



CABINET

11 DECEMBER 2018

DIRECTOR OF PUBLIC HEALTH: LUCY WIGHTMAN

**CABINET MEMBER WITH RESPONSIBILITY FOR HEALTH AND WELLBEING:
CECILE IRVING-SWIFT**

Subject:	Library Review
Recommendations:	Cabinet to NOTE the new library proposals and APPROVE the commencement of the consultation process.

1. Purpose of Report

1.1 This reports sets out the new proposals for the transformation of the library services and outlines the plans for consultation.

2. How this decision contributes to the Council plan

2.1 The Council’s vision is to make Northamptonshire a great place to live and work. This is achieved through increasing the wellbeing of your county’s communities and/or safeguarding the county’s communities.

This initiative helps the Council to deliver this vision through the following strategic priorities outlined in the Council Plan:

- People of all ages are safe, protected from harm and able to live happy, healthy and independent lives in our communities.
- People have the information and support they need to make healthy choices and achieve wellbeing.
- People achieve economic prosperity, in a healthy, low carbon economy which gives access to jobs, training and skills development.
- Resources are utilised effectively and efficiently, in coordination with partners and providers.

3. Background

3.1 As part of the 2018/19 budget proposals a programme of transformational work commenced in the library service in April 2018. Following a review of these proposals and a Judicial Review, NCC halted the original programme of work and commenced an in-depth analysis of each Library to identify alternative options that are more bespoke to each individual service and area.

3.2 Through this analysis, we have recognised the value of the library service as a community hub, and have engaged extensively listening to local communities and partners and we are really pleased to put this proposal forward to transform Northamptonshire's library service to ensure it is sustainable for the future.

3.3 The Community Groups and Councils across the County have come forward in support of the Library service and this has made it possible to achieve such a positive outcome for residents, which the County Council alone could not have achieved.

4. Development of Proposals

4.1 The report sets out an individual proposal for each library. Owing to the bespoke and complex nature of some of the solutions, a number of these proposals are still under discussion and have not yet been finalised.

4.2 We have considered carefully the statutory obligation to ensure there is a comprehensive and efficient library service across the County. To this end we propose to retain the large libraries in each Borough and District under NCC statutory offer and we have assessed local need and feedback from consultations to identify which other libraries are required to remain statutory.

4.3 The 2017 library needs analysis was refreshed in August 2018 and updated in October 2018 to assess if the draft proposals formed a comprehensive and efficient library service. This analysis made some recommendations around which libraries need to remain part of statutory provision and which do not, and this has been taken into consideration in drafting the proposals presented in this paper.

4.4 This analysis included findings that:

- Children aged 0-10 are overrepresented in the active library membership compared to the general population
- More than 1 in 5 active library members are adults aged 60 and over
- Although deprived areas generally have higher levels of need, 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 5 mile radius of the member's home address, and 73.5% were to sites within a 2 mile radius

4.5 Additional considerations used within this paper include:

- Social isolation, which has been highlighted as an issue in urban areas and across East Northamptonshire
- Patterns of library usage
- Children's Centres by type and patterns of usage

4.6 Alongside this analysis we considered prior consultation feedback, information provided by the library services and engagement with local communities.

- 4.7 Lessons learned from the previous process include the need for open communication and engagement with community groups and we are very grateful for the enthusiasm, passion and drive to maintain the library service which has been shown by local communities.
- 4.8 Through this process, we have engaged with local community groups associated with each library as well as Parish and Town Council's to discuss the options for their local library provision to identify resource to support the running of libraries and ensure the sustainability of the Northamptonshire library service. This support has enabled us to develop proposals that sustain the library service.
- 4.9 We have also received support and information from the 21 Group Libraries Network which have helped to inform proposals and have received advice and support on the review process from other external partners including other library services, CILIP and DCMS.
- 4.10 NCC have also worked in partnership with District and Borough Councils to develop these proposals and ensure that the library service is fit for the future and aligned with Unitary discussions.
- 4.11 The proposed model is a combination of NCC managed statutory libraries and Community Managed Libraries (see Section 6 for detailed proposals for each District and Borough). Our aim is to consider all available options to try to keep as much of the library provision open and available to the residents as possible.
- 4.12 The current draft proposal is to keep 14 libraries under NCC's management.
- 4.13 Some of the community managed libraries will form part of NCC's statutory provision as recommended by the needs analysis. These libraries would have a minimum requirement set out in a service level agreement with regard to statutory services.
- 4.14 We have developed two models for community managed libraries: Library Access Point and Library Access Point Lite, which offer different levels of service and support (Appendix A).

