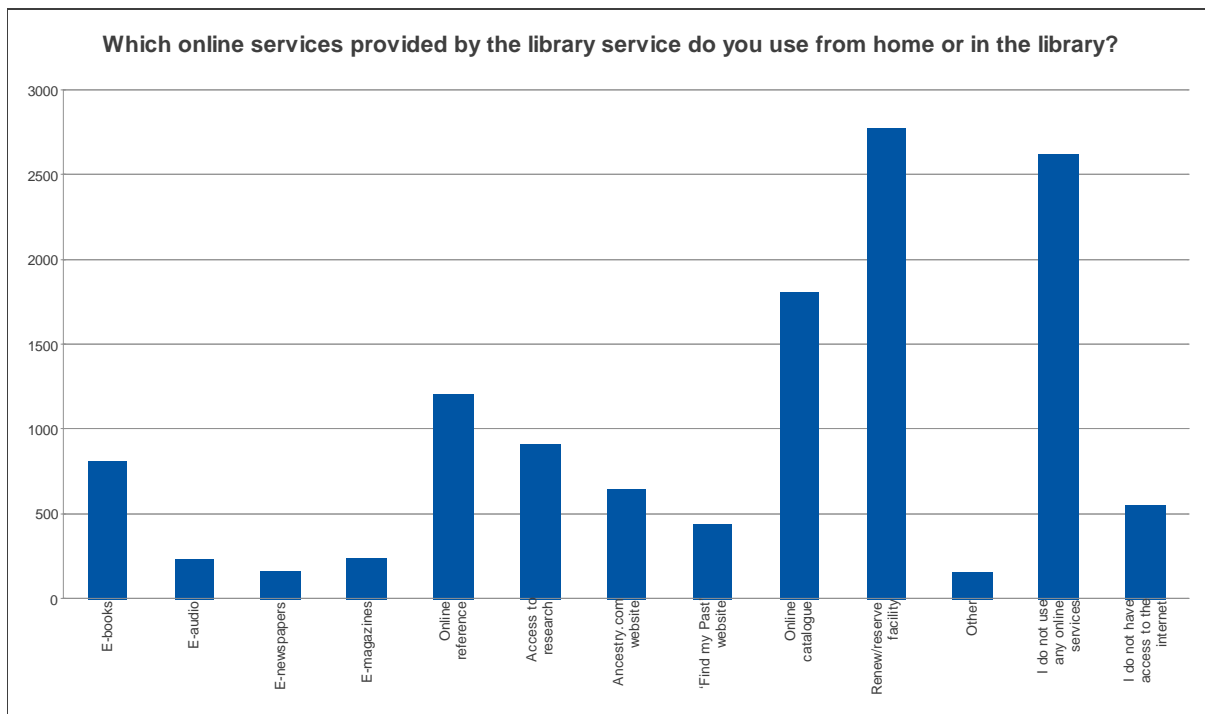
Walking is the most common way people get to their local library (51%) and 39% go by car. 6.5% currently go to the library by bus, though a higher percentage of disabled people travel there by bus (13%).



Books are the most popular (96%); 45% go for reference or information; 34% for information about where they live/their community; 28% for computers or the internet; 27% for research; 26% for CDs/DVDs; 20% for events/activities and 19%

for children’s activities. Socialising, wi-fi and information about health also bring in significant numbers of people. Job searching is also an important reason for using the library.

The most popular on-line services provided by the library are the renew/reserve facility (38%); the online catalogue (24%); online reference (16%); access to research (12%) and e-books (11%).



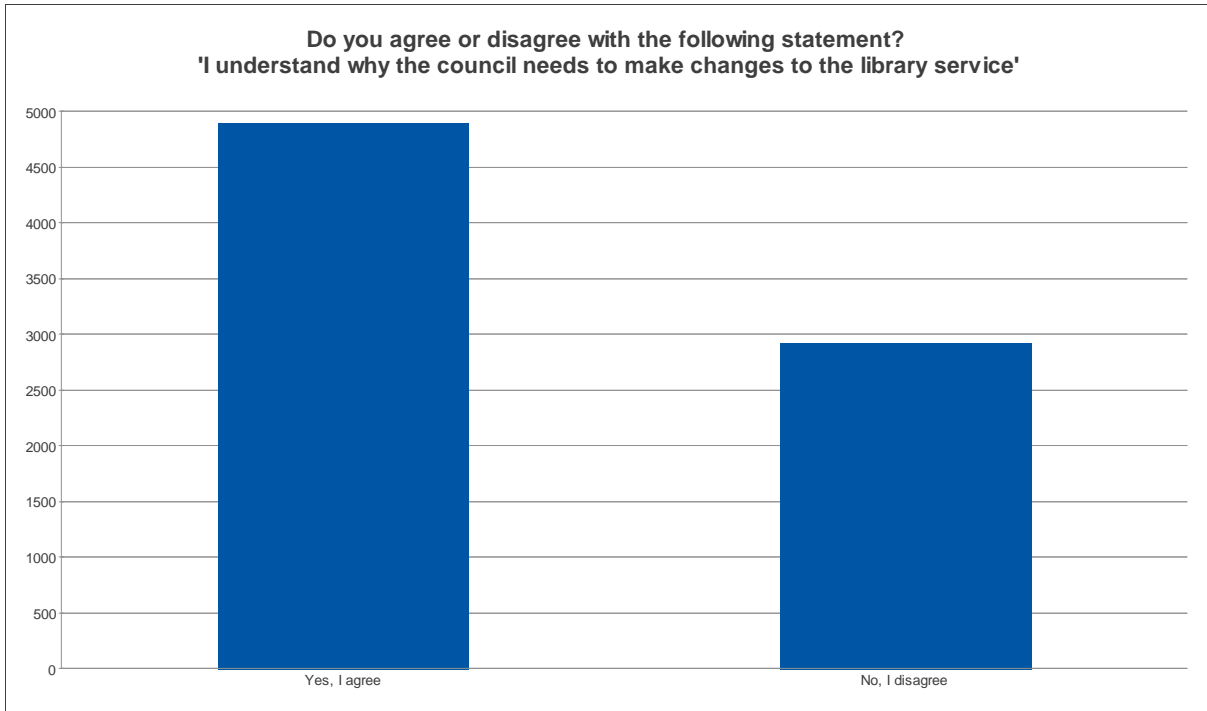
Section 2 – Proposals for future library services (Q11 -20)

5.8 This section began with a brief explanation of the proposals as follows –

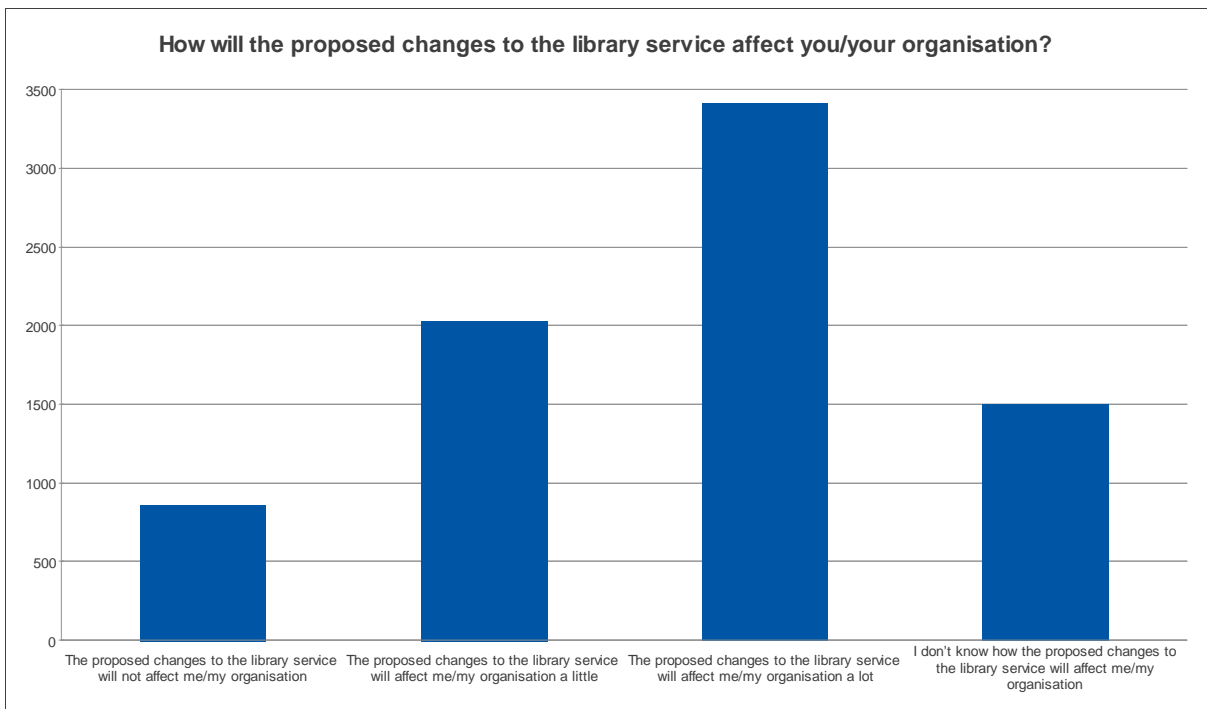
“The loss of funding makes it impossible for the council to staff all libraries, even at a most basic level. Nevertheless, we share the view of many members of the public that as many libraries as possible should remain open.

The library service is proposing to run a core library in each District Council area and provide a member of staff to work with volunteers in a further five of the busiest libraries (hybrid libraries). An additional 20 libraries would need to be community managed.”

