



CABINET

14 MAY 2019

DIRECTOR OF PUBLIC HEALTH: LUCY WIGHTMAN

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

| | |
|------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Subject: | Update on library consultation and future service |
| Recommendations: | <p>Cabinet are asked:</p> <ol style="list-style-type: none">1. To note the consultation process and outcome, including all associated Equality Impact Assessments, and recommendations that have been made in the light of these.2. To approve the proposals for the library services as outlined in section five and to note the implications on individual libraries.3. To agree that authority be delegated to the Director of Public Health, in consultation with the Cabinet Member for Public Health and Wellbeing, to start negotiations with the relevant Community Groups and Councils to implement proposals. For non-statutory libraries, where following negotiations a proposal no longer looks viable and no suitable alternative can be found, authorise closure of the library.4. To note the proposed next steps and potential impact on library property issues and agree that authority be delegated to the Director of Place, Partnerships and Communities, in consultation with the Cabinet Member for Finance, to agree the individual terms of the property transactions. |

1. Purpose of Report

1.1 This report outlines the findings from the consultation and the proposed models and principles of the future delivery of libraries in Northamptonshire.

2. How This Decision Contributes to the Council Plan

The Council's vision is for Northamptonshire to be a county where everyone looks after each other and takes responsibility, where the vulnerable are protected and supported and where the people who can help themselves receive the assistance they need to stay independent and healthy.

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

- Working in partnership with other public sector organisations (such as the seven district and borough councils and Town and Parish Councils).
- Enabling individuals and communities to achieve better outcomes.
- Engaging with partners and communities to co-design and co-deliver services.
- Using innovation to find better and more sustainable ways of delivering services ensuring they are efficient and affordable in the long term.
- Utilising the Council's assets effectively.
- Reducing inequalities and disparity of opportunities.

3. Background

3.1 Local authorities have a statutory duty under the Public Libraries and Museums Act 1964 'to provide a comprehensive and efficient library service for all persons' in the area that want to make use of it (Section 7). Local authorities have the power to offer wider library services beyond the statutory service to other user groups, and the Act allows for joint working between library authorities.

3.2 In considering how best to deliver the statutory duty each library authority is responsible for determining the local needs and to deliver a modern and efficient library service that meets the requirements of their communities within available resources.

3.3 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, 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.

3.4 The libraries transformation programme recognises the value of services delivered from public libraries and has been designed in line with the Council's key strategic priorities to:

- Use innovation to find better and more sustainable ways of delivering services ensuring they are efficient and affordable in the long term
- Engage with partners and communities to co-design and co-deliver

3.5 The key outcomes for the libraries transformation are to:

- Ensure that the council delivers its statutory library provision
- Maintain as many of the remaining libraries that fall outside of this provision at neutral cost to the Council
- Engage and work with local communities and community organisations for co-delivery of sustainable library services
- Provide ongoing support and advice to groups to enable them to remain part of the county's public library network

- 3.6 The library needs analysis looked at demographic information commonly associated with library use/need (children aged 0-10 years, adults aged 60 and over, deprivation and the number of visits to libraries within two and five miles of members' home addresses). It also looked at distance from the nearest proposed statutory library (using car and public transport), social isolation, historic patterns of library usage and children's centres by type and patterns of usage.
- 3.7 The analysis looked both at needs in local areas, as well as the countywide offer, to ensure that it is comprehensive and efficient. It has also taken into account the two proposed unitary authority footprints. More detail is available in the Needs Analysis at Appendix A.
- 3.8 The needs analysis, along with information provided by the library services and engagement with local communities including feedback from the previous library consultation, was used to identify those libraries that need to be kept to fulfil NCC's statutory obligations.
- 3.9 NCC engaged with local community groups associated with each library, District and Borough Councils and Parish and Town Councils, to discuss the options for their local library provision.
- 3.10 This engagement included informal assessments of the resource available to support the running of libraries and ensure the sustainability of the Northamptonshire library service in order to develop a proposed model which could be consulted upon.
- 3.11 At December 2018 Cabinet, which outlined draft proposals, the commencement of a consultation process was approved and the proposed model to be consulted upon saw a combination of NCC managed statutory libraries and Community Managed Libraries (both statutory and non-statutory) in order to try and keep as much of the library provision open and available to the residents as possible.
- 3.12 Accordingly, this report summarises the consultation activity, the results of that consultation and outlines proposals for future delivery based on the feedback and key themes from that consultation.

4. Consultation and Scrutiny

- 4.1 Due to ongoing negotiations with local community groups associated with each library, District and Borough councils and Parish and Town councils, the consultation on the individual proposals for 28 libraries, began on 12th December 2018 after Cabinet gave approval to consult and ran for just over eight weeks until 8th February 2019. The consultation on the final eight libraries began on 23rd January 2019, and ran for the same length of time, ending on 22nd March 2019, with a period where all 36 libraries were out to consultation at the same time.
- 4.2 The consultation was featured on the Council's online consultation hub (<https://northamptonshire.citizenspace.com/>). Councillors, local MPs and MEPs,

district and borough councils, parish and town councils, partner organisations, voluntary and community sector organisations, representatives of protected characteristic groups, local business groups, and members of both the Northamptonshire Residents' Panel and the Council's Consultation Register were formally invited to give their views and asked to promote the consultation to their members, or within their local area where appropriate. Opportunities to take part in the consultation were also promoted in the local media via press releases, through the Council's website, e-newsletter and social media channels, allowing both internal (e.g. NCC staff) as well as external consultees to get involved in the process. It was also promoted in all libraries.

4.3 Local people and organisations were able to have their say about the review of the library service in a range of ways, by:

- Visiting the Council's Consultation Hub and completing the questionnaire or requesting a paper questionnaire from their local library (a standard questionnaire and one designed specifically for children and young people was made available)
- Emailing consult@northamptonshire.gov.uk
- Writing to the Council
- Attending an event held at libraries where a change was proposed
- Using social media: Tweeting @mycountycouncil or posting comments on the mycountycouncil Facebook page
- Signing or submitting a petition or e-petition

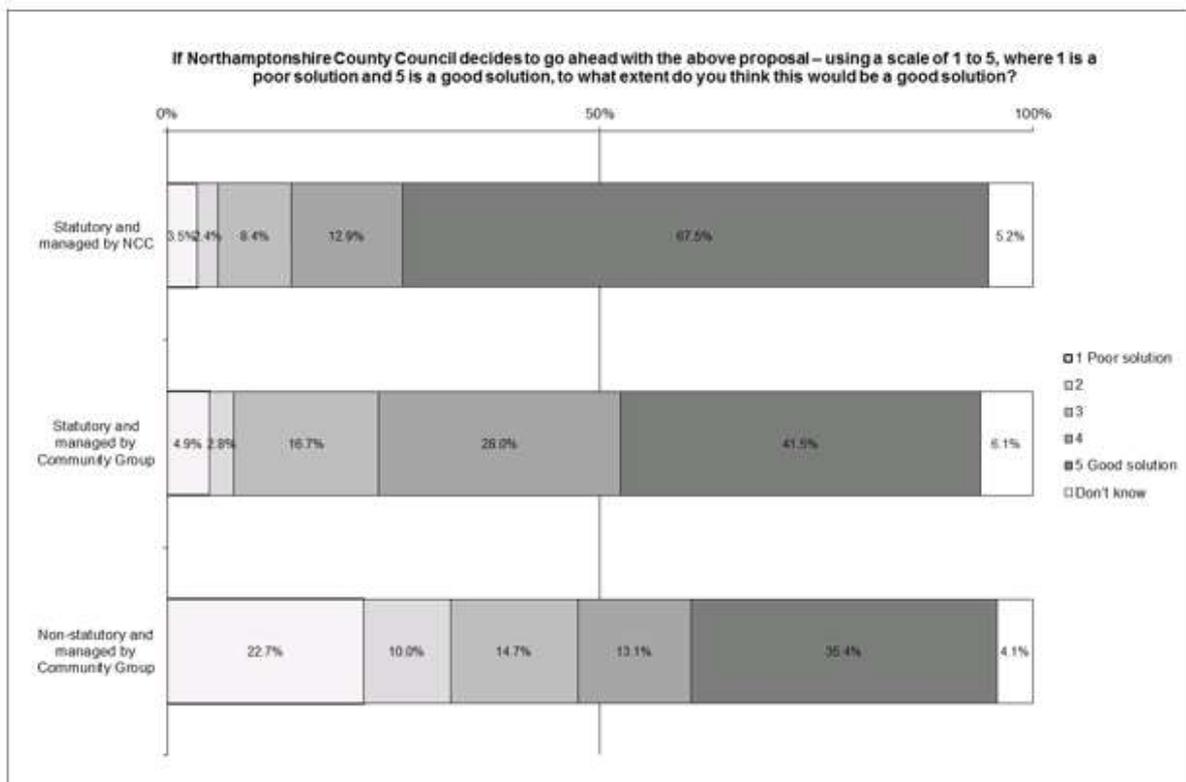
4.4 During the consultation period, using the various means available to consultees, local people and organisations contributed to the consultations 2,255 times (acknowledging that some people may have taken part via a number of different methods).