5. Investment

- 5.1 Those libraries that remain under NCC control will be reviewed to consider options to invest to develop the current offer, increase footfall and maximise income in support of the sustainability of the library service.
- 5.2 Where possible, Section 106 monies will be used to support the improvement of library infrastructure and almost £1m of S106 funding has been identified which could be invested into all of our library infrastructure provision. All s106 funding allocated to libraries will be done so in accordance with the terms of their respective legal agreements.
- 5.3 Substantial investment in Library provision has taken place in Daventry, with a new library forming part of a community hub with a total investment of over £1m.

5.4 A One Public Estate application has been submitted for a multi-agency Community Health & Wellbeing Hub, at Weston Favell, to include a new library facility. This is an exciting opportunity to bring regeneration and an integrated approach to delivering services to the public at a local level and represents a positive investment for our library provision.

5.5 The proposals set out in this report are supported by an implementation plan with the required investment and resources identified and funded to ensure Community Groups and Town and Parish Councils receive the support they need to establish community run libraries, where appropriate.

6. Library Proposals by District and Borough

6.1 NCC are seeking approval to commence consultation on the proposals set out in this report.

6.2 All of the proposals are provisional and subject to ongoing discussions. District and Borough Councils and Town and Parish Councils have supported the development of the proposals and supported the County Council with engaging with Community Groups and in seeking mitigations to reduce the revenue costs of maintaining library provision across the County. The final outcome will be informed by the consultation, and agreements with community groups about service delivery, property issues and a signed Service Level Agreement.

East Northants

There is potentially £208,000 Section 106 money to be invested.

Higham Ferrers	This will become a Community Managed Library service. The community group wish to relocate the service to a new purpose built community centre, and there is potential for £64,000 Section 106 money to support this development. While this is being developed they will temporarily relocate to a Portacabin. The Children Centre provision will continue in the new location or NCC will find an alternative venue in this area.
Irthlingborough	This will remain part of the NCC statutory offer. There is £35,000 Section 106 money available to develop the library infrastructure and local offer.
Oundle	This will remain part of the NCC statutory offer due to its distance from other statutory provision.
Raunds	This will become a Community Managed Library service. Children Centre provision to continue to be offered. There is £75,000 Section 106 money available to be invested.
Thrapston	This will become a Community Managed Library service. This will also remain part of the statutory provision. The needs analysis showed that this service needs to remain part of NCC's statutory provision to deliver a comprehensive and efficient service due to proximity to other services and high numbers of children aged under 5, people aged over 60 and high levels of social isolation.

Rushden The Children Centre provision will continue. There is £34,000 Section 106 money available.
This will remain part of the NCC statutory offer.

Corby

Corby This will remain part of the NCC statutory offer and NCC are working with the Borough Council to look at reducing costs.
Danesholme This will become a Community Managed Library service. The community group wish to relocate the service to a local community centre.

Daventry

There is potentially £202,400 Section 106 money to be invested.

Brixworth This will remain part of the NCC statutory offer. There is £11,800 S106 money available to invest.
Daventry This will remain part of the NCC statutory offer, and will be relocating to a new venue. There is £150,600 S106 money being used to support this development.
Long Buckby Long Buckby community group would like to run a Community Managed Service, however, they need financial support and there are ongoing discussions about this. Children Centre provision to continue. There is potentially £40,000 S106 money available to invest.
Moulton This will become a Community Managed Library service.
Woodford Halse This will become a Community Managed Library service. Children Centre provision to continue.

Kettering

There is potentially £70,800 Section 106 money available

Burton Latimer This library was not part of the original proposals, however, the latest needs analysis showed that this service does not need to be part of statutory provision. NCC is having ongoing discussions with the local community who have indicated that they would like to run a Community Managed Service. Children Centre provision to continue. There is £48,800 Section 106 money available to invest.
Desborough This will become a Community Managed Library service. This will also remain part of the statutory provision as the needs analysis showed that the service is just over 5 miles away from another statutory service (Kettering) and high levels of people aged 0-10 and over 60. Children Centre provision will continue. There is £2,000 Section 106 money available to invest.
Kettering This will remain part of the NCC statutory offer. There is £20,000 Section 106 money available to invest.
Rothwell This will become a Community Managed Library service. Children Centre provision to continue. There is also £19,000 Section 106 money secured from development in the area which may be available to invest upon receipt by the Council.

South Northants

There is potentially £431,000 Section 106 money available.

