

Name of meeting: Cabinet

Date: 21st November 2017

Title of report: Kirklees Libraries Consultation Plan

The purpose of this report is to seek approval on the methodology and timeline for the Library Consultation

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	YES Proposed saving of £1.9 million approx. YES Significant impact on all wards
Key Decision - Is it in the <u>Council's Forward</u> <u>Plan (key decisions and private reports?)</u>	YES Registered 23 rd October 2017
The Decision - Is it eligible for call in by Scrutiny?	YES
Date signed off by <u>Strategic Director</u> & name	Naz Parkar - 09.11.17
Is it also signed off by the Service Director for Finance IT and Transactional Services?	Debbie Hogg - 13.11.17
Is it also signed off by the Service Director for Legal Governance and Commissioning Support?	Julie Muscroft - 13.11.17
Cabinet member <u>portfolio</u>	Cllrs Graham Turner and Musarrat Khan Portfolio Holders for Corporate (Place, Environment and Customer Contact Services)

Electoral wards affected:	ALL
Ward councillors consulted:	N/A
Public or private:	Public

1. Summary

- 1.1 The way people use libraries is changing, and Kirklees Library Service is modernising to reflect this.
- 1.1.1 The service has re-focused service delivery to meet a new, wider range of objectives, supporting the Council's priority outcomes: The outcomes it seeks to achieve aligned with the Councils outcome are set out in **Appendix A**
 - Children and Young People are supported through early years reading activities, skills development (Code Clubs, and Summer Reading Challenge volunteering opportunities) and study space with free WiFi.
 - We provide books on prescription and other health and wellbeing information resources, a wide range of health and wellbeing activities, and combat social isolation by bringing people together.
 - Through business events, and access to business databases we support businesses to form and grow.
 - The service is currently performing well and has delivered a number of innovative projects and initiatives which have gained national recognition.
- 1.2 The Council has a duty to consult on its statutory services
- 1.3 This report seeks approval on the methodology and timescales of the consultation from Cabinet.

2. Information required to take a decision

2.1 The Library Service has engaged Qa Research Consultants to design the survey, carry out the consultation and analyse the responses. Qa Research were commissioned to design and deliver the previous library consultation in 2015, the results of this can be found at: http://www.kirklees.gov.uk/beta/libraries/pdf/LibrariesReviewReport.pdf They are experienced in carrying out consultations for many local authorities and are one of the suppliers included in the Council's research framework

2.1.2 Timeline:

It is proposed to start the online and face to face consultation in the first week in January. This means the final report from Qa Research will be available week commencing 23rd of April 2018, at which time the Library Service will produce a service review report for consideration by elected members. The intention is for this report to be available for Cabinet in July.

We need to start preparing the documentation for consultation from week beginning 27th of November 2017 in order to meet this deadline.

- 2.1.3 The Consultation Questionnaire. The questionnaire seeks to hear the views of library users on library service delivery. See **Appendix B**
- 2.1.4 On this occasion we will not be seeking views of non-library users as these views were gathered during a recent marketing exercise in February 2017. **Appendix C.** Also during the 2015 Library Consultation. <u>http://www.kirklees.gov.uk/beta/libraries/pdf/LibrariesReviewReport.pdf</u>
- 2.1.5 As part of redesigning the library service the Library Taskforce whose role is to enable the delivery of the recommendations from the <u>Independent Library Report for England</u>

and to build upon and add value to existing good practice, partnerships and other activities that are already supporting public libraries, recommends that library services explore alternative methods of delivering our service when redesigning services. The Taskforce reports to ministers via the Department for Digital, Culture, Media and Sport (DCMS) and the Local Government Association (LGA). https://www.gov.uk/government/groups/libraries-taskforce

The library service was successful in obtaining a Government grant of £25K to explore this. Therefore this is reflected in the questionnaire. **Appendix B Q11**

2.1.6 The Council is looking to redesign its library service delivery within a budget of £2.238 million. The Library Service has delivered over £1.8m of savings in the last two years.