4.5 Because proposals were developed for each individual library, the questionnaire was structured so that respondents gave their views on a per library basis, there was no restriction on respondents being able to complete questionnaires for more than one library. This means we are able to summarise views by library, collating all the views from the different consultation channels. Weblinks to the online equality impact assessments for each library were available from the relevant sections of the questionnaire so that consultees could view these.

4.6 The Consultation Analysis Report (Appendix B) summarises the feedback received on each library, and should be read in full to ensure that Members are aware of the feedback relating to each library. Members will need to conscientiously consider the consultation feedback (including any alternative proposals suggested) when making their final decisions on the future of the library service. The full results (including all comments received, redacted to remove identifying information or potentially defamatory comments) has also been made available on our [website](#).

4.7 The number of consultation responses varied significantly between libraries, with most libraries where there was a change proposed generating the highest number of responses. There was also a difference in the levels of support for proposals depending on whether the proposal was for a statutory library run by NCC, a community managed statutory library or a non-statutory community managed library.

4.8 Just over 80% of respondents giving their views on libraries that were proposed to be statutory and run by NCC felt this was a good solution, compared with 69% for libraries that were proposed to be statutory and community managed, and 49% for libraries that were proposed to be non-statutory and community managed.



4.9 There were some clear themes that emerged from the feedback that are highlighted below.

Themes from the consultation

4.10 Whichever library respondents were commenting on, it was clear that they strongly valued their libraries and felt that they were about much more than just books, with many respondents commenting on the social aspects of libraries or the wider services delivered in libraries that go beyond book lending, with many describing their local library as a community hub. It was also a common theme that respondents valued the universality of libraries, as a service that everyone is welcome to use, regardless of income or status. This came through particularly strongly at events, when attendees were expressing their views in person to officers and to the Portfolio Holder with responsibility for libraries.

- 4.11 Whether respondents were supportive of the proposals for their library or not, a common theme was the perception that library services were suffering because of the Council's financial situation.
- 4.12 Libraries were considered particularly important for older people (in reducing social isolation), the delivery of children's services and support for parents (in particular mothers) and families and for children and young people in terms of supporting their educational attainment (with the support of staff being mentioned here). Children and young people who responded to the consultation, either by using the standard questionnaire, the children and young people's questionnaire or in individual submissions, mentioned how much they enjoyed the groups that are offered in libraries, and how they like to play and meet friends there.
- 4.13 Generally, some respondents were unclear as to what would be included in any of the different levels of provision – for example, would community managed libraries have access to book stock, could customers still access any library in Northamptonshire, which services would continue to be provided e.g. applications for Blue Badges and bus passes.
- 4.14 Some respondents also wanted to know what level of children's services would be provided in community managed libraries, and wanted clarification as to whether this would be provided by a trained member of staff.
- 4.15 There were nuances that arose during the consultation feedback that were specific to each individual library, which are detailed within the consultation analysis report in Appendix B. However, some common themes emerged that were, on the whole, dependent on the future status of the library, although there were some similarities regarding the community managed libraries, which are outlined below.
- 4.16 For libraries that were proposed to remain part of NCC's statutory provision and be delivered by NCC, the feedback was that respondents were pleased that no changes were proposed for their libraries. Some respondents raised concerns about proposals for other libraries, including concerns that some libraries could close, and others took the opportunity to make comments about the current level of service e.g. opening hours and book stock, and wanting these to remain as they are, or preferably, increase.
- 4.17 For libraries that were proposed to remain part of the statutory offer but be run by community groups, there were a number of common themes. There was generally a sense of relief that these libraries had been identified as part of the statutory offer, with the security of having the Council's commitment to retain a library service should the community group be unsuccessful. Various opinions were expressed relating to the role of volunteers and the requirements to buy/lease the building and cover ongoing costs. While some felt that the volunteers and Friends Groups involved in the development of proposals would

provide a better, more tailored service, others were concerned that the supply of volunteers could run out or that it would place a lot of pressure on people who were running the service with no paid or professional support and that the service could deteriorate.

4.18 There was also the view that volunteers should not be relied upon to deliver what was considered to be a statutory service. Respondents often expressed the view that they had paid for their libraries via Council Tax paid to the County Council (and would not see a reduction in the amount they paid to NCC) and were not happy that in future they may have to pay an increased Parish Council precept for those areas where the parish or town council were stepping in to support the community managed library. There seemed to be confusion around what the requirements would be with regard to either purchasing or leasing the library buildings, which seemed to lead to differences in how people felt about that part of the proposal. Some felt there was a need for ongoing support from NCC to ensure that the community managed service is viable.

4.19 For libraries that were proposed to be non-statutory and run by a community group in the event of a viable proposal, there were requests for these libraries to remain part of the statutory provision. Respondents also consistently raised concerns about the quality and quantity of volunteers required to run a community managed library, and how successful this would be without paid professional support. They felt there would be more chance of success with ongoing support from NCC. They were concerned about how book stock would be refreshed and shared between all libraries and what access a community managed library would have to IT and library infrastructure. They were also concerned that opening hours would not be sufficient, with requests for weekend opening, although some acknowledged that being community managed would allow them to decide their hours for themselves.

4.20 Similarly to those libraries that would be community managed but would remain part of the statutory offer, there were concerns about the requirements to either buy or lease the library building, again with some confusion as to what was expected and who would be financially responsible in some cases e.g. the parish/town council or the community group. With the caveat that libraries not assessed as needing to be part of the statutory library offer could close if no viable community solution was developed, or if it proved unsustainable over time, many respondents were concerned that the proposal would result in their library closing and the impact this would have on the local community. There was some concern that there was not enough funding within the local community to sustain the cost of a library, including building maintenance, with requests made for NCC support.

4.21 Respondents often mentioned the view that alternative statutory libraries (if their library were to close) were too far/too difficult/too expensive/too inaccessible/too unsafe to get to. For rural areas, this was often attributed to reductions in bus services that have happened recently, the inability to walk to

alternative libraries and the fact that visiting the library would have to be a deliberate trip as opposed to an unplanned visit, for example on the way home from school. Public transport was also identified as an issue in urban areas, with the cost being mentioned frequently. In all cases, concerns were raised particularly about elderly people, people with mobility difficulties and families with young children being unable to get to libraries outside their immediate locality. The practicalities of carrying a number of books on public transport was also mentioned a number of times and was a concern for elderly respondents and those with young children.

4.22 Three of the libraries we consulted on also included the proposal that the libraries would move to a new location – these were Danesholme, Kingsthorpe and Wootton. While more respondents for Kingsthorpe Library were against the proposed move, more respondents for Wootton Library supported the move. The small number of respondents for Danesholme Library were split on the proposed move. The views raised in relation to the proposed moves are outlined in more detail in each library's section of the Consultation Analysis Report at Appendix B. Daventry Library is due to relocate in May 2019 as the existing building is owned by Daventry District Council and has been identified by the District Council for redevelopment. Separate public engagement exercises on the future accommodation proposal for Daventry Library were held in October and November 2018. NCC's engagement analysis report produced is published on the Council's [website](#). The consultation on the future of all 36 libraries did not deal with the relocation of Daventry Library as it had already been agreed however. Daventry Library was included in the overall consultation to ensure that respondents had the same opportunity to comment on the collective future of all 36 libraries.

4.23 There was a small amount of criticism of the consultation methodology in so far as respondents were asked within the questionnaire to comment on one library at a time. The online questionnaire was developed to allow the Council to capture feedback on specific libraries, but respondents could, and did, give their views on more than one library or on the proposals as a whole, either via completing more than one questionnaire or by writing to or emailing the Council.

