2016 Proposal and Integrated Impact Assessment

Informing our approach to fairness

Title of proposal	Library Network Reduction
Date of assessment	1 November 2012
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Newcastle
City Council

2016 Proposal	
Government cuts, heavily skewed against Newcastle and the North East, are having a damaging impact on our capacity to deliver public services and support the economy of the city. In addition, we continue to face unavoidable rising costs. By 2016, we will need to reduce the amount we spend by over £90m. This equates to a third of our current budget. The savings are unprecedented and are the most challenging the city has ever faced. These savings cannot be made by just being more efficient. It means we will need to look at every service and decide what will be provided in the future and how. These difficult decisions will be made by applying a fairness test to every decision, analysing future needs and taking into account the views of the public expressed through the Let's talk Newcastle programme.	

1.	**The proposal / function**
1.1	**Description of current service**
	The Approach Local Services – Services People Access considers three significant front line services: • Libraries and Cultural Services • Council Leisure Services (pools and leisure centres) • Council Customer Service Centres These could be to remove of reduce the services on offer or to change the way they are delivered. Due to our budget position, we have been asked to work with a new budget of £8,870,000 (compared with an existing budget of £16.885,000). The only way to operate within this new budget is to radically re-engineer services, and also reduce the level of service provided across the city. **Delivering the current service and cost** Newcastle Library service currently provides a network of 17 community libraries and the City Library as well as a Home Delivery Service which is predominantly staffed by volunteers from NCVS. Local authorities are required to provide a comprehensive and efficient service under the Public Libraries and Museums Act 1964. This requires the service to provide the public with free access to books and other materials. Newcastle City library currently provides access to a wide selection of books and information, free access to computers, as well as a range of activities available to the public such as reading groups, Job Clubs, IT taster sessions and homework clubs. The Library service currently costs £4,021,667 to run, 61% of which is consumed by the cost of running City Library.

1.2	**The Proposal**
	This IIA assess the impact of closing 10 libraries across the city. These libraries are Blakelaw, Cruddas Park, Denton Burn, Dinnington, Fawdon, Fenham, High Heaton, Jesmond, Moorside and Newbiggin Hall Libraries. Walker and Newburn Libraries will move out of their current facilities and into the Walker Activity Dome and Newburn Surestart Centre respectively. The East End Customer Service Centre will move into the space currently occupied by East End Library, this will lead to reduced space in the library for stock as well as reducing the amount of space available for the Customer Service Centre to deal with enquiries.
	The high quality City Library, located off Northumberland Street, will be the hub for the new service. Libraries will be retained in the East End, West End, Outer West, Kenton, Newburn, Walker and Gosforth, combined with other services.
	We propose to close the libraries in Dinnington, Moorside, Cruddas Park, High Heaton, Denton Burn, Jesmond and Fenham in June 2013. Blakelaw, Newbiggin Hall, and Fawdon Libraries are currently linked to a community centre, and we will delay closure until March 2015 in order to support those centres through this transition.
	Even after these closures, 96% of Newcastle residents would still live within 1½ miles of a library. But we recognise that there will be many residents for whom this would represent a significant loss. We remain open to cost effective solutions proposed by the communities affected. For example, we would want to consider proposals for self-service and unstaffed library borrowing and digital facilities in other buildings, or services run by volunteers; including community centres, Sure Start Children's Centres and schools.
	The proposal to close these community libraries has been driven by the need to meet budget requirements. These closures will take place over a three year period and will involve the reduction of staffing levels across the service as well as reducing management levels and a reduction of spend on new stock. The libraries remaining as part of the core network have been chosen to provide strategic sites across the city ensuring that 96% of residents are not more than 1.5 miles from a library.
	The service will continue to provide access to books, periodicals, local history and information as part of its core service across eight sites but will also continue to develop its digital offer to support people to access the library service from their own homes. The Library service will continue to provide access to computers and access to the People's Network will remain free of charge. This will also to help support the city in its bid to become a "Super Connected" City by providing a community 'safety net' for our Digital by Default ambitions.
	The service will continue its volunteer led Home Delivery Service which will offer disabled and elderly users the opportunity to have stock delivered to their homes to if they are unable to attend their local library. This service will also be able to offer an at home service to people who are unable to travel (due to mobility issues) to one of the core libraries.
	The service is currently looking at other facilities in the city in which we currently deliver services such as Sure Start Centres and community buildings to see if they could help

provide space for community run library facilities.