3. Implications for the Council

3.1 Early Intervention and Prevention (EIP)

See outcomes outlined in Appendix A

3.2 Economic Resilience (ER)

See outcomes outlined in Appendix A

3.3 Improving Outcomes for Children

See outcomes outlined in Appendix A

3.4 Reducing demand of services

- 3.4.1 Libraries deliver service in local communities. The Access to Services strategy sets out the way we should design our services:
 - **Digital by design** in an inclusive way that recognises that not all sections of the population will be digitally literate or have access to technology.
 - Telephone and Face to Face access where appropriate.
 - **Hub Approach:** The Councils 4 EIP Hubs will provide four bases for high quality back office functions and a range of adult and social care and communities teams. Teams will be mobile and agile and will respond to opportunities for collaboration and co- location presented at local community hub level, aiming to work as close to the frontline as possible.
 - Local access points which have due regard to the wider assets within neighbourhoods, wards and communities which are well networked and supported by a high quality back office.
- 3.4.2 We must engage with communities to deliver our services, working in partnership with community groups. Many of our services are already supported by Friends of Groups and volunteers and we must continue to grow this model.
- 3.4.3. The outcome the Council is seeking is for residents and communities to be able to readily access information, signposting and services in order to improve the customer

experience and journey, first time, more of the time. It is important that we become less reliant on buildings.

3.5 **Other (eg Legal/Financial or Human Resources)**

3.5.1 Local Authorities have a statutory duty under **Section 7** of the **Public Libraries and Museums Act 1964** to '...provide a comprehensive and efficient library service for all persons..' in the area they wish to make use of it. More information can be found on the website: http://www.legislation.gov.uk/ukpga/1964/75/crossheading/the-public-library-service

3.5.2 When considering how best to deliver the statutory duty each authority is responsible for determining, through consultation, the local needs and to develop a modern and efficient library service that meets the requirements of the community within the resources that are available. The authority must have regard to the sections 7 and 8 of the Public Libraries and Museum Act which are included in the link above.

- 3.5.3 There is no statutory requirement i.e. no requirements or procedure set out under legislation detailing what the exact procedure or specific consultation requirements for library consultation should be. However, in relation to library services the duty to consult arises out of a common law principle that the LA should act with fairness in the exercise of its functions.
- 3.5.4 The Equality Act 2010 creates the Public Sector Equality Duty (PSED).

Under section 149 of the Act

(1) A public authority must, in the exercise of its functions, have due regard to the need to—

(a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are— Age; Disability; Gender reassignment; Pregnancy and maternity; Race; Religion or belief; Sex; Sexual orientation.

In order to fulfil the PSED the Council is required to assess the impact of any proposed action on the equality objectives set out above. The way in which the Council approaches this task is to conduct Equality Impact Assessments (EIA).

An Equality Impact Assessment will be carried out on the impact of the redesigned library service. Equality Impacts are available for all previous budget decisions.

http://www.kirklees.gov.uk/you-

kmc/deliveringServices/impactAssessments/impactassessments.asp

4. Consultees and their opinions

4.1 A comprehensive consultation was undertaken in 2015, the results of this can be found at: http://www.kirklees.gov.uk/beta/libraries/pdf/LibrariesReviewReport.pdf

This consultation seeks to build on this previous exercise.

5. Next steps

Upon receipt of approval to proceed, officers will begin the consultation exercise.

6. Officer recommendations and reasons

Cabinet Approval is sought to:

- A) Approve the proposed questionnaire at Appendix B.
- B) Agree the timelines outlined at para 2.1.2

Delegate authority to the Service Director - Policy, Intelligence and Public Health to finalise the questionnaire, make any drafting or other minor amendments (if necessary).

Following consultation a report on the options will be prepared for a decision at Cabinet.

7. Cabinet portfolio holder's recommendations

The Portfolio Holders support the officer recommendations.

