Libraries Analysis – Assessment of Impact of October 2018 Proposals

Context

In October 2018, using intelligence from the previous Northamptonshire County Council (NCC) library proposal needs assessment (2017) and consultation process (2018), NCC initially proposed to retain 13 libraries as the county’s statutory offer. The purpose of this paper was to assess whether this would meet the Council’s statutory duties with regards to delivering a “comprehensive and efficient” library service provision as required by the Public Libraries and Museums Act 1964 and to meet the needs of the population.

This is a working document that has informed the development of proposals taken to Cabinet in December 2018.

The initial proposal was considered by the Libraries Transformation Team, the Chief Executive and the Portfolio Holder, and the information reflects the response to each recommendation made. This has resulted in a new proposal of 15 libraries remaining under NCC management as part of the statutory provision, four as statutory community managed libraries and 17 as non-statutory community managed.

Please note, at the time of publication the library consultation is ongoing and therefore these proposals may change. Following the outcome of the consultation the updated proposals will be reviewed again to ensure that the new proposals meet the statutory duty.

Population need

In 2017 NCC completed a Library Needs Analysis which informed the library proposals taken to Cabinet in March 2018. This was reviewed and updated in August 2018. For the purposes of this paper population need has been defined using outcomes from the detailed needs analysis completed in August 2018. The main points highlighted in that analysis, and therefore forming some of the basis for the mapping in this paper, are provided below:

- Children aged 0-10 are overrepresented in the active library membership compared to the general population
- More than one in five active library members are adults aged 60 and over
- Deprived areas generally have higher levels of need, however, people living in the most deprived areas were less likely to use a library
- In 2017/18, 90.5% of visits to libraries for borrowing purposes were to sites within a five mile radius of the member’s home address, and 73.5% were to sites within a two mile radius

Additional considerations used within this paper include:

- Distance from nearest statutory library, using car and public transport times. The data we had was based on google API and ‘correct’ at the time of analysis.
- Social isolation, which has been highlighted as an issue in urban areas and across East Northamptonshire
- Historic patterns of library usage
- Children’s Centres by type and patterns of usage

The analysis looks at both needs in local areas as well as the county wide offer to ensure that it is comprehensive and efficient. It has also taken into account the two proposed unitary authorities. A more detailed summary of the analysis is provided in the Appendices.

Recommendations and NCC’s updated library proposals in response to these

The mapping of a two and five mile radius around each of the proposed statutory libraries has identified a number of gaps across the county which fall outside the catchment areas of libraries included in the statutory provision. To ensure access across the county it is recommended that all libraries outside the five mile provision be considered for inclusion in the statutory provision. Statutory provision does not mean that libraries must be under NCC’s control. NCC Public Health Intelligence, Public Health and Business Intelligence & Project Management
can retain community managed libraries as part of the statutory provision provided they are able to deliver the Library Access Point offer, which is described in the appendix 3.

Based on need and geographic location across the county a number of individual libraries are highlighted below for additional or particular consideration.

**Oundle, East Northamptonshire** – this library is situated the furthest from any proposed statutory provision. The nearest proposed statutory library to Oundle would be Corby, 12.2 miles away. Thrapston is also highlighted outside the five mile provision. It is recommended that to ensure accessibility in East Northants both of these two libraries be considered to be retained as part of the statutory service. Both areas have designated children centres with high populations of under fives, higher population of those aged 60 and over, higher social isolation and fall outside the five mile radius of proposed statutory provision.

**NCC Response to recommendation:** As per the above recommendations both Oundle and Thrapston will remain part of NCC’s statutory provision, with Oundle remaining part of NCC managed provision and Thrapston becoming community managed.

**Desborough / Rothwell, Kettering:** Desborough sits just outside the border of the five mile radius of Kettering library and both fall outside the two mile radius. Ensuring one of these libraries is retained as statutory provision will ensure coverage across the district. Both areas have children centres with high usage to take into account as well as high active library users and higher populations for 0-10 year olds and 60 plus populations nearby. It is recommended at least one of these are retained for statutory provision.

**NCC Response to recommendation:** Only one of these libraries is required to be part of the statutory service and due to its distance from other statutory provision it is proposed that Desborough will remain part of NCC’s statutory provision as a community managed library.

**Earls Barton / Wollaston, Wellingborough:** Although both libraries fall within the five mile radius of Wellingborough library a gap has been identified regarding travel times to that library, particularly from Earls Barton. It is recommended that consideration is given to retain at least one and based on need it is recommended this be Earls Barton, due to high active library use, high under five population and those aged over 60 in nearby populations as well as longer travel distances to other statutory libraries.