The proposal to close Blakelaw, Cruddas Park, Denton Burn, Dinnington, Fawdon, Fenham, High Heaton, Jesmond, Moorside and Newbiggin Hall Libraries will save £641,000 a year and will involve the reduction of 20.5 fte members of staff.

These Libraries received over 350,000 visitors in the last year, issuing nearly quarter of a million items and registered over 2,000 new users.

Due to the financial pressures we face **these proposals deliver the most efficient and comprehensive service affordable and are likely to meet the government's definition of 'comprehensive and efficient'.** The service will continue to deliver a service which helps to meet our four priorities: A Working City, Tackling Inequalities, Decent Neighbourhoods and a Fit for Purpose organisation through a range of delivery methods including eight branch libraries, an extensive digital offer and through outreach work which will be performed in the community.

We are legally required to set a one-year budget only. The figures for 2014/15 and 2015/16 should be regarded as indicative at this stage. Firmer figures for 2014/15 and 2015/16 will be published in November 2013 and November 2014 respectively.

Financial cost/benefit analysis

	Gross saving	Implementation cost	Net saving
2013/14	£388,000	0	£388,000
2014/15	£172,000	0	£172,000
2015/16	£81,000	0	£81,000

	Split of net savings			Workforce reduction	
Year	Efficiency	Income	Other	No. FTEs	% workforce
2013/14			£388,000	18.4	tbc
2014/15			£172,000	0	tbc
2015/16			£81,000	2.1	tbc

1.3	**Ward /geographical impact**

Libraries are based across the city and their closures are likely to affect people from all wards.

Blakelaw
Residents in Blakelaw ward live between one and two miles from the Outer West Library. There is a regular bus route between Blakelaw and the Outer West Library.

Cruddas Park
Cruddas Park library is approximately one mile from the West End Library. There is a regular bus route between Elswick and Adelaide Terrace, close to the West End Library.

Denton Burn
Denton Burn library is less than one mile from Outer West Library. There is no regular bus route between Denton Burn and the Outer West Library. There is a regular bus route between Denton Burn and the City Library.

Dinnington
Dinnington Library is more than two miles from the nearest libraries in Kenton and Gosforth. There is a regular bus route between Dinnington and the Regent Centre, close to the Gosforth Library.

Fawdon
Fawdon Library is approximately one mile from both Gosforth and Kenton Libraries. There is a Metro line between Fawdon and the Regent Centre, close to the Gosforth Library.

Fenham
Fenham Library is less than one mile from West End Library. There is a regular buss route between Fenham and Adelaide Terrace, close to the West End Library.

High Heaton Library
High Heaton Library is approximately one mile from the East End Library and the miles from the City Library. There is a regular bus route between High Heaton and the East End Library and also between High Heaton and the City Library.

Jesmond
Jesmond Library is just over one mile from the City Library. There is a Metro line between West Jesmond and the city centre.

Moorside
Moorside Library is approximately one mile from City Library. There is a regular bus route between Moorside Library and the City Library.

Newbiggin Hall
Residents in Newbiggin Hall live between one and two miles from the Outer West Library. There is a regular bus route between Newbiggin Hall and the Outer West Library.

Newburn
Residents in Newburn live between one and two miles from the Outer West Library. There is no regular bus route between Newburn and the Outer West Library. There is a regular bus route between Newburn and the City Library.

Walker
Walker Library is approximately one mile from the East End Library. There is a regular bus route between Walker and the East End Library.

2. Evidence and research – identifying need

Information source	What has this told you?
Public Libraries User Survey (PLUS)	• 98% of library users feel that their local library is easy to access. • 98% of adult users feel that the library service is good or very good • 99% of children who use the library service feel that the library service is Good or OK. • 56% of library users consider themselves to be economically inactive. • 36% of users consider themselves to have a disability. • 97% of children who use the service describe their library as "a place they want to come to." • 40% of children who use the library feel that it has helped them do better at school.
Newcastle Future Needs Assessment (NFNA)	• These Libraries are based across the city and their closures are likely to affect people from all wards. • Newcastle upon Tyne is the 40th most deprived authority in the country and has a number of neighbourhoods which are considered to be in the 10% most deprived areas in the country. • Newcastle has lower than average levels of Child literacy and numeracy and also has a higher proportion of adults with no formal qualification that the national average. • Whilst 12% of Newcastle's population are a member of minority ethnic group over 23% of the cities school children are part of the BME community. • Unemployment in Newcastle is higher than the national average and the city contains areas which have much higher than average levels of unemployment.