5. Proposed Model by District and Borough

5.1 The current proposals are for there to be 14 NCC managed statutory libraries, five community managed statutory libraries and 17 community managed non-statutory libraries.

5.2 The proposed models were informed by the initial discussions with District and Borough Councils, Town and Parish Councils, engagement with Community Groups. Informal discussions were also undertaken with other Local Authorities and The Department for Digital, Culture, Media and Sport (DCMS).

5.3 NCC has now carefully considered the findings from the consultation and have used these to finalise the proposals, which are outlined for each library below. The proposals for those which are to be statutory and non-statutory have not

changed since the October 2018 Needs Analysis (Appendix A) was completed, and therefore this does not need to be reviewed again, and shows that the current proposal meets the needs for a comprehensive and efficient service. In 2017/18 there were 55,683 active members who visited library sites across Northamptonshire. 75% visited at least one of the libraries proposed to remain as NCC run statutory provision, and 81.5% visited at least one of the libraries proposed to remain as statutory (either NCC run or community managed). 27.7% visited at least one of the proposed CML non-statutory libraries.

- 5.4 The final outcomes are still subject to ongoing discussions about service delivery, property issues, business plan viability and a signed Service Level Agreement between NCC and each community group responsible for running a Community Managed Library.

Changes following the consultation

- 5.5 Feedback from the consultation largely favoured the proposal of retaining a community managed library over the alternative of closure, although we acknowledge that many respondents' preference was for their library to remain part of the statutory provision and managed by NCC.
- 5.6 For community managed libraries the biggest focus of concern was the level of support that was considered necessary for the success and sustainability of the Community Managed Library. We have used this feedback to refine the support offer, and this includes the creation of two dedicated Community Library Co-ordinator posts to provide ongoing contact, training, support and advice from the library service. NCC will also provide support around the library infrastructure, and this offer will be outlined in a service level agreement (SLA), which is detailed in Section 7. We have confirmed that, following the restoration of the book and media fund, fixed levels of refreshed book stock (considered by many the lifeblood of the service) will be provided by NCC to the community managed libraries across the year. Concerns around the access required to offer a full service using the library IT systems has resulted in the creation of a separate new, easy to use desktop, which will specifically enable volunteers to access systems whilst protecting customer data.
- 5.7 NCC will work with community groups wishing to run a community managed library to ensure that their proposal is financially viable and meets the required level of standards for a community managed library. The expectations for community groups and the support they will receive will be outlined in the SLA. Workshops have been held to provide community groups with further information about the SLA and the business case submission process.
- 5.8 There were also three libraries in particular where feedback and discussions with local groups have resulted in changes to the original proposal. There were concerns about the relocation of both Danesholme Library and Kingsthorpe library to other locations in the vicinity. Feedback highlighted that changes to available space and additional barriers to access would affect a number of

groups negatively if the library were to relocate. Following discussions with local councils and community organisations we have been able to refine the proposals so that these libraries might remain in their current locations. Feedback around the reduction in opening hours at Wootton Fields Library has also resulted in discussions with the Parish Council to move the library provision into a temporary location in the community centre before the extension which will eventually house the library when it is built. This will mean that access to the library is greatly enhanced through the standard opening hours of the community centre before the new library space is completed.

East Northamptonshire

- 5.9 Rushden Library** - No changes are proposed for Rushden Library and it is proposed that Rushden Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. Feedback from the consultation supported the proposal.
- 5.10 Irthlingborough Library** - No changes are proposed for Irthlingborough Library and it is proposed that Irthlingborough Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. There are high needs for children in this area. Feedback from the consultation supported the proposal and suggested that the space and facilities inside the library could be enhanced to enable more use by groups within the town. There is £34,700 S106 money currently being invested to develop the library space and improve the financial sustainability of the library.
- 5.11 Oundle Library** - No changes are proposed for Oundle Library and it is proposed that Oundle Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, with higher than average populations of under fives, those aged 60 and over and higher social isolation. The library is also situated the furthest from any statutory provision, falling outside the five mile radius of proposed statutory provision. Feedback from the consultation supported the findings of the needs assessment and the proposal in general and suggested that more innovation would help to keep the library financially sustainable in the future. There is £78,500 S106 money to be invested and this will be used to improve the space for the community and make it more financially sustainable.
- 5.12 Higham Ferrers Library** – It is proposed that Higham Ferrers Library becomes a Community Managed Library in the current library building, as a transitional arrangement while plans are developed to relocate the service to a new build community centre. There is the potential for £64,600 S106 money to

support this development. A needs assessment has identified that this library is within two miles of a library remaining within NCC statutory provision at Rushden and has a relatively low number of physical visits. Feedback from the consultation suggested that though people would rather the library remained managed by NCC, they would much rather maintain a community managed library than no library as they valued the services that were delivered by the service. There were concerns around the sustainability of volunteers and the costs associated with running the library in the current building. NCC will continue to provide the library infrastructure and support to help the group operate as part of the library network. There were also concerns about moving from the current building and the need for any new facility to be centrally located. We are in discussions with the Town Council regarding the community managed library remaining in the current building, supported by NCC in the interim period, however, if an agreement cannot be made this library will close.

5.13 Raunds Library - It is proposed that Raunds Library becomes a Community Managed Library in the current location. A needs analysis has identified that Raunds Library is within five miles of a library remaining within NCC statutory provision at Thrapston. It is proposed that Raunds Town Council and Raunds Community Library Trust work together to take over the running of the library, supporting community need, providing a book lending service as well as additional services where appropriate. NCC will continue to provide the library infrastructure and support to help the group operate as part of the library network. There is £75,000 of S106 funding available to be invested in the development of the library. Feedback from the consultation suggested that a community managed library would be preferable to no library and that this could help the group tailor the services to the needs of the community. Some concern was expressed around the lack of experienced staff. There were also concerns about the reduction in opening hours and lack of weekend opening. Part of the support NCC will provide is training and a Community Library Co-ordinator to support volunteers. The community group have already begun adding additional opening to supplement the current opening hours and intend to have weekend opening. As this community managed library would be outside of NCC's statutory library provision, if the arrangement to run the library becomes unviable, the service would cease.

5.14 Thrapston Library – It is proposed that Thrapston Library will be run by the Friends of Thrapston library, with financial support from Thrapston Town Council for the property and running costs. A needs assessment has identified that this library is outside the five mile catchment area of another statutory library and has a high number of under fives and over 60s in the area and a high level of social isolation. For these reasons it will remain part of the countywide statutory provision. Feedback from the consultation suggested that the proposal to be a community managed library was a good compromise as it would enable the service to grow and become a community hub. There were some concerns around the reliance and pressure on volunteers and an indication that NCC would need to provide significant support to ensure it worked effectively. Full training will be provided and a Community Library Co-ordinator will work with the community group within a Service Level Agreement to ensure equality of access and quality of service. As Thrapston Library would remain part of the statutory

provision, should it become unviable as a community managed library, NCC would seek to make alternative provision in Thrapston.

Corby Borough

- 5.15 **Corby Library** - No changes are proposed for Corby Library and it is proposed that Corby Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. Feedback from the consultation supported the proposal and suggested that further investment was required to enhance the library. NCC has worked with Corby Borough Council to look at reducing property costs for the library to help it become more financially sustainable.
- 5.16 **Danesholme Library** - It is proposed that Danesholme Library becomes a community managed library service. A needs assessment has identified that Danesholme Library is within four miles of a library remaining within NCC statutory provision in Corby and is not well-used so it would no longer form part of NCC statutory provision. The original proposal was to work with the nearby Danesholme Community Centre to relocate the library into their building for them to run a community managed library from within but following feedback during the consultation and through working with the Borough Council it is agreed that it will remain in the current location. Feedback from the consultation indicated that there was concern that moving the library to a smaller section of a shared building would reduce the range of services that could be offered from the Library. NCC will continue to provide the library infrastructure and support to help the group operate as part of the library network. The Community Centre will manage the library from its current location and will support the running costs with support from Corby Borough Council with the property costs. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

Daventry District

- 5.17 **Daventry Library** - No changes are proposed for Daventry Library and it is proposed that Daventry Library remains managed by NCC. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. Following a separate public engagement exercise, Daventry Library will be relocating to a new venue in mid-May. There is £150,600 S106 money being used to support this development - £50,000 of which is available and with Daventry District Council. Feedback from the consultation supported the proposal to retain a library in Daventry and suggested that further investment would help to modernise the library. The relocation will include a new library fit-out which has been designed to provide flexible space to maximise the potential for additional events and activities.
- 5.18 **Brixworth Library** - No changes are proposed for Brixworth Library and it is proposed that it remains managed by NCC in the current location. This library

will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. Feedback from the consultation supported the proposal but highlighted the importance of keeping the book stock updated and refreshed. The book and media fund had been subject to the Council's S114 spending controls but NCC has restored the fund for 2019/20 and new stock should be arriving in libraries in the coming months. There is £13,400 S106 money available to invest and this will be used to enhance the library and make it more financially sustainable.

