



Agenda:

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Report of the Chief Libraries, Arts and Heritage Officer

Executive Board

Date: 15 December 2010

**Subject: A New Chapter for Libraries and Integrated Services
Consultation Proposals: Supplementary Information**

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

EXECUTIVE SUMMARY

1. Executive Board made the decision to consult the people of Leeds on the future of its libraries on 13 October. The Library Service had reviewed all libraries against a wide range of data. This showed that while the service overall remains popular, a number of buildings were receiving only limited use by local people and that very often these people already used other libraries. The Service proposed to Executive Board that the viability of these buildings was in question and therefore alternative ways of providing the service were proposed. The Executive Board report proposed to consult people on these proposals and seek further ideas from them of better ways to deliver the service. The report was Called In by Scrutiny and discussed on 2 November. The Scrutiny Board requested access to the data used to compare libraries and more information on the proposed consultation process. This report provides the information used in making the proposals in the original Executive Board report. It outlines at 3.1 all the data and information used and due to the size and complexity of this process it has only been possible to include some examples of this at Appendix 1. Appendix 2¹ includes viability data for each library. It also outlines in more detail the consultation process and the information that will be available to local people to enable them to make informed decisions.

¹ Appended to the Members agenda and available from the Clerk named on the front of the agenda due to its size

1.0 Purpose of this Report

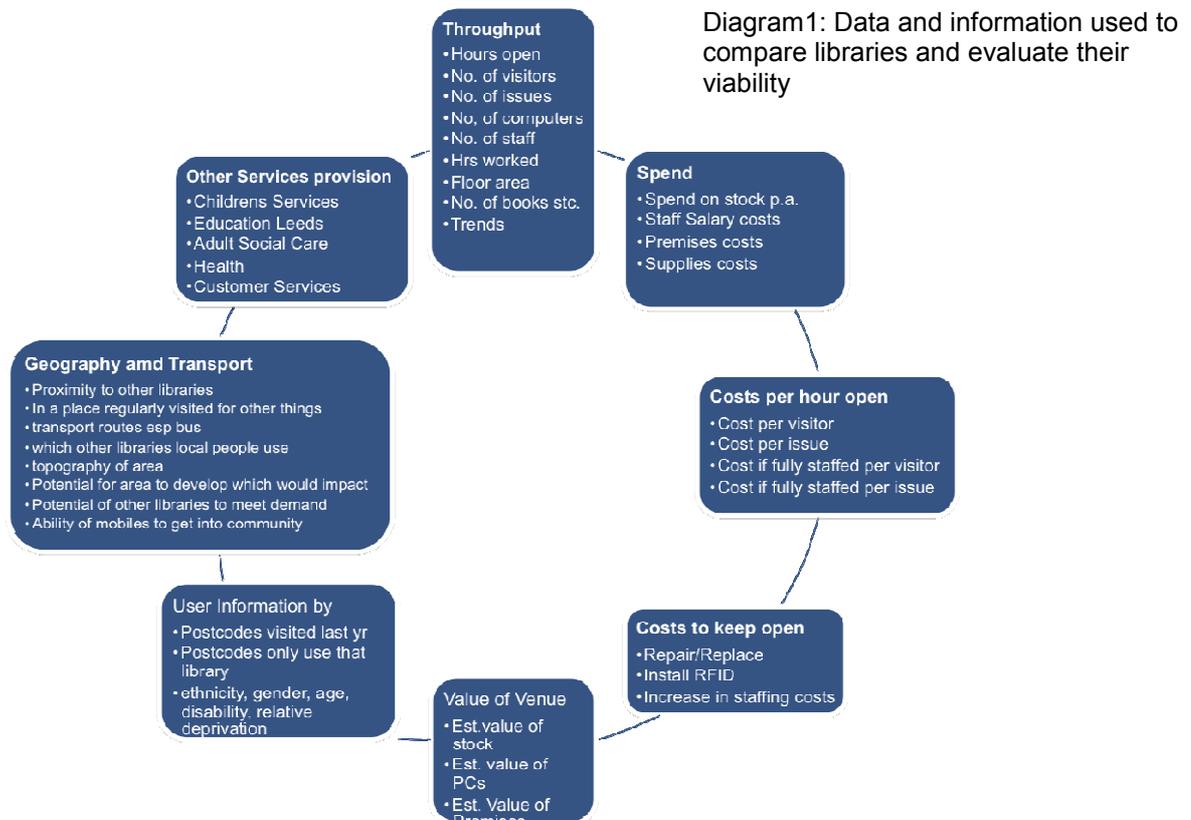
1.1 In response to a Scrutiny Board request this report provides Executive Board with greater detail on the consultation plans and background data and information used in analysing the libraries and arriving at the proposals outlined in the 13th October Executive Board report.