**NCC Response to recommendation:** Due to the travel distances and high needs populations it is proposed that Earls Barton will remain part of NCC’s statutory provision as a community managed library.

**Duston / Kingsthorpe / St James, Northampton:** All three libraries were reviewed against need as a potential gap in statutory provision. Duston falls outside the two mile radius for the statutory provision in Northampton district. Kingsthorpe is on the border. St James has shorter travel times to proposed statutory provision. All three fall in deprived, densely populated areas with high 0-10 year old populations. However, it is recommended to ensure sufficient provision one of these should be retained. Having reviewed against need the recommendation is to consider retaining Duston or Kingsthorpe libraries. Both, in addition to the above, fall in areas with high active library users, and high 60 and over populations nearby. The maps also highlight that Duston has no other children centre provision nearby and is a designated centre.

**NCC Response to recommendation:** As one of these libraries need to be retained as part of the statutory provision it is proposed to keep Duston as part of the statutory provision due to its distance from other statutory provision and high levels of need. This is likely to be NCC managed.

**Deanshanger and Middleton Cheney, South Northamptonshire:** Both fall outside of the five mile radius from proposed statutory provision. Consideration should be given to include one or both in statutory provision, to increase coverage in the south of the county.
Response to recommendation: Due to the distance of both from other statutory provision Deanshanger and Middleton Cheney are proposed to remain part of NCC’s statutory provision as community managed libraries.

Reviewing the proposals for statutory provision has also highlighted two libraries that are proposed as being statutory that, when reviewed alongside the libraries mentioned above, may not be required to be part of the statutory provision and may be candidates for a community managed service. However, this only applies if statutory provision is also offered in alternative libraries in the area.

Burton Latimer: is currently proposed as part of the statutory provision. However, due to its low deprivation, short travel distances to alternative provision and lower (comparatively with other libraries) high ‘need’ (0-10 and 60+) populations in surrounding areas this could be considered for community management as long as statutory provision is offered by either Desborough or Rothwell.

Response to recommendation: It is proposed that Burton Latimer is not part of the statutory provision and a community managed option will be explored. This is alongside the proposal to retain Desborough as part of the statutory provision.

Irthlingborough: There may be libraries that would serve coverage better in East Northamptonshire, such as Raunds or Higham Ferrers. Irthlingborough library has seen a high drop in usage (compared to other libraries across the county) despite a comparatively low change in opening hours as well as higher costs and poor condition of building. However, there is higher deprivation and high needs for children and for a children centre in this area which would need to be considered if any changes take place to proposals.

Response to recommendation: Although it is recognised the current usage and building condition of other libraries in East Northamptonshire are higher than Irthlingborough it is also recognised that the population surrounding Irthlingborough has a higher need based on the needs analysis in this report. Due to these higher levels of population need in Irthlingborough, NCC are proposing to keep Irthlingborough as part of the statutory provision for East Northamptonshire and as NCC managed. NCC propose to develop both the infrastructure and the offer at this library and increase income generation.

For all libraries that are being retained by NCC it is recommended that a long term strategy is developed to increase usage and uptake, particularly for those living in more deprived areas or population groups with higher needs.
Population coverage of libraries remaining under NCC ownership for statutory provision

Population density

- Almost all of Northamptonshire’s most densely populated LSOAs fall within a two mile radius of at least one of the proposed statutory libraries, with the Duston area of Northampton being a notable exception.
- Of the smaller population hubs in otherwise sparsely populated rural areas, Oundle in East Northamptonshire is the furthest from any statutory provision. The nearest statutory library to Oundle is Corby library, 12.2 miles away.
Deprivation

- The proposed statutory libraries predominantly cover areas with higher levels of deprivation. While it is important not to further disadvantage deprived areas, library usage is more common in less deprived areas of the county.
Active library membership

- The following areas have some of the highest rates of library usage in the county but are outside the five mile catchment areas for any of the statutory libraries:
  - Oundle, East Northamptonshire
  - Thrapston, East Northamptonshire
  - Middleton Cheney, South Northamptonshire
  - Desborough, Kettering

- The following areas have some of the highest rates of library usage in the county and are in the five mile catchment areas for one or more of the statutory libraries but outside the two mile radius:
  - Rothwell, Kettering
  - Raunds, East Northamptonshire
  - Long Buckby, Daventry
  - Roade, South Northamptonshire
  - Earls Barton, Wellingborough
  - Duston, Northampton
Proportion of local population aged 0 to 10