5.19 Long Buckby Library - It is proposed that Long Buckby Library becomes a Community Managed Library in the current location. A needs assessment has identified that this library is within five miles of a library remaining within NCC statutory provision at Daventry and therefore would no longer form part of NCC statutory provision. Feedback from the consultation supported the proposal as it would enable the valued library services to continue whilst enabling the tailoring of services to the local community. There were concerns around the sustainability of volunteers, and the cost of the premises and running costs. During the consultation, agreement was reached between the volunteer group and the Parish Council that the volunteers group will manage the library and associated running costs and the Parish Council will support the property costs. NCC will continue to provide the library infrastructure and will provide volunteers with training and the support of a Community Library Co-ordinator. There is potentially £40,000 S106 money available to invest. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

5.20 Moulton Library - It is proposed that Moulton Library will become a Community Managed Library in the current location within the Parish Council-owned Community Centre. It is proposed that it will sit outside of NCC's statutory provision as a needs assessment has identified that this library is within five miles of a library remaining within NCC statutory provision at Weston Favell. Feedback from the consultation suggested that though many people felt that the library should remain funded and managed by NCC, they would rather have a community managed library operating from within the community centre than no library. There were concerns about the sustainability and skill levels of the volunteers and the costs of running the building. There were also concerns about what level of service would be offered from the library and what would be provided by NCC to the community group. NCC would work closely with the volunteers to provide training and support through a Community Library Co-ordinator. NCC will also provide the infrastructure including the IT systems and the stock collection. Further feedback suggested that it was unfair for NCC to seek property costs. Discussions with the Parish Council regarding the lease arrangements are ongoing, but without an agreement there is the risk that this library may close. There is £18,000 S106 money to invest.

5.21 Woodford Halse Library - It is proposed the Woodford Halse Library will become a Community Managed Library in the current location. It is proposed that Woodford Halse Library no longer forms part of NCC statutory library

provision as a needs analysis has identified that this library is not well used. Discussions have taken place between NCC and the Parish Council about the feasibility of volunteers running the library from the current Parish owned building. Feedback from the consultation was limited but attendees at the consultation event felt that the proposal could provide opportunity to tailor services and improve access to the library. Discussions with the Parish Council around the surrender of the lease are ongoing. NCC will continue to provide the library infrastructure and support to help the group operate as part of the library network. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

Kettering Borough

5.22 Kettering Library - No changes are proposed for Kettering Library and it is proposed that the Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. Feedback from the consultation supported the proposal. There were concerns around the lack of investment in stock and IT provision. There is £20,000 S106 money available to invest in enhancing the provision from this library.

5.23 Desborough Library - It is proposed that Desborough Library will be run by a community group in the current location but will remain part of the countywide statutory provision. A needs analysis indicated that as Desborough Library sits outside the five mile radius of Kettering Library and has a high usage of Children's services, active library users and higher populations for 0 -10 year olds and 60 plus populations, it is required to form part of the statutory provision across the borough. A new charitable organisation is being set up to purchase the building and run the library. NCC will continue to provide the library infrastructure and support to help the group operate as part of the library network. Feedback from the consultation was positive about the additional access that the community group would be able to offer. There is £2,300 S106 money available to invest. As Desborough Library would remain part of the statutory provision, should it become unviable as a community managed library, NCC would seek to make alternative provision in Desborough.

5.24 Burton Latimer Library - It is proposed that Burton Latimer Library will be run by a community group in the current location and will no longer form part of the NCC statutory library provision. A needs analysis shows that this library is not required as part of the statutory service due to its low deprivation, short travel distances to alternative provision and no high need in the 0 – 10 and over 60 populations. It is proposed that the Town Council purchase the building and work with the friends group to run a community managed library. Feedback from the consultation indicated concerns around the sustainability of volunteers, book stock and infrastructure. There were also concerns around the level of accessible opening hours. NCC will continue to provide the book stock and IT infrastructure and will support the volunteers with training and advice. There is £48,800 S106 money available to invest in enhancing the provision. As this

would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

5.25 Rothwell Library - It is proposed that Rothwell Library will become a Community Managed Library and no longer forms part of NCC statutory library provision as a needs assessment has identified that this library is within five miles of a library remaining within NCC statutory provision at Kettering. Discussions are ongoing between NCC, the Friends of Rothwell Library and Creating Tomorrow Multi-Academy Trust. It is proposed that volunteers from the Friends of Rothwell Library will manage the library with the Multi-Academy Trust supporting with the property and running costs. Feedback from the consultation suggested that the library and its associated services were extremely valued. There were concerns around the sustainability of the volunteers and the investment of the trust and many felt that the library should remain part of the statutory provision managed by NCC, but that a community managed library would preserve it for the town. NCC will continue to provide the library infrastructure and support to help the group operate as part of the library network. There is £27,600 S106 money from development in the area which may be available to invest upon receipt by the Council. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

South Northamptonshire

5.26 Brackley Library - No changes are proposed for Brackley Library and it is proposed that Brackley Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. Feedback from the consultation supported the proposal. There were some concerns around the reduction in opening hours and the lack of new stock since the council's Section 114 spending controls. There was also a suggestion that investment is required to improve the facilities particular with a view to providing hireable rooms. We can confirm that the book and media fund has been restored for 2019/20 and new stock should start arriving in the next few months. There is £269,800 S106 money available to invest in improving the provision from this library and this will be used to make the library more financially sustainable whilst enhancing the offer.

5.27 Deanshanger Library - It is proposed that Deanshanger Library will become a Community Managed Library run by the Friends of Deanshanger library. A needs assessment has identified that this library is outside the five mile catchment area of another statutory library within South Northamptonshire and has a high needs for 0 – 10 year olds in the area. For these reasons it will remain part of the countywide statutory provision. Feedback from the consultation suggested that the proposal to be a community managed library was welcome as the community valued the range of services that were provided from the library and felt that due to the distance to another library, to lose this provision would be detrimental to the elderly and socially isolated. There were

some concerns around the sustainability, skills and training of volunteers. Full training will be provided and a Community Library Co-ordinator will work with the community group within a Service Level Agreement to ensure equality of access and quality of service. There were further concerns around the feasibility of the community group covering the property and running costs of the library. NCC has offered a peppercorn rent agreement to libraries proposed to be community managed and statutory. Discussions with NCC Property Services are ongoing around running costs. As Deanshanger Library would remain part of the statutory provision, should it become unviable as a community managed library, NCC would seek to make alternative provision in Deanshanger.

5.28 Middleton Cheney Library - It is proposed that Middleton Cheney Library will become a Community Managed Library run by the Supporters of Middleton Cheney Library. A needs assessment has identified that this library is outside the five mile catchment area of another statutory library within South Northamptonshire and it needs to remain part of the countywide statutory provision. The current proposal is currently the subject of ongoing discussions with the community group. There is £44,000 of Section 106 money available to invest in the development of this library. Feedback from the consultation suggested that the proposal to be a community managed library was mainly positive as though many would prefer it to remain run by NCC, they felt that the proposal has the potential for the range of services it provides to develop and increase, although there was also some concern that the services offered may reduce, and that the volunteers may not be able to deliver the same level of service. NCC will continue to provide the library infrastructure and support to help the group operate as part of the library network. There were concerns around the costs of the property and how this would affect Parish precepts. NCC has offered a peppercorn rent agreement to libraries proposed to be community managed and statutory. Discussions with NCC Property Services are ongoing around running costs. As Middleton Cheney Library would remain part of the statutory provision, should it become unviable as a community managed library, NCC would seek to make alternative provision in Middleton Cheney.

