



Financial Year	2017/18
Proposal no.	NH-2017-345
Directorate	Neighbourhoods

## Savings Programme Pre-consultation Report

**Subject:** Review of Library Service Provision

### 1. Recommendations

- 1.1 It is recommended that Members consider the following proposals relating to libraries, as a basis for consultation.
- 1.1.1 Closure of the mobile library.
- 1.1.2 Reduction in the bookfund by 15%.

#### Reason for recommendation

- 1.2 In order to contribute to the Council's savings requirement it has been necessary to examine all areas of service.
- 1.3 The Council is committed to continuing delivering services from each of the borough's 17 public libraries, all of which act as community hubs.
- 1.4 Rochdale is the only authority in Greater Manchester which still operates a mobile library.

### 2. Background

- 2.1 The provision of a "comprehensive and efficient" library service is a statutory obligation placed upon the council under the **Public Libraries and Museums Act 1964** for all individuals who live work or study within the borough and want use of the service. Currently the council delivers this through 17 libraries, a mobile library service and the Doorstep service for housebound people. What was deemed to be "comprehensive and efficient" in the early 1960s has been radically altered by the impact of the internet, electronic and social media and how people now read, create and download content, find information, and their expectations of being able to do so in a modern public library which acts as a community hub delivering the needs of the local community.
- 2.2 The Council believes it is important to protect the service delivery from the

borough's libraries. Therefore all 17 of the borough's libraries will continue to be funded and will further develop their roles as community hubs.

2.3 Rochdale is the only authority in Greater Manchester to operate a mobile library. The proposal is to close the mobile library. The mobile library is very old, and would need replacing within 18 months, perhaps less. It often has mechanical difficulties and is unable to offer a high quality consistent service. A new mobile library would cost at £100,000 to purchase. The mobile library only receives approximately 5000 visits a year – less than the quietest branch library in the borough. There are currently approximately 140 regular customers plus children from 2 primary schools who do class visits to the mobile library. The library service could continue to deliver services to current mobile library customers who have mobility difficulties, via the doorstep library service for housebound people. The numbers of customers able to be served by the Doorstep Library can be increased by using volunteers to select items, releasing time for staff to deal with more customers.

2.4 A reduction in the bookfund by £30,000 would appropriately reflect the modern library service. Libraries are used for many additional reasons rather than just books – e.g. computers, advice sessions, and community groups. For example the numbers of computers in the borough's libraries has been increased considerably in the last 12 months. The bookfund is currently £200k, this proposal would reduce it by 15% to £170k. Alternative access to books has been enhanced recently. A large collection of e-books are now available from the Rochdale Libraries website. Rochdale Borough residents can use their Rochdale library card to borrow books in 8 of the Greater Manchester Authority's Libraries.

### 3. Financial Implications

3.1 Table 1 provides details of the Review of Library Services savings proposal.

	Savings 2017/18 £k		Savings 2018/19 £k		Total savings £k	
	On-going	One off	On-going	One off	On-going	One off
Employees	28				28	
Other Costs	30				30	
Income lost						
<b>Net savings</b>	<b>58</b>				<b>58</b>	
Additional income generated						
<b>Total savings</b>	<b>58</b>				<b>58</b>	
Implementation costs						
<b>Total savings less implementation costs</b>						

3.2 The breakdown of this saving is as follows:

Item	Saving (£k)
Closure of Mobile Library	28
Reduction in Bookfund	30
Total	58

#### **4. Asset implications**

4.1 There are no asset implications associated with this proposal.

#### **5. Voluntary Sector impact**

5.1 Friends of Sudden Library support the operation and use of the mobile library at Brimrod Chapel. There will be no need for them to continue doing this.

#### **6. Consultation**

6.1 The Council must ensure that it remains open-minded throughout the consultation period to all alternative proposals and expressions of interest.

#### **7. Alternatives considered**

7.1 Members could decide not to implement this proposal and provide alternative options.

#### **8. Risk Assessment Implications**

The following risks arise from the issues raised in this report as set out below:

8.1 There is a risk that customers with mobility difficulties will not be able to access library services. However, this risk will be mitigated through the provision of the doorstep library service.