Brackley	This will remain part of the NCC statutory offer. There is £270,000 Section 106 money available to invest.
Deanshanger	This will become a Community Managed Library service. This will remain part of the statutory offer due to distance from other statutory provision and higher needs for 0-10 year olds. There is £21,000 Section 106 money available to invest. Children Centre provision will continue.
Middleton Cheney	This will become a Community Managed Library service. There is £44,000 Section 106 money available to invest. Children Centre provision will continue.
Towcester Roade	This will remain part of the NCC statutory offer. This will become a Community Managed Library service. Children Centre provision to continue. There is £96,000 Section 106 money available to invest.

Wellingborough

There is potentially £36,600 Section 106 money available.

Earls Barton	This will become a Community Managed Library service. This will remain part of the statutory offer due to its distance from Wellingborough library and high numbers of people aged under 5 and over 60. There is £27,400 Section 106 money available to invest. Children's Centre provision will continue.
Finedon	This service is still under discussion, however, there is strong support for this to become a community managed service.
Irchester	This service is still under discussion.
Wellingborough	This will remain part of the NCC statutory offer. There is £9,200 Section 106 money to be invested.
Wollaston	This will become a Community Managed Library service.

Northampton

There is potentially £63,700 Section 106.

Abington	This service is still under discussion to identify if there is community support and financial resources to run a Community Managed Library.
Duston	NCC currently are in discussion about the property, however, this is likely to remain part of the NCC statutory offer as the needs analysis shows that it is in an area of deprivation, high levels of people aged over 60 and is over 2 miles from other statutory provision.
Central	This will remain part of the NCC statutory offer and NCC will look to develop the infrastructure and services offered.
Far Cotton	This service is still under discussion, however, there is strong support for this to become a community managed service. Children Centre provision to continue.

Hunsbury	This will remain part of the NCC statutory offer. There is £3,700 Section 106 available to be invested.
Kingsthorpe	This service will become a community managed service and relocate.
St James	This service is still under discussion to establish if there is sufficient community support and financial resources to run a Community Managed Library.
Weston Favell	This will remain part of the NCC statutory offer. NCC is currently working with public sector partners including Police, Northampton Borough Council and Health to develop a vision for a wellbeing Hub within the Weston Favell Area and it is proposed that the library will form part of this new development.
Wootton	This service will become a community managed service and relocate. There is £60,000 Section 106 money available for investment.

7. Consultation and Scrutiny

- 7.1 Subject to Cabinet approval of the proposals, the consultation will run for eight weeks; commencing on 12 December and run until 6 February. This will involve online questionnaires (with copies available in alternative formats upon request) and face to face engagement events at local libraries.
- 7.2 The feedback from the consultation will be used to inform the final decisions made on the library service and also to update the Equality Impact Assessments. Members will need to conscientiously consider the consultation feedback (including any alternative proposals suggested) when making their final decisions on the library provision.

8. Equality Screening

- 8.1 An Equalities Impact Assessment (EqIA) has been undertaken assessing the likely impact upon service users and the local community for each library, based upon the proposal developed.
- 8.2 For libraries that are proposed to remain under NCC statutory provision, we anticipate that the impact of the libraries transformation overall would be neutral as no change is proposed for these libraries, other than additional investment into improving service provision.
- 8.3 For libraries that are proposed to remain under NCC statutory provision but run by community groups, we have assessed the impact on sex, age, disability, pregnancy and maternity and other groups (particularly socio-economic exclusion/people on low incomes and those living in rurally isolated areas). The exact offer from the community groups running these libraries on behalf of NCC is still under discussion. There would be a minimum requirement set out in a service level agreement with regard to statutory services, but there is the possibility of a change in the level of service (this could be, for example, an

increase or decrease in opening hours). Some universal children's services provided in libraries which are currently designated children's centres would continue. There is a degree of mitigation around this uncertainty in that should a community group option prove unviable, the library would return to NCC.

- 8.4 For libraries that are proposed to be run by community groups outside of the NCC statutory provision, we have assessed the impact on sex, age, disability, pregnancy and maternity and other groups (particularly socio-economic exclusion/people on low incomes and those living in rurally isolated areas) as negative because the groups will not be required to meet specific levels of service and therefore service levels/variety of provision may reduce.
- 8.5 Additionally, depending on the capacity of groups to deliver services, this could result in self-service arrangements with a reduction in face to face provision, which we know was important to many from the consultation on the previous proposals. Mitigation in these circumstances would be the proximity to NCC statutory library provision and the Library To You service.
- 8.6 It is of note however that some community groups may be able to provide an increased service compared to that of NCC – the exact detail of each libraries service provision is still subject to negotiation and the outcome of formal consultation.
- 8.7 For libraries where there is no viable community group option and the needs assessment has not identified that it should remain under NCC statutory provision, to ensure a comprehensive and efficient library service across the whole local authority area, the current expectation is that those libraries could close unless a viable solution is developed during the consultation period. In this case, we have assessed the impact on sex, age, disability, pregnancy and maternity and other groups (particularly socio-economic exclusion/people on low incomes and those living in rurally isolated areas) as negative because it would result in the library closing. Mitigation in these circumstances would be the proximity to NCC statutory library provision and the Library To You service.
- 8.8 All EqlAs will be updated using the feedback from the consultation and the outcomes of ongoing discussions with the community groups about what the final service provision could look like. In addition, a cumulative impact assessment will be produced when the options for all libraries (and therefore what the library provision in Northamptonshire will look like) is known. Members will need to conscientiously consider these before making their final decisions on the library provision. The final report to members will provide an analysis of the equality impact on each library and impact overall for the county-wide library service.