8. Contact officer

Carol Stump Chief Librarian

9. Background Papers and History of Decisions

• Access to Services Strategy. Cabinet Report 17th of October 2017

10. Service Director responsible

Dave Thompson - Head of Access Strategy and Delivery Rachel Spencer - Henshall - Service Director, Policy, Intelligence and Public Health

Appendix A

Kirklees Libraries response to Outcomes

Library Outcome (national: "Libraries Deliver") <u>https://www.gov.uk/government/publications/libraries-</u> <u>deliver-ambition-for-public-libraries-in-england-2016-to-</u> 2021	Council Outcome	Kirklees Libraries achieve this by:	How these outcomes are delivered:
Cultural and creative enrichment Increased reading and literacy	Children have the best start in life	 Engaging and inclusive story and rhyme times Implementing a range of engaging reading initiatives e.g. Pageturners Children's Reading Festival Working with local schools to support the curriculum and to promote reading for pleasure. Digital literacy - Coding based play through to Girl Geeks 	Delivery by library staff, partners and volunteers at a range of locations, including: Libraries Community hubs EIP hubs Schools Community venues Virtually via online communities
Healthier and happier lives	People in Kirklees are as well as possible for as long as possible	 Booklists and books providing information, support and advice for 13 to 18 year olds on a wide range of mental health issues We provide recommended books for people living with long term conditions and mental health issues. We offer opportunities for 	A mixture of physical books in libraries and community venues, digital resources such as e-books, newspapers and magazines and targeted activities in facilities such as community venues, schools and residential settings, delivered by library staff, volunteers and partners.

Helping everyone achieve their full potential	People in Kirklees have aspiration and achieve their ambitions through education, training, employment and lifelong learning	 people to come together socially and to feel valued in their communities through volunteering, We promote the use of literature to improve well- being - Bibliotherapy. We provide quality work placement and volunteering opportunities We provide free access to appropriate learning resources and signpost to other opportunities We provide a safe neutral space to learn in and share skills We work with our learning partners to seek funding to deliver learning opportunities. We provide access to information via alternative formats e.g Braille and Audio transcription 	 In libraries (both LA and community run/supported) Activities around learning opportunities and support for visually impaired people are delivered at various venues, e.g. schools, colleges, community venues and care facilities, delivered by library staff with specialist knowledge, supported by staff and volunteers Delivery in partnership with further and higher education establishments and
	People in Kirklees feel safe and are safe/protected from harm	 We provide neutral and safe spaces where community 	 In libraries, both LA and community

		 members can meet e.g Safe Places initiative We provide opportunities to experience diverse cultural events. We promote best practice in online safety 	 run/supported Library staff and volunteers support the public to remain safe online
Greater prosperity	Kirklees has sustainable economic growth for communities and businesses	 We provide and promote a range of resources to support start-up businesses, including low cost space Supporting access to the internet enabling people to seek meaningful employment or start their own business Provide quality work placements and volunteer opportunities to enhance people's CVs. 	 In libraries, both LA and community run/supported Help and support also available in community venues, business premises and schools
	People in Kirklees experience a high quality, clean, and green environment	 We support the local community to engage with the council's digital by default agenda (waste permits) Friends groups taking on surrounding grounds and developing use to extend library activities 	 Through public access IT and free Wi-Fi, library staff and volunteers support those who require assistance to access the Council's digital services Library volunteers work with the wider community to promote the green

			agenda
Stronger, more resilient communities Improved digital access and literacy	People in Kirklees live independently and have control over their lives	 We support adults to learn to read We reach out to individuals who cannot easily access our service. Our Home service is a lifeline to people isolated in their own homes because of age, infirmity or personal circumstance. Supporting the Council's digital by design agenda Signposting according to need. Increasing IT skills We empower the community to develop their local service offer 	 Delivery by library staff, partners and volunteers at a range of locations, including: Libraries Community hubs EIP hubs Schools Community venues Virtually via online communities Activities around learning opportunities and support for visually impaired people Delivery in partnership with further and higher education establishments and the third sector A mixture of physical books in libraries and community venues, digital resources such as e-books, newspapers and magazines and targeted activities in facilities such as community venues, schools and residential settings, delivered by library staff, volunteers and partners.

A Council that works smart and delivers effectively and efficiently	 Provision of ebooks Self- issue machines 24/7 web access – renewals online, reservations Allows citizens to access the range of services remotely
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Libraries Consultation Survey

The Council's Leadership team have agreed to create a new-look library service.