5.9 When asked, 63% of responders said they understood why the council needs to make changes to the library service.

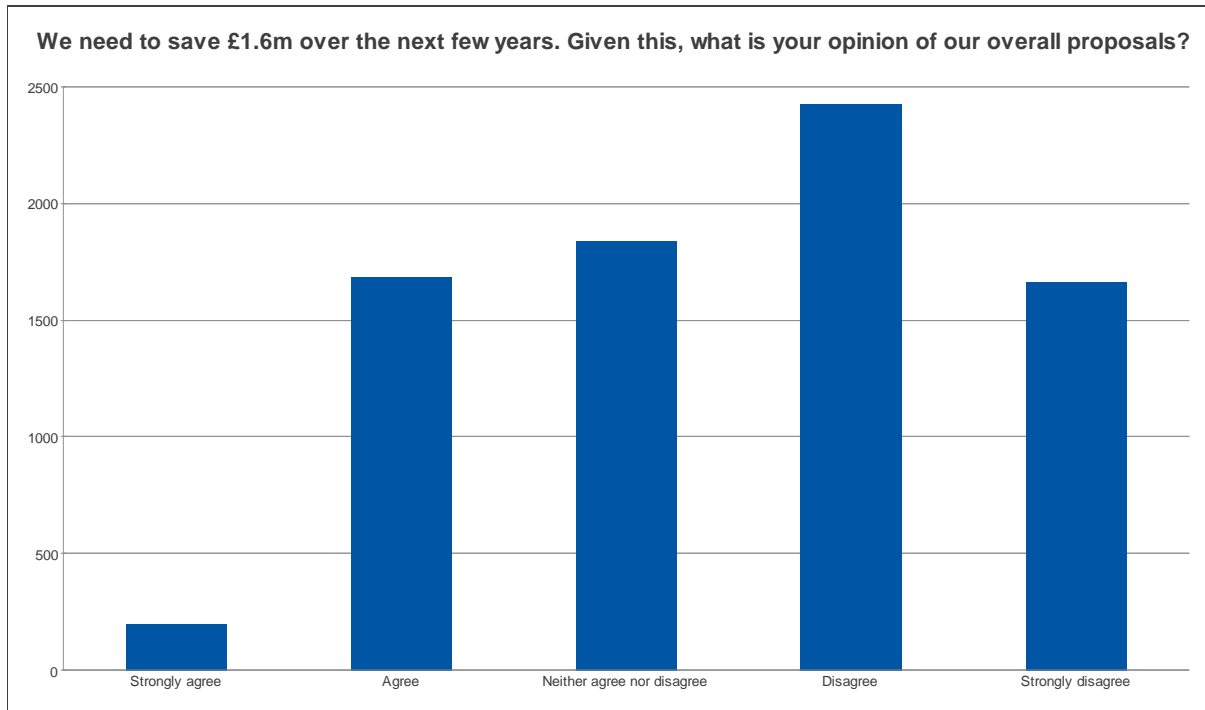


5.10 We also asked people how the proposed changes would affect them.



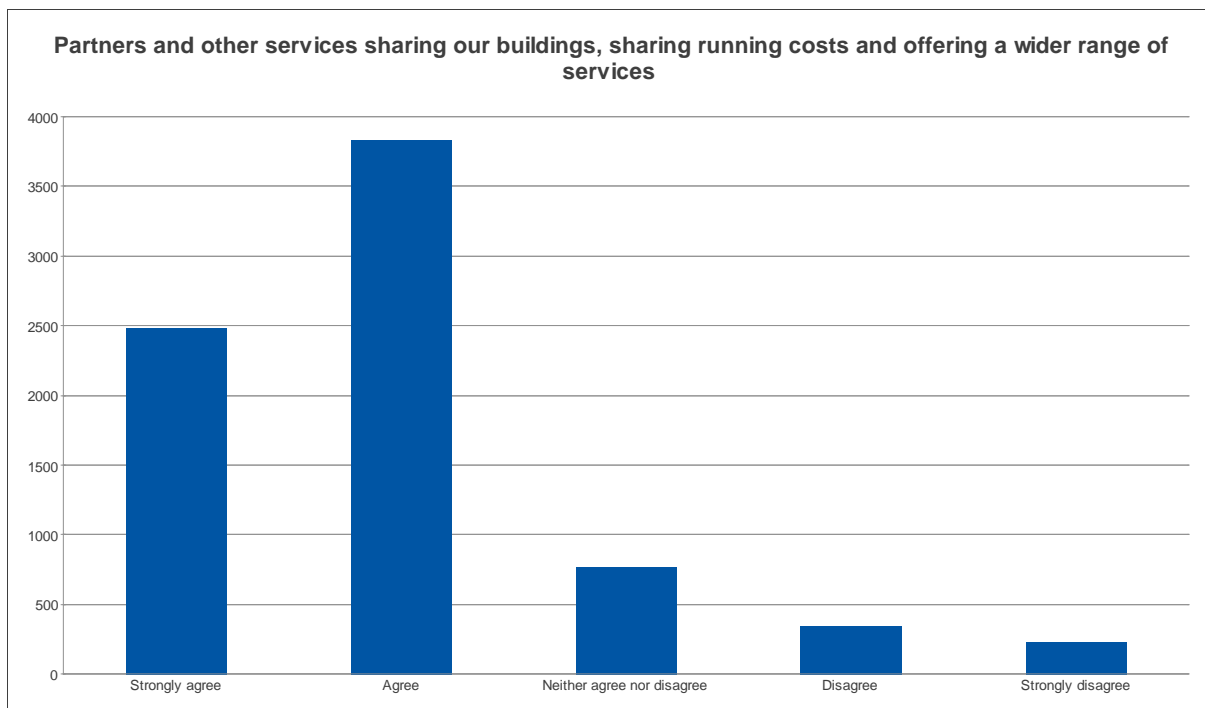
70% of people said they would be affected by the changes - 44% said the proposed changes would affect them a lot and 26% said they would affect them a little. 19% said they didn't know how it would affect them and just 11% said it would not affect them.

5.11 The next question asked what people thought of our overall proposals.

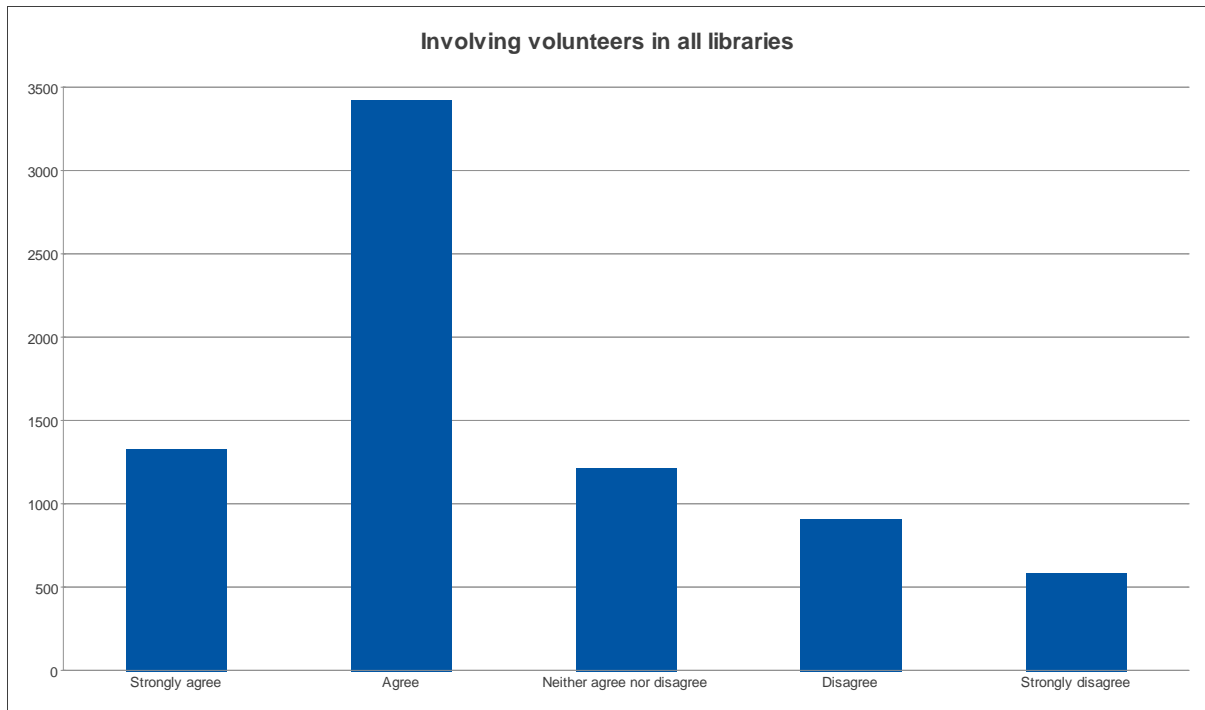


As can be seen above, more people disagreed (53%) with the overall proposals than agreed (24%). 24% neither agreed nor disagreed.

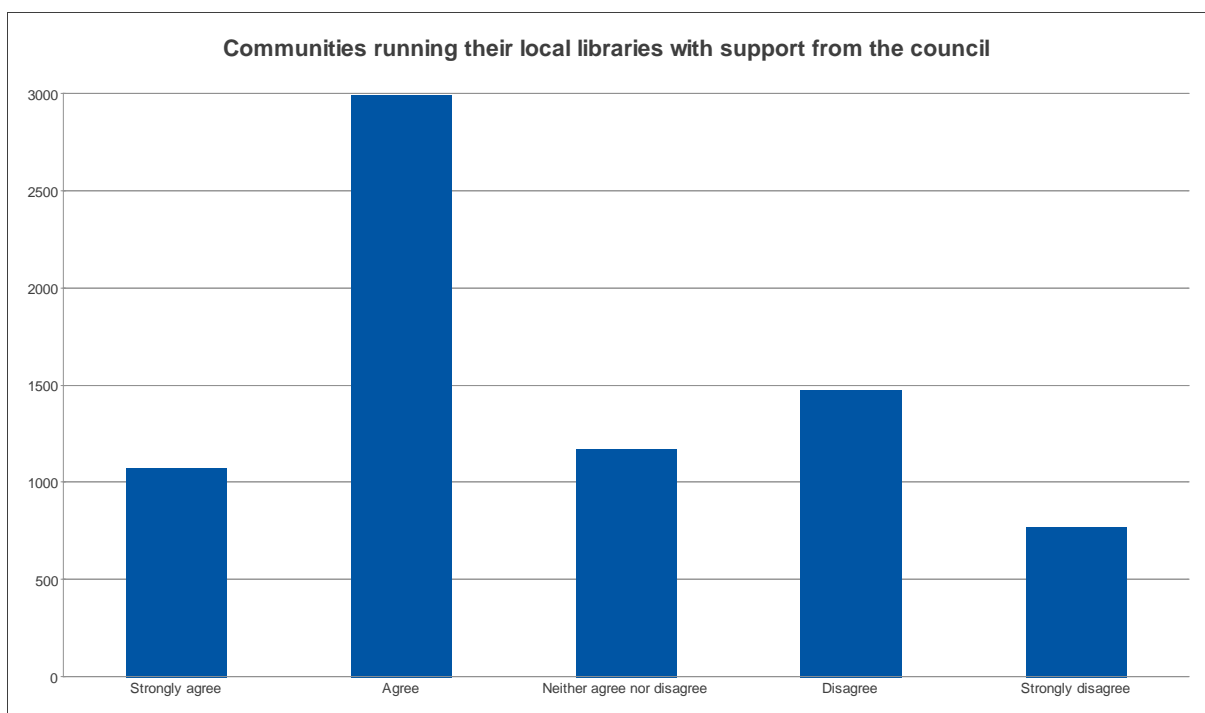
5.12 However, when different elements of the proposals were presented separately, as can be seen below, the responses differed from this overall disagreement with the proposals.



As the chart above shows, there was greatest support (83%) for partners and other services sharing our buildings, sharing running costs and offering a wider range of services, which gives weight to the proposal that libraries become hubs in their communities.



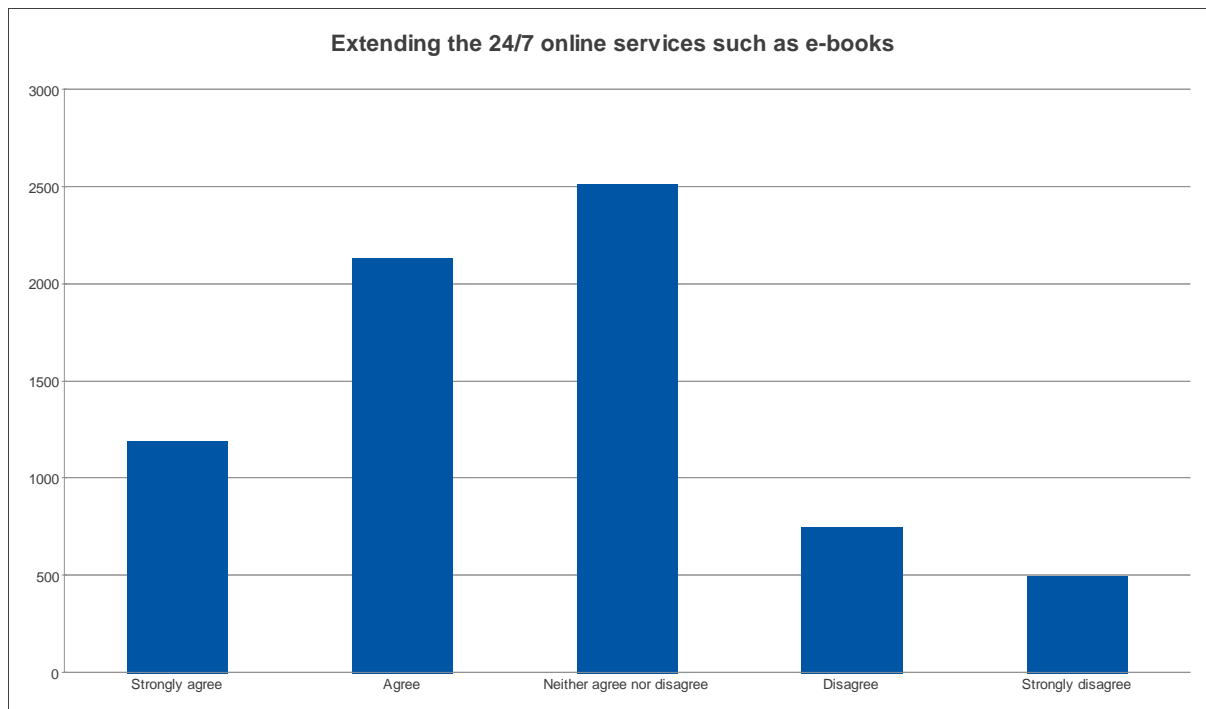
64% of respondents were in favour of involving volunteers in all libraries.



54% of respondents were in favour of communities running their local libraries with support from the council.