8.9 The current individual EqlAs can be found here:

[https://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/equalities/equality-impact-assessments-eqias/Pages/public-health-and-wellbeing-equality-impact-assessments-\(eqias\).aspx](https://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/equalities/equality-impact-assessments-eqias/Pages/public-health-and-wellbeing-equality-impact-assessments-(eqias).aspx)

9. Alternative Options Considered

- 9.1 NCC have previously proposed an Independent Library model, however following a Judicial Review this decision was not progressed.
- 9.2 NCC cannot consider maintaining the library service in its current form due to budgetary constraints and the need to deliver savings to stabilise the organisation and to ensure that the remaining Library provision is sustainable. The proposal being put forward meets the statutory requirement in any event.
- 9.3 We recognise that there are a number of alternative models in other areas, however the current proposal is able to offer a solution which maintains the optimum number of libraries within the most efficient and sustainable cost model.

10. Financial Implications

- 10.1 The remodelling of the library service will deliver a sustainable library service for the future.
- 10.2 The 2019/20 draft budget adds back the previous library budget proposals published in February 2018, which included proposals to reduce the Book Fund to ensure that the service is able to provide a comprehensive and efficient service. Budget savings will be achieved through a staff restructure, which is now complete.
- 10.3 Until any new proposals are finalised and agreed it is not possible to provide details of the financial implications of these proposals. These will be included within the final proposal presented to Cabinet following the outcome of the consultation.

11. Risk and Business Continuity Management

a) Risk(s) associated with the proposal

Risk	Mitigation	Residual Risk
Judicial review	NCC have been engaging with the community to develop the new proposals to ensure that they are agreeable to all. NCC are ensuring that correct decision making processes are followed. We are confident that the number of libraries NCC are maintaining as statutory are comprehensive and efficient.	Amber
Due to the ongoing changes in the service library staff morale has been impacted.	Clear communications on the process to ensure staff are engaged and informed.	Amber

b) Risk(s) associated with not undertaking the proposal

Risk	Risk Rating
The service will not be able to deliver within budget.	Red

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Background Papers:	
Does the report propose a key decision is taken?	NO
If yes, is the decision in the Forward Plan?	YES/NO
Will further decisions be required? If so please outline the timetable here	YES Paper to Cabinet in February or March 2019
Does the report include delegated decisions? If so, please outline the timetable here	NO
Is this report proposing an amendment to the budget and/or policy framework?	NO
Have the financial implications been cleared by the Strategic Finance Manager (SFM)? Have any capital spend implications been cleared by the Capital Investment Board (CIB)	YES Name of SFM: Emily Taylor /Mark Walker NO
Has the report been cleared by the relevant Director?	YES Name of Director: Lucy Wightman
Has the relevant Cabinet Member been consulted?	YES Cabinet Member: Cecile Irving-Swift
Has the relevant scrutiny committee been consulted?	NO Scrutiny Committee:
Has the report been cleared by Legal Services?	YES Name of solicitor: Shahin Ismail
Have any communications issues been cleared by Communications and Marketing?	YES Name of officer: Simon Deacon
Have any property Issues been cleared by Property and Asset Management?	YES Name of officer: Rob Scott
Have the Procurement Implications below been referenced in the Paper:	N/A Name of officer (This should be Head of Procurement)

<ul style="list-style-type: none"> • Have you evidenced compliance with the Council's Contract Procedures Rules? • Have you made clear in this paper where you are seeking Cabinet to approve an exemption from the Contract Procedure Rules and detailed the risks and mitigations? • Have you identified any EU or UK legislative risks such as non-compliance with the Public Contract Regulations Act 2015, transparency and open competition? • Have you identified the procurement risks associated with a contract? 	
Are there any community safety implications?	NO
Are there any environmental implications:	NO
Are there any Health and Safety Implications:	NO
Are there any Human Resources Implications:	NO
Are there any human rights implications:	NO
Constituency Interest:	On the back of this report a note will be issued to all local Councillors