The purpose of the survey is to hear your views about delivering the library service in Kirklees. Please take the time to complete the following questionnaire and return it to your local library by xx **2018** or take part online at <u>www.kirklees.gov.uk/libraryconsultation</u> where more information can be found about the library strategy and outcomes. Please note – you must be 16 or over to complete this questionnaire. If you are under 16 please use the 'Library Questionnaire for under 16's' available from your local library.

The Library Service has engaged Qa Research Consultants to design the survey, carry out the consultation and analyse the responses. Qa Research were commissioned to design and deliver the previous library consultation in 2015. They are experienced in carrying out consultations for many local authorities and are one of the suppliers included in the Council's research framework

Context

Current Position

The Library Service needs to change and we need your help in generating creative ideas on how this might work. Since September 2016 the Library Service has been working collaboratively with partners, volunteers and Friends Groups to deliver its wide range of services, both in libraries and in other community venues.

The Council's Access to Service Strategy states:

• The outcome the Council is seeking is for residents and communities to be able to readily access information, signposting and services in order to improve the customer experience and journey, first time, more of the time. It is important that we become less reliant on buildings.

In order to deliver this strategy the principles underpinning the service proposition are:

- **Digital by design** in an inclusive way that recognises that not all sections of the population will be digitally literate or have access to technology.
- **Telephone and Face to Face** access where appropriate.
- **Hub Approach:** The Councils 4 (Early Intervention and Prevention) EIP Hubs will provide four bases for high quality back office functions and a range of adult and social care and communities teams. Teams will be mobile and agile and will respond to opportunities for collaboration and co- location presented at local community hub level, aiming to work as close to the frontline as possible.
- **Local access points** which have due regard to the wider assets within neighbourhoods, wards and communities which are well networked and supported by high quality back office.

Progress to date

- We have engaged with communities and currently have Friends Groups at most of our 24 libraries, supported by more than 450 volunteers, helping us to deliver a wide range of services and activities for adults, children and families.
- Volunteers have extended the opening hours of several libraries, offering their time to run libraries with no paid staff.
- We have expanded our offer to ensure that Kirklees residents are encouraged to make use of digital services, such as e-books, online magazines and newspapers. We have also established a coding offer for young people, which include monthly code clubs, regular coding events and a recently formed Girl Geeks group.

Where are we now?

The Council has a statutory duty to deliver a library service. With a budget of \pounds 2.238 million we will continue to deliver a range of services that meet the outcomes of Kirklees Council and the Library Service.

Plans going forward

Following this consultation, we will work with elected members and communities to redesign our service, in order to meet the needs of Kirklees residents

For your questionnaire to be included in this survey, we need to know your postcode, so we can understand the views of residents from different areas of the district. Please could you provide your postcode in the box below;

Please note that your postcode will be used for analysis purposes only. It will not be used to identify you.

 1	1	1		

Legal requirements: Statutory Legal Framework

Local Authorities (LA) have a statutory duty under **Section 7** of the **Public Libraries and Museums Act 1964** to '...provide a comprehensive and efficient library service for all persons...' in the area they wish to make use of it. More information can be found:

http://www.legislation.gov.uk/ukpga/1964/75/crossheading/the-public-library-service

The outcomes the library wants to achieve are:

- cultural and creative enrichment
- increased reading and literacy
- healthier and happier lives

- greater prosperity
- stronger, more resilient communities
- improved digital access and literacy
- helping everyone achieve their full potential

https://www.gov.uk/government/publications/libraries-deliver-ambition-for-public-libraries-inengland-2016-to-2021

The purpose of this consultation is to find out what you think about different ways of delivering a Library Service in Kirklees and whether you are able to be involved.

What are the proposals?

Since September 2016 we have worked more closely with Friends and Community Groups and over 450 volunteers who offer their time to deliver a high quality library service.

In the future the Library Service in Kirklees will have a budget of $\pounds 2.238$ million. The Council has not made any decisions yet about how the Library Service will be run with this budget.