2.0 Background Information

2.1 On 13 October Executive Board considered the report, A New Chapter: A Fresh Direction for Libraries and Integrated Services, and agreed to go out to consultation on the viability of libraries and the potential to identify opportunities to integrate on-street services. This decision was called in and at the hearing of the Call In supplementary information was requested on the data used in the analysis and on consultation aspects of the report. This supplementary report aims to provide this information. In accordance with Scrutiny Board Procedure Rules, the decisions detailed within this report, being matters which have been the subject of a previous call in, are not eligible for call in on this occasion

3.0 What Information was used when looking at the viability of Libraries?

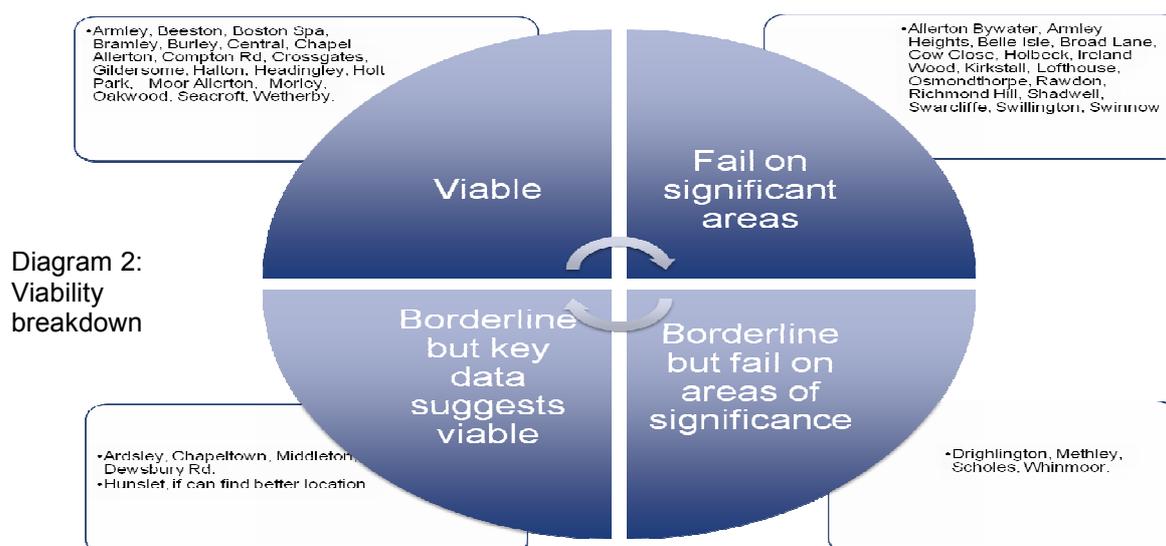
3.1 The headline information and data that was used when reviewing the Service was outlined in the Executive Board report at 11.1.1. The diagram below provides more detail on this information and examples of the data are included in Appendix 1.



4.0 Defining the viability of a Library

4.1 When bringing together all this data and information a number of libraries clearly demonstrated their viability while others clearly raised questions over their future. A small number of libraries were assessed as borderline in terms of their viability.

Viability sheets for all libraries are available at Appendix 2 and will be available in Libraries and downloadable from the Internet.



4.2 When the borderline libraries were considered again against the New Chapter principles and the data and information described in 3 above, it was possible to demonstrate that some were having a greater impact in the community and so were classed as viable. These libraries were named in the Executive Board report at 11.1.3. as Dewsbury Road, Middleton, Chapeltown, Hunslet and Ardsley and Tingley libraries.