- The area around Deanshanger, East Northamptonshire has one of the highest proportions of children aged 0 to 10 in the county and is outside the five mile catchment area for the nearest statutory library.
- There are areas near Desborough/Rothwell in Kettering with some of the highest proportions of children aged 0 to 10 in the county that are on the edge of or just outside the five mile catchment area for the nearest statutory libraries.
- Areas around Duston, Northampton have high proportions of children aged 0 to 10 and are further than two miles from the nearest proposed statutory library.
Proportion of local population aged 60 and over

- The highest proportions of adults aged 60 and over in local populations are generally seen in more rural areas outside the population centres where libraries are located.
- There is a large area in East Northamptonshire around Oundle and Thrapston where the proportion of adults aged 60 and over is particularly high and there is no statutory library provision within five miles.
**Children’s Centre Service usage**

- The following areas have high levels of uptake of Children’s Centre Services provided in libraries relative to the local population aged 0 to 4, have no targeted Children’s Centres nearby and are outside the five mile catchment areas of any statutory libraries offering Children’s Centre Services:
  - Oundle, East Northamptonshire
  - Thrapston, East Northamptonshire

- The following areas have high levels of uptake of Children’s Centre Services provided in libraries relative to the local population aged 0 to 4, have no targeted Children’s Centres nearby and are in the five mile catchment areas of one or more statutory libraries offering Children’s Centre Services but outside the two mile radius:
  - Rothwell, Kettering
  - Raunds, East Northamptonshire
  - Long Buckby, Daventry
  - Wollaston, Wellingborough

- The following areas have medium levels of uptake of Children’s Centre Services provided in libraries relative to the local population aged 0 to 4, have no targeted Children’s Centres nearby and are outside the five mile catchment areas of any statutory libraries offering Children’s Centre Services:
  - Deanshanger, South Northamptonshire
  - Middleton Cheney, South Northamptonshire
  - Woodford Halse, Daventry
  - Desborough, Kettering

- It should be noted that it is not a requirement for Children’s Centre Services to be provided in libraries and these can be located in other venues when a need for Children’s Centre Services is identified.
Map of library locations showing areas within 2 and 5 miles of the 13 statutory libraries under October 2018 proposals against the proportion of the local population aged 0 to 4 using Children's Centre Services in libraries in 2017.

**Boundary lines:**
- 5 miles from statutory library
- 2 miles from statutory library
- Proposed Unitary Authority boundary

**Library and Children's Centre status:**
- Targeted Designated Children's Centre
- Proposed CMS, designated
- Proposed CMS, not designated
- Proposed CMS, no provision
- Proposed statutory, designated
- Proposed statutory, not designated
- Unknown, designated
- Unknown, not designated

**Children's Centre users as % of LSOA population aged 0 to 4:**
- 1% - 28% (lowest 20% of LSOAs)
- 28% - 54%
- 54% - 80%
- 80% - 107%
- 107% - 133% (highest 20%)

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## Appendix 1 – Library data summary 2017/18