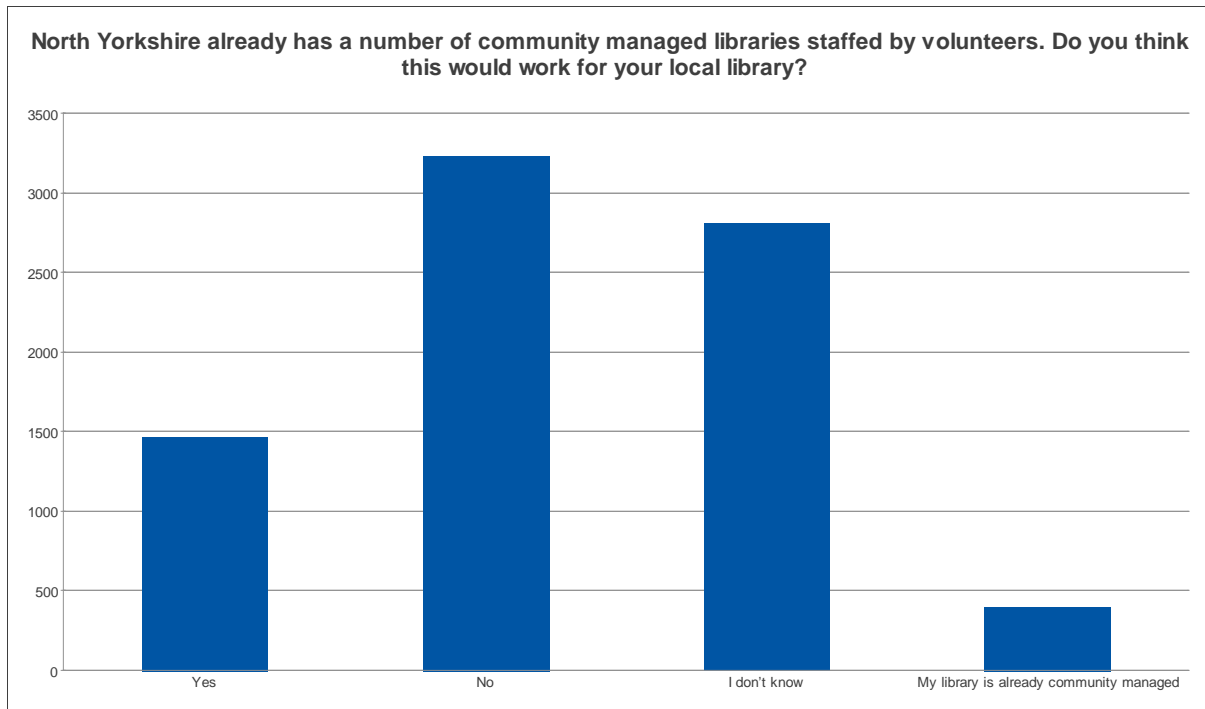
Unsurprisingly, the highest support for this proposal came from the current community libraries.

In all the proposed hybrid libraries fewer people were in favour of communities running their local libraries than were against or neutral.



47% agreed with extending the 24/7 online services such as e-books.

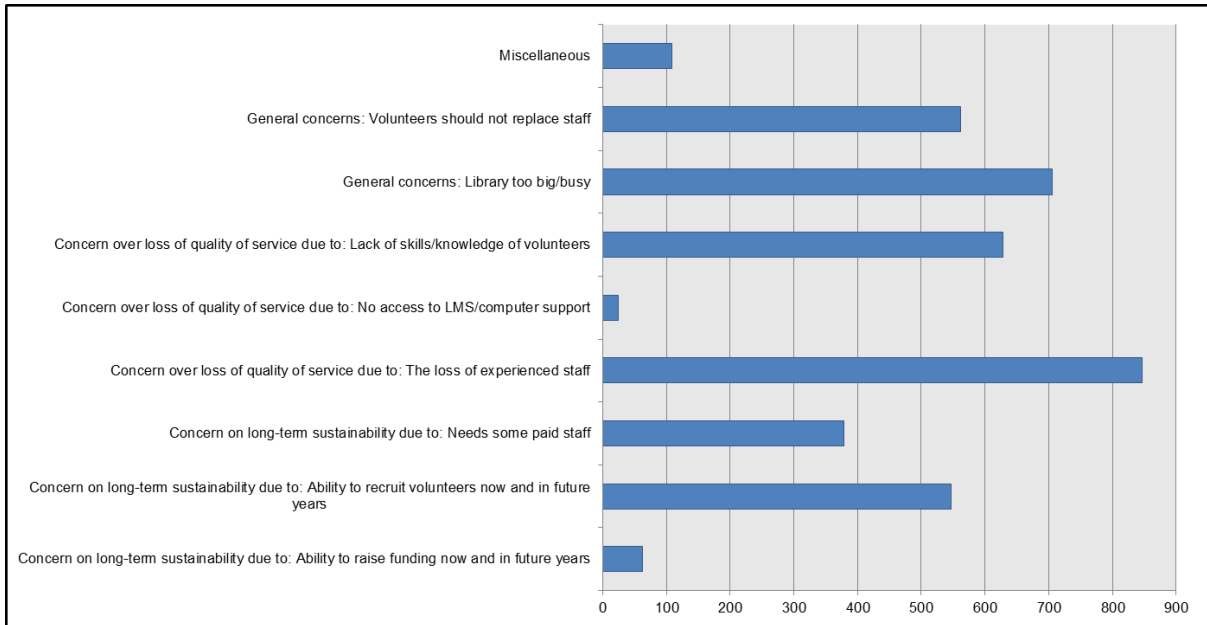
5.13 Question 15 asked if people thought a community managed library staffed by volunteers would work for their local library.



19% of respondents thought a community managed library staffed by volunteers would work for their local library. 41% thought it wouldn't and 36% said they didn't know. Looking at the results for individual libraries, generally there was a degree of uncertainty about whether a community managed library would work or not. A number of respondents thought their library was already community managed.

5.14 The questionnaire asked for reasons where respondents had answered "No" to this question. These responses fell into 3 main areas –

- General concerns, ie the library is too big/busy; and the view that volunteers should not replace staff.
- Concerns about the loss of quality of the service due to the loss of experienced staff; or lack of skills/knowledge of volunteers; or lack of access to the Library Management System.
- Concerns about long-term sustainability due to needing some paid staff; or the ability to recruit volunteers in future years; or the ability to raise funding now and in future years.

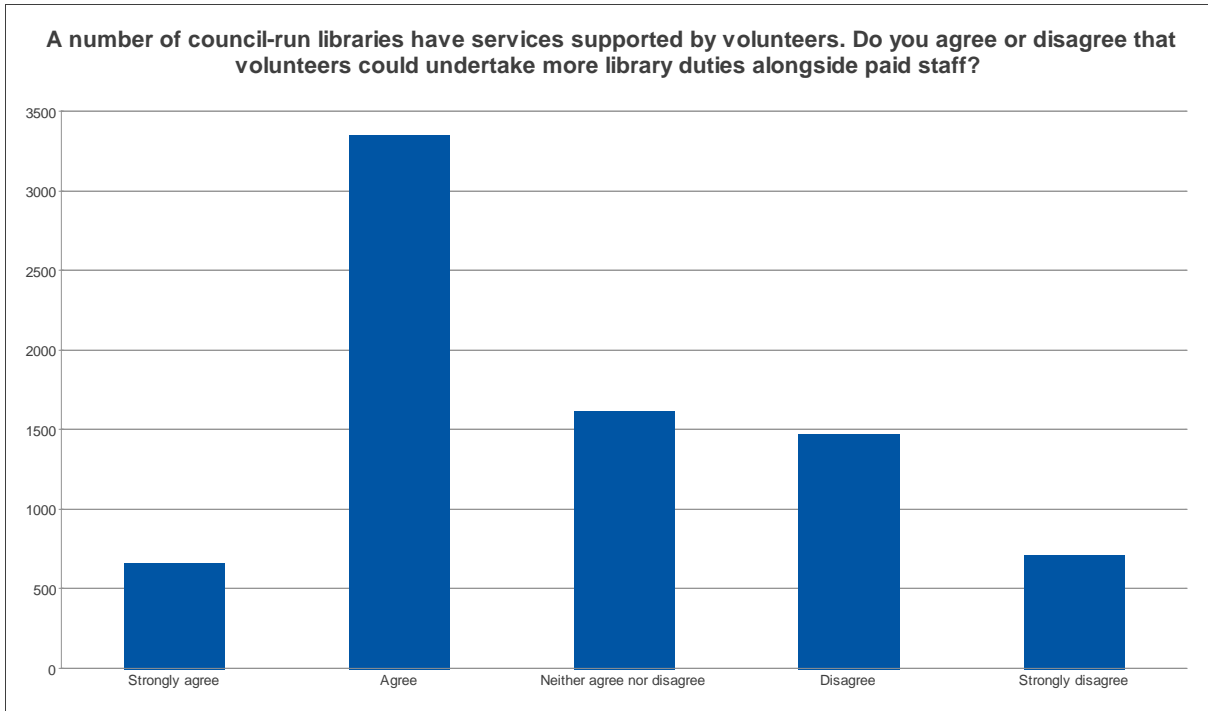


As can be seen from the above, the main reason given was because of the reduction in the quality of the service if there were no experienced staff. Respondents also commented that the service should be run by paid staff, as a matter of principle. There were also concerns about the sustainability of the service without paid staff.

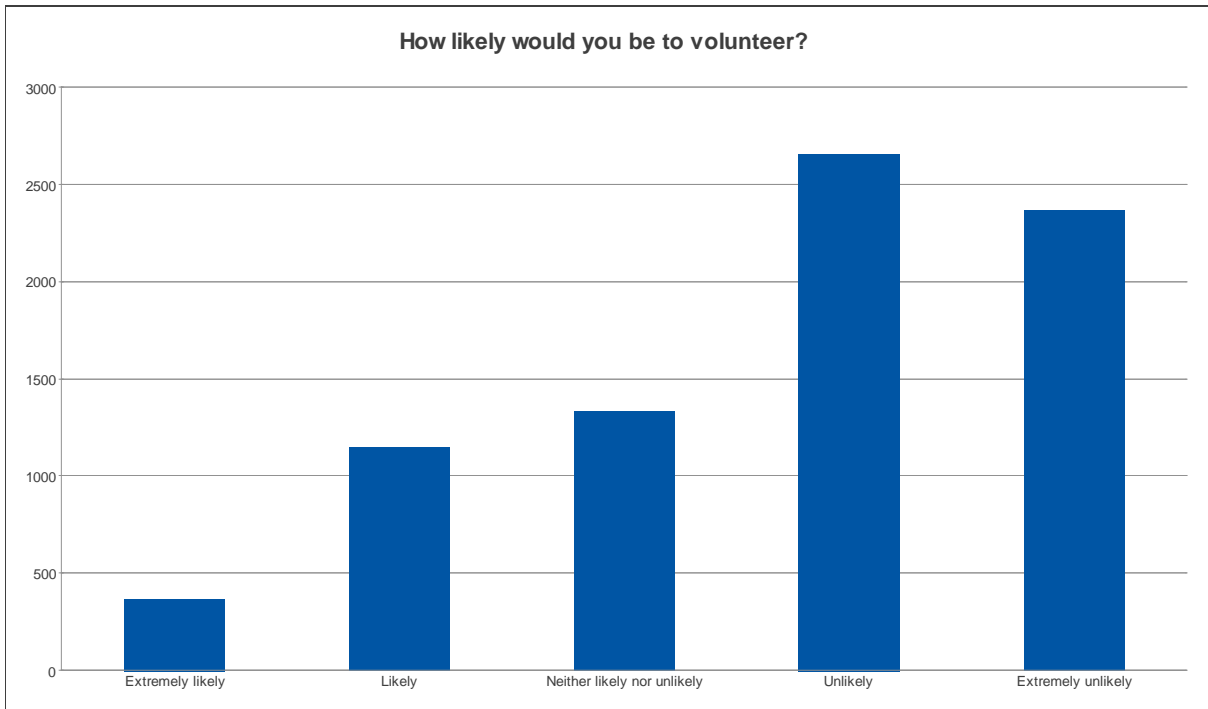
The second highest reason given was that the library was too big and too busy to be run by a community group and volunteers.

The next highest reasons given were again around the quality of a service run by volunteers who don't have the knowledge and experience of paid staff and also the sustainability of a service that relies on volunteers, including concerns that there was insufficient capacity in their local community.

5.15 The next three questions (Q16 – Q18) explored the theme of volunteers in more detail.



In contrast to the responses to question 15, there was more support for volunteers working alongside paid staff, with 51% of people agreeing that volunteers could undertake more library duties alongside paid staff. There was strong support for this in responses from people from all proposed community managed libraries. Proposed core library responses were around 51% in favour and proposed hybrid libraries were slightly lower.



18% of respondents said they would be likely or extremely likely to volunteer. (1,516)

Looking at individual libraries, in the majority of proposed community managed libraries, over 18% of people said they would be likely to volunteer.

12% would be interested in forming a friends or community management group or volunteering and over 800 people have given us their contact details.

We also asked what people would do if their local library closed.

49% would travel further to another library;

48% would use the online library service;

44% would use alternatives to libraries and

63% would stop using libraries

The responses to the above questions from disabled people showed they were less likely to travel further to another library (42%), use the online service (34%), or use alternatives to libraries (40%) and more likely to stop using libraries (69%).

5.16 The last questions in this section explored other options.

Groups or organisations were asked if they would be interested in having a library service occupying space in their premises and 79 said they would. 96 said they would be interested in moving their service or business into an existing library building.