3. Engagement

Date of engagement	Details of whom you have or will engage with	Number of people invited/attended	Main issues raised
19 – 21 Nov	Staff	Full workforce	
TBC	Library Users		
TBC	Elected members	Members Working Group	
TBC	General Public		
TBC	Surestart		
TBC	Newcastle Futures		
TBC	Work Clubs		
TBC	Parents		
TBC	Reading Groups		
TBC	WRVS		
TBC	Local history groups meeting at closed sites		
TBC	Schools/universities/colleges/hospitals/VCS organisations		

4. Assessing the impact

Impact for (staff or service users)	Assess the impact of the proposal(s) on the following specific groups and any others you can identify	Impact (actual/ potential disadvantage, beneficial outcome or none)	Detail of the Impact Could the proposal(s) lead to any groups being disadvantaged or treated unfairly? Please explain why. Could the proposal reduce inequalities or disadvantage? Please explain how.	How will you address this or mitigate any disadvantage?
People with protected characteristics:				
Service users	Younger people and older people (age)	Actual / potential disadvantage	The closure of these libraries may mean that elderly and younger people may be unable to access a public library. An analysis is being undertaken to measure the impact of closures on children from deprived areas.	The city will still contain eight libraries strategically placed to **ensure that no member of the public is isolated from the library service**. Although service users with mobility issues may find it difficult to use public transport whilst carrying books. If an elderly person is unable to travel to their nearest library then they may be eligible to receive the Home Delivery Service who would deliver a range of stock to their home. The Home Delivery Service is a specific service for vulnerable older and disabled residents of Newcastle. Volunteers are trained and CRB (Criminal Record Bureau) checked. Volunteers work to an agreed code of conduct in service standards and required behaviours. People unable to access their nearest library would be able to access a range of information from home via digital library service including e-books, e-audio books and information services.

Service users	Younger people and older people (age)	Actual / potential disadvantage	The current library network provides children's story time and class visits across all of its branches to encourage children to take an interest in reading. A reduced network will mean that these opportunities are not available as easily for children and young people.	The service will continue to deliver services for Children and Young People across its remaining library network however there will be reduced numbers of Class visits and children's story times.
Service users	Disabled people	Actual / potential disadvantage	The closure of these libraries may mean that disabled people are unable to access a public library due to the distance that they need to travel to reach their nearest library.	The remaining library network is spread across the city and most users will be able to access anther library in the network through public transport however this may be difficult to manage whilst carrying heavy books whilst users with mobility issues may find it difficult to travel the extra distance. If a user is unable to reach their nearest library then they may be eligible to receive the Home Delivery Service. People unable to access local libraries would be still able to access a range of information from home via an extensive digital library service including e-books, e-audiobooks and information services.
Service users	Carers	Actual/Potential disadvantage	Carers may benefit from extending the Home Delivery Service, with more older and disabled people receiving visits to deliver books.	
	People who are married or in civil partnerships	None identified		
	Sex or Gender (Includes Transgender, pregnancy and	None identified		