4.3 **Borderline libraries where key data suggested that they were viable**

While some of these libraries experience lower than average issues bringing their performance and viability into question, they still experience a high base of borrowers and a higher numbers of visits. The library was therefore classed as having a greater impact in the community. The detail below highlights why these libraries were considered viable overall:

4.3.1 **Chapeltown Library:**

The performance of Chapeltown Library has declined a little over the past 5 years however the site maintains 637 active borrowers. The library has very recently moved into the newly opened Reginald Centre which has allowed a doubling of open hours at no additional cost. This centre offers a much more visible presence and it shares the site with health and customer services. It was assessed as viable for these reasons and will continue to be assessed.

4.3.2 **Gildersome and Ardsley Libraries in relation to Drighlington which is being questioned:**

The performance of Gildersome and Drighlington are similar, however there are a number of factors which lead to Gildersome being assessed as more viable than Drighlington – the 627 borrowers generate a greater number of visits flexing between 17,500 and 15,000 a year whereas Drighlington has been slowly declining to 10,331 visits generated by its 528 borrowers. Staffing costs at Drighlington would rise if it was to remain open taking costs per visit to £4.39, the repair costs are high and location is isolated. The service has received comments from customers about safety on a dark evening. Even though they

are opposite the school it has proved impossible, up to now, to encourage class visits to the library.

Ardsley Library meanwhile is interesting in terms of data, it has a relatively high cost per visit £3.23 but below average cost per issue £1.46 as the visitors are clearly borrowing a number of books each. The library's 774 borrowers generate a higher level of visits per annum than either Gildersome or Drighlington, staying fairly stable at 20,000 for the last few years and are now rising to nearly 25,000. There is good parking, it is close to some shops and has good links with schools. There are issues with the land around the building but the building is high quality and in good condition. The data suggests that the area would be better served by Ardsley and Tingley, Gildersome, Morley and a larger number of targeted mobile visits.

4.3.3 Middleton, Hunslet Libraries in relation to Belle Isle which is being questioned:

Middleton was considered due to its relatively high cost per issue £3.71 yet its cost per visit is £1.73. Middleton library forms part of the St Georges Centre and people, waiting for appointments, use the library to read the papers, browse the stock and use the pc's. This explains the high visitor figures in relation to the lower issue figures. The opening of a new supermarket opposite offers opportunities to expand on the current, fairly constant visitor figures of 27,500 per annum. Hunslet Library has high costs, however, after a spike of use in 2006 has had a consistent usage of 10,800 from its 801 borrowers. Belle Isle has higher costs than Hunslet, a smaller user base of just 586, and usage has declined from 49,053 ten years ago to 11,618 last year. Belle Isle Library has suffered repeated vandalism and users are regularly frightened away. It has quite a high level of repair costs and it is difficult to make DDA compliant. Hunslet and Middleton are in main shopping centres where people regularly go. They therefore met more of the principles of New Chapter. Hunslet needs to be in a new location to really succeed and therefore it has been proposed to extend the hours only if that location – preferably in the middle of the shopping centre rather than behind it – can be found.

4.3.4 Dewsbury Road:

This library has above average cost per issue at £2.27 although the visit cost is £1.63. It has a large user base of 1208 borrowers, its usage per annum has remained constant at about 17,667 and it is in an excellent location being next to the One Stop Centre, health centre and near shops. The building is in good condition and the local community do not travel far for services. They tend to use the service for computer access, newspapers and study space rather than borrowing books. The combination of factors for Dewsbury Road led it to be placed in the viable category.

4.4 Borderline libraries which fail on some significant areas calling their viability into question:

The borderline libraries whose viability is questioned attracted fewer borrowers than others and had high costs.

4.4.1 Methley Library:

Methley has high cost per visit which will rise to £4.40 if we had to tackle lone working. Cost per issue is below average currently but will go over when lone

working is tackled. Issues have declined from 15,237 ten years ago to under 10,676. Many people who live in Methley (65% of its borrowers) already use other libraries. There is a high repair bill on this library as there is asbestos. The building is under covenant so can only be used by the community. The village topography lends itself to a number of good mobile stops that the local people might find a better solution than travelling to the library. The repair cost, costs of full staffing and mobile opportunities led us to propose questioning the viability of the library.