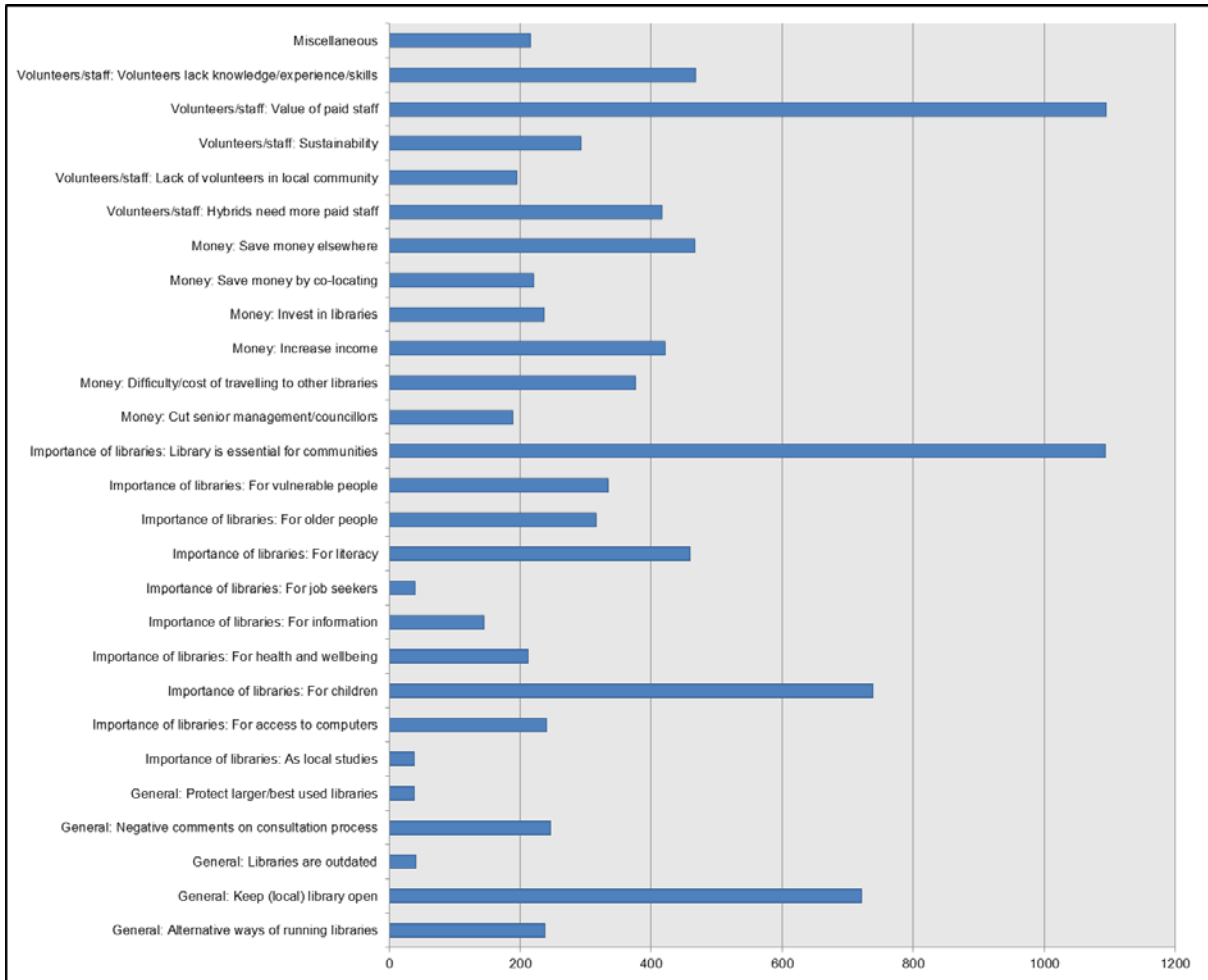
5.17 The final question in this section gave people the opportunity to make comments or suggestions. The responses fell into 3 main areas (areas with highest numbers of comments in brackets):-

- **Comments related to money** including
 - Requests that the money is saved elsewhere rather than in libraries; (467 comments)
 - Suggestions of different ways libraries could make money or save money eg charging for books/membership, hiring out library space or equipment or sharing premises; (422 comments)
 - Suggestions that more money should be put into libraries by putting up council tax to increase opening hours and the range of services on offer
 - The cost or difficulty of travelling to another library including for rural communities

- **Comments about volunteers/staff** including
 - The value of paid staff and that they should not be replaced by volunteers (1,100 comments)
 - The need for staff in all libraries (417 comments)
 - The lack of volunteers in local communities
 - Volunteers lacking the knowledge, skills and experience that staff have and the need for training and support for volunteers (468 comments)

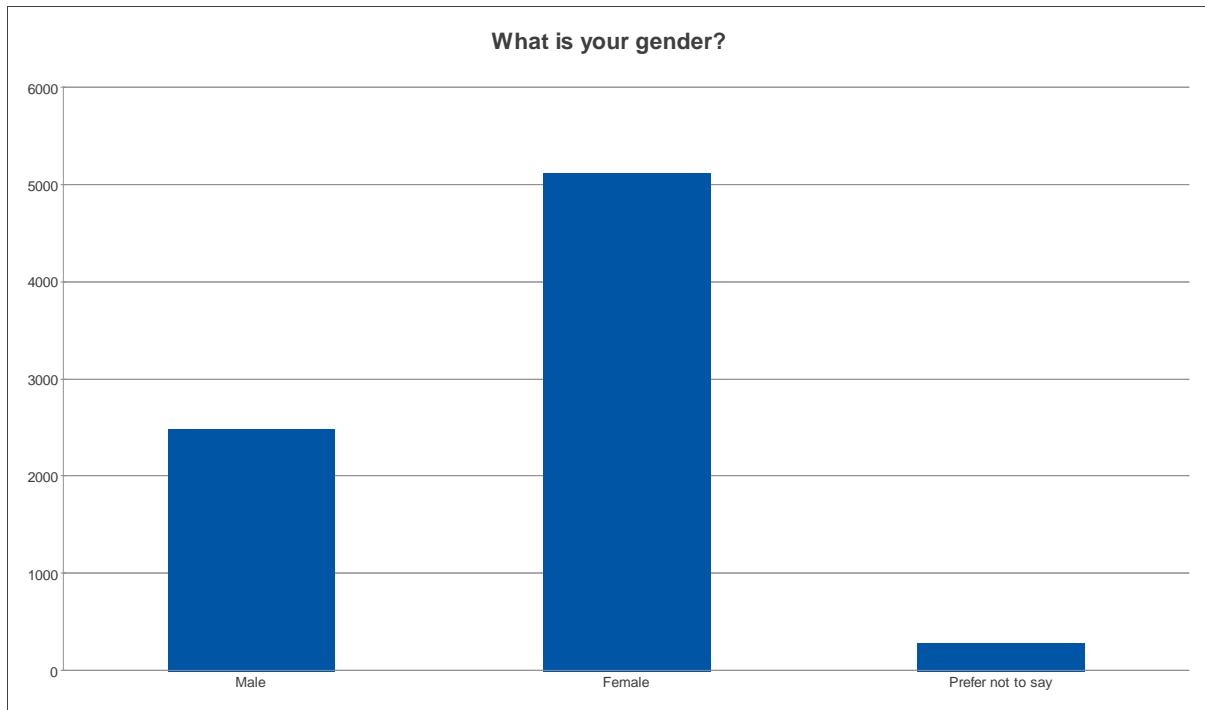
- The sustainability of libraries without paid staff and the costs for community groups
- **Comments about the importance of libraries** including
 - For different groups, eg children, older people, disabled people, or on low incomes/seeking work; (738 comments re children)
 - For health and wellbeing
 - For literacy (459 comments)
 - For information and face to face service
 - As local studies repositories
 - For access to computers and assistance with this
 - The library is essential for local communities as a community hub/community asset/safe place etc (1,100 comments)
- **General comments** including
 - Keep the local library open, once closed there is no going back (721 comments)
 - Negative comments on the consultation process, including that the consultation is flawed or unfair or the outcome has already been decided
 - Larger/best used libraries should be protected
 - Libraries are outdated or not needed as much as other services
 - Suggestions of different ways of running libraries including privatising or outsourcing, using more volunteers, using apprentices, staffing smaller libraries etc

The chart below illustrates the comments

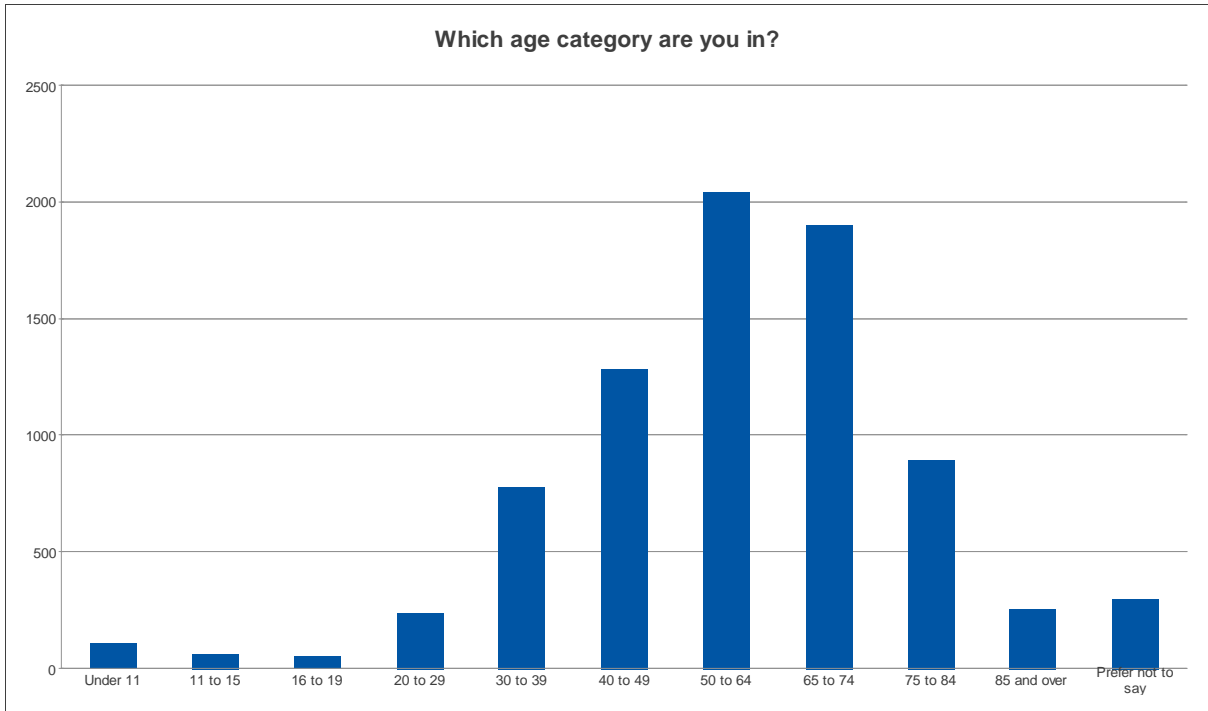


Section 3 asked people to tell us about themselves

5.18 Gender - As can be seen from the chart below, more responses came from women (65%) than from men (31%). This reflects the usage of the library service.

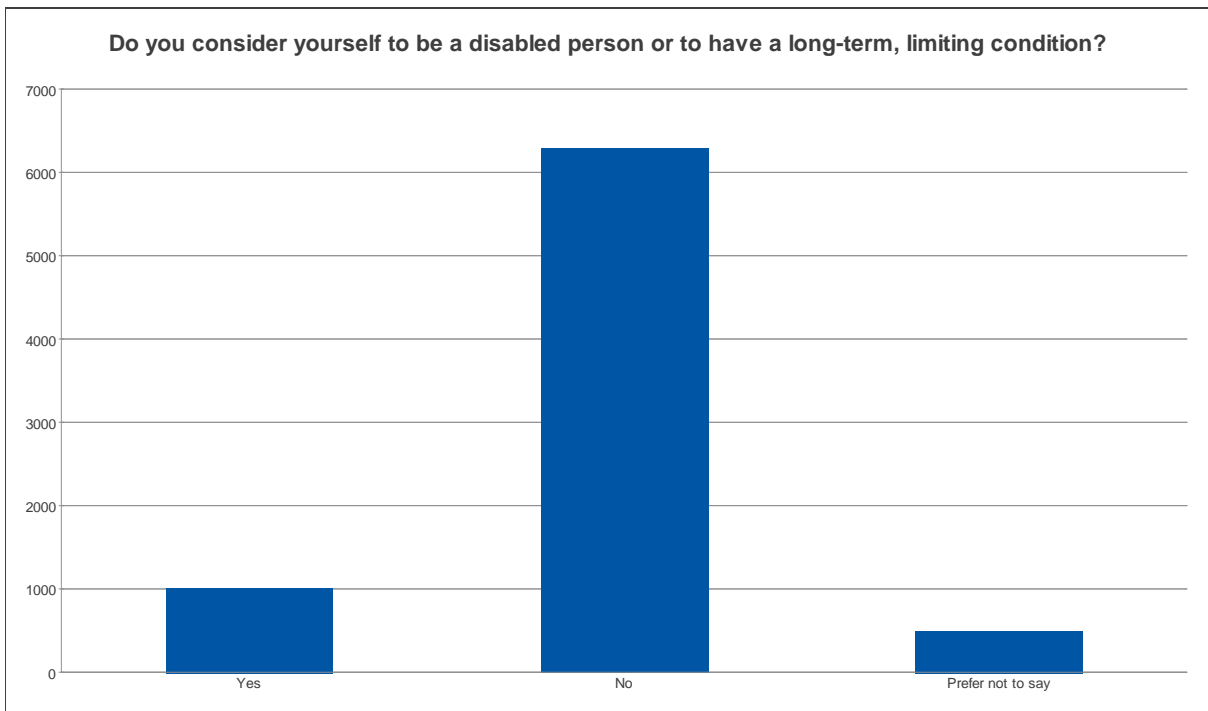


Age - The greatest number of responses came from the over 50s (68%). At a number of libraries children wrote letters or filled in slips to tell us why they like the library. The most frequent comments they made were about the library being a safe place to go, staff knowing them and being helpful with homework; the choice of books, and liking the Summer Reading Challenge and other children's activities that the library runs. Several also commented on the importance of libraries as somewhere for older people go.