5.29 Towcester Library - No changes are proposed for Towcester Library and it is proposed that Towcester Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. Feedback from the consultation supported the proposal. There were concerns over the future funding of the service and in particular the book stock. NCC has confirmed that the book and media fund has been restored for 2019/20 and new stock should start arriving in the next few months.

5.30 Roade Library - It is proposed that Roade Library will become a Community Managed Library. It is proposed that Roade Library no longer forms part of NCC statutory library provision as a needs assessment has identified that this library is within 5.3 miles of a library remaining within NCC statutory provision at Hunsbury. Discussions have taken place between NCC, Roade Parish council and the Roade Junction Community Group (RJCG) and it is proposed that these

groups work together to provide a community managed library with RJCG running the library and the Parish Council supporting the property and running costs. Feedback from the consultation supported the proposal as they felt it was a good way to maintain the library service in their community. There were concerns around the sustainability and the associated costs which some felt would ultimately lead to closure. It was felt that significant support should be provided by NCC to help the Community Managed Library become established. NCC would work closely with the volunteers to provide training and support through a Community Library Co-ordinator. NCC will also provide the infrastructure including the IT systems and the stock collection. There is £96,100 S106 money available to invest in enhancing the provision. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

Wellingborough Borough

- 5.31 Wellingborough Library** - No changes are proposed for Wellingborough Library and it is proposed that the Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation indicating that statutory provision should continue. Feedback from the consultation supported the proposal. There were concerns over lack of new book stock due to the Section 114 spending controls. NCC has confirmed that the book and media fund has been restored for 2019/20 and new stock should start arriving in the next few months. There is £18,100 S106 money to be invested in improving the provision from this library.
- 5.32 Earls Barton Library** - It is proposed that Earls Barton Library will be run by a charitable incorporated organisation (CIO) set up by the Friends of Earls Barton library, with financial support from Earls Barton Parish Council for the property and running costs. It is proposed that the library will form part of the countywide statutory provision. A needs assessment has identified that this library has a high number of active library users and a high number of children under five and those over 60 in the area. Feedback from the consultation suggested that the proposal to be a community managed library was a good compromise as it would enable the library to tailor services to the community and provide better opening hours and opportunities for events. There were some concerns around the sustainability and skills of volunteers and an indication that NCC would need to provide significant support to ensure it worked effectively. Full training will be provided and a Community Library Co-ordinator will work with the community group within a Service Level Agreement to ensure equality of access and quality of service. There is £27,400 S106 money available to invest in enhancing provision in Earls Barton. As Earls Barton would remain part of the statutory provision, should it become unviable as a community managed library, NCC would seek to make alternative provision in Earls Barton.
- 5.33 Finedon Library** - It is proposed that Finedon Library will become a Community Managed Library run by volunteers from the Friends of the Library. It is proposed that Finedon Library no longer forms part of NCC statutory library provision as a needs assessment has identified that this library is within five

miles of a library remaining within NCC statutory provision at Irthlingborough and has a low number of physical visits. During the consultation, discussions were held between the local councillor, the Friends Group, the Town Council and the Borough Council of Wellingborough about the lease and running costs of the property. The Town Council has agreed to support the property costs for a limited period, with the Friends of the Library taking on the running costs. Feedback from the consultation suggested that respondents would rather the library be managed and retained by NCC but they felt the proposal was better than it closing as it provided valuable services to the local community and especially the elderly. There were concerns about the level of support required from NCC for a community managed library to succeed. Book stock, IT infrastructure and full training for volunteers will be provided by NCC and a Community Library Co-ordinator will work with the community group to provide support and advice. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

5.34 Irchester Library - It is proposed that Irchester Library will become a Community Managed Library run by volunteers with support from the Parish Council. It is proposed that Irchester Library no longer forms part of NCC statutory library provision as a needs assessment has identified that this library is within five miles of two libraries remaining within NCC statutory provision at Rushden and Wellingborough and has a low number of physical visits. During the consultation, discussions were held between the Parish Council, the Friends of the Library and NCC. Feedback from the consultation suggested that the library is valued as a community resource and would be a great loss to the community if it closed. There were some concerns about the sustainability of volunteers and that volunteers would need a lot of support from NCC. The Parish Council held their own consultation to assess the level of volunteers that would support the proposal. Full training will be provided to volunteers and a Community Library Co-ordinator will work with them within a Service Level Agreement to ensure equality of access and quality of service. There was lots of feedback around the ownership of the building and associated costs. There are ongoing discussions between the Parish Council and NCC in regard to the property and running costs. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

5.35 Wollaston Library - It is proposed that Wollaston Library will become a Community Managed Library run by volunteers. It is proposed that Wollaston Library no longer forms part of NCC statutory library provision as a needs assessment has identified that this library is within five miles of a library remaining within NCC statutory provision. During the consultation, discussions were held between a local businessman and volunteers with the businessman agreeing to fund the property to enable the volunteers to run the library. Feedback from the consultation was limited with some people feeling the proposal was a good idea and others suggesting they felt that the library should remain run by NCC. There were some concerns about the capacity and ability of volunteers to provide a good quality of service and that volunteers might have their own agendas. Full training will be provided and a Community Library Co-ordinator will work with the community group within a Service Level Agreement to ensure equality of access and quality of service. As this would be outside

NCC's statutory provision, if this arrangement becomes unviable, the service would cease

Northampton Borough

- 5.36 **Northamptonshire Central Library** - No changes are proposed for Northamptonshire Central Library and it is proposed that the Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. Feedback from the consultation supported the proposal to maintain the Central Library as a flagship library where a larger selection of book stock was available. There were some concerns about the reduction in local studies facilities following the reduction in staff however there are still professional librarians working from the Central Library and we continue to consolidate and organise collections from around the county to make them more accessible.
- 5.37 **Duston Library** - No changes are proposed for Duston Library and it is proposed that the Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, high 0-10 and over 60 year old populations, high numbers of active users, indicating that statutory provision should continue. Feedback from the consultation supported the proposal. There were concerns over any further reduction in opening hours which might lead to those working during the day unable to access the library.
- 5.38 **Hunsbury Library** - No changes are proposed for Hunsbury Library and it is proposed that the Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. Feedback from the consultation supported the proposal.
- 5.39 **Weston Favell Library** - No changes are proposed for Weston Favell Library and it is proposed that the Library remains managed by NCC in the current location. This library will form part of the countywide statutory provision. A needs assessment has identified that this library serves a large population, including areas of multiple deprivation, indicating that statutory provision should continue. NCC is currently working with public sector partners including Police, Northampton Borough Council and health services 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. This is several years away and it is proposed that the library remains in its current location until then. Feedback from the consultation supported the proposal for the library to remain run by NCC. There were concerns over the lack of refreshed book stock due to the Section 114 spending controls. NCC has confirmed that the book and media fund has been restored for 2019/20 and new stock should start arriving in the

next few months. There were also concerns about the potential relocation of the library as many people felt that the current location was really convenient. A consultation on the potential relocation of Weston Favell Library will take place at a later date.

5.40 Abington Library - It is proposed that Abington Library will become a Community Managed Library run by volunteers from the Friends of Abington Library. It is proposed that Abington Library no longer forms part of NCC statutory library provision as a needs assessment has identified that this library is within two miles of a library remaining within NCC statutory provision at Weston Favell and has a relatively low number of physical visits. During the consultation, discussions were held between the Friends Group and the local Community Centre about the lease and running costs of the property. Discussions are ongoing between NCC, The Friends Group and the Community Centre to find a viable solution. Feedback from the consultation suggested that though many would rather the library be managed and retained by NCC, the proposal for a community managed library offered the chance to continue and possibly extend the valued services provided from the library to the local community and especially the elderly, children those with mobility issues and those from areas of deprivation. Many felt that though Weston Favell Library is close, it is not easily accessible for these groups. There were concerns about the level of support required from NCC for a community managed library to succeed, particular referencing the need for good safeguarding training. Full training for volunteers will be provided by NCC and a Community Library Co-ordinator will work with the community group to provide support and advice. Other concerns were raised around accessible opening hours, especially those post 6pm. The volunteers will have the ability to control their own opening hours but this will be dependent on their own capacity. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.