#### **9. Legal Implications**

9.1 There are no legal implications.

#### **10. Personnel Implications**

10.1 There are significant personnel implications associated with this proposal.

#### **11. Equalities Impacts**

##### **Workforce Equality Impacts Assessment**

11.1 There are no workforce equality issues arising from this report.

#### **12. Equality/Community Impact Assessments**

12.1 An Equality Impact Assessment will be developed as part of the consultation.

## Appendix 1

Financial Year	2017/18
Proposal no.	NH-2017-345
Directorate	Neighbourhoods

### EQUALITY IMPACT ASSESSMENT FOR SAVINGS PROPOSALS

1. Please state the name of the officers leading the EIA
x xxxxx
2. Who has been involved in undertaking this assessment?
x xxxxx
3. What is the scope of this assessment?
To assess whether this proposal disproportionately impacts upon any relevant groups under the Equality Act
4 a) What does the function currently do? b) Describe the needs which this service meets?
<p>The provision of a “comprehensive and efficient” library service is a statutory obligation placed upon the council under the <b>Public Libraries and Museums Act 1964</b> for all individuals who live work or study within the borough. What was deemed to be “comprehensive and efficient” in the early 1960s has been radically altered by the impact of the internet, electronic and social media and how people now read, create and download content, find information, and their expectations of being able to do so in a modern public library which acts as a community hub delivering the needs of the local community. Therefore there is no specific definition of a “comprehensive and efficient” library service.</p> <p>Currently the council delivers this through 17 libraries, a mobile library service and the Doorstep service for housebound people. A mobile library is not a statutory service. Indeed Rochdale is the only borough in Greater Manchester that still operates a mobile library. The mobile library is designed predominantly for people who are unable to access any of the 17 libraries. The number of people this relates to is becoming less as access to cars increases. The number of mobile library customers has reduced in recent years.</p> <p>In 2015-16, approximately 23,000 new books were purchased for libraries across the borough.</p>
5. What proposed changes do you wish to make?
<p><b>The proposal is to:</b></p> <ul style="list-style-type: none"><li>• Close the mobile library service. Those customers with mobility difficulties will be offered use of the doorstep service for housebound people</li></ul>

- Reduce the bookfund by £30,000 which will lead to a reduction in number of books purchased, by 15% - approximately 3,500 books.

**6. Who are the key stakeholders who may be affected by the proposed changes?**

Current mobile library customers. There are currently approximately 140 regular customers plus children from 2 primary schools who do class visits to the mobile library.

Customers of the borough's 17 libraries will not be affected by this proposal except a small reduction in the amount of new books received.

**7. What impact will this proposal have on all the protected groups?**

**Race Equality**

In relation to Rochdale Borough, the 2011 Census confirms the following data on ethnicity. The overall population of Rochdale Borough is 211,699. Of these, 166,481 are classified as white British (79%); and 45,218 (21%) as BME. BME groups now account for a greater proportion of the population than was the case in 2001. Pakistani is the largest population among the BME groups and now accounts for 10.5% (22,265) of the total population in 2011, having grown by over 40% over the past decade.

There is no data relating to ethnicity, to current users of the mobile library.

Funding of the World Languages collection will not be reduced as a result of this proposal, maintaining the level of foreign language books in the borough's libraries at their current level.

There is no reason to believe that this group will be disproportionately affected by this proposal

**Disabled People**

The 2011 Census confirms that 21% of the Borough considers themselves to be disabled or their activities are limited due to a health-related issue. This is an increase of 4.8% from 2001. Rochdale Borough has higher rates of residents noting a long-term health problem or disability when compared to Greater Manchester or England and Wales. In general terms, therefore, the levels of disability and associated health issues are acknowledged to be of relevance to this Borough.

A significant proportion of the 140 regular mobile library customers suffer from mobility difficulties. The library service could continue to deliver services to current mobile library customers who have mobility difficulties, via the doorstep library service for housebound people. The numbers of customers able to be served by the Doorstep Library can be increased by using volunteers to select items for the doorstep library customers, releasing time for staff to deal with more customers.

Customers who suffer from visual impairment access reading materials through the borough's libraries via the large print collection and audio-book collection. The level of funding for these collections will not be reduced.

As a result of the availability of the Doorstep Library, there is no reason to believe that this group will be disproportionately affected by this proposal

**Carers**

There is no data to suggest that this group will be disproportionately affected by this proposal.