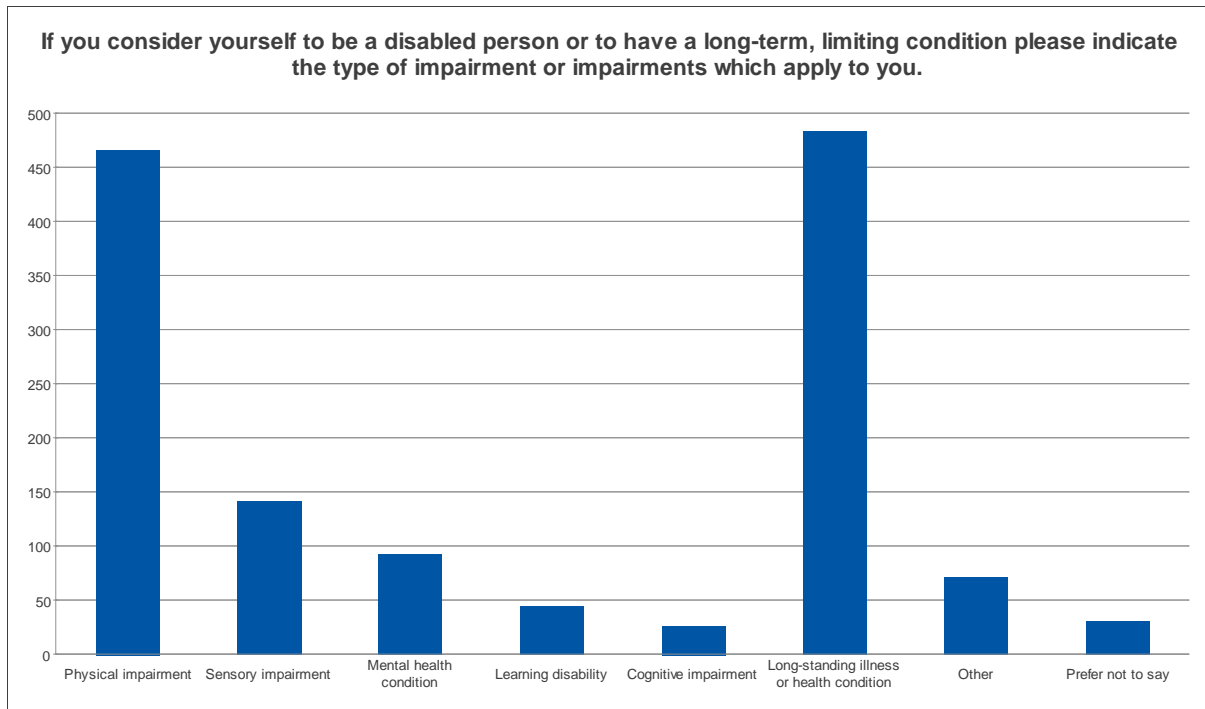


Ethnicity – 91% of people said they were white, 1.6% said they were from a different ethnic group and 7.3% preferred not to say.

Disability – 13% of respondents considered themselves to be disabled or to have a long-term, limiting condition. Eastfield, Filey and Selby had the highest proportions of people who considered themselves disabled.



Most of those who answered “Yes” to the disability question either said they had a physical impairment or long-standing illness or health condition.



6.0 Analysis of the Easy read questionnaires

145 people completed easy read questionnaires. (See Annex 10 for a breakdown of the responses)

74% were library users and 6% were home library users.

People were asked if they agreed that the Council needs to make changes to the library service. 48% said they disagreed and 31% agreed.

62% of respondents said the changes would affect them or affect them a lot.

There was a lot of uncertainty about whether our overall plan would save the £1.6million, with 59% saying they did not know.

73% agreed with sharing library buildings with other services.

58% agreed with asking communities to run libraries with our help.

62% agreed with asking volunteers to help at all our libraries.

41% agreed with us offering more internet services like e-books (32% disagreed)

25% thought libraries run by volunteers would work for their library (37% disagreed)

19% would volunteer.

If their local library closed, 49% said they would travel further to another library; 31% said they would use the online library service; 49% said they would use other things instead, and 36% said it wouldn't affect them if the library closed.

The majority of people walk (59%) or go by car (28%) to get to the library. 71% can get to the library in less than 15 minutes and 97% get there in less than 30 minutes.

The morning is the most popular time of day to go (53%), closely followed by the afternoon (39%).

92% of respondents use libraries monthly or more frequently.

80% of people said they used libraries for books; 32% go for information; 31% to meet friends; 28% for information about where they live; 28% for computers or the internet; 23% for CDs/DVDs; 24% for events and 24% for newspapers and magazines.

The most popular on-line services provided by the library are online reference (33%); access to research (29%); the renew/reserve facility (17%); e-books (15%); and the online catalogue (14%). 21% said they did not use any online services and 20% do not have access to the internet.

Gender - More women (64%) responded than men (36%).

Age – 77% were over 50.

Ethnicity - 93% of people said they were white, 3% said they were from a different ethnic group and 4% preferred not to say.

Disability – 36% of respondents to this easy read questionnaire considered themselves to be disabled or to have a long-term, limiting condition.

Overall, the responses to the easy read questionnaire were very similar to the responses to the questionnaire filled in by the majority of respondents.

7.0 Other responses to the consultation

7.1 Petitions

6 petitions ran during the consultation:-

- **Save North Yorkshire's Libraries**
Signatories - 2,433
- **Calling for Stokesley Library to remain within County provision and not be a community library and instead be a hybrid model library**
Signatories – 2,047

- **Against the changes/cut backs and proposed cut back of professional staff at Whitby Library**
Signatories - 1,677
- **Save Knaresborough Library**
Signatories – 2,035
- **Protest at the imminent dismissal of the Settle Library staff and request that the County Council retain the present staffing levels at the new library at Limestone View**
Signatories - 146
- **Starbeck Library: I strongly object to Starbeck Library being downgraded to a library run only by volunteers with the local community having to raise running costs. I would like Starbeck Library to remain as a library funded by the County and retaining its experienced staff**
Signatories - 444

7.2 The Stokesley, Whitby and Knaresborough petitions had sufficient signatures to trigger a debate at the relevant Area Committee. See attached Annex 12 for the draft minutes from these debates.

7.3 Settle and Stokesley petitions gave people the chance to add comments. The main themes of these were the importance of libraries for communities, and for different groups of people, especially children but also for older people and vulnerable people; the importance of libraries for literacy, information and access to computers; the value of paid staff and requests to keep the local library open. The Stokesley campaign also had pre-printed slips with sentences people could tick if they agreed with them. 509 people ticked 'It needs to have a secure future. An all-volunteer service puts the library at risk' and 490 people ticked 'It is unfair to treat different towns in different ways. We all contribute equally to the cost of the service'

7.4 Two further petitions (for Bedale and Eastfield, with 2,314 and 88 signatures respectively) were received nearly 3 months after the end of the consultation period. The Bedale petition triggered a debate at the Hambleton Area Committee.

8.0 Correspondence

8.1 As well as the questionnaires, letters and emails were received from 192 people. Some letters came via their local MP. Similar comments were made to the ones made in the questionnaires, with a number of people taking the opportunity to expand on what they had said in the questionnaire and to ask specific questions. The main themes from correspondence were the importance of libraries for children, the value of paid staff, the importance of libraries for literacy, concerns that volunteers should not replace staff and the importance of libraries for local communities.

9.0 Meetings

9.1 During the consultation there were a number of opportunities for the public to attend information drop in sessions and meetings across the county. (See Annex 7 for details of all the face to face events) Representatives of the Stronger Communities team attended all meetings and the majority of drop-in information sessions along with a senior member of the library team. It is estimated that overall these face to face events were attended by upwards of 2,500 people.

9.2 Presentations were made at each of the 7 Area Committees and at public meetings arranged by local Members or Parish/town councils in Bedale, Filey, Helmsley, Kirkbymoorside, Knaresborough, Norton, Sherburn and Stokesley. Presentations were also made to Bentham TC, Crosshills PC, Easingwold TC, Easingwold and Villages Forum, Filey TC, Helmsley TC, Norton TC, Pickering TC, Richmond TC, Skipton TC, Stokesley TC, Tadcaster Community Engagement Forum and to the North Yorkshire Forum for Older People, the Learning Disability, and Physical and Sensory Impairment Partnership Boards and representatives attended the Youth Voice Summit.

9.3 The comments made at meetings echoed many of the comments in the questionnaires, with key themes being the importance of the local library for the community, the value of paid staff and concern about the sustainability of a service run solely by volunteers. There were comments about the value of libraries as places to meet and the impact on vulnerable people in terms of social isolation, and inability to look for jobs if there were no access to computers locally. There were specific questions about the costs for community groups and both concerns about this, and ideas suggested of ways for groups to generate income by turning the library into a community hub hosting a range of services. Library staff and their expertise were praised and there were requests for more libraries to be hybrid libraries; for more staff in proposed hybrid libraries and for there to be staff in all libraries. Peripatetic staff covering several libraries were also suggested. Concern about the availability of volunteers and the need to expand the volunteer base beyond the retired population was stressed in a number of places and linking up with schools suggested.

Annexes

Annex 1	Consultation document
Annex 2	Consultation questionnaire/response form
Annex 3	Easy read consultation document
Annex 4	Easy read questionnaire/response form
Annex 5	Frequently Asked Questions
Annex 6	Library Information Fact Sheets
Annex 7	List of Face to Face Events
Annex 8	Consultation Responses - Overview Report

- Annex 9** Consultation Responses - Individual Library Reports
- Annex 10** Consultation Responses – Easy Read Overview Report
- Annex 11** Petitions summary
- Annex 12** Extracts from minutes of Area Committees that considered petitions

Extract from the draft Minutes of the meeting of the County Committee for Hambleton held on 9 March 2015

67. Petition - Stokesley Library

Considered -

The report of the Assistant Chief Executive (Legal and Democratic Services) inviting the Area Committee to hear from the organiser of a petition, campaigning against proposals for Stokesley Library to become a community library run by volunteers with no professional library staff.

The petition contained 2,047 signatures and called for Stokesley Library to remain within county provision and be a hybrid model library which meant that the County Council would continue to fund the cost of the premises and one paid member of staff.

The petition was in response to a consultation on proposals to change the existing library service arising from cuts totalling £1.6m to the County Council's library budget.

The petition organised by Eileen Driver a resident of Stokesley on behalf of the Save Stokesley Library Campaign Group was referred to the Area Committee for debate in accordance with the County Council's Petition Scheme.

The Area Committee was advised that following publication of the agenda papers a request for the petition to be presented by another member of the campaign group had been received and granted.

Mr A Dick a resident of Stokesley on behalf of the Save Stokesley Library Campaign Group addressed the area committee. Mr Dick outlined why the petitioners did not think it was a sustainable viable option for Stokesley library to be run solely on a voluntary basis. He described the adverse impact closure of the library would have on the local community and called for the County Council to reconsider its proposals and make Stokesley a hybrid model library. The work needed to run and manage a community library had he said been underestimated and he pointed out that a group of volunteers willing to take on the responsibility of a community managed library had yet to come forward. A full copy of the statement read out by Mr Dick is in the Minute Book.

In response Julie Blaisdale, Assistant Director – Library and Community Services addressed the meeting. She said the enormous number of responses the consultation had attracted (in excess of 8,000) which included similar petitions for other libraries in the county reflected the intrinsic value with which libraries were held by their communities. She said that the public consultation had now closed and officers were in the process of going through the responses received. A report making final recommendations would be referred to the County Council's Executive committee at its meeting on 7 July 2015. She said the County Council wanted to ensure there was a 'level playing field' amongst libraries and in recognition of the relatively high building costs at Stokesley was looking to provide support in this regard. She emphasised the success of the community model in other parts of the county and gave assurances that the petition would be given serious consideration.