5.41 Far Cotton Library - It is proposed that Far Cotton Library becomes a Community Managed Library in the current location. It is proposed that Far Cotton Library no longer forms part of NCC statutory library provision as a needs assessment has identified that this library is within two miles of a library remaining within NCC statutory provision in Hunsbury. Discussions have taken place with the Friends of the Library, NCC and Northampton Borough Council to try to identify a viable proposal for a community group to be able to run this library. Feedback from the consultation highlighted that if the library were to close it would have a significant detrimental effect on children, the elderly and the disabled who would find it difficult to access alternative provision at Hunsbury due to expensive transport and a steep incline. There were concerns that a community managed library would be unsustainable both from a volunteer perspective and the costs of maintaining the building. It was felt that significant support would be required from NCC. NCC will continue to provide the library infrastructure and support to help the group operate as part of the library network. Discussions are ongoing with the Friends Group, local councillor and NCC but as this library would be outside NCC's statutory provision, if no viable arrangement is developed, the service would cease.

- 5.42 **Kingsthorpe Library** - It is proposed that Kingsthorpe Library will become a Community Managed Library run by volunteers in its current location and supported by Northgate School Arts Academy. This is a change to the original proposal which suggested relocating the library to the Beehive Centre about half a mile away, as a result of feedback from the consultation and positive discussions with the Friends of the Library group and the School. It is proposed that Kingsthorpe Library no longer forms part of NCC statutory library provision as a needs assessment has identified that it is within three miles of two libraries remaining within NCC statutory provision (Northamptonshire Central and Duston Library). Feedback from the consultation was largely against the relocation as it was felt that the additional distance, location, reduction in available space, parking and accessibility would all make it difficult for children, elderly people and those with mobility issues to visit. During the consultation, discussions were held between NCC, local councillors and Northgate School Arts Academy and the proposal was amended so that the library would be able to remain in its current location but supported by the Academy. The cost of the lease and running costs are a concern to the groups involved and discussions are ongoing with NCC to find a viable solution. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.
- 5.43 **St James Library** - It is proposed that St James Library becomes a Community managed Library in the current location and that St James Library no longer forms part of NCC statutory library provision. A needs assessment has identified that although the library is in a deprived, densely populated area with a high 0-10 year old population, this library is within two miles of a library remaining within NCC statutory provision at Northamptonshire Central Library and has a relatively low number of visits. Discussions have taken place between the Friends of St James Library, local councillors and Goodwill Solutions Community Interest Company and it is proposed that the library co-locate with Goodwill Solutions in the current location. Goodwill solutions will support the volunteers from the Friends of St James Library with property and running costs as well as some paid staffing. Feedback from the consultation highlighted that people felt that the library has provided far more than the statutory provision in the past and there were concerns that these additional services and support would be lost if the library became community managed or were to close. Concerns about the sustainability of volunteers, costs of running the building and accessible opening hours were raised. Feedback at the event was generally positive as they were able to consider how the above concerns might be met through the proposal which would provide sustainability and extended services and opening hours. NCC will continue to provide the library infrastructure and support to help the group operate as part of the library network. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease.
- 5.44 **Wootton Library** - It is proposed that Wootton Library will become a Community Managed Library run by volunteers and supported by Wootton Parish Council as part of their plans to extend the community centre. This would involve a temporary move of the library from its current location in a separate unit outside the community centre whilst the extension work is carried out. There is £60,000 of Section 106 money available for investment into this development. It

is proposed that Wootton Library no longer forms part of NCC statutory library provision as a needs assessment has identified that this library is within five miles of a library remaining within NCC statutory provision at Hunsbury. Feedback from the consultation suggested that the proposal was a good one as it allowed the library to remain in Wootton whilst extending services and opening hours without additional financial burden on the tax payer. There were also comments suggesting that this would provide a more suitable and comfortable library space than the current location. Concerns were raised over the sustainability and professionalism of volunteers and a feeling that there would be reduced access to book stock. Refreshed book stock, IT infrastructure and full training for volunteers will be provided by NCC and a Community Library Co-ordinator will work with the community group to provide support and advice. As this would be outside NCC's statutory provision, if this arrangement becomes unviable, the service would cease. 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.

Section 106/CIL funding

- 5.45 Section 106 (S106) Agreements are legal agreements between Local Authorities and developers; these are linked to planning permissions and can also be known as planning obligations. S106 agreements are drafted when it is considered that a development will have significant impacts on the local area that cannot be moderated by means of conditions attached to a planning decision. Planning obligations will aim to balance the pressure created by the new development with improvements to the surrounding area ensuring that where possible the development would make a positive contribution to the local area and community.
- 5.46 All S106 funding allocated to libraries will be done so in accordance with the terms of their respective legal agreements.
- 5.47 S106 funding detailed above only relates to that which has been received by the council to date; other S106 funding is forecast to come through at a later date as developments progress and more S106 agreements are signed, so there is potentially (in some instances) additional funding that could be drawn down in future, subject to the necessary legal agreements being in place (as set out above).
- 5.48 Legal advice has been sought regarding whether there are any restrictions in passing over S106 financial contributions to a third party such as a community group. It has been determined that this is not prohibited and any potential S106 money is outlined in the table above.

A separate agreement is being drawn up to ensure that the Council protects its position under the original S106 agreement. The agreement would form a contract whereby the third party requesting use of the S106 monies covenants

with NCC that it will only use the financial contribution for the purposes set out within the S106 agreement and that in the event that the contribution is not spent by a specific date that it will be returned to the Council.

5.49 Currently, NCC secures all Library contributions through Section 106, based on site specific impacts of development upon local library provision. Where there is an identified strategic opportunity to deliver a Library scheme relating to new development – for example a new library or significant enhancement or extension to existing provision – then there is potential to consider Community Infrastructure Levy (CIL) funding as an opportunity for supporting this. CIL is currently only adopted by local authorities in West Northamptonshire, and they govern the expenditure and allocation of CIL to projects within their respective areas. NCC would therefore seek to engage closely with the LPAs on specific projects where CIL is identified as an option, to ensure that the project can be included within local delivery programmes alongside already identified schemes.

Children's Services

5.50 Some early childhood services are delivered from libraries. 21 libraries are designated children's centres.

5.51 The 2013 DoE Statutory Guidance[i] defines a children's centre as 'a place or group of places through which early childhood services are made available (either by providing the services on site, or by providing advice and assistance on gaining access to services elsewhere)'.

5.52 Early childhood services are defined as:

- early years provision (early education and childcare);
- social services functions of the local authority relating to young children, parents and prospective parents;
- health services relating to young children, parents and prospective parents;
- training and employment services to assist parents or prospective parents;
- and
- Information and advice services for parents and prospective parents.

5.53 NCC will continue to support the delivery and coordination of integrated early childhood services, alongside other key partners including health visitors and early year's settings. The model of delivery is being reviewed to ensure that there is a greater focus on health and wellbeing outcomes for young children and their families, aligned with the priorities set out in the Northamptonshire Health and Wellbeing Strategy. NCC will ensure they are delivering on their statutory duty, whether that remains in libraries or is needed to move to more suitable venues. It is anticipated that a new model of working will begin in September 2019.

5.54 The new service model will be commissioned separately to libraries, however they will continue to be delivered from all libraries with a designated children's

centre status. There are 14 libraries with existing designated Children's Centre status that are proposed community managed sites.

5.55 The service offer will be determined by need, venue capacity, accessibility and local governance arrangements. There may be potential to use alternative community venues in some areas to ensure young families can access the services they need.

5.56 Where libraries wish to offer weekly drop in sessions such as rhyme times and story type events, these would be delivered by core library staff or volunteer staff. However, whilst transitioning to the new model, the Children's Centre team would support and train staff.

5.57 Where health visitors already offer health drop ins and breastfeeding groups, these are likely to continue.

5.58 If there is not a designated children's centre NCC will extend this provision to communities where there is an identified need.

6. Property

6.1 NCC is working on a consistent approach to how we treat the property issues across all the proposed Community Libraries. Independent property advice has been taken to formulate a consistent rationale for both the statutory and non-statutory libraries, explained here.