4.4.2 Scholes Library:

The costs of use of Scholes are high £5.11 per visit and £2 per issue and these will rise when lone working is tackled. There are a small number of users and again high costs of repair. There has been a steady decline in issues from over 21,542 to 12,206 last year. 58% of borrowers at Scholes already use other libraries and it has some large well stocked libraries nearby.

4.4.3 Whinmoor Library:

The costs are above average and will increase when lone working is resolved but they are not as high as some at £2.48 per visit and £2.75 per issue. There has been a steady decline in use from issues of 34,053 ten years ago to just over 12,543 last year. 51% of Whinmoor borrowers already use other libraries and it has some large well stocked libraries nearby. There is a high child usage but it could be delivered through a targeted mobile service in different parts of the area. There may however be some potential of joined up working particularly with Early Years and other services in the area which will be pursued as part of the consultation process.

5.0 Scope of Consultation

The scope of the consultation is very wide. It is not just asking if the public agree that the viability of certain buildings is in question. It genuinely wants ideas from local people of other ways the service could be delivered, services it could join up with, good locations where people meet, e.g., lunch clubs that a mobile visit could coincide with. To enable a service to continue to be provided it needs to modernise and think differently about location. This consultation is about listening to local people's ideas and views and building a new service from those views. Section 9 in the first report outlined the consultation process.

The key principles of the consultation are:

- That people are properly informed of the issues
- That the key principles of the change are well communicated
- That people feel there is scope to influence the proposals

It is being carried out within the Executive Board agreed 'principles of spending money wisely in order to achieve better outcomes for the City'. There are a wide range of ways the service aims to engage with local people and stakeholders.

5.1 In Library Consultation

Each library will carry viability sheets, Appendix 2 for each library in the vicinity to help local people understand the issues with each library. There will also be maps of the proposed mobile stops and staff on hand to explain and answer questions.



Diagram 3: Consultation Sheet

The cost and level of use brings the viability of Richmond Hill, Osmondthorpe and Sewardiffe Libraries into question. We'd like your views on the proposals below.

Opening hours

It is proposed to extend Crossgates from 5.5 to 6.0 hours a week, Compton Road from 5.0 to 6.0, Hatton from 4.5 to 5.0 and Seacroft from 4.1 to 5.0 hours.

Please tick which timetable you prefer or suggest your own

Seacroft and Compton Road Libraries to open 6.0 hours

| Option 1 | | | Option 2 | | | Suggest your own hours | | |
|----------|------|-------|----------|------|-------|------------------------|------|-------|
| Day | Open | Close | Day | Open | Close | Day | Open | Close |
| Mon | 9am | 7pm | Mon | 10am | 7pm | Mon | | |
| Tue | 9am | 7pm | Tue | 9am | 7pm | Tue | | |
| Wed | 9am | 7pm | Wed | 9am | 7pm | Wed | | |
| Thu | 9am | 7pm | Thu | 9am | 7pm | Thu | | |
| Fri | 9am | 7pm | Fri | 9am | 7pm | Fri | | |
| Sat | 10am | 4pm | Sat | 10am | 4pm | Sat | | |
| Sun | 12pm | 3pm | Sun | 11am | 3pm | Sun | | |

Seacroft Libraries to open 6.0 hours

| Option 1 | | | Option 2 | | | Suggest your own hours | | |
|----------|------|-------|----------|------|-------|------------------------|------|-------|
| Day | Open | Close | Day | Open | Close | Day | Open | Close |
| Mon | 7pm | 10pm | Mon | 10am | 6pm | Mon | | |
| Tue | 5pm | 8pm | Tue | 10am | 7pm | Tue | | |
| Wed | 5pm | 8pm | Wed | 10am | 6pm | Wed | | |
| Thu | 5pm | 8pm | Thu | 10am | 7pm | Thu | | |
| Fri | 9am | 5pm | Fri | 10am | 6pm | Fri | | |
| Sat | 10am | 3pm | Sat | 10am | 3pm | Sat | | |
| Sun | 12pm | 3pm | Sun | 12pm | 3pm | Sun | | |

Bringing the library close to you

Three types of mobile library could visit the area: a Community mobile, a Children and Family mobile and an Older People's mobile. We also have a 'Library At Home' service for those who need that bit of extra help.