Members debated the petition and commented as follows:-

- That it would be wrong to pre-determine the outcome of the consultation
- That other libraries in Hambleton district and the remainder of the County were in the same position as Stokesley and it would therefore be unfair to give priority to Stokesley
- That the criteria for determining library status should be reviewed in order to make it fairer for all communities
- That the community model at Great Ayton despite initial objections had proved to be successful. Sufficient numbers of volunteers had come forward, funds had been raised by the parish council setting a precept and the library was now open for longer hours than it had been when under County provision.
- Contested the view that Stokesley was comparable to Great Ayton. As a market town Stokesley it was bigger and its population included a high percentage of older people.
- That volunteers were unable to access the library information service which made day to day operation of the service difficult

In summing up the debate County Council Leader John Weighell told the meeting that they had to consider what was fair for all communities in North Yorkshire. He proposed and it was seconded by County Councillor Peter Sowray that although the library consultation had closed on 8 February 2015 the petition for Stokesley library should nevertheless be referred as evidence. Julie Blaisdale confirmed that in view of the fact that the consultation responses were still in the process of being analysed she was happy to accept the petition as further evidence. Members voted in favour of this proposal

Resolved -

That the petition for Stokesley Library be submitted as evidence as part of the library consultation which ended on 8 February 2015

Extract from the draft Minutes of the meeting of the County Area Committee for the Harrogate District held on 12 March 2015

79. Petition - 'Help Knaresborough Library'

Considered -

The report of the Assistant Chief Executive (Legal and Democratic Services) inviting the Area Committee to hear from the organiser of a petition, campaigning against proposals to reduce the number of paid professional library staff at Knaresborough library.

The petition was in response to a consultation on proposals to restructure the existing library service arising from cuts totalling £1.6m to the County Council's library budget.

The petition contained 2,035 signatures and called for Knaresborough Library to have three full-time professional staff plus volunteers to work in the library. The Petition claimed that volunteers would not be able to run Knaresborough Library with only one member of staff.

The petition, organised by Ms Sonia Starbuck a resident of Knaresborough was referred to the Area Committee for debate in accordance with the County Council's Petition Scheme.

Ms Sonia Starbuck addressed the area committee and outlined the reasons why petitioners had objected to the proposals. Whilst accepting the need to make savings, the proposals for Knaresborough library were she said unrealistic and put at risk the future viability and sustainability of the library. The plans to reduce the number of paid professional library staff from five to just one were too radical. The criteria used to determine library status was based on geography and she contended that it would have been fairer to also include usage. Evidence showed that Knaresborough library was much busier than some of the other libraries identified for hybrid status. She pointed out that several new large housing developments were already underway in the locality and that this in time would lead to increased numbers of people wanting to use the library.

In response Julie Blaisdale, Assistant Director – Library and Community Services addressed the meeting. She said the enormous number of responses the consultation had attracted (in excess of 8,000) which included petitions for other libraries in the county reflected the intrinsic value with which libraries were held by their communities. She said that the public consultation had now closed and officers were in the process of going through the responses received. A report making final recommendations would be referred to the County Council's Executive committee at its meeting on 7 July 2015. She said legislation required there to be a core library in each of the seven districts in the County. Unlike other districts two libraries had been awarded hybrid status in Harrogate namely Ripon and Knaresborough on account of how busy they both were. She stressed that the model for hybrid libraries was not restricted to having only one member of staff but a ratio of 25% paid and 75% volunteers in terms of opening hours. It was fair to say however that the role of paid staff was about to change and would in the future be very different from what they did currently. She concluded by encouraging people to come forward to act as volunteers.

A Member expressed concern that that response to the Petition given at the meeting suggested that the consultation was not open to alternative solutions being found and that it had already been decided to implement what had been put forward. It was also highlighted that the issues raised in the petition were equally applicable to Ripon library and that unlike hybrid libraries, community managed libraries faced the very difficult task of raising on an annual basis their own running costs. In the case of Boroughbridge this together with the age of the volunteers involved meant there was a real possibility the library would close in the next couple of years. Opposition was also voiced that this would lead to Council Tax Payers receiving a different level of service dependent upon where in the district they lived. On a more positive note Members acknowledged that the benefits of co-location of services in other buildings and with partners had yet to be fully explored and offered potential to achieve big savings.

In summing up the debate the Chairman said the petition raised some important issues and congratulated the organisers of the petition on their efforts. He suggested that although the library consultation had closed on 8 February 2015 the petition for Knaresborough library should nevertheless be referred as evidence. Julie Blaisdale confirmed that in view of the fact that the consultation responses were still in the process of being analysed she was happy to accept the petition as further evidence. Members voted in favour of this proposal

Resolved -

That the Area Committee recognises the concerns raised and congratulates the organisers of petition for Knaresborough Library on their efforts.

That the petition is accepted and is submitted by way of evidence to the consultation on the library service.

That the Corporate & Partnerships Overview & Scrutiny Committee is requested to consider the points raised and recorded in the minutes above when making recommendations to the Executive in July 2015.

Extract from the draft Minutes of the meeting Yorkshire Coast and Moors County Area Committee held on 25 March 2015

77. Petition – Against the changes/cut backs and proposed cut back of professional staff at Whitby Library

Considered -

The report of the Assistant Chief Executive – Legal and Democratic Services to invite the Area Committee to hear from a representative of the organisers of this petition, debate the petition and agree an appropriate course of action.

Mr John Dean addressed the Area Committee in support of the petition, he spoke on behalf of Mrs Cath Chadwick who had been unable to attend. He explained that such was the strength of feeling in Whitby that two petitions had been generated one relating purely to Whitby Library and the second a significant contribution towards the countywide Save our Libraries petition. He articulated his concerns that if a library closes, staff can lose their jobs and he cited his knowledge of this from experiences in Leeds. He felt very strongly that any community loses when a library closes. He noted that this can lead to older people feeling isolated, and younger children can be less prepared for school as a result. Similarly students can find themselves without a place in which to study. In short all lose if a library closes. Turning specifically to the County Council's proposals, he noted that the sweeping cuts proposed across the county area would have an impact upon Whitby as a consequence of the hybrid proposal. He spoke of the inherent differences and unique characteristics of communities, and the challenges to be faced in understanding different levels of provision. He felt that to fully understand them and take them on, a community needed a retired 'captain of industry' in their midst. He also expressed concerns about losing volunteers as people retire and move to different areas; he felt that the volunteer model could not always be sustained. Equally volunteers were not librarians and libraries were not simply rooms with books. He expressed concern regarding the inequitable spread of resources across communities and asked Members to think very hard about the issue.

Members commented as follows:

- ◆ A local Member supported the petitioners in their action and agreed it was important to recognise the needs of Whitby. Reference was made to the 1964 Act and the duty to provide a comprehensive service - it was accepted that a balance had to be achieved and that one size would not fit all.
- ◆ There was agreement that the issue concerned everyone and that all had different needs. It was noted that there was considerable development underway in Scarborough which would be on-going for four years, and it was felt that services needed to be shaped for the future in recognition of this. Whilst general support for the petition was noted, it was felt there was a long way to go in terms of resolving the overall debate.
- ◆ The importance of initiatives such as Extra Care in helping re-position library provision was noted. It was felt that a true consultation exercise had been undertaken, and time was now being taken to analyse the feedback received, and the results would come to the Executive in due course. With changes not being implemented until 2017, this provided a very long lead time and

hopefully an agreeable course of action could be negotiated in the intervening period.

- ◆ Sympathy for the petitioners cause was expressed and it was acknowledged that it was important to hear these views and seek to keep the risk of closure at bay.
- ◆ With so many County Council libraries in existence it was accepted that change was inevitable, and that libraries must further evolve and become community hubs to be sustainable in the longer term. It was recognised that areas such as Eastfield had pockets of deprivation, and the use of libraries was particularly important to those households who may need to use the library to gain access to the internet. Whilst the library facilities may endure in the longer term it was accepted that this would undoubtedly be in a very different format.
- ◆ It was noted that this was a relatively early stage in the debate and that there was much ground to cover to reach a final conclusion regarding proposals. Libraries such as Whitby were extremely busy and has good footfall, therefore proposal to go down to one paid member of staff plus a limited volunteer pool is a concern.
- ◆ It was accepted that common themes were emerging in all the library debates and the concerns of the public were acknowledged. Whilst the consultation process has been well run there was no getting away from the fact that hard decisions needed to be taken and a sustainable solution must be found.
- ◆ It was suggested that there should be liaison with Stronger Communities in addressing the volunteer question.
- ◆ It was felt that it would be a huge loss if Whitby Library were to operate on a reduced service or worse still if it closed.
- ◆ It was also highlighted that pockets of deprivation arose in some of the most rural areas and not just on housing estates.
- ◆ The initial results of the consultation showed the high regard in which the Library Service was held and every effort should be made to seek to save libraries.
- ◆ It was recognised that Whitby Library served a very wide area and concern was expressed how this would be managed if resources were reduced.
- ◆ It was noted that the County Council had had to save many millions of pounds since 2011 – these cuts, which when completed, will amount to almost a third of the County Council's overall budget. This has necessitated changes to many services with very severe cuts being made to many budget areas. These cuts were very real and it was noted that they will significantly change the way in which Local Government works forever. This was not just about libraries but many other services.

Responding Julie Blaisdale, Assistant Director - Library, Customer and Community Services commented that she was gratified by the comments made and very pleased to hear that the Service was held in such high regard. She commented that 8,300

individual responses had been received to the consultation which had ended on 8 February 2015. She noted that discussions were on-going with communities and the results of these were being added into the evidence already gathered from the consultation. She explained that report on the feedback would go to the Corporate and Partnerships Overview and Scrutiny on 5 June and then onto the Executive on 7 July 2015. She stressed that the Library Service had to contribute to the savings targets of the County Council, they were not exempt from the process. She highlighted the fact that some new libraries were being created for example the facility at Extra Care in Settle and also Thirsk. Julie Blaisdale recognised the concerns expressed regarding volunteer fatigue and accepted the need for more creative solutions. She cited the example of learning and work experience placements for young people which had borne fruit. She accepted that that particular model might not work for the Scarborough area, and that locality by locality tailored solutions were needed. Julie Blaisdale was pleased to report that 20% of the responders to the consultation had said they would be prepared to volunteer. This represented some 1,500, which was a significant number. She felt that people were passionate in their wish to support this much loved service. She explained there was a need to look at what paid staff do and those things that others might be able to do, to free up some of the resources of the paid staff. She also spoke of WiFi enabled libraries - an issue that was currently under investigation and added that the County Council was always looking for other such opportunities. In response to a question regarding guarantees concerning paid jobs Julie Blaisdale restated that roles were being reviewed and added that there was a long lead time before the changes took effect. A long lead time was helpful in seeking resolution through natural movement, as people often find alternative employment in the intervening time. There was experience of this from the last round of library changes and the numbers of people who were displaced was therefore minimised.

Resolved -

That the Area Committee noted the report and the timetabling of consideration of the results of the library consultation at Corporate and Partnerships Overview and Scrutiny Committee on 5 June 2015 and the Executive on 7 July 2015.



Equality Impact Assessment (EIA): evidencing paying due regard to protected characteristics

Updated following Consultation on proposed Library Service Changes 2014/15

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۔



Equality Impact Assessments (EIAs) are public documents. EIAs accompanying reports going to County Councillors for decisions are published with the committee papers on our website and are available in hard copy at the relevant meeting. To help people to find completed EIAs we also publish them in the Equality and Diversity section of our website. This will help people to see for themselves how we have paid due regard in order to meet statutory requirements.