### **Gender**

The 2011 Census provides the following breakdown of figures for the Borough:

- there are 103,642 males (an increase of 3.9% from 2001, when there were 99,705); and
- there are 108,057 females (an increase of 2.3% from 2001, when there were 105,652).

This seems to indicate a relatively even split between male and female residents of the Borough.

There is no data to suggest that this group will be disproportionately affected by this proposal.

### **Age**

The Census 2011 gives the following breakdown of the Borough's population by age:

<b>Age group</b>	<b>No in 2011</b>	<b>% age in 2011</b>	<b>Proportional change from 2001</b>
0 – 14	41,827	19.7	-1.7%
15 – 29	42,541	20.1	+1.5%
30 – 44	42,914	20.3	-1.8%
45 – 64	53,601	25.4	+1.8%
65+	30,816	14.6	+0.3%
Totals	211,619		

A significant proportion of the 140 regular mobile library customers are over 65 years of age. The library service could continue to deliver services to current mobile library customers who have mobility difficulties, via the doorstep library service for housebound people. Also 99% of customers live within 2 miles of one of the 17 libraries in the borough.

Due to the availability of the doorstep library, and other libraries, there is no data to suggest that this group will be disproportionately affected by this proposal.

### **Armed Forces and Ex-Armed Forces Personnel**

There is no data to suggest that this group will be disproportionately affected by this proposal.

### **Religion or Belief**

The 2011 Census confirms the following religious groups in the Borough:

- Christian (128,186, or 60.6%, a decrease of 11.5% since 2001)
- No religion (40,014 or 18.9%, an increase of 8.1% from 2001)
- Muslim (29,426 or 13.9%, an increase of 4.5% from 2001)

Rochdale's proportion of Muslim residents exceeds the comparative figure for Greater Manchester (8.7%) and also England and Wales (4.8%).

There is no data to suggest that this group will be disproportionately affected by this proposal.

**Sexual Orientation**

The 2011 Census does not record this data directly. There is no reason to think that this Protected Group is particularly affected by this proposal.

**Gender Reassignment**

The 2011 Census does not record this data directly. There is no reason to think that this Protected Group is particularly affected by this proposal.

**Pregnant Women or Those on Maternity Leave or Those who have given Birth in the Previous 26 weeks**

The 2011 Census does not record this data directly. There is no data to suggest that this Protected Group is at particular risk.

**Marriage or Civil Partnership**

The 2011 Census shows that there are now fewer people in the Borough living as a married couple. In 2001, 40.3% of the population were not living as a couple and that figure has risen to 44.4% in 2011. The prime reason for this is that a higher percentage of people are now living as single, the number of people living as single has risen by 23.8% over the past decade and increased by 3.9% proportionally.

There are now 5,625 fewer people in the Borough living as a couple in a married or civil partnership than in 2001; this equates to a drop of 7.4%. This is a proportionally greater decrease than across Greater Manchester (3.1%) and England and Wales (1%).

There is no data to suggest that this protected group is at particular risk.

**8. Conclusions and Recommendations****What are the main conclusions and recommendations from this analysis?**

There are a significant number of mobile library customers who are over 65 and/or suffer from mobility difficulties. The Doorstep Library will be available for these customers to use.

Although there will be a reduction in number of books purchased, the level of funding will not be reduced for World Language Collection, Large Print or Talking Books.

Therefore, there is no reason to suggest any group will be disproportionately adversely affected by this proposal.

**9. In the box below please provide details of who you will consult with on the proposals, when you consult, and the methods which you will use to consult. In the box below****The Consultation and Inclusion Methodology Used**

- Public consultation through the Council's web site

**10. Produce an action plan detailing the mitigation measures that you propose to put in place to address any adverse impacts.**

Mitigation Measure	Action	Responsible Officer	Implementation Date	Review Date	Evaluation Measure
Ensure mobile library customers are able to continue to access library services via the doorstep library	Include this offer in a letter to customers, informing them of the proposal	xxxxxx xxxxx	December 2016	Mar 2017	Customers continue to receive a library service – via the doorstep library
Do not reduce the level of funding for World Book Collection, Large Print and audio books	Maintain spending on these items at the current level	xxxxxx xxxxx	April 2017	June 2017	Number of items of these category purchased maintained at current level