Statutory Community Managed Offer

6.2 These are Community Managed Libraries that will form part of the statutory offer. For those Library Groups that wish to purchase the Library premises NCC will:

- Offer a 25% discount on the Market Value
- Place a restriction on title (library and ancillary purposes only)
- If the property ceases to be used as a Library in the future, the Library group is to pay a premium to NCC equivalent to the original 25% discount and allow NCC first opportunity to purchase or lease the site to continue a statutory provision from the property
- Future overage provisions should the property be sold

For those Library Groups that wish to Lease the Library premises NCC will:

- Offer a full repairing lease on a peppercorn rent
- Lease to contain a restrictive user (library and ancillary purposes only)

Non-Statutory Community Managed Offer

6.3 These are Community Managed Libraries that will not form part of the statutory offer. NCC has a duty to get best value, and therefore has to consider how to

achieve this alongside supporting community groups to be able to run a community managed library. Due to these libraries not being required as part of the statutory offer NCC must strive to obtain best value, and secure income to recover any costs associated with these properties.

6.4 In order to meet Best Value objectives, for those Library Groups that wish to purchase the Library premises, NCC will:

- Offer the property at full Market Value
- Offer the property with no restriction on title which allows the Community Group full autonomy to make their business sustainable

For those Library Groups that wish to lease the Library premises NCC will:

- Offer a rental at a discount of 40% on the Market Rent
- Lease the property in its existing condition and on a full repairing basis
- Impose a restrictive user clause of 'library and ancillary purposes only'

7. Service Level Agreement

7.1 Following feedback from the community groups a service level agreement has been drafted to set out what support the council will provide to the Community Managed Libraries and the expectations on the delivery of library provision from the community groups. Feedback informed us that being part of the countywide network was a crucial element to providing a quality library service and the offer to communities has been developed to ensure that they will have access to the countywide library collections, systems and support.

7.2 NCC has created two new dedicated Community Library Co-ordinator posts whose role will be to support community groups and to provide ongoing contact, training, support and advice from the library service. They will train community groups to ensure they are able to run the Library Access Point.

7.3 NCC will provide the stock as at day of handover and also fixed levels of refreshed book stock to the community managed libraries across the year. This stock will appear on the countywide library catalogue and can be requested by any library customer. Community Managed Libraries will remain part of the countywide van delivery network and new and requested stock will be delivered direct to the Community Managed Library.

7.4 NCC will provide the furnishing and fittings as at the day of handover. NCC will also provide and maintain equipment and systems to enable the group to offer a Library Access Point as part of the countywide library network, including the Library Management System and self-service machines. Training will also be provided.

7.5 NCC will provide support with contents insurance and public liability insurance as there were concerns that these would be too expensive for groups to cover.

7.6 NCC will provide and maintain the People's Network computers for public access and a phone line that is part of NCC's network.

7.7 The community group will be expected to house, administer and staff the service, ensuring equality of access and an agreed minimum opening hours.

7.8 This service level agreement will be monitored quarterly to ensure compliance and resolution of any arising issues.

8. Equality Screening

8.1 The Equality Act (2010) contains a range of rights, powers and obligations to assist in the drive towards equality. Northamptonshire County Council has a duty towards people who share 'Protected Characteristics' to have 'due regard' to:

- Eliminating discrimination
- Promoting equality
- Fostering good relations

8.2 We must demonstrate compliance with the duties in our decision-making processes, which we do by requiring decisions made at Cabinet to be accompanied, where appropriate, by Equality Impact Assessments (EqIAs) to measure the effect of the proposed decision or policy on people with protected characteristics:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership (relating to the first aim)
- Pregnancy and maternity
- Race
- Religion and belief (including no belief)
- Sex
- Sexual orientation

8.3 The provision of equality impact analysis supports Members to conscientiously consider the potential impact on groups who are protected under the Equality Act 2010, both before and during consideration of a decision, which is required by law. We do this by using an impact assessment form.

8.4 EqIAs were available throughout the consultation process in draft form. Feedback received through the consultation process has been used (where relevant) to review and update the assessments.

8.5 Although not all respondents chose to complete the demographic questions in the questionnaire, from those who responded, we can see that 69% of respondents were female. Almost 4% of respondents said they were pregnant or

had had a baby in the last six months. The largest proportion of respondents were in the 30-49 years age bracket (33.5%), with the age groups 65-74 (24.8%) and 50-64 years (23.4%) providing the bulk of the remaining respondents. Almost 17% of respondents said they had a disability. Just over half of respondents who answered the question on religious belief said that they were Christian (52.5%) and just under a third said they had no religion (32.5%). Just under 92% of respondents said they were White British, with no other ethnic group making up more than 1% of the total. Just over 80% of respondents said they were heterosexual, but this question also had the highest percentage of respondents selecting 'Prefer not to say' as their answer. Just under 90% of respondents said that their gender identity was the same as that assigned at birth, but again, this question had a high percentage of respondents selecting 'Prefer not to say' as their answer.

- 8.6 The consultation section above outlines some common themes emerging from the consultation with regard to people with protected characteristics and how they might be affected by changes to the library provision in their area. As a general point, respondents were concerned that if a non-statutory community managed library proved unsustainable, it would close, resulting in the loss of a library in its current location. Not only was this seen as a potential negative impact for people living in the immediate town or village of a library at risk of closure, but for those in rural areas, the impact would be felt further, as those libraries serve a wider community of service users from nearby villages. In many scenarios, the reduction in public transport following the removal of bus subsidies and the lack of commercial viability for some routes meant that some respondents could not envisage being able to make the journey to an alternative library. The cost was also seen as prohibitive, as it was for some in urban areas, even though the bus services might be more frequent and convenient.
- 8.7 Many respondents noted the particular importance of libraries to the elderly, children (from babies attending universal children's services there, through to school children and young students) and their families, disabled people and those with other health problems and people who may be vulnerable for other reasons e.g. low incomes, low literacy levels, no internet access. With many services in a library being free at the point of use, the fact that a library is open to all was mentioned many times in the consultation feedback.
- 8.8 Therefore the impact of the proposals on people with protected characteristics is dependent upon what the future provision looks like for those libraries that are proposed to be community managed, and how that compares with the current library provision. The equality impact assessments for some libraries reflect that the proposals are still subject to ongoing discussions and it is acknowledged that there are two potential scenarios for non-statutory community managed libraries, depending on the outcome of discussions and the viability of any successful community managed library bid. Members should therefore be mindful of the potential impacts if community managed libraries prove unsuccessful, either at the discussion stage, or once established.

- 8.9 EqIAs have been prepared for each library, regardless of proposed status. These should be read to understand the particular impacts for each library. However, as with the consultation, there are a number of common themes that appear for libraries dependent upon their status. These are summarised below.
- 8.10 For libraries that are proposed to remain under NCC statutory provision, the impact of the libraries transformation overall has been assessed as neutral as no change is proposed for these libraries, other than additional investment into improving service provision.
- 8.11 For libraries that are proposed to remain under NCC statutory provision but run by community groups, we have assessed the impact as neutral, based on the fact that the groups will be asked to sign service level agreements which will set out expectations around equality of access and quality of service. These will be monitored quarterly. There will be a complaints process and in the event of any concerns, NCC will work with community groups to develop an improvement plan. There is the possibility of increased opening hours and services depending on the capacity of the groups, which may lead to positive impacts for users of these libraries. If the community managed model becomes unviable in statutory libraries, NCC would seek to make alternative provision in the locality.
- 8.12 For libraries that are proposed to be run by community groups outside of the NCC statutory provision, there are two possible scenarios. If the outcomes of the discussions are positive and the business plans are viable, we have assessed the impact as neutral, based on the fact that the groups will be asked to sign service level agreements which will set out expectations around equality of access and quality of service. These will be monitored quarterly. There will be a complaints process and in the event of any concerns, NCC will work with community groups to develop an improvement plan. There is the possibility of increased opening hours and services depending on the capacity of the groups, which may lead to positive impacts for users of these libraries.
- 8.13 However, non-statutory libraries where there is no viable community managed proposal will close, and therefore the impact would be negative for some groups with protected characteristics. The individual equality impact assessments for each library set out in more detail the particular impacts for each community. However, we know that women (particularly new mothers), children and young people and the elderly, people with disabilities, people on low incomes, people without internet access, those in rural areas and those without access to their own transport would be particularly negatively affected by a library closure.
- 8.14 Similarly, if non-statutory community managed libraries become unviable once established, these libraries would close, and again, and the impact would be negative for some groups with protected characteristics. Again, we know that women (particularly new mothers), children and young people and the elderly, people with disabilities, people on low incomes, people without internet access, those in rural areas and those without access to their own transport would be particularly negatively affected by a library closure.