Proposed mobile library stops

| Community mobile | Older People's mobile |
|-----------------------------------|---|
| Colton - Colton Lane | Gipton - Airling Road |
| Osmondthorpe - Rockwood Road | - Oaktree Court |
| - Wyubock Gardens | Harehills - St Cyprians Gardens |
| Richmond Hill - Oak Mount | Osmondthorpe - Dawson Hamilton Day Centre |
| - Sutton Gardens | Seacroft - Bancroft Drive |
| Seacroft - Bancroft Drive | - Gargrave Court |
| Children and Family mobile | - High Weap |
| Gipton - North Children's Centre | - Bigton Drive |
| - South Children's Centre | Richmond Hill - Fowleson Court |
| Osmondthorpe - Children's Centre | - Hampton Chestnut Extra Care |
| Richmond Hill - Children's Centre | - Spring Close Gardens |
| over 3's | Seacroft - Whitcliffe Court |
| - Children's Centre under 3's | Sewardiffe - Sheburn Court |
| - Community Centre | - Woodwell Extra Care |
| Sewardiffe - Children's Centre | |
| - Sewardiffe Primary School | |
| - Tykes' Pre-school | |

Please tell us if you would prefer a different location

| | |
|----------------------------|--|
| Community mobile | |
| Children and Family mobile | |
| Older People's mobile | |

Would you like more information about the At Home service? Yes No

There will be a consultation sheet for each group of libraries.

The consultation form asks for:

- Views on the opening hours of the libraries which could have extended hours
- Views on the proposed mobile stops and ideas for better or more stops
- If people are interested in learning more about a Library at Home Service
- Whether they would benefit from the improved services
- Which library they use and if they think it is viable
- Innovative ideas for delivering a library service. This may be local people willing to come together to provide a local book swap to replace their service or innovative Early Years work, or services coming together in community centres. The Library Service is open to discuss all ideas including Community Asset Transfer. These discussions will be conducted within the Council's principles of Community Asset Transfer and will require production of a business plan by the interested party which will be tested against the Council principles.
- If there are any services locally that they think can be brought together

If a visitor to the library wants to offer their views on libraries outside the vicinity then staff can download the consultation sheet for any library.

5.2 Downloading the Consultation

Anyone will be able to download the viability sheets, the report, the maps and the consultation sheets from the Council's website and fill them in and return them via freepost. People will be notified about the consultation via Talking Point.

5.3 Citizens Panel and online

The Citizens Panel will be utilised and asked a range of questions and we are also looking to use simple online surveys and social networking to engage people in conversations.

5.4 Parish Councils, local meetings, etc.

Staff are available to attend meetings with local groups to discuss ideas for service provision. To aid the discussions of location of services, maps will be available.

5.6 Other Stakeholders and consideration of equality and diversity

Letters will inform stakeholders of these proposals and encourage their involvement in the consultation. This will include letters to all representative groups held within the Equality Unit's database seeking the views of how the proposals might impact on members of the community which they represent.

Responses from equality and diversity groups as well as results and comments to the other elements of the consultation will be used to inform the further development of the Equality Impact Assessment for these proposals.

6.0 Length of the Consultation

6.1 It is important to allow a meaningful period for the consultation and ensure it is open to all, however to ensure a response is received it is also good practice to time limit it. It is planned to start immediately after Executive Board if consultation is approved. To give everyone who wishes to be involved time, it is proposed to hold this consultation over 10 weeks rather than the six weeks proposed in the initial Executive Board report. This will include the Christmas period which for some will offer much needed time to consider the proposals while for others would limit their involvement due to festive activities.