	maternity)			
	People's sexual orientation	None identified		
Service users	People of different races	Actual / potential disadvantage	BME groups who use their local library to access foreign language material Also, educational attainment amongst the BME communities (particularly Asian boys) is low. By closing libraries in areas with large BME communities, this could be seen as compounding the problem.	The Library network will continue to stock a wide selection of Books, DVDs, CDs and other materials for the South Asian community although individuals may have to travel further to access them. The remaining library network will provide excellent learning resources that can support educational requirements.
Service users	People who have different religions or beliefs	Actual / potential disadvantage	Service users of all faiths make use of the library facilities being proposed for closure. Reducing the Library network would reduce the ability for people to access material relating to their faith	The reduced library network will continue to offer materials for a wide range of religions and beliefs however stock levels will be reduced.
People vulnerable to socio-economic disadvantage:				
Service users	People living in deprived areas	Actual / potential disadvantage	A reduction in the library service will mean that individuals living in deprived areas will have less access to library services including the People's network which could increase levels of deprivation in these areas	The reduced library network will still continue to provide access to a range of library services to all members of the public although users may need to travel further to access them.
Service users	People in low paid employment, or in households with low incomes	Actual / potential disadvantage	There will also be an increased cost for those who require public transport to access their local library which those with a limited or low income may struggle to meet.	The service will promote information on reduced fare bus passes for those that are eligible so that they do not have to pay as much to use public transport.
Service users	People facing barriers to gaining employment, such as low levels of educational attainment	Actual / potential disadvantage	The library service provides valuable learning resources i.e. books and IT equipment that people trying to find employment may need to access in order	The service will continue to promote its work on employability and skills development across its remaining sites and will still provide free access to books,

			to prepare themselves for employment. Closing the library will mean a loss of these vital resources**.** The closure of libraries which provide support sessions for unemployed people will mean that the unemployed have less access to support to help them find work.	computers and information for all users both online and in library buildings.
	Looked after children	None identified		
	People facing multiple deprivation, through a combination of factors such as poor health (physical or mental) or poor housing/ homelessness	None identified		
Businesses:				
	Businesses providing current or future jobs in the city	Actual / potential disadvantage	Libraries based in facilities shared with community centres and other organisations may affect the ability of these organisations to deliver their services due to reduced financial support for building costs.	All users of facilities shared with libraries proposed for closure will be consulted on the proposals and will be given time to prepare for the withdrawal of the library
Other potential or specific impacts:				
Service users	Cumulative or cross cutting impacts. Impacts that may affect numerous groups or whole populations.	Actual / potential disadvantage	All residents in the city will find it more difficult to access library services due to the reduced number of libraries available to them. This will increase demand on resources and staffing availability at the across the reduced network.	Whilst some residents may find it more difficult to access Library services due to closures the service will maintain a presence across the city and will continue to provide the best possible it is able to under its current budget restrictions.

The impact on community cohesion:			
Assess the impact of the proposal(s) on community cohesion	**Impact (actual/ potential disadvantage/tension, beneficial outcome or none)**	**Detail of the Impact** **Could any groups see the proposal as unfair (even if you believe they are fair)?** **Could the proposal bring different groups into greater contact with each other?** **Could proposal cause or contribute to conflict or tensions between groups?**	**If the answer is yes to any of the questions or you're not sure, how will you address this?**
Community Cohesion	Actual / potential disadvantage	The closure of the proposed libraries could potentially be seen as unfair by members of the immediate community. This could be viewed as another service being removed.	Engagement will need to take place with the community with clear communication about the reason for proposing the closure of branch libraries. This will also involve providing as much detail about alternatives means of accessing Library services as is known at the time of engagement.
The impact on community safety:			
Assess the impact of the proposal(s) on community safety	**Impact (actual/ potential negative impact, beneficial outcome or none)**	**Detail of the Impact** **Could the proposal affect actual levels of crime and/or anti-social behaviour?** **Could the proposal affect the fear of crime, the perception of crime or community confidence in an area?** **Could the proposal affect road traffic accidents?**	**How will you address this or mitigate any negative impact?**
Community Safety	None identified		
The impact on the environment:			
Assess the impact of the proposal(s) on the environment	**Impact (actual/ potential detrimental impact, beneficial outcome or none)**	**Detail of the Impact** **Could the proposal cause a large change in environmental condition?** **Could the proposal affect the protection of or access to the natural environment?** **Could the proposal impact on energy use and/or other**	**How will you address this or mitigate any negative impact?**

		factors contributing to climate change?	
Environment	Beneficial outcome	The closure of the Library will mean that there are less energy emissions being produced.	

Integrated Impact Assessment Review

This proposal and Integrated Impact Assessment will be reviewed and updated when consultation ends on 1 February. It will take into account feedback from consultation. This table will be completed then.

Review Date:

Officer:

Provide an update on how the proposal has progressed.

Detail of the Impact	Actions identified in Section 4	Who is responsible for this?	When will the action be complete?	Update