8.15 In the event of the closure of a non-statutory library, a number of alternative services would provide some mitigation against potential negative impacts. We will continue to provide and seek to improve online library services including e-books and e-audiobooks. The volunteer-led Library to You service can provide customised book delivery to those unable to access alternative libraries. We are also working on variations to the Library to You service which could provide transport to nearest libraries for those unable to access their local library, as well as bringing a selection of books to a central point in locations where there is no longer a library. Based on the needs assessment, the vast majority of users will be within five miles of a statutory library. We do, however, acknowledge that these cannot fully mitigate the negative impacts of a library closure. As such, an overall impact assessment of the possible impact of closure for non-statutory community managed libraries has been prepared to show the worse-case scenario, and this can be found at Appendix C.

8.16 All final assessments have been made available at the link below. The equality impact assessments need to be viewed and conscientiously considered before and during the meeting.

[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)

8.17 The Council acknowledges that, in this financial climate and faced with difficult decisions, changing the library provision in this way may have a negative impact upon groups with protected characteristics. Feedback from the consultation has been used to inform the final proposals, and to identify where mitigating actions may need to be taken to minimise the impact upon customers where possible, including using this information to develop the future services with community groups.

8.18 It is important that Members are aware of the potential impacts (having read the individual EqIAs and the potential overall impact assessment at Appendix C), have considered any mitigation and have taken all of this into account when making their decision, therefore paying 'due regard' to the duties outlined in the Equality Act 2010.

8.19 To ensure compliance with the duty, all assessments must be considered prior to and during a decision on the future library provision being taken.

9. Financial Implications

9.1 Without the proposed changes, the annual cost of the 2019-20 Library Service is £3.6m, which includes £3.1m staffing, £1.3m supplies and services (partly funded by an income target of £0.8m) and the same for 2020-21. The budget reflects the costs of the already reduced staffing levels across the library service in preparation for this model. In addition to the Public Health Library costs, there

are rent and utility costs in Property Services, which have associated savings proposals of £0.3m over two years linked to this paper.

9.2 The Council's 2019-20 Budget and Medium Term Financial Plan, as approved at Full Council in February 2019, reversed out prior year undeliverable library savings totalling £0.92m. Proposals included an estimate of savings based on a new library model consulted upon in line with anticipated timescales for delivery. The estimated savings plan for the new model is set out below:

- The on-going financial impact in 2019-20 of staffing and property efficiencies implemented in anticipation of the 15 library model, totals £0.54m and was completed at the end of 2018-19. Therefore this saving is delivered in full.
- The new libraries savings proposal totalling £0.38m, reflects the following:
 - redundancy and decommissioning budgets not required (£0.38m)
 - estimated property savings based on the new library model (£0.12m)
 - offset by anticipated loss of income as a result of reduced room hire, sales and fines (+£0.12m) from the new model.

9.3 The impact of approving this paper would enable NCC to transfer the libraries to Community Managed Groups and therefore realise the property savings above, with an additional £0.21m saving in 2020-21. If Cabinet does not approve the proposal then NCC would not achieve the property savings, and in addition to this will have to increase the libraries budget by approximately £0.1m to staff the 19 libraries until an alternative model was agreed. Therefore, the planned transformational activity is required to ensure the Council operates within its Base Budget.

9.4 The final outcome for each library is still subject to ongoing discussions regarding service delivery, property issues, business plan viability and a signed Service Level Agreement. All savings are anticipated to be delivered in full across the medium term financial plan however, there may be slippage from the 2019-20 savings into 2020-21 due to delays in consultation; based on this latest information the potential under delivery in 2019-20 is £0.08m.

9.5 Whilst the library service income target has been reduced based on a reduced number of NCC libraries to receive income from, there remains uncertainty around the level that can be achieved due to the ongoing changes in the service. This will be closely monitored in year, to ascertain whether additional mitigations are required.

9.6 In terms of investing in the Library service the Council will ensure that Section 106 funding from developers, estimated at £1m, is allocated to libraries in accordance with their respective legal agreements and used to support the improvement of libraries infrastructure, which could for example include the extension of buildings or relocation to community buildings.

9.7 In addition to this, £0.25m capital funding has been approved as part of the Council's Capital Strategy to invest in the libraries infrastructure as part of the transformation programme.

9.8 The costs associated with the Libraries Transformation Project Team are planned to be funded through the flexible use of capital receipts as per the Transformation Strategy document approved as part of the 2019-20 Budget.

10. Next Steps

10.1 As Northamptonshire County Council (NCC) will be investing in these libraries by providing an infrastructure, NCC has a duty to ensure that community managed proposals will be sustainable, that they are able to secure an income stream and provide a safe and compliant premises. Therefore, if these proposals are approved, the community groups will be given a six week period to complete Business Cases which will outline formally the offer by the community group and demonstrate the viability of the proposal.

10.2 NCC has run workshops to support community groups through this process and clarify expectations.

10.3 Business cases will be assessed at the end of June 2019 and once the Business Case has been reviewed and determined viable, detailed Heads of Terms can be circulated.

10.4 An SLA will be discussed and confirmed with each community group separately. This SLA covers the service element of the Community Managed Library and supplements the property agreement for use of the building.

10.5 It is envisaged that the first handover of properties will commence October 2019.

10.6 For non-statutory libraries, if, following negotiations on a proposal, it no longer appears viable, and no suitable alternative can be found, closure of the library may be the only viable option. In this case the library building may be deemed no longer required and disposed of either through a sale, sub-let of a lease or surrender of a lease.

11. Alternative Options Considered

11.1 NCC have previously proposed an Independent Library model, however following a review this decision was not progressed. During the review we recognised the value of the library service as a community hub, and the need to transform Northamptonshire's library service to ensure it is sustainable for the future. 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.

11.2 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 statutory requirement.

11.3 NCC recognise that there are a number of alternative models in other areas of the country, however the current proposal has been developed specifically to meet the needs of the residents of Northamptonshire and is cognisant of the current position of the council. NCC feel this proposal offers a solution which maintains the optimum number of libraries within the most efficient and sustainable cost model.

12. 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 and are informed by consultation and comprehensive equality impact assessments for each area affected. We are confident that the number of libraries NCC are maintaining as statutory are comprehensive and efficient. | Amber |
| Staff Morale | 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 |
|-----------------------------------|-------------|
| Delivery of service within budget | Red |

13. List of Appendices

- Appendix A - Libraries Needs Analysis October 2018
- Appendix B - Consultation Analysis Report
- Appendix C – Overall Equality Impact Assessment

| | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Author: | Name: Chloe Gay Team: Public Health |
| Contact details: | Tel: 01604 364266 Email: cgay@northamptonshire.gov.uk |
| Background Papers: | Libraries Review Cabinet Paper - December 2018 |
| Does the report propose a key decision is taken? | YES |
| If yes, is the decision in the Forward Plan? | YES |
| Will further decisions be required? If so please outline the timetable here | Delegated authority to: Lucy Wightman Dominic Donnini |
| Does the report include delegated decisions? If so, please outline the timetable here | Assess Business Cases and determine viability – 01/07/2019 – 08/07/2019 Negotiation of lease/sale 01/06/2019 – 01/10/2019 Handing over of libraries/Closure (if required) – October 2019 onwards |
| 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: Ian Duncan YES |
| 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: Cllr 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: Liam Beasley |
| Have any property Issues been cleared by Property and Asset Management? | YES Name of officer: Ian Boll |
| Have the Procurement Implications below been referenced in the Paper: <ul style="list-style-type: none"> Have you evidenced compliance with the Council's Contract Procedures Rules? | N/A |

| | |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> • 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? | |
| <p>Are there any community safety implications?</p> | <p>No.</p> |
| <p>Are there any environmental implications:</p> | <p>Some residents may need to travel further to attend their local library, which may cause a minimal increase in traffic in the areas where libraries remain.</p> |
| <p>Are there any Health and Safety Implications:</p> | <p>NO</p> |
| <p>Are there any Human Resources Implications:</p> | <p>NO</p> |
| <p>Are there any human rights implications:</p> | <p>NO</p> |
| <p>Constituency Interest:</p> | <p>County-wide.</p> |