

Public Document Pack

Gareth Owens LL.B Barrister/Bargyfreithiwr
Chief Officer (Governance)
Prif Swyddog (Llywodraethu)



To: Cllr David Roney (Chair)

CS/NG

Councillors: Clive Carver, Glenys Diskin,
Chris Dolphin, Ian Dunbar, Andy Dunbobbin,
Brian Dunn, Robin Guest, Ron Hampson,
Dave Mackie, Mike Reece, Tony Sharps,
Paul Shotton, Nigel Steele-Mortimer and
Carolyn Thomas

2 June 2015

Maureen Potter 01352 702322
maureen.potter@flintshire.gov.uk

Dear Sir / Madam

A meeting of the **ORGANISATIONAL CHANGE OVERVIEW & SCRUTINY COMMITTEE** will be held in the **DELYN COMMITTEE ROOM, COUNTY HALL, MOLD CH7 6NA** on **MONDAY, 8TH JUNE, 2015** at **1.30 PM** to consider the following items.

Yours faithfully

Democracy & Governance Manager

A G E N D A

- 1 **APPOINTMENT OF CHAIR**
Councillor David Roney has been appointed to this role.
- 2 **APPOINTMENT OF VICE-CHAIR**
- 3 **APOLOGIES**
- 4 **DECLARATIONS OF INTEREST (INCLUDING WHIPPING DECLARATIONS)**

5 **CONSIDERATION OF A MATTER REFERRED TO THE COMMITTEE PURSUANT TO THE CALL IN ARRANGEMENTS** (Pages 3 - 6)

A decision of the Cabinet meeting on 19 May 2015 relating to Medium Term Plan for Libraries – proposal to develop a new hub library at Deeside Leisure Centre and re-locate Hawarden, Mancot and Queensferry libraries, has been called in. Attached is a copy of the procedure for dealing with a called in item.

6 **MEDIUM TERM PLAN FOR LIBRARIES – PROPOSAL TO DEVELOP A NEW HUB LIBRARY AT DEESIDE LEISURE CENTRE AND RE-LOCATE HAWARDEN, MANCOT AND QUEENSFERRY LIBRARIES** (Pages 7 - 52)

Report of Chief Officer (Organisational Change) - Cabinet Member for Education

To assist Members, the following documents are attached:-

- Copy of the report of the Chief Officer (Organisational Change) – Medium Term Plan for Libraries – proposal to develop a new hub library at Deeside Leisure Centre and relocate Hawarden, Mancot and Queensferry libraries
- Copy of the Record of Decision
- Copy of the Call In Notice

FLINTSHIRE COUNTY COUNCIL

OVERVIEW & SCRUTINY

CALL-IN ARRANGEMENTS

1. Background

The arrangements for calling in a decision are to be found in paragraph 16 of the Overview & Scrutiny Procedure Rules contained within the Council's Constitution. The legal authority is derived from section 21 (3) of the Local Government Act 2000. This note summarises the provisions in the Constitution.

2. Decision of the Cabinet

When a decision is made by the Cabinet, the Democracy & Governance Manager publishes a record of those decisions within two days of them being made. Copies are available at County Hall, and are sent to all Members of the County Council.

The decision record bears the date on which it was published and specifies that the decision will come into force, and may then be implemented on the expiry of five working days after the publication of the decision, unless it is called in within 5 working days after the publication of the decision

3. Calling in a Decision

If the Democracy & Governance Manager receives a request from the Chair or at least four members of the Council, (for the avoidance of doubt such a request should be in writing, giving the reason for the call-in, and signed by all parties) the Democracy & Governance Manager will notify the decision taker of the call-in, and then arrange a meeting of the Committee within seven working days of the decision to call-in. (The last working day before Christmas and the three working days between Christmas and New Year will not be counted as working days for the purposes of this paragraph).

4. The Call-in Meeting

By their nature, call-in meetings will be held at short notice (i.e. within seven working days of the call-in decision) and the only item of business to be transacted would normally be to deal with the call-in. However, from time to time it is expedient to consider a call in at a meeting which has already been convened.

It is suggested that the procedure outlined below be used at such a meeting.

5. Procedure for a Call-in Meeting

- (i) The decision makers who have been invited to the meeting (usually the relevant Cabinet Member(s) and/or Chief Officer(s)) should be invited to sit at the committee table at the start of the meeting, as should any initiators of the call in who are not already members of the committee.
- (ii) The Chairman will invite the Member Engagement Manager to briefly outline the call-in procedure for Members of the Committee, explaining the time constraints within the Constitution. The Officer should also outline the ideal procedure, set out below, for an Overview & Scrutiny Committee to deal with a call-in meeting.
- (iii) The Chairman will then invite the initiators of the call-in (those who have signed the letter) to explain and clarify their reasons for calling in the decision. This can be by means of a spokesman, or by several Members contributing.
- (iv) The decision makers will then have the opportunity to respond to the issues raised by those initiating the call-in and provide further information if they believe that it will assist the committee's understanding of the decision.
- (v) The Chairman will then invite questions from Members, and the decision-makers and call-in initiators will be invited to answer the questions.
- (vi) At the end of Members' questions, the Chairman will ask the initiators of the call-in and the decision makers to sum up their respective cases.
- (vii) The Chairman will then invite the Member Engagement Manager to explain the Committee's options for decision contained in the Constitution. The decision should include one of the four options given below, which are contained in the Constitution.

Option 1

If, having considered the decision, the Overview & Scrutiny Committee is satisfied with the explanation which it has received, it will indicate as such, in order for the decision to be implemented.

Option 2

If, having considered the decision, the Overview & Scrutiny Committee is 'no longer concerned', having received the explanations, but is not minded to indicate that it is 'satisfied with the explanation', then it is in order for the Committee to resolve that 'the explanation be accepted but not endorsed by the Overview & Scrutiny Committee'.

Option 3

If, having considered the decision, the Overview & Scrutiny Committee is still concerned about it, then it may refer it back to the decision making person or body for reconsideration, setting out in writing the nature of its concerns. If referred to the decision maker then the decision maker shall then reconsider, at the earliest scheduled meeting, amending the decision or not, before adopting a final decision.

Option 4

If, having considered the decision, the Overview & Scrutiny Committee is still concerned about it, then it may refer the matter to full Council. If referred to full Council, the Council shall meet to consider the referral within 10 working days unless there is a scheduled meeting of the full Council at which the matter may be considered within the expiry of a further 5 working days.

Note:

If either Option 1 or Option 2 is decided upon, the Cabinet decision can be implemented after the Overview & Scrutiny meeting. If either Option 3 or 4 is decided upon, the Cabinet decision cannot be implemented after the Overview & Scrutiny meeting until it has received further consideration by either the Cabinet or Council.

- (viii) The Committee will then discuss the matter and following debate, reach a decision.

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FLINTSHIRE COUNTY COUNCIL

REPORT TO: **CABINET**

DATE: **TUESDAY 15TH MAY 2015**

REPORT BY: **CHIEF OFFICER ORGANISATIONAL CHANGE**

SUBJECT: **MEDIUM TERM PLAN FOR LIBRARIES – PROPOSAL TO DEVELOP A NEW HUB LIBRARY AT DEESIDE LEISURE CENTRE AND RE-LOCATE HAWARDEN, MANCOT AND QUEENSFERRY LIBRARIES**

1.00 PURPOSE OF REPORT

1.01 To provide members with feedback on the results of the consultation exercise, and the views of Scrutiny Committee together with the original basis of the proposal to Cabinet, and a final options appraisal. This will enable Cabinet to make a decision about the way forward.

2.00 BACKGROUND

2.01 Cabinet received a report in March 2015 outlining an overall medium term plan for libraries and the Councils Flintshire Connects facilities. Each major element identified a timeframe for consultation. The first of these is the proposal for the development of a new Hub Library at Deeside Leisure Centre as a sixth hub library to add to those in existing towns, and that could serve the communities of Hawarden, Mancot and Queensferry.

3.00 CONSIDERATIONS

3.01 The attached scrutiny report (Appendix A) provides a detailed assessment of the considerations including the basis of the original proposal, a full impact and equalities assessment, the results of the consultation, and a proposed way forward that was presented to Lifelong Learning Overview and Scrutiny Committee on 11th May 2015. .