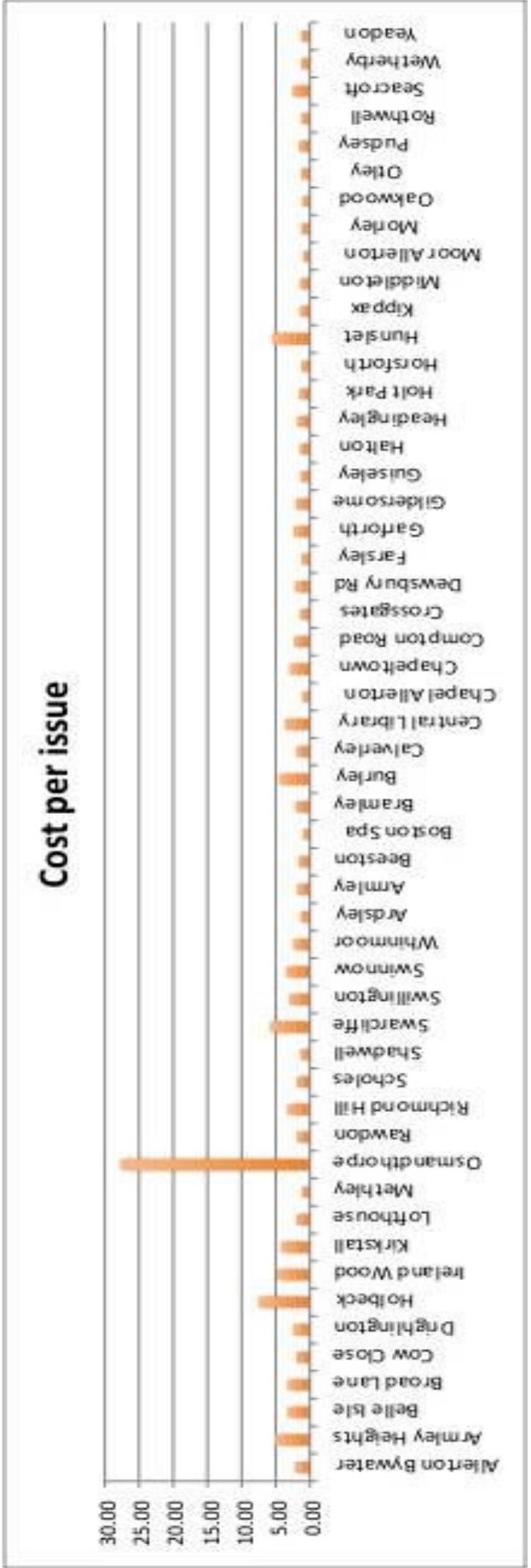
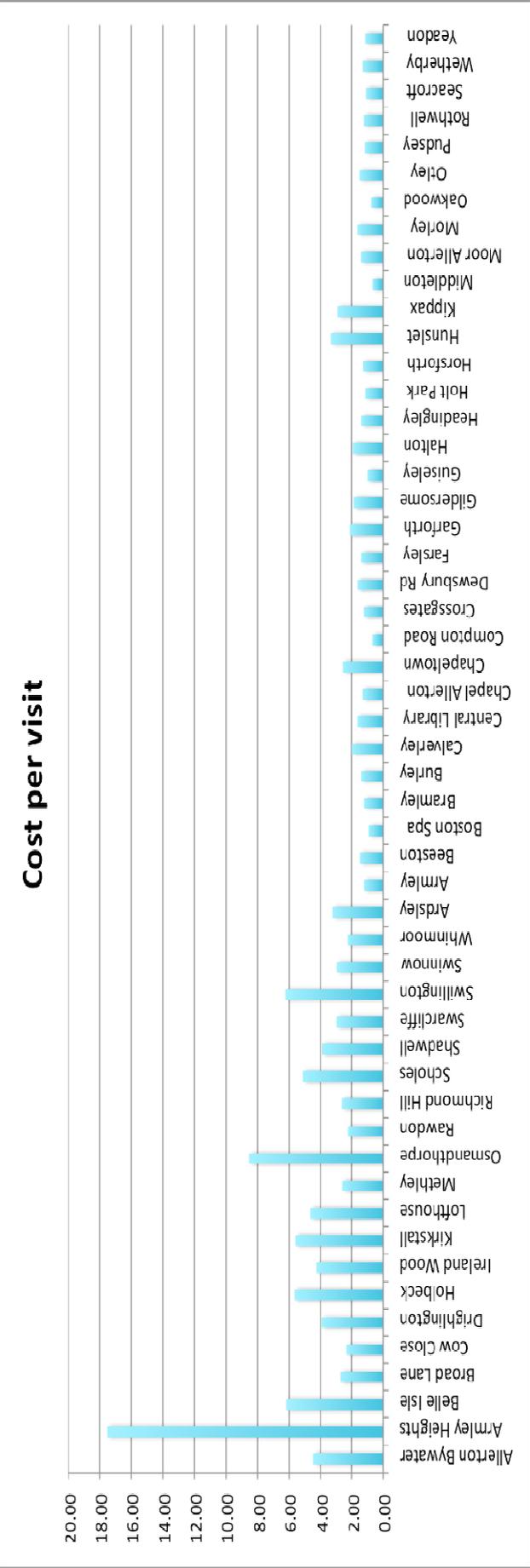
7.0 Recommendations