Q1. Which TWO of the following are most important for you to be able to do at a library? (Please tick TWO only)

Borrowing books	01
Accessing the internet, computers, faxes and scanners	O 2
Accessing reference materials (e.g. business directories, other resources)	O 3
Researching local history	O 4
Attending events	O 5
Accessing help and support (please tell us what below)	O 6
Using community spaces such as meeting rooms	07
Something else (please tell us what below)	O 8
]

Different ways of delivering our service

These are some of the developments and new ways of working that have been introduced:

- Housing a library within another building e.g. a community centre or a privately run building
- Working with volunteers to deliver services with or without support from paid staff
- Sharing space and staffing with other services

The Council's Access to Services Strategy outlines 'the availability of **community hubs** where appropriate that co-locate a number of services – these could include adult and children's social care and communities teams'. Libraries are looking at using this approach more when planning services.

Q2. How far do you agree or disagree with the following statements?

(Please tick \checkmark one circle per row)

(Strongly disagree	Disagree	Neither	Agree	Strongly agree
I would be in favour of moving my local library to another building e.g. a school, community centre or a privately run building.	01	O 2	03	O 4	O 5
The Council should reduce the running costs of libraries by sharing space, integrating services and (where appropriate) staffing with partners.	01	O 2	03	O 4	O 5

Q3. In order to balance its books the Council may need to close a number of libraries, although central library facilities will remain. If your local library closed, how would you access library services? (Please tick \checkmark all that apply)

Visit a central library that offers the full range of library services	О і	Use library services less	O 4
Use online library services more (electronic books, magazines, newspapers, databases and the online library catalogue)	O ₂	Stop using library services altogether	O 5
Travel to visit another local library in Kirklees (please tell us which and how far you would be willing to travel)	O 3	Something else (please tell us what)	O 6

From Budget consultation 15/16 (in 2014; c4600 people in 2 phases; surveys) and Budget consultation 16/17 (in 2015; 1400 people; survey)

On the locations where people access Kirklees services:

• 74% support for 'I would generally prefer to travel to a central location, with a wider range of services available' (vs 26% support for 'I would generally prefer to travel to separate places to access different services')

The Council's Access to Service Strategy states that "We must engage with communities to deliver our services, working in partnership with community groups". Many of our services are already supported by Friends of Groups and volunteers and we must continue to grow this model.

We currently offer support to communities in the form of staff time and resources from library management, librarian outreach projects e.g code clubs, stock management and access to IT support services.

Q4. How far do you agree or disagree with the following statement? (Please tick \checkmark one circle per row)

	Strongly disagree	Disagree	Neither	Agree	Strongly agree
I would be willing to volunteer to help run a library	01	O 2	03	O 4	O 5

Please tell us what type of support you would need if you were to run a library.

Q5. The Home Library Service delivers books and other library stock to people who are housebound and can't easily get to a library. The Council is considering using volunteers to help deliver this service. To what extent do you agree or disagree with this approach? (Please tick \checkmark one only)

Disagree strongly	Disagree slightly	Neither agree nor disagree	Agree slightly	Agree strongly	Don't know
01	O 2	O3	O 4	O 5	06

How the library service is run

One of the options the Library Service has to consider is whether to deliver the service in a different way. We are currently undertaking a feasibility study to establish whether Kirklees Library Service would benefit from changing the way it is run. Should this become an option, further consultation will be done.

There are 5 different ways to deliver library services and these are summarised below:

Remaining as a service within the Council

The library service would continue to operate as part of the Council.

Local Authority Trading Company (LATC)

The library service becomes a company but remains local authority owned, for example as Hull Library Service. The company may generate profit through delivery of activities or services above and beyond what the Library Service does.

Public Service Mutual (PSM)

The Library Service leaves the Council and becomes a Public Service Mutual, which is a form of Trust, for example as York Library Service. This model of delivery sometimes has an element of employee-ownership and significant community involvement.

Outsource

The Library Service is delivered by an external organisation, such as an existing not-for-profit library social enterprise, private company or charity, for example GLL. Using a private company may mean that profits are retained by the company itself.

Joint Venture

A Joint Venture may potentially provide access to external investment and/or expertise, for example The Hive in Worcester. This is where an external third party invests money into the new organisation, in return for a share of ownership or control.