Name of Directorate and Service Area	Central Services – Library, Customer and Community Services
Lead Officer and contact details	Chrys Mellor – 01609 533800
Names and roles of other people involved in carrying out the EIA	Juliet Pudney, Change and Outcomes Manager; Nigel Prince, Team Leader; Karen Atkinson, Team Leader.
How will you pay due regard? e.g. working group, individual officer	Through the work of the working group above and that of the library senior management team.
When did the due regard process start?	At the outset of discussions about future savings in September 2013.
Sign off by Assistant Director (or equivalent) and date	

Section 1. Please describe briefly what this EIA is about. (e.g. are you starting a new service, changing how you do something, stopping doing something?)
Ensuring the sustainability and provision of library services across North Yorkshire by increasing the number of community run libraries and reducing the number of libraries that are directly staffed by NYCC library staff and increasing volunteer involvement in all libraries. In 2010/11 when community run libraries were first proposed and introduced, an EIA was carried out for those changes. This can be viewed at www.northyorks.gov.uk/previousconsultationeia

Section 2. Why is this being proposed? (e.g. to save money, meet increased demand, do things in a better way.)
To save money. – The library budget will reduce by £1.6 million from £5.8 million in 2014/15 to c. £4.2 million by 2019.
The proposals will build on the success of the existing 9 community libraries. In 2010 there were two community managed libraries in the county. In 2011 the service faced the risk of eight libraries closing, but 7 communities came forward and took on the management of their local library. Several of these have extended their opening hours and most run additional activities for their local community. (Only one library, Hunmanby, actually closed, and the Supermobile has visited there fortnightly since, though the level of usage over the last financial year is lower than any other Supermobile stop, with people preferring to go to Filey, their nearest static library, where they represent 13% of library users [2013 Adult Public Library User Survey])

Section 3. Public consultation

A 14-week public consultation ran from 3 November 2014 to 8 February 2015. The consultation was widely publicised in the local media including social media and in libraries. Stakeholders, including housebound customers, were notified and encouraged to give their views. The public were offered a variety of ways to contribute to the consultation, including: a questionnaire, made available in a number of formats, eg on-line, paper copy, in large print and in an easy read version; drop-in information sessions in 35 libraries; pop-up information sessions in community venues including supermarkets; email and postal addresses for written responses; attendance at a variety of meetings and forums. As part of the consultation, senior library staff gave presentations at the Older People's Forum, the Learning Disabilities Partnership Board and the Physical and Sensory Impairment Partnership Board. Young People's views were also sought at the Youth Voice Summit

There was a good level of participation in the consultation.

- Questionnaire response rates (total of 8159)
 - On-line (web) 5892
 - Paper 2049
 - Large print 73
 - Easy read 145
- E-mails and letters 192
- 6 Petitions 8,782 signatures
- Face to face events 2,500+ attendees

(for more detail please see Consultation Report)

In the consultation questionnaire we asked for equalities information about individuals. The majority of respondents, approximately 93%, told us their gender, age, ethnicity, and whether or not they were disabled.

The North Yorkshire Customer Profiling tool was used to analyse the information given by respondents to the questionnaire. Generally the distribution of respondents across the customer groups, in percentage terms, tracks that of the resident population of the County as a whole. There were slightly more respondents from group 3B, ie those who are more likely than average to be aged 65-84 and living close to settlements, and slightly less respondents from group 10, who are mostly young married couples or young families, living in privately rented semi-detached or terraced housing or single people in large communal establishments.

The most frequent comments on questionnaires, petitions and in meetings were that libraries and library staff are highly valued in their communities and that people wanted their local library kept open preferably with paid staff. Other frequent

comments were that libraries are important for children and for literacy, and 96% of respondents to the questionnaire said they used libraries for books. However, the importance of libraries for all sections of society and the wider role libraries play in health and well-being and access to computers etc was also recognised and commented on.

Section 4. What will change? What will be different for customers and/or staff?

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 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 provide access to computers and the internet including support for less confident users. This service is increasingly important to reduce the risk of any North Yorkshire citizens being digitally excluded. Libraries promote social interaction and community cohesion, and reduce social isolation.

Currently the Library and Information Service is delivered through 42 static libraries, one "Supermobile", six "outlets" and nine local collections run in pubs/village halls, a Home Library Service (HLIS) and an on-line service.

Nine of the static libraries are run by community groups (including Hawes and Grassington). Partner organisations and volunteers deliver 24% of the opening hours at 11 of the other libraries.

The Supermobile delivers fortnightly services to 21 communities in rural locations.

The vision is that libraries become hubs in their local communities, offering a wider range of services.

In the face of proposed budget cuts we wish to maintain an accessible network across our large, rural county and consider that the best way to achieve this is to increase the number of community managed libraries. The reduced numbers of paid NYCC staff would be deployed to those libraries which continue to be run by NYCC and these staff would also support community managed libraries. Opportunities to re-locate libraries within the same building as other services will be taken where possible. The proposals would mean that more libraries will need to be community run than run by NYCC; more libraries will be located together with other services; there will be fewer paid staff and more volunteers. If opening hours change this could potentially disadvantage some groups of people, though current community run libraries have shown that they are able and willing to meet local needs.

The differences for customers will be that they will be more likely to be assisted by a volunteer than a paid member of library staff, though community libraries will receive stock, training, access to IT and support from library professionals employed by NYCC. There is potential for deterioration in the quality and consistency of responses to enquiries, given that often a relatively large number of volunteers will be providing the service previously delivered by a small and experienced staff group. However, training will be provided to mitigate this risk, and support and advice will be

available from core libraries. Volunteers may also have greater local knowledge about the community. There will be more opportunity for customers to get directly involved in the delivery of services. Experience of Community managed libraries to date suggests there will be an increase in the type and range of activities offered in community run libraries. Examples include exhibiting and selling locally produced arts and crafts; crafting groups, children's musical activities, film clubs etc. Whilst maintaining a core library service, with a greater variety of providers of library services there could be a greater difference between libraries with potential for a wider range of services in terms of other activities, reflecting local need.

If communities don't come forward to take on libraries, there will be fewer libraries and customers will have to access services on-line or travel further to visit a static library. Some mitigation could be provided by the Home Library Service which is particularly important for older and/or disabled people and those who care for them. - Currently volunteers provide over 2,500 older and/or disabled people with a fortnightly delivery of library books. The supermobile could also plug the gap in communities where no group comes forward, though this could mean a reduction in the service provided to some rural areas currently. Customers across North Yorkshire will continue to have access to the whole of the County library stock, through the supermobile or their nearest library, whether NYCC or community run.

The difference for staff is that following a formal staff consultation there will be a reorganisation to a structure with fewer staff who will carry out fundamentally different roles. For those staff not appointed to the new structure, where possible, redeployment opportunities will be offered. The paying due regard process will be continued and documented as the reorganisation of the staffing structure progresses.

Following the consultation the proposals have been revised to include an element of library staff support in proposed community managed libraries and some financial support towards the running costs of community managed libraries.

Section 5. What impact will this proposal have on council resources (budgets)?

Cost neutral? N

Increased cost? N

Reduced cost? Y

Please explain briefly why this will be the result. **There will be fewer paid staff and fewer library buildings funded by NYCC. By 2020 the savings would be in the region of £1.6 million.**

Section 6. Will this proposal affect people with protected characteristics?	No impact	Make things better	Make things worse	Why will it have this effect? State any evidence you have for your thinking.
Age		x	x	<p>Children and older people are amongst the most regular users of libraries. If communities do not take on their local library this could affect access to library services and other Council services for both older people and children. The primary impact would be increasing the need to travel further to access services. For children and older people this could mean that they are no longer able to visit a library independently. The consultation responses showed that whilst 51% of people walk to the library overall, a higher proportion of children walk to the library, ie 67% of the under 11s.</p> <p>Information from the 2011 census - available on STREAM (www.streamlis.org) shows that older people in particular are more likely to live in households without access to a car or van. A much lower percentage of children live in households without access to a car or van.</p> <p>Reduced frequency of bus services increases the impact for people who rely on public transport, as journeys require more careful planning.</p>

			<p>However, colleagues in Integrated Passenger Transport are working to identify community transport solutions.</p> <p>Only 6.5% of respondents to the consultation questionnaire said they travel by bus to the library, but the percentage travelling by bus was greater for people over 65.</p> <p>The Home Library Service will continue to be offered and promoted to those customers who are unable to visit the library and would mitigate the impact for older people and their carers by providing a home delivery service.</p> <p>The greater opportunities for volunteering could have a positive impact, reducing social isolation. The experience of the current Community Libraries is that most of their volunteers are retired people <i>“Volunteering within a community library has given them the opportunity to help on many different levels. Some really enjoy the interaction with readers of all ages; some like to keep books tidy; some like fundraising activities and others feel happier when keeping the library clean or helping in the garden. The volunteer members of the management committee can continue to use the skills they had in their employment.”</i></p> <p>There has been a huge increase in the number of Volunteer hours since the 7 small libraries became community run – from 32 hours in these libraries in the year to March 2010 to 17,956 hours in the year to March 2014.</p>
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			<p>At the other end of the age spectrum, some of the community run libraries have had great success with increasing children's activities and involvement in their local library, eg Bookstart Bear Club, aimed at introducing babies and toddlers to books and the Summer Reading Challenge for 4-11 year olds, where the numbers taking part are generally up.</p> <p>On the less positive side, some of the older volunteers have been more anxious about young people using the library, so the service needs to be aware of this and continue to provide training and guidance to volunteers and innovative ways of working in this area, eg through intergenerational projects which improve relationships between different age groups.</p> <p>The nationally validated Children's Public Library User Survey showed that children continue to feel their community library is a safe place and in the main scoring them as highly as children scored county run libraries.</p> <p>The age group breakdown of respondents to the consultation questionnaire were as follows:-</p> <table border="0"> <tr> <td>Under 11</td> <td>1.3%</td> </tr> <tr> <td>11-15</td> <td>0.8%</td> </tr> <tr> <td>16-19</td> <td>0.6%</td> </tr> <tr> <td>20-29</td> <td>3%</td> </tr> <tr> <td>30-39</td> <td>9.8%</td> </tr> <tr> <td>40-49</td> <td>16.2%</td> </tr> <tr> <td>50-64</td> <td>25.8%</td> </tr> <tr> <td>65-74</td> <td>24.1%</td> </tr> <tr> <td>75-84</td> <td>11.3%</td> </tr> </table>	Under 11	1.3%	11-15	0.8%	16-19	0.6%	20-29	3%	30-39	9.8%	40-49	16.2%	50-64	25.8%	65-74	24.1%	75-84	11.3%
Under 11	1.3%																				
11-15	0.8%																				
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40-49	16.2%																				
50-64	25.8%																				
65-74	24.1%																				
75-84	11.3%																				

				<p>85 and over 3.2%</p> <p>Older age groups were well represented amongst the respondents, but there were a low number of young people responding to the consultation. Looking at the response rates for individual libraries, Colburn and Catterick had a proportionately high percentage of users under 11 and Eastfield and Skipton libraries of those between 11 and 19. There were proportionately higher numbers of those between 16 and 19 from Selby and Scarborough Libraries.</p> <p>In terms of staff, the current age profile shows that 50% are aged over 50.</p>
Disability		x	x	<p>In 2013/14 there were 981 library customers who had chosen to register with the service as disabled to be eligible for some concessions on audio formats as an alternative to print. This number represented 1% of all active borrowers. The total number of customers who have a long term illness or disability is likely to be higher than this as 31% of people completing the Adult PLUS survey in 2013 said they had some kind of disability, eg mobility, sight or hearing problems. Of the respondents to the Consultation questionnaire, 13% (36% for the Easy read version) considered themselves to be disabled or to have a long term limiting condition.</p> <p>Of the 13% of respondents to the consultation questionnaire who</p>

			<p>considered themselves to be a disabled person or to have a long-term, limiting condition, 49% said they had a physical impairment, 15% a sensory impairment, 10% a mental health condition, 5% a learning disability; 3% a cognitive impairment, 50% a long-standing illness or health condition and 7% another condition.</p> <p>Of those who responded via the easy-read version of the questionnaire, 36% said they had a disability or long-term illness or condition. Of these 14% had a physical impairment, 14% a learning disability; 4% a mental health problem or illness; 7% a long-standing illness and 8% another illness or condition.</p> <p>If communities do not take on their local library this could affect access to library services and other Council services for disabled people as people would need to travel further to access services. However, given our previous experience we are optimistic that communities will respond to the opportunity to provide services.</p> <p>In their responses to the consultation questionnaire, 49% of disabled people said the proposed changes to the library service would affect them a lot, compared with the overall response of 44%.</p> <p>Volunteers in community run libraries may have less experience of assisting people with disabilities. Concern about this was reflected in</p>
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			<p>some comments received during the Consultation.</p> <p>The Council provides equalities training for volunteers which considers supporting people with different needs, and can provide access to other specialist training, eg dementia training, and access to support from paid staff if needed.</p> <p>The Home Library Service (HLIS) will continue to be offered and promoted to those customers who are unable to visit the library because of temporary or permanent disability. This would help to mitigate the impact of the proposals.</p> <p>Under the proposals, there will be increasing opportunities for people to volunteer in libraries, whether council run or community managed. Libraries have proved to be supportive venues for people with disabling conditions to increase their confidence - <i>"I have a lot of medical problems but volunteering in (x library) has given me a lot more confidence to talk to people and help them"</i></p> <p>The consultation responses indicated interest in volunteering opportunities. Some 17% of disabled respondents said they would either be likely or extremely likely to volunteer, which is only slightly below the overall percentage of people who said this (19%)</p> <p>Greater use of the library service</p>
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				<p>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 less useful for those without good broadband access eg in some rural areas. Also, the consultation responses showed that 22% of disabled people said they did not have access to the internet, compared with 7% of respondents overall. 41% of disabled respondents said they did not use any online services, compared with 35% overall.</p> <p>Eastfield, Filey and Selby had the highest proportions of people who considered themselves disabled.</p> <p>The responses in the questionnaire from disabled people showed they were less likely than other respondents to travel further to another library (42%), use the online service (34%), or use alternatives to libraries (40%) and more likely to stop using libraries (69%).</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>
Sex (Gender)		x	x	<p>Whilst the library service is available to all, in general more women than men use libraries. This applies to both younger and</p>