7.1 That Executive Board accept the greater detail on the consultation process and agree to start the consultation with immediate effect.

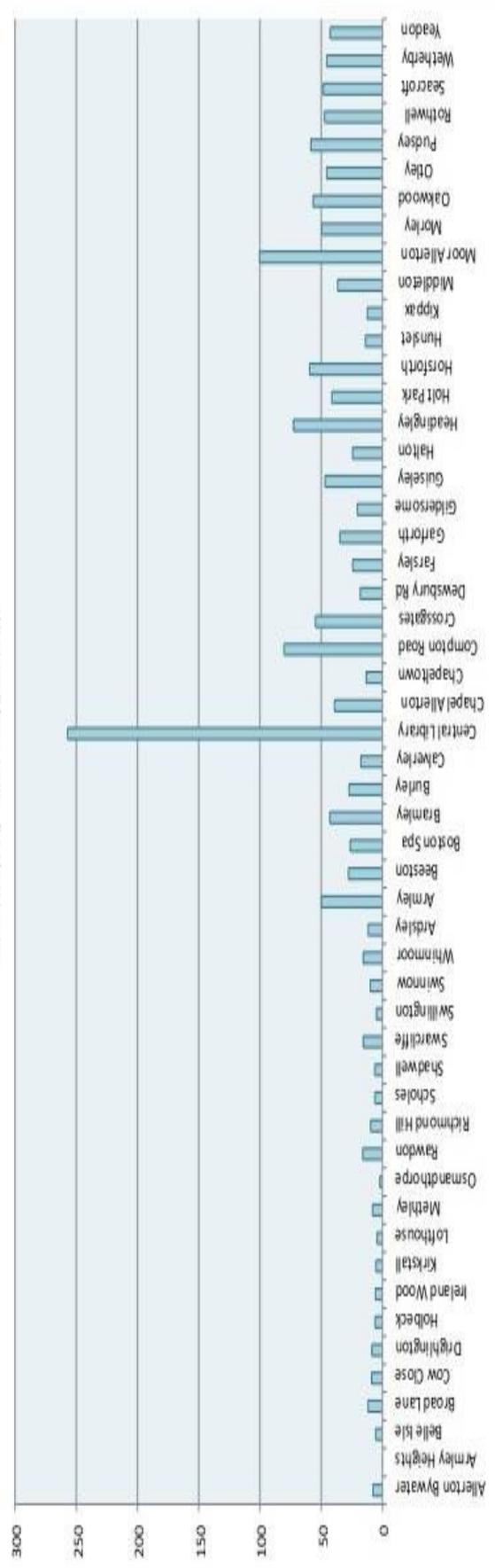
8.0 Background Papers

Executive Board Report 13th October: A New Chapter A fresh direction for Libraries and integrated services including Appendix 1

Minutes of the Scrutiny Board 2nd November



Visits per hr open ave



Issues per hr open