Q6. How far would you support the following ways of delivering library services in Kirklees? Please give your answer on 10 point scale, where 1 is do not support at all and 10 is fully support? (Please tick \checkmark one circle per row)

	l Do no	2 ot suppo	-	4 II	5	6	7		9 Fully Su	10 Ipport
A revised service delivered by the Council	01	O 2	03	O 4	O 5	O 6	07	08	09	010
Local Authority Trading Company (LACT) - sometimes referred to as a Wholly Owned Company	01	O 2	03	O 4	O 5	06	07	08	09	010
Public Service Mutual (PSM)	01	O 2	03	04	O 5	O 6	07	08	09	010
Outsource to existing social enterprise, third sector or private provider	01	O 2	O3	04	O 5	06	07	08	09	010
Joint venture	01	O 2	03	O 4	O 5	O 6	07	08	09	010

Q7. If you have alternative ideas of how a modern 21st Century library services should be run within the budget and legal requirements laid out, please briefly describe your idea. (Please write in the box below)

Q8. If you've suggested another way, please tell us why you think this idea is worth considering.

(Please tick \checkmark all that apply)

Easier access to library services		
The quality of service would improve	O 2	
There would be better value for money	O 3	
Libraries would offer more services to people	O 4	
Library services would be more sustainable	O 5	
Another reason (please tell us what below)		

Q9. Do you have any other suggestions or any suggestions of local places that the service could be provided from?

(Please write in the box below)

About You

Please complete these questions which will help us to see if there are differences between the views of different groups and needs within your community. All the information you give will be kept **completely confidential** by Qa Research and no individual will be identified to the council. All details are kept in strict confidence at all times and in compliance with the Data Protection Act 1998.

Q10. Are you? (Please tick \checkmark one circle only)

Male	Female	Prefer not to say
01	O 2	O 3

QII. Which of the following age categories do you fall into? (Please tick \checkmark one circle only)

16-24	25-34	35-44	45-54	55-64	65+
O 2	O 3	O 4	O 5	O 6	07

Q12. Do you have any long-standing illness, disability or infirmity? (Long-standing means anything that has troubled you over a period of time or that is likely to affect you over a period of time) (Please tick ✓ one option only)

Yes	No
01	O 2

Q13. This question is about people who provide unpaid care for family; partners or friends in need of help because they are ill, frail or have a disability. This includes a person who looks after someone who misuses alcohol or substances.

Are you responsible for caring for an adult relative/partner, disabled child, or friend/neighbour? (Please tick \checkmark one option only)

Yes	No
01	O 2

Q14. Which of the following groups do you belong to? (Please tick \checkmark one option only)

Asian/Asian British	01	Other ethnic group	04
White	O2	Mixed/multiple ethnic groups	05
Black/Black British	O3	Prefer not to say	06

Thank you very much for completing this questionnaire. Please return your completed surveys to your local library no later than xx 2018.

Appendix C

Transcript from Market Research undertaken by Engine Room February 2017.

Why don't you use the library?

- Never really thought about it.
- No library near to me.
- I don't have time.
- I can buy what I need on Amazon books cost so little these days.
- Not sure where my local library is.
- I have no need to.
- I buy any books I need and I can do any research on my own computer.
- I can buy new or used books online. It's really cheap.
- I just download books to my Kindle.
- I don't have time to read!
- It is quicker/more convenient to purchase an audio book or books from Amazon or Supermarkets.
- I don't use the library because the opening hours don't suit my working hours. Also, it's very small with limited choice. I just buy books when I go on holiday. I only have time to read on holiday.
- I do think libraries are great but my local library is tiny and doesn't stock much.
- For knowledge and learning I use the internet mostly as it's more relevant and up to date. I generally perceive a library as something mostly for students or the older generations who might not use the internet.
- My son uses our local library at school, they go up one day a week, and I used to take him to the Shepley library but it closed down for refurbishment and I haven't been since.
- I don't use the library due to the opening times and the access to information you can get online now. They suit the senior citizens more. If they opened a bit later than work hours it might encourage people to socialise there.
- It's quite a long walk, can't park free nearby and don't have time to go and browse as not open after working hours.
- I'm not sure what is in a library anymore, small with not much choice I imagine, when you hear about cuts in the service. If you lived within walking distance of a big library, not a village one, you may be tempted to use it more I suppose.
- "I used to go in the library in Slaithwaite sometimes but found it didn't have much choice, and not been in since it moved. I presume the smaller place will have less."