			<p>older women. The consultation results reflect this with 32% of respondents being men and 65% women. Women with young children are regular users of libraries, as libraries are a safe, cost-free place for children. Any adverse impact is likely to be because of other protected characteristics rather than gender per se.</p> <p>In terms of the staff group, 73% are women. Volunteers are also more likely to be women, so the increased opportunities to volunteer in libraries will have a positive impact.</p>
Race	x		<p>According to the 2011 census North Yorkshire has 15,901 people who describe themselves as “other ethnic”, that is non-white ethnic. This is 2.7% of the population compared with 11.2% of the population in the Yorkshire and Humber Region and 14.6% of the population in England. There are known ethnic minority communities in several parts of the County specifically, the Chinese community in Harrogate, South Asian Community in Skipton and a Gurkha population at Catterick military camp. There is also a traveller and gypsy community based around the Stokesley and Thirsk areas where there are public Gypsy and traveller sites.</p> <p>The results of the consultation show a lower percentage (1.02%) of non-white respondents than the percentage in the North Yorkshire population. The question about which library they use, reveals that</p>

			<p>there are more ethnic minority respondents using Harrogate and Skipton libraries than other libraries. Harrogate and Skipton are both proposed as core libraries, so this perhaps presents an opportunity to recruit volunteers from a diversity of backgrounds.</p> <p>From the Public Library User Survey (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. 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. Polish books are supplied for the Polish migrants. Libraries already work actively with minority ethnic communities, by attending engagement events such as Community festival promotion events and local community cohesion groups. Examples of this are a Diwali awareness event at Skipton Library and the involvement of libraries in the Skipton Eid community event. This work is complemented by offering targeted book stock. Black and minority ethnic (BME) customers also regularly attend story times which take place both inside the library, with partners such as children's centres and at community events. At Harrogate an informal group meets offering the opportunity for practising conversational skills.</p>
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				<p>There has been some work with the Gurkhas based at Catterick Garrison Library who are participating in the national Six Book challenge scheme aimed at improving English language skills.</p> <p>We know that most BME people in North Yorkshire are resident in the more urban areas or associated with the military base at Catterick. The proposals are that libraries in the main urban areas continue to have paid NYCC staff, 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.</p>
Gender reassignment	x			We have no evidence that the impact should be greater on people with this protected characteristic.
Sexual orientation	x			We have no evidence that the impact should be greater on people with this protected characteristic.
Religion or belief	x			We have no evidence that the impact should be greater on people with this protected characteristic.
Pregnancy or maternity			x	If communities do not take on their local library this could affect access to library services and other Council services in terms of increasing the need to travel further. This may be an issue for pregnant women or mothers who may be less likely to have access to a car.
Marriage or civil partnership	x			We have no evidence that the impact should be greater on people

				with this protected characteristic.
Section 7. Would this proposal affect people for the following reasons?	No impact	Make things better	Make things worse	Why will it have this effect? Give any evidence you have.
Live in a rural area			x	<p>North Yorkshire is predominantly a rural county and is sparsely populated with 0.74 people per hectare compared with 3.43 for the region and 4.07 for England. Ryedale, Hambleton, Craven and Richmondshire are amongst the least densely populated districts in England.</p> <p>32.6% of North Yorkshire's population live in areas classified as rural villages, hamlets or isolated dwellings.</p> <p>If communities do not take on the running of their local library this could affect access to library services and other Council services for people in rural areas as they will have further to travel.</p> <p>Reduced frequency of bus services increases the impact for people who rely on public transport, as journeys require more careful planning.</p> <p>However, colleagues in Integrated Passenger Transport are working to identify community transport solutions, eg a Car has been supplied to Nidderdale Plus to provide a service in that area. The library service is also extending the range of its services that are available online. If communities do take on the running of their local library there would be the opportunity for an increase in the</p>

				<p>range of activities and services provided, to meet the needs of local people, as well as providing opportunities for volunteering. However, if the community group is unable to open the library for the current opening hours, the service could be available for fewer hours.</p>
Have a low income			x	<p>If communities do not take on the running of their local library this could affect access to library services which includes computers, and access to other Council services for people on low income as they may be unable to afford to travel a greater distance to a library. A consequent impact could be that people are unable to apply for jobs, as the facilities will not be there for this and an increasing range of services which have to be accessed on line. Community run libraries would be encouraged to provide the same range of digital support as staffed libraries do, though this will depend on their ability to attract volunteers with the necessary skills and/or willingness to attend training to acquire them.</p>

Section 8. Will the proposal affect anyone more because of a combination of protected characteristics? (e.g. older women or young gay men?) State where this is likely to happen and explain what you think the effect will be and why giving any evidence you have.

There potentially could be a greater impact on older people who also have a disability or who live in a rural area. Information from the census shows that there are higher proportions of older people in households without access to a car or van for example. Any impact on older people is likely to be greater on women as women live longer and more women use libraries than men.

Section 9. Only complete this section if the proposal will make things worse for some people. Remember that we have an anticipatory duty to make reasonable adjustments so that disabled people can access services and work for us.

Can we change our proposal to reduce or remove these adverse impacts?

The proposals are constrained by the reduced amount of money available for the service. The impact is to some extent dependent on the support of other services and the willingness and ability of community groups to take on the running of some libraries. A Community managed library is a better option than no library and the potential adverse impacts of being community run can be mitigated by having a robust Service Agreement and professional support. Library volunteers are provided with a range of training which includes Equalities. This training aims to support volunteers to understand how they can support people with protected characteristics including age, disability and race to use library services. Any changes to services would take place over time, which will enable staff to work with existing users with particular needs, including disabilities, to ensure as smooth a transition as possible. This could include people transferring to the Home Library Service, making people aware of the services provided by RNIB and other organisations. As part of the consultation the service engaged with communities at a very local level to explain the proposals. –Information days were held in each library.

The impact of a library closure could be mitigated by expansion of the online service; delivery of the Home Library Service; re-routing of the Supermobile; and support of local collections and outlets.

The proposals suggest having a library in the key centre of population in each District. Reasons for this include higher resident and day time populations and, as major centres, these towns are the most accessible by public transport.

The proposals are part of the County Council's Stronger Communities Programme. Stronger Communities will engage with local communities and intends to reduce adverse impacts by providing support for communities to increase their ability to take on local services.

The revised proposals include an element of staff support for proposed community managed libraries, which could help to mitigate adverse impacts.

Can we achieve our aim in another way which will not make things worse for people?

The level of savings required is such that the service cannot afford to run as many libraries as it currently does. Just reducing hours at all libraries wouldn't make sufficient savings. The service is therefore dependent on other services/communities/volunteers coming forward to work with libraries.

If we need to achieve our aim and can't remove or reduce the adverse impacts get advice from legal services. Summarise the advice here. Make sure the advice is passed on to decision makers if the proposal proceeds.

The equalities impact assessment has identified potentially adverse impacts on people with protected characteristics. In order to reduce those potential adverse impacts, volunteers will be provided with training to give them the skills to deal with queries and provide assistance to customers. The Home Library Information Service will also continue to be offered and promoted to those who need it. Where a community does not take on the running of their local library, use of the Supermobile will be considered to reduce adverse impact. The effect of the changes will be continuously monitored to ensure that people with protected characteristics are not put at a significant disadvantage.

Section 10. If the proposal is implemented how will you find out how it is really affecting people? (How will you monitor and review the changes?)

The service will continue to collect data on usage etc so will be able to measure the effect by library. The service will also continue to undertake the nationally validated Public Library User Surveys and gather customer feedback through Comments books etc. We already collect this information, and feedback for current community libraries is very positive. The Service is also planning to undertake a post implementation review.

Section 11. List any actions you need to take which have been identified in this EIA

Action	Lead	By when	Progress
Discussions in local communities.....encouraging groups to come forward	General Manager Libraries/Stronger Communities team	By Dec 2015, then on-going	
Development of Service Level Agreements with community groups, including requirement for services to be inclusive and universal etc...	General Manager Libraries	By February 2017	
Provide Training for volunteers, including equalities and disability awareness training	General Manager Libraries	By February 2017, then on-going	
Provide support for disabled and older people to use on-line services	General Manager Libraries	On-going	

Continue to provide the Home Library Service	General Manager Libraries	On-going	
Review the use of the Supermobile to help mitigate areas of adverse impact.	General manager Libraries	By February 2017, then on-going	
Conduct a post-implementation review	Assistant Director Library, Customer and Community Services	By September 2018	

DRAFT

North Yorkshire County Council

Corporate and Partnerships Overview and Scrutiny Committee

5 June 2015

Work Programme

1 Purpose of Report

- 1.1 This report asks the Committee to confirm, amend or add to the list of matters shown on the work programme schedule (attached at Appendix A).

2 Work Programme Schedule

- 2.1 The Work Programme Schedule is attached at **Appendix A** and Members are asked to consider, amend and add to the Committee's Work Programme.

3 Scheduled Committee dates/Mid-cycle briefing dates

- 3.1 Forthcoming Committee dates for 2015 and 2016 are:

- 12 October 2015, 10:30am
- 18 January 2016, 10:30am
- 18 April 2016, 10:30am

- 3.2 Forthcoming Committee dates for 2015 and 2016 are:

- 7 September 2015, 10.30am
- 7 December 2015, 10.30am
- 29 February 2016, 10.30am

4 Recommendation

- 4.1 The Committee is asked to confirm, comment or add to the areas of work listed in the Work Programme schedule.

Neil White,
Corporate Development Officer

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Email: neil.white@northyorks.gov.uk

18 May 2015

Background Documents: None

Annexes: Appendix A – Work Programme

Corporate & Partnerships Overview and Scrutiny Committee – Work Programme Schedule 2015 / 16

Scope

The Council's corporate organisation and structure, resource allocation, asset management, procurement policy, people strategy, equality & diversity, performance management, communication and access to services.

Partnership working, community development, community engagement, community strategies and community safety. This Committee shall be the Crime & Disorder Committee for the purposes of Part 3 of the Police and Justice Act 2006

Meeting dates

Scheduled Committee Meetings	12 Oct 2015 10:30am	18 Jan 2016 10:30am	18 April 2016 10:30am
Scheduled Mid Cycle Briefings Attended by Group Spokespersons only.	7 Sept 2015 10:30am	7 Dec 2015 10:30am	29 Feb 2016 10:30am

Corporate & Partnerships Overview and Scrutiny Committee – Work Programme Schedule 2015 / 16

Reports

Meeting	Subject	Aims/Term of Reference
Each meeting as available	Executive Member Update	Overview and update from the Executive Member
	Work Programme Report	Regular report where the Committee reviews its work programme
12 October 2015	Police and Crime Commissioner update	The annual report from the Police and Crime Commissioner including funding and commissioning of projects
	Property	Annual report: property maintenance, design consultancy contract, priorities, schemes, property rationalisation, flexible working etc.
	2020 North Yorkshire cross-cutting themes: <i>Property/Stronger Communities/Alternative Delivery Models & Commercial Focus</i>	To receive in-depth reports on the Property, Stronger Communities and Alternative Delivery Models & Commercial Focus cross-cutting themes
	Video conferencing	Follow up on the Committee's review of video conferencing and the implementation of the video conferencing solution'
18 January 2016	Transforming Rehabilitation	12 months progress update on the working arrangements between the National Probation Service and the Community Rehabilitation Company for our area
	2020 North Yorkshire cross-cutting theme: <i>Customer</i>	To receive an in-depth report on the Customer cross-cutting theme
	Annual Report on Health & Safety and Insurance	To provide a position statement and update on the Council's Health and Safety function, including the most recently available performance data. In relation to insurance: (a) to provide an overview of insurance claims experience over recent years, and (b) analyse the pattern and costs of Public Liability claims over the last 10 years
To be confirmed	Workforce update (2015/16)	Update on the Council's workforce and key workforce data
	Corporate Risk Register (2015/16)	To review the Corporate Risk Register
	Performance Management	Report on performance management: council-wide and service planning/continuous improvement

Corporate & Partnerships Overview and Scrutiny Committee – Work Programme Schedule 2015 / 16

	Youth Justice	To receive updates as and when on the Youth Justice Service and relevant legislation	
	Equalities	Report on the County Council's requirements and approach in relation to equalities	

In-depth Scrutiny Review

Meeting	Subject	Aims/Terms of Reference	

Please note that this is a working document, therefore topics and timeframes might need to be amended over the course of the year.