3.02 Appendix B provides a summary of the discussion and recommendations from the Lifelong Learning Overview and Scrutiny Committee. The discussion, while ranging on a number of topics focussed on four main areas:-

- the location of Deeside Leisure Centre and whether this should be the preferred location;
- the robustness of the consultation exercise;
- the clarity of the options over community asset transfer; and

- detailed work such as design of the library and the resources that would be available.

An analysis and conclusion in relation to each of these main areas is detailed below.

3.03 Location was discussed as there was a general feeling that the three communities (Hawarden, Mancot and Queensferry) would not be best served, in terms of distance from a library, by a provision at Deeside Leisure Centre. Alternatives were put forward for a hub library at either Hawarden or Mancot.

The Public Library Standard for access to a library (2.5 mile) was used to suggest the additional benefits for other areas. While this is one measure for a preferred location it is also critical to consider the available buildings that could be used in each location and if they meet the library vision for being a potential co-located hub with other services. Finally it is important to consider the additional benefits for each location such as funding that might be available and the other Flintshire communities that could also be served. The table below analyses these options and proposes a preferred option.

Table 1 – Analysis of a Preferred Location for a Hub Library operated by Flintshire CC

Criteria	Deeside L.C	Hawarden	Mancot
(1) Servicing of the 3 communities affected	Serves all 3 communities	Serves all 3 communities	Serves all 3 communities
(2) Available buildings for co-location	Deeside Leisure Centre already available with other public services and high footfall	No buildings currently available that would have high footfall and co-location with other big public services	No buildings currently available that would have high footfall and co-location with other big public services
(3) Additional benefits	Also serves Sealand and Garden City. Funding available for Library fit out from CyMAL.	Also serves Garden City and some areas of Broughton	Also serves Sealand and Garden City.

In conclusion arguments can be put forward about catchment area benefits for either of the three locations, as they each serve the three communities and other areas. Therefore the decisive factors for a decision on geographical location is the ability to co-locate in an area of high footfall with other public service provision, and the ability to bring in external funding to ensure a modern and fit for purpose

library. The analysis shows this can only be achieved at Deeside Leisure Centre.

- 3.04 In terms of public consultation a review of the work has been undertaken that provides the following conclusion. The Council has run an open consultation exercise. In recent years the Council has followed best practice on how it consults and always avoids pre-determination. By undertaking a full consultation exercise with users, community representatives, young people and the equality assurance group, and then providing these results, as well as additional correspondence received, such as petitions, and taking this back to scrutiny to debate before taking final proposals to Cabinet the Council is ensuring a proper democratic process has been discharged.

Ultimately it is the consultation along with the future vision for library services and budgetary constraints that are informing the development of a final set of options that will be considered by Cabinet, and it is Cabinet on behalf of the County Council that will take the decision about whether to proceed or not.

- 3.05 In terms of asset transfer the Council will consider, for a locally run bookstock and IT provision, either the existing library buildings or other locations identified by the community as having the potential for community asset transfer. After a decision has been taken on this report the Council will support communities to assess the feasibility of a transfer and identify the right location.
- 3.06 More detailed work on the design of the library and equipment to be put in the library has not been undertaken. Conceptual ideas have been developed but not finalised. After a decision has been taken on this report the Council will work with communities to determine the final design and the resources available in the library.
- 3.07 Appendix C provides final options analysis, after considering all of the above, which assesses each option and details a preferred option which is Option 4, a New Library at Deeside Leisure Centre with additional community based services and consideration of the feasibility of a community asset transfer(s).
- 3.08 After re-assessing the original proposal, completed consultation, discussion from Scrutiny Committee, and the result of the final options appraisal it is proposed to proceed with the development of a library at Deeside Leisure centre re-locating services from Hawarden, Mancot and Queensferry. In light of the libraries vision, the consultation, and the discussions at Lifelong Learning Overview and Scrutiny Committee, work will be undertaken with the three communities specifically to:

- (1) Address the concerns raised about the Deeside location;
- (2) Plan community library services for each of these areas;

- (3) Identify if a community asset transfer is feasible and can be supported;
- (4) Work with communities to finalise the design and resources available for the new library at Deeside Leisure Centre.

3.09 If the recommendations in this report are approved work will then take place with communities to implement the proposals and establish a new library at Deeside, along with any other associated provision, so these services are in place sometime between January and April 2016.

4.00 RECOMMENDATIONS

4.01 Cabinet consider the results of the consultation, the views of Lifelong Learning Overview and Scrutiny Committee, and the final options appraisal to determine the way forward.

4.02 Cabinet agrees to the development of a library at Deeside Leisure Centre re-locating services from Hawarden, Mancot and Queensferry Libraries.

4.03 Cabinet agrees that the Council should work with the three communities specifically to:

- address the concerns raised about the Deeside Location;
- plan community library services for each of these areas;
- identify if a community asset transfer is feasible and can be supported;
- finalise the design and resources available at the new library at Deeside Leisure Centre.

5.00 FINANCIAL IMPLICATIONS

5.01 The capital cost of the proposals for a new library development at Deeside Leisure Centre are approximately £0.130m for which a grant application has been successfully made to CyMAL for over £0.090m with the remainder to be found within existing budgets.

5.02 The proposed re-location of three libraries into a new library facility at Deeside Leisure Centre will make a significant saving in relation to building costs and future repairs and maintenance. As part of the development, plans will be put in place for integrating staffing from the current three libraries which will also reduce operating costs. This is estimated at over £0.050m. This will contribute to the overall £0.600m savings that are anticipated will be needed in library services.

5.03 If a new library was to be built in the future, and it is the equivalent size of the current Mancot library, either to serve these communities or replace current provision which is not sustainable in the long term, then it is estimated that this would cost in the region of £0.750m (based on today's prices) for the building alone.

6.00 ANTI POVERTY IMPACT

- 6.01 The impact assessment at Appendix A provides a detailed analysis of how the proposals for the development of a library at Deeside Leisure Centre impacts on particular groups and how these can be mitigated. A hub library in a Communities First Area supports the delivery of anti-poverty priorities.

7.00 ENVIRONMENTAL IMPACT

- 7.01 Environmental considerations are taken into account in the development of proposals for a new library at Deeside Leisure Centre.

8.00 EQUALITIES IMPACT

- 8.01 A draft equalities impact assessment is attached at Appendix A for the proposals relating to the library at Deeside Leisure Centre.

9.00 PERSONNEL IMPLICATIONS

- 9.01 Staff reductions will occur if a decision is taken to re-locate services from three libraries to Deeside Leisure Centre.

10.00 CONSULTATION REQUIRED

- 10.01 Consultation has taken place as identified in this report.

11.00 CONSULTATION UNDERTAKEN

- 11.01 Whatever decisions are taken by cabinet in May further work will take place with all three communities to implement these decisions in the best way possible.

12.00 APPENDICES

- 12.01 Appendix A – Lifelong Learning Overview and Scrutiny Committee Report 30th April 2015: MEDIUM TERM PLAN FOR LIBRARIES – PROPOSAL TO DEVELOP NEW HUB LIBRARY AT DEESIDE LEISURE CENTRE AND RE-LOCATE HAWARDEN, MANCOT AND QUEENSFERRY LIBRARIES
- 12.02 Appendix B – Draft Notes from Lifelong Learning Overview and Scrutiny Committee Monday 11th May
- 12.02 Appendix C – Final Options Analysis

LOCAL GOVERNMENT (ACCESS TO INFORMATION ACT) 1985 BACKGROUND DOCUMENTS

Cabinet Report 17th March 2015 : Medium Term Plan for Library and

Connects Services

Contact Officer: Pennie Corbett, Principal Libraries & Arts Officer.