<table>
<thead>
<tr>
<th>Library</th>
<th>Size (S = small, M = medium, L = large)</th>
<th>IMD quintile (1 being 20% most deprived nationally)</th>
<th>2017/18 site cost (running costs + staffing costs - income)</th>
<th>2017/18 visitors</th>
<th>Change in visitors 2012/13 to 2017/18</th>
<th>Cost per visit 2017/18</th>
<th>Individual active members 2017/18</th>
<th>2017/18 Blue Badge applications</th>
<th>2017/18 bus pass applications</th>
<th>Distance by car (miles) to nearest remaining library</th>
<th>Public transport journey time (mins) to nearest remaining library</th>
<th>High rate of usage in surrounding geographies</th>
<th>High cumulative loneliness scores in surrounding geographies</th>
<th>Children's Centre status</th>
<th>Children's Centre Services attendances (ages 0 to 4)</th>
<th>Average attendance per activity</th>
<th>High rate of under 5s activity access in surrounding geography</th>
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<tbody>
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<tr>
<td>Library</td>
<td>Size</td>
<td>IMD quintile (1 being 20% most deprived nationally)</td>
<td>2017/18 site cost (running costs + staffing costs - income)</td>
<td>Change in visitors 2012/13 to 2017/18</td>
<td>Cost per visit 2017/18</td>
<td>Individual active members 2017/18</td>
<td>2017/18 Blue Badge applications</td>
<td>Distance by car (miles) to nearest remaining library</td>
<td>Public transport journey time (mins) to nearest remaining library</td>
<td>High rate of usage in surrounding geographies</td>
<td>High cumulative loneliness scores in surrounding geographies</td>
<td>Children’s Centre status</td>
<td>Average attendance per activity</td>
<td>High rate of under 5s activity access in surrounding geography</td>
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<td>Oundle</td>
<td>Medium</td>
<td>5</td>
<td>£65,709</td>
<td>-12.8%</td>
<td>£1.28</td>
<td>1,646</td>
<td>56</td>
<td>406</td>
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<td>41</td>
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<td>Yes</td>
<td>Designated</td>
<td>1,862</td>
<td>10.0</td>
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<td>5</td>
<td>£40,576</td>
<td>-14.7%</td>
<td>£0.96</td>
<td>1,176</td>
<td>36</td>
<td>341</td>
<td>5.6</td>
<td>32</td>
<td>Yes</td>
<td>Designed</td>
<td>1,479</td>
<td>10.1</td>
<td>Yes</td>
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<td>Small</td>
<td>5</td>
<td>£15,494</td>
<td>-23.1%</td>
<td>£1.49</td>
<td>537</td>
<td>7</td>
<td>288</td>
<td>5.3</td>
<td>38</td>
<td>Yes</td>
<td>Yes</td>
<td>435</td>
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<td>Medium</td>
<td>2</td>
<td>£47,369</td>
<td>-16.2%</td>
<td>£1.12</td>
<td>1,085</td>
<td>32</td>
<td>457</td>
<td>4.4</td>
<td>26</td>
<td>Yes</td>
<td>Yes</td>
<td>1,547</td>
<td>10.2</td>
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<tr>
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<td>2</td>
<td>£196,036</td>
<td>-8.1%</td>
<td>£2.09</td>
<td>3,112</td>
<td>172</td>
<td>1,302</td>
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<td>3,141</td>
<td>11.1</td>
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<td></td>
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<td>2</td>
<td>£18,469</td>
<td>-8.1%</td>
<td>£2.58</td>
<td>310</td>
<td>&gt;5</td>
<td>85</td>
<td>1.9</td>
<td>15</td>
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<td>£0.98</td>
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<td>£290,740</td>
<td>2.6%</td>
<td>£1.53</td>
<td>4,382</td>
<td>335</td>
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<td>£1.75</td>
<td>5,014</td>
<td>222</td>
<td>2,039</td>
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<td>Non-designated</td>
<td>3,908</td>
<td>14.4</td>
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<td>Wollaston</td>
<td>Small</td>
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<td>£15,743</td>
<td>-47.1%</td>
<td>£1.15</td>
<td>526</td>
<td>18</td>
<td>46</td>
<td>4.8</td>
<td>15</td>
<td>Yes</td>
<td>No-designated</td>
<td>823</td>
<td>7.1</td>
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<td>Woodford Halse</td>
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<td>£14,179</td>
<td>-67.8%</td>
<td>£2.97</td>
<td>298</td>
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<td>113</td>
<td>10.4</td>
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<td>5</td>
<td>£23,914</td>
<td>-92.0%</td>
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<td>620</td>
<td>&gt;5</td>
<td>49</td>
<td>2.6</td>
<td>32</td>
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<td>-</td>
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Appendix 2 – Library access patterns in 2017/18

In 2017/18, there were more than 2 million visits to Northamptonshire libraries. However, as library membership is only required in order to borrow stock, we know little about the people who primarily use libraries for other purposes, such as internet access and social activities. Our understanding of library user demographics is restricted to the data on record for those with active library membership.

Library records show that there were 76,498 active members in 2017/18. All but 22 member records had a valid date of birth and a valid Northamptonshire postcode was supplied for 72,920 records (95.3%).

A breakdown of active users by age group shows that the most common age groups for library users are ages 5 to 10 and 60 and over, each accounting for more than a fifth of all users. Compared to the age distribution of the general Northamptonshire population, young people are over-represented in the library membership and adults aged between 18 and 59 are under-represented. This is illustrated in Figure 1.

*Figure 1 – Age distribution of 2017/18 active library card users compared to the Northamptonshire general population (ONS mid-2016 estimates), with 95% confidence intervals*

Based on the postcode details provided, it is possible to profile active card users by deprivation using the 2015 Indices of Multiple Deprivation (IMD). IMD uses a variety of deprivation indicators to provide an overall rank for small geographical areas. Figure 2 shows a breakdown of the active membership for whom a valid postcode was available by deprivation quintile (IMD 2015) as compared to the Northamptonshire general population; quintile 1 represents the 20% most deprived areas nationally, while quintile 5 represents the 20% least deprived areas nationally. Compared to the general population, active library users are less likely to live in the most deprived areas and more likely to live in the least deprived areas.

Overall, 104 out of every 1,000 people in Northamptonshire were active library card users in 2017/18. The rate of library use within the population varies significantly by age group and deprivation quintile, as shown in Figure 3. For all age groups except 11 to 17s, the rate of active library use is highest amongst people living in the areas ranked the 20% least deprived nationally. Generally, the rate of library use is lower the higher the level of deprivation. Compared to areas ranked the 20% most deprived nationally, the areas ranked the 20% least deprived had an 88.3% higher rate of library usage in 0 to 4s; 60.7% higher in 5 to 10s; and 52.3% higher in ages 60 and over.
Figure 2 – Deprivation profile of 2017/18 active library card users compared to the Northamptonshire general population (ONS mid-2016 estimates) based on IMD 2015 quintiles, where quintile 1 represents the 20% most deprived areas nationally, with 95% confidence intervals.

Figure 3 – Rate of active library card users (2017/18) per 1,000 population (ONS mid-2016 estimates), split by age and deprivation quintile (IMD 2015), where quintile 1 represents the 20% most deprived areas nationally, with 95% confidence intervals.
Library card usage is logged for the following activities:

- Joining the library (creating a new member)
- Issuing, returning or renewing books or physical media in a library or from home using the online catalogue
- Logging into the account online in a library or via the catalogue to view the account or make changes

From logs of card use on library sites, it is possible to get an indication of how far members travelled to reach the library by calculating the straight-line distance between the library location and the member’s home postcode. This method assumes that members travel from home, while there may be some who use a library close to other locations they frequent, e.g. work. It also assumes that the member postcode is accurate and up to date.

A breakdown of the travel distances for the 86,760 records of card usage on library sites in 2017/18 where the member’s home postcode was known is shown in Figure 4. The results would suggest that geographical convenience is an important factor in library usage – a total of 73.5% of library visits from the card usage data were to sites within a 2 mile radius of the member’s home postcode, and 90.5% were to sites within a 5 mile radius.

Figure 4 – Breakdown of travel radius (straight line) from members’ recorded postcodes to the libraries visited for borrowing purposes based on all card usage data for 2017/18, with 95% confidence intervals
Appendix 3: Community Managed Library Models

Library Access Points
Community managed libraries, supporting community need providing a book lending service as well as additional services where appropriate.

NCC provide:
- Access to LMS, Self-service and computer terminal for this purpose
- Connection to the PSN
- Initial book stock at agreed level
- An agreed amount of annual new/top up stock
- Agreed number of Peoples Network terminals for public internet access
- Initial training (to be cascaded)
- Monthly support from Community Co-ordinator
- Stock reservation service and regular deliveries
- Membership cards
- A Service Level Agreement
- Access to Section 106 monies where appropriate

Community Organisation to provide:
- Secure, accessible premises to house LAP
- Appropriate minimum opening hours
- Access to online services via the Peoples Network provided
- All associated property running costs
- Indemnity and other insurances
- All staffing, paid or voluntary
- DBS costs as appropriate
- Sound Business Plan
- Agreement to code of conduct
- Performance data
- Printing/copying (if required)
- Annual financial report demonstrating re-investment into library of income generated through library fines and fees

Property
- Lease/sale agreements where applicable will need to be agreed separate to SLA

Library Access Point Lite
Not statutory – community managed, providing lending service only.

NCC provide:
- Access to LMS, via Self service only
- Initial book stock at agreed level
- An agreed level of occasional top-up stock
- A Service Level Agreement

Community Organisation to provide:
- Secure, accessible premises to house LAP
- Appropriate minimum opening hours
- Hard or wireless Connection to the internet for Self service terminal
- All associated property running costs
- Indemnity and other insurances
- All staffing, paid or voluntary
- DBS costs as appropriate
- Agreement to code of conduct

The following services will not be available from Library Access Point Lite sites
- Payment of fines and fees
- Requesting of stock from other libraries
- Joining the library service
- Access to the internet via the People’s Network
- Enquiry service and additional council services

Property
- Lease/sale agreements where applicable will need to be agreed separate to SLA