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FLINTSHIRE COUNTY COUNCIL

REPORT TO: **LIFELONG LEARNING OVERVIEW & SCRUTINY COMMITTEE**

DATE: **THURSDAY, 30 APRIL 2015**

REPORT BY: **CHIEF OFFICER ORGANISATIONAL CHANGE**

SUBJECT: **MEDIUM TERM PLAN FOR LIBRARIES – PROPOSAL TO DEVELOP NEW HUB LIBRARY AT DEESIDE LEISURE CENTRE AND RE-LOCATE HAWARDEN, MANCOT AND QUEENSFERRY LIBRARIES**

1.00	<u>PURPOSE OF REPORT</u>
	To provide members with an outline of this proposal, and feedback the results of the consultation exercise, so Scrutiny Committee can provide views and comments to inform the Cabinet decision in May 2015.
2.00	<u>BACKGROUND</u>
2.01	Cabinet received a report in April (correction March) 2015 outlining an overall medium term plan for libraries and the Councils Flintshire Connects facilities. Each major element identified a timeframe for consultation. The first of these is the proposal for the development of a new Hub Library at Deeside Leisure Centre as a sixth hub library to add to those in existing towns, and that could serve the communities of Hawarden, Mancot and Queensferry.
2.02	The vision for a sustainable modern library service is one that provides access to reading, learning and information. To achieve this the service needs to be built on three key elements: the buildings; the community based services such as mobile services; and where there is interest from local communities locally provided bookstock and IT supported through the Community Asset Transfer programme. This view of a service fits with how people behaviour is changing in relation to libraries, with many more people wanting to use on line services or pick a book up, or visit a library after or before undertaking another activity. In addition with a 30% reduction (approximately £0.600m out of a £1.9m) in the library budget anticipated, we are no longer going to be able to provide the number of library buildings that we currently do, so therefore building the library service on these three elements and not just buildings is critical.
2.03	Towns in Flintshire provide the best opportunity for maximising footfall, therefore the main library hubs in future are proposed to be

	<p>situated in the following towns: Connahs Quay, Mold, Buckley, Flint and Holywell. In addition the major attraction of Deeside Leisure Centre provides an opportunity for co-locating a library in a facility with major footfall that can serve three communities (Queensferry, Mancot and Hawarden), which currently have small libraries, that either have low footfall or building limitations and are not sustainable in their current form. This is a real opportunity to sustain provision for these three areas, and at the same time develop a modern library integrated with other services. This library would be the first to deliver a self-service provision in Flintshire and in doing so will make a big difference through increased access which should become a model for future provision.</p>
2.04	<p>Cabinet agreed to consult on the proposals for the development of a new hub library at Deeside Leisure Centre with services from Hawarden, Mancot, and Queensferry libraries being re-located to the new library as outlined in this report. As part of this approach they also received an Equality Monitoring and Impact Assessment for the New Library at Deeside Leisure Centre, attached at Appendix A of this report.</p>
2.05	<p>At this scrutiny committee in January 2015 it was reported that the Library Service has commenced work on the following strands of a local Libraries framework. It was stated that the framework addresses the findings and recommendations of the Libraries Expert Review by CyMAL (2014) and also the requirements of the Council to deliver services within the available budgets. These key strands, which were discussed and commented upon, were identified as follows:</p> <ul style="list-style-type: none"> • Flintshire Library Service will develop an evidence and outcomes approach to commence in 2015-16; • The service will implement efficiencies during 2015-16 to meet budget targets whilst operating the full current network of libraries; • Work will take place to develop the use of volunteers within the next two years, following guidelines and good practice developed by CyMAL; • Flintshire Library Service will continue to collaborate with the library authorities in North Wales to implement a shared Library Management System and a shared bibliographic services unit, funded by CyMAL; • The Council will work with town and community councils and other community groups where appropriate to consider asset transfer of libraries to the community; • We will work to explore all innovative and alternative ways that might sustain future service provision post 2016, including the co-location of services.
3.00	CONSIDERATIONS

3.01	<p>The objective arguments for the development of a co-located library at Deeside Leisure Centre are strong, as identified in Appendix A, and can be summarised as follows:</p> <ul style="list-style-type: none"> • The library at Deeside, and the service to the three communities, fits with the vision for a modern and sustainable library service in Flintshire • This library falls within the Public Library Standard for access by Hawarden, Mancot and Queensferry communities which is 2.5 miles, of which the furthest community away is Hawarden at 1.7 miles; • Deeside offers a co-located venue with over 550,000 visits per annum; • CyMAL have recently announced their grant awards and the proposed Library at Deeside will, if approved to progress, receive over £0.090m, which will cover the majority of the costs for the new library; • This grant decision validates the location for access, the design and the layout of space, and the importance of providing access to libraries for those living in Communities First areas; • The new library with re-locations will save in the region of £0.050m per annum; • Each of the three current library buildings are not sustainable in the long term for the reasons identified below, and it is likely that with reducing year on year budgets a future decision will need to be taken about their future at which point we would not have the same access to CyMAL funding to provide an alternative library facility for these communities: <ul style="list-style-type: none"> - Queensferry : lowest visits per opening hour of any library; - Mancot : 1960s lightweight, prefabricated building that needs replacing; - Hawarden: internal spaces not suitable for a modern library with a series of small rooms creating an inflexible space.
3.02	<p>However it is recognised that libraries are community facilities and while objective arguments are strong the views of communities and users are equally as valid. Therefore a consultation exercise took place during March 2015 and April 2015 with four main types of groups: community representatives including Town and Community Councils and schools; library users; young people; and the equality assurance group. During this period we also received a range of additional responses which are detailed as a fifth group. A report detailing the results of the consultations is provided at Appendix B. Advice was sought from Participation Cymru to ensure the</p>

	methodology being adopted for the consultation was suitable for the topic under discussion and would meet the needs of the audience.	
3.03	A summary of the results of this exercise are as follows:	
	Consultation Group	Summary of Response
	Community Representatives	<ul style="list-style-type: none"> • 2 responses by schools by letter and email. • 1 response welcoming the new library at Deeside Leisure Centre, being concerned about the loss of local provision and asking for the feasibility of mobile provision to be looked into with an offer of a location within the school grounds. • 1 response whilst recognising it is a sad situation stating they are sure we have made the right decision.
	Library Users	<ul style="list-style-type: none"> • 124 adult library users consulted in meetings in each of the three communities affected. • Stated that they do not want to lose their own libraries and felt strongly that they should be retained in each of their 3 communities. • They recognise some elements of their community will use Deeside leisure centre but are concerned that particular groups including older people, children using the library by themselves and for homework, traditional library users who enjoy a quite space, may be put off by the location. • They have concerns at Deeside about: access by public transport, parking, safety due to gangs of young people, noise levels, and size of the library. • They value community based services such as housebound, mobile provision and see these as being supplementary to any provision at Deeside. • They are all interested in asset transfer as a way of running something locally themselves with one off support that may again supplement any provision at Deeside.
	Young People	<ul style="list-style-type: none"> • Discussion at the County Forum and 7 young people attended the meetings in each of the three communities affected. • Positive in particular about the design and layout.

		<ul style="list-style-type: none"> • Young people at County Forum positive about location whereas young people in communities concerned about loss of local library.
	Equality Assurance Group	<ul style="list-style-type: none"> • Location was identified as good. • Specific reference made to the diversity of people using the centre. • Self service was welcomed. • Some concerns raised about safety, transport and access to IT.
	Additional Responses	<ul style="list-style-type: none"> • Small number of letters and emails plus petitions from Hawarden and Mancot with 470 and 568 signatories respectively. • Strongly against the re-location of their local library.
3.04	<p>With the objective assessment and the consultation exercise it is possible to reach the conclusions identified below. They recognise, that while community feelings are very strong locally about the loss of their libraries, it is still in the overall best interests of library provision for communities in Flintshire to progress with this work, and that in progressing a number of areas of consultation comments need to be incorporated into the next stages of work. A real concern would be that if in two or three years' time we have to undertake this process again, while community asset transfer of current buildings to local communities may still be possible, there would be no option to develop a new library serving these communities at Deeside Leisure Centre or in their own local communities as a CyMAL grant would not be available. The grant criteria do not enable an application to be progressed for Hawarden or Mancot as there are no major co-locations possible, and it priorities Communities First areas. The conclusions are as follows:</p> <ul style="list-style-type: none"> • That objectively a library at Deeside Leisure Centre does make sense both in terms of location and to serve the three communities of Hawarden, Mancot and Queensferry; • Representatives of communities who responded whilst recognising the difficulty of the situation accepted the reasons and offered some additional suggestions. • Library Users do not want to lose their local libraries. • Young People are excited about the design of the proposed new library at Deeside Leisure Centre. • The new library will offer a location that is attractive to a diverse range of users. • A solution based on the vision for library services and all comments received is to design a service for the three communities of Hawarden, Mancot and Queensferry that is not just seen to be served by Deeside Leisure Centre but that is 	

	supplemented by additional community based services, e.g. mobile, and locally run services supported where feasible by the Community Asset Transfer scheme.
3.05	<p>In line with these conclusions it is proposed to proceed with the development of a library at Deeside Leisure centre re-locating services from Hawarden, Mancot and Queensferry, but in light of the libraries vision and the consultation to work with the three communities specifically to:</p> <p>(1) Address the concerns raised about the Deeside location; (2) Plan community library services for each of these areas; (3) Identify if a community asset transfer is feasible and can be supported.</p>
4.00	<u>RECOMMENDATIONS</u>
4.01	That the committee provide comments on these proposals, taking on board the results of the consultation exercise, to inform the Cabinet decision in May 2015.
5.00	<u>FINANCIAL IMPLICATIONS</u>
5.01	The capital cost of the proposals for a new library development at Deeside Leisure Centre are approximately £0.130m for which a grant application has been made to CyMAL for over £0.090m with the remainder to be found within existing budgets.
5.02	The proposed re-location of three libraries into a new library facility at Deeside Leisure Centre will make a significant saving in relation to building costs and future repairs and maintenance. As part of the development, plans will be put in place for integrating staffing from the current three libraries which will also reduce operating costs. This is estimated at over £0.050m. This will contribute to the overall £0.600m savings that are anticipated will be needed in library services. If this cannot be achieved then alternative solutions will need to be looked at including considering library buildings and community based services.
5.03	If a new library was to be built in the future, and it is the equivalent size of the current Mancot library, either to serve these communities or replace current provision which is not sustainable in the long term, then this would cost in the region of £0.750m (based on today's prices) for the building alone.
6.00	<u>ANTI POVERTY IMPACT</u>
6.01	The impact assessment at Appendix A provides a detailed analysis of how the proposals for the development of a library at Deeside Leisure Centre impacts on particular groups and how these can be mitigated. A hub library in a Communities First Area supports the delivery of anti-

	poverty priorities.
7.00	<u>ENVIRONMENTAL IMPACT</u>
7.01	Environmental considerations are taken into account in the development of proposals for a new library at Deeside Leisure Centre.
8.00	<u>EQUALITIES IMPACT</u>
8.01	A draft equalities impact assessment is attached at Appendix A for the proposals relating to the library at Deeside Leisure Centre.
9.00	<u>PERSONNEL IMPLICATIONS</u>
9.01	Staff reductions will occur if a decision is taken to re-locate services from three libraries to Deeside Leisure Centre.
10.00	<u>CONSULTATION REQUIRED</u>
10.01	Consultation has taken place as identified in this report.
11.00	<u>CONSULTATION UNDERTAKEN</u>
11.01	Whatever decisions are taken by cabinet in May further work will take place with all three communities to implement these decisions in the best way possible.
12.00	<u>APPENDICES</u>
12.01	Appendix A - Equality Monitoring and Impact Assessment for New Library at Deeside Leisure Centre
12.02	Appendix B – Summary of Consultation
	<u>LOCAL GOVERNMENT (ACCESS TO INFORMATION ACT) 1985 BACKGROUND DOCUMENTS</u> Cabinet Report 17 th March 2015 : Medium Term Plan for Library and Connects Services
	Contact Officer: Pennie Corbett, Principal Libraries & Arts Officer. Telephone: 01352 704402 Email: pennie.corbett@flintshire.gov.uk

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Appendix A - Flintshire County Council

Equality Monitoring and Impact Assessment

Equality Monitoring

Proposal to transfer library services from the current service points at Hawarden, Mancot and Queensferry campus to a new library within Deeside Leisure Centre.

Officers responsible for developing and implementing the policy: Chief Officer
Organisational Change 1, Principal Libraries & Arts Officer

1. Introduction

The Equality Act 2010 (“The Act”) sets a General Duty out that as a public body within Wales, Flintshire County Council is required to have due regard in its decision making processes (including financial decisions) to three factors:

- To eliminate unlawful discrimination, harassment and victimisation,
- To advance equality of opportunity, and
- To foster good relations between people who share a protected characteristic (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, religious belief and non-belief, race, sex, sexual orientation and Welsh Language) and those who do not. (Equality Act 2010).

Duties within the Act require that public authorities demonstrate that the financial decisions they make are carried out in a fair, transparent and accountable way and consider the needs and the rights of different members of the community.

The specific equality duties of the Act set out that a local authority needs to:

- Make appropriate arrangement for assessing the likely impact of its policies and practices on its ability to comply with the General Duty;
- Monitor these impacts; and
- Publish reports in respect of any assessment.

2. Background to the proposal

- During 2013 the council reviewed all assets with the aim of reducing the property portfolio in order to sustain services within the reduced budgets of the next five years. Libraries were reviewed and some closures were recommended.
- Welsh Public Library Standards require that where there is a population density between 1.1 and 19.9 persons per hectare, a static library service point should be within 2.5 miles (or 10 minutes travelling time by public transport) of at least 75% of the population. In Flintshire 90.1% of the population are within 2.5 miles of a static library. The library network is served by too many buildings, some of which have substantial maintenance and repair backlogs. It was recommended that some services be collocated where possible.
- Library opening hours were reviewed in 2012. Some libraries were found to be open for too many hours for the levels of use, with staffing resources not deployed efficiently. Opening hours were recommended to be reduced by 18% in April 2015 as part of measures to achieve required 30% budget savings. Therefore some library buildings will be open for business for less than 20 hours per week making the buildings unsustainable.
- The current libraries at Queensferry, Mancot and Hawarden are unsustainable due mostly to the limitations of the current buildings. The libraries are all open part time - between 22-28 hours per week but all are due to reduce opening hours by 32 –64% in 2015 as part of required savings for the service. The 3 libraries are all sited in close proximity to the proposed relocation site at Deeside Leisure Centre. [Queensferry Library 0.6 mile, Mancot Library 1.1 mile, Hawarden Library 1.7 miles]
- **Queensferry** library is sited on the campus of John Summers High School. The shared facilities on the campus may not be sustainable in future years. This library has poor accessibility by road, on foot and by public transport. Parking is limited and some members of the community are deterred from visiting because the library is situated in a High School. Footfall and loans are the lowest per opening hour of all the Flintshire libraries. This library was due to be closed in 2011, as part of required efficiencies, but was retained as a result of the community requesting retention of the library.
- **Hawarden** library occupies a small section of the ground floor of Hawarden Record Office, a listed property. This building is not expected to be retained by the county council as it is an inefficient, costly building to retain, with poor access and not totally DDA compliant. The library space is not able to be modernised due to constraints of the building, and currently comprises several small rooms unsuitable for group visits, school visits or Rhymetime

sessions, and cannot meet the needs of the community. Current repairs and maintenance identified in a survey carried out in August 2014 totalled £9005.

- **Mancot** is a larger library which is well used but the building is a stand-alone building constructed in the 1960s and in a poor condition and not energy efficient. Current repairs and maintenance identified in the August 2014 survey totalled £129,122.
- Welsh Government will fund collocated library services by means of the Community Library Learning Capital Programme grants of up to £120,000. If Flintshire bid successfully for such a grant the new library provision could be put in place thus retaining a library service to these communities.

3. Objectives of the proposal

- provide a new library accessible by local and wider community, open throughout the week and with self-service available at all times the Centre is open (up to 100 hours per week at present).
- Sustain a library service to the communities of Deeside, Queensferry, Hawarden, and Mancot by sharing a well-used building with a range of services.
- Develop the library as a community hub to enable a wide range of cultural events to be held in the space in partnership with other council and community services/organisations.
- Introduce self service facilities in a Flintshire library
- Provide access to additional amenities for library customers: Wi-Fi, café, toilets, facilities for under 5s, sports and health activities within the building.

4. Impact of the proposal

The proposal, whilst providing a sustainable, improved library service to the communities in the Deeside postcode area, will result in the re-location of the library services from the three libraries at Mancot, Hawarden and Queensferry campus. The planned reduction of 30% to the library budget will put smaller libraries at risk of closure and the proposal for the new library is intended to mitigate the effects of the loss of three small local libraries.

Financial impact for Flintshire County Council

The council could potentially make up to £37,000 of operational savings and up to £18,000 on premises costs.

Impact on the community

These groups will be affected by this policy:

- i) Library service users of Hawarden, Mancot and Queensferry
- ii) Potential library service users in the communities
- iii) Specific impacts on groups of people within the protected characteristics categories.

The protected characteristics are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race
- Religion of belief
- Sex
- Sexual orientation

iv) Library staff

i) Library service users

	Hawarden	Mancot	Queensferry
Adults	1235	1193	971
Children	859	835	813
Exempt from charges/special situations	19	73	23
Playgroups	1	3	2
Classes	1	2	34
Reading groups	4	0	0
Total	2119	2106	1843

Registered users

Active users (i.e have borrowed books in 2013-14)

	Hawarden	Mancot	Queensferry
Adults	374	314	195
Children	403	328	238
Exempt from charges/special situations	7	43	11
Playgroups	0	0	1
Classes	0	2	12
Reading groups	4	0	0
Total	788	687	457

Use of Book stock - percentage on loan at 1.4.14

	Hawarden	Mancot	Queensferry	All Flintshire libraries
On shelves	8804	11840	9417	158941
On loan	2020	2201	1573	52238

Total	6784	9639	10990 *includes school stock	211179
Percentage on loan	23	18.5	14.3	24.7

Usage – from CIPFA sample surveys 2013-14 and Library Management

	Hawarden	% age of Flintshire total	Mancot	% age of Flintshire total	Queensferry	% age of Flintshire total
Weekly Requests	43	7.7%	31	5%	23	4%
Total Annual Enquiries	2225	2.6%	3325	3.8%	1175	1.3%
Annual Visits - Adults	12300		15350		6550	
Annual Visits - Children	7475		10375		2575	
Total Annual Visits	19775	3%	25725	3.8%	9125	1.4%
Total annual loans	28870	4.3%	34748	5.2%	12004	1.8%

System

Number of children participating in Summer Reading Challenge 2014

Registered at Hawarden Library 276
Registered at Mancot Library 265
Registered at Queensferry Library 60

Numbers participating by school (4-11yrs)

School	No. of pupils	Number of children participating in SRC
Ewloe Green	412	73
Hawarden Village	451	212
Penarlag	217	68
Queensferry CP	160	20
Sandycroft CP	322	25.6
Hawarden H.S.	1152	38
John Summers H.S.	374	10

Rhymetime sessions for under 5s and parents/carers 2013-14

Hawarden 24 sessions total participants 753
Mancot 23 sessions total participants 523

Learning Events

Queensferry Weekly Basic Skills class
Weekly Job club

Queensferry Library shares a building with the school library, and the services are open at different times but with some overlap.

Hawarden One Family Learning session at Ewloe CP
3 reading groups meet in Hawarden Library every month. Average attendance is 9 for each.

Mancot

Class visits

Sandycroft school visit Mancot as part of their regular *your community* day. Four classes, about 110 children and perhaps 20 adults.

Family Learning

2 family learning sessions at Mancot– attendance 9 adults and 9 children

World Book Day

2013 three author sessions. Total attendance of 90 children and 16 adults

Digital assistance - comments from a sample week when digital assistance was monitored for Race On Line

Hawarden Customer wanted to renew his car tax on line "That was easy, thanks"

Mancot " Customer - saw newspaper articles re. developments in dementia treatment - had web address from newspaper but had never used a computer before. Amazing I will be coming in again

Queensferry "Thank you for help when attaching a document to my e-mail" Customer - help to scan a document and send as an attachment with an e-mail. "Very happy, now I know how to send attachments

Customer - Help to print a document. "Just needed help for the first time, I am now confident with printing, thank you"

ii) Potential library service users in the communities

Population (census 2011)

ward	Number of people	% male	% female	%Age 0-15	%Age 16-64	%Age 65+
Hawarden	1839	47.4	52.6	13.9	58.3	16.5
Mancot 1	1707	50	50	18.2	64.1	17.7
Mancot 2	1663	50.5	49.5	16.8	63.7	19.4
Queensferry	2007	50.3	49.7	18	66.4	15.6

Economy and employment

ward	Hawarden	Mancot1	Mancot 2	Queensferry	Flintshire
Percentage of people of working age who are claimants	7.3	14.1	17.8	16.3	12.7
Percentage of 16-24 yr olds who are unemployed	28	22.6	33.3	23.1	26.7
Percentage of economically active people who are full-time employees	38.3	44.1	42.3	44.1	43.4

Health - Percentage of people whose day to day activities are not limited by their health

Hawarden	Mancot 1	Mancot 2	Queensferry	Flintshire	Wales
77.9	81.2	77.7	79.8	80	77

Transport – percentage of households with no access to a car or van

Hawarden	Mancot 1	Mancot 2	Queensferry	Flintshire	Wales
12.3	18.5	18.8	26.7	17	22.9

Children and Education

School	No. of pupils	%age of pupils receiving Free School Meals	% of pupils achieving expected level in core subjects at KS2	% of pupils achieving expected level in core subjects at KS3
Ewloe Green	412	4.5	89.6	
Hawarden Village	451	5.3	98.1	
Penarlag	217	10.6	92.3	
Queensferry CP	160	50.8	70.6	
Sandycroft CP	322	25.6	91.4	
Hawarden H.S.	1152	7.5		90.6
John Summers H.S.	374	31.9		78.1

iii) Specific impacts on groups of people within the protected characteristics categories.

Library membership is free, accessible and inclusive. No specific information is recorded as to age (except for children), ethnicity, belief, sexual orientation or other protected characteristics.

Adults provide name, address and gender information.

Children provide name, address, gender and date of birth.

Library services are free to all who join and access to libraries is free to all. Membership is required only for using ICT facilities and for borrowing items. Library services for people from protected characteristics groups are provided in the following ways:

- Age
Special collections of books and other items are provided for different ages and stages of childhood, as well as Parents Collections
 - Disability
 - ✓ Books are provided in different formats such as Large Print, audio, downloadable audio (e-audio)
 - ✓ RNIB membership is funded and administered by the library service for visually impaired people
 - ✓ The libraries are all DDA compliant
 - ✓ Adapted ICT facilities are available for people with physical and learning needs
 - ✓ A library service to people who are housebound is available
 - ✓ Library members who have additional needs are exempted from some library charges
 - Gender reassignment
 - ✓ Libraries can access information on reading material and support information for all requirements.
 - Pregnancy and maternity
 - ✓ Libraries are child friendly with books for children and parents
 - ✓ accessible for prams and buggies
 - ✓ Rhymetime sessions for under 5s and parents/carers held fortnightly
 - Race
 - Religion of belief
 - Sex
 - Sexual orientation
 - ✓ Library book stock covers a wide range of ethnicity, belief, sexual orientation, age and language in representation of subjects and authorship to provide a diverse stock.
 - ✓ Language – Library books and stock are provided in Welsh across all categories. Bilingual activities are provided and all communications are bilingual. Library staff have access to Language Line to assist customers whose first language is not English or Welsh.
- iv) Library staff will be at risk of redundancy but will be considered for any library positions that become vacant due to retirement etc. HR guidelines

and procedures will be followed.

5. How the proposed new library facility will meet the needs of the community

- i) Library service users of Hawarden, Mancot and Queensferry
 - a) The proposed facility will provide the core entitlements of a Welsh Public Library:
 - *free inclusive access for all/ total community access reaching older people, children and families, minority and deprived communities*
 - *Outcomes: learning, reading support (wide range of reader development activities that actively feed in to the health and wellbeing agenda), health offer, digital support (supported, free online access), information offer (staff skilled in info management), inspirational spaces (network of neutral, trusted and accessible community spaces), support for under 5s and parent/carers, service to people with additional needs (RNIB, LP, audio, housebound, residential homes etc)*
 - b) The new library will be open for longer hours, in a larger building with ample parking and accessible by car, cycle, public transport and pedestrians.

Distances from existing libraries to Deeside Leisure Centre are:

Hawarden 1.7 miles

Mancot 1.1 mile

Queensferry 0.6 mile

The provision of the new library at Deeside will still ensure that Flintshire meets the Welsh Public Library Standard of having a static library within 2.5 miles of 75% of the population.

The new library will be staffed between 20-30 hours per week but will be open 7 days a week for people to sit, read, study, use ICT and borrow books via self-service for all the hours the Leisure Centre is open (approx. 100 hours currently). Wi-Fi will be freely available and the library will be adjacent to café, toilets, crèche and soft play area. The library will consist of two elements – an enclosed space with books, seating, a help point, and safe children’s area; and an area which forms part of the café and foyer of the leisure centre with book displays, ICT facilities and seating.

Opening hours of current libraries proposed from 7th April 2015

Library	Mon	Tues	Wed	Thurs	Fri	Sat	total
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Hawarden	2.00 - 5.00	closed	10.00- 1.00, 2.00 - 7.00	closed	2.00 - 5.00	closed	14
Mancot	2.00 - 7.00	2.00 - 5.00	closed	2.00- 5.00	10.00- 1.00	9.30- 12.30	17
Queensferry	2.00- 5.00	closed	2.00- 6.00	closed	10.00- 1.00	closed	10

- c) All categories of library stock will be available in the library and via the network of Flintshire Libraries.
- d) The new arrangement will make it possible to provide more activities for babies, parents, children, and learners as more partnership working will be possible with leisure providers; and more accessible space will be available to hold events.
- e) Welsh Public Library Standards require library staff to consult with users every three years to ascertain customer satisfaction and to assess the impact of library use on customer's lives. Library customers in Flintshire took part in these surveys in November 2014.

Numbers of responses were as follows:

Hawarden Library 137 responses from adults and 56 from children

Mancot Library 139 responses from adults and 35 from children

Queensferry Library 52 responses from adults and 23 from children

The common themes were that library users expected the following services/facilities from their libraries:

- Free access to a wide range of books which they could not afford themselves, including displays to assist reading choices
- Free use of ICT
- Help with study and learning
- Help with Basic Skills
- Helpful staff
- A safe, comfortable, local place to sit, read, 'chill'
- Help with children's development, especially Rhymetime and Summer Reading Challenge
- Access to information – especially local information

All these services would be provided in a new library at Deeside Leisure Centre

ii) Potential library service users in the communities

Deeside Leisure Centre recorded 554,394 visitors in 2013-14 for participation in activities. The library would be accessible to all these

visitors plus any accompanying parent, carers and friends who do not visit the Centre to participate in activities. Many of the visitors may not currently use a library due to current opening hours, location, travel and work patterns and other commitments.

iii) Specific impacts on groups of people within the protected characteristics categories.

The new library would meet the needs of the people from protected characteristics groups in the same way as described at 4.iii) above.

Pupils of John Summers High School would no longer have access to a public library on the same campus as their school.

Deeside Leisure Centre, as a location for a new library facility would further meet the needs of some of the groups as follows:

- ✓ Age
- ✓ Disability

The Centre hosts 47 registered clubs covering 20 sports and activities for all ages and abilities as well as providing a creche facility 5 days a week.

6. Financial implications of the proposal

Costs for the 3 libraries 2013-14:

	Hawarden	Mancot	Queensferry
Staff	17123	21060	33359
NNDR	4420	2923	3241
Utilities	1200	2637	6157
Cleaning	0	7253	848
Service agreements	436	862	1092
R & M	161	1358	332
Alarm/phone/photocopier	273	394	268
Total £105397	23613	36487	45297

The library budget will need to be reduced by 30% thus making it necessary to reduce library provision in Flintshire. By reducing the number of library buildings and co-locating the service with other services costs are reduced and library services to smaller communities are sustainable.

7. How the communities are to be consulted

Communities will be consulted during April 2015 via the following methods:

All residents (including library users) - information bulletin (online) and face to face at libraries via stakeholder groups to be arranged

Community Councils, schools will be consulted by correspondence

Individuals, groups and societies can contact Chief Officer and Principal Librarian with any specific concerns or questions.

People from the protected characteristics groups will be consulted via the EIA Quality Assurance group

All consultation documents would be bilingual in line with council policy.

8. Dealing with Adverse or Unlawful Impact and Strengthening the Policy

- Provision of a new library service within 1-2 miles of each community will mitigate the effects of re-locating services from existing buildings by offering a service which is accessible for longer opening hours, with a higher level of staffing, with more facilities. This should offer more flexibility for users to plan their library visits to fit with other activities, and possibly mitigate for extra distance travelled. The location of the new library in Queensferry is adjacent to other large shops and services.
- The building will offer a 'fit for purpose' library with improved access and a new bookstock which will be both diverse and cater for the needs of all ages and needs (Large Print books, audio books etc)
- Parking and access will be improved compared to the libraries at Hawarden and Queensferry.
- The new library will offer better service provision and improved facilities, e.g. public toilets, refreshments and better seating areas.
- Current users will be given notice of the re-location date and explanations as to how and where the new service can be accessed.
- The Library Service for housebound people will be promoted to those with mobility impairments in this community who may be eligible to receive it.
- Online resources can be accessed from home 24/7, e.g. E-book service and Online Catalogue, books can be reserved for collection at any service point.
- More provision of library activities would be made for children, babies and toddlers and their parents and carers as activities can be provided in partnership with leisure partners.

Measures we will take to strengthen the proposal and foster good relations and advance equality of opportunity

- Ensuring that the new library offers an all-round better customer experience for all library service users.
- Increased partnership working with local community groups to ensure we make them aware of any new services we offer (including protected characteristic groups)
- Ensure marketing and promotion of the new Library, and the library service to housebound people, so people in this community are aware of what library services are available to them.

Measures we will take to reduce or remove any adverse impact.

- By implementing the longer opening hours of the new library, we will attain more consistency in the number of opening hours (and days) that libraries of a larger size (or with higher usage figures) are open.
- By ensuring that when we open the new library it is promoted sufficiently to people in the community who we hope to encourage into the library, including people of different protected characteristics.
- We will network more with community partners so we can make their clients more aware of our service, including the changes location and opening hours
- Promote the new library and longer, seven day opening hours to relevant equalities groups in the community and to specific community groups, which may help increase their access to these services
- Working in partnership with relevant education and community information providers to examine how the new library service to these communities can help benefit their client groups by offering them increased access to library services.
- To ensure adequate monitoring and evaluation of the changes to the library service to these communities, so we can continue to adapt to the changing needs and demands of users and potential users in our local communities.

9. Sources Used

CIPFA

Flintshire County Council Infobase

Welsh Government

Library Management System data for Flintshire Libraries

Action Plan

Action	Responsible Officer	By When	Progress
Agreement to consult on proposal and Publish summary of EIA ¹ - Cabinet 17 th March	I. Bancroft	March 12 th 2015	
Consult Library stakeholders	P. Corbett	March/April 2015	
Consult Community Councils, FCC local members, schools	P. Corbett	March/April 2015	
Consult FCC EIA Quality Assurance group	P. Corbett	April 2015	
Decision on whether to proceed – Cabinet 19 th May	I. Bancroft	May 14 th 2015	



APPENDIX B

Flintshire County Council

**Library Services Consultation
HAWARDEN, MANCOT AND QUEENSFERRY**

Summary Report

April 2015

Contents

The Purpose of the Consultation	3
The Period of Consultation	3
Who was consulted	3
Consultation Responses	3
What people told us	
Community Representatives	4
Library Users	4
Children and Young People	5
Equality Assurance Group	6
Additional Responses	6
Petitions	6
Next Steps	7

The purpose of the consultation:

- To seek views and opinions on the proposals for the development of a new Hub Library at Deeside Leisure Centre with services from Hawarden, Mancot and Queensferry being re-located to the new library.

The period of consultation:

- Tuesday 17 March 2014 – Friday 17 April 2015

Who was consulted?

- Letters outlining the proposals and inviting feedback were sent to:
Hawarden Community Council
Queensferry Community Council

Hawarden High School
Hawarden Village Church School
Ewloe Green Primary School
Penarlag Primary School

John Summers High School
Queensferry Primary School
Sandycroft Primary School

- Three consultation events were held for library users on the following dates:

Tuesday 15 April	Hawarden, Tithe Barn	5.15 – 6.45pm
Wednesday 16 April	Mancot Village Hall	5 – 6.30pm and 7 – 8.30pm
Thursday 17 April	Deeside Leisure Centre	5.15 – 6.45pm
- Young people attending the above events were given the opportunity to work in peer groups facilitated by youth workers. The County Youth Forum were also asked for their views and opinions.
- The Equality Assurance Group were consulted at their meeting on 17 April 2015

Consultation Responses:

- Written responses were received from two schools.
- 124 people were engaged through the face to face library user consultation events.
- 7 young people provided their views through peer group feedback at the library user consultation events. The County Youth Forum also provided a response.
- Members of the Equality Assurance Group provided views and opinions on the proposals.
- Six additional written responses were received from residents.

What people told us ...

Community Representatives

Responses provided by the schools were supportive of the new Hub Library at Deeside Leisure Centre (DLC) and its potential to extend library use to a wider range of people within the community.

There was concern about the relocation of smaller libraries and the impact that would have on communities, particularly around accessibility and the continued promotion of reading for enjoyment. A potential solution to this, it was felt, was regular planned visits of the mobile library service with an offer to use school premises for parking during school holidays.

Schools were empathetic to the current situation and whilst they would be sorry to see the relocation of local libraries they understood and were supportive of the needs driving the change and the difficult decisions the Council had to make.

Library Users

It was evident at all four community consultation events that library users place a very high value on their local library services and enjoy the personalised experience a traditional visit to the library offers.

The first choice in each community was to retain their local service. Each community also felt there was a case for relocating the other two library services to sit within their own and questioned why the CyMAL grant could not be used for this purpose.

There was a consistent view in all three areas that whilst some people may use the new hub at DLC there would be many others who wouldn't, particularly older people, parents with young families and children and young people. In the main the reasons given for this were:

- Lack of available car parking in an already busy car park
- Poor public transport links with a lack of accessible bus stops close to the centre
- Personal safety covering a number of issues:
 - the car park during the evenings and alleged antisocial behaviour
 - independent library use by younger children with parents being unwilling to allow visits unaccompanied
 - traffic congestion and the need to cross busy roads
- The overall environment of a large busy centre, its many distractions and the lack of available quiet space
- Accessibility for digitally excluded children and young people needing to use computers after school for homework
- The security of book stock during self service hours

When considering the extended provision of community services in each community there was general agreement that whilst mobile services would be welcomed, visits would need to be frequent and for long durations, situated in locations and at times that would be accessible to the whole community. The lack of computers and the range of available books was of concern, however, increasing visits of the mobile service to schools would be welcomed.

Each community expressed an interest in further exploring the potential for Community Asset Transfer (CAT) and it was felt there would potentially be sufficient support for the development of a community library service and debate covered the following main points:

- A need to understand the concept in greater detail to make a more informed decision e.g. start-up costs, revenue costs, book stock transfer, etc.
- Level of Community Council interest in supporting a CAT
- The availability of a suitable alternative buildings (Mancot)
- The longevity of the existing library buildings (Hawarden and Queensferry)
- Who would need to be involved in taking a CAT forward and what would be the next steps

Children and Young People

Peer group feedback at consultation events

It would be fair to say that the young people who took part in the four library user consultation events were somewhat conflicted in their views. On the one hand they valued the whole experience a visit to their local library offered and didn't want to see it relocated, on the other they were excited by the design of the proposed new hub library.

"I love to go to the library pick a book with my friend, then we buy a sausage roll, use the post office, go to the park, sit on the bench, read our book and eat our sausage roll. It means a lot"

"Cool colours. I could picture myself in that tennis seat"

Many of the issues they raised mirrored those covered by others in the room:

- Lack of public transport to the centre
- Lots of busy roads to cross
- Too far away and too big and busy. Younger children would not be able to visit on their own and it would be too much responsibility for older brothers and sisters to take them
- Lack of quiet space and lots of other distractions
- Personal safety

Considering the potential of the new hub they talked positively about:

- a new and modern environment
- better computers
- different books
- somewhere where parents could drop children off whilst they went shopping to Lidl or Asda

In the event that local libraries were relocated to DLC children and young people were very supportive of a CAT, many being willing to volunteer their time to help run a community library.

County Youth Forum

The Flintshire Youth Forum (FYF) is a group of young people between the ages of 11 and 25 who are a representative voice of the views of young people in Flintshire.

Whilst members of the Forum recognised and valued the role of community libraries generally they were very positive about a new hub at DLC. They considered this to be a central location attracting young people from far and wide for lots of different reasons, e.g. ice skating, skatepark, fast food outlets, shops and that young people would combine activities with a visit to the library.

Most agreed that generally there was no need for them to visit a library to borrow books as much of what they needed could be done on-line. They also felt that traditional libraries were perhaps a little dated and mainly catered for young children or older people. It was felt that a new library hub in this location would modernise the image of libraries and provide a vibrant and inspiring place to visit making the link between healthy bodies and healthy minds.

Equality Assurance Group

The Equality Assurance Group provides a representative voice of the views and opinions of the groups of people protected by equalities legislation.

On considering the proposals the group felt the location at DLC was good with a diverse range of people visiting the centre. The provision of a self-service facility was positively received.

There was a view that in the development of a hub at DLC consideration would need to be given to the availability of parking, personal security, the cost of public transport.

Whilst it was acknowledged that extending mobile services to each of the three communities would not fully replace the current service provision it would ensure the continuation of a localised library service.

It was felt that CAT could provide a 'mix and match' opportunity, with local community libraries being accessed for some reading needs and hub libraries being used for other IT, research needs.

Additional Responses

Much of the feedback received in the additional responses mirrors that referred to above highlighting concerns around accessibility, cost, future use of existing buildings, impact on young people and the elderly and the loss of a valued traditional library service.

Petitions

The following petitions were submitted to County Council on Tuesday 14 April 2015

- Petition to keep the library open in Hawarden – 470 signatures
- Petition to keep the library open in Mancot – 568 signatures

Next steps

The outcomes of the consultation will be presented to Lifelong Learning Overview and Scrutiny Committee on Friday 30 April and to Cabinet for final approval on 19 May 2015.

Whatever decisions are taken by cabinet in May further work will take place with all three communities to implement these decisions in the best way possible

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Appendix B – Draft Notes from Lifelong Learning Overview and Scrutiny Committee 11.05.15

50. MEDIUM TERM PLAN FOR LIBRARIES – PROPOSAL TO DEVELOP NEW HUB LIBRARY AT DEESIDE LEISURE CENTRE AND RE-LOCATE HAWARDEN, MANCOT AND QUEENSFERRY LIBRARIES

The Chief Officer (Organisational Change) introduced a report to provide an outline of the proposal and feedback the results of the consultation exercise.

Councillor Chris Bithell, Cabinet Member for Education, read out a statement which outlined the objectives of the proposal and gave an assurance that the Authority remained committed to providing a sustainable improved library service for the areas concerned.

The Chief Officer (Organisational Change) provided background information and referred to the key considerations in the report. He said it was recognised that libraries were community facilities and made reference to the consultation exercise which had taken place during March and April 2015 with community representatives, library users, young people and the equality assurance group to seek views and opinions on the proposals.

The Chair invited members to raise questions.

Councillor Nancy Matthews expressed a number of concerns around the Deeside Leisure Centre location: the proposal was to move the library to the Queensferry area which currently had the lowest footfall of the three libraries. She commented on the convenient location of other libraries situated in town centres and suggested that the existing library facility at Connah's Quay could be a more suitable location for the hub provision. Councillor Matthews also commented on the needs of library users and cited as examples use of the library by young people to do homework and research after school, and use by the general public for I.T facilities. Councillor Matthews also referred to the library mobile service and asked if details on the use of the service could be provided.

Councillor Nigel Steele Mortimer expressed concerns that feedback from the public consultation exercise would not be taken on board by the Authority. He also felt that the provision of a new library service at Deeside Leisure Centre was too close to the existing library facility at Connah's Quay. He reiterated the comments expressed by Councillor Matthews that Deeside Leisure Centre attracted visitors from across all of North Wales and beyond and that the majority of people would not necessarily be users of the Flintshire library service.

The Chief Officer (Organisational Change) responded to the comments and queries raised. He gave an assurance that robust consultation had been undertaken with a wide range of groups in addition to library users and that the outcome of the exercise was critical in helping to form the proposals around future service provision and asset transfer. He referred to the Welsh Public Library Standards which required that a static library service point should be within 2.5 miles of at least 75% of the

population and explained that the proposal fell within the Standard for access by Hawarden, Mancot and Queensferry communities.

Councillor Aaron Shotton, Leader of the Council and Cabinet Member for Finance, commented on the difficult choices to be made under current and future financial restraints and referred to a 30% reduction in the library budget and the £0.050m savings in operational costs which could be achieved by the proposals and would contribute to the overall £0.600m anticipated savings in library services over three years.

Councillor Aaron Shotton also commented on the need to be mindful of service provision in the Sealand and Garden City areas which had been previously been subjected to library closures and were now served by the Queensferry library.

Councillor Dave Mackie expressed a number of concerns around the proposal to develop the hub library service at Deeside Leisure Centre which he felt was not the most suitable location. He referred to the geographical research he had undertaken in relation to the 2.5m radius and catchment areas and expressed the view that Hawarden, which had the largest population in the County, could be considered as a suitable location. In explaining his objections to the proposals he also referred to the site of the existing library in Hawarden and to a further building which was currently vacant and could be utilised to provide a community library service.

The Chief Officer (Organisational Change) responded to the comments and questions raised and gave an assurance that further work would be undertaken with communities around asset transfer options. Following on from Councillor Mackie's concerns around the geographical location of the new hub library he said a comparison would be undertaken in relation to whether a library was located in Deeside as opposed to Hawarden and Mancot. Broughton would also be factored in as a library coverage with its catchment as this would also have an impact on coverage of parts of Hawarden, and coverage of areas such as Garden City and Sealand.

In response to the queries raised around the CyMAL grant the Chief Officer gave a brief overview of the application process and explained that it had been submitted to the Committee when it had been established what was feasible.

Councillor Clive Carver referred to the current location of the Hawarden Library which shared the same building as the Flintshire Records Office and sought clarification around the future of the Records Office if Hawarden Library was closed. Councillor Aaron Shotton advised that the two were not related. Councillor Carver said he was not opposed to the provision of a mobile library service in Hawarden, however, he expressed the view that it would be difficult to find a suitable site from where the service could be provided. The Chief Officer reiterated his advice that the Authority would work with all three communities to consider a range of options to achieve the best possible outcome in terms of location and service provision.

Councillor Paul Shotton spoke in support of the proposal and said the opportunity to secure a grant from CyMAL towards the cost of the new hub library was to be welcomed. He said the location of the new library at the Leisure Centre would

also provide visitors with the additional facility of being able to access a wide range of library services.

In summary the Chief Officer (Organisational Change) commented on the next stage of the process which would include working with communities to implement whatever proposal was finally agreed. This would also involve the consideration of design issues, asset transfer locations, and provision of I.T facilities.

The Chair concluded consideration of the item by observing that this issue had prompted a good debate. The comments which had been made and the questions which had been asked were examples of effective scrutiny, and he thanked everyone for their contributions. In the circumstances, the best proposal from the meeting would be to say that the comments the Committee have made during the meeting be commended to the Cabinet as their formal observation on the proposals for the Libraries.

RESOLVED:

That the comments the Committee have made during the meeting be commended to the Cabinet as their formal observation on the proposals for the development of the new hub library at Deeside Leisure Centre.

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Appendix C = Final Options Analysis

Option and Conclusion	Advantages	Disadvantages
<p>1. Services remain as they are - with no new Library at Deeside Leisure Centre and Retention of Hawarden, Mancot and Queensferry Libraries Conclusion – Not sustainable</p>	<ul style="list-style-type: none"> • No disruption to service provision • Local services for each of the communities • Supports view of current library users 	<ul style="list-style-type: none"> • Lack of any revenue savings • Does not address issues identified with the lack of sustainability of each building • Lack of modernisation of library provision e.g. self service • Will be in the same position in the future either when buildings issues need addressing or further budget savings are needed
<p>2. Closure of Hawarden, Mancot and Queensferry Libraries - with no library building serving these areas Conclusion – Does not meet local needs of these communities</p>	<ul style="list-style-type: none"> • Full saving of current budget would be achieved, approximately £100k • Building sustainability issues addressed 	<ul style="list-style-type: none"> • Lack of library building within 2.5m of all three communities • Major loss of service provision for all three communities
<p>3. New Library at Deeside Leisure Centre - with no additional provision of community based services or consideration of community asset transfer Conclusion – Does not meet the needs of older people and traditional users of the service in 3 communities</p>	<ul style="list-style-type: none"> • Saving of over £50k • Library Building within 2.5m of the three communities • Location which will attract diverse range of users • Modern library fitting with library vision • No additional costs for service provision 	<ul style="list-style-type: none"> • Potentially will not meet the needs of older people and traditional library users from the three communities • Travel and location issues may be a barrier to use of Deeside Library
<p>4. New Library at Deeside Leisure Centre – with additional community based services and consideration of feasibility of community asset transfers Conclusion – Preferred Option as Sustainable Solution delivering the libraries vision and meeting the needs of a range of users in the 3 communities</p>	<ul style="list-style-type: none"> • Same 5 bullet points under (3) • Will serve the needs of older people and traditional library users by some more locally based services 	<ul style="list-style-type: none"> • Change of provision to community based services such as mobile services which serve a range of communities and as a result of additional communities to serve will less be able to serve these current areas • Potential one off costs of Community Asset Transfer

FLINTSHIRE COUNTY COUNCIL

CABINET RECORD OF DECISION

DATE OF MEETING: 19 MAY 2015 AGENDA ITEM NO. 4
REPORT OF: Chief Officer (Organisational Change)
SUBJECT: MEDIUM TERM PLAN FOR LIBRARIES –
PROPOSAL TO DEVELOP A NEW HUB LIBRARY
AT DEESIDE LEISURE CENTRE AND RE-LOCATE
HAWARDEN, MANCOT AND QUEENSFERRY
LIBRARIES

RECOMMENDATIONS OF REPORT: Cabinet consider the results of the consultation, the views of Lifelong Learning Overview and Scrutiny Committee, and the final options appraisal to determine the way forward.

Cabinet agrees to the development of a library at Deeside Leisure Centre re-locating services from Hawarden, Mancot and Queensferry Libraries.

Cabinet agrees that the Council should work with the three communities specifically to:

- Address the concerns raised about the Deeside location
- Plan community library services for each of these areas
- Identify if a community asset transfer is feasible and can be supported
- Finalise the design and resources available at the new library at Deeside Leisure Centre

DECISION: As detailed in the recommendations.

REASON FOR DECISION: As in the report.

CONSULTATION REQUIRED: Consultation has taken place as identified in the report.

CONSULTATION UNDERTAKEN: Whatever decisions are taken by Cabinet

in May further work will take place with all three communities to implement these decisions in the best way possible.

FINANCIAL IMPLICATIONS:

The capital cost of the proposal for a new library development at Deeside Leisure Centre are approximately £0.230m for which a grant application has been successfully made to CyMAL for over £0.090m with the remainder to be found within existing budgets.

The proposed re-location of three buildings into a new library facility at Deeside Leisure Centre will make a significant saving in relation to building costs and future repairs and maintenance. As part of the development, plans will be put in place for integrating staffing from the current three libraries which will also reduce operating costs. This is estimated at over £0.050m. This will contribute to the overall £0.600m savings that are anticipated will be needed in library services.

If a new library was to be built in the future, and it is the equivalent size of the current Mancot library, either to serve these communities or replace current provision which is not sustainable in the long term, then it is estimated that this would cost in the region of £0.750m (based on today's prices) for the building alone.

DECLARATIONS OF INTEREST:

Cllr Helen Brown.

DISPENSATIONS

None.

DATE PUBLISHED:

20 May 2015

SIGNED



(Proper Officer)

Insert date here... 27th MAY 2015

To ~~Democracy & Governance Manager~~ Chief Officer Governance

We, the undersigned, wish to call in the following decision of the Cabinet:

Date of Cabinet Meeting: 19th May 2015
Report Title: Medium Term Plan for Libraries - Proposal to Develop a New Hub Library at Deeside Leisure Centre and Re-locate Hawarden, Mancot and Queensferry Libraries.

Record of Decision Number: 3173

Reason(s) for Call In:

The Medium Term Plan for libraries does not, (1) Take into account the impact of the Hawarden and Mancot library closures on the existing and prospective users. (2) Show the future plans for the Flintshire Record Office which is co-located with Hawarden Library. (3) Take into account the closeness of the existing Connah's Quay Hub with the proposed new Hub within the Deeside Leisure Centre.

In initiating this call in, we recognise that it will be regarded as a gross discourtesy to the committee if members who have requested the call in do not attend the meeting of the committee with contacting the Member Engagement Manager to explain their reasons.

We understand that the call in meeting will be held within 7 working days of this call in notice being received and accepted.

Signature	Printed name
1.	CLIVE STANLEY CARVER
2.	ALISON HALFORD
3.	ADELE DAVIES-COOKE
4.	DAVE MACKIE
5.	GHEWYS DISKIN
6.	
7.	
8.	

Call in Notice received 27/5/15 : 2015 Accepted 29/5 : 2015

Signed Page 5 ~~Democracy & Governance Manager~~ Chief Officer